

# Harrogate District Local Plan: Infrastructure Capacity Study – Baseline Report

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## 1. INTRODUCTION

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- 1.1 A sound Local Plan sets out how the objectively assessed development and infrastructure needs of an area can be met. Planning for growth and change requires a strategic understanding of the opportunities and constraints in a given area and its adjoining areas. It is important that infrastructure provision both shapes future development patterns and enables the delivery of sites within that pattern of growth.
- 1.2 The National Planning Policy Framework (NPPF) states that Local Plans should plan positively for the development and infrastructure required in an area and to achieve this, local planning authorities should work with other authorities and providers to assess the quality and capacity of infrastructure and its ability to meet forecast demands.
- 1.3 Harrogate Borough Council appointed a consultancy team of O'Neill Associates, Fore Consulting and DTZ to prepare an Infrastructure Capacity Study and Delivery Plan for the Harrogate District as part of the evidence base for a new district-wide Local Plan that will cover the period up to 2035. This study will:
- determine the existing capacity of the District's infrastructure;
  - assess the implications of a number of potential growth scenarios;
  - inform the Council's selection of a preferred development strategy and development sites; and
  - provide a detailed assessment of the requirements for, and deliverability of infrastructure necessary to support the selected strategy.
- 1.4 The Study follows, and builds upon, a previous Infrastructure Delivery Plan produced by Harrogate Borough Council in 2013 to support the Sites and Policies Development Plan Document (DPD), which was withdrawn by the Council in June 2014 in light of concerns raised by an Inspector at the Examination Hearings for the DPD.
- 1.5 The Infrastructure Study is being undertaken in three stages to ensure that infrastructure considerations are taken into account at all stages of the Local Plan preparation process. This report is the output of the first stage of work – a baseline report. This initial stage of work aims to ensure that infrastructure features as a key issue from the start and to feed in to, and provide background evidence for, a Local Plan Issues and Options consultation document to be published in July 2015. The aim of the work on the baseline report has been to:
- re-establish contact with key infrastructure and service providers and promote early engagement;
  - provide an up-to-date understanding of infrastructure services, networks and facilities;
  - identify current or potential issues about the quality, capacity and availability of existing infrastructure and services in Harrogate District (and any relevant cross boundary issues);
  - gather information about the investment plans of infrastructure and service providers;
  - start to identify where any particular problems with capacity or opportunities for growth arise in the District; and
  - draw out initial findings as to what infrastructure and service delivery issues could be a critical barrier to future growth.

- 1.6 The second stage of the Study will be to assess the strategic implications of a number of potential growth scenarios/development options for the District to inform the selection of a preferred development strategy and development sites. The third stage of work will be to produce a delivery plan detailing the specific infrastructure requirements of the Council's preferred growth strategy and development sites. This will identify who is responsible for undertaking the required works and how they will be funded and brought forward in a timely manner to support growth.
- 1.7 The emerging Local Plan will ultimately be subject to an independent public examination by a Government appointed Inspector who will need to be satisfied that growth proposals are consistent with existing, and where necessary increased, infrastructure and service provision, and that there is a reasonable prospect of this new infrastructure being delivered over the plan period.
- 1.8 The Infrastructure Baseline Report is set out as follows:
- **Section 2** – Sets out a summary of the key policy context
  - **Section 3** – Explains the engagement with infrastructure and service providers
  - **Section 4** – Examines utility and environment related infrastructure provision
  - **Section 5** – Profiles community services and facilities
  - **Section 6** – Considers travel and transport services and infrastructure provision
  - **Section 7** – Draws out overall conclusions from this first stage of work

## 2. POLICY CONTEXT

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### National Context

- 2.1 The *National Planning Policy Framework* (NPPF) sets out the government's planning policies for England and how these are expected to be applied. Paragraph 157 of the NPPF states that Local Plans should plan positively for the development and infrastructure required in the area to meet the objectives, principles and policies of the Framework. Paragraph 162 of the NPPF states that local planning authorities should work with other authorities and providers to:
- assess the quality and capacity of infrastructure for transport, water supply, wastewater and its treatment, energy (including heat), telecommunications, utilities, waste, health, social care, education, flood risk and coastal change management, and its ability to meet forecast demands; and
  - take account of the need for strategic infrastructure including nationally significant infrastructure within their areas.
- 2.2 Paragraph 177 of the NPPF states that it is important to ensure that there is a reasonable prospect that planned infrastructure is deliverable in a timely fashion. The paragraph further states that to facilitate this, it is important that local planning authorities understand district-wide development costs at the time Local Plans are drawn up. For this reason, infrastructure and development policies should be planned at the same time, in the Local Plan.
- 2.3 In relation to transport, Paragraph 31 of the Framework stipulates that local authorities should work with neighbouring authorities and transport providers to develop strategies for the provision of viable infrastructure necessary to support sustainable development (paragraph 31).
- 2.4 The *National Planning Policy Guidance* (NPPG) states that the Local Plan should aim to meet the objectively assessed development and infrastructure needs of the area. The NPPG goes on to say that, "a Local Plan is an opportunity for the local planning authority to set out a positive vision for the area, but the plan should also be realistic about what can be achieved and when (including in relation to infrastructure). This means paying careful attention to providing an adequate supply of land, identifying what infrastructure is required and how it can be funded and brought on stream at the appropriate time; and ensuring that the requirements of the plan as a whole will not prejudice the viability of development."

### Pan-Regional Context

- 2.5 The Government has a vision for a North with a vibrant and growing economy that builds on the existing strengths of Northern city regions, attracts and retains the brightest and best talent and attracts investment from overseas. This has been termed the "*Northern Powerhouse*." Key to delivering this vision is the development of a network of modern city regions, driven by the knowledge economy and rich in job opportunities for all.
- 2.6 Transport will underpin this vision – a fast, efficient and effective transport system will operate across the North providing a catalyst for growth and supporting people and businesses to fulfil their potential. This strategy marks a new approach, to maximise the

economic potential of the North, to allow workers to be more mobile and realise their potential, companies to get access to the people and skills they need to grow, and businesses to better connect with each other to become more efficient. A workforce able to move around its region, including between cities, is able to better access jobs and opportunities. Businesses which are well connected to each other can find much needed services and products, and the costs of transporting people and products are lower.

- 2.7 In March 2015, the Government, Northern city regions and Local Enterprise Partnerships, working together and with Highways England, Network Rail and HS2 Ltd as the Transport for the North Partnership Board, published its first report identifying a long term transport strategy and how the associated investment programme will be developed. Some infrastructure to support growth in Harrogate will also have a key role in the delivery of the Northern Powerhouse vision, particularly rail and the strategic road network.
- 2.8 *Rail North Limited* brings together Local Transport Authorities (LTAs) across the North of England into one cohesive and proactive body, which represents the regional and local economic, transport and strategic objectives for the rail industry. Furthermore, it has enabled Local Authorities to develop their understanding of rail industry processes and to provide their local experience and expertise to influence franchising outcomes as they never have before. Rail in the north of England comprises a network of routes allowing rail travel across the north as well as to and from the rest of Great Britain. A Long Term Rail Strategy sets out how rail can support the growth of the North of England's economy over the next twenty years by improving connectivity for passengers and freight across the North, while at the same time providing a better customer experience and delivering a more efficient railway.

### **City and Sub-Regional Context**

- 2.9 Harrogate District is a rural authority and part of the County of North Yorkshire. The District lies between the cities of Leeds/Bradford to the south, the District of Richmondshire to the north, the City of York and Hambleton and Selby Districts to the east, and the Yorkshire Dales National Park to the west. North Yorkshire has a two tier system of local government. This means that responsibility for a number of public services is split between North Yorkshire County Council (NYCC) and Harrogate Borough Council (HBC). For example, NYCC is the local highway and education authority for North Yorkshire whilst HBC is the local planning authority.
- 2.10 Harrogate District sits within two Local Enterprise Partnership areas – York, North Yorkshire and the East Riding (YNYER) and Leeds City Region (LCR). The *Strategic Economic Plan (SEP) for YNYER* recognises the need to overcome physical constraints to development and the need to focus investments where there is a clear market failure that is preventing or delaying development. The importance of investment in the Leeds-Harrogate-York rail line, congestion in Harrogate, the need for improved East-West links across the YNYER area and the role of Harrogate as a growth town are all key components of the SEP. Growth town plans are being drawn up to integrate future investment in these towns.
- 2.11 Delivering the infrastructure for growth is one of the four strategic pillars of the *LCR SEP*. The long term ambition is to build a 21<sup>st</sup> century physical and digital infrastructure to enable the LCR to reach its growth potential. Transport connectivity, increasing house-building, bringing forward development sites and delivering improvements to digital and green infrastructure are all key action areas.

## **Duty to Cooperate**

- 2.12 The duty to cooperate was created in the Localism Act 2011, and amends the Planning and Compulsory Purchase Act 2004. It places a legal duty on local planning authorities, county councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local and Marine Plan preparation in the context of strategic cross boundary matters. Local planning authorities must demonstrate how they have complied with the duty at the independent examination of their Local Plans. If a local planning authority cannot demonstrate that it has complied with the duty then the Local Plan will not be able to proceed further in examination.
- 2.13 The Council has engaged with neighbouring local authorities to identify key strategic/significant cross boundary infrastructure issues and what implications these may raise for the Local Plan. The Council is committed to involving neighbouring authorities and other duty to cooperate partners throughout the preparation of the Infrastructure Capacity Study. An update on the outcome of these discussions will be included within the stage 2 infrastructure capacity report.

## **Local Context**

- 2.14 The Harrogate District has an exceptionally high quality and diverse environment. Almost half of the District comprises the relatively sparsely populated Nidderdale Area of Outstanding Natural Beauty (AONB). The District's three main settlements Harrogate (with an estimated population of 75,810 in 2012), Knaresborough (15,370 population) and Ripon (16,960 population) are all centrally located to the west of the A1(M) highway that runs north-south across the District.
- 2.15 The current *Core Strategy for Harrogate District* (2009) identified the need to provide for 390 new homes per annum in the District and established a focus on Harrogate, Knaresborough and Ripon as the District's main urban areas the focus for growth. The Core Strategy (policy C1) sets out the Council's expectation for developers to provide for and/or contribute towards the provision of community and other infrastructure needs generated directly from their development where this is necessary to make a scheme acceptable in planning terms.
- 2.16 HBC currently implements two Supplementary Planning Documents (SPDs) linked to Core Strategy Policy C1 which relate to the provision of open space and village halls (revised June 2015) as part of new housing developments. The SPDs require applicants for new housing development to provide for open space and village halls to meet the needs of the developments prospective residents. The Council has also produced guidelines for development control on the Council's approach to securing affordable housing provision and contributions towards education facilities.
- 2.17 The new *Economy Action Plan for 2015-2020* for Harrogate district has recently been published. It identifies the detailed priority areas in which the council will work with businesses and partners to support the economy of Harrogate district over the next five years. A Strong Local Economy is the Council's number one corporate priority in support of its over-arching vision for the Harrogate district which is "the best place to live, work and visit". Our key economy actions for 2015-2020 are: a place with a resilient, diverse and expanding economy; a vibrant tourism experience; excellent travel, transport and broadband



connectivity; and a world class conference centre. Infrastructure is a key component of creating the conditions to support economic growth.

- 2.18 Excellent travel, transport and broadband connectivity features as Economy Action 3 in the action plan. This also highlights that in engagement with local businesses transport issues are repeatedly highlighted as a major concern and key priority for investment and improvements. Rail improvements; road, public transport, air, bicycle and pedestrian network improvements; and, improved access to higher speed broadband and mobile coverage are identified as three lobbying priorities.
- 2.19 HBC has commenced work on a new *Local Plan* for the District that will look ahead to the year 2035. The Council has published an Engagement Strategy which sets out the process and timetable for preparing the new Plan. There will be a number of opportunities to inform and respond to the Local Plan as it develops.
- 2.20 Consultation on a Local Plan issues and options document in July 2015 will help shape the Council's growth strategy by seeking comments on different spatial options for future development across the District. The starting point for considering what figure should be included in the Local Plan as an annual housing target will be the 2014 Strategic Housing Market Assessment (SHMA), which concludes that the objectively assessed housing need for the District is 621 new homes per year. This would equate to 13,041 homes over the period of the Local Plan (2014-2035). Taking into account the most up-to-date position on housing completions and commitments, the consultation document sets out that Local Plan would be required to identify future potential housing land to deliver around 6,364 homes. However, through the Local Plan this need will be tested and moderated against relevant constraints and opportunities, which could result in a lower or higher figure than 621 homes. Infrastructure capacity will be a fundamental consideration, along with environmental constraints, the amount of affordable housing, land supply, and viability and deliverability.
- 2.21 In terms of the location of future development the July 2015 consultation will review the roles of main urban areas, market towns and villages in setting out a settlement hierarchy for the district, and will consider five strategy options for distribution of growth, based around three themes:
- Growth in the main urban areas
  - Growth along the main public transport corridors
  - Growth within a new settlement.

### **3. ENGAGEMENT WITH INFRASTRUCTURE & SERVICE PROVIDERS**

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- 3.1 Contacts established with a wide range of infrastructure and service providers through previous work on the Core Strategy and IDP for the Sites and Policies DPD in 2013 provided a starting point for engagement. Along with the 2013 IDP report this has provided good foundations for further infrastructure analysis work.
- 3.2 During the preparation of the Infrastructure Baseline Report, the project team has contacted those organisations with responsibility for the following infrastructure and services:
- Gas transmission and distribution;
  - Electricity transmission and distribution;
  - Water supply, sewerage and waste water treatment;
  - Health and social care services and facilities (primary, secondary, tertiary and community care);
  - Education (nursery, primary and secondary schools, and higher education);
  - Local highways;
  - Strategic highways;
  - Public transport (cycling, rail and bus facilities and services);
  - Sustainable transport (cycling and walking);
  - Flood protection;
  - Telecommunications;
  - Emergency services;
  - Waste and recycling facilities;
  - Indoor sport and leisure facilities;
  - Community facilities (libraries, cemeteries and public conveniences).
- 3.3 As context for initial engagement with infrastructure and service providers in April and May 2015, the following points were highlighted:
- The 2009 Core Strategy requirement, which provided the basis for the 2013 Sites and Policies DPD and Infrastructure Delivery Plan 2013, was 390 dwellings per annum.
  - The starting point for this new Local Plan is the Council's latest full assessment of housing needs – the 2014 Strategic Housing Market Assessment (SHMA) - which concludes that the objectively assessed housing need for the District is 621 new homes per year over the period 2014-2035.
  - The Council has also assessed that as at 31 January 2015 an annual requirement of 799 dwellings would be needed to provide a five year housing land supply.
  - At this point in time, taking into account existing commitments, the Council expects that the Local Plan housing target will be in the order of 8,000-9,000 new dwellings.
- 3.4 Each of the providers were sent a pro-forma, in which relevant extracts from the 2013 IDP were included, and were requested to review and provide comment on the information, in particular on whether the description set out is still correct or if it needs updating or adding to in any way.
- 3.5 Further questions were also set out which aimed to establish the availability of infrastructure and services, to identify capacity issues that the providers considered would be key considerations for the new Local Plan, and to highlight key planned investments and improvements.

- 3.6 In particular, providers were asked to provide:
- summary/overview maps of existing and planned facilities and/or networks;
  - catchment area maps; and
  - current investment plans or capital programmes.
- 3.7 In addition to the pro-formas, each of the providers were invited to one of three workshops (which took place on the 15<sup>th</sup> and 19<sup>th</sup> May 2015) covering the following broad themes:
- Utilities and Environment;
  - Community Services; and
  - Travel and Transport.
- 3.8 The workshops were intended to provide an opportunity for the providers to ask questions of the project team and HBC Officers, for all parties to discuss and 'join up' the issues being raised by different infrastructure providers, and to explore the emerging issues and implications for the new Local Plan.
- 3.9 A final workshop was held with representatives of NYCC and local business and tourism organisations to look at the broader economic implications of the new Local Plan.
- 3.10 The information gained from the pro-formas and through the workshops has been used to prepare the remainder of this report, grouped under the three broad headings above. As such, it represents the infrastructure capacity and needs as of June 2015, and will be reviewed and updated as necessary through the development of the new Local Plan.
- 3.11 At the end of each section relating to a particular infrastructure/provider, there is a short summary of the issues and the implications for the new Local Plan. The final section of the report then draws these together across all infrastructure elements and provides some overall implications for HBC to consider.

## **4. UTILITIES AND ENVIRONMENT**

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- 4.1 **This section examines water, gas, electric, telecommunications, flood protection and drainage and waste management.**

### **Water Supply, Treatment and Sewerage**

- 4.2 Water supply and treatment is undertaken by a series of water companies and sewerage undertakers. These are not always the same company, with different territories for water supply and sewerage treatment, and with some companies exclusively supplying water. Water companies have a duty to provide water supply and sewerage treatment to development identified in adopted development plans. The content of adopted development plans is therefore vitally important to investment planning by water companies.
- 4.3 Yorkshire Water (YW) is appointed as the water and sewerage undertaker for Harrogate District through the Water Industry Act (WIA) 1991. The principal duties of a water and sewerage undertaker are set out in that legislation. Section 37 of that Act places a duty upon a water undertaker to develop and maintain an efficient and economical system of water supply within its area. Similarly Section 94 places a duty upon a sewerage undertaker to provide, improve and extend a system of public sewers to ensure that its area is effectually drained.
- 4.4 The Water Services Regulation Authority (Ofwat) is the economic regulator of water and sewerage companies in England and Wales. For every five year asset management planning (AMP) cycle, companies submit a business plan to Ofwat. The plans set out each company's view of what it needs to do to maintain its assets, improve services to customers and deal with its impact on the environment. The funding is linked to the setting of customer bills (the so-called "price review" or PR). Any infrastructure requirements which arise after agreement of the five year AMP will normally be considered for the following AMP period. AMP 6 will cover the period 2015 to 2020, and AMP 7 2020 to 2025.
- 4.5 Under Section 106 of the WIA 1991, developers have a right to connect to the existing sewerage system. The developer is required to fund the connection to the sewer and the cost of any on-site sewerage. Should the developer need to cross third-party land in order to connect to the existing sewerage system then they can requisition the sewerage undertaker to provide a new sewer under Section 98 of the WIA 1991. Requisitions are funded by the developer but the cost is discounted to take account of income received from new sewerage charges over a 12 year period.
- 4.6 When a developer wishes to proceed with a particular site, they can requisition the appropriate water company (or companies if separate for water and wastewater) to provide local network infrastructure in accordance with the relevant provisions of the WIA 1991 (Section 98 for sewerage and Section 41 for water). The cost of this is shared between the developer and undertaker in accordance with provisions of legislation.
- 4.7 YW offer a pre-planning sewerage enquiry service which landowners, developers and applicants can access to ascertain the waste and clean water status of a site. This service can be utilised at any stage prior to the submission of a planning application.

**Issues Identified:**

- The public water supply within the District is largely provided by Yorkshire Water's regional grid system.
- HBC has access to the public sewer records within the District. There are around 60 waste water catchments ranging from those serving small villages to the largest ones in Harrogate and Knaresborough.

**Implications for the Local Plan:**

- The current AMP6 programme agreed with YW's regulators takes into account growth forecast in the previous iteration of Harrogate's Local Plan.
- If growth is significantly above that suggested in the previous adopted plan, YW would look for new development to be phased appropriately to allow provision of waste water and water infrastructure.
- YW would expect new development to incorporate sustainable drainage systems wherever possible for surface water management in order to minimise the risk of flooding within the District.

**Gas**

- 4.8 Gas is distributed nationally via the High Pressure national transmission system to a series of Local Distribution Zones (LDZs). There are eight Gas Distribution Networks (GDNs) currently owned by four companies, which each cover a separate geographical region in Britain. In addition there are a number of smaller networks owned and operated by Independent Gas Transporters (IGTs) – most but not all of these networks have been built to serve new housing.
- 4.9 The LDZs are operated by Gas Distribution Operators (DOs). The gas supply companies pay National Grid Transmission and the DOs a tariff for the use of the gas networks for access to their end-customers. The tariffs are based on approved business plans, incentives and outputs agreed within eight year control periods with Ofgem, the industry regulator.
- 4.10 The industry has become increasingly fragmented since privatisation. The key groups of organisations as it stands now are:
- Producers – provide gas at Terminals around the country
  - Gas Transporters – own, operate and maintain the physical assets (pipes, plant and equipment) used to transport gas from the terminal to the consumer
  - Shippers – purchase gas from producers, pay Transporters to move it to consumers, and sell gas to consumers
  - Metering Organisations – own the meters

*Gas Transmission*

- 4.11 National Grid owns and operates the high pressure gas transmission system in England, Scotland and Wales that consists of approximately 4,300 miles of pipelines and 26 compressor stations connecting to 8 distribution networks. National Grid has a duty to develop and maintain an efficient co-ordinated and economical transmission system for the conveyance of gas and respond to requests for new gas supplies in certain circumstances.

- 4.12 New gas transmission infrastructure developments (pipelines and associated installations) are periodically required to meet increases in demand and changes in patterns of supply. Developments to our network are as a result of specific connection requests e.g. power stations, and requests for additional capacity on our network from gas shippers. Generally network developments to provide supplies to the local gas distribution network are as a result of overall demand growth in a region rather than site specific developments.

#### *Gas Distribution*

- 4.13 Northern Gas Networks (NGN) is the gas transporter that owns and operates the local gas distribution network in Harrogate Borough Council administrative area (although there are also a number of IGTs that operate within the District). NGN does not supply gas, but provides the networks through which it flows. NGN owns and manages a gas distribution system of 37,000km supplying gas to 2.6m users. NGN infrastructure in the Harrogate area is extensive, covering all of the major conurbations and many of the smaller villages. However, some rural areas have no networked gas provision at all.
- 4.14 NGN publishes a Long Term Development Statement (LTDS) annually. This document provides a ten year forecast of transportation system usage and likely system developments that can be used by companies contemplating connecting to the gas network, entering into transport arrangements, or wishing to identify and evaluate opportunities. Copies of Long Term Development Statement can be found via:  
<http://corporate.northerngasnetworks.co.uk/reports/>
- 4.15 Operating under the Gas Act 1986, the DOs have an obligation to develop and maintain an efficient and economical pipeline system and, subject to that, to comply with any reasonable request to connect premises, provided that it is economic to do so. The DOs use an economic test to calculate the maximum economic investment for specific reinforcement, which the DOs can make for any specific load. A load is deemed to be economic where the incremental transportation income from the additional load exceeds the incremental costs of the load. The test shall be applied over the anticipated life of the load.
- 4.16 All costs associated with the connection to the existing gas network and works downstream of this are generally fully funded by the customer (either the consumer, developer, consortium, etc.). If it is necessary to reinforce the network upstream of the connection point, an economic test is applied to these costs (based principally on the size of the load and the nature of the upstream network), the result of which being that none, part, or all of the upstream reinforcement will be funded by NGN. However, “connections” is a competitive arena and other parties are also able to provide the downstream infrastructure. These can be either Utility Infrastructure Providers (UIPs) who will install the pipes to the appropriate standards and then pass ownership to NGN, or IGTs who will install and subsequently own the infrastructure.
- 4.17 NGN has indicated that the major gas supply into the Harrogate network from the Local Transmission System currently has sufficient capacity to meet the forecast load growth, including an additional 9,000 domestic properties, fed from the offtake site on Ripon Road. More specifically, based on current installations and operating practices the following capacity is available:

- i) Burley Bank Offtake: – has sufficient capacity to supply the proposed load.
- ii) Burley Bank to Harrogate 17 bar pipeline: - has sufficient capacity to supply the proposed load.
- iii) Harrogate 17/2 bar PRI: - has sufficient capacity to supply full load.
- iv) Harrogate 17/7 bar PRI: - has sufficient capacity to supply full load.

4.18 NGN cannot guarantee that capacity will be available indefinitely, but as things stand the above 7bar network has significant capacity in Harrogate and surrounding areas.

4.19 Currently there is sufficient capacity in the Intermediate Pressure (2-7bar) and Medium Pressure (below 2 bar) supply to Ripon and Pateley Bridge, as well as sufficient capacity in Medium Pressure to supply Harrogate, Knaresborough, Boroughbridge and for any evenly spread growth that is built up steadily over next five years. However, more localised system extension or reinforcement within the network may be required depending on the specific connected loads. It may be necessary to reinforce some Medium Pressure Mains beyond five years and if growth is unevenly concentrated in areas, with increased likelihood for concentrations of growth in Pateley Bridge and lesser extent Boroughbridge and Ripon. The Medium Pressure supply to Masham is particularly constrained.

4.20 NGN has stressed that their network analysis has been undertaken based on information available to them at that point in time. The analysis is intended as a guide only and does not constitute any form of capacity reservation, and formal specific enquiries would be required for them to provide any firmer commitments on capacity / costs.

**Issues Identified:**

- The major gas supply into the Harrogate network from NGN's Local Transmission System is currently provided via a Medium Pressure ring around the town, and this has some long term capacity.
- In the short/medium term, there is sufficient capacity in the Medium Pressure supply in all of the existing settlements except for Masham. It will be necessary to reinforce the Medium Pressure supply to the Masham area by 2020.
- Cattal, Kirk Hammerton and the settlements to the east of the A1(M) are not currently connected to NGN's Gas Network.
- As well as infrastructure costs to supply new development, another potential cost is diverting existing gas pipes around development areas to ensure gas pipes are not built over and minimum proximities from buildings are maintained. These costs are generally fully funded by the customer (consumer, developer, consortium, etc.). The cost of diverting higher pressure above 7 bar gas mains (National and Local Transmission) can have a much more significant effect on the economic viability of a development.
- Rather than speculatively invest to anticipate demand, NGN investment is based on maintaining the gas network (replacement or reinforcement), and will follow changes in demand from requests for new connections, as connections are made and with a consideration for expected growth considering published local plans.

**Implications for the Local Plan:**

- NGN would generally look at specific development proposals to understand the implications and costs of new connections to their existing network, and so any view beyond a 10 year time horizon is based on more uncertainty.
- In developing new connections, any connections that require crossings of major watercourses or highway routes are generally more difficult, and therefore more expensive.
- Any site crossed by part of the High Pressure network is likely to require significant works to divert the supply.

**Electricity**

- 4.21 The National Grid owns and manages the national transmission network which maintains the flow of generated electricity to substations where the voltage is lowered ready for regional distribution. As holder of a licence to transmit electricity under the Electricity Act 1989, it has a statutory duty to develop and maintain an efficient, co-ordinated and economical transmission system of electricity and to facilitate competition in the supply and generation of electricity. Separate regional Distribution Network Operators (DNOs) own and operate the distribution network of towers and cables that bring electricity from the National Grid transmission network to homes and businesses. The DNO covering the Harrogate District is Northern Powergrid.
- 4.22 To facilitate competition in the supply and generation of electricity, National Grid must offer a connection to any proposed generator, major industry or distribution network operator who wishes to generate electricity or requires a high voltage electricity supply. Often proposals for new electricity projects involve transmission reinforcements remote from the generating site, such as new overhead lines or new development at substations. If there are significant demand increases across a local distribution electricity network area then the local network distribution operator may seek reinforcements at an existing substation or a new grid supply point. In addition, National Grid may undertake development works at its existing substations to meet changing patterns of generation and supply.
- 4.23 The National Grid high voltage electricity overhead transmission lines / underground cables within Harrogate District include:
- PHG line – 132kV route from Thorp Arch near Wetherby to Knaresborough substation
  - XC / XCP line – 275kV route from Monk Fryston substation near Selby to Poppleton substation in York
- 4.24 National Grid is currently undertaking refurbishment of the 22km overhead electricity line between Knaresborough and Bramham. This will connect the existing Knaresborough 275kV-132kV substation to the national transmission system. Work involves construction of a new section of 275kV overhead line near Bramham to connect the 132kV line with the Monk Fryston-Poppleton route, and associated works to uprate the lines. The work will change the source of power for a large part of the District to the Monk Fryston substation, as opposed to the Ferrybridge substation, and is due to be completed by the end of 2015.



- 4.25 Northern Powergrid publishes a Long Term Development Statement (LTDS) annually. This document compiles Northern Powergrid's network information and serves to furnish developers with sufficient information to carry out initial assessments of its system capability and inform users of its distribution system development proposals. Copies of the LTDS can be found via: <https://www.northernpowergrid.com/long-term-development-statement>
- 4.26 Northern Powergrid has identified a range of current and future network improvement works in the Harrogate District. This includes work to the 132kV line in conjunction with the National Grid works noted above, which will be completed by the end of 2015; imminent completion of works to establish a new 33/11kV primary substation within the central Harrogate area and upgrade of the existing 132/33kV Harrogate substation; refurbishment of the 33/11 kV transformer at Starbeck and improvements to overhead lines, underground cables and distribution substations across the District.
- 4.27 An increasing number of smaller-scale power generation schemes are being developed, including wind turbines, combined heat and power schemes, waste to energy projects and other renewal energy projects. Only the largest wind farms (usually those offshore) generate enough electricity to justify connection to the National Grid electric transmission system. As a result the schemes are connected directly to the distribution networks, and are generally known as distributed generation.

**Issues Identified:**

- Amec Foster Wheeler, on behalf of National Grid, has confirmed that specific development proposals within the District are unlikely to have a significant effect upon National Grid's electricity transmission infrastructure. Extra growth is unlikely to create capacity issues for National Grid, and existing networks should be able to cope with additional demands.
- Northern Powergrid confirm that works recently undertaken or nearing completion will provide additional long-term capacity to the Harrogate and Knaresborough areas.
- There are plans for Northern Powergrid to replace existing infrastructure in the Starbeck area, but no upgrade to capacity is currently planned. Refurbishment work, without capacity upgrade, is also planned for the Boroughbridge/A1 area.
- Northern Powergrid has no planned infrastructure works in the Ripon area, and further assessment is required to identify the capacity issues in this location.
- Further work may be required to assess capacity to the east of the A1, which is fed from transmissions systems to the east within the City of York.

**Implications for the Local Plan:**

- Northern Powergrid will meet the demand from development which requires infrastructure work outside of their planned programme. However, recent and future programmed works will have an impact on the level of work needed.
- Long term growth in the Harrogate and Knaresborough area can be accommodated without further works to increase capacity of the Northern Powergrid network.
- Planned refurbishment works at Starbeck and Boroughbridge provide opportunities to increase network capacity for these areas
- Further work is required to assess the capacity of the network to accommodate further growth around Ripon and to the east of the A1

**Implications for the Local Plan (cont):**

- Large strategic sites can make provision of new infrastructure less expensive and time-consuming, e.g. where a site must include a new substation this can be brought forward in 2/3 years, as opposed to 10 years where gradual growth gives rise to a lack of capacity.
- Any connections that require crossing of the A1 would create significant costs and logistical issues.

**Telecommunications**

- 4.28 The telecommunications industry has undergone significant change since privatisation in the early 1980s. The industry is regulated by Ofcom. There are two main fixed-line networks that provide telecommunications access to homes and businesses in the district; Openreach (the main access network owned by BT, and the most significant) and Virgin Media.
- 4.29 These providers connect to the access networks at exchanges, or in the case of large commercial customers, directly to end-users. There is an open market for the provision of telecoms access networks to new development, similar to that in other utility sectors. Connection to an access network is rarely an issue that would prevent new development from proceeding.
- 4.30 Superfast North Yorkshire (SFNY) is the name given to the project bringing Superfast Broadband to North Yorkshire. The project is built around a partnership between NYCC and BT to deliver fibre based broadband (up to 80mb) to the County but also brings together other initiatives by NYCC to address rural areas where the fibre-based coverage is not available (the so called 'not' spots). The SFNY project is managed on behalf of NYCC by NYnet, its 100% owned broadband company, and is financed by a mixture of funds from Central Government (via Broadband Delivery UK - BDUK), NYCC and the EU.
- 4.31 There are approximately 1,000 green roadside cabinets in North Yorkshire and approximately 380,000 premises (residential and business). Of these just under 50% (185,000) have been upgraded by BT and Virgin at their own expense; the so called commercial cabinets. Under the Phase 1 contract BT have upgraded nearly 700 cabinets spread across North Yorkshire in just over 24 months – with 65 enabled across the Harrogate district. In most cases the upgrade involves installing a new cabinet (linked to the existing green cabinet) as well as running fibre optic cable from that new cabinet back to the exchange. Phase 2 of rollout will, initially, see another 57 cabinets 'switched on' in North Yorkshire by September 2015 – at which point over 90% of premises in the sub-region will have access to superfast broadband.
- 4.32 Consideration is currently being given as to how broadband can be provided in a cost effective way to the premises that will remain without superfast beyond Phase 2. Furthermore, due to the current network topography and the economics of deployment, it is likely that some premises within 'activated' exchange areas will not initially be able to access fibre-based broadband. Alternative solutions for these locations are being investigated; including high quality broadband from wireless operators and other alternative community broadband schemes.

- 4.33 “Dark fibre” networks (optical fibre infrastructure not in use) present an opportunity to significantly enhance broadband capacity and speeds. Creating or connecting a comprehensive "dark fibre" grid linking to other enhanced infrastructure networks would offer a major competitive advantage for Harrogate in delivering a high performing, attractive and sustainable economy for both businesses and residents. A comprehensive strategic dark fibre network delivered through leasing and/or developing a fibre optic cables network could provide capacity for growth and access for users.
- 4.34 These networks are important to more efficiently manage the cost of installing cables due to the civil engineering work required. This includes planning and routing, obtaining permissions, creating ducts and channels for the cables, and finally installation and connection. This work usually accounts for more than 60% of the cost of developing fibre networks. For example, in Amsterdam's city-wide installation of a fibre network, roughly 80% of the costs involved were labour, with only 10% being fibre. It therefore makes sense to plan for, and install, significantly more fibre than is needed for current demand, to provide for future expansion and provide for network redundancy in case any of the cables fail.
- 4.35 Strategic Dark Fibre networks present an opportunity to significantly enhance broadband capacity and speeds. Utilising existing networks in the most effective way or creating strategic ducting networks in the key centres and potentially across the district could provide the basis of an open access dark fibre network. This could be done incrementally as infrastructure works take place and/or through a strategic comprehensive approach to network planning as undertaken in York and other “Gigabit” cities, and with the provision of "superfast broadband in Cornwall.
- 4.36 Development of a dark fibre networks in existing or new settlements could further enhance broadband speeds and capacity for businesses, residents and service providers. Fibre connections can provide Gigabit-speeds as standard and dedicated bandwidth. This would provide locational advantages for residents and to businesses increasing business efficiency, productivity and competitiveness. It also supports the delivery of integrated digital public services including education and healthcare.
- 4.37 Mobile phone network coverage has become increasingly important with the development of 4G internet access. EE and 3 currently provide the most coverage in the District in this respect – however some rural areas still lack quality coverage.

**Issues Identified:**

- Recent improvements have increased capacity however the rural west of the District remains disconnected from fibre and third/fourth generation mobile internet.
- HBC is working with wireless community broadband providers to improve provision. Phase 2 rollout of superfast broadband is expected to be complete by 2017. Wireless community broadband is improving weekly.

**Issues Identified (cont):**

- Broadband (fibre optic) coverage is good in existing urban centres, but there are some gaps in broadband coverage in:
  - Huby
  - South Stainley
  - North western areas of Ripley
  - Flaxby
  - Cattal and Kirk Hammerton
  - Beckwith
- Broadband is a high priority for residents of existing and new development.
- While there is an argument for concentrating development around existing centres where fibre optic provision is already good, there is also a case to be made for spreading growth to outlying areas, particularly those with good broadband provision, as internet access is a great enabler of economic growth and allows businesses to stay connected to their markets even if they are physically more remote. In areas where there is poor coverage, any significant new development would attract investment from the private sector to improve the service.
- Wireless Internet Service Providers (WISP) cover many of the more rural areas. The service is not as fast as fibre optics and may not meet the needs of businesses, but it is generally adequate for homes.
- 4G network coverage is poor in:
  - The area to the east of the A1 corridor
  - Knaresborough
  - Crimple Valley

**Implications for the Local Plan:**

- Supply will generally be provided where demand is with the development of community wireless provision.
- Telecommunication networks are unlikely to be a key driver of, or barrier to, development, however, efficient networks are important to enable economic growth and responsiveness, and to residents' quality of life.
- Increased broadband provision should allow for greater spread of growth as people can increasingly conduct business from home and rural locations.
- No developer contributions would normally be required to deliver new or improved broadband - the private sector is well placed to respond to demand.
- Provision of Superfast Broadband will futureproof new development as demand/data requirements increase.
- The development of dark fibre networks in existing or new settlements could further enhance broadband speeds and capacity.

**Flood Protection**

- 4.38 Flooding is a natural process and does not respect administrative boundaries; it is influenced principally by natural elements of rainfall, geology, topography, rivers and streams and man-made interventions such as flood defences, roads, buildings, sewers and other infrastructure. Flooding can cause massive disruption to communities, damage to property and possessions and even loss of life.

- 4.39 HBC commissioned JBA Consulting jointly with Craven District Council and Richmondshire District Council to prepare a Strategic Flood Risk Assessment (SFRA) Level 1 report. The final report was published in July 2010. The SFRA Level 1 report assessed flood risk from all sources at that time and in future and provided evidence for the three local planning authorities to apply the Sequential Test. The Sequential Test is a process to demonstrate that, when allocating land for development, the local planning authority has considered the risk of flooding from all sources and demonstrate that there are no reasonably available alternative sites in areas with a lower probability of flooding that would be appropriate to the type of development or land use proposed.
- 4.40 HBC published a Flood Risk Sequential Test in 2011 alongside the Urban Areas Consultation for the Sites & Policies DPD. The report concluded that three of the sites that the Council intended to take forward as draft allocations were affected by flood zones 2 and 3. These sites were subsequently the subject of a more detailed assessment prepared as part of a Level 2 SFRA:
- Site P3001: Highways Depot and Fuel Merchants, Pateley Bridge
  - Site M3002: Land West of The Oaks, Masham
  - Site R10: Land at Ripon Auction Mart, North Road, Ripon
- 4.41 The Level 1 SFRA provided details of the man-made flood defences within the Harrogate District. A major Flood Alleviation Scheme in Ripon was completed in 2012. NYCC is a member of the Yorkshire Regional Flood and Coastal Committee (YRFCC) that plays an important local role in guiding flood and coastal risk management activities, advising on and approving programmes of work for Yorkshire as well as raising local levies to fund local priority projects and works in partnership with others. HBC has been informed by the Environment Agency that there are no further large schemes imminent at this time that affect Harrogate, Knaresborough or Ripon.
- 4.42 The HBC Level 2 SFRA, published November 2013, provides a more detailed assessment of three sites that were identified as at risk of flooding in the Level 1 SFRA, as well as two further sites, one at Bishopton in Ripon and Auction Mart, Masham. The key objectives of the Level 2 SFRA were to assess whether development on these sites could be made safe, to provide recommendations for detailed Flood Risk Assessments (FRA) and identify potential measures to mitigate flood risk.
- 4.43 For each site a set of development recommendations were made. These followed a set of general principles which should be considered for safe development and mitigation of any risks that cannot be avoided. These are:
- the avoidance of development in parts of sites that are at risk of flooding. This reduces the risk of flooding at the development or of displaced water increasing the risk of flooding elsewhere. This follows the principles of the NPPF and its accompanying technical paper;
  - that if development takes place in areas at risk of flooding then the development layout should be designed to avoid the highest risk areas. This should include a detailed assessment of vulnerability across the site based on depth, velocity, people and place vulnerability. The design should include mitigation measures (e.g. raised floor levels, no ground floor accommodation);

- a consideration of the access routes to the site and designing these to avoid the areas of highest flood risk to ensure that the development can be safely evacuated in a flood event; and,
- where available occupiers of sites at risk of flooding should sign up to the Environment Agency's flood warning services.

4.44 Recommendations for flood risk assessment were also made for each site. FRAs are site specific and depend on the details of the development and the site. The SFRA recommends that developers use the FRA process to inform safe development, demonstrate that the site can pass the exception test and design any mitigation measures that are required. FRAs should use detailed investigations and modelling of the site and its surrounding area to assess issues such as:

- the risk of flooding of the development;
- the impact of any displaced water on flood risk elsewhere. This may be water from rivers, surface runoff or sewers;
- the impact of the development on runoff patterns either to local watercourses or to sewers and existing drainage infrastructure;
- the flood hazard and vulnerability, and whether this can be managed; and,
- access routes and their safety together with any other emergency planning requirements (e.g. flood warning).

4.45 The Council intends to commission consultants to prepare a new Strategic Flood Risk Assessment in support of the emerging Local Plan, although a timetable for its production was not available at the time of writing this report.

## **Drainage**

4.46 Responsibilities for managing surface water drainage are split between the following organisations:

- the Environment Agency, has a strategic overview role of all flooding issues, and acts as the responsible authority for main river and coastal flooding. They are a statutory consultee for flooding in flood risk areas, and on spatial planning documents;
- water companies, which have a duty (under Section 94 of the WIA 1991) to "effectually drain" areas for which they are responsible, but it is not clear what this means in practice and they are not responsible for runoff from open land;
- the lead local flood authority (NYCC) is responsible for managing local flood risks, setting out a local flood risk management strategy, regulating works on non-main rivers and is a statutory consultee on planning issues relating to surface water drainage;
- Highways England, which maintains drainage from the strategic road network;
- internal drainage boards, which are responsible for land drainage and water levels within their drainage districts (which are mostly in rural areas); and
- others involved in a more limited capacity, such as navigation authorities (e.g. British Waterways) and riparian owners.

- 4.47 Drainage is complicated by the fact that it refers to both surface water run-off and to discharges to foul sewers. Sometimes surface water run-off will “drain” straight into an ordinary watercourse, but more often than not it drains into a sewer (i.e. a “combined” sewer) in order to provide the water to facilitate the conveyance of waste solids to waste water treatment works. A further complication is that much of the drainage infrastructure was built prior to any statutory requirement to keep records of the exact location of the drains. This means operators often will not know the age, condition or location of the drain concerned. Nevertheless, in general terms drainage is by definition a local matter, and only assumes significance at a strategic level if there is a malfunction or other problem on the local network that causes problems beyond a local scale.
- 4.48 The Internal Drainage Board (IDB) for the Swale and Ure aims to manage water levels so that all development within and draining into the district does not increase surface water run-off, and that all discharges should be restricted to 1.4 litres per second per hectare. No development is permitted within 9m of the banks of a watercourse within the District, or within 9m of a culverted or piped watercourse.

**Issues Identified:**

- The Environment Agency has some commitment to investment in flood risk infrastructure within the district, which is mostly refurbishment of existing infrastructure to maintain the level of flood protection.
- Funding for future maintenance of flood defence assets is uncertain. The Environment Agency would seek opportunities for developments / allocations in areas protected by flood defences to contribute towards securing the future of flood risk infrastructure.
- The Swale and Ure Drainage Board responded that a significant proportion of the District falls within Flood Zones 2 and 3, and that the inherent capacity of the network has not been modelled. Development in Zone 3 should not be considered unless it is critical infrastructure which cannot be sited elsewhere or it is water compatible.
- Flood risk and surface water disposal could combine to inhibit the viability of specific developments but no generalisations are possible.
- Surface water disposal is a growing concern in relation to flood risk reduction. Sites in which SuDS by soakaway is not feasible could be difficult to drain to the satisfaction of key risk management authorities.
- Any area in which flood storage capacity is taken up by the development and has to be compensated for elsewhere.

**Implications for the Local Plan:**

- Ripon has seen a major flood alleviation scheme completed in recent years, but no further large schemes are programmed.
- Some site specific issues were identified by the Level 2 SFRA, but just three sites in Masham, Pately Bridge and Ripon required detailed assessment (based on the sites identified in 2013).
- This would indicate that flood risk is likely to be more of a detailed site specific consideration.
- Outside of the urban centres, the ground in some areas is low lying and relies on an intricate network of drains at present, such as between Harrogate and Wetherby, Knaresborough to both Boroughbridge and Kirk Hammerton and east of Boroughbridge, where the rivers Swale and Ure meet.

## Waste Management

- 4.49 In North Yorkshire both tiers of local government are responsible for the management of waste. NYCC, as Waste Disposal Authority (WDA), is responsible for the recycling and disposal of waste collected by the District/Borough Councils from their refuse collection, recycling and street cleansing activities, they also provide household waste recycling centres at which residents can take their garden waste for composting and other waste for re-use or recycling. HBC is a Waste Collections Authority (WCA) and is responsible for the collection and recycling of municipal waste, litter and abandoned cars.
- 4.50 The York and North Yorkshire Waste Partnership was formed in 1998 to create a forum for all of the councils in York and North Yorkshire to find ways to overcome the waste problems facing the area. The partnership published its latest strategy "Let's Talk Less Rubbish" in 2006 to provide a waste management strategy for the area up until 2026. The strategy includes a number of targets for waste reduction, re-use, recycling & composting and residual waste treatment and disposal.
- 4.51 NYCC operates 20 household waste recycling centres (HWRCs) across the county situated so that most people are within a 20 minute drive of their nearest centre. More than 65% of waste collected at the sites is reused, recycled or composted. In Harrogate District there are three permanent household waste recycling centres all of which accept commercial waste:
- Harrogate HWRC, Wetherby Road (also accepts commercial waste).
  - West Harrogate HWRC, Penny Pot Lane
  - Ripon HWRC, Dallamires Lane
- 4.51 There are also two mobile household recycling centres in the Harrogate area. Mobile centres cover areas of the County where the population catchment is not adequately covered by existing permanent household recycling centres. These mobile facilities are available on a limited number of days across the year:
- Pateley Bridge mobile HWRC, Bewerley Park
  - Boroughbridge mobile HWRC, Car Park off Back lane
- 4.52 NYCC, together with the City of York and North York Moors National Park, is in the process of preparing a Minerals and Waste Plan. The Plan will cover the period to 2030, and will set out the policies and proposals that will provide the planning framework to guide minerals and waste related development in line with the principles of sustainable development. The documents produced will include a minerals and waste joint plan, and site allocations and development management policies document. It is anticipated that a consultation on preferred options for the joint plan will commence in summer 2015.



4.53 In October 2014, NYCC signed a contract with AmeyCespa for the long-term treatment of residual waste for York and North Yorkshire. The contract was originally a PFI, however DEFRA withdrew the PFI credits in February 2013 and the contract became a Public Private Partnership (PPP). A planning application for Allerton Waste Recovery Park (AWRP) near Allerton Park in the Harrogate District was approved by NYCC's Planning and Regulatory Function's Committee in October 2012. The facility is due to be operational in early 2018 and will receive all of North Yorkshire and York's municipal residual waste and be capable of treating up to 320,000 tonnes of waste each year. It will extract recyclable and organic materials from the waste stream and the final residual waste will be used as a fuel source to generate up to 24 megawatts electrical energy (enough to power 40,000 homes). The facility also has the potential to supply heat to the local area for district heating and, or, industrial use. As part of the planning permission, prior to commissioning AWRP, AmeyCespa have to carry out a Combined Heat and Power Feasibility Review to assess the potential commercial opportunities for heat use from the facility. AWRP will help achieve YNYWPs goal to recycle or compost 50% of household waste by 2020.

**Issues Identified:**

- Capacity issues for the long term treatment of residual waste in the District will be addressed once the AWRP facility becomes operational in early 2018.
- At a local level, NYCC's Waste & Countryside Services has identified potential capacity issues at the Ripon HWRC. While there is capacity to accommodate limited additional waste input, more significant and sustained demand is likely to negatively impact on customer wait times/congestion and recycling performance.
- NYCC's Waste & Countryside Services has no current plans for improved or new infrastructure and services.

**Implications for the Local Plan:**

- Growth within the catchment area of Ripon HWRC is likely to exacerbate pressure on the capacity of the site, although this is not deemed to be a 'show stopper' in terms of preventing growth in the area.
- There is currently no budget to redevelop/relocate the Ripon HWRC but consideration would be given to this should funding opportunities become available in the future.
- No other capacity issues were identified which would provide a constraint to growth

## **5. COMMUNITY SERVICES**

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### **5.1 This section examines education, health, emergency services and other community and recreation facilities.**

#### **Education**

- 5.2 Education provision includes pre-school, primary, secondary and post-16 education. Pre-school education is provided on a part-commercial basis in response to demand. Primary and Secondary education has traditionally been provided at a local scale by Local Education Authorities (LEA), and therefore needs to be planned at that level. Post-16 education tends to be provided for on a more centralised basis in major service centres, with an expectation that students will travel further than for primary and secondary education. North Yorkshire County Council is the Local Authority responsible for education in Harrogate District.
- 5.3 The Education Act 2011 has made a number of significant changes to the education system. Whilst Local Authorities (LAs), in their role as commissioners of education, must continue to plan for and secure sufficient schools for their area in line with their duties under section 14 of the Education Act 1996, the 2011 Act has introduced a new academy/free school “presumption”. Under the presumption LAs are required to seek proposals to establish an academy/free school in the first instance where there is an identified need for a new school.
- 5.4 Academies are publicly-funded independent schools. They receive the same level of per-pupil funding as an LA maintained school, plus additions to cover services that are no longer provided for them by the local authority (such as help for children with special education needs). Academies have greater freedom over how they use their budgets to educate their students. Academies receive their funding directly from the Education Funding Authority (EFA) rather than from the LA. Academies are required to follow the law and guidance on admission, special educational needs and exclusions as if they were maintained schools. Academies, like all schools, are bound by the Schools Admission Code and have to admit up to their maximum number. The LA will continue to coordinate the offer of a school place to all pupils and must ensure a school place for every child in their area. Free schools are schools which can be set up by groups of parents, teachers, charities, trusts, religious or voluntary groups in response to local needs. Free schools are set up and run as academies.
- 5.5 Where there is no suitable academy/free school proposal, a statutory competition can be held with the consent of the Secretary of State. Academy/free school proposals and proposals for foundation (by proposers other than the LA), voluntary controlled and voluntary aided schools can be submitted to the competition. Only where a competition does not identify a suitable academy/free school or maintained school can the LA publish its own community or foundation school proposal. However, there remain certain special circumstances under which new maintained schools can be established.
- 5.6 There are two stages to assessing the need for new school places/new schools within an area. Firstly it must be determined what the likely demand for school places is based on changes in population and development. Secondly, the current capacity of schools in the area needs to be determined.

- 5.7 NYCC determines the need for school places based on pupil forecasts that look at demographic trends over the past 3 years. Reception class numbers are based on projected births provided by Office of National Statistics. These forecasts are updated at regular intervals and take account of pupils moving into and out of the county and outstanding planning permissions for housing developments.
- 5.8 There is a single national measure to assess the net capacity of schools specified by the Department for Education. This ensures a robust and consistent method of assessing the capacity of schools. The measure is used to identify a surplus or shortage of school places within schools.
- 5.9 NYCC receives capital funding for additional places needed as a result of identified pupil growth for all types of school, including academies/free schools and maintained schools. Some central funding is provided to support the development of free schools which are driven by parental demand rather than demographic growth. Capital funding provided by central government does not meet the full costs of providing additional places. Current funding allocations are known up to 2017/18.
- 5.10 It is normal for large new residential developments to provide new primary schools as part of the infrastructure provided by the developer on-site, or to contribute towards the extension of existing schools where schools do not have sufficient capacity to accommodate additional pupils. NYCC has an established mechanism in place for collecting developer contributions towards new school places by way of a planning obligation.<sup>1</sup> North Yorkshire County Council bases developer contributions on a ratio of 1 new primary school age pupil for every 4 new houses and 1 secondary school pupil for every 8 new houses. Currently developers are required to contribute £13,596 per primary school place and £20,293 per secondary school place on developments of more than 25 new dwellings where there is insufficient capacity in local schools to accommodate the expected pupil yield from the development. However, even with this level of funding developer contributions are struggling to meet the full costs of delivering additional education provision (particularly new schools).

#### *Primary Education*

- 5.11 There are 313 primary schools in North Yorkshire catering for children between 3-11 years in a mixture of infant, junior and all-through schools. In Harrogate District there are 79 primary schools with a combined total number of pupils on the roll in January 2015 of 11,450 pupils. Schools range in size from 18 pupils at Bishop Thornton CE Primary School to 487 pupils at Willow Tree Community Primary School in Harrogate.

#### *Secondary Education*

- 5.12 There are 42 secondary schools in North Yorkshire, 27 of which offer sixth form education. Most of these are comprehensive schools although there are two grammar schools in Ripon and Skipton. In Harrogate District there are 10 secondary schools with a combined total number of pupils on the roll in Oct 2012 of 11,365 pupils. Schools range in size from 352 pupils at Nidderdale High School in Pateley Bridge to 1,960 pupils at St Aidan's CE High

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<sup>1</sup> The Council has published a guidance leaflet called 'Policy on Developer Contributions to Education Facilities' that is available on the Council's website at the following address:

[www.harrogate.gov.uk/plan/Pages/Planning-Guidance.aspx](http://www.harrogate.gov.uk/plan/Pages/Planning-Guidance.aspx)

School in Harrogate. There are four academies and one voluntary-aided school in Harrogate, all providing education for pupils aged 11-18.

- 5.13 A third of students at King James’s Secondary School in Knaresborough are from Harrogate. As the school reaches capacity, priority will be given to local students and less capacity will be available for students from Harrogate. The capacity of Harrogate High School will reduce from approximately 1,570 to 780 students in September 2016 as a result of a planned redevelopment of the school, but with potential to extend to 950 places in the future.

### *Special Schools*

- 5.14 There are 11 special schools in North Yorkshire. In addition a number of mainstream schools also have extra resources to allow them to make provision for certain types of special education needs. These are called enhanced mainstream schools. There are three special schools and three enhanced mainstream schools in Harrogate District, listed in Tables 1 and 2.

Table 1: Special Schools in Harrogate District

| <b>School</b>      | <b>Location</b>                  | <b>Type of Need</b>                                                                                                            |
|--------------------|----------------------------------|--------------------------------------------------------------------------------------------------------------------------------|
| Foremost School    | Menwith Hill Road, Darley        | Behaviour, emotional and social difficulties                                                                                   |
| Springwater School | High Street, Starbeck, Harrogate | Profound and multiple learning difficulties and severe learning difficulties                                                   |
| The Forest School  | Park lane, Knaresborough         | Provides for pupils aged between 2-16 with a range of learning difficulties or speech, language and communication difficulties |

Table 2: Enhanced Mainstream Schools in Harrogate District

| <b>School</b>          | <b>Location</b>                | <b>Type of Need</b>            |
|------------------------|--------------------------------|--------------------------------|
| Hookstone Chase School | Hookstone Chase, Harrogate     | Communication and interaction  |
| King James’ School     | King James Road, Knaresborough | Autism                         |
| Rossett School         | Green Lane, Harrogate          | Specific learning difficulties |

### *Further Education*

- 5.15 Harrogate College is part of the Hull College Group and offers a wide range of academic and vocational Qualifications at both further education and higher education. Harrogate College has a campus at Hornbeam Park in Harrogate that offers a range of facilities. By September 2016 the College estate will have received a refurbishment, complemented by a new technology building and consolidation of the curriculum into one site. This will provide both extra capacity and sufficient improvements in the quality of the learning environments and estate generally.
- 5.16 The College serves a wide community and works collaboratively with all local schools and the Pupil Referral service. The refurbishment of the College estate will continue to provide this service. The College has a higher education offer which serves the needs of the residents both local (Harrogate) and its wider district.

**Issues Identified:**

- A nationwide increase in birth rate over recent years is feeding into North Yorkshire schools, with impact felt initially in primary schools. This is particularly affecting urban areas of the District. Harrogate, Knaresborough and Ripon are forecast to reach capacity in the coming years, with need most pressing in Harrogate and Knaresborough. Birth rate rises will also absorb remaining surplus capacity in many other parts of the District. Conversely, pupil numbers are falling in some rural areas.
- Recent planning applications for housing developments in the urban areas are forecast to cause significant increases in pupil numbers. At a number of sites planning obligations (via S106 Agreements) have been sought and received from developers to contribute towards the expansion of existing schools.
- Some students travel from neighbouring areas to attend district schools, particularly from Leeds to the Harrogate town area. As these schools reach capacity, priority will be given to in-catchment pupils, which will have an impact on neighbouring authorities.
- A programme of works to increase capacity of schools across North Yorkshire was approved by County Council in September 2014. A number of projects in the Harrogate District are currently being undertaken to remodel/upgrade existing accommodation, or to provide new accommodation on existing sites.
- There is a drive by Government to put early years provision in schools which, combined with proposals to increase free care from 15 to 30 hours a week for 3 + 4 years olds, will place further pressure on primary schools.
- Harrogate College has no capacity issues, but has highlighted the importance of addressing the flight of young people driven out of the district by expensive housing and reduced options for local employment.
- The College has also noted its students regularly report difficulties with local transport services, times and costs. This is a particular issue given the rurality of the communities served by the College.

**Implications for the Local Plan:**

- Any significant housing growth across the District is likely to require additional primary school places and increasingly secondary school places. Actual requirements will depend on the location, timing, scale and phasing of development.
- Harrogate town is a known hotspot where significant investment would be required to accommodate any growth at primary phase and moderate growth at secondary phase. Growth in Knaresborough and Ripon would also require investment.
- Additional school sites may be needed at both primary and secondary phase in addition to financial contributions towards the delivery of additional school places on new or existing sites.
- Growth comprising a number of smaller housing developments in existing urban areas would represent a worst case scenario for school provision, as it would place additional pressure on existing schools with little or no space to expand. In theory, it would be easier to meet demand from large-scale development, but this depends on its location and scale.
- Development outside urban areas may help protect and sustain rural schools, and counterbalance pressure in towns.

**Implications for the Local Plan (cont):**

- There may be transport implications relating to school provision, with additional traffic in areas where increased/new capacity is created, and potentially issues with transporting students to schools further afield if increased capacity is not provided locally.
- Provision of new low-cost housing / starter homes and employment opportunities is crucial in encouraging young adults to remain/settle in the district

**Health**

- 5.17 The National Health Service (NHS) in England provides free healthcare for all, based on need, not on ability to pay. In the NHS, the majority of health services are accessed via General Practitioners (GPs) who act as a 'gateway' to other NHS services. Following the abolition of Primary Care Trusts (PCTs) in April 2013, Clinical Commissioning Groups (CCGs) have taken over responsibility for commissioning local health services. CCGs are groups including local GPs with commissioning responsibilities. Harrogate District is the responsibility of the Harrogate and Rural District CCG which comprises 17 General Practices with a combined registered population of 159,323, the vast majority of whom (98%) live in Harrogate District.
- 5.18 Whilst CCGs are responsible for commissioning the majority of healthcare services it was not possible to devolve all commissioning to the groups. The NHS Commissioning Board area team that serves North Yorkshire and Humber is responsible for services that can only be provided efficiently and effectively at the regional level. The role of the NHS Commissioning Board nationally is to support, develop and hold to account an effective and comprehensive system of CCGs. Some specialist services will also continue to be commissioned by the NHS Commissioning Board centrally where this is most efficient.
- 5.19 The need for additional health developments will depend on the amount and type of housing being developed, and whether there will be significant elderly or young populations. This will determine the required make-up of the clinical workforce and may, for example, highlight the need for practice nurse, dental, ophthalmic and pharmacy support.
- 5.20 Under the changes to the public health system North Yorkshire County Council now have a new duty to promote and improve the health and wellbeing of the population of North Yorkshire, tackling challenges such as smoking, alcohol and drug misuse and obesity. Working together with health and care providers, community groups and other agencies they will seek to prevent ill health by encouraging people to live healthier lives. Under the provisions of the Health and Social Care Act 2012 North Yorkshire County Council has set up a Health and Wellbeing Board which assumed its statutory functions in April 2013. Health and Wellbeing Boards bring together Clinical Commissioning Groups and councils to develop shared understanding of the health and wellbeing needs of the community. The North Yorkshire Health and Wellbeing Board has published a Joint Strategic Needs Assessment (JSNA) and developed a Joint Health and Wellbeing Strategy setting out how these needs can best be addressed.<sup>2</sup> These documents include recommendations for joint commissioning and integrating services across health and care.

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<sup>2</sup> The North Yorkshire Joint Health and Wellbeing Strategy and Joint Strategic Needs Assessment are available at: [www.nypartnerships.org.uk](http://www.nypartnerships.org.uk)

### *Primary Care*

- 5.21 Primary care refers to services provided by GP practices, dental practices, community pharmacies and high street optometrists. It is the first point of contact most people have with the health service and around 90% of people's contact with the NHS is with these services. It focuses on the treatment of minor injuries and illnesses, and deals with minor surgery and the on-going management of chronic conditions.
- 5.22 The Council is committed to engage with the Harrogate and Rural District CCG and the NHS Commissioning Board area team for North Yorkshire and Humber to consider the implications of planned growth in the District on primary care services and facilities.

### *Secondary Care*

- 5.23 Secondary care covers hospital care for conditions that normally cannot be dealt with by primary care services. The Harrogate and District NHS Foundation Trust is the principal provider of hospital services to the population of Harrogate and Rural District which includes Ripon, Knaresborough, Boroughbridge and Pateley Bridge and North and West Leeds which includes Wetherby, Otley and Yeadon. The catchment population for the Harrogate District is approximately 200,000. This catchment population continues to increase to around 220,000 as more services are provided to North and West Leeds. The Trust also provides a wide range of community health services (including Community Hospitals, drop-in centres and home visits) for the population of North Yorkshire, York and North East and West Leeds.
- 5.24 As part of the development of its five year Strategic Plan, the Trust has reviewed the infrastructure needs within Harrogate District Hospital and wider community to meet future growth. Using the 2015 to 2020 ONS population estimates by age band for Harrogate and District, consideration has been given to the likely changes in the demography of the area in order to assess the potential changes in the health care needs of the local population. Based on this assessment the 0-16 age group is increasing, although the 16-64 age group is declining. The most marked increase however is in the 80+ age group with the most significant increase within this banding being in the 85-89 age group. This demographic change will challenge services and the ways they are delivered in future. Working with health and social care Commissioners, the Trust recognises that it will need to deliver new models of care and work in a more integrated way, supporting patients in their own homes, as well as in hospital.

### *Social and Care Services*

- 5.25 Social and care services encompass a range of services. These are mainly provided and procured in England by upper-tier and unitary authorities as part of Adult Social Services and Children and Young People's Services. Social and care services are administered by North Yorkshire County Council for the Harrogate District. Provision tends to be made in response to demand, and services planned on the basis of forecasts of future need. The provision by developers of new facilities for social and care services on the largest developments could therefore be justified in certain circumstances.

**Issues Identified:**

- Any potential developments will have an impact on future health provision requirements and put additional pressures on existing resources, both within the hospital and primary care settings.
- Harrogate and District Foundation Trust will continue to review its health provision to accommodate future growth across the District. This will not only need to address health care provision needs within the hospital but also the community services it provides in the locality.
- Short-term infrastructure needs for Harrogate District Hospital are set out in the Trust's 5 year strategic plan. The site is restricted, with car parking and transport link issues.
- Greater emphasis is being placed on delivering care closer to people's homes and therefore work will be needed to enhance the integration with both primary and social care.
- The Trust is also working with primary and social care to develop options for the future provision of health care services in Ripon.

**Implications for the Local Plan:**

- Primary care – indications are that it would be more difficult to respond to a more scattered approach to development across the District, as this would place pressure on existing practices, without providing the critical mass for expansion of existing sites or provision of new facilities.
- Further information is required to understand the trigger point for provision of new primary care facilities.
- Opportunities should be explored for the co-location of primary, social and community facilities, which can enable advantages to be realised in service delivery (extended opening hours, encouraging increased usage etc.), operational efficiency, and can reduce pressure on existing facilities.

**Emergency Services***Police*

5.26 North Yorkshire Police operate 33 police stations and community offices across North Yorkshire of which 6 are located in Harrogate District, as shown in Table 3.

Table 3: Police Stations in Harrogate District

| <b>Police Station</b>           | <b>Location</b>                             | <b>Public Opening Hours*</b>                         |
|---------------------------------|---------------------------------------------|------------------------------------------------------|
| Boroughbridge Police Station    | New Row, Boroughbridge                      | Open by appointment only.                            |
| Harrogate Local Police Office   | Craven Lodge, 37 Victoria Avenue, Harrogate | 0900-1300 Mondays, Wednesdays and Fridays            |
| Harrogate Police Station        | Beckwith Head Road, Harrogate               | 0800-0000 every day                                  |
| Knaresborough Police Station    | Castlegate, Knaresborough                   | 0830-1700 Mondays to Thursdays, and 0830-1630 Friday |
| Pateley Bridge Community Office | King Street, Pateley Bridge                 | Open by appointment only.                            |
| Ripon Police Station            | North Street, Ripon                         | 0900-1700 Monday to Friday                           |

\* Opening times are subject to change at short notice according to operational requirements



- 5.27 A new £18 million police station on Beckwith Head Road in Harrogate became operational in May 2012.
- 5.28 North Yorkshire Police have a Designing Out Crime Officer whose role it is to work closely with local planning authorities to ensure that the principles of Crime Prevention Through Environmental Design (CPTED) and Secured by Design are reflected in major planning application decisions.

*Fire & Rescue Services*

- 5.29 North Yorkshire Fire & Rescue Service (NYFRS) serves the communities of North Yorkshire and the City of York by providing an emergency response service to fire and other emergencies within the County. The service also reduces risk across the County by providing community safety activity (advice, education and other initiatives) and technical fire safety activity (legislative fire safer enforcement and education in commercial premises) to reduce the incidences and impact of fires, road traffic accidents and other hazards.
- 5.30 NYFRS has 38 fire stations with 46 standard fire engines and 24 special and supporting vehicles. The urban areas of Harrogate, Scarborough and York are mainly served by firefighters who work shifts at the fire station – the larger market towns have firefighters who work a combination of day shifts and on-call from home; and our rural villages and smaller towns are served by on-call staff operating the Retained Duty System (RDS). Harrogate District consists of: one wholetime shift station at Harrogate (two fire engines, and one High Volume Pump); one wholetime day crewed station at Ripon (two fire engines - one of which operates in retained mode, one Heavy Rescue Unit); four retained stations at Boroughbridge, Knaresborough, Masham and Summerbridge, all of which have one fire engine each (a Water Bowser is also located at Boroughbridge station); and one volunteer station at Lofthouse. Current provision is summarised in Table 4. Resources from across the North Yorkshire and York are also used to resolve larger and more complex incidents which occur within the district.

Table 4: Fire Stations in Harrogate District

| <b>Fire Station</b>              | <b>Location</b>                | <b>Station Type</b> |
|----------------------------------|--------------------------------|---------------------|
| Boroughbridge Fire Station       | Back Lane, Boroughbridge       | RDS                 |
| Harrogate Fire Station           | Skipton Road, Harrogate        | Shift               |
| Harrogate Fire Safety Department | Skipton Road, Harrogate        |                     |
| Knaresborough Fire Station       | Gracious Street, Knaresborough | RDS                 |
| Lofthouse Fire Station           | Nidd View, Lofthouse           | Volunteer           |
| Masham Fire Station              | Red Lane, Masham               | RDS                 |
| Ripon Fire Station               | Stonebridgigate, Ripon         | Day Crewed          |
| Ripon Fire Safety Department     | Stonebridgigate, Ripon         |                     |
| Summerbridge Fire Station        | Summerbridge                   | RDS                 |

- 5.31 NYFRS undertakes Integrated Risk Management Planning (IRMP) to determine the level of risk within the county; and the location and amount of Service resources appropriate to that risk. A Fire Cover Review is currently being undertaken which will form part of the IRMP, and be implemented from April 2016 onwards. The locations of the fire stations within the district will not be affected by the review, nor will the amount of operational units available from them. The way in which the services resources will be mobilised in future may change as a result of the review however; there will be no overall depletion to the services provided as a result of this.

5.32 NYFRS has confirmed that the level of growth should not affect the work of the service provided that buildings are built to modern standards and incorporate hard wired detection systems, have suitable access for emergency vehicles and water supplies/road hydrant systems. Encouraging developers to install domestic sprinkler systems within residential dwellings would provide an additional level of protection.

#### *Ambulance Service*

5.33 The Yorkshire Ambulance Service (YAS) plans its operation based on a hub and spoke model. There are three main ambulance stations at:

- Harrogate, Lancaster Park Road
- Pateley Bridge, Millfield Street
- Ripon, Stonebridgeway/Rotary Way

5.34 There are then a number of standby points which can consist of either simply a layby, a smaller property offering basic facilities or the use of facilities owned by the police or fire service. This enables ambulances to cover a wider geographical area ready to respond to calls.

5.35 There are no immediate plans for additional ambulance service facilities. The situation is under constant review appraising of where callouts occur, ambulance response times and the experience of ambulance crews. The service has a target of responding to calls within 8 minutes. It is more likely that the need could arise over the plan period for a new standby point rather than a new ambulance station.

#### **Issues Identified:**

- Emergency services are responsive organisations with a duty to serve the population within their area. Deployment of resources is based on response times to serve this population.
- No existing capacity issues or programmed works have been identified, although the YAS have stated that their Estates Strategy is currently under review and so cannot address questions relating to future plans at this stage.
- Additional growth would likely affect the way resources are deployed, but would not necessarily lead to a requirement for new physical facilities, e.g. new stations.
- North Yorkshire Police identified that in future their focus will be on Officers being embedded in communities rather than stations, with investment in technology required to facilitate this rather than physical infrastructure.
- YAS identified that access and egress at the Harrogate ambulance station is difficult, particularly at peak hospital visiting times.

**Implications for the Local Plan:**

- The emergency services are not a significant driver or barrier to growth. The services will deploy their resources to serve the scale and location of new development.
- It has been indicated that a more scattered approach to growth would present more of a challenge to the deployment of resources, as opposed to one based on larger/strategic sites.
- No need for additional facilities has been identified, but further information may be required to understand what the trigger point would be for this.
- Increased housing will provide a corresponding increase in Council Tax revenue, and could provide the funds necessary to deliver required enhancements. It would also provide an increased pool of potential volunteers for NYFRS.
- Transport issues have an impact on the resilience of emergency service networks by affecting response times.

**Indoor Sports Facilities**

5.36 Harrogate Borough Council provides indoor sports facilities through a combination of sport and leisure centres catering for a range of different activities, swimming pools, and Council-operated community centres with indoor halls. These Council operated facilities are located in Harrogate, Ripon, Pateley Bridge and Knaresborough, and are outlined in Table 5.

Table 5: Council Operated Sport and Leisure Facilities

| <b>Name</b>               | <b>Location</b>                | <b>Sport Facilities</b>                                                                                                                                                                                                                                                                                                                |
|---------------------------|--------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| The Hydro                 | Jenny Fields Drive, Harrogate  | <ul style="list-style-type: none"> <li>• An 8-lane 25m short course competition standard pool</li> <li>• Multi-purpose activity pool with moving floor, high board and spring board diving</li> <li>• Training pool</li> <li>• Brimhams fitness centre with 36 station gym</li> <li>• Kenisis studi</li> <li>• Dance studio</li> </ul> |
| Ripon Leisure Centre      | Dallamires Lane, Ripon         | <ul style="list-style-type: none"> <li>• Sports hall</li> <li>• 4 Badminton courts</li> <li>• Brimhams fitness centre</li> <li>• 200 seat arts hall</li> </ul>                                                                                                                                                                         |
| Nidderdale Leisure Centre | Low Wath Road, Pateley Bridge  | <ul style="list-style-type: none"> <li>• 4 lane 20m swimming pool</li> <li>• Brimhams fitness centre with 21 station gym</li> <li>• Sport hall</li> <li>• 2 squash courts</li> </ul>                                                                                                                                                   |
| Starbeck Baths            | Spa Lane, Harrogate            | <ul style="list-style-type: none"> <li>• 18m x 7m pool</li> </ul>                                                                                                                                                                                                                                                                      |
| Ripon Spa Baths           | Park Street, Ripon             | <ul style="list-style-type: none"> <li>• Swimming pool</li> <li>• Sauna</li> </ul>                                                                                                                                                                                                                                                     |
| Knaresborough Pool        | King James Road, Knaresborough | <ul style="list-style-type: none"> <li>• 4 lane 25m swimming pool</li> <li>• Leisure pool</li> <li>• Waterslide and water spa</li> </ul>                                                                                                                                                                                               |
| Fairfax Community Centre  | Fairfax Avenue, Harrogate      | <ul style="list-style-type: none"> <li>• 1 badminton court sized indoor hall</li> </ul>                                                                                                                                                                                                                                                |

|                                   |                                 |                                       |
|-----------------------------------|---------------------------------|---------------------------------------|
| Jennyfield Styan Community Centre | Grantley Drive, Harrogate       | • 1 badminton court sized indoor hall |
| Knaresborough Community Centre    | Stockwell Avenue, Knaresborough | • 1 badminton court sized indoor hall |

5.37 The District also contains a range of private sports facilities that can be accessed by the public. This includes the Boroughbridge Sports & Performing Arts Centre which is operated by Boroughbridge High School, but offers community usage of its indoor sports hall (available for netball, basketball, hockey, 5 a-side football, short tennis, volleyball and badminton) and dance studios. Indoor facilities at Rossett High School are also available for community use, comprising a large sports hall (providing 5 badminton courts, 5-a-side football, volleyball, basketball and netball), 2 squash courts and a gymnasium. There are also an extensive number of village hall locations all across the district that in most cases offer some kind of indoor sport provision.

5.38 The Council's Sports Development Team work with local clubs, Sport England and the sport's National Governing Bodies to develop clubs within the District including the development of new or enhanced sports facilities. They can support clubs with sport development planning, policies and procedures, support with school club links and potential funding sources.

**Issues Identified:**

- Distribution of Council operated facilities is restricted to Harrogate, Ripon, Pateley Bridge and Knaresborough. There are no Council-run indoor facilities in Boroughbridge or Masham.
- Indoor sports hall facilities in the Council's control are limited, but are supplemented by private provision (e.g. at schools and community halls) which is available for community use.
- The Council has indicated that its facilities reach capacity and saturation points during winter, as participants of outdoor sports look for indoor provision for training purposes etc. This is particularly identified as an issue for junior football clubs.
- It has also noted suggestions that there is a lack of community provision at the Boroughbridge High School facility, but at present has no evidence to support this.
- The Council have no current investment plans for new indoor facilities. There is a need to replace Ripon Spa Baths with a new swimming pool, but this is not funded and discussions are still at an early stage on how this might be delivered.
- There is growing pressure from a number of clubs for specialist indoor facilities for gymnastics/trampolining provision. This is currently provided privately but space for expansion is required.
- There are a number of private developments being progressed by local clubs and organisations which are being supported by the Council.

**Implications for the Local Plan:**

- Any significant housing growth across the Harrogate District is likely to increase demand on existing indoor sport facilities and exacerbate need for new facilities.
- The Council should consider the need for the Local Plan to set out a standard for indoor sports provision to ensure that sufficient high quality indoor facilities are available to meet demand.

## Libraries

- 5.39 North Yorkshire County Council's library and information service currently covers 42 libraries, 33 run by the Council and 9 run by community groups, as well as a Supermobile library which delivers fortnightly services to the 21 largest communities most distant from the static libraries. It also provides "outlets" and local collections run in pubs/village halls, a home library service, and online services. Eight of the libraries are within Harrogate District, comprising Harrogate, Knaresborough, Ripon, Boroughbridge, Pateley Bridge, Starbeck, Bilton & Woodfield, and Mashamshire. Pateley Bridge is the only area in the district currently serviced by the Supermobile library, this is due to its static library premises not being compliant with legislation concerning disabled access.
- 5.40 County Council spending cuts will result in the library budget being reduced from around £7.8million in 2010 to an expected £4.2million for 2019-20. Savings of some £2million have already been achieved, and the library service now has a requirement to save a further £1.6million. Public consultation on the County Council's proposed changes to maintain the library service in the context of the further budget cuts took place between November 2014 and February 2015.
- 5.41 The consultation put forward proposals for libraries to be categorised into three types - Core, Hybrid, and Community Managed. Each of the seven North Yorkshire districts would have one Core Library staffed by a combination of paid county council library staff and volunteers, which would be the base for providing support and advice to the remaining libraries in their district. The Core Library for the Harrogate District is proposed to be Harrogate Library. Knaresborough and Ripon are proposed to become Hybrid Libraries, which would be staffed by one paid member of staff with support from community volunteers. The libraries at Boroughbridge, Pateley Bridge and Starbeck are proposed to be Community Managed Libraries, and would depend on community groups coming forward to provide a continued service. Bilton & Woodfield and Mashamshire libraries are already managed by communities.

### Issues Identified:

- Significant recent and future budget cuts mean that management/operational changes are required to maintain continued services at the 8 static libraries in the District. The recent consultation indicates that all libraries outside Harrogate would be heavily dependent on volunteer involvement.
- There are no mobile library services within the District, other than to Pateley Bridge.
- There is a long-term ambition to develop Boroughbridge library as a community hub offering additional community services to help provide further income.
- Pateley Bridge library is not compliant with the Disability Discrimination Act and a long-term solution is being sought.

### Implications for the Local Plan:

- Library facilities will not be a key driver of, or constraint to development. They are, however, identified by residents as playing an important role in their local community, providing a range of services and reducing social isolation, and giving a sense of place and belonging.

### Implications for the Local Plan (cont):

- Increased growth will likely generate an increase in demand for library services, which may raise capacity and/or accessibility issues, given the lack of funding available for the enhancement of existing or provision of new services.
- Growth may provide opportunities for increased funding/income and provide a boost to community/volunteer groups.
- Opportunities should be explored for co-location with other community/social services, which can provide benefits to service delivery and operational efficiency.

## Public Conveniences

5.42 There are 29 public conveniences across the district, details of which can be found in Table 6 below. The majority of these facilities are located in Harrogate, Knaresborough and Ripon, with the remaining 9 facilities provided in Boroughbridge, Masham, Pateley Bridge, Middlesmoor, Dacre Banks, Ripley, Glasshouses and Lofthouse.

Table 6: Public Toilets in Harrogate District.

| Location                            | Operating Hours | Overnight Unisex Toilet | Baby Change | Disabled Facilities |
|-------------------------------------|-----------------|-------------------------|-------------|---------------------|
| <b>Harrogate</b>                    |                 |                         |             |                     |
| Crescent Gardens                    | 8am-8pm         | x                       | ✓           | ✓                   |
| Devonshire Place                    | 8am-8pm         | x                       | x           | ✓                   |
| Jubilee Car Park, Union Street      | 8am-8pm         | ✓                       | ✓           | ✓                   |
| Victoria Car Park, East Parade      | 7am-7pm         | x                       | ✓           | ✓                   |
| Tower Street Car Park, West Park    | 8am-8pm         | x                       | x           | ✓                   |
| Library Gardens, Victoria Avenue    | 8am-8pm         | ✓                       | x           | ✓                   |
| Oatlands, Hookstone Road            | 8am-8pm         | x                       | ✓           | ✓                   |
| Starbeck, High Street               | 8am-8pm         | x                       | ✓           | ✓                   |
| Stray Ponds, York Place             | 8am-8pm         | x                       | ✓           | ✓                   |
| Valley Gardens, Cornwall Road       | 8am-6pm         | x                       | ✓           | ✓                   |
| <b>Knaresborough</b>                |                 |                         |             |                     |
| Bond End                            | 8am-8pm         | x                       | x           | ✓                   |
| Castle Yard                         | 8am-8pm         | x                       | ✓           | ✓                   |
| Conyngham Hall Car Park             | 8am-8pm         | x                       | ✓           | ✓                   |
| York Place Car Park                 | 8am-8pm         | x                       | ✓           | ✓                   |
| Bus Station                         | 8am-8pm         | ✓                       | ✓           | ✓                   |
| Waterside                           | 8am-8pm         | x                       | ✓           | x                   |
| <b>Ripon</b>                        |                 |                         |             |                     |
| Minster Place                       | 8am-8pm         | x                       | ✓           | ✓                   |
| Wakemans House, High Skelgate       | 8am-8pm         | x                       | ✓           | ✓                   |
| Spa Gardens, Park Street            | 8am-8pm         | x                       | ✓           | ✓                   |
| Bus Station, Victoria Grove         | 8am-8pm         | x                       | ✓           | ✓                   |
| <b>Rural Areas</b>                  |                 |                         |             |                     |
| Boroughbridge, Back Lane Car Park   | 8am-8pm         | x                       | ✓           | ✓                   |
| Masham, Dixon Keld                  | 8am-8pm         | x                       | ✓           | ✓                   |
| Pateley Bridge Recreation Ground    | 8am-8pm         | x                       | ✓           | ✓                   |
| Pateley Bridge, Southlands Car Park | 24 hours        | x                       | ✓           | ✓                   |
| Dacre Banks                         | 24 hours        | x                       | ✓           | ✓                   |
| Glasshouses, Lupton Bank            | 24 hours        | x                       | x           | x                   |
| Lofthouse                           | 24 hours        | x                       | ✓           | ✓                   |
| Middlesmoor                         | 24 hours        | x                       | ✓           | x                   |
| Ripley                              | 8am-8pm         | x                       | ✓           | ✓                   |

**Issues Identified:**

- Harrogate Borough Council monitor the provision of public conveniences within the District, and it is considered that the number, accessibility and quality of toilets are sufficient for existing and future needs.

**Implications for the Local Plan:**

- Harrogate Council will continue to monitor provision in accordance with wider commitments, e.g. to provide a clean, healthy and safe environment, and to provide integrated and accessible local facilities and services.

**Cemeteries and Crematoria**

- 5.43 Harrogate Borough Council Bereavement Services operates 11 open cemeteries across the District and a crematorium at Stonefall in Harrogate. The service is also responsible for 14 closed churchyards. Details of the cemeteries and crematorium are provided in Table 7.

Table 7: Cemeteries and Crematorium in Harrogate District

| Name                                | Location                        | Date Opened        |
|-------------------------------------|---------------------------------|--------------------|
| Fewston                             | Meagill Lane, Blubberhouses     | 08.06.1911         |
| Goldsborough                        | Station Road, Goldsborough      | 30.03.1950         |
| Grove Road                          | Grove Road, Harrogate           | 24.04.1864         |
| Harlow Hill                         | Otley Road, Harrogate           | 03.10.1871         |
| Kirkby Malzeard                     | Warren Lane, Kirkby Malzeard    | 05.04.1882         |
| Kirkby Overblow                     | Harrogate Road, Kirkby Overblow | 30.09.1883         |
| Knaresborough                       | York Road, Knaresborough        | 02.09.1876         |
| Pateley Bridge                      | Panorama Way, Pateley Bridge    | 16.10.1874         |
| Ripon*                              | Kirkby Road, Ripon              | 14.02.1894         |
| Stonefall* (Cemetery & Crematorium) | Wetherby Road, Harrogate        | 05.06.1914         |
| Lark Hill                           | Little Harries Lane, Ripon      | To open early 2016 |

\*Chapel facilities are available for funeral and memorial services at these locations.

- 5.44 Planning permission was granted in March 2012 for the extension of Ripon Cemetery onto a nearby 2.2 hectare site off Little Harries Lane. The first phase of the extension will comprise 1.3 hectares and is expected to be opened in early 2016. It is estimated that the completed extension will provide sufficient capacity for the Ripon area for the next 30-50 years.
- 5.45 There is an identified need to extend the Pateley Bridge cemetery. Land has been identified adjacent to the existing site to enable an extension to take place in future, but this needs to be acquired from Pateley Bridge Town Council and Beverley Parish Council. At present, there is no programme for development of the site.
- 5.46 Other cemetery sites in the District are in need of extension but not within the next 5-10 years. The Council will continue to monitor the situation and bring forward plans for the extension of cemeteries as and when required.

**Issues Identified:**

- Existing capacity will soon be provided at Ripon Cemetery which will create sufficient capacity for next 30-50 years
- There is a pressing need for additional capacity to be created at the Pateley Bridge cemetery, which was assessed in 2008 as having 15 years left of new burial space.
- There is a growing need for the extension of other cemeteries in the district in the long-term.

**Implications for the Local Plan:**

- The Local Plan should seek to identify sites for cemetery extension / new cemeteries where there is an identified need.
- Residential developments can contribute toward the provision of facilities, and the Council's Provision for Open Space SPD (Updated April 2015) lists 'cemeteries, disused churchyards and other burial grounds' as one of 7 types of open space for which developer contributions can be required.



## **6. TRAVEL AND TRANSPORT**

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**6.1 This section examines all aspects of travel and transport.**

6.2 The third Local Transport Plan (LTP3) was published by NYCC, as the Local Highways Authority (LHA) for the area, in 2011 and covers the period 2011-2016. The LTP3 is made up of two parts. The first is a longer term local transport strategy, setting out the key transport related issues in the County, the objectives for LTP3 and the approach to achieving them. The second part is a delivery plan which sets out details of the actions that the County Council will take to achieve the objectives.

6.3 The objectives of LTP3 include:

- supporting flourishing local economies by delivering reliable and efficient transport networks and services;
- reducing the impact of transport in the natural environment and tackle climate change;
- improving transport safety and security and promoting healthier travel;
- promoting greater equality for all by improving people's access to all necessary services; and
- ensuring transport helps improve quality of life for all.

6.4 LTP3 recognises that with cuts in public spending in recent years less money is available to deliver the plan and will inevitably lead to significant cuts in what NYCC can achieve. NYCC has a statutory duty to manage and maintain the network and to address road safety issues. LTP3 makes it clear that NYCC will fulfil these duties before consideration is given to funding other improvements to the network and services.

### **Local Highway Network**

6.5 As the LHA, NYCC has responsibility for the management, maintenance and improvement of most of the highway network of North Yorkshire. The local highway network in Harrogate District is made up of the wide variety of County A roads, B roads and local roads that serve the District. LTP3 identified the town centres of Harrogate and Knaresborough as one of nine locations across the County as experiencing regular significant congestion issues. In a rural District with low population densities and sparse settlement patterns people living in remoter rural areas often have to make long journeys to access essential services.

6.6 NYCC and HBC are to commission traffic modelling work to look at the strategic traffic impacts of the Council's future options for housing and employment in Harrogate and Knaresborough. The work will utilise a new traffic model built by Jacobs in 2015 for this purpose. The traffic model will be available for use in Autumn 2015, and the results of the modelling work, indicating where certain issues may arise and what types of mitigation measures may be needed, will be reported in early 2016.

6.7 A previous Strategic Traffic Assessment of Development Growth in Harrogate and Knaresborough: 2009 to 2024 forecasted that, without improvement, 11 of the 28 strategic junctions in the towns assessed would operate over capacity as a result of the estimated traffic flows in 2024, albeit from a lesser level of growth. Indicative junction mitigation options

were identified in a report produced in 2013 as part of the evidence base in support of the Publication Draft Sites and Policies DPD.

- 6.8 Some of the junction improvements identified within the previous modelling work undertaken have already been implemented, and some are committed as part of developments that already have planning permissions. These will all form part of the baseline situation for the new traffic model.

**Issues Identified:**

- Harrogate town centre still suffers from significant peak hour congestion along its major routes – A59, A16, A661.
- Particular congestion issues are along Skipton Road, the Empress Roundabout, Knaresborough Road, and delays caused by Starbeck level crossing.
- There are some congestion issues in Knaresborough, particularly at the Bond End junction.
- This congestion will act as a barrier to the economic development of the area, especially the visitor economy.

**Implications for the Local Plan:**

- With additional growth, there is some doubt as to whether the highway improvement options identified previously will remain suitable – this will be confirmed (or otherwise) through the traffic modelling work.
- Beyond these improvements, more radical measures to relieve traffic congestion are likely to be required to accommodate any significant level of growth in the main centres.
- As a derived demand, traffic volumes will be influenced by other infrastructure delivery decisions, particularly those relating to education and health.

**Strategic Road Network**

- 6.9 The trunk roads that make up the Strategic Road Network (SRN) in North Yorkshire include the M62, A1(M)/A1, A19/A168 and A64, and are managed and maintained by Highways England, which is an executive agency of the Department for Transport. The SRN in Harrogate District comprises the A1(M) motorway. The A1(M) is located approximately 10 kilometres to the east of Harrogate town centre and forms part of the main routes linking the south of England to the North East; and to Southern Scotland. The route is of international importance and forms part of the Trans-European Road Network.
- 6.10 Highways England is currently improving the final non-motorway section of this route in North Yorkshire in order to accommodate normal traffic growth and to reduce recurrent delay and improve journey times.
- 6.11 Highways England requires that the traffic impacts of new developments should be safely and efficiently accommodated on the SRN and that measures necessary to support planned development should be brought forward in parallel with the development themselves. Highways England is also undertaking modelling work to identify traffic impacts at the junctions along the A1(M) resulting from the level of planned growth in the District in parallel to the traffic modelling work for the local road network described earlier.

**Issues Identified:**

- The principal issue on the SRN is the operation of Junction 47 of the A1(M) and its ability to accommodate significant levels of additional traffic.
- Some Local Growth Fund money has been identified to examine an improvement scheme for Junction 47, but even this will have a limit before a major junction improvement would be needed.
- As some residents will access the SRN outside of Harrogate District (e.g. at Junction 45 of the A1(M)), there is a need to capture such impacts and ensure any necessary improvements are identified.

**Implications for the Local Plan:**

- Junction 47 of the A1(M) will remain the principal (and signed) access to the SRN for much of the district, particularly if future development is biased towards the eastern side of the district.
- Development in Ripon may have implications for Junction 50 of the A1(M).

**Rail**

- 6.12 The majority of the rail network is managed by Network Rail on behalf of the Government with rail services being provided by private train operating companies (TOCs) under a franchise system. The York – Harrogate – Leeds railway line is the only route serving the district. There are 8 stations along the route within the Harrogate District at Hammerton, Cattal, Knaresborough, Starbeck, Harrogate, Hornbeam Park, Pannal and Weeton. The majority of the services are currently operated by Northern Rail (with a new franchise due to start in February 2016) and carries a mix of commuter, social and leisure passengers providing an important link between Harrogate and the wider Leeds City Region and York. For much of the day, two trains per hour run between Leeds and Knaresborough, with one of these extended to York each hour.
- 6.13 One train per day in each direction provides a direct connection between Harrogate and London King's Cross – a service operated by Virgin Trains East Coast. There is a franchise commitment to increase this service to six trains per day in each direction by 2019. Additional connections to London and other major UK cities are provided by changing trains at either Leeds or York.
- 6.14 Past investment has provided longer platforms and longer more modern trains, improved signalling between Leeds and Harrogate, and increases to the number of services at peak times. This has contributed to continued growth, with patronage on the line increasing by 20% in the last 5 years and 7% in 2010/11. This now accounts for a third of all rail passenger journeys starting or ending in North Yorkshire. However, there remain a number of recognised problems with the line that need addressing:
- The rail line has experienced a growth in demand which has led to overcrowding.
  - Capacity of the rail line is restricted due to issues at Leeds and York stations and single track sections of the line between Knaresborough and York.
  - There are predicted increases in housing numbers of approximately 70,000 and potential jobs of 111,000 by 2026 between Leeds and York, resulting in a projected increase in demand of 30%.

- 6.15 Network Rail completed modernisation of the signalling between Leeds and Harrogate in November 2012, aimed at improving punctuality and reliability along the line. As part of this there is a new “turnback facility” at Horsforth that enabled a Leeds-Horsforth shuttle service in the peak time to operate which should alleviate some of the overcrowding issues and speed up some Harrogate services. In Network Rail Control Period 6 (2019-2024) further improvements are proposed for signal renewals on the Harrogate to York section.
- 6.16 £9.6 million of funding has been prioritised from the North Yorkshire devolved Local Major Transport Scheme funding towards the estimated £12.5 million cost to upgrade a 2-2.5 mile section of rail line between Knaresborough and Cattal from one track to two to allow trains to pass along this section of line. The aim is to create as much of a continuous double track line as possible between Cattal and Leeds enabling an increase in service frequency, improvement to journey times and improvement in reliability/service performance. The scheme is proposed to be implemented in conjunction with the planned signalling improvements which Network Rail is undertaking during 2018/19.
- 6.17 An Outline Transport Business Case was prepared for the electrification of the line in 2013. The business case argues that investment and modernisation of this important regional transport link will enable a doubling of the train frequency, journey time reductions of up to 20%, improved reliability and improved connections to both the East Coast Main Line and Trans Pennine Express. Overall it is estimated that the improvements would deliver over £400 million of economic benefits and significantly reduce operating costs.
- 6.18 The report of the Rail Electrification Task Force in March 2015 identified the rail line as one of the first tranche of electrification schemes to be implemented in Control Period 6 (in fact, it was the best performing of all lines assessed for improvements). There is now a need to undertake more detailed business case work on the electrification of the line in order to secure funding in Control Period 6.
- 6.19 Previous planning policies have sought to protect a site for a rail station and car park at Manse Farm east of Knaresborough. The potential to provide a new station to the east of Knaresborough was allocated in the Harrogate District Local Plan in 2001. The Council, together with North Yorkshire County Council, jointly commissioned consultants Arup to undertake work to consider the viability/business case for a proposed new station to serve a mixed use urban extension at Manse Farm. This work indicates that whilst there are still issues to address, the business case for the station as part of a mixed use urban extension is considered to be good. An important part of the business case is the provision of parking facilities at the new rail station.
- 6.20 It is also HBC’s continued aspiration to see a transport interchange developed at Station Parade, Harrogate. This is a key site in Harrogate town centre and an important gateway site to the town. In 2005, the Council adopted a Development Brief for the site seeking to achieve a mixed use development that would improve the integration of bus, rail, taxi, cyclist and pedestrian facilities, provide travel information, signage and other services and facilities for travellers.

**Issues Identified:**

- Harrogate, Starbeck and Knaresborough stations are all in need of improvements. Harrogate station has inadequate car parking and poor cycle access. Starbeck level crossing causes considerable traffic delays. The platforms at Knaresborough station is currently only long enough for 3-car trains.
- New development could support a new station along the line but a minimum of 2,000 houses would be required to ensure that it would be viable in its own right.
- The location of any new station is very important. There are few opportunities on the existing line where trains can travel at speed. If a station is located within these zones, it would potentially have a disproportionate impact on journey times.
- There is some doubt whether it is possible to double-track the whole line east of Knaresborough. There is also an issue with the signalling system on the line.
- Network Rail's intention is to remove level crossings at both roads and public rights of way, where possible.
- Early stage feasibility work is being undertaken to consider extending the rail network by connecting Harrogate to Ripon and beyond to Thirsk, and also Harrogate to Wetherby.

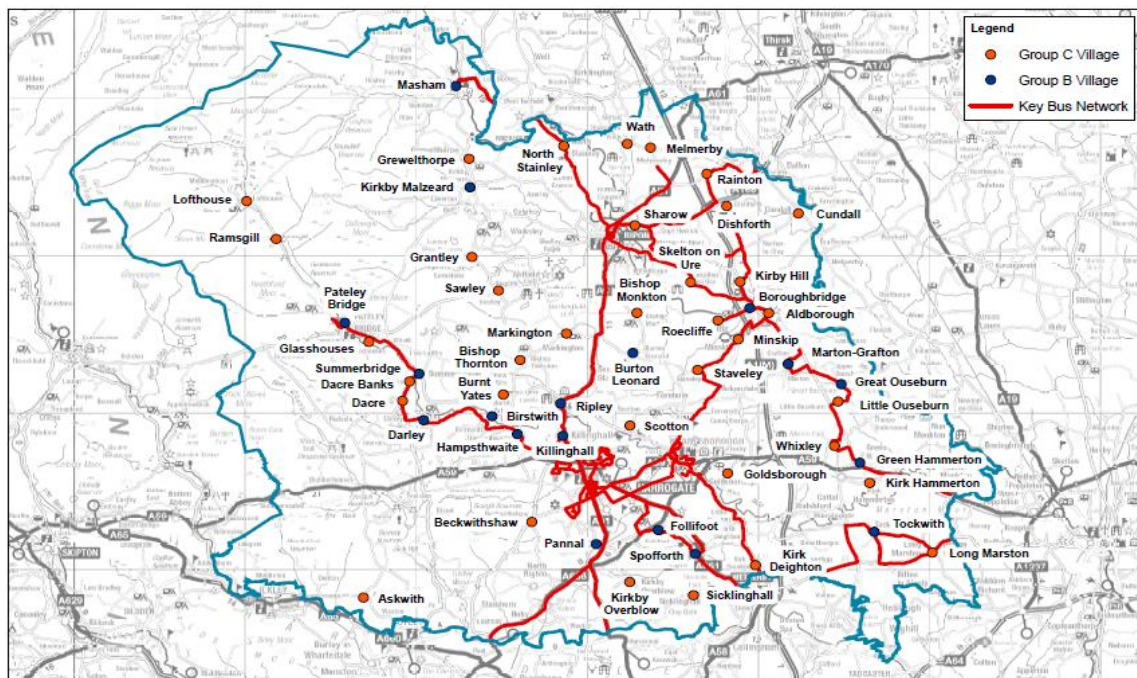
**Implications for the Local Plan:**

- Need to consider how large numbers of passengers will be able to access the increased capacity on the Harrogate Line. Walking, cycling, bus and car parking access at stations needs to be reviewed and incorporated into future plans.
- Redevelopment/reconsideration of Harrogate, Knaresborough and Starbeck Stations should be integral to long term planning in the district.
- Any large new development(s) along the existing railway needs to be over 2,000 homes if it is to act as a catchment area for a new railway station, as well as being carefully sited so as not to disproportionately effect overall journey times.
- Consideration needs to be given to the potential for new rail corridors to the north and south of Harrogate in developing the Local Plan.
- Opportunities to remove level crossings should be considered.

**Bus**

- 6.21 Bus services are generally provided on a commercial basis by private bus operators. The routes and timetables for these commercial services are determined by the operator. North Yorkshire County Council has powers and some funding available to support bus and community transport services, where an adequate level of service is not provided by private transport operators.
- 6.22 Several different bus operators operate within the Harrogate District offering a range of services to settlements across the district, with the principal operators being Transdev and Harrogate Coach Travel. The routes cover many of the main centres across the District, radiating out from Harrogate, as well as some cross-boundary connections. For example, Transdev operate the Route 36 service which provides a regular service between Ripon-Harrogate-Leeds. There is no comparable service to York, although there have been attempts to run such a service on a commercial basis in the past. There is also a bus service from Harrogate to Leeds Bradford International Airport, currently operated by Yorkshire Tiger.

- 6.23 There are three main bus stations in the District located in the centres of Harrogate, Knaresborough and Ripon. Interchange with the rail station in Harrogate is particularly poor and presents a significant opportunity to improve public transport provision in the town.
- 6.24 The Council has identified a key bus network for the District (see diagram below), taking into account settlement size and location. Since the production of the plan, there has been a loss of some services in villages such as Kirkby Malzeard and Burton Leonard. Recent proposed changes to subsidised bus services may also require a further change to the defined network.



**Issues Identified:**

- The locations of traffic congestion hamper the delivery of efficient and reliable bus services, with the Empress Roundabout in Harrogate and Starbeck level crossing being particular constraints.
- Bus services are run on a commercial basis, and so will respond to future demand.
- Some areas in the district would benefit from additional development as it would enhance the viability of existing services and potentially allow increased frequencies.
- There is a need to enhance the interchange with the rail station in Harrogate.

**Implications for the Local Plan:**

- It will be important to understand at what level of development a bus service becomes commercial viable.
- It is easier (and therefore cheaper) to extend an existing service to provide public transport access to a site rather than establish a wholly new service.

## Coach Parking

- 6.25 Coach parking in Harrogate, Knaresborough, Ripon and Pateley Bridge is free of charge within designated bays. Coach Parking is available at the following locations listed in Table 8.

Table 8: Coach Parking Facilities in Harrogate District

| Location              | No. Bays    | Operating Hours |
|-----------------------|-------------|-----------------|
| <b>Harrogate</b>      |             |                 |
| Dragon Road           | 9*          | 6am-10pm        |
| <b>Total:</b>         | <b>9*</b>   |                 |
| <b>Knaresborough</b>  |             |                 |
| Chapel Street         | **          | -               |
| York Place            | 15          | 8am-10pm        |
| Conyngham             | 4           | 24 Hours        |
| <b>Total:</b>         | <b>19</b>   |                 |
| <b>Ripon</b>          |             |                 |
| Victoria Grove        | 8           | 9am-10pm        |
| <b>Total:</b>         | <b>8</b>    |                 |
| <b>Pateley Bridge</b> |             |                 |
| Showground            | 4***        | 8am-6pm         |
| <b>Total:</b>         | <b>4***</b> |                 |

\* The car park is closed to cars on certain dates to allow additional coach parking for Harrogate International Centre

\*\* The car park can only be used for the purposes of embarking and disembarking passengers

\*\*\* Except when the parking place is being used in connection with the Nidderdale Agricultural Show

## Car Parks

- 6.26 HBC carries out parking enforcement as an agent of NYCC for all on-street parking areas covered by Traffic Regulation Orders (TROs) within the district. The Agreement operates on the basis that the Council recovers its costs for administering the Civil Parking Enforcement (CPE) with any surpluses transferred to NYCC and ring-fenced for expenditure on parking/transport related projects within the Borough. HBC also operates CPE in its own off-street car parks.
- 6.27 HBC operates 33 car parks across the District, details of which can be found in Table 9.

Table 9: Public Car Parks in Harrogate District

| Location                | Type         | Duration   | Tariff *        | Total Spaces | Disabled Spaces | Family Spaces |
|-------------------------|--------------|------------|-----------------|--------------|-----------------|---------------|
| <b>Harrogate</b>        |              |            |                 |              |                 |               |
| Jubilee                 | Multi-storey | Long Stay  | Pay on Foot     | 440          | 18              | 12            |
| Victoria                | Multi-storey | Long Stay  | Pay on Foot     | 786          | 27              | 0             |
| West Park               | Multi-storey | Long Stay  | Pay and Display | 331          | 4               | 0             |
| Odeon                   | Surface      | Long Stay  | Pay & Display   | 88           | 0               | 0             |
| Park View               | Surface      | Long Stay  | Pay & Display   | 78           | 0               | 0             |
| Montpellier Shoppers    | Surface      | Long Stay  | Pay & Display   | 65           | 0               | 0             |
| West Park               | Surface      | Short Stay | Pay & Display   | 50           | 0               | 0             |
| Dragon Road             | Surface      | Long Stay  | Pay & Display   | 187          | 0               | 0             |
| Station Parade          | Surface      | Short Stay | Pay & Display   | 25           | 0               | 0             |
| Crescent Gardens        | Surface      | Short Stay | Pay & Display   | ?            | 0               | 0             |
| Hornbeam Park Rail Halt | Surface      | Long Stay  | Free            | 98           | 0               | 0             |
| Station Road, Pannal    | Surface      | Long Stay  | Free            | 54           | 0               | 0             |
|                         |              |            | <b>Total:</b>   | <b>2202</b>  | <b>49</b>       | <b>12</b>     |

| <b>Knaresborough</b>        |         |            |               |             |           |          |
|-----------------------------|---------|------------|---------------|-------------|-----------|----------|
| Chapel Street               | Surface | Short Stay | Pay & Display | 60          | 0         | 0        |
| Fisher Street               | Surface | Short Stay | Pay & Display | 51          | 0         | 0        |
| Castle Yard                 | Surface | Short Stay | Pay & Display | 80          | 0         | 0        |
| York Place                  | Surface | Long Stay  | Pay & Display | 370         | 0         | 0        |
| Conyngham Hall              | Surface | Long Stay  | Pay & Display | 483         | 0         | 0        |
| Watershield                 | Surface | Long Stay  | Pay & Display | 96          | 0         | 0        |
| Park Row                    | Surface | Long Stay  | Free          | 28          | 0         | 0        |
| Abbey Road                  | Surface | Long Stay  | Free          | 15          | 0         | 0        |
|                             |         |            | <b>Total:</b> | <b>1183</b> | <b>0</b>  | <b>0</b> |
| <b>Ripon</b>                |         |            |               |             |           |          |
| Victoria Grove              | Surface | Long Stay  | Pay & Display | 187         | 7         | 0        |
| Victoria Grove Coach Park   | Surface | Long Stay  | Pay & Display | 32          | 0         | 0        |
| The Arcade                  | Surface | Short Stay | Pay & Display | 42          | 3         | 0        |
| St Marygate                 | Surface | Long Stay  | Pay & Display | 136         | 0         | 0        |
| Market Place                | Surface | Short Stay | Pay & Display | 52          | 5         | 0        |
| Marshall Way                | Surface | Short Stay | Pay & Display | 177         | 10        | 0        |
| Blossomgate                 | Surface | Long Stay  | Free          | 20          | 0         | 0        |
|                             |         |            | <b>Total:</b> | <b>646</b>  | <b>25</b> | <b>0</b> |
| <b>Pateley Bridge</b>       |         |            |               |             |           |          |
| Southlands                  | Surface | Long Stay  | Pay & Display | 85          | 0         | 0        |
| Nidd Walk                   | Surface | Long Stay  | Pay & Display | 70          | 0         | 0        |
| Park Road                   | Surface | Long Stay  | Free          | 23          | 0         | 0        |
| Showground                  | Surface | Long Stay  | Pay & Display | 100         | 0         | 0        |
|                             |         |            | <b>Total:</b> | <b>248</b>  | <b>0</b>  | <b>0</b> |
| <b>Rest of the District</b> |         |            |               |             |           |          |
| Back Lane Boroughbridge     | Surface | Long Stay  | Free          | 78          | 2         | 0        |
| Birstwith                   | Surface | Long Stay  | Free          | 12          | 0         | 0        |
| Dacre                       | Surface | Long Stay  | Free          | 15          | 0         | 0        |
| Lofthouse                   | Surface | Long Stay  | Free          | 20          | 0         | 0        |
| Middlesmoor                 | Surface | Long Stay  | Free          | 9           | 0         | 0        |
| Spacey Houses               | Surface | Long Stay  | Free          | 25          | 0         | 0        |
|                             |         |            | <b>Total:</b> | <b>159</b>  | <b>2</b>  | <b>0</b> |

\* Facilities are either Pay and Display where customers purchase a ticket and display it in their car, or Pay on Foot where customers pay for their parking when they leave

- 6.28 In addition to dedicated car parks, Pay & Display parking is also in operation on most town centre streets in Harrogate and in Knaresborough Market Place. The town centre of Harrogate is split into an Inner Pay & Display Zone and an Outer Pay & Display Zone with different tariffs applied to each zone. There are also a number of central streets in Harrogate designated as Short Stay Areas allowing either a 20 minute or 40 minute maximum stay on Pay & Display.
- 6.29 A disc parking system is operated in the majority of controlled parking zones throughout Harrogate, Knaresborough, Ripon and Boroughbridge. Motorists may park in a disc zone for a limited period without charge provided that a valid clock disc set to the time of arrival is displayed in the vehicle. Clock discs are available free of charge from a number of places including all Council offices, Tourist Information Centres and from many local businesses. The length of time motorists can park can vary considerably between parking zones.
- 6.30 HBC is working towards the payment of parking fees through improved technology to offer cashless payment such as pay by mobile, pay by debit/credit card and to develop the accessibility of services via the web.



- 6.31 NYCC is responsible for determining how any on-street surplus funding arising from Civil Parking Enforcement (CPE) is spent. Section 55 (as amended) of the Road Traffic Regulation Act (1984) sets out the permitted uses for CPE surplus funding. The Act limits local transport authorities to spending surplus revenue, once the costs of the enforcement operation have been met, on parking, transport or environmental improvements within the Civil Enforcement Area.
- 6.32 The Deed of Arrangement that governs the Harrogate CPE operation requires NYCC to invite proposals from HBC for expenditure of the on-street surplus. NYCC must prioritise these proposals and communicate the decision on how any surplus income will be applied in writing to HBC. HBC will continue to work with NYCC to deliver a programme for utilising the Harrogate on-street CPE surplus.

**Issues Identified:**

- Contrary to anecdotal evidence, there is a reasonable level of capacity in the car parks in Harrogate town centre, with some car parks e.g. West Park, under-utilised at present.
- Car parks within Harrogate are only at capacity around 30 days in the year, depending on different events.
- There is generally a good turnover of on-street spaces.
- Car parks in Ripon and Knaresborough are often only at capacity on one day each week (Market day).
- Parking at rail stations remains a problem and will need to be addressed if development is to increase the number of rail trips.

**Implications for the Local Plan:**

- Development will almost certainly increase demand for parking in town centres, so there may be a need to provide better information about parking space availability and direction signing to help utilise all available spaces.

**Cycling**

- 6.33 In 2000, HBC prepared the Harrogate and Knaresborough Cycling Implementation Plan. The plan identifies a network of routes to encourage more people to cycle in recognition of the health benefits of cycling and make cycling a viable alternative to the car for journeys to work, shops and services. In consultation with the Harrogate Cycling Implementation Group the network routes were updated in 2011 and were subject to public consultation shortly afterwards. HBC subsequently updated the implementation plan and published it for consultation in May 2013. The Harrogate and Knaresborough Cycling Implementation Plan is currently being updated again at this time.
- 6.34 There are proposals to complete the National Cycle Network Route 67 between Leeds and Northallerton through Harrogate, Ripon and Masham. Currently only two short sections of this route exist, between Wetherby and Spofforth and the route recently completed between Harrogate and Ripley (the Nidderdale Greenway). A second National Cycle Network routes crosses the District, the Way of the Roses route that extends from Bridlington to Morecambe passes through Boroughbridge, Ripon and Pateley Bridge. The Beryl Burton Way is also available between Harrogate and Knaresborough allowing cyclists to avoid the busy A59 Knaresborough Road.

**Issues Identified:**

- There is potential for significant growth in cycling and walking however there are currently comparatively low levels of cycling in Harrogate.
- Segregated cycleways, good crossing points and high quality cycle parking are all essential to encouraging cycling.
- Cycle access to Harrogate bus and rail stations is currently inadequate.
- Cycling routes between Harrogate and Knaresborough could be enhanced. The distance between the two centres is only 2 miles and there are rail stations at each end.
- There is potential for new routes as follows:
  - Harrogate to Ripon
  - Harrogate to Wetherby
  - Harrogate to Otley and the Wharfe Valley
  - Harrogate to the Howardian Hills
- Isolated small development sites make it harder to plan for cycle infrastructure delivery.

**Implications for the Local Plan:**

- Getting the right mix and layout of housing to influence people's behaviour and encourage the use of alternative modes of transport will be important to minimise private car usage.
- Traditional junction design and modelling does not take walking and cycling into account and that these modes should be considered at the start of any assessment or design process.

**Walking**

- 6.35 NYCC is responsible for maintaining the County's public rights of way network which extends to over 10,000 kilometres. NYCC maintains the definitive map of rights of way within North Yorkshire along with the statements of routes. Council Policy protects public rights of way from development that would result in harm to their recreational and/or amenity value.

## 7. CONCLUSIONS

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### Utilities and Environment

- 7.1 A number of key *national and local utility networks* provide essential services across Harrogate District. Yorkshire Water's water supply and sewerage treatment system, National Grid's national gas and electricity transmission systems and Northern Powergrid's and Northern Gas Networks' regional/local distribution networks provide essential services to communities and businesses.
- 7.2 The anticipated future growth requirements are unlikely to require any significant enhancements in national supply infrastructure for electricity or gas. Local transmission systems and networks also have future capacity, particularly following recent and planned investments (such as in the Harrogate and Knaresborough area for electricity transmission). There are some uncertainties, such as future electricity capacity in the Ripon area and a lack of gas capacity for Masham, and settlements to the east of the A1 (such as Cattal and Kirk Hammerton) are not currently connected to the local gas transmission system. The provision of water supply and sewerage treatment infrastructure for the envisaged scale of growth across the District will require phasing.
- 7.3 There are two main line networks that provide *telecommunications* access to homes and businesses, Open Reach and Virgin Media. There is an open market for the provision of networks to new developments. Fibre-based broadband is being rolled out across the county through Superfast North Yorkshire. Broadband coverage is good in existing urban centres, but some rural areas in the District lack quality mobile coverage. Telecommunication networks are unlikely to be a key driver of, or barrier to, development, and the private sector is considered to be well placed to respond to demand. Dark fibre networks could transform broadband speeds and capacity for businesses, residents and service providers.
- 7.4 Ripon has seen a major *flood alleviation* scheme completed in recent years, but no further large schemes are programmed. Some site specific issues were identified by the Level 2 SFRA prepared in support of the withdrawn Sites & Policies DPD, but just three sites in Masham, Pateley Bridge and Ripon required detailed assessment (based on the sites identified in 2013). This would indicate that flood risk is likely to be more of a detailed site specific consideration. Outside of the urban centres, the ground in some areas is low lying and relies on an intricate network of drains at present, such as between Harrogate and Wetherby, Knaresborough to both Boroughbridge and Kirk Hammerton and east of Boroughbridge, where the rivers Swale and Ure meet.
- 7.5 The Allerton *Waste Recovery Park* will be operational in 2018 and will receive all of North Yorkshire's and York's residual waste, therefore no capacity issues with future growth is anticipated. Household waste recycling centres are focussed in Harrogate (2) and Ripon, supplemented by mobile facilities at Pateley Bridge and Boroughbridge, and again have future capacity built in given recent additional provision.

## Community Services and Facilities

- 7.6 There are a wide range of *education facilities* in the district from pre-school to College facilities. Schools in Harrogate are particularly under pressure, with recent development approvals, increasing birth rates and additional funding for early years provision all driving demand. Knaresborough and Ripon also face capacity issues in the coming years. Harrogate College has no capacity issues.
- 7.7 School facilities in existing urban areas are under strain with often limited scope for expansion. A scattered urban approach to development is likely to compound these issues. There are opportunities to sustain school facilities in smaller rural settlements but any new or expanded provision away from the urban areas needs to carefully consider the impacts on school travel. A large level of concentrated growth is likely to be needed to support a new secondary school.
- 7.8 *Health services* respond to demand but a more dispersed approach to development is likely to place pressure on primary care services, as critical mass will support new or expanded health practices. Community ‘hubs’ provide the scope for one-stop-shop service provision. The Harrogate and District NHS Foundation Trust is the prime provider of hospital services. Harrogate District Hospital has a five year investment plan but has limited potential for long-term expansion.
- 7.9 *Emergency services* have a range of facilities across the District including fire, police and ambulance services. No capacity issues or need for new facilities have been identified, but future growth patterns will affect the way in which resources are deployed.
- 7.10 Community facilities such as *indoor sports facilities, libraries, public conveniences, cemeteries and crematoria* are concentrated in Harrogate, Knaresborough and Ripon and to a lesser extent Pateley Bridge and Boroughbridge. Public indoor sports and leisure facilities are also supplemented by community and private provision. The provision of services is changing and likely to remain under pressure with future funding. For example, a hierarchy of library services will focus on Harrogate followed by Knaresborough and Ripon and then Boroughbridge, Pateley Bridge and Starbeck.

## Travel and Transport

- 7.11 Harrogate’s *local road network* still suffers from significant peak hour congestion along its major routes – A59, A16, A661 – with particular congestion along Skipton Road, at the Empress Roundabout, Knaresborough Road, and at Starbeck level crossing. There is also congestion at Bond End in Knaresborough. Some improvements for these points of congestion have been identified, but based on a lower level of growth than that now envisaged, and so there is some doubt as to whether the improvement options identified previously will remain suitable – this will be confirmed (or otherwise) through the traffic modelling work to be undertaken in support of the Local Plan.
- 7.12 Beyond these improvements, more radical measures to relieve traffic congestion are likely to accommodate any significant level of growth in the main centres. This may include new highway infrastructure and improvements on the *strategic road network*, at Junctions 47, and maybe 50, of the A1(M).

- 7.13 The locations of traffic congestion hamper the delivery of efficient and reliable *bus services*. Although bus services are run on a commercial basis, and so will respond to future demand, some areas would benefit from additional development as it would enhance the viability of existing services and potentially allow increased frequencies.
- 7.14 Electrification of the *railway* line between Leeds and York via Harrogate and Knaresborough, allied to franchise commitments to increase service frequencies along the route should provide significant opportunities to accommodate additional rail trips across the network. However, there is some doubt whether it is possible to double-track the whole line east of Knaresborough, and any plans for new stations need to be offset against the detrimental impact this may have on line speed improvements and station stops elsewhere. Harrogate, Starbeck and Knaresborough stations are also all in need of improvements.
- 7.15 Contrary to anecdotal evidence, there is a reasonable level of capacity in the *car parks* in Harrogate town centre, and car parks in Ripon and Knaresborough are often only at capacity on one day each week (Market day). Development will almost certainly increase demand for parking in town centres, so there may be a need to provide better information about parking space availability and direction signing to help utilise all available spaces.
- 7.16 There is potential for significant growth in *cycling and walking*, however there are currently low levels of cycling in Harrogate, but getting the right mix and layout of housing to influence people's behaviour and encourage the use of alternative modes of transport will be important to minimise private car usage. In rural areas the private car is likely to remain the most dominant form of transport, however the location of development and future settlement growth will influence the demand for bus services and the viability of routes.

### **Overall Implications**

- 7.17 Infrastructure and service providers were asked to identify infrastructure and service delivery issues that could be a critical barrier to, or raise significant problems for, future growth and whether any of these issues could act as a "showstopper" to growth. Given that further work and consultation is to take place on the scale and location of growth and that transport modelling work continues, it is to be expected that at this early stage no absolute answers were provided. However, the work undertaken to date and summarised in this Baseline Report highlights the following overall issues and implications.
- Transport could be a critical barrier to future growth, given the congestion and improvement challenges resulting from the current level of planned growth.
  - Many forms of infrastructure are provided in a demand responsive way but different or new patterns of development could have significant implications
    - as to whether major new infrastructure could be provided in a cost effective way, if for example major highway routes or watercourses need to be crossed (e.g. gas and electric); and
    - on patterns of service delivery (e.g. police, ambulance and fire and rescue services).
  - Community infrastructure is generally not a barrier to growth, but
    - the location of future development will influence the availability, viability and responsiveness of service delivery; and

- cumulatively the provision of many forms of community infrastructure will influence the future sustainability and viability of settlements and their services and facilities.

7.18 There are areas and types of infrastructure where HBC has some degree of 'control', e.g. roads, and those where the current arrangements mean that HBC has more of an influencing role e.g. health. Understanding the drivers of those areas subject to an influencing role and pro-actively planning for areas where more control can be exerted will be important in shaping future growth.

7.19 Looking across the different types of infrastructure there are implications for different types of settlements and the nature and timing of future development:

- In the immediate term, recent investment in utilities and transport infrastructure has provided some capacity in the main urban centres, although the local transport network, together with education facilities, will come under increasing strain following the early years of the new Local Plan period.
- There is some capacity in the settlements surrounding the main urban centres, and there may be a positive role to play in supporting the longer term viability of services in these settlements by allowing some growth to take up some of this capacity.
- In the medium term, new utilities, transport, education and health infrastructure in particular will be needed to support further growth, and concentrating that growth in a small number of locations is likely to provide the critical mass necessary to support the costs associated with new utilities and transport infrastructure and influence the provision of more demand-responsive education and health facilities.
- Concentrating growth remote from the main centres (such as east of the A1(M) corridor) could prove more expensive given the need to connect new infrastructure back into existing networks, as well as creating additional demands on the local and strategic transport networks.

7.20 The above issues will be examined in more detail in stage 2 of the study by assessing the infrastructure implications of the growth scenarios that will be considered.