

Harrogate District Local Plan: New Settlement Background Paper



November 2017

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1 Introduction

1 Introduction

- 1.1** Harrogate Borough Council is in the process of preparing a Local Plan that will identify the land required to deliver the planned growth for the district over the next 18 years to 2035. As part of this process the council has considered, and consulted on, a number of options for accommodating the growth. One of these growth options is the delivery of large scale development in a single location in the form of a new settlement.

Role and purpose of the paper

- 1.2** The planning and delivery of a new settlement is complex and given the significance a new settlement will have for future generations it is important that it is planned carefully. This Background Paper, therefore, looks at the new settlement option in more detail. It draws together relevant information from the Local Plan evidence base, sets out the consideration of the alternative options and proposals, explains the decision making process and rationale behind the choices made including the final preferred approach, which has been included in the Publication Local Plan.

Relationship to other studies/evidence

- 1.3** The Paper draws on a broad range of information and technical studies undertaken as part of the evidence base for the Local Plan. Of particular relevance are:
- Harrogate Local Plan Sustainability Appraisal/Strategic Environmental Assessment (SA/SEA)
 - Harrogate Local Plan Habitat Regulations Assessment
 - Harrogate Infrastructure Capacity Study
 - Junction 47 A1(M) Capacity Testing Technical Notes, Highways England
 - Harrogate Local Plan Traffic Modelling
 - Harrogate Local Plan Whole Plan Viability Study
 - Issues and Options Consultation: Key Issues Report
 - Draft Local Plan and Additional Sites Consultations: Key Issues Report
- 1.4** Where appropriate, reference is also made to information provided by the specific site promoters.
- 1.5** Section 5 provides a review of the evidence base relevant to a new settlement approach. However, the evidence base reports and studies should be read in full alongside this background paper.

Scope and structure of paper

- 1.6** The remainder of the background paper is structured to cover:
- Overview of approach to new settlement and large scale planning
 - Overview of site options submitted
 - Key decision points in respect of a new settlement as part of Local Plan growth strategy
 - Review of evidence base
 - Summary of consultation responses at Local Plan stages
 - Consideration of alternatives
 - Summary and conclusions

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2 Approach to New Settlements

Origins of large scale planning

- 2.1** Since the start of the twentieth century there has been a history of planning for residential led large scale development in the United Kingdom.
- 2.2** The Garden City movement was founded by Ebenezer Howard at the turn of the twentieth century to address problems associated with overcrowded cities and find ways of combining the advantages of town and country living. He proposed planned communities surrounded by a 'green belt', with the objective for people to live close to their place of work in a green environment. Howard envisaged several interconnected garden cities functioning as satellites around a central city. The garden city would be self-sufficient and when it had reached its full population, another garden city would be developed nearby. Each was designed to accommodate about 30,000 people and planned on the basis of a concentric pattern with open spaces, public parks and six radial boulevards extending from the centre. To create the garden cities a series of Garden City Companies were founded with investors in the scheme becoming shareholders, although some of the proceeds went into a community trust fund. The first garden cities were developed at Letchworth (started in 1903) and Welwyn (started in 1919) in Hertfordshire.
- 2.3** In 1921, the Garden Cities and Town Planning Association⁽¹⁾ defined a Garden City as 'a town designed for industry and healthy living; of a size that makes possible a full measure of social life, but not larger; surrounded by a permanent belt for rural land; the whole of the land being in public ownership or held in trust for the community'.
- 2.4** Towards the end of the Second World War, attention was directed to post-war reconstruction. The 1946 New Towns Act established an ambitious programme for building new towns. It gave the government power to designate areas of land for new town development with 'development corporations' set up under the Act to be each responsible for one of the new towns. The first new town created under the Act was Stevenage and in total 32 new towns were designated between 1946 and 1970 in three phases. In some cases the new towns were almost entirely self-contained standalone settlements such as Stevenage, in other locations they were an expansion to an already existing town such as Northampton but in the majority the planned new development was focused on an existing smaller settlement.
- 2.5** Common characteristics associated with the development of the New Towns included:
- Neighbourhood units with primary school and local facilities within a short walking distance;
 - Separation of residential and industrial but with good pedestrian and public transport links;
 - Pedestrianised town centres;
 - Separation of pedestrians and vehicles;
 - Network of green space as transport corridors, green wedges;
 - Innovative architecture with use of up to date materials;
 - Provision of social housing;
 - Objective of self containment with employment facilities to encourage residents to work in the town;
 - Social/community space, community centres; and
 - Public art.

2 Approach to New Settlements

- 2.6** After 1970, new settlements were brought forward by the private sector rather than being formally designated by the government and included Poundbury, Dorset; Ebbsfleet, Kent; and Cambourne and Northstowe, Cambridgeshire. They retained many of the principles of the original garden cities but with the fundamental aim of reducing reliance on the private car through ensuring efficient public transport links and high quality cycling and walking routes to employment and other key services and facilities, which people needed to access every day. Although most were intended to be self-contained, few managed to achieve this being dependent upon higher order settlements for employment and comparison retailing.
- 2.7** In 2007, the Government announced the eco-towns programme to address the priorities of increasing the rate of housing delivery (and maximising the potential for affordable housing) and achieving exemplary standards of social, economic and environmental sustainability. The Eco-towns Planning Policy Statement (PPS) (2009) set out the standards to be achieved and locational criteria for the new settlement. The latter saw a move away from the previous policy of the need for self-containment to one where the eco-town would have the functional characteristics of a new settlement but would also be linked to higher order settlements. This emphasised the need for good communication between settlements. Of 15 potential eco-town locations identified in the PPS, four were selected by the government to be taken forward: Whitehill-Borden, Hampshire; St Austell, Cornwall; Rackeath, Norfolk; and Northwest Bicester, Oxfordshire. However, the government subsequently announced that only one of the locations (Northwest Bicester) would be built to the original eco-town standards.

Recent policy and guidance

- 2.8** In recent years, there has been a renewed level of interest in Garden City style development, in part stimulated by the need to utilise all possible mechanisms to address the country's chronic housing shortage and meet housing needs at a national and local level.
- 2.9** In the 2011 [Laying the foundations: housing strategy for England](#)⁽²⁾ reference was made to the opportunity locally led large scale development could play, stating (in paragraph 41) that:
- 'Sometimes the supply of new housing may best be achieved through comprehensively planned development - whether through new settlements or extensions to existing villages and towns. Well-planned, large-scale projects can be highly successful and the best examples of these have been a great British contribution to international thinking on planning.'*
- 2.10** The important role given to large scale housing projects was further reinforced by the government in the then Prime Minister's [speech on infrastructure](#)⁽³⁾ in March 2012 stating that we '*urgently need to find places where we're prepared to allow significant new growth to happen. That is why we'll begin consultation later this year on how to apply the principles of garden cities to areas with high potential growth in places people want to live.*'
- 2.11** In March 2012, the National Planning Policy Framework (NPPF) was published, recognising the role new settlements can play as a means of increasing housing supply and supporting the achievement of sustainable development.
- 2.12** In principle national planning policy is supportive of the creation of new settlements, on the basis that they can demonstrate that they will be sustainable and that they will not cause significant adverse harm to the existing locality. Paragraph 52 of the NPPF states that the supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements or extensions to existing villages and towns that follow the principles of Garden Cities.

² For further information see <https://www.gov.uk/government/publications/laying-the-foundations-a-housing-strategy-for-england-2>
³ For further information see <https://www.gov.uk/government/speeches/pm-speech-on-infrastructure>

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- 2.13** Additionally, for larger scale residential developments the NPPF indicates that planning policies should promote a mix of uses in order to provide opportunities to undertake day-to-day activities and, where practical, key facilities such as primary schools and local shops should be located within walking distance of most properties.
- 2.14** The government indicated their intention to strengthen the policy framework for bringing forward new settlements with proposed changes to the NPPF, published for consultation in December 2015.
- 'We propose to strengthen national planning policy to provide a more supportive approach for new settlements, within locally led plans. We consider that local planning authorities should take a proactive approach for new settlements where they can meet the sustainable development objectives of national policy, including taking account of the need to provide an adequate supply of new homes. In doing so local planning authorities should work proactively with developers coming forward with proposals for new settlements in their area.'*
- 2.15** In its response (published in February 2017) to this consultation the government confirmed that national planning policy would be strengthened to encourage a more proactive approach by local authorities in bringing forward new settlements in their plans.
- 2.16** To encourage the bringing forward of locally led large scale development, the [Locally Led Garden Cities prospectus](#)⁽⁴⁾ was published in April 2014. This did not set a formal definition of what a garden city was but did set out additional context to the potential role and opportunities they may offer.
- 2.17** In March 2016, the government published a further prospectus ([Locally-led Garden Villages, Towns and Cities Prospectus](#)⁽⁵⁾), which invited expressions of interest from local authorities for a programme of government support for new locally led garden villages (of between 1,500 and 10,000 homes) and towns (more than 10,000 homes). This stated that:
- 'Large new settlements have a role to play, not only in meeting this country's housing needs in the short-term, but also in providing a stable pipeline of housing well into the future We want to encourage more local areas to come forward with ambitious locally-led proposals for new communities that work as self-contained places, not dormitory suburbs. They should have high quality and good design hard-wired in from the outset - a new generation of garden villages, towns and cities.'*
- 2.18** The Locally-led Garden Villages, Towns and Cities prospectus does not attempt to define the concept of a 'garden village, town or city' indicating that it did not consider there to be a single template for these but rather they should be defined locally to establish a clear and distinct sense of identity. It did, however, indicate that whilst it was not the intention to impose a set of development principles on local areas, support would be given to those where key garden city principles were embedded, so that communities that stood out from the ordinary were developed. In January 2017, the government announced the location of 14 garden villages and three garden towns.⁽⁶⁾
- 2.19** Further thinking and guidance on the planning and delivery of large scale housing growth has been published by the Royal Town Planning Institute (RTPI) and the Town and Country Planning Association (TCPA).

4 For further information see <https://www.gov.uk/government/publications/locally-led-garden-cities-prospectus>

5 For more information see <https://www.gov.uk/government/publications/locally-led-garden-villages-towns-and-cities>

6 For more information see <https://www.gov.uk/government/news/first-ever-garden-villages-named-with-government-support>

2 Approach to New Settlements

2.20 In 2013, the RTPI published a report⁽⁷⁾ to provide further thinking around the opportunities and challenges of building at scale. This made reference to the potential role that long term large scale development could play, stating:

'There is no single solution, but large schemes can provide an important part of the solution. The experience of the last 20 years suggests that the level of demand for new homes over the next decade will not be met by piecemeal incremental developments. There are many ways in which the housing crisis can be tackled. These include looking at the role of the existing stock, and considering how small scale development (for example infill) can play a part. Responses should also encompass issues of housing mix, affordability, sustainability, demographic change and preparedness for an ageing population.... While there is no single solution, large scale housing-led developments could provide an important part of the response, as a large number of houses can be built whilst giving an opportunity for planners to design communities that people want to live in - with appropriate infrastructure, community services and green spaces.'

2.21 The Town and Country Planning Association (TCPA) has long campaigned for garden cities and in recent years has been campaigning for a new generation of garden cities to form part of the solution to the need to deliver an increase in housing numbers. Whilst there is no formal statutory definition to what a Garden City entails, the TCPA has published guidance and developed a set of 'garden city principles' they consider should be embodied in any approach and which set the concept apart from traditional or standard types of development. These include:

- Land value capture for the benefit of the community;
- Strong vision, leadership and community engagement;
- Community ownership of land and long-term stewardship of assets;
- Mixed tenure homes and housing that are genuinely affordable;
- A wide range of local jobs in the Garden City within easy commuting distance of homes;
- Beautifully and imaginatively designed homes with gardens, combining the best of town and country to create healthy communities and including opportunities to grow food;
- Development that enhances the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains, and that uses zero-carbon and energy positive technology to ensure climate resilience;
- Strong cultural, recreational and shopping facilities in walkable, vibrant, sociable neighbourhoods; and
- Integrated and accessible transport systems with walking, cycling and public transport designed to be the most attractive forms of local transport.

2.22 Whilst these principles have been referred to in recent government documents they have been carefully presented to enable local places to evolve their own interpretations based upon local circumstances and ambitions.

Key opportunities from a new settlement

2.23 Planning for a new settlement can offer a number of positive benefits, specifically it can provide the opportunity to:

- Ensure the necessary infrastructure is planned from the start;
- Create a well planned community with a mix of uses including recreation and greenspace;
- Ensure that all key facilities are planned in convenient and accessible locations
- Place green infrastructure at the heart and throughout the development;

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- Create a strong sense of place that provides a new focus for growth within the plan period and beyond;
- Plan positively for more walking and cycling;
- Provide support for/enhance existing public transport provision;
- Create a place that is attractive to live (and work) in;
- Implement a strong co-ordinated approach to design; and
- Foster strong community engagement and leadership.

Scale and critical mass

2.24 It is apparent from the above assessment that there is/has been a broad range of scale in bringing forward large scale growth in the form of a new settlement, taking on different forms and performing different functions. Development also needs to be of a sufficient size to have the necessary services to establish their own character and identity and also the critical mass necessary to be capable of supporting a range of services and facilities to meet the day to day needs of residents.

2.25 However, this needs to be considered in regard to how a new settlement might fit into the current geography of centres within an area, in terms of its proximity to other settlements, the services they offer and the ability to access these using sustainable modes of travel. Scale and accessibility to other centres therefore need to be considered together and the TCPA argue that an emphasis on self-containment is somewhat misplaced as some of the best performing new communities have good external road and rail links.

2.26 However, it is considered appropriate that residents of the new settlement should have access to key services to meet everyday needs. Consistent with the council's settlement assessment these are defined as:

- Local convenience store (meeting day to day needs)
- GP
- Village Hall
- Primary School

2.27 Typical population thresholds associated with key services are set out in Table 2.1.

| | Shaping Neighbourhoods | Urban Design Compendium | Urban Task Force | Average |
|-----------------------------|------------------------|-------------------------|------------------|------------|
| Nursery/Primary School | 2000 | 2500 | 2000 | 2000 |
| Primary/Middle School (2FE) | 4000 | 4000 | 4000 | 4000 |
| Secondary School | 8000 - 16000 | - | 8000-1600 | 8000-16000 |
| Health Centre | 10000 | - | 10000 | 10000 |
| Doctor's Surgery | - | 2500-3000 | 3000 | 3000 |
| Pharmacy | - | - | 5000 | 5000 |
| Local Shop | 1500 | 2000-5000 | 2000 | 2000 |
| Pub | - | 5000-7000 | 6000 | 6000 |
| Post Office | 5000 | 5000-10000 | 5000 | 5000 |
| Community Centre | 4000 | - | 4000 | 4000 |
| Local Centre | 6000 | 5000-10000 | 6000 | 6000 |

2 Approach to New Settlements

| Table 2.1 Service Thresholds (Source: Alternative Spatial Growth Options Study - South West Bristol, Broadway Malyan) | | | | |
|---|------------------------|-------------------------|------------------|---------|
| | Shaping Neighbourhoods | Urban Design Compendium | Urban Task Force | Average |
| District Centre | 24000 | - | 24000 | 24000 |
| Leisure Centre | 24000 | - | 24000 | 24000 |

Table 2.1 Service Thresholds

2.28 In the Issues and Options consultation document the council indicated that a new settlement could provide in the range of between 2,000 and 3,000 new homes. This scale of development would be consistent with the typical population threshold required to support the key services to be provided (as identified in paragraph 2.19).⁽⁸⁾ Higher scales of development would, however, enable a wider range of services and facilities to be provided over time as the new settlement was developed and the population grew.

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3 New Settlement Options

3.1 During the course of preparing the Local Plan, a number of sites have been put forward by landowners and/or site promoters which have the potential to deliver large scale housing growth and associated facilities required to support that scale of growth. In the case of some sites there are overlaps in respect of the land included within the submitted areas. An overview of these sites, in terms of when they were submitted to the council and the information provided to support this, is set out below.

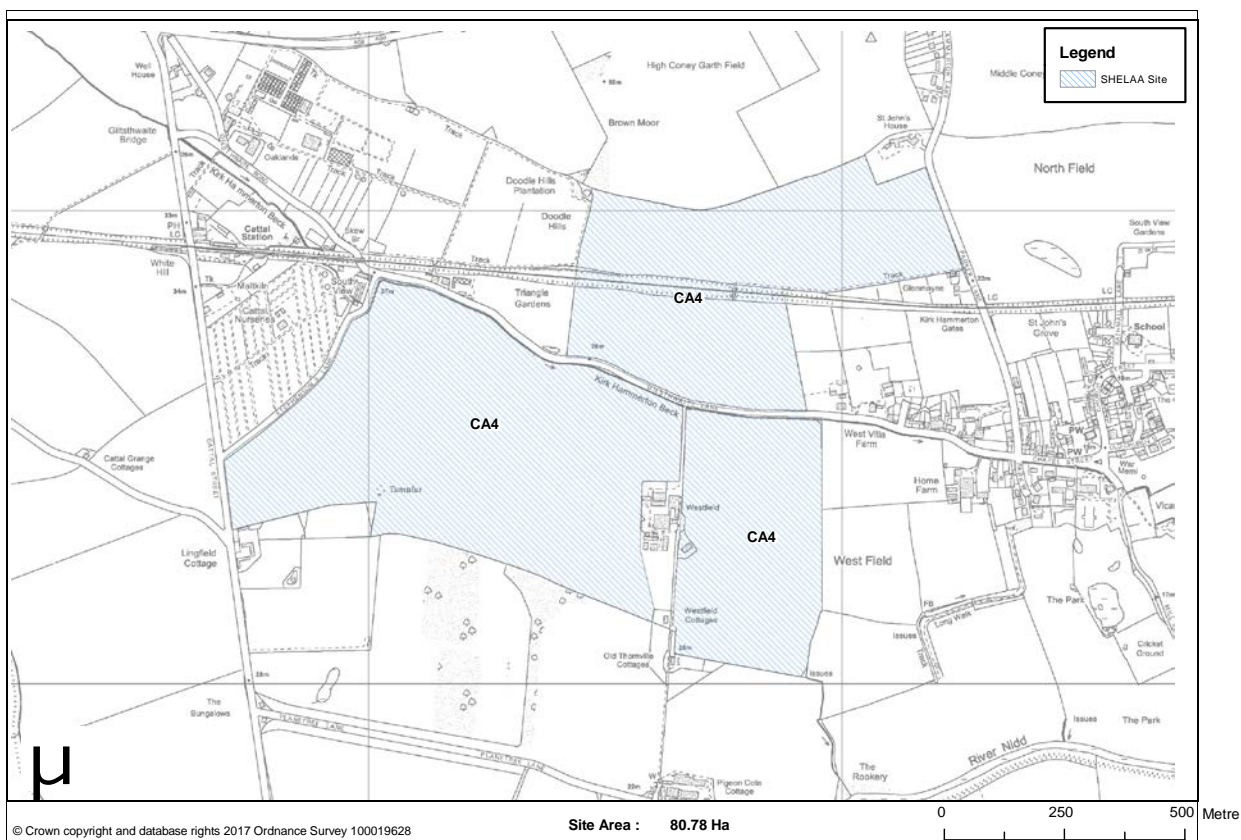
Land at Cattal (Site CA4)

3.2 The site was submitted at the Local Plan Issues and Options consultation stage (August 2015) by a strategic land company in partnership with the landowners.

3.3 The site is located to the east of Cattal rail station and Station Road and west of Kirk Hammerton and comprises a number of large arable fields and a large commercial plant nursery. The northern part of the site is dissected east-west by the York-Leeds railway.

3.4 The submission of the site was accompanied by an initial site assessment under key headings including ecology, landscape, heritage, flood risk and transport/site access.

3.5 Since Draft Local Plan stage, Site CA5 has been promoted in preference to Site CA4. However, as there is an overlap between the two sites they have been considered as one location in the consideration of the alternatives (Section 7).

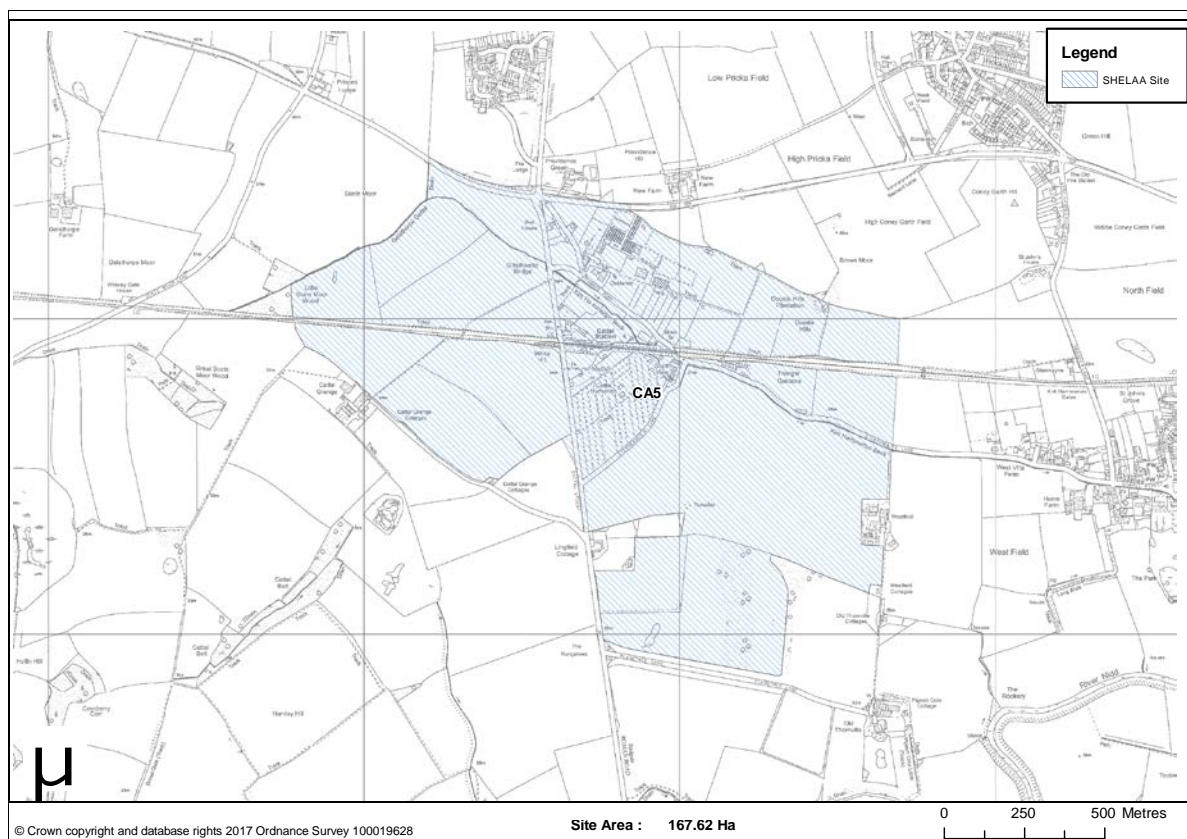


Map 3.1 Land at Cattal (Site CA4)

3 New Settlement Options

Maltkiln Village, Cattal (Site CA5)

- 3.6** The site was submitted at Draft Local Plan stage (October 2016). Centred on Cattal rail station it included some, but not all, of the land previously submitted as Site CA4 together with additional land (not previously submitted) to the west (lying north and south of the railway) and also to the south. It was submitted by a development company in partnership with the landowners.
- 3.7** The submission of the site was accompanied by an illustrative masterplan and phasing strategy together with a preliminary ecological appraisal, landscape assessment, heritage appraisal, transport assessment, notes on flood risk and drainage constraints and utilities constraints.



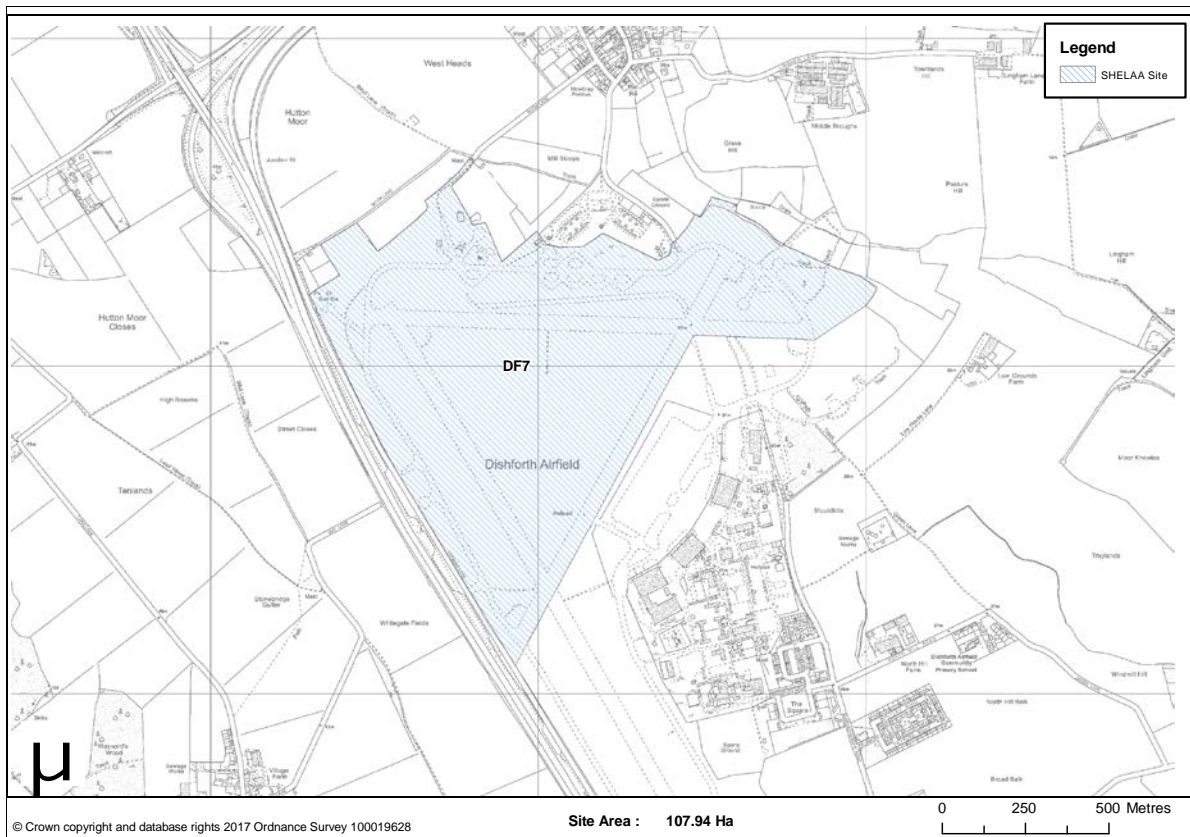
Map 3.2 Maltkiln Village, Cattal (Site CA5)

Dishforth Airfield (Site DF7)

- 3.8** The site was submitted in November 2015 for assessment and inclusion in the council's Strategic Housing and Economic Land Availability Assessment (SHELAA). The site comprises part of the Dishforth Airfield area no longer required for operational purposes and contains several runways and other hard-standing areas with grassed areas between them. The Airfield lies immediately east of the A1(M) and is accessed from Junction 49 which links to the A168. The remaining operational part of the MOD site lies to the south-east, with Dishforth village to the north (separated by agricultural fields) and agricultural land to the east.
- 3.9** The site was submitted on behalf of the landowner (Defence Infrastructure Organisation on behalf of Secretary of State for Defence) for either a residential led or residential/employment development. The submission was made prior to a decision being taken by the Secretary of State for Defence on whether the Airfield would be declared surplus and was not accompanied by any technical assessments.

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- 3.10** Dishforth Airfield was subsequently declared surplus in November 2016 but is not expected to be disposed of by the MoD until 2031.⁽⁹⁾



Map 3.3 Dishforth Airfield (Site DF7)

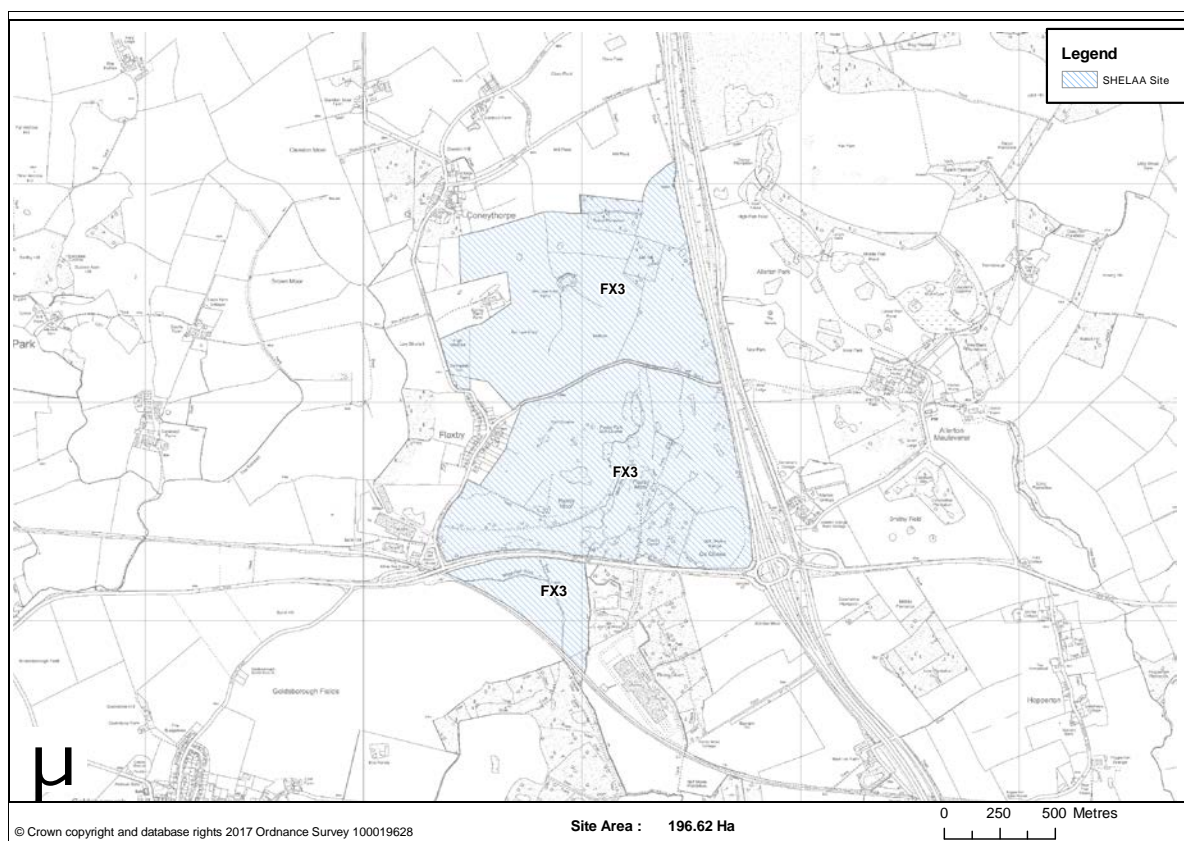
Land at Flaxby (Site FX3)

- 3.11** The site was submitted in October 2014 in response to the council's call for sites on behalf of the (then) landowner. The site comprised 110 hectares of land used as a golf course and golf driving range, although it was indicated that negotiations with landowners to add land to ensure greater sustainability and critical mass for development were at an advanced stage.
- 3.12** At Draft Local Plan stage the site was promoted on behalf of the new landowners of the golf course area (Flaxby Park Ltd., a development land company) who had also acquired an option agreement with the landowner of land to the north of the golf course. The representation included an outline development framework and indicative masterplan, utilities and drainage briefing note, transport and access appraisal, technical note regarding J47 A1(M), review of the council's Infrastructure Delivery Plan, feasibility study regarding the re-opening of the former Goldsborough rail station and technical notes on highways and gas and utilities provision at Site GH11.
- 3.13** In April 2017, on behalf of Flaxby Park Ltd., requests for an Environmental Impact Assessment (EIA) Screening Opinion (reference 17/01746/SCREEN) and Scoping Opinion (reference 17/01748/SCOPE) were submitted to the council in respect of an outline planning application for delivery of a new settlement.⁽¹⁰⁾

9 Source: 'Better defence estate strategy', November 2016. For more information see <https://www.gov.uk/government/publications/better-defence-estate-strategy>

10 Comprising up to 2,750 dwellings, up to 2,000sq.m of retail floorspace (use class A1), up to 1,700sq.m for financial and professional services, restaurants and cafes, drinking establishments, and hot food takeaways in the village centre (use classes A2/A3/A4/A5), up to 5,900 sq.m of floorspace for non-residential institutions, including education (primary schools), nurseys/creches, health facilities (such as health centre, dentist and/or pharmacy (Use Class D1), up to 8,500 sq.m of leisure facilities for indoor sport and recreational use, community building (Use Class D2), up to 6,000 sq.m / 120 bedrooms hotel (Use Class C1), up to 2,500 sq.m for offices (Use Class B1), open space/outdoor sport and recreation and car parking to serve potential railway station. For further information see <https://uniformonline.harrogate.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=OOPAYMHY0B100>

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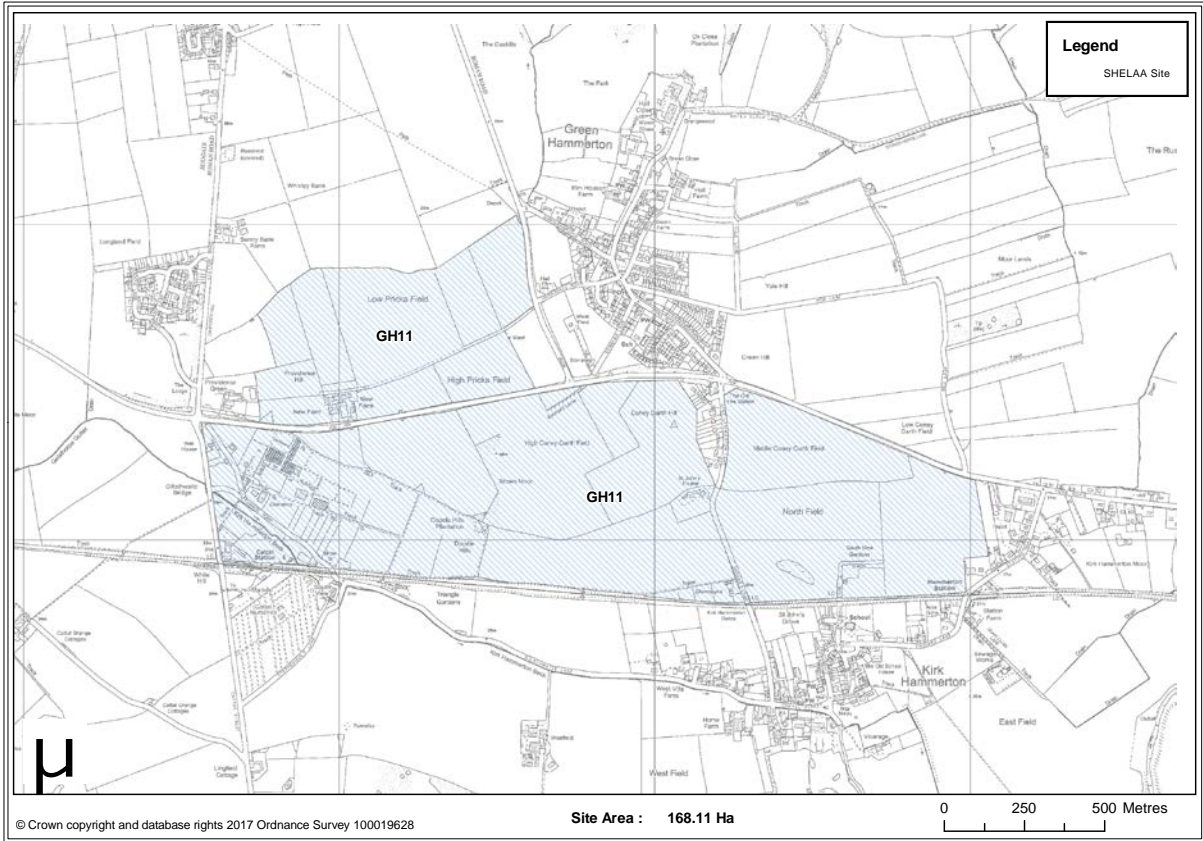


Map 3.4 Land at Flaxby (Site FX3)

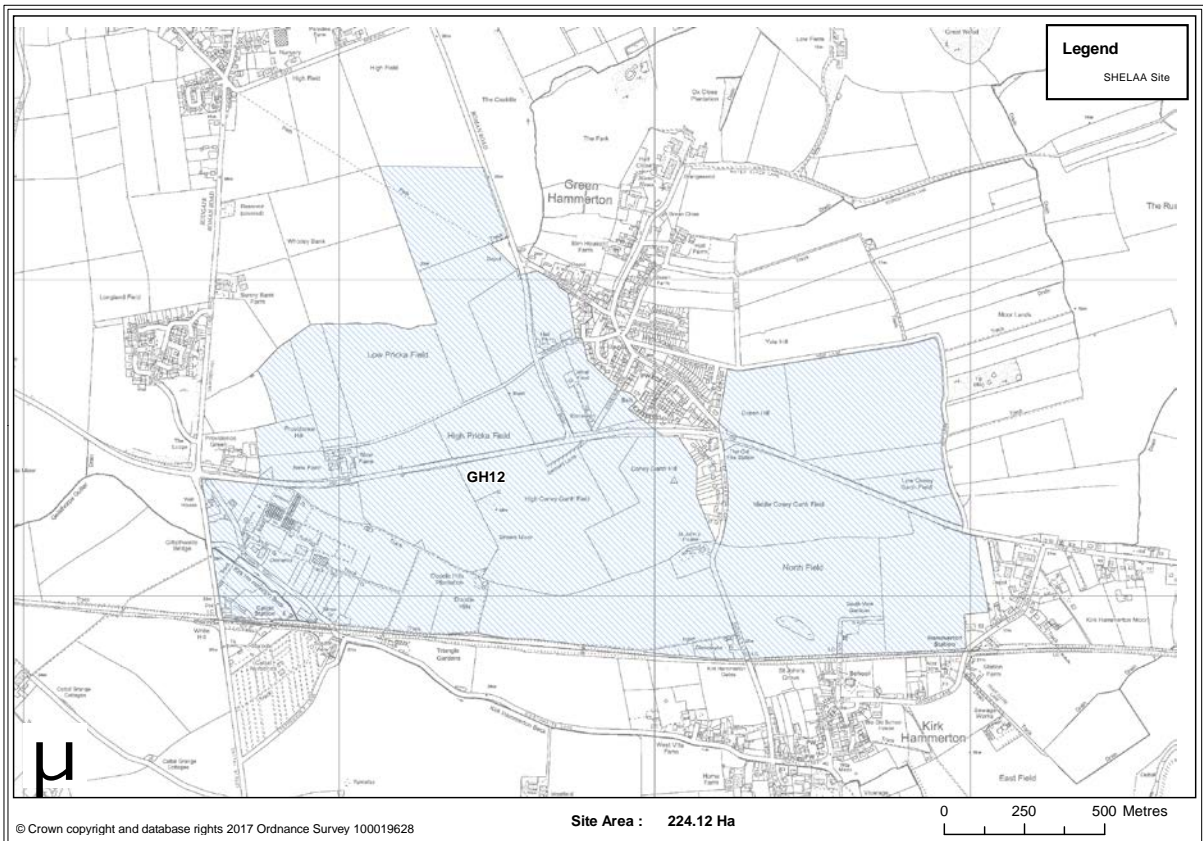
Land at Green Hammerton (Site GH11 and Site GH12)

- 3.14** Land around Green Hammerton was submitted as a potential area for growth in support of growth Option 3 in the Local Plan Issues and Options consultation (August 2015) by a development company. The submission focused on land primarily to the east and west of Green Hammerton although the actual site area was not specifically defined other than through an illustrative masterplan. In addition to this, the submission was accompanied by an initial site assessment.
- 3.15** In October 2015, the site area was subsequently refined into two options: Option 1 (Site GH11) which included land lying between the A59 and railway and Station Road (to the west) and Kirk Hammerton (to the eastern end) and Option 2 (Site GH12) which included all of the land in Option 1 together with land lying to the north of the A59 to the east and west of Green Hammerton. Site GH11 was revised at Draft Local Plan stage in order to bring in some of the land to the north of the A59 in order to ensure that the site was of sufficient size to deliver the required new development.
- 3.16** The promoters of the site made a representation to the Draft Local Plan promoting the site as the preferred location for a new settlement. The representation included a 'Vision' document, which included an illustrative masterplan and site assessment, and a technical appendix covering access and movement, landscape, flood risk, drainage and utilities, ecology, heritage and ground conditions.
- 3.17** Further information was submitted at the Additional Sites consultation stage. This included a development framework, delivery report, education report, ground conditions report and preliminary environmental report covering ecology, cultural heritage and archaeology, flood risk, rail, highways, landscape and visual impacts, surface water drainage and utilities.

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Map 3.5 Land at Green Hammerton (Site GH11)

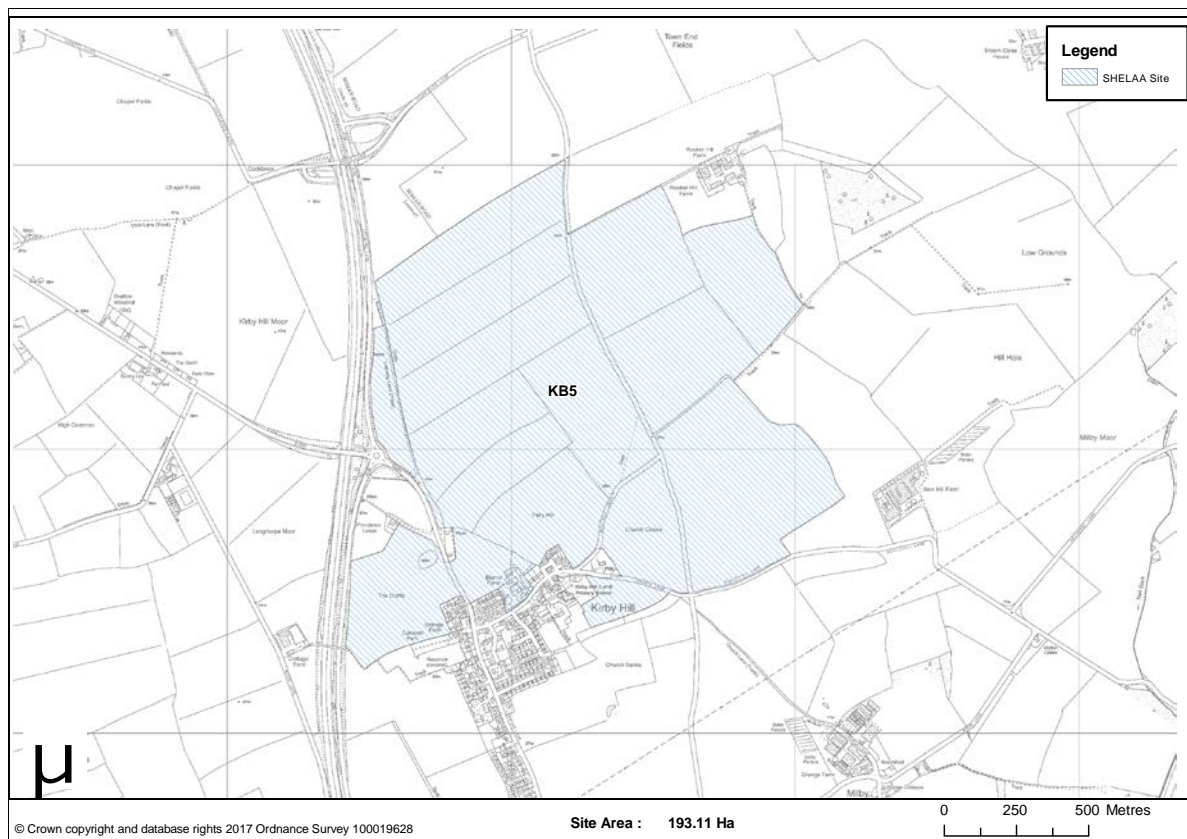


Map 3.6 Land at Green Hammerton (Site GH12)

3 New Settlement Options

Land at Kirby Hill (Site KB5)

- 3.18** The site was submitted in October 2014 in response to the council's call for sites. The site comprises large areas of farmland located to the north of Kirby Hill east of the A168. Boroughbridge Road runs north to south through the site and Church Lane and Millings Lane also run through the southern portion of the site. The site wraps round the Grade I listed church in the south west corner of the site.
- 3.19** The site was submitted on behalf of the landowners and the submission noted that no marketing to ascertain interest in the site from the development industry had been undertaken. The submission was not supported by any evidence of development feasibility or technical assessments.
- 3.20** A representation at the Issues and Options consultation stage suggested that the site would fit with growth Option 5 if the preferred approach were to expand an existing settlement rather than a new settlement. Since Issues and Options stage the site has not been promoted further, including in response to the Draft Local Plan consultation. As such the site has not been included in the consideration of the alternatives (Section 7).



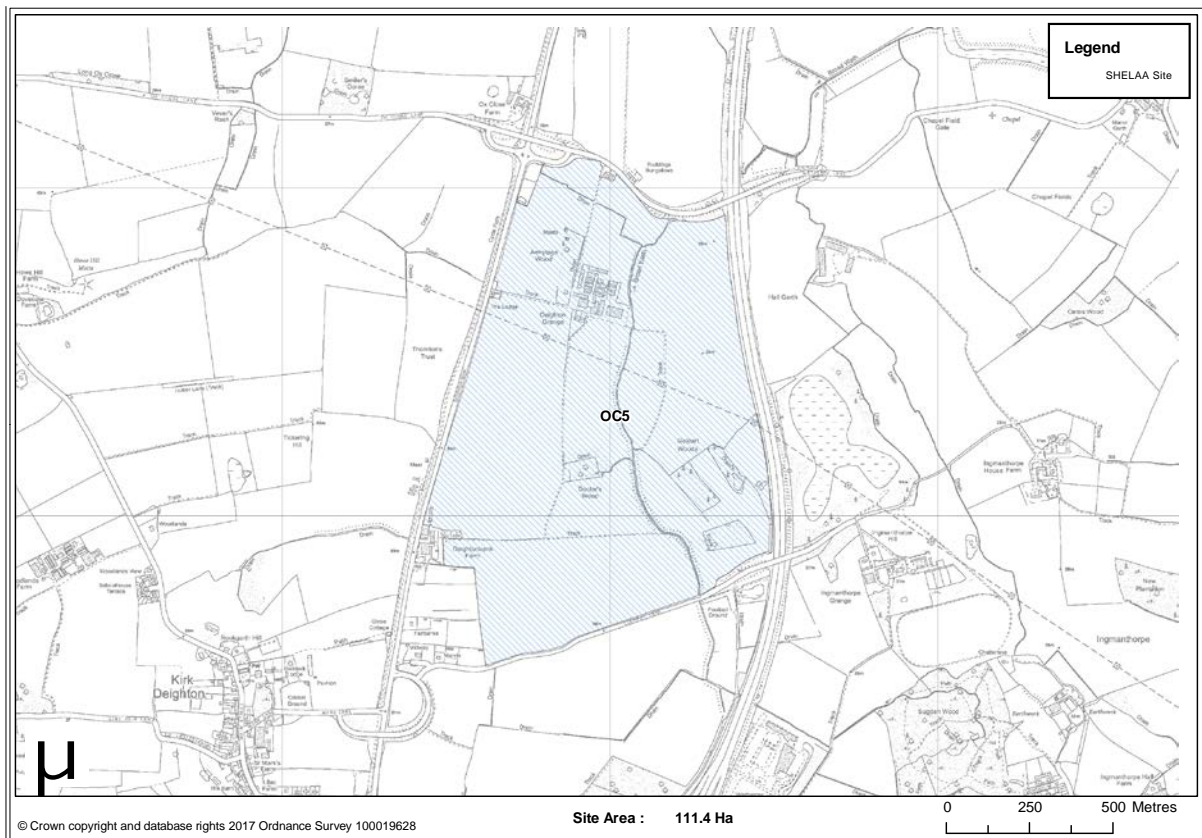
Map 3.7 Land at Kirby Hill (Site KB5)

Land at Deighton Grange (Site OC5)

- 3.21** The site was submitted in October 2014 in response to the council's call for sites. The site comprises Deighton Grange and surrounding farmland. The site is located between the A1(M) and the A168, north of the village of Kirk Deighton. There are a number of dwellings and extensive farm buildings associated with Deighton Grange in the centre of the site. Two large areas of woodland within the site are covered by TPOs and there are other areas of woodland also within the site. The central/eastern part of the site is an area of risk at flooding (Flood Zones 2 and 3) associated with a water course that flows south to north through the centre of the site.

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- 3.22** The site was submitted on behalf of landowners with the emphasis on employment development and a smaller amount of residential development. The submission noted that the site had been marketed and expressions of interest in developing an eco-village made. The submission was not supported by any evidence of development feasibility or technical assessments.
- 3.23** Further representations were made at Draft Local Plan stage on behalf of a development promoter. The representation included an indicative masterplan and vision document, site assessment, highways technical note and transport appraisal, preliminary flood risk and drainage assessment technical note and education briefing note.

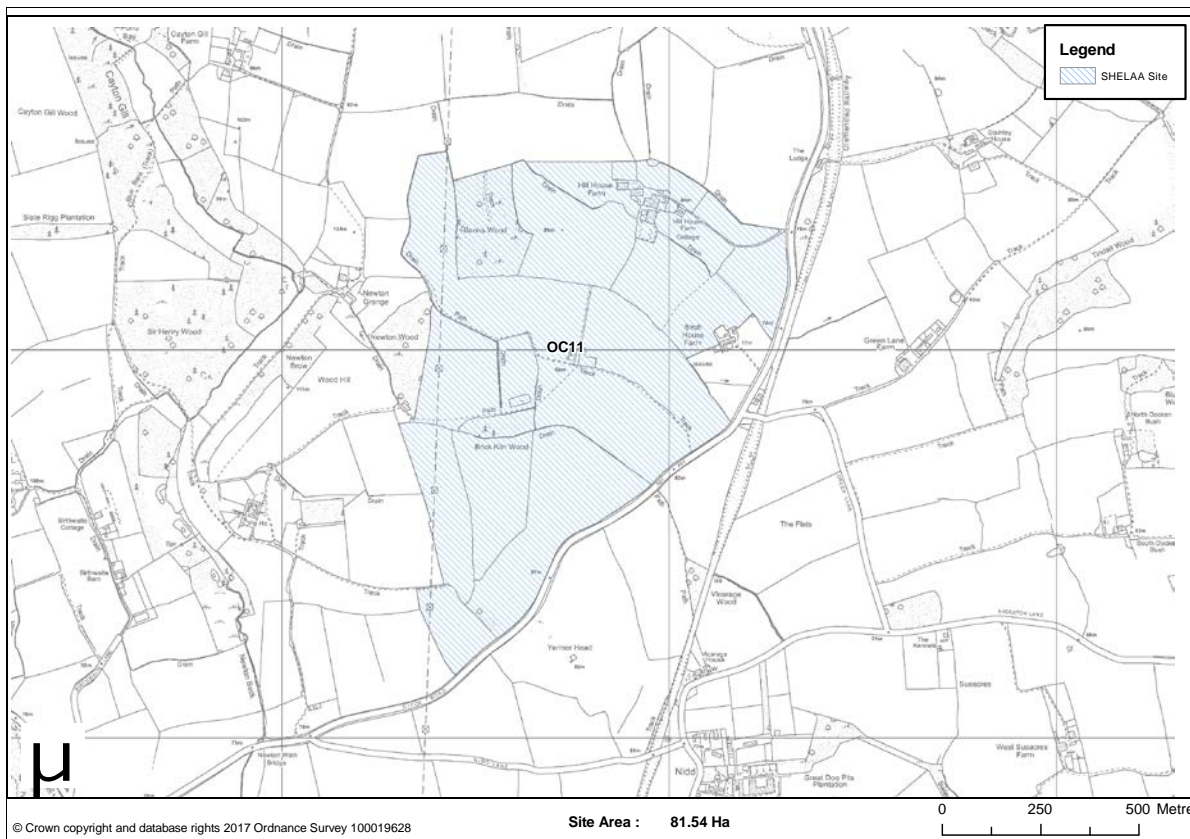


Map 3.8 Land at Deighton Grange (OC5)

Land west of A61, Ripon Road (Site OC11)

- 3.24** The site was promoted by a strategic land company following Draft Local Plan stage (October 2016). The site comprised 82ha of mainly agricultural land and lies to the west of the A61, 7km north of Harrogate.
- 3.25** The submission was not supported by any evidence of development feasibility or technical assessments. Further submissions in support of the site were made at the Additional Sites Consultation stage. This included a 'Vision' document as to how the promoters envisaged the site being developed and an initial site assessment, together with a revised site boundary.

3 New Settlement Options



Map 3.9 Land west of A61, Ripon Road (Site OC11)

All sites

3.26 During the course of the Local Plan preparation, the council has engaged with the promoters of all of the sites through a number of meetings and exchange of correspondence. In the case of several of the sites, additional information has been made available to the council, some of which was on a confidential basis.

4 Local Decision Making

- 4.1** The Local Plan growth strategy has evolved over time. The role large scale growth in a single location/new settlement could play as part of this growth strategy has been considered since the earliest stages.

Assessment of Growth Strategies (January 2015)

- 4.2** To identify a range of potential growth strategies, the council undertook initial engagement with elected members, parish and town councils and Neighbourhood Plan teams, together with workshops held with transport stakeholders (including the strategic and local highway authorities, rail and bus companies operating in the area and duty to cooperate authorities) and council officers (parking, environmental protection, strategic development and planning). This was followed by further workshops with council officers to identify issues in relation to conservation, design, landscape and highways.
- 4.3** This process identified 11 initial strategies for distributing growth: these included development of a new settlement (close to the A1(M)), concentrating growth in the strategic transport corridors (rail and bus routes) and concentrating growth around the strategic east-west corridor. The 11 strategies were subject to an assessment using the Sustainability Appraisal (SA) draft objectives to identify the high level pros and cons of each providing a picture of the potential overall social, economic and environmental effects of each strategy. The pros and cons were then used to identify the main benefits, risks, disadvantages and potential mitigation measures associated with each strategy.
- 4.4** A comparative assessment of the 11 strategies was undertaken against criteria drawn from the SA objectives most relevant to a strategic assessment.
- 4.5** The full assessment of the identified strategies can be found in Section 5 and Appendix 6 of the Sustainability Appraisal (October 2016).⁽¹¹⁾

Issues and Options consultation (July 2015)

- 4.6** From the initial assessment of growth strategies, five options were developed which took elements from the better performing strategies centred around three themes:
- Growth in the main urban areas;
 - Growth along the main public transport corridors; and
 - Growth within a new settlement.
- 4.7** The five options were:
1. Focusing growth in main urban areas;
 2. Focusing growth in main urban areas and surrounding settlements;
 3. Growth around public transport corridors principally to the east of the district;
 4. Growth around public transport corridors principally to the south of Harrogate; and
 5. New settlement within the A1(M) corridor.
- 4.8** Both options 3 and 4 included proposals for significant development focused on existing rail stations within the corridors.

4 Local Decision Making

4.9 These options for accommodating growth were included in a [Local Plan Issues and Options](#) consultation (July 2015).⁽¹²⁾⁽¹³⁾

Draft Local Plan (November 2016)

4.10 The following factors influenced the preferred growth strategy included in the Draft Local Plan:

- Availability of sites - a significant number of the most sustainable sites were located in existing settlements where there is the best accessibility to jobs and services, where existing infrastructure can be utilised and where it is generally easier and more cost effective to deliver growth. Most sites identified were in Harrogate, Knaresborough and Ripon, the main settlements in the district;
- Objectively assessed housing need - the amount of land required to meet the objectively assessed housing need was then considered in relation to the availability of sites. This identified that there was insufficient suitable sites in the main settlements or in other settlements in the settlement hierarchy to meet the full objectively assessed need without unacceptable impacts. Whilst the new settlement options all produced a red score against one or more sustainability appraisal criteria, it should be acknowledged that a new settlement would have negative impacts mainly through development scale and the impact that scale has on, for example, the surrounding landscape or existing settlements; and
- Development well related to the key public transport corridor and the strategic east-west road corridor - these were both growth options which performed the next best after focusing growth in the main settlements in the earlier assessment work. Parts of these growth options also over-lapped with the area of search for a new settlement.

4.11 The public transport corridors to the west of Knaresborough and south of Pannal are within the Green Belt. The option of growth in these locations was not taken forward as the council concluded that as there were other options for meeting development needs in the district, exceptional circumstances to trigger a Green Belt review could not be demonstrated.⁽¹⁴⁾

4.12 The growth strategy in the Draft Local Plan, therefore, focused the majority of new housing and employment growth in the district's main settlements and in the public transport corridor to the east of Knaresborough.

4.13 In the public transport corridor to the east of Knaresborough two options for the location of a new settlement were identified. These were:

- Option 1: Land at Flaxby, adjacent to the A1(M)
- Option 2: Land at Green Hammerton

4.14 Site CA4 was not taken forward as an option in the Draft Local Plan as the site area, as promoted to the council at that time, would only deliver in the region of 1000 homes, below the threshold for the number of dwellings the council envisaged a new settlement delivering.

4.15 A number of initial, high level significant pros and cons associated with each location, in relation to infrastructure costs and site development issues, were identified⁽¹⁵⁾ and the two options were also subject to an SA Assessment.⁽¹⁶⁾

12 For further information see consult.harrogate.gov.uk/portal/pp/102015/hd1p2015

13 The report to the Cabinet Member for Planning on the 24 June 2015 in respect of the Local Plan Issues and Options consultation can be found at localdemocracy.harrogate.gov.uk/submissiondocuments.asp?submissionid=27317

14 For more information see Green Belt Background Paper 2016 consult.harrogate.gov.uk/portal/pp/1p/dlp?tab=files

15 See Table 8.75 in the Harrogate District Draft Local Plan Sustainability Appraisal (October 2016) consult.harrogate.gov.uk/portal/pp/sa/sa16 See

16 Appendix 8a of the Harrogate District Draft Local Plan Sustainability Appraisal (October 2016) consult.harrogate.gov.uk/portal/pp/sa/sa16

Local Decision Making 4

- 4.16 The two options were included in the [Harrogate District Draft Local Plan](#) (October 2016)⁽¹⁷⁾ for consultation, although it was made clear that only one would be taken forward.⁽¹⁸⁾

Additional Sites Consultation (July 2017)

- 4.17 Although the Additional Sites⁽¹⁹⁾ consultation was intended primarily to consult on additional land to meet the increased housing need and need for employment land (following an update of the council's evidence in the Housing and Economic Development Needs Assessment (HEDNA)), the council also decided to include Site GH11 as the preferred option for the location of a new/expanded settlement as part of the consultation.⁽²⁰⁾

17 See consult.harrogate.gov.uk/portal/pp/lp/dlp for more information

18 The report to the Cabinet Member for Planning on the 22 September 2016 in respect of the Draft Local Plan consultation can be found at localdemocracy.harrogate.gov.uk/submissiondocuments.asp?submissionid=29765

19 For further information see consult.harrogate.gov.uk/portal/pp/lp/as17/as17

20 The report to the Cabinet Member for Planning on the 13 July 2017 in respect of the Additional Sites consultation can be found at localdemocracy.harrogate.gov.uk/submissiondocuments.asp?submissionid=31180

5 Evidence Base Review

5 Evidence Base Review

- 5.1** This section provides a brief review of the Local Plan evidence base studies and technical reports that have informed the development of the new settlement approach.

Sustainability Appraisal/Strategic Environmental Assessment (SA/SEA)

- 5.2** As set out in Section 4, the SA/SEA has assessed both the potential growth strategies and sites capable of providing large scale growth, in the form of a new settlement, against a set of consistent sustainability objectives/criteria.

Growth strategies

- 5.3** The assessment of the initial growth strategies, relevant to a new settlement approach, highlighted the following:

New settlement close to the A1(M) (Strategy 5)⁽²¹⁾

- Offered the opportunity to deliver a range of housing to meet identified needs and should be of sufficient size to include a full range of services and facilities;
- Broad area of search was likely to be attractive to the employment market;
- Development would be away from sensitive areas in terms of landscape and ecology;
- Potential to encourage greater car borne commuting along the A1(M) but depending on size and location of the proposal also scope to increase investment in public transport options;
- Need to ensure effective land assembly to enable proper planning of new settlement;
- Continued pressure to develop in other areas in short to medium term to provide supply of housing land;
- Low or limited historical/emotional connection to the areas could be a barrier to creating a participative, cohesive community;
- Loss of significant amount of best quality agricultural land; and
- Significant impacts on landscape character due to scale of development.

Growth in selected villages with large areas of previously developed land (Strategy 9)⁽²²⁾

- Ability to accommodate significant proportion of district's development needs on brownfield land rather than greenfield sites, thereby having little impact on best quality agricultural land;
- Development would be away from sensitive areas in terms of landscape and ecology;
- Potential to provide new dwellings and employment land in close proximity in areas likely to be attractive to both markets;
- Development at Dishforth Airfield has potential to support nearby primary school and significant additional residents may encourage new facilities to open that could provide for a greater range of day-to-day needs being met locally;
- Uncertainty as to whether sites would be available for development;
- Development at Dishforth Airfield would be isolated from existing public services (excluding a primary school) used on a day- to-day basis and would require use of private car to access almost all leisure, recreational, shopping and health facilities; and
- Would lead to increased traffic on the A1(M), A19, and A59 and within Ripon, Harrogate and Knaresborough, as well as in other larger centres in adjoining districts as residents use private cars to access services, facilities and job.

²¹ The area of search was defined as a corridor roughly three miles east and three miles west of the A1M
²² Dishforth Airfield was one of two sites specifically considered

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Concentrating growth in strategic public transport corridors (Harrogate rail line and strategic bus routes) (Strategy 10)

- Locations have best access to public transport, and therefore also a wide range of jobs, services and facilities within the district but also further afield;
- Development would be away from sensitive areas in terms of landscape and ecology;
- Provision of sites which are likely to be attractive to the employment market;
- Development in corridor would provide investment to improve existing public transport services and also support business case development for major infrastructure projects for which funding is being sought;
- Risk that delivery of infrastructure improvements may not come forward until the medium/longer term and will need the buy in of other bodies and organisations such as Network Rail, bus and rail operators and the Highways Agency and local highway authority;
- Unknown whether the scale and nature of improvements required to unlock sufficient land required for future growth can be achieved;
- Uncertainty and timescale associated with the delivery of option suggests will continue to be pressure to develop in other areas in the short to medium term in order to deliver supply of housing land;
- May be impacts on conservation areas within the public transport corridors;
- To east of Knaresborough flooding and loss of grade 2 agricultural land may be constraints to site delivery; and
- Comprehensive transport strategy would be required to address and coordinate infrastructure improvements with proposed development, integrating proposals for improvements to bus, rail, road, park and ride, walking and cycling which would need to be based on robust evidence and business case development.

Concentrate growth around strategic east west road corridor (Strategy 11)⁽²³⁾

- Growth around strategic east west road corridor would provide new housing growth in proximity to those areas where likely to be greatest demand and need;
- Provides for good access to a range of services, jobs and facilities in the main urban areas and provides support for existing facilities in certain villages;
- Has good strategic bus and rail network in a substantial part of corridor and therefore offers opportunities to facilitate a greater modal shift;
- Development in main urban settlements and in settlements to the east reduces the impact on the sensitive areas in terms of landscape and ecology;
- Availability of funding to deliver necessary road infrastructure key risk, without which the proposed level of growth could not be accommodated in this location;
- Development likely to be attractive to the market;
- Will result in an increase in traffic and congestion on strategic east west route but also other routes around urban area; and
- Comprehensive transport strategy would be required to address and coordinate infrastructure improvements with proposed development.

Potential sites

5.4 All of the sites referenced in Section 3 have been the subject of SA/SEA (although this has been undertaken at different stages of preparing the SA/SEA depending on when the site was submitted to the council for consideration). The conclusions of the SA/SEA in respect of these sites was:⁽²⁴⁾

23 In broad terms this was the route of the A59 and settlements within 1½ miles of the route

24 For sites CA4, DF7, KB5 see Appendix 7 and for sites FX3 and GH11 see Appendix 8a in the Sustainability Appraisal (October 2016) and for sites CA5 and OC11 see Appendix 11 in the Sustainability Appraisal Addendum (July 2017).

5 Evidence Base Review

Site CA4

- 5.5** There are positive social effects in that the site is large enough to deliver significant affordable housing which in turn has positive economic effects as provision of affordable housing will help support existing businesses. Further positive effects are that the site is accessible to a play area/amenity open space/outdoor sports and can meet the recreational needs of the area. Negative effects result from the site having poor accessibility to all local services although there is likely to be spare capacity in the primary school. Significant transport/accessibility problems have been identified requiring substantial mitigation there are some pedestrian access issues but the ability to create cycling routes. Some adverse effects on biodiversity have been identified but are capable of mitigation and the site is large enough to create new natural greenspace. Negative environmental effects arise from the loss of Grade 2/3 agricultural land, the negative impact on local distinctiveness and harm to the historic environment, potential impact on air quality and the high landscape sensitivity which has limited or no capacity to accommodate development.

Site CA5

- 5.6** Positive social effects have been identified as the site is large enough to provide a significant amount of affordable housing, which in turn has positive economic effects as provision of affordable housing will help support existing businesses. Further positive effects are indicated as the site is accessible to a play area/amenity open space/outdoor sports, is large enough to accommodate a new play area, and can meet the recreation needs of the area. There is potential to accommodate mixed uses including the provision of community facilities and the local primary school is likely to have spare capacity. Negative social effects arise from the site's poor accessibility to local services, with the exception of a rail station. Some potential adverse effects on biodiversity are identified but mitigation is possible and development need not result in the loss of woodland or trees and is large enough to incorporate new natural green space and add to green infrastructure. There are negative landscape impacts with few opportunities for mitigation and further adverse environmental effects with likely harm to the significance of a heritage asset and a negative impact on local distinctiveness. A major road and the railway lie close to the site.

Site DF7

- 5.7** There are positive social effects in that the site is large enough to deliver significant affordable housing which in turn has positive economic effects as provision of affordable housing will help support existing businesses. The site is not accessible to a play area/amenity open space/outdoor sports but is large enough for on-site provision. There is poor accessibility to all local services. The provision of employment as part of a mixed use development would encourage local business expansion providing positive economic effects. Significant transport/accessibility problems have been identified requiring substantial mitigation and there are some issues with pedestrian and cycle connections. Some adverse effects on biodiversity have been identified requiring substantial mitigation. Negative environmental effects arise from the loss of some Grade 2 agricultural land, potential impacts on air quality and the high sensitivity of the landscape which has limited or no capacity to accommodate development.

Site FX3

- 5.8** Positive social effects are achieved as the site is capable of delivering a significant amount of affordable housing as part of a mixed use development which also includes employment and community facilities and has the ability to meet the recreation needs of the area. There are significant adverse effects on the natural environment, but site size provides the opportunity for new woodland creation and provision of new natural green space/ green infrastructure. Adverse effects on the built environment can be mitigated and site development

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provides the opportunity for high quality design. There is poor accessibility to local services but the local school is likely to have some spare capacity. There are significant transport/accessibility and cumulative impact problems requiring substantial mitigation. Positive economic effects are realised by the provision of housing and employment on the site, which will encourage investment and support local business expansion.

Sites GH11

- 5.9** Positive social effects are that the site is large enough to deliver affordable housing, is accessible to an existing play area/amenity open space/outdoor sports facilities and is large enough to also help meet the recreation needs of the area as well as providing new green space. Adverse effects result from the local school being at or near capacity and likely to require expansion. There is poor accessibility to local services however the site is large enough to offer the potential for a mixed use settlement that could include community and local facilities and services. There are adverse effects on the built and natural environment identified some of which could be mitigated. There are substantial transport problems which can be mitigated and provision for cyclists is good. Development would lead to the loss of Grade 2 agricultural land. Positive economic effects are realised by the provision of affordable housing as part of the scheme, encouraging investment and local business expansion.

Site GH12

- 5.10** Positive social effects are that the site is large enough to deliver affordable housing, is accessible to an existing play area/amenity open space/outdoor sports facilities and is large enough to also help meet the recreation needs of the area as well as providing new green space. Adverse effects result from the local school being at or near capacity and likely to require expansion. There is accessibility to some local services however the site is large enough to offer the potential for a mixed use settlement that could include community and local facilities and services. There are adverse effects on the built and natural environment identified some of which could be mitigated. There are substantial transport problems which can be mitigated and provision for cyclists is good. Development would lead to the loss of Grade 2 agricultural land. Positive economic effects are realised by the provision of affordable housing as part of the scheme, encouraging investment and local business expansion.

Site KB5

- 5.11** There are positive social effects in that the site is large enough to deliver significant affordable housing which in turn has positive economic effects as provision of affordable housing will help support existing businesses. Further positive effects are that the site is accessible to a play area/amenity open space/outdoor sports and can meet the recreational needs of the area. Negative social effects arise from the poor accessibility to all local services except a primary school although this is at or near capacity and likely to require expansion. Some transport/accessibility problems have been identified but there are poor cycle and pedestrian connections. Some adverse effects on biodiversity have been identified but are capable of mitigation. Negative environmental effects arise from the loss of Grade 1/2 agricultural land, potential impact on air quality, negative impact on local distinctiveness, harm to the historic environment and the high landscape sensitivity which has limited or no capacity to accommodate development.

Site OC5

- 5.12** There are positive social effects in that the site is large enough to deliver significant affordable housing which in turn has positive economic effects as provision of affordable housing will help support existing businesses. The site is not accessible to a play area/amenity open space/outdoor sports but is large enough to meet the recreational needs of the area. There is poor accessibility to all local services and the local primary school is at or near capacity

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and likely to require expansion. Some transport/accessibility issues have been identified which can be mitigated and pedestrian and cycle connections are poor. Some adverse effects on biodiversity have been identified but can be mitigated. Negative environmental effects arise from the loss of Grade 2/3 agricultural land, the negative impact on local distinctiveness, harm to the historic environment, the potential impact on air quality and the high/medium sensitivity of the landscape which does not have the capacity to accommodate development. The site is large enough for a mixed use development which would have beneficial economic effects through the provision of employment land.

Site OC11

5.13 Positive social effects arise as the site is large enough to provide a significant amount of affordable housing which in turn has positive economic effects as provision of affordable housing will help support existing businesses. The site also has the potential for mixed use including some community facilities. Further positive social effects occur as the site is accessible to a play area/amenity open space/outdoor sports and large enough to accommodate a new play area and meet the recreation needs of the area. Negative effects occur as the site has poor accessibility to local services but there is good accessibility to a bus service which enables commuting by bus to work. Some negative effects on biodiversity but mitigation should enable development to take place. Significant landscape impacts are indicated with only limited opportunities for mitigation. Further adverse environmental impacts in relation to the historic environment where mitigation of harmful effects is not possible and in relation to local distinctiveness. Significant transport and/or accessibility/cumulative impacts which require substantial mitigation are identified, there is poor connectivity to cycle routes and the lack of pavements does not encourage pedestrian access to services.

Habitat Regulations Assessment

5.14 At the Issues and Options stage, the identified growth options were subject to a screening assessment.⁽²⁵⁾ For the growth options relevant to the new settlement approach, the screening assessment identified the following:

Table 5.1 Harrogate District Local Plan Issues and Options: Habitat Regulations Assessment Screening Opinion

| Growth Option | Assessment Category | Comment |
|---|--|--|
| Option 3: Growth along key public transport corridors, principally to the east. | U: without identifying actual sites the impact of the strategy cannot be assessed. | Development of the option should bear in mind the potential impact on the Kirk Deighton Special Area for Conservation (SAC) which is on one of the strategic bus routes. Growth here could have a significant impact by habitat nibbling, urban edge disturbance and changes in pollution levels. Areas of flood risk should be avoided at Cattal, Spofforth and Ripon to prevent cumulative impacts on the River Ure which flow to the Humber Estuary SAC/ Special Protection Area (SPA)/Ramsar. |
| Option 5: new settlement. | U: without identifying actual sites the impact of the strategy cannot be assessed. | The search area for the new settlement does include Kirk Deighton. Development of the option should bear in mind that if this village were to be significantly expanded to form a new town it could have a significant impact on the SAC in regards to habitat nibbling, urban edge disturbance and changes in pollution levels. |

Table 5.1 Harrogate District Local Plan Issues and Options: Habitat Regulations Assessment Screening Opinion

- This includes site options CA4, CA5, FX3, GH11, GH12 and OC11
- This includes site options CA4, CA5, DF7, FX3, GH11, GH12 and OC5

5.15 An assessment of the growth strategy included in the Draft Local Plan concluded that neither of the potential locations for a new settlement included in the Draft Local Plan (Green Hammerton (site GH11) or Flaxby (site FX3)) would cause loss of habitat for a SAC or SPA

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or additional impact in regards to recreational impact (see Table 5.2). In respect of water quality and quantity, feedback from Yorkshire Water suggested that potential problems could not be identified at that stage.

| Table 5.2 Harrogate District Local Plan Draft Local Plan: Habitat Regulations Assessment | | | |
|--|--|-----------|------|
| Screening Criteria | | Site Ref. | |
| | | FX3 | GH11 |
| The site is at least 500m from Kirk Deighton SAC or 2.5km of any other SAC or SPA | | Y | Y |
| The site is at least 400m from a SAC or SPA | | Y | Y |
| The site is at least 7km from the North Pennine Moors SAC/ SPA (housing only) | | Y | Y |
| Development will not have an adverse impact on the region's rivers, estuary and coastal waters | Site is wholly within flood zone 1 | N | Y |
| | Effects of additional surface water discharge on nearby watercourses should be slight or could be appropriately mitigated. | Y | Y |
| Development will not lead to major capacity issues at the Waste Water Treatment Works. | | ? | ? |
| The site is within the public transport corridor. | | Y | Y |

Table 5.2 Harrogate District Local Plan Draft Local Plan: Habitat Regulations Assessment

5.16 As the other site locations were not included in the Draft Local Plan they were not subject to assessment against the screening criteria. If the sites were assessed against the same screening criteria (see Table 5.3) then there would be similar outcomes for all sites in respect of no loss of habitat for a SAC or SPA or additional impacts in regards to recreational impact. For site OC5 although it is more than 500m from the Kirk Deighton SAC, as the site is not in a public transport corridor there is the potential for additional traffic generated by development to impact on the SAC through increased pollution levels.

| Table 5.3 Harrogate District Local Plan Draft Local Plan: Habitat Regulations Assessment | | | | | |
|--|--|-----------|-----|-----|------|
| Screening Criteria | | Site Ref. | | | |
| | | CA4CA5 | DF7 | OC5 | OC11 |
| The site is at least 500m from Kirk Deighton SAC or 2.5km of any other SAC or SPA | | Y | Y | Y | Y |
| The site is at least 400m from a SAC or SPA | | Y | Y | Y | Y |
| The site is at least 7km from the North Pennine Moors SAC/ SPA (housing only) | | Y | Y | Y | Y |
| Development will not have an adverse impact on the region's rivers, estuary and coastal waters | Site is wholly within flood zone 1 | N | Y | N | Y |
| | Effects of additional surface water discharge on nearby watercourses should be slight or could be appropriately mitigated. | Y | Y | Y | Y |
| Development will not lead to major capacity issues at the Waste Water Treatment Works. | | ? | ? | ? | ? |
| The site is within the public transport corridor. | | Y | N | N | Y |

Table 5.3 Assessment of Alternative Locations Against Habitat Regulations Assessment Screening Criteria

5 Evidence Base Review

Infrastructure Capacity Study

- 5.17** The Infrastructure Capacity Study has been undertaken over three stages: Baseline Report;⁽²⁶⁾ Stage 2 report; and Stage 3 report and schedule.⁽²⁷⁾
- 5.18** The Baseline Report sought to identify current or potential issues about the quality, capacity and availability of existing infrastructure and services; identify any particular problems with capacity or opportunities for growth; and what infrastructure and service delivery issues could be a critical barrier to future growth in the district. The Baseline Report was not 'site specific' and, therefore, provided only a high level assessment of the constraints, or opportunities, associated with infrastructure provision across the district.
- 5.19** The Stage 2 report was more focused and assessed the strategic implications of three potential growth scenarios/development options so as to inform the selection of a preferred development strategy and sites. The three scenarios were: Scenario 1 - concentrating growth in the main urban areas with urban extensions to Harrogate largely to the west of the town; Scenario 2 - growth concentrated on the key public transport corridors with major development around Green Hammerton; and Scenario 3 - new settlement at Flaxby, with less growth in Harrogate and Knaresborough.
- 5.20** The Stage 3 report included a delivery plan detailing the specific infrastructure requirements of the preferred growth strategy (Scenario 2) and individual development sites.

Utilities

- 5.21** The main issue from the Baseline Report was that although there was unlikely to be a need for any significant enhancements in national supply infrastructure for electricity or gas, settlements to the east of the A1 were not currently connected to the local gas transmission system and providing this could prove expensive given the need to connect new infrastructure back into existing networks. The scale of growth across the district would also require the provision of water supply and sewerage treatment infrastructure to be phased. Telecommunication networks were unlikely to be a key driver of, or barrier to, development, and the private sector was considered to be well placed to respond to demand.
- 5.22** Under growth option Scenario 2, the Stage 2 report identified two possible options for providing a connection to existing **gas** networks. Both of these options would require installation of significant new infrastructure over long distances and would need to overcome complex practical and logistical issues. Although Northern Gas Networks (NGN)⁽²⁸⁾ did not consider these issues to be insurmountable, there would be major costs and long lead in times in providing this connection. Under Scenario 3, there would also be a requirement for significant new infrastructure and although costs and deliverability issues would be lesser than Scenario 2 (as there was an existing supply to the site), NGN still anticipated significant costs and lead in times for providing the required infrastructure.
- 5.23** At Stage 3, NGN provide updated information which indicated that for Scenario 3 there was sufficient capacity on the medium pressure network. There was no change to the position outlined in the Stage 2 report for Scenario 2.
- 5.24** In respect of **electricity** both Scenarios 2 and 3 would require provision of wholly new infrastructure to serve growth. This would involve very significant costs and the required connection distances to a Primary Sub-Station would be a crucial factor in determining viability and deliverability. Both new settlement scenarios would also require the installation of a new substation within the site, costing in the region of £1.5m to £2m. Northern Powergrid

26 For further information see https://www.harrogate.gov.uk/info/20101/planning_policy_and_the_local_plan/556/local_plan_-_evidence_base

27 For further information see https://www.harrogate.gov.uk/info/20101/planning_policy_and_the_local_plan/556/local_plan_-_evidence_base

28 NGN is the gas transporter that owns and operates the local gas distribution network in Harrogate district.

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indicated that Scenario 3 would appear to have benefits over Scenario 2, due to the site being close to an existing Primary Sub-Station. By comparison, the Green Hammerton site would be around 12km from the York Outer Ring Road/Upper Poppleton, which may be on the limit of what would be considered practically and financially viable and an alternative connection to the west would need to cross the A1, which would raise logistical and installation/maintenance issues. Northern Powergrid has also indicated that the Flaxby site may be more suitable to the provision of temporary works and connections to supply the initial phases of development. However, Northern Powergrid would require full assessment to provide a comprehensive assessment on viability.

- 5.25** At Stage 3, Northern Powergrid confirmed that both scenarios would require major reinforcement of the network with an estimated cost of £5m.
- 5.26** The Stage 2 report identified that Scenarios 2 and 3 would each require significant levels of new **water** infrastructure and substantial associated costs. For Scenario 3, Yorkshire Water indicated that the Flaxby site may be too distant from the existing water mains in the Harrogate area for a viable connection to be made from the west, in which case an alternative water supply connection would be required from the south or east. If from the east, the supply would need to negotiate crossing the A1. For Scenario 2, although Green Hammerton has an existing water supply, this would require significant reinforcement work to serve the scale of development proposed. For both sites, Yorkshire Water would need to undertake feasibility studies to assess options. Subject to connections being assessed as viable, Yorkshire Water noted that large strategic (greenfield) sites had benefits in being able to incorporate new and efficient infrastructure, which could reduce operational costs.
- 5.27** At Stage 3, Yorkshire Water provided updated information on the infrastructure requirements associated with each scenario. For Scenario 2, Yorkshire Water noted that the village(s) were already served by water infrastructure but that this was too small to serve the scale of development envisaged and feasibility work would be required. A new strategic water main would probably be required to transport water from Acomb water treatment works in York. For Scenario 3, substantial reinforcement of the water supply would be required to serve the size of development proposed.
- 5.28** In respect of **sewerage and waste water**, the Stage 2 report identified that Scenarios 2 or 3 would each necessitate significant and costly new infrastructure works. It was estimated large-scale development at either site would require long distance new rising mains to connect to existing waste water treatment works (potentially Boroughbridge for Green Hammerton; Knaresborough for Flaxby), together with reinforcement works at these existing plants. The Knaresborough works are limited in terms of space for expansion. Alternatively, a new waste water treatment works could be built to serve the development at a cost in the region of £10m to construct. Yorkshire Water indicated that they would need to undertake full engineering feasibility studies to assess viable options for disposal of waste water, and would expect new development to be phased appropriately, including the use of temporary treatment facilities to serve early development stages.
- 5.29** At Stage 3, Yorkshire Water noted that under Scenario 2 the village(s) were already served by waste water infrastructure but that was too small to serve the scale of development envisaged and for Scenario 3, the site was remote from the public sewerage network and in order to connect to public sewerage, significant reinforcement would be required. In both scenarios, enhanced or new Waste Water Treatment Works would likely be required and investigation into the means of treating waste water would be needed.

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Transport

- 5.30** Electrification of the **railway** line between Leeds and York, allied to franchise commitments to increase service frequencies along the route was identified by the Baseline Report as providing significant opportunities to accommodate additional rail trips across the network. However, there was some doubt whether it was possible to double-track the whole line east of Knaresborough, and any plans for new stations needed to be offset against the detrimental impact this might have on line speed improvements and station stops elsewhere.
- 5.31** In the Stage 2 report, the benefits of Scenario 2, with a new settlement at Green Hammerton being sited adjacent to existing rail stations at Cattal and Hammerton was identified, although the limitations of car parking at these stations was recognised. The potential to provide a combined station solution as part of the site development that could also help to reduce the journey time between Harrogate and York was also identified. For Scenario 3, the report recognised that development could help make a better business case for a new station east of Knaresborough but that journey time savings would need to be delivered (which could involve the removal of other stops) elsewhere on this section of the network to allow an additional station stop in advance of the delivery of platform improvements at York station.
- 5.32** The Stage 2 report identified that existing **bus** routes served both scenarios. For Scenario 2, it was identified that a new settlement at Green Hammerton could provide additional demand for the existing Ripon-Boroughbridge-York tendered service that passes the site, which may allow it to become a commercial service over time. For Scenario 3, there was no direct commercial bus services serving the site, although development could provide the opportunity to extend existing Service 1 routes to serve the site at a relatively early stage in the build out of the site.
- 5.33** The Stage 3 report confirmed the potential for both scenarios to be served by bus services through extending and/or improving service frequency, subject to financial support being made available.

Education and Health

- 5.34** The Baseline Report identified that there were opportunities to sustain school facilities in smaller rural settlements but any new or expanded provision away from the urban areas needed to carefully consider the impacts on school travel. For health services, a more dispersed approach to development was likely to place pressure on primary care services, as critical mass would support new or expanded health practices.
- 5.35** In respect of **education**, the Stage 2 report identified that under Scenario 2 the nearby existing primary school had no space for expansion and under Scenario 3 there was no existing primary school near to the new settlement site. However, in both cases the creation of a new settlement would enable one or two new modern primary schools to be provided within the site and avoid placing further pressures on Harrogate and Knaresborough schools. In respect of secondary education, the indicative level of development of either Scenario 2 or 3 Scenario 2 would not be sufficient to support a new secondary school within the site. Scenario 2 would feed into Boroughbridge High School and Scenario 3 would feed King James School, Knaresborough and/or Boroughbridge High School as the site fell between both these secondary school catchments. However, both these secondary schools were constrained for future expansion.
- 5.36** At Stage 3, it was confirmed that both Scenario 2 or 3 would generate the need for two new primary schools. There would be a need for additional land to allow the existing secondary schools at either Boroughbridge High or King James to expand further, but the King James site is landlocked. Therefore, the only realistic option to meet the need for secondary school

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places would be to expand Boroughbridge High School. Based on the size of the potential options either scenario could generate a requirement for up to 14 or 15 new classrooms at Boroughbridge.

- 5.37** The Stage 2 report identified that for **health** large-scale growth outside existing urban areas in both Scenarios 2 and 3 may place less pressure on Harrogate District Hospital, as future residents may potentially go to York rather than Harrogate for care. The level of growth envisaged by both scenarios should be manageable for the three GP practices in Knaresborough but both would require a major redevelopment of the Green Hammerton GP premises. These new settlement scenarios could provide opportunities (with their critical mass and new services and facilities) to provide for new community hub type facilities, integrating Primary and Secondary Care, and social services but there was uncertainty over how these would be funded, or what critical mass of development would be needed. The Stage 3 report, confirmed that the potential number of houses in either Scenario would require a new GP surgery/branch surgery.

Potential Developer Contributions and Infrastructure Scoring Assessments

- 5.38** In the Stage 2 Infrastructure Capacity Study, a high level assessment of the potential for developer contributions towards infrastructure and un-weighted and weighted scoring assessments of the critical infrastructure required to support each growth scenario was undertaken.⁽²⁹⁾
- 5.39** The developer contributions assessment was based on indicative area wide viability appraisals of hypothetical development schemes and a series of generic assumptions to determine the 'headroom' (the amount available for meeting infrastructure costs) across the district. The detailed assumptions used in the appraisal modelling can be found in Section 7 (Market Commentary) of the Stage 2 report.
- 5.40** Using the development appraisal assumptions, the modelling found that Scenario 2 delivered the greatest headroom for development to contribute towards infrastructure costs at £96,713,402, with Scenario 3 having the potential to deliver headroom of £32,436,245. This variance was due to Scenario 2 having a greater number of residential units proposed in higher value areas of the district compared to other scenarios.
- 5.41** It should be noted that the appraisals were intended only to indicate the potential for development to contribute towards infrastructure (the actual capture of headroom will rely on site specific negotiations at the time a planning application for development is made) and any adjustment in the development assumptions used would also give rise to variations in the residual land values and revenues generated for development.
- 5.42** The un-weighted scoring approach (see Section 8 (Options Appraisal) of the Stage 2 report) showed that there was relatively little difference in the un-weighted totals between Scenario 2 and 3, as each had similar transport impacts and required major investment in at least one of the utilities.
- 5.43** A weighted scoring approach was also applied giving equal importance to the categories of utilities and environment, community service and facilities, travel and transport and the market commentary findings. Principally due to the additional headroom in value that Scenario 2 would likely generate, the infrastructure appraisal weighted assessment indicated a preference for any new settlement to be located in the Green Hammerton area, rather than at Flaxby. The Report recognised, however, that a key issue for Scenario 2 was the potentially very significant cost of providing gas and electricity supplies, given the distance and complexity of the required connections to existing networks around York.

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- 5.44** The findings in respect of the Green Hammerton area (Scenario 2) might be expected to be also applicable to sites CA4/CA5 given the proximity and overlap between the sites.

Discussions with infrastructure providers

- 5.45** Since publication of the Infrastructure Capacity Study Stage 3 Report, there have been continuing discussions with infrastructure providers. The main points from these discussions, relevant to the new settlement alternatives, are set out below.

Network Rail and Northern

- 5.46** Meeting with Network Rail and the train operating company Northern in August 2017, to understand the implications of the Local Plan growth strategy on the rail network and service provision across the district.
- 5.47** A new settlement at Green Hammerton would help the commercial justification for improvements. There is an option to deliver two trains per hour with a timescale for implementation of within 18 months to two years.
- 5.48** A new station at Green Hammerton could bring opportunities for an interchange and improved parking in a central location within the site. However, adding a new station anywhere is problematic and would present logistical issues (updating of signalling system and decommissioning of older stations) and would be costly with a long lead in time. As Flaxby is located on a fast section of the line, a new station in this location would impact on journey times. A case to limit stops elsewhere on the line could not currently be put forward without updating the signalling system (not currently scheduled or funding available) and increasing the number of stations on the line may make it more difficult to secure improvements. Improving existing stations would on balance be preferable to delivering a new station because of uncertainty over delivery.
- 5.49** The capacity of the service is scheduled to increase through improvements to the trains and as demands on the service from the new settlement increases a solution will be implemented to accommodate this i.e. through use of commuter stock.
- 5.50** The impact of development on the use of level crossings will require consideration as part of a Transport Assessment. The preference of Network Rail would be for the elimination of crossings. Development in the vicinity of Cattal would provide an opportunity to bridge the level crossing.

Northern Gas Networks

- 5.51** Meeting in May 2017 with Northern Gas Networks in respect of issues relating to delivery of development sites, which confirmed the position outlined in the Infrastructure Capacity Study Stage 2 report that:
- Development at Flaxby can be supplied from nearby existing mains supply though reinforcement required as supply unlikely to have capacity to serve all the new housing;
 - Green Hammerton is at a distance from an existing supply but can be supplied at a cost, most likely from York. There are obstacles to be overcome but these are not insurmountable.

North Yorkshire County Council (Education)

- 5.52** Meeting in April 2017 in respect of educational requirements arising from Local Plan development sites.

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- 5.53** If Green Hammerton option was taken forward would require primary provision of 1no. two form and 1no. three form entry school and if Flaxby option taken forward 2no. three form entry schools. Secondary education provision could be met off-site but would require the provision of additional classrooms at Boroughbridge High School or King James, Knaresborough.

Additional infrastructure information provided by site promoters

- 5.54** Site promoters have provided additional information on infrastructure which is summarised below.⁽³⁰⁾

Site CA4/CA5

- 5.55** There are High Voltage (HV) electric cables within or in close proximity to the site and these may have sufficient spare capacity to supply the site but this needs to be determined. Alternatively, a new on-site HV station may be required. Water mains and foul and combined sewers are located within or adjacent the site that could provide connection points for new development, however, further investigation would be required to determine the technical and feasible solutions to provide these connections.
- 5.56** The proposal includes closing the existing level crossing at Cattal, providing new road and pedestrian bridges over the railway line, as well as improvements to the station and a new public station car park. It also includes a new roundabout on the A59 to replace the Whixley crossroads, which would significantly improve the safety of this existing junction and would not require significant realignment of the A59.

Site DF7

- 5.57** No information on infrastructure/utilities has been submitted by the site promoter.

Site FX3

- 5.58** The site benefits from being located within the vicinity of existing electricity, gas, water and drainage services within which there is capacity to serve an initial development phase of around 200 houses before reinforcement is required. Advance infrastructure is already in place in the form of a £4m roundabout on the A59 which unlocks the site for immediate delivery. All additional highway mitigation can be provided on land owned and controlled by the site promoter or the highway authority; including a second roundabout access on the A59 and improvements to J47 (A1M).

Site GH11

- 5.59** There is potential to deliver a gas network extension, providing gas services to new and existing residents with off-site extensions of electrical, water network and telecom apparatus to service the site. The proposal includes improvements to existing stations at Hammerton and Cattal, by way of improved passenger facilities and consideration of Park and Ride, or the provision of a new centrally located station. The following highway improvements have been identified:

- A new roundabout at the B6265 junction with the A59 to provide improved and safer access onto the A59;
- Phased realignment of the A59 to effectively bypass Green Hammerton allowing the existing A59 to become a more attractive and pedestrian/cyclist friendly environment;

³⁰ Each of the submissions envisages a range of on-site infrastructure that would be expected to be provided as part of a new settlement, for example new schools, community facilities, open space etc. This is not expressly covered in the section.

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- Re-routing through traffic to Boroughbridge away from Green Hammerton by creating a new link between the A59 and the B6265 to the west of Green Hammerton
- Wider improvements to the A59 corridor to improve capacity, provide road safety benefits and improve access for local residents; and
- A significant contribution to planned infrastructure improvements such as at the A1(M) J47 as well as to other improvements to the A59 corridor to accommodate future anticipated traffic growth.

Site OC5

5.60 With HV network owned by Northern Powergrid (NPG) present in the vicinity of the site it can be envisaged that a point of connection can be established within the existing network to serve the new development. An overview of the existing HV network suggests that reinforcement works may be required to achieve the demand required to serve the proposed development, together with multiple on site substations in order to distribute supplies across the site. Discussions with Northern Gas Network (NGN) have confirmed that they do not own any gas apparatus within vicinity to the site. The nature, cost and lead in time of providing a gas connection needs further exploration. It is anticipated that a connection can be made to the clean water network, although it is envisaged that reinforcement works to upgrade the existing infrastructure will be required to sufficiently supply the proposed development with the demand required. It is anticipated that a connection can be made to the existing foul water sewer located to the south west of the proposed development. A modelling assessment will be required to understand whether any off-site reinforcement works will be necessary to facilitate the proposed development.

Site OC11

5.61 The site benefits from being located within the vicinity of existing high voltage electric mains, water mains and intermediate pressure gas mains that could provide the connection points for the new development. However, it is unclear at this stage whether there will be a need for network reinforcement.

Whole Plan Viability Study

5.62 HDH Planning and Development Ltd were appointed to advise the council as to the deliverability of development sites within the Local Plan taking into account the policy requirements also contained within the plan. In October 2016, the council published a Whole Plan Viability Assessment (WPV)⁽³¹⁾ setting out the findings of this work. It is important to note that this work on viability is a high level study that is seeking to capture the generality rather than the specific.

5.63 For the purposes of the WPV Assessment, a range of site typologies were modelled, this included options at both Green Hammerton and Flaxby (smaller and larger options). The detailed assumptions used for the modelling can be found in Chapter 9 of the WPV Assessment; summarised below are the infrastructure requirements that were used for each option. In each case, in addition to residential development, there was an allowance made for the provision of employment land alongside local retail and community facilities.

Table 5.4 New Settlement Infrastructure Requirements

| Infrastructure Assumptions | Green Hammerton | Flaxby |
|----------------------------|--|--|
| Landscaping | Landscape buffer to A59/rail line | Landscape buffer to A1(M) |
| Schools | 1 primary school (+ financial contribution for secondary school) | 1 primary school (+ financial contribution for secondary school) |

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| Table 5.4 New Settlement Infrastructure Requirements | | |
|--|---|---|
| Infrastructure Assumptions | Green Hammerton | Flaxby |
| Health | New/expanded GP practice | Expansion of existing or new GP practice |
| Highways | Significant junction 47 improvement costs | Significant junction 47 improvement costs |
| Electricity | Cabling/connection costs. New sub-station on site. | Extensive cabling/connection costs. New sub-station on site. |
| Gas | Significant cost of connection to gas network at York. | Connection from site to existing gas network. |
| Water | Potentially high cost of connection | Potentially high cost of connection |
| Sewerage | Long sewers/rising main required or new waste water treatment works on site | Long sewers/rising main required or new waste water treatment works on site |
| Drainage/flooding | Flood zone 1 | Vast majority of site in flood zone 1 (small area in flood zones 2/3) |
| Any other comments | Potential re-routing of A59 | Ideally new rail halt |

Table 5.4 New Settlement Infrastructure Requirements

- 5.64** For each option the WPV Assessment calculates the Residual Value.⁽³²⁾ Sites are then considered to be either:
- **Viable:** where the Residual Value per hectare exceeds the indicative Viability Threshold Value per hectare (being the Existing Use Value plus the appropriate uplift to provide a competitive return for the landowner);
 - **Marginal:** where the Residual Value per hectare exceeds the Existing Use Value or Alternative Use Value, but not Viability Threshold Value per hectare. These sites should not be considered as viable when measured against the test set out – however, depending on the nature of the site and the owner, they may come forward;
 - **Non-viable:** where the Residual Value does not exceed the Existing Use Value or Alternative Use Value.
- 5.65** For each site typology, including the options at Green Hammerton and Flaxby, appraisals have been undertaken with affordable housing provision ranging from 0% to 40% and developer contributions from £0 per unit to £30,000 per unit. In general terms as the amount of affordable housing increases so the ability to bear developer contributions decreases. The full results of the modelling can be found in Chapter 10 of the WPV Assessment.
- 5.66** For the options at Green Hammerton and Flaxby the Residual Value does not exceed the Viability Threshold. To a large extent this simply recognises the challenges around the delivery of any large strategic sites in any part of England. Having said this, the analysis was carried out on a gross/ha basis and when considered on a net developable basis the Residual Value is well over £400,000/ha in all cases, and when considered on a whole site basis the value is over £34,000,000.
- 5.67** It was concluded in the WPV Assessment report that, at the time of writing, it was premature to provide definitive advice as to the deliverability of these sites. It went on to recommend that the council continue to engage with site promoters in order to better understand issues around viability.

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Highways

- 5.68** The council has undertaken traffic modelling work in order to understand the impacts of Local Plan growth on the highway network. The initial Phase 1⁽³³⁾ of the study was the development of the Harrogate District Transport Model commissioned with North Yorkshire County Council as the local highway authority. A Phase 2 report⁽³⁴⁾ was published in October 2016 and sets out the findings of an initial high level test of likely growth, together with a detailed analysis of the impact of the modelled growth options. This work has been further refined to reflect the Additional Sites consultation and other amendments to draft allocations. This will be published alongside the Publication version of the plan, although the key findings are also summarised below.
- 5.69** The High Level test looked at two options:
1. **High Level Test 1: Development concentrated within the district's main urban areas by 2035.** The majority of new housing (70%) would be built in the main urban areas of Harrogate, Knaresborough and Ripon. In the rural areas the focus would be in the district's other market towns (Boroughbridge, Masham and Pateley Bridge) and those villages with the best access to jobs, shops and services.
 2. **High Level Test 2: Significant new development at a new settlement close to the A1(M) by 2035.** Assumed the creation of a new settlement within the A1(M) corridor to create up to 3,000 new homes. The remaining housing requirement would be met in the main urban areas of Harrogate, Knaresborough and Ripon, as well as the other market towns and villages.
- 5.70** The overall results showed that Test 1 had a larger impact in the urban centres of Harrogate, with Test 2 having a larger impact on the network as a whole due to the developments being situated closer to the A1(M) and A59 strategic routes, therefore, resulting in longer ranging trips which do not pass through the urban areas of the model.
- 5.71** The phase 2 report then goes on to consider the results of three local plan growth options:
1. Option 1: Urban growth option
 2. Option 2: Flaxby new settlement option
 3. Option 3: Green Hammerton new settlement option (given the proximity of CA4/CA5 to Green Hammerton the results of the modelling for this option can be used as a proxy for likely impacts from CA4/CA5)
- 5.72** It provides results for 2025 and 2035 (end of plan period) in order to provide a final plan year scenario along with a mid-point to enable understanding of highway infrastructure trigger points.
- 5.73** In respect of traffic flows in the 2025 tests, the majority of strategic routes in and around Harrogate and Knaresborough see a general increase in traffic in the AM (morning) peak of up to 100 vehicles. The greatest effect on traffic flows is exhibited to the south west of Harrogate on Lady Lane, where the increase is approximately 200 vehicles. These figures are similar across all three option comparisons with the standout exception to this trend being the A59 Flaxby roundabout to the west of the A1(M). Whilst similar flows exist in both Option 1 and Option 3 tests, there is a significant increase in flow at this junction in Option

33 For further information see https://www.harrogate.gov.uk/downloads/file/2182/2015_december_-_harrogate_district_transport_model

34 For further information see https://www.harrogate.gov.uk/downloads/file/2005/2016_october_-_harrogate_district_transport_model

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2, corresponding to the housing development being located directly to the north. Consequently, due to this additional traffic the delay at junction 47 of the A1(M) increases in this scenario.⁽³⁵⁾

- 5.74** For the PM (evening) period, strategic routes around Harrogate and Knaresborough show an almost identical pattern for increased flow across the three scenarios due to the similarity between the options. As with the AM period, the A59 Flaxby roundabout to the west of the A1(M) presents an exception to this due to a housing development being located to the north of this junction.
- 5.75** In contrast to the AM peak there is a significant increase in traffic to the south west of Harrogate which continues beyond Lady Lane to include Beckwith Head Road and the B6162 between the Beckwith Head Road and Harlow Moor Road. However despite this, the most notable increase in the PM period is the northbound flow on the A1(M). In the AM the increase across each scenario is between 0-50 vehicles, whereas for the PM this figure is approximately 200 vehicles.
- 5.76** At 2035 the modelling shows that with regards to the AM peak there are significant increases in traffic volumes and junction delay across all three options.
- 5.77** Within Harrogate a number of developments are located in the south west of the town. As a result there is an increase in traffic on Otley Road and a number of the immediate links off this corridor. The increase in trips are a combination of residential trips leaving the area and trips from outside West Harrogate accessing employment so present a balanced flow rather than a more concentrated increase in traffic in one specific direction. On the bypass, there is also an increase of approximately 200 vehicles northbound between the A661 and the A59 in all three scenarios.
- 5.78** The modelling for all three scenarios also shows an increase in the volume of traffic on the A59 between the A658 and the Flaxby roundabout to the west of the A1. The increase in flow is seen across all three options westbound on this link and eastbound on the A59 between the Flaxby roundabout and the A1. This increase is due to the FX4 Flaxby employment site being present in all scenarios and its access point being located just to the west of Junction 47.
- 5.79** As expected, the most notable difference between the scenarios is the increase in traffic volume along the A59 away from the Flaxby roundabout due to the strategic housing site at Flaxby in Option 2 and the strategic housing site at Great Hammerton in Option 3. For eastbound traffic travelling along the A59 towards the A1(M) from the Flaxby site, Option 2 experiences an increase in flow of roughly 200-350 vehicles, compared to both Option 1 and Option 3 which show a decrease in flow along this stretch of roughly 100 vehicles as strategic traffic from Harrogate and Knaresborough reroutes.
- 5.80** The analysis also indicates that the Flaxby housing development causes a significant increase in flow travelling into Knaresborough via the A59 after the junction with the A658, as this uplift is only present in Option 2.
- 5.81** Further comparison between the three options also demonstrated the effects of the Green Hammerton development, with a significant increase in traffic flow to the east of the A1(M) junction 47 only evident in option 3. Westbound movements on the A59 from the Station Road junction to the A1(M) and southbound on Station Road/Cattal Street/Roman Road/Ox Moor Lane increase in flow by approximately 300 vehicles, in comparison to an increase of approximately 50 vehicles in Options 1 and 2.

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- 5.82** This increase in flow continues down the A168 towards Junction 46 in Option 3, with Option 2 showing a similar uplift; however this is not present in Option 1. It is also notable that in Options 2 and 3 traffic from Harrogate to York avoids the congestion and delay along the A59 corridor and at Junction 47 and instead diverts via Junction 46 and Tockwith Lane. This is unseen in the 2025 analysis, suggesting that the 'tipping point' when traffic will divert via alternative routes will be reached around this period, although this is heavily influenced by the level of development coming forward at the FX3 and GH11 strategic housing sites. Sensitivity tests have shown that if the impact at junction 47 is mitigated then the Harrogate to York traffic returns to the A59.
- 5.83** Increases in traffic travelling via Kirk Deighton and North Deighton in Options 2 and 3 but not Option 1 are also seen. This would suggest that the increase in traffic being loaded onto the network by the Green Hammerton and Flaxby development sites have caused traffic to reroute in order to avoid these areas, likely as a result of capacity limitations along the A59 corridor and at Junction 47.
- 5.84** With regards to key links in and around Harrogate and Knaresborough in the PM peak, there is an increase southbound on Beckwith Head Road and westbound on the B6162 extending from the Beckwith Head Road Junction to Harlow Moor Road, again due to the development located in South West Harrogate and corresponding with the outflow of traffic in the AM peak.
- 5.85** Option 2 again represents the option with the greatest increase in traffic around the Flaxby roundabout to the west of the A1, due to the Flaxby housing development. However, unlike in the AM traffic flow eastbound on the A59 reduces in Option 1 and 3, with the section between York Road and the Flaxby roundabout experiencing a drop of over 300 vehicles. This is likely due to increased delay at junction 47, as such the traffic previously travelling this section of the A59 re-routes northbound via York road in both Option 1 and 3.
- 5.86** Traffic increases displayed to the east of the A1 and North of Wetherby in Option 3 are not present in Option 1 or 2 thereby demonstrating the impact of the Green Hammerton new settlement option. However, the direction of the primary increase has shifted from the AM, representing return journeys in the PM.
- 5.87** In conclusion, unlike the 2025 results, the increase in disparity between the three option tests show that significant increases in traffic flow are influenced both by the developments consistent with all scenarios and those unique to individual options. The analysis also suggests that the effects on traffic patterns within central Harrogate, Knaresborough and Ripon are most closely linked to the developments present in all scenarios, whereas traffic flow near Junction 47 of the A1(M) is influenced more significantly by the strategic developments in this area, which also affect re-routing of traffic between Harrogate and York which previously would use the A59 corridor.
- 5.88** Junction performance on the network was also assessed at both AM and PM peaks at 2035. This concludes that even without Local Plan growth there are a number of junctions in Harrogate and Knaresborough that will be over capacity at 2035. Whilst some junctions show an increase in overall delay, the impacts of the Local Plan within Harrogate and Knaresborough are thus relatively limited and mainly around areas where development will be coming forward.
- 5.89** The modelling also shows congestion in the area around Junction 47 of the A1(M) although this sits just outside the detailed modelled area and the impacts on this junction are being looked at separately (see below). The differences between Options 1, 2 and 3 is in the area around Junction 47 of the A1(M) and, therefore, the differences between the options are mainly limited to the effects on the bypass and in particular the A59 / A658 and A658 / B6164 Wetherby Road junctions.

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- 5.90** The cumulative traffic impacts of all proposed local plan site allocations have been assessed using the Harrogate District Traffic Model. New settlement proposals will have an impact on traffic flows on selected approaches to Harrogate and Knaresborough and these routes include junctions identified for mitigation through the traffic modelling process. Work will be undertaken to determine the level of impact relating to a new settlement and the site promoter will also be required to consider this issue within their traffic assessment work.
- 5.91** Alongside the wider traffic modelling work referred to above, a study has been undertaken of the A1(M) Junction 47 to inform likely mitigation measures as a result of local plan growth. Partners involved in the study are Highways England, York, North Yorkshire, East Riding Local Enterprise Partnership, North Yorkshire County Council and Harrogate Borough Council.
- 5.92** J47 is a four-arm grade separated roundabout which connects the Strategic Road Network (SRN) (A1(M)) with the Local Highway Network (LHN) (A59). The A1(M) runs north to south from London to Edinburgh with the A59 passing over the A1(M) at the junction with a west/east orientation between Harrogate and York. This is a key junction in both Harrogate District and North Yorkshire, particularly in relation to delivering the emerging Local Plan and long term opportunities for future housing and employment growth.
- 5.93** Junction 47 has been identified through planning applications, Local Plan traffic modelling and the Local Enterprise Partnership (LEP) and other bodies as a constraint to development and economic activity in the area. The junction already exhibits peak hour queues and delays, with standing traffic sometimes extending onto the A1(M) mainline, representing a risk to safety. Work is almost complete on reporting the likely solution to mitigate junction 47 for 2035. The final design and estimated cost will be published in due course but the work is suggesting that there is an acceptable junction design which can mitigate flows associated with all proposed Local Plan growth.
- 5.94** Site OC5 has not been run through the traffic model. However, the site promoter has provided information on likely highway impacts that have been commented upon by both North Yorkshire Highways and Highways England. NYCC state that the proposals to provide access from the A168 and Wetherby Lane will need careful detailing and consideration will need to be given to the suitability of the A168/ Wetherby Lane junction in its current form to accommodate additional turning traffic. NYCC also state that any transport submission will need to consider the impact of the development on the A168 between A1(M) Junctions 46 and 47, as well as at the A658/ B6164 junction towards Harrogate.
- 5.95** The promoter's transport consultant's view is that given observed background traffic flows, and the existing operation of the junction, the current highway arrangement would be suitable to accommodate the projected increases in traffic without highway works being required. However, it is noted that the junction was downgraded as part of the A1(M) road scheme, and that highway land remains available in the vicinity of the junction to deliver capacity improvements should these be required. Based upon preliminary work, and the location of the site in relation to the principle conurbations of Wetherby, York, Harrogate, Leeds and Knaresborough, the promoter's transport consultants do not expect a significant volume of traffic to travel north from the site towards A1(M) Junction 47. This is supported by NYCC's suggestion that the operation of the A658/ B6164 junction would require consideration in any transport submission, suggesting this would be the route traffic would take towards Knaresborough and Harrogate rather than via A1(M) Junction 47. It is worth noting that the A658/B6164 junction has been identified in the council's traffic modelling as one that comes under pressure as a result of local plan development.
- 5.96** Highways England CH2M agree that a desktop check of the A1(M) Junction 46 does not identify any existing issues, although it is noted that given the volume of traffic the proposed development is likely to generate the operation and safety of the junction should be thoroughly

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assessed. They go on to note that if it is considered that the existing Junction 46 layout cannot accommodate the traffic associated with the proposed development, a signalised solution could potentially provide the additional capacity required.

Strategic Flood Risk Assessment

- 5.97** A Level 1 [Strategic Flood Risk Assessment](#) (SFRA)⁽³⁶⁾ was completed in September 2016. This provided a strategic assessment of the suitability, relative to flood risk, of potential development sites across the district.
- 5.98** The SFRA assessed all sites included in the 2016 Strategic Housing and Economic Land Availability Assessment (SHELAA). This included all of the sites referred to in Section 3 of this report with the exception of Sites CA5 and OC11, which were submitted after the July 2016 publication date of the SHELAA. The SFRA assessed the sites in relation to Flood Zones⁽³⁷⁾ and the surface water risk to sites.
- 5.99** Having assessed the flood risk to sites, the SFRA made the following recommendations:
- Site CA4: review of site layout and/or design at the development planning stage in order for development to proceed. A Level 2 SFRA may be required or a site-specific Flood Risk Assessment (FRA) would be required to inform on site layout and design.
 - Site DF7: site could be allocated but site specific FRA would be required as surface water flood risk is considered to be significant enough as to require investigation
 - Site FX3: review of site layout and/or design at the development planning stage in order for development to proceed. A Level 2 SFRA may be required or a site-specific FRA would be required to inform on site layout and design.
 - Site GH11: site could be allocated but site specific FRA would be required as surface water flood risk is considered to be significant enough as to require investigation
 - Site GH12: site could be allocated but site specific FRA would be required as surface water flood risk is considered to be significant enough as to require investigation
 - Site KB5: site could be allocated but site specific FRA would be required as surface water flood risk is considered to be significant enough as to require investigation
 - Site OC5: likely that the Exception Test would be required and site may need to be examined as part of a more in-depth Level 2 SFRA. Developer should attempt to avoid the risk area where possible.
- 5.100** Although Sites CA5 and OC11 were not specifically assessed by the SFRA, an assessment of the flood risk to these sites can be made from the SFRA Flood Risk Characteristic Maps. These show:
- Site CA5: there is a high risk of flooding on parts of the site and a surface water risk. Given the overlap with Site CA4 it might be expected there would be a broadly similar recommendation regarding managing flood risk (as set out above);
 - Site OC11: there would be a surface water risk on parts of the site.
- 5.101** In selecting sites for inclusion as allocations in the emerging Local Plan the information provided by the SFRA was used to undertake a Flood Risk Sequential Test.⁽³⁸⁾ Only two of the sites (GH11 and FX3) were subject to the sequential test. As Site GH11 was identified as falling wholly within Flood Zone 1 the principle of developing the site would pass the sequential test.

36 For further information see https://www.harrogate.gov.uk/info/20101/planning_policy_and_the_local_plan/556/local_plan_-_evidence_base

37 Flood Zone 1 - low probability of annual flooding, Flood Zone 2 - medium probability of annual flooding, Flood Zone 3a - high probability of annual flooding, Flood Zone 3b - functional floodplain. Flood Zone 3a1 is defined as developed land within Flood Zone 3b where water would flow or be stored in times of flooding.

38 For further information see https://www.harrogate.gov.uk/info/20101/planning_policy_and_the_local_plan/556/local_plan_-_evidence_base

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5.102 Small parts of Site FX3 fall within Flood Zones 2 and 3a (located by the pond and alongside Moor Drain which runs through the centre of the site towards the A59). However, following a sequential approach to development the majority of the site is capable of development, through considering the layout and design of the site and directing development away from those parts of the site within medium to high flood risk areas.

Site Assessments

5.103 In order to inform the sustainability appraisal and site selection work all sites submitted to the council have been assessed to understand the likely impact on the historic environment, landscape, ecology and biodiversity and land drainage. Below is a summary of the assessments for each of the new settlement options considered in this report.⁽³⁹⁾

| Table 5.5 Landscape Assessment | | | | | |
|--------------------------------|---|---|--|-------------------------------------|------------------------------------|
| Site Ref | Physical sensitivity | Visual sensitivity | Anticipated landscape effects | Sensitivity rating | Capacity rating |
| CA4 | The open agricultural landscape is susceptible to change as a result of built development and the large scale of the proposals increases sensitivity. | Large scale site includes gently rising ground north of the railway line that is likely to be more widely visible in the landscape, particularly if built on. | Loss of open agricultural land in favour of large scale building development. | High (RED) ⁽¹⁾ | Low (RED) ⁽²⁾ |
| CA5 | The open agricultural landscape is susceptible to change as a result of built development and the large scale of the proposals increases sensitivity. | Large scale site includes gently rising ground north of the railway line that is likely to be more widely visible in the landscape. | Loss of open agricultural land and horticultural nursery in favour of large scale building development. | High/Medium (ORANGE) ⁽³⁾ | Low (RED) |
| FX3 | The site is considered to be of medium value as it is a landscape in good condition with components generally well maintained. The site is considered to have a high susceptibility to change due to the proximity of Allerton Park Registered Park and Garden (RPG) which is reduced to some extent by the intervening A1(M) motorway. Landscape sensitivity is still however considered to be high. | The site is highly visible from Allerton Park RPG and likely to be glimpsed from the village of Flaxby and the A59 Anticipated | Development would result in a significant extension of built form into open countryside with loss of open recreational land and loss of pastoral and wooded setting to Allerton Park RPG | Medium (YELLOW) ⁽⁴⁾ | Medium/Low (ORANGE) ⁽⁵⁾ |
| DF7 | Open landscape includes detractors (A1 and MOD buildings) and continued addition of built form on a large scale would affect the landscape character | Site is widely seen in the landscape due to the lack of trees and openness. Distant views likely from further afield for large scale development | Loss of openness and introduction of further uncharacteristic built form | High (RED) | Low (RED) |
| GH11 | The scale of development proposed would have considerable effects on the open rural landscape. | There are areas within the site that are highly visible. | Loss of open countryside and introduction of large scale built development that is uncharacteristic of the area. | High (RED) | Low (RED) |
| GH12 | Landscape is sensitive to loss of openness due to large scale of development proposed. | There are parts of the site that are highly visible from the wider countryside. | Loss of countryside and associated landscape characteristics (hedges, trees, field pattern) and introduction of uncharacteristic built form on a large scale. | High (RED) | Low (RED) |
| OC5 | The landscape is considered of medium quality and of | The site is open and visible from the A168 to the west and | Loss of arable and pastoral fields within the open | High/Medium (ORANGE) | Medium/Low (ORANGE) |

39 Further information can be found in the Built and Natural Environment Site Assessments, see https://www.harrogate.gov.uk/info/20101/planning_policy_and_the_local_plan/556/local_plan_-_evidence_base

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| Table 5.5 Landscape Assessment | | | | | |
|--------------------------------|---|---|--|--------------------|-----------------|
| Site Ref | Physical sensitivity | Visual sensitivity | Anticipated landscape effects | Sensitivity rating | Capacity rating |
| | medium value with few landscape features of quality. The A1(M) motorway is a significant intrusion in the landscape affecting tranquillity. Susceptibility to change is considered to be high as the large scale open landscape would be difficult to accommodate the type of development proposed. Overall sensitivity is considered to be high. | from Loshpot Lane to the south. Views are also likely from the A1 (M) motorway directly visible from Public Rights of Way (PRoW) crossing the site. | countryside, loss of historic field pattern with site divorced from any nearby settlements with few references to the type of development being proposed | | |
| OC11 | Landscape important for providing the setting of farmsteads and villages as well as Harrogate ad Ripon. | Widely viewed from the A61, neighbouring property and PRoWs. | Loss of fields and loss of landscape pattern. Introduction of large scale uncharacteristic development. | High (RED) | Low (RED) |

Table 5.5 Landscape Assessment

- High (RED): key distinctive characteristics are very vulnerable to change; typically a high valued landscape where landscape conditions is very good and where detracting features or major infrastructure is not present or where present has limited influence on the landscape resulting in a higher susceptibility to change.
- Low (RED): the area has very limited or no capacity to accommodate the type and scale of the development proposed and there are few if any opportunities for appropriate mitigation.
- High/Medium (ORANGE): key distinctive characteristics are vulnerable to change; typically a high to medium valued landscape where landscape conditions is good where detracting features or major infrastructure is not present or where present has limited influence on the landscape.
- Medium (YELLOW): key distinctive characteristics are susceptible to change, typically a medium valued landscape where; landscape condition may be fair with some existing reference or context to the type of development being proposed. Landscapes may have components that are not easily replicated/replaced and will have medium susceptibility to change.
- Medium/Low (ORANGE): the area is not able to accommodate development of the scale and type proposed without detriment to landscape character and visual amenity and the opportunities for appropriate mitigation are limited.

| Table 5.6 Historic Environment Assessment | | | |
|---|---|---|-----------------------|
| Site Ref | Heritage assets (designated/non-designated) | Summary remarks | Impact |
| CA4 | Kirk Hammerton and Green Hammerton Conservation Areas, Old Thornville, a Grade II* listed building. Cattal Station building and railway building south of line on Parker Lane. Home Farm and properties on Gilsthwaite Lane. The two post-war bungalows at the entrance of the drive to Old Thornville. | Development of this site, which is in the setting of the conservation area would cause the rural conservation area to be a small part of a large settlement, thus changing its character. Development on this size of site could not reflect local rural villages. The development would cause visual coalescence of the two Hammertons. | RED ⁽¹⁾ |
| CA5 | Kirk Hammerton and Green Hammerton Conservation Areas, Old Thornville (grade II* listed building). Providence Green (grade II listed). Cattal Station building and railway building south of line on Parker Lane. Home Farm and properties on Gilsthwaite Lane. The two post-war bungalows at the entrance of the drive to Old Thornville. Cattal Grange and Cattal Grange Cottages. | The scale of development would be contrary to typical forms of rural villages which characterise the area. The development would introduce a degree of visual coalescence of the two Hammerton settlements. The setting of the conservation areas would be harmed due to the change in character of the surrounding countryside of the rural villages. The setting of individual heritage assets located adjacent to the site, such as Providence Green and Cattal Grange, would likely be harmed to a high degree; a degree of harm also likely to those heritage assets where the site is located in their wider setting (for example, Old Thornville and the parkland associated with Kirk Hammerton Hall). | RED |
| DF7 | Screened out | | |
| FX3 | Allerton Park (Grade I listed building) and the Temple of Victory (Grade II* listed building). Numerous heritage assets within the Allerton Estate that are individually listed inc. Properties in Flaxby village, which borders the site to the west, predate 1910. | The inter-visibility between FX3 and Allerton Park needs to be carefully considered in order to ensure that the proposed development will not be detrimental to the setting of these listed buildings and the RPG contrary to current legislation, policy and guidance. The significance and importance of the setting and status of the grade I listed Allerton Park and the grade II* Temple of Victory, together with the character and setting of the RPG must not be underestimated. Furthermore, views of Allerton Park and the Temple of Victory can be seen from the A59 through the gap in the woodland. It is critical that important views of the Temple and Allerton Park from the A59 over the existing woodland are preserved. Also it is important that the setting of these | ORANGE ⁽²⁾ |

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| Table 5.6 Historic Environment Assessment | | | |
|---|--|---|--------|
| Site Ref | Heritage assets (designated/non-designated) | Summary remarks | Impact |
| | | listed buildings and the character and setting of the RPG is not detrimentally affected by new development. | |
| GH11 | Kirk Hammerton and Green Hammerton Conservation Areas, Church of St John the Baptist, a Grade I listed building. Providence House and Kirk Hammerton Signal Box, which are Grade II listed buildings. The other station buildings are curtilage listed buildings. The railway building on Parker Lane south of the tracks. | The site would cause coalescence of the two historic villages, and would impact detrimentally on views from Kirk Hammerton and the approaches of both, and also the setting of listed buildings. Development on this size of site could not reflect the distinctiveness of local rural villages | RED |
| GH12 | Kirk Hammerton, Green Hammerton and Whixley Conservation Areas, Church of St John the Baptist, which is a Grade I listed building in Kirk Hammerton. Church of St Thomas, Low Royd and High Farmhouse, Kirk Hammerton Signal Box and Providence House on the A59 are all Grade II listed buildings. | Development of the site would cause coalescence of the two historic villages, and would impact detrimentally on the setting, views from and the approaches of both conservation areas, and also the setting of listed buildings. Development on this size of site could not reflect local rural villages. The development would cause coalescence of the two Hammerton settlements. The northern part of the site would from certain aspects cause visual coalescence with Whixley. | RED |
| OC5 | Ribston Hall (Grade II RPG).Kirk Deighton, North Deighton and Hunsingore Conservation Areas. Farmhouse and farm buildings of Deighton Grange and Deighton Banks. Small stone cottage located on the west side of the A168 (south of Deighton Banks Farm). Ox Close House. Former WW2 prisoner of war camp. | Standard housing density and form across the whole site would be contrary to the dispersed grain and character and form of established villages in the surrounding area; the development would not be characteristic of the rural context. Impact, including wider landscape impact (such as that which may affect the setting of Ribston Hall and the nearby conservation areas) may be reduced by the adoption of a much smaller form of new settlement, designed to respect local settlement pattern and to integrate it appropriately with the surrounding countryside. Encroachment of development upon historic farmsteads will cause harm but this harm may be reduced by providing adequate spacing (within a smaller site). Redevelopment upon the farmsteads only may be possible without necessarily causing harm to the heritage assets or appearing out of character in the area (assuming historic buildings to be retained and converted and any new buildings to be complementary to the scale / form and density of the farmsteads). Cumulative affects should be considered due to OC2 located directly to the north. | RED |
| OC11 | Setting of Cayton Hall (Grade II listed building) and Newton Hall (Grade II listed building). The setting of the Lodge associated with Stainley House, flanking the east side of the A61 opposite the site. The rural context and setting of traditional farmsteads included on the site- specifically Hill House Farm and Birch House Farm. Traditional country houses. | Impact on the setting of listed buildings: Newton Hall to the west of the site and Cayton Hall to the north. Site exposed and highly visible. Open countryside. Wholly detached from settlement edge. Highly prominent in the landscape. The development of a new settlement on this site would undermine and erode the visual, architectural and historic associations between country houses in the local landscape and the wider landscape. Development would harm the character of the landscape, which is characterised by traditional farmsteads peppered across undulating fields. The rural setting and context of these farmsteads is integral to their legibility and significance. | RED |

Table 5.6 Historic Environment Assessment

1. RED: Development is likely to result in harm to elements which contribute to the significance of a heritage asset and the harm is not capable of mitigation.
2. ORANGE: Development is likely to harm elements which contribute to the significance of a heritage asset but the harm is capable of mitigation.

| Table 5.7 Ecological Assessment | | | | |
|---------------------------------|---|--|---|-----------------------|
| Site Ref | Sites andamp; Habitats | Protected Species | Summary remarks | Impact |
| CA4 | Aubert Ings SSSI approx. 850m to the south. Tockwith Ings approx 1 km ESE but | Great Crested Newts (GCN) known from wider vicinity. Badgers are likely to occur in the vicinity. Bats may | There may be potential adverse impact of recreational pressure from large-scale development on Aubert Ings SSSI (open access) unless generous green infrastructure provision is provided on site to mitigate for this. Potential to support | ORANGE ⁽¹⁾ |

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Tabel 5.7 Ecological Assessment

| Site Ref | Sites andamp; Habitats | Protected Species | Summary remarks | Impact |
|----------|---|--|--|--------------------|
| | south of the river. Hedgerows, Arable Farmland, potential veteran trees. | utilise mature trees, some of buildings, nesting birds likely to use trees andamp; hedgerows, water vole may utilise beck. | protected species e.g. bats and great crested newts. Thorough ecological survey required. Retain important trees andamp; hedgerows. Opportunities for habitat creation and enhancement, in association with provision of green infrastructure in particular buffering of linear corridors and creation of SuDs wetlands. | |
| CA5 | Aubert Ings SSSI approx. 850m to the south Tockwith Ings approx 1 km ESE but south of the river. Hedgerows, Arable Farmland, potential veteran trees | GCN known from wider vicinity. Badgers are likely to occur in the vicinity. Bats may utilise mature trees, some of buildings, nesting birds likely to use trees andamp; hedgerows, water vole and otter may utilise beck. | There may be potential adverse impact of recreational pressure from large-scale development on Aubert Ings SSSI (open access) unless generous green infrastructure provision is provided on site to mitigate for this. Potential to support protected species e.g. bats and great crested newts. Thorough ecological survey required. Retain important trees andamp; hedgerows. Opportunities for habitat creation and enhancement, in association with provision of green infrastructure in particular buffering of linear corridors and creation of SuDs wetlands. | ORANGE |
| DF7 | Lowland Haymeadow (potential) | Possibility of bats and nesting birds in buildings and boundary hedgerows. Some potential for GCN in adjacent ponds | Possibly the largest area of species-rich semi-improved neutral grassland in the District according to P1HS but "low species diversity" Orange score (rather than yellow) is precautionary - requires full ecological and botanical survey. | ORANGE |
| FX3 | Old (though not ancient woodland) woodland and wet woodland. Standing water, arable farmland, hedgerows. | Woodland, trees and hedgerows likely to support bats, badgers and nesting birds. Great crested newt recorded in ponds north of A59. Breeding birds in ponds including mute swan. | Significant remnants of existing woodland retain ecological value, supplemented by new planting on golf course. Extensive pond network likely to be of high biodiversity value including great crested newt. Limited development may be acceptable although ecological constraints would impact on housing density across the site as a whole. Thorough ecological surveys required | RED ⁽²⁾ |
| GH11 | Aubert Ings SSSI approx. 2km to south Tockwith Ings approx 1 km to south. Hedgerows, Arable Farmland, potential veteran trees | Species GCN known from Whixley Hospital to west and Helenfield and Beggar Hall to east. Badger sett likely on railway embankment at Cattal. Bats may utilise mature trees, some of buildings, nesting birds likely to use trees andamp; hedgerows, water vole may utilise beck | Potential to support protected species e.g. bats and great crested newts. Site rating is largely a function of the scale of the site. Thorough ecological survey required, Retain important trees andamp; hedgerows, Opportunities for habitat creation and enhancement, in association with provision of green infrastructure in particular SuDs, would be required for any development. Aubert Ings SSSI, which is open access land, could be impacted by a large development settlement, unless substantial GI provided on site. | ORANGE |
| GH12 | Aubert Ings SSSI approx. 2km to south. Tockwith Ings approx 1 km to south | GCN known from Whixley Hospital to west and Helenfield (within 250m) and Beggar Hall to east. Badger sett likely on railway embankment at Cattal. Bats may utilise mature trees, some of buildings, nesting birds likely to use trees andamp; hedgerows, water vole may utilise beck | Little additional sensitivity in comparison with GH11. Potential to support protected species e.g. bats and great crested newts. Thorough ecological survey required. Retain important trees andamp; hedgerows, Opportunities for significant habitat creation and enhancement, in association with provision of green infrastructure in particular SuDs, would be required for any development. Aubert Ings SSSI, which is open access land, could be impacted by a large development settlement, unless substantial GI provided on site. | ORANGE |
| OC5 | Within 1km of Kirk Deighton SAC andamp; SSSI to SE. Broad-leaved woodland, perhaps veteran trees andamp; arable field margins. | Bats recorded from Deighton Grange; Nesting birds and bats may utilise mature trees and hedgerows. Potential for GCN, Badgers, Red Kite; riparian species may utilise stream. | Although the site is predominantly arable it includes a number of potentially important habitats (woodland, trees, hedgerows, stream) which should be protected, buffered, inter-connected and enhanced as part of any development. Further opportunities should be sought for habitat enhancement in association with green infrastructure and SuDs. | ORANGE |

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| Tabel 5.7 Ecological Assessment | | | | |
|---------------------------------|--|--|---|--------|
| Site Ref | Sites andamp; Habitats | Protected Species | Summary remarks | Impact |
| OC11 | Cayton Gill Marsh SINC 900m to north west. Hedgerows, Woodland | Birds and bats likely to nest/roost in trees and buildings on site; GCN may occur in ponds; badger likely in woodlands | Much of site is likely to support significant biodiversity around the woods, hedgerows, ditches and ponds, which must be retained and protected but large arable fields, which comprise much of the site, are less sensitive for wildlife | ORANGE |

Table 5.7 Ecological Assessment

1. ORANGE: Some potential adverse effects on designated sites (Local Site, SSSI, LNR, the wider ecological network and/or priority habitats and species but appropriate siting/scale or substantial mitigation should enable development.
2. RED: Significant adverse effects on designated sites (Local Site, SSSI, LNR), the wider ecological network and/or priority habitats and species.

5.104 In respect of drainage then all of the new settlement options have been scored in the same way: for each noting that some adverse effects of additional surface water discharge on nearby watercourses but appropriate mitigation should enable development.

Landownership and Deliverability

5.105 This section is drawn from information provided by the site promoters to the council and represents a factual summary.

Sites CA4/CA5

5.106 The land is in the ownership of a number of landowners and the majority of the land is either in the control of, or has been committed to, the site promoter. The promoter also has control over a much larger area (to the south-west) to accommodate long term future growth and the relocation of the Johnson's of Whixley nursery business. The site promoter has asserted (in their representations) that taking account all of the additional and improved road, rail and utilities infrastructure required, direct and early provision of new community facilities and the required affordable housing provision the proposal is viable. A viability assessment has been made available to the council on a confidential basis.

Site DF7

5.107 The site is in a single ownership (the Secretary of State for Defence) and there is confirmation of the intention to dispose of the site as part of a wider MoD estate rationalisation, with an indicative disposal date of 2031. No viability information has been provided to the council.

Site FX3

5.108 The site is within two ownerships, the promoter owns the freehold to the majority of the site and has an option on the remainder. The promoter has asserted (in their representations) that their viability assessment demonstrates that the proposal is viable and deliverable with the advantage of some infrastructure (access onto A59) and services and utilities in place to facilitate an initial development phase. A viability assessment has been made available to the council on a confidential basis.

Sites GH11/GH12

5.109 The Hammerton land is owned by a number of local landowners. The promoter has secured a number of land agreements to date and is in a positive dialogue with all other key landowners and confirms that all of the land is either currently available or has a reasonable prospect of being available for development. In response to the Additional Sites consultation

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the site promoter submitted a Deliverability Statement that set out the costs associated with delivering key infrastructure. Whilst this is not a full viability appraisal the promoter is of the view that the proposal represents a sustainable and viable development.

Site OC5

- 5.110** The site is in a single ownership and the site promoter has an Option which covers the full extent of the site which is being promoted. The promoter confirms that the site is free of major physical, environmental and technical constraints. This supports the deliverability of the site and also means that “abnormal” costs associated with development are limited. It will also not be necessary to provide significantly, costly infrastructure (for example highway improvements) in order to deliver or support the proposed development. They conclude that the proposed development has been shown to be viable and deliverable. No detailed viability information has been provided to the council.

Site OC11

- 5.111** The site is under the control of a small number of landowners but is being promoted by a single developer. The level of on-site infrastructure required for housebuilders to begin construction is relatively small compared to those for larger urban developments, where major road upgrades or substantial drainage system are often required. Access, utilities and drainage can be installed speedily in this instance. The site promoter confirms in their representation that the development of the site is economically viable and are confident that residential development can be achieved on the site within five years. No detailed viability information has been provided to the council.

New Settlement Report

- 5.112** The New Settlement Report, informed by the Local Plan evidence base studies, provided a comparative assessment of four of the sites being promoted against a number of criteria.⁽⁴⁰⁾⁽⁴¹⁾
- 5.113** Although drawing on the Local Plan evidence base studies, the Report was intended to be read alongside and in the context of a wider body of evidence underpinning the preparation of the Local Plan. The assessment was not scored or the criteria weighted and certain elements of the assessment called for subjective judgements to be made.
- 5.114** The Report concluded that the sites in the transport corridor to the east of Knaresborough shared similar constraints in terms of landscape, ecological and heritage impacts and the need to upgrade physical infrastructure (Junction 47, A1M) and utilities) but that sites CA5 and GH11 were best placed to maximise public transport use with direct access to operational train stations and site GH11 access to existing services and facilities in Green Hammerton.
- 5.115** In their responses to the Additional Sites consultation, a number of respondents, particularly those promoting alternative locations, expressed concern that the evidence put forward through the New Settlement Report did not demonstrate the use of an objective evaluation methodology for the four potential New Settlement locations. In particular, it lacked consideration of deliverability/viability and compliance with national planning guidance regarding new settlements.

40 For further information see honsult.harrogate.gov.uk/portal/pp/lp/as17/as17?tab=files

41 The sites were CA5, GH11, FX3 and OC5. Site DF7 was not included due to its unavailability until the end of the plan period and its location outside of a key public transport corridor. Site OC11 was not included as it was not promoted to the council until after publication of the New Settlement Report.

Summary of Consultation Responses 6

6 Summary of Consultation Responses

Issues and Options Consultation Stage

- 6.1** The responses to all of the growth options largely fell into two categories: those from residents or other groups who did not wish to see development either in a particular part of the district, or more specifically a particular town or village, and those who were promoting a particular location or site for development who supported those options which would best meet their aim of securing development of their site.
- 6.2** Some respondents suggested that not one option provided the ideal solution to meeting development needs over the Plan period and there should be a combination of several options. Option 5 (new settlement) was seen by many as providing a longer term solution to the housing requirements of the district beyond the Plan period with another option being pursued in the short-medium term.
- 6.3** A summary of the responses in respect of the two growth options relevant to the new settlement approach is set out below. These two options were:
- Option 3: Growth around public transport corridors principally to the east of the district;
 - Option 5: New settlement within the A1(M) corridor.

Site promoters

Option 3

- 6.4** The promoter of site GH11 commented that this option provided the opportunity to create a long term plan for settlements in less sensitive but accessible locations. These locations have good access to public transport, jobs, shops and services and should help support the business case for improvements to train frequencies and stations. Green Hammerton presented the most suitable and sustainable opportunity to expand a settlement to make a major contribution to meeting both short and longer term housing needs. Both Green Hammerton and Kirk Hammerton have a range of existing local infrastructure, the presence of which is key to securing early delivery of housing that in turn funds new infrastructure.
- 6.5** The promoter of site OC5 (although they were not promoting the site at the time of the Issues and Options consultation) commented that Option 3 could have a detrimental impact upon the character of villages by subjecting them to unsustainable levels of growth, in particular smaller villages that lack a good range of services and facilities, and could materially harm their village character. The option would also require improved services, more trains and stations but with no guarantees the necessary infrastructure improvements would be made however, this brought further into question the sustainability and viability of such approaches at this stage.
- 6.6** The promoter of site OC11 (although they were not promoting the site at the time of the Issues and Options consultation) commented that Option 3 was not sustainable as it focused too heavily on only one aspect of sustainability (accessibility) and whilst new housing development could be brought forward alongside new services and facilities, the approach would not allow for development in currently sustainable locations and would be to the detriment of the future vitality and viability of those settlements.
- 6.7** There were no representations made by the promoters of the other alternative sites in respect of this option.

6 Summary of Consultation Responses

Option 5

- 6.8** The promoters of site CA4 commented that the area to the east of the A1(M) and centred along the A59 was the least constrained in terms of policy, physical or environmental constraints and the area focused on Cattal station was a suitable, sustainable, viable and available location for focusing future growth, with much of the land in the control of the promoter. Cattal provides an area for growth close to Harrogate without posing unsustainable strains on existing infrastructure and with opportunities to improve transport links. Relocating the existing business would allow growth elsewhere in the district.
- 6.9** The (then) promoters of site FX3 considered that not one single option would ensure that the district's needs would be met and any strategy was likely to include elements from a number of options given the level of housing need identified over the plan period. Flaxby was a single entity in terms of land ownership and therefore capable of being delivered in the short term. Given the permission for a hotel on the site the principle of the location for built development has already been established.
- 6.10** The promoters of site GH11 were of the view that Option 5 was not sustainable or necessary. The option was likely to be car dependent and would not have good access to rail travel. There was also a very high risk of non delivery due to lack of existing infrastructure and services and the difficulty in establishing such facilities.
- 6.11** The promoter of site KB5 commented that identification of the land at Kirby Hill would align with the general aims of all five options, but could align to an extent with Option 5 if rather than a new settlement the preferred approach were to expand an existing settlement.
- 6.12** The promoters of site OC5 commented that there was a significant risk attached to focusing so much of the district's new housing requirement on a completely new settlement, as it would face a number of complex issues and take a long time to completely deliver to the market.
- 6.13** The promoters of site OC11 expressed the view that there could be difficult issues associated with a new settlement including the ability to maintain a five year housing land supply in the short term. There would be a need for significant upfront investment from developers to deliver the key infrastructure needed to make it sustainable, which could impact on deliverability and viability. If a new settlement were included in the Local Plan, it should be at the end of the plan to give time to bring it forward. There was also a need for the council to be certain that the land required to bring the option forward could be assembled, that all landowners were willing to bring the site forward and there was financial backing to do so. Any uncertainty would call into question the deliverability of the site and consequently, whether the council could meet the full OAN for the District.

Neighbouring local authorities/Duty to Co-operate partners

Option 3

- 6.14** City of York Council commented that this option could contribute to achieving the Local Plan objective of focusing development in sustainable locations, as development would be concentrated in locations where there was ready access to public transport. The area identified for expansion could be served by two nearby railway stations and strengthened the case for substantial improvements to the York-Harrogate-Leeds rail line, plus a complementary York-Knaresborough-Harrogate bus service, which had not proven commercially viable.
- 6.15** North Yorkshire County Council expressed support for Option 3.

Summary of Consultation Responses 6

Option 5

- 6.16** City of York Council commented that the potential for a sustainable new settlement was very much dependent on its size and whether it would have the 'critical mass' of new homes to enable the development to also offer the range of job opportunities, shops, facilities, services and opportunities for recreation that necessary to make the settlement significantly 'self-contained'. The Council suggested that accommodating some of City of York's objectively assessed housing need in this new settlement could substantially contribute to achieving this 'critical mass'. Locating a new settlement in the vicinity of the A1 Junction 47 (with the A59) close to the York-Harrogate-Leeds rail line would appear to offer the optimum location in terms of sustainable transport.
- 6.17** North Yorkshire County Council commented that from an infrastructure perspective this was the most effective solution to meeting the housing need. Any new settlement should be of sufficient minimum size to be self sustaining in relation to the range of services and to sustain a new secondary school in its own right.

Statutory bodies

Option 3

- 6.18** Highways England made the point that facilities and employment opportunities are not available to the same extent as within the main urban areas and market towns and could, therefore, present a less sustainable option, still requiring a high level of travel by private car, with the potential for a greater impact on the A1(M).
- 6.19** Historic England were concerned about the impact this option might have on the historic environment at a number of locations (including Whixley, Green Hammerton, Kirk Hammerton, North Deighton and Kirk Deighton) and that the area identified for significant growth may have an impact on the roman road at Rudgate, due to the high potential for significant archaeology.
- 6.20** Natural England highlighted that growth around Knaresborough could have impacts on the Hay-a-Park SSSI, which was sensitive to further urban encroachment. Growth around Cattal, if selected to be taken forward, should ensure that there was no direct or indirect harm to Auburt Ings SSSI.

Option 5

- 6.21** This option was potentially of most significant concern to Highways England. They commented that it was the most radical solution and would take significantly more time to plan and deliver and may compromise meeting the aspirational development targets over the plan period. It also required the most significant level of infrastructure investment and therefore would present the greatest challenge in terms of viability and deliverability.
- 6.22** Historic England were concerned about the impact the option might have on designated heritage assets of the highest significance including the buffer zone for the World Heritage Site, numerous scheduled ancient monuments, registered battlefields, conservation areas and listed buildings, including the Grade II* Historic Park and Garden at Newby Hall. There was also a high potential for significant archaeological remains given the fact that this area follows the line of Dere Street/The Great North Road.
- 6.23** Natural England commented that if a new settlement were selected it should be sited to avoid harm to Kirk Deighton Special Area of Conservation and located where it optimised opportunities to create and enhance green infrastructure.

6 Summary of Consultation Responses

Local Parish Councils

Option 3

- 6.24** A number of Parish Councils were concerned about the availability of infrastructure required to support major development. Green Hammerton Parish Council made particular reference to Cattal station and the lack of local jobs. Whixley Parish Council made reference to the withdrawal of bus services in the area and the lack of village schools at Cattal and Whixley and that the upgrading of the rail network, upon which the option depended, had been suspended by Network Rail. Kirkby Overblow Parish Council did not support Option 3, being concerned about potential infrastructure problems particularly road and rail movements and felt that brownfield sites in existing settlements should be the priority for development.
- 6.25** The view of Kirby Hill and District Parish Council was that it was sensible to make best use of existing infrastructure and the road and rail connections to the main centres of employment. Scriven Parish Council expressed a similar view and also that development could encourage the growth of existing services. Marton cum Grafton Parish Council felt that building new homes within easy reach of rail hubs would be of great benefit to commuters to work and schools and if more people used rail it could possibly lead to an upgrade in services.
- 6.26** Kirk Hammerton Parish Council, whilst willing to take their share of the district's housing requirement felt the scale of development could not be accommodated without completely changing the character of the settlements. There was not the infrastructure in place to support a small new town: the rail service was poor and not clear if improvements would be implemented and there was next to no parking available at the stations and other infrastructure was minimal and typical of a rural village. Kirk Hammerton and other nearby settlements were designated as a category C villages in current development framework and, therefore, the council already recognises settlements do not have the ability to support substantial new development. Doubtful if A59 could cope at peak times with the additional traffic that a new small town would bring. Whilst no doubt would be a requirement of a major development that infrastructure improvements would be made these would need to be extensive and very costly and disruptive to existing residents. Would be more sensible to start from scratch on a greenfield site, particularly one that is close to the A1 and the railway line, such as at Flaxby.
- 6.27** Long Marston Parish Council commented that the rail line should be a major factor in determining the location of future growth and Bewerley Parish Council made a similar comment that it was a practical way of ensuring reasonable mobility but that there would be a need for adequate car parking provision at stations. North Rigton Parish Council felt that there were benefits in developing along the public transport corridor to the east of Harrogate which has the advantage of good road and rail links, but that there would need to be station improvements. Hampsthwaite Parish Council's view was that development to the east of Harrogate, including the development of a new settlement, made more sense than developing to the south and west of Harrogate.
- 6.28** Skelton Parish Council's preference was for Option 5 but they considered that Option 3 could supplement it and Killinghall Parish Council preferred a mixture of Options 3, 4 and 5 because of the existing transport links to urban areas where greater employment opportunities are situated.
- 6.29** Littlethorpe and Weeton Parish Councils did not support this option.

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Option 5

- 6.30** Hartwith cum Winsley Parish Council mindful of the opposition of some local communities to large scale developments in their respective areas, supported Option 5, with the remaining housing being met in larger settlements and also the smaller market towns and villages. This was a view shared by Kirkby Overblow Parish Council who also commented that the existing rail stations at Cattal and Kirk Hammerton would need to be seriously upgraded and agreement in place with Network Rail to deliver this.
- 6.31** Skelton Parish Council and Pateley Bridge Town Council supported this option. Littlethorpe Parish Council did not support it.
- 6.32** Menwith and Darley Parish Council commented that establishing a whole new town with all the required infrastructure had to be a sensible option but that traffic issues must be part of the discussion so that such a development did not add to the already difficult journey from the east. They made reference to Flaxby as a potential location.
- 6.33** Scriven Parish Council commented that this option would cause the least impact to existing towns and villages and there was an opportunity to incorporate good transport links and services into any initial project linking the A1(M). North Rigton Parish Council commented that through a new settlement the infrastructure could be planned and implemented more easily.
- 6.34** Green Hammerton Parish Council expressed the view that housing needs should be met by the growth of existing communities and not by new settlements. The Parish Council was not persuaded that new 'villages' on greenfield sites were a solution and that infrastructure needed to be in place before development. Presently the infrastructure around Cattal station was not there.
- 6.35** Knaresborough Town Council expressed a preference for Option 5. They expressed the view that towns like Knaresborough had reached an optimum size and should not experience further substantial growth on their outskirts. Rather growth should be planned to provide housing, employment and schools within a new town, taking advantage of good transport links using the existing road and rail networks. The Town Council thought the best option was the development of a new community in the Cattal/Hammerton area to the east of the A1(M). The Flaxby option was too small to be viable, growth would be restricted and would add unreasonable demands on the roads.
- 6.36** Long Marston Parish Council commented that the rail line should be a major factor in determining the location of future growth. Bewerley Parish Council supported Option 5 due to proximity to and ease of access to transport links, particularly the A1(M) and railway. They made reference to Flaxby as a potential location.
- 6.37** Hampsthwaite Parish Council commented that development to the east of Harrogate close to existing transport networks and to include a new village makes a lot more sense than developments to the west and south of Harrogate.
- 6.38** Killinghall Parish Council preferred a mixture of Options 3, 4 and 5 because of the existing transport links to urban areas where greater employment opportunities are situated. They made reference to Flaxby as a potential location.

Local Community and Others

Option 3

- 6.39** Comments made by the local community in response to Option 3 are summarised below:

6 Summary of Consultation Responses

| Table 6.1 Comments in response to Option 3 | |
|--|--|
| In support of Option 3 | In opposition to Option 3 |
| Makes use of existing transport infrastructure, particularly the rail line | No regard for the cultural heritage or unique character of rural villages which could be adversely affected |
| Opportunity to secure modal shift and secure improvements to current service level | A59 would need major improvements to sustain the increased traffic that would be generated |
| Sensible to locate development in proximity to strategic road network | Rail connectivity should not be seen as a primary consideration for the distribution of growth, number of related issues including: level of service provided is poor and without service improvements commuters will not use public transport, existing facilities at rail stations, particularly car parking, are already overloaded and station accessibility is inadequate |
| Within area where most people commute to work | Increased traffic congestion, particularly on A59 between Harrogate and A1 |
| | Would not promote use of brownfield land to same extent as other options |
| | Inadequate infrastructure to support development and no certainty new infrastructure would be delivered |

Table 6.1 Comments in response to Option 3

6.40 The CPRE (Harrogate District) supported Option 3 (in combination with Option 4) as did the Yorkshire Wildlife Trust due to the possibility of maximising the use of public transport.

6.41 Representations made on behalf of promoters of sites in other locations commented that the option relied to heavily on the perceived transport benefits and that putting a large number of houses in the catchment of rail stations was unlikely to result in the large improvement on services necessary to attract large numbers of residents onto the trains and away from private vehicles. One also commented that expanding the settlements to the east of the A1(M) may have an advantage that it may accommodate some of the development needs generated within the City of York and Hambleton.

Option 5

Comments made by the local community in response to Option 5 are summarised below:

| Table 6.2 Comments in response to Option 5 | |
|--|--|
| In support of Option 5 | In opposition to Option 5 |
| Rather than piecemeal development would provide critical mass to secure necessary infrastructure | Appears to be aspirational rather than practical |
| Good transport links provided by A1(M) | Amount of housing would not be sufficient to deliver and sustain local services |
| Access to rail network | Need to upgrade rail stations to serve development |
| Opportunity to create place with own identity through use of innovative design and construction techniques | Loss of agricultural land |
| Locating settlement close to A1(M) would involve development of land of least environmental value | Requires significant infrastructure and 'lead in' times and is considered a risk to the delivery of housing and employment delivery and could lead to the need for an early review of the plan if there is significant poor delivery, which could lead to a lack of a five year land supply. This would put the council at risk of planning applications being considered at appeal. |
| Least impact on existing residents | Flaxby location most commonly identified |

Summary of Consultation Responses 6

| Table 6.2 Comments in response to Option 5 | |
|---|---------------------------------------|
| In support of Option 5 | In opposition to Option 5 |
| Approach would relieve pressure on existing areas which cannot accommodate large numbers of new houses without serious consequences | Increase in traffic congestion on A59 |

Table 6.2 Comments in response to Option 5

- 6.42** The CPRE (Harrogate District) thought that the idea of a new settlement would ease the burden on the main centres and accommodate the future needs of the district in the plan period and beyond. The option would reduce further harm to the main centres and their landscape settings. They agreed with the areas of search and welcomed the route along the railway line as a priority choice, with development happening where people could walk or cycle to the train stations.
- 6.43** Pannal Village Society commented that a new settlement could be properly planned so that all of the community's facilities can be accessed properly, with access to a rail station and good proximity and access to the A1(M). They made reference to Flaxby as a potential location, due to proximity to the possible allocation of employment land at Flaxby, giving some residents the opportunity to work locally.
- 6.44** Yorkshire Wildlife Trust commented that the option was likely to act as a major source of new private car journeys.
- 6.45** Harrogate Civic Society thought Option 5 alone would not be appropriate as it would take many years to be fully sustainable.
- 6.46** In representations made on behalf of promoters of sites in other locations comment was made that the option was unlikely to deliver any meaningful housing numbers for a number of years and, therefore, should perhaps be a consideration for the later part of the Local Plan period. The relatively limited housing numbers proposed was unlikely to create a self-sustaining settlement in any real sense and there was also a question of viability and deliverability given the amount of infrastructure that might need to be provided up front to support and establish a new community outside of the existing settlement hierarchy.
- 6.47** The promoter of a potential employment site at Flaxby commented that having regard for the likely scale of growth required, the option of a new settlement in the east of the district had many positive credentials, particularly if the location was focused around the key public transport corridor of the A59/A1(M) and the railway line. The benefit of the Flaxby location was that Flaxby Green Park employment site could be delivered in the short term, providing an employment base and the land for the delivery of the new station. New housing could then be delivered through a new settlement with the critical mass to deliver and support the use of the station, together with the infrastructure required to support a new community in a sustainable manner.
- 6.48** The full assessment of consultation responses to the Issues and Options consultation, including all the growth options, can be found in the Harrogate District Local Plan Issues and Options Consultation Statement.⁽⁴²⁾

Draft Local Plan Stage

- 6.49** There was support for the principle of a new settlement as part of the growth strategy, although several respondents expressed the view that a new settlement should not be relied on to deliver housing in the early/mid part of the plan period. As such, they felt there greater priority should be given to the allocation of sites in the existing settlements in the hierarchy,

6 Summary of Consultation Responses

particularly the main urban areas as the most sustainable settlements. One respondent, however, considered the approach had not been fully justified and as such was unsound as reasonable alternatives, including a review of the Green Belt, had not been considered.

Site promoters

- 6.50** The draft Local Plan identified two potential locations for a new settlement: Flaxby (site FX3) and Green Hammerton (site GH11), although the draft Local Plan made clear that only one location would be included in the Publication Local Plan. In response to the draft Local Plan consultation locations at Dishforth Airfield (site DF7), Maltkiln village (site CA5), land at Deighton Grange (site OC5) and land west of A61, Ripon Road (site OC11) were promoted to the council as alternatives and/or in addition to the options being consulted on.
- 6.51** The promoter of site OC5 argues that neither option consulted upon would be capable of delivering a minimum critical mass for truly self-sustaining settlement or achieve sustainable development. These are remote locations not well related to existing network of surrounding towns or villages without adequate or sustainable links, issues around deliverability due to significant highway improvements required and land ownership issues. They believe that site OC5 could deliver 1,500 dwellings and employment land with the benefit of close proximity and easy access to Wetherby, so ideally placed to rely on existing infrastructure and without the need for costly mitigation works. Delivery not constrained as promoted by single, willing landowner.
- 6.52** The promoter of site CA5 feels that the area clearly has capacity to absorb such growth given it is the least constrained area of the district in terms of Green Belt, landscape, heritage and ecology. As such it is seriously doubtful that any other area will be able to absorb a new settlement without significant environmental impacts. The location at Maltkiln Village presents a unique opportunity to steer a large strategic development/ new settlement around existing key transport hubs, such as Cattal station and the A59 / A1(M) corridors.
- 6.53** The promoter of site FX3 argues that unlike site GH11 there are no show stopper constraints identified for FX3; impacts can be overcome with mitigation. Land required is fully assembled and there are no major infrastructure costs or significant impacts on existing communities. In the council's own Sustainability Appraisal demonstrably performs better than site GH11.
- 6.54** The promoter of site GH11 strongly supports the selection of this location for new/expanded settlement, noting that it is preferable to the Flaxby option because it lies within a strategically sustainable A1/A59 transport corridor and represents the best opportunity to deliver a truly sustainable, community-led and characterful expanded settlement. Key to the sustainability of the new settlement will be the opportunity to link into the thriving community at Green Hammerton and to take advantage of the excellent existing public transport links provided by the Hammerton and Cattal railway stations and the existing bus services along the A59.
- 6.55** The promoter of site DF7 notes that Dishforth Airfield is previously developed, brownfield land. In the order of 60-80ha of the site could be used as net residential area, delivering some 2,400 dwellings. The level of employment land indicated in the SHELAA is untested and may not be viable or desirable in that location.
- 6.56** No supporting commentary was provided by the promoter of site OC11 at the Draft Local Plan stage.

Neighbouring local authorities/Duty to Co-operate partners

- 6.57** North Yorkshire County Council notes that both options are on greenfield land within open countryside and development of either site would result in a significant change of local landscape character, and contribute to incremental urbanisation of the countryside. Both

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sites involve Grade 2 agricultural land and within an area of minerals safeguarding. Site GH11 appears preferable from the landscape perspective as it is further from the historic designed landscape of Allerton Park. For site FX3, extent of development (in conjunction with FX4) close to J47 would create a perception of urbanisation when viewed from major roads, and there could be adverse cumulative effects with the Allerton Waste Recovery Park and Landfill site to the north.

- 6.58** They also suggest that the Plan should identify the significant transformational opportunity Dishforth airfield could provide in long term i.e. investigate and commence site master planning to establish scope for future growth and pave way for future review.
- 6.59** Hambleton District Council consider that neither the proposed growth strategy or location of either of the new settlement proposals raises any significant cross boundary issues. However, with the announcement of the disposal of Dishforth Airfield it is essential that both Councils work closely together to develop opportunities for the re-development of this site during the course of Plan period.
- 6.60** No other neighbouring authorities commented on this issue.

Statutory bodies

- 6.61** Historic England object to both of the options for the location of a new settlement in the Draft Local Plan. For site FX3 they note that there are numerous designated heritage assets which could be affected by the development of this new settlement. These include: Coneythorpe Conservation Area, Goldsborough Conservation Area, the Grade II Registered Historic Park and Garden at Allerton Park, numerous Listed Buildings within the Registered Park including the Mansion (Grade I), The Temple of Victory (Grade II*), Chapel of St Mary (Grade II*), West Lodge and Gate Piers directly opposite this site (Grade II).
- 6.62** They recommend that further work is undertaken to assess the potential impact upon the historic environment before an allocation is confirmed. Without a more robust evaluation of the likely impact of this scale of development upon the historic environment it is not possible to ascertain whether or not mitigation would reduce any harm to a level consistent with the requirements in national policy guidance. It is also noted that there is a high probability of archaeological remains in the area some of which might, potentially, be of national importance.
- 6.63** For site GH11 again they note that there are numerous designated heritage assets which could be affected by the development of this new settlement. These include: Green Hammerton Conservation Area, Kirk Hammerton Conservation Area, Whixley Conservation Area, Providence House adjoining the western edge of this site and listed buildings associated with the Grade II* Old Thornville 1.2km to the south of this area.
- 6.64** They recommend that before the area is confirmed as an allocation there is a need to identify whether identified harm to these assets is capable of being adequately mitigated to a point which would reduce any harm to level consistent with requirements in national policy guidance. It is also noted that there is a high probability of archaeological remains in the area some of which might, potentially, be of national importance.
- 6.65** In respect of site GH11, Network Rail note that an increased demand for travel by train would almost certainly be such that major improvements to Cattal and Hammerton stations would be needed. There is a need to understand what additional capacity may be needed, effect on level crossings and cost of upgrading station facilities and level crossing in the vicinity of each new settlement. Closure and bridging of crossings would be the safest and preferred option to achieve level crossings up-grades. Planning briefs should consider the juxtaposition between the railway and new residential development.

6 Summary of Consultation Responses

Local Parish Councils

- 6.66** Kirk Hammerton Parish Council is not convinced that a new settlement is needed if all settlements were willing to bear a proportionate share of the demand for new housing. However, of the two options, site FX3 is considered to be the more suitable option because site GH11 involves loss of a major employer; road improvements already carried out and greater traffic mitigation measures possible with site FX3; site GH11 greater visual impact; greater area of agricultural land lost; existing infrastructure constrained; multiple land ownerships. In respect of site GH11 they object for the following reasons: no or poor access to shops and services, infrastructure inadequate; negative impact on local roads, particularly increased congestion on A59; impact on local community/A59 would cut through development hampering sense of community; too much emphasis put on rail stations at Cattal and Hammerton, no room for further development; loss of major employer; risk of flooding; impact on heritage assets; impact on wildlife; impact on landscape; site is too big; large amount of development permitted already; outside development limit and no local need for additional housing.
- 6.67** Whixley Parish Council and Tockwith with Wilstop both support FX3, with Whixley Parish Council noting that it has greater potential to contribute to the achievement of the objectives and draft policies of the Plan than GH11
- 6.68** Knaresborough Parish Council support idea of new settlement but not site FX3. Site FX3 would have restricted future growth due to proximity of A1(M) and A59 and would grow to coalesce with Knaresborough. Would have detrimental effect on Knaresborough without bringing any benefits: services would be over utilised and traffic problems made worse. As outside parish, would be no financial benefits to enable improvements. Instead they support site GH11.
- 6.69** Green Hammerton Parish Council support site FX3 because it can take advantage of green energy from incinerator and the availability of local employment or ability to develop new employment opportunities. In respect of site GH11 they object for the following reasons: impact on local community/A59 would cut through development hampering sense of community; loss of agricultural land; multiple land ownerships; impact on heritage assets; and impact on landscape.
- 6.70** Arkendale, Conrythorpe and Clareton Parish Council object to site FX3 because of Impact on local wildlife; negative impact on local roads, particularly increased congestion on A59; impact on landscape; negative impact on local community; impact on heritage assets; and site would be subject to noise and air pollution
- 6.71** Goldsborough and Flaxby Grouped Parish Council objected to site FX3 for similar reasons: impact on local wildlife; negative impact on local roads, particularly increased congestion on A59; no or poor access to shops and services, local infrastructure cannot cope; impact on landscape; negative impact on local community; impact on heritage assets; site is too big; no local need for additional housing and no or poor local transport.
- 6.72** Little Ouseburn Parish Council object to both site FX3 and site GH11 because of the negative impact on local roads, particularly increased congestion on A59
- 6.73** Spofforth with Stockeld Parish Council support site site GH11 because of minimal impact on roads/traffic.

Local community

- 6.74** Comments made by the local community in relation to site FX3 are summarised in the table below:

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| Table 6.3 Comments in response to Site FX3 | |
|--|---|
| In support of FX3 | In opposition to FX3 |
| Would not disrupt existing village | Mineral safeguarding area |
| Better access to strategic road network | Increased pollution |
| Support existing or provision of new facilities. | Loss of agricultural land |
| Potential for park and ride rail station | Contaminated land/landfill |
| Good access to public transport | Negative impact on local community |
| Road infrastructure in place | Impact on heritage assets, landscape and local wildlife |
| Land is available for development/fewer landowners | Site being close to Knaresborough would create urban sprawl |
| Proximity to services and facilities in Knaresborough | Site would be subject to noise and air pollution |
| Can take advantage of green energy from incinerator | Would have impact on nearby villages and towns over prolonged period |
| Availability of local employment or ability to develop new | No or poor access to shops and services, local infrastructure cannot cope |
| Poorer quality agricultural land | Site is too big |
| Brownfield site | No or poor local transport |
| Minimal impact on landscape, heritage assets and wildlife | Negative impact on local roads, particularly increased congestion on A59 |
| Not in the Green Belt | Site in Green Belt |
| Meet housing requirement | No local need for additional housing |
| No flood risk | Risk of flooding |
| | Outside development limit |
| | Amount of development already permitted |

Table 6.3 Comments in response to Site FX3

6.75 Comments made by the local community in relation to site GH11 are summarised in the table below:

| Table 6.4 Comments in response to Site GH11 | |
|--|---|
| In support of GH11 | In opposition to GH11 |
| Minimal impact on roads/traffic | No or poor access to shops and services, infrastructure inadequate |
| Support existing or provision of new facilities. | Negative impact on local roads, particularly increased congestion on A59 |
| Good access to public transport | Loss of agricultural land |
| Access to strategic road network | Loss of major employer |
| Availability of local employment or ability to develop new | Impact on local community/A59 would cut through development hampering sense of community |
| Minimal impact on landscape, heritage assets and wildlife | Too much emphasis put on rail stations at Cattal and Hammerton, no room for further development |
| Not in the Green Belt | Within Green Belt |

6 Summary of Consultation Responses

Table 6.4 Comments in response to Site GH11

| In support of GH11 | In opposition to GH11 |
|-----------------------------------|---|
| Meet housing requirement | Visual impact of development |
| No flood risk | Risk of flooding |
| Meet local housing need | No local need for additional housing |
| Within/adjacent development limit | Outside development limit |
| | Multiple land ownerships |
| | Impact on heritage assets, landscape and wildlife |
| | Site is too big |
| | Large amount of development permitted already |

Table 6.4 Comments in response to Site GH11

- 6.76** The full assessment of consultation responses to the Draft Local Plan consultation can be found in the Harrogate District Local Plan Draft Local Plan Consultation Statement.

Additional Sites Consultation Stage

- 6.77** A number of respondents suggested that there was no need for such large scale growth in a single location but rather the housing requirement should be spread more widely across the district as there was scope for houses to be built within existing settlements.
- 6.78** Conversely, a number of respondents supported the concept of a new settlement because it took pressure off developing in other settlements. Some respondents went further and suggested that more than one new settlement should be taken forward, although there were mixed views as to which locations would be the most appropriate combination. One respondent (promoting a specific location) suggested that consideration should have been given to the potential for smaller new garden villages that would be more capable of delivering the required housing more quickly.
- 6.79** Whilst a number of respondents expressed the view that a location in proximity to both the A59/A1(M) and rail line was the most appropriate, several respondents highlighted that investment would be required to upgrade/improve road (A59) and rail infrastructure whilst others raised concerns regarding the availability of infrastructure generally to support the scale of development proposed.

Site promoters

- 6.80** The Additional Sites consultation identified Green Hammerton as the Council's preferred location for a new settlement. In response this consultation locations at land at Flaxby (site FX3), Maltkiln village (site CA5), land at Deighton Grange (site OC5) and land west of A61, Ripon Road (site OC11) were promoted further to the council as alternatives and/or in addition to the options being consulted on.
- 6.81** The promoter of site CA5 support the requirement for a new settlement as being most appropriate solution to meet identified assessed housing need and location along major transport corridor such as A59/A1(M) as being most sustainable. They argue that site CA5 has minimal impact on local communities and is deliverable. Whilst they do not consider that the New Settlement Report has evaluated all of the infrastructure needs and requirements they agree with the conclusion that there are a number of key constraints which would prevent delivery of a new settlement at Flaxby (site FX3).

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- 6.82** The promoter of site OC5 believes that rather than identifying additional sites around existing settlements and expanding the scale of the Green Hammerton new settlement, the most sustainable approach to meeting the increased housing figure is to allocate an additional new settlement, with site OC5 being the most sustainable and best placed option to do so. They argue that there is no evidence within the Additional Sites Sustainability Appraisal to demonstrate that site OC5 has been reassessed, with the assessment in the New Settlement Report undertaken in context of the existing growth strategy. They conclude that site OC5 is well located to strategic transport infrastructure and has good access to public transport, therefore having minimal impact on local roads and traffic. Relationship to Wetherby means the site will be sustainable from outset, benefiting from wider range of facilities and services in the town, with existing infrastructure in Wetherby capable of upgrading if necessary through legal obligations. The site is deliverable. They feel that site FX3 is unsuitable to accommodate such a quantity of development in one location.
- 6.83** The promoter of site FX3 argues that the New Settlement Report cannot be relied upon as a basis for sound and robust plan making or decision taking. It includes no reference to how consultation has informed the decision; viability of options; fails to recognise land available at Flaxby for future expansion. Nor does it reflect detailed evidence work undertaken for the site. The comparative assessment does not allow for clear differences between sites to be properly reflected or weighted. The promoter provides their own comparative assessment that indicates site FX3 as easily the most appropriate option for new settlement. By the same token they feel that site CA5 is unsuitable as it has no or poor access to shops and services and local infrastructure cannot cope. It would have a negative impact on the local wildlife, biodiversity and historic environment and result in loss of agricultural land.
- 6.84** The promoter of site GH11 disagree with the comparative assessment in the New Settlement Report that sites GH11, CA5 and FX3 share similar constraints in terms of landscape, ecological and heritage impacts and utilities. They go on to argue that in respect of site FX3 it has no or poor access to public transport, shops and services. Negative impact on the historic environment with noise, air pollution and land contamination affecting the site. There is limited potential for expansion together with delivery issues. In respect of site CA5 development would have a negative impact on local roads/traffic with poor access to public transport, shops and services together with delivery issues. Site OC5 does not lie within east west transport corridor with no or poor access to public transport. The site is at risk of flooding with negative impact on the local wildlife and air pollution. Employment provision at this location will jeopardise employment delivery in more appropriate locations
- 6.85** The promoter of site OC11 welcomes the council's acknowledgement of the important contribution that new settlements can make to the delivery of sustainable development but this contribution must be balanced with providing sufficient smaller, complementing sites that can come forward more quickly and make an immediate contribution to housing supply. In this regard the New Settlement Report should have also investigated the potential for smaller new garden villages that would be capable of delivering required housing more quickly to assist council in meeting its full need for market and affordable housing in the shorter term. In this regard site OC11 is ideally placed within a highly sustainable location between Harrogate, Knaresborough and Ripon, immediately to the west of the A61 public transport corridor, capable of delivering in the region of 1,000 new homes within 7/8 years of the commencement of development, alongside supporting community and employment opportunities.

Neighbouring local authorities/Duty to Co-operate partners

- 6.86** City of York Council note in respect of site GH11 that they are also seeking capacity improvements and enhancements to improve rail connectivity. Allocation within reasonably close proximity to at least one rail station could strengthen the case for putting measures in place for reducing journey times and increasing service frequency.

6 Summary of Consultation Responses

- 6.87** North Yorkshire County Council notes that site GH11 is within an area identified for safeguarding of a mineral resource. If the site is allocated, NYCC should be consulted on any future planning application associated with development as it is not considered to meet exemption criteria. In taking the site forward a comprehensive approach should be taken to addressing operational needs of A1(M) J47 as forms pivotal part of east-west connectivity for local and strategic movement. In bringing forward development consideration should also be given to: safeguarding road space along A59 corridor to ensure adequate capacity; preparation of a masterplan as SPD to guide development of new settlement; water bodies should be assessed for potential to support Great Crested Newts.
- 6.88** No other neighbouring authorities commented on this issue.

Statutory bodies

- 6.89** Historic England feel that the rejected site options of CA5 and OC5 would have resulted in considerably less harm to the historic environment. They suggest that it would have been helpful for a more robust evaluation of the impact of all new settlement option locations might have on historic environment. Currently they do not concur that it has been adequately demonstrated what harm development of any four of the proposed areas might cause historic environment or whether harm capable of mitigation.
- 6.90** Network Rail support the approach of prioritising growth around public transport corridors but there is a need for consideration to be given to works required to allow Cattal and Hammerton Stations to accommodate level of additional passengers likely to be generated by the development and effect on level crossings. To this end they re-iterate the same comments that that they made at Draft Local Plan stage.

Local Parish Councils

- 6.91** Kirk Hammerton Parish Council supports site FX3 because it is a brownfield/redundant site where impact on local roads/traffic can be mitigated. Infrastructure is already in place and it is in proximity to employment sites/opportunities. There would be minimal impact on local wildlife and biodiversity as well as existing communities. They object to site GH11 because: the site is too big; a large amount of development has already been granted in the area; the site is outside the current development limit; no local need for additional housing; local infrastructure cannot cope; negative impact on local roads/traffic; no or poor access to public transport, shops and services; negative impact on the landscape, historic environment, biodiversity and local community; loss of local employment.
- 6.92** Green Hammerton Parish Council supports site FX3 because it is a brownfield/redundant site which is in proximity to employment sites/opportunities. The site is deliverable as it is in single ownership. They object to site GH11 because: local infrastructure cannot cope; no or poor access to public transport; negative impact on the landscape, historic environment and biodiversity; loss of agricultural land/greenfield site; and site would not be deliverable (land ownership, cost of providing infrastructure, headroom wrong). They also object to site CA5 for the following reasons: local infrastructure cannot cope; negative impact historic environment, biodiversity and the local community; local schools are full; loss of agricultural land; delivery issues.
- 6.93** Cattal, Hunsingore and Walshford Parish Council supports site FX3 because it is a brownfield/redundant site with minimal impact on local roads/traffic and good access to public transport. It is in proximity to both employment sites/opportunities and Harrogate and Knaresborough. They do, however, object to sites CA5 and GH11.

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- 6.94** Whixley Parish Council supports site FX3 because of minimal impact on local roads/traffic with good access to public transport. Any impact on local roads/traffic can be mitigated. It is in proximity to both employment sites/opportunities and Harrogate and Knaresborough. In addition utilities present. They object to site GH11 as local infrastructure cannot cope and there will be a negative impact on the local community.
- 6.95** Great Ouseburn Parish Council supports site FX3 because it has good access to public transport. They object to GH11 because: local infrastructure cannot cope; negative impact on local roads/traffic; loss of agricultural land/greenfield site; and no employment land provision.
- 6.96** Goldsborough and Flaxby Grouped Parish Council objects to site FX3 because: negative impact on local roads/traffic; no or poor access to public transport, shops and services; negative impact on the landscape, historic environment and local community; noise, air pollution and land contamination; no/limited potential for expansion; delivery issues; and impact/separate from Knaresborough, ribbon of urban development from Knaresborough along A59. They do, however support site GH11 because of the good access to public transport and minimal impact on local roads/traffic. Development would help support local shops/services. The site is deliverable with opportunity for future expansion.
- 6.97** Knaresborough Town Council supports site GH11.
- 6.98** Little Ouseburn Parish Council objects to site GH11 because the site is too big with negative impact on local roads/traffic and increased noise and air pollution. It would result in the loss of agricultural land/greenfield site. There would also be negative impacts on the landscape, historic environment and biodiversity. It would result in an amalgamation of villages contrary to national planning policy and/or Government guidance on Garden Villages.
- 6.99** Tockwith Parish Council objects to site GH11 because: the site is too big; the site is outside the current development limit; local infrastructure cannot cope; negative impact on local roads/traffic; no or poor access to public transport, shops and services; negative impact on the local community
- 6.100** Nun Monkton Parish Council objects to site GH11 because local infrastructure cannot cope, with local schools full. There would be a negative impact on local roads/traffic, landscape, historic environment and biodiversity as well as the local community. There would also be a risk of flooding.
- 6.101** Moor Monkton Parish Council objects to site GH11 because of the negative impact on local roads/traffic and risk of flooding.

Local community

- 6.102** The main reasons for opposing site GH11 were:
- Impact on local communities: residents had chosen to live in a village not a town;
 - Existing services and facilities are already under pressure and could not be expected to serve initial phases of development;
 - Loss of agricultural land;
 - Amalgamation of two villages would be contrary to national planning policy;
 - The proposal did not meet the criteria for a new settlement set out in the Government's Garden City Prospectus;
 - The availability of public transport, particularly rail services, was overstated: the current service is limited, facilities at both rail stations are poor and there is uncertainty as to any future service improvements;
 - Loss of existing local employer;

6 Summary of Consultation Responses

- No employment proposed resulting in more commuting;
- Lack of utilities serving site, with particular mention being made of a gas supply;
- Viability and deliverability of proposed A59 re-alignment and whether this would, in fact, ever happen;
- Development would not be deliverable due to the cost of providing infrastructure and the uncertainty of delivery due to not all of the land being in the control of the development promoter;
- Detrimental impact on the landscape, heritage assets etc.; and
- Location of development would be more beneficial to the York economy rather than that of Harrogate.

6.103 Those who supported site GH11 did so because:

- Impacts on road network can be mitigated;
- Benefits from two operational rail stations;
- Integration with existing communities;
- Availability of local services; and
- Opportunity for future expansion.

6.104 The main reasons for opposing site FX3 were:

- Would add to congestion on the A59 between the A1(M) and Harrogate;
- There was no certainty that re-opening of the rail station would ever happen, therefore, residents would largely be dependant on cars;
- Proximity to sources of noise and air pollution;
- Lack of nearby services and facilities to serve early phases of development;
- Negative impact on heritage assets;
- Impact on local community;
- No or limited potential for future expansion;
- Infrastructure would still require upgrading;
- Issues arising from previous infilling/re-profiling of the site; and
- The impact on Knaresborough and the creating a ribbon of development from Knaresborough along the A59.

6.105 Those who supported site FX3 did so because:

- Was a redundant, largely brownfield site;
- There would be minimal impacts on the local road network due to proximity of the site to the A1(M) junction;
- Roundabout access to the site was already provided;
- The promoter was committed to re-opening the former Goldsborough station;
- The permitted business park (to the south of the A59) would provide local job opportunities as would proximity to Harrogate and Knaresborough;
- The site benefited from an existing gas supply and could benefit from heat/energy from the waste incinerator;
- All required services/facilities to serve a new settlement could be provided from the outset;
- The setting of heritage assets had already been affected by development i.e. the incinerator;
- Impact on local communities would not be so great (as at Green Hammerton) due to the smaller number of people affected; and
- It would be more deliverable due to lower infrastructure costs and single land ownership.

6.106 The main reasons for opposing site CA5 were:

Summary of Consultation Responses 6

- Local infrastructure cannot cope;
- Negative impact on local roads/traffic;
- No or poor access to public transport;
- Negative impact on local community;
- Negative impact on environment (heritage, wildlife, air, noise quality); and
- Would not be deliverable.

6.107 Those who supported site CA5 did so because:

- There was good access to public transport; and
- Development would help support local shops/services

6.108 The main reason for opposing site OC5 was that it would be of benefit to Leeds rather than Harrogate.

7 Consideration of Alternatives

7 Consideration of Alternatives

7.1 This section of the report presents a summary for each alternative site.

Land at Cattal (Sites CA4/CA5)

- 7.2** Whilst villages in the vicinity of the site are served by utilities (electricity, water and waste water) these do not have the capacity to serve the scale of development that could be delivered on this site and significant reinforcement of these utility networks will be required. There is currently no gas supply in the area. If provision is to be made, this would require the installation of new infrastructure with practical and logistical issues to be overcome. Whilst these are not insurmountable, there would be major costs and long lead in times in providing this connection.
- 7.3** On the basis of the viability assessment undertaken by the Infrastructure Capacity Study, the site is located in an area where there would be sufficient headroom generated to meet critical infrastructure costs. The promoter of the site has indicated that they consider development of the site to be viable.
- 7.4** In terms of highway impacts, whilst sites CA4/CA5 have not been explicitly modelled the proximity to site GH11 means that the impacts will be broadly similar. The main impact in the AM peak is a significant increase in traffic flow to the east of Junction 47 on the A1(M). Westbound movements on the A59 from the Station Road junction to the A1(M) and southbound on Station Road/Cattal Street/Roman Road/Ox Moor Lane also experiences increased flows. Given the closer proximity of sites CA4/CA5 to these roads the impact, if anything, is likely to be greater. There is evidence to show that in order to avoid delays at J47 traffic is diverting via Junction 46 and Tockwith Lane. Again, given the closer proximity of sites CA4/CA5 to Tockwith Lane this is likely to be magnified further. Similar impacts of increased flows/divergence to avoid junction 47 capacity issues are also noted in the PM peak. Impacts are also identified on key junctions along the southern Harrogate bypass and in particular the A59 / A658 and A658 / B6164 Wetherby Road junctions.
- 7.5** Indications at this stage suggest that on full build out of a new settlement the A59 between the A1(M) and the new settlement will be on the verge of requiring dualling. Using assumed build out rates there is not anticipated to be a requirement to undertake A59 dualling within this plan period though further investigations are underway in order to fully establish this.
- 7.6** The location of the site in the Leeds - Harrogate - York rail corridor would almost certainly lead to an increased demand for travel by public transport, which would require upgrading of existing station facilities. The additional traffic generated by development would also impact on the operation and effectiveness of level crossings in the vicinity of the site. Further investigation as to the optimum approach to upgrading level crossings would be required but may require the closure and/or bridging of crossing(s).
- 7.7** The site would not result in the loss of any habitat of international significance, although there may be impacts (from recreational pressure) on the Aubert Ings SSSI to the south of the site. However, this could be mitigated by ensuring the significant green infrastructure provision throughout the development. There is a high risk of flooding on parts of the site. However, this risk is manageable as the site is of sufficient size to enable the development to be designed to avoid these areas, which could offer the potential for wetland habitat creation. The site has the potential to support protected species, which will require a detailed ecological survey at the detailed design stage of any development.
- 7.8** There are a number of designated and non-designated heritage assets within or in proximity of the site. Development has the potential to result in harm to the historic environment: an issue that was raised by Historic England although they commented (in their response to

Consideration of Alternatives 7

the Additional Sites consultation) that, in their view, site CA5 would have resulted in considerably less harm to the historic environment. The potential impacts of development will require further evaluation through a heritage assessment. The site lies within an open agricultural landscape, which is susceptible to change as a result of built development and parts of the site are more likely to be visible in the landscape if built on due to the rising nature of the land.

- 7.9** Development centred on Cattal has been the subject of representations by the site promoter from the Local Plan Issues and Options stage onwards (firstly as site CA4 and then latterly site CA5). Consultation responses (including from two local Parish Councils) raised concerns about the suitability of the site on a number of grounds of including: existing infrastructure capacity, impact on road network, environmental impacts, loss of agricultural land, lack of local employment, impact on local community and deliverability. There was some support for the site on the grounds of access to public transport and development could help support existing local services and facilities. City of York Council were supportive of development where there was access to public transport and the benefits this could bring to strengthening the case for improvements to the Leeds - Harrogate - York rail line.
- 7.10** The location of the site, within the public transport corridor to the east of Knaresborough, is consistent with the Local Plan growth strategy.

Dishforth Airfield (DF7)

- 7.11** Site specific utilities information is not available for site DF7. However, whilst Dishforth and the MoD base are served by utilities it is expected that these would not have the capacity to serve the scale of development that could be delivered on this site and significant reinforcement of these utility networks will be required.
- 7.12** In terms of highway impacts (the site has not been assessed as part of the traffic modelling work), no specific issues have been raised by the highway authority (NYCC) in their comments on potential development sites. Development of the site would, however, require the preparation of a Transport Assessment to understand the impacts on both the strategic (including Junction 49 of the A1(M)) and local road networks and any mitigation measures that may be required.
- 7.13** The site would not result in the loss of any habitat of international or national significance. However, the site, which is a large area of neutral grassland, represents a rare resource in an otherwise large scale arable agricultural landscape and ecological and botanical surveys of the site would be required. There may be a risk from surface water flooding. Although this would not prevent development a site specific Flood Risk Assessment would be required.
- 7.14** There are no designated or non-designated heritage assets within or in proximity of the site which could be affected by development. Notwithstanding the presence of existing detractors in the landscape (A1(M) and MoD buildings), any further large scale development would affect landscape character with built development being visually intrusive due to the general openness of the landscape.
- 7.15** Development at Dishforth has been the subject of representations on behalf of the landowner since the end of 2015, although not to the same level of detail as the alternative sites being promoted. There has been support (from NYCC and Hambleton District Council) for the development opportunity disposal of the Airfield could provide in the long term.
- 7.16** The location of the site, outside of any key public transport corridor (it is 5km north of Boroughbridge and the Harrogate to Boroughbridge strategic bus route), would not be consistent with the Local Plan growth strategy. Additionally, as the site is not expected to be disposed of until 2031, it would not contribute a significant number of dwellings, if any,

7 Consideration of Alternatives

to the housing land supply during the current plan period. The emerging Local Plan makes reference to the development potential of Dishforth Airfield being evaluated as part of any future Local Plan review.

Land at Flaxby (Site FX3)

- 7.17** Whilst villages in the vicinity of the site are served by utilities (electricity, gas, water and waste water) these do not have the capacity to serve the scale of development that could be delivered on this site and significant reinforcement of these utility networks will be required.
- 7.18** On the basis of the viability assessment undertaken by the Infrastructure Capacity Study, the site is located in an area where there would be sufficient headroom generated to meet critical infrastructure costs, although lower than other scenarios tested. The site promoter has indicated that they consider development of the site to be viable.
- 7.19** In terms of highway impacts, the main impact from the traffic modelling is the traffic flow at the A59 Flaxby roundabout to the west of the A1(M). In both the AM and PM peak there is a significant increase in flows at this junction, as a consequence of the development being located directly to the north of the junction, with corresponding increased delays at Junction 47 of the A1(M).
- 7.20** The site would not result in the loss of any habitat of international or national significance. There is a high risk of flooding on parts of the site. However, this risk is manageable as the site is of sufficient size to enable the development to be designed to avoid these areas. Parts of the site are of ecological and biodiversity value and have the potential to support protected species, and detailed ecological surveys at the detailed design stage of any development would be required.
- 7.21** There are a number of designated and non-designated heritage assets in proximity of the site, including those associated with the Allerton Park Registered Park and Garden (RPG). Development has the potential to result in harm to the historic environment: an issue that was raised by Historic England in responding to both the Draft Local Plan and Additional Sites consultations. The potential impacts of development will require further evaluation through a heritage assessment. The site lies within a landscape that is considered to have a high susceptibility to change due the proximity of Allerton Park RPG, although this is reduced to some extent by the intervening A1(M). Development would, nevertheless, result in a significant extension of built form into the open countryside.
- 7.22** Development at Flaxby has been the subject of representations by site promoters from the Local Plan Issues and Options stage onwards. Consultation responses (including from local parish and town councils) raised concerns about the suitability of the site on a number of grounds including: urbanisation along the A59, impact on Knaresborough, existing infrastructure capacity, impact on road network, environmental impacts, impact on local community and deliverability. There was support for the site (including from local parish and town councils) on a number of grounds including: use of primarily brownfield site, proximity to local employment opportunities, access to strategic road network, deliverability and opportunity to provide park and ride rail station.
- 7.23** The location of the site, within the public transport corridor to the east of Knaresborough, is consistent with the Local Plan growth strategy.

Land at Green Hammerton (Site GH11)

- 7.24** Whilst villages in the vicinity of the site are served by utilities (electricity, water and waste water) these do not have the capacity to serve the scale of development that could be delivered on this site and significant reinforcement of these utility networks will be required.

Consideration of Alternatives 7

There is currently no gas supply in the area. If provision is to be made, this would require the installation of new infrastructure with practical and logistical issues to be overcome. Whilst these are not insurmountable, there would be major costs and long lead in times in providing this connection.

- 7.25** On the basis of the viability assessment undertaken by the Infrastructure Capacity Study, the site is located in an area where there would be sufficient headroom generated to meet critical infrastructure costs.
- 7.26** In terms of highway impacts, the main impact in the AM peak is a significant increase in traffic flow to the east of Junction 47 on the A1(M). Westbound movements on the A59 from the Station Road junction to the A1(M) and southbound on Station Road/Cattal Street/Roman Road/Ox Moor Lane also experiences increased flows. There is evidence to show that in order to avoid delays at J47 traffic is diverting via Junction 46 and Tockwith Lane. Similar impacts of increased flows/divergence to avoid junction 47 capacity issues are also noted in the PM peak. Impacts are also identified on key junctions along the southern Harrogate bypass and in particular the A59 / A658 and A658 / B6164 Wetherby Road junctions.
- 7.27** The location of the site in the Leeds - Harrogate - York rail corridor would almost certainly lead to an increased demand for travel by public transport, which would require upgrading of existing station facilities. The additional traffic generated by development would also impact on the operation and effectiveness of level crossings in the vicinity of the site. Further investigation as to the optimum approach to upgrading level crossings would be required but may require the closure and/or bridging of crossing(s).
- 7.28** There are a number of designated and non-designated heritage assets within or in proximity of the site. Development has the potential to result in harm to the historic environment: an issue that was raised by Historic England in responding to both the Draft Plan and Additional Sites consultations. The potential impacts of development will require further evaluation through a heritage assessment. The scale of development proposed would have considerable effects on the open rural landscape, within the site there are areas of high ground that are highly visible from the wider countryside.
- 7.29** The site would not result in the loss of any habitat of international significance, although there may be impacts (from recreational pressure) on the Aubert Ings SSSI to the south of the site. However, this could be mitigated by ensuring the significant green infrastructure provision throughout the development.
- 7.30** Land in the vicinity of Green Hammerton has been the subject of representations by the site promoter from the Local Plan Issues and Options stage onwards, with two options presented to the council (sites GH11 and GH12). Consultation responses (including from local parish councils) raised concerns about the suitability of the site on a number of grounds including: existing infrastructure capacity, impact on road network, environmental impacts, loss of agricultural land, lack of local employment, impact on local community and deliverability. There was some support for the site on the grounds of access to public transport and development could help support existing local services and facilities.
- 7.31** The location of the site, within the public transport corridor to the east of Knaresborough, is consistent with the Local Plan growth strategy.

7 Consideration of Alternatives

Land at Deighton Grange (Site OC5)

- 7.32** Whilst settlements in the vicinity of the site are served by utilities (electricity, water and waste water) these do not have the capacity to serve the scale of development that could be delivered on this site and reinforcement of these utility networks will be required. There is currently no gas supply in the area. If provision is to be made, this would require the installation of new infrastructure with practical and logistical issues to be overcome.
- 7.33** In terms of highway impacts, this site has not been assessed as part of the traffic modelling work, however a desk top check of junction 46 of the A1(M) indicates no existing issues, however should further work demonstrate that capacity is an issue, signalling of the junction could be a solution. Further work is required to understand the impact of the development on the A658/ B6164 junction towards Harrogate, a junction that the traffic modelling work has indicated as coming under pressure from local plan growth.
- 7.34** The promoter concludes that the proposed development has been shown to be viable and deliverable. No detailed viability information has been provided to the council.
- 7.35** The site lies within 1km of Kirk Deighton Special Area of Conservation (SAC); the Habitats Regulation Assessment noted at the Issues and Options stage that if the village were to be significantly expanded to form a new town it could have a significant impact on the SAC in regards to habitat nibbling, urban edge disturbance and changes in pollution levels. Although the site is predominantly arable it includes a number of potentially important habitats (woodland, trees, hedgerows, stream) which should be protected, buffered, inter-connected and enhanced as part of any development. There is a high risk of flooding on parts of the site. However, this risk is manageable as the site is of sufficient size to enable the development to be designed to avoid these areas.
- 7.36** There are a number of designated and non-designated heritage assets within or in proximity of the site. Development has the potential to result in harm to the historic environment, although Historic England commented that, in their view, site OC5 would have resulted in considerably less harm to the historic environment. The potential impacts of development will require further evaluation through a heritage assessment. The landscape is considered to be of medium quality and value with few landscape features of quality, however overall sensitivity is considered to be high.
- 7.37** Development centred on Deighton Grange has been the subject of representations by the site promoter from the Draft Local Plan stage. Overall there has been limited responses to this site, with those offering support generally seeing it as an alternative to draft allocations in the areas that they live.⁽⁴³⁾
- 7.38** The location of the site is not consistent with the Local Plan growth strategy.

Land west of Ripon Road, A61 (Site OC11)

- 7.39** Information provided by the promoter assumes that connections can be made to electricity, water and wastewater, although reinforcement works need to be investigated. There is currently no gas supply in the area. If provision is to be made, this would require the installation of new infrastructure with practical and logistical issues to be overcome.

43 It is worth noting that the promoter of the site sent letters to residents in those areas where sites were identified as part of the additional site consultation, implying that if they supported this option it would reduce the need for allocations in their towns/villages.

Consideration of Alternatives 7

- 7.40** In terms of highway impacts, this site has not been assessed as part of the traffic modelling work. Initial assessment work undertaken by the site promoter indicates that the development will not have a severe impact on the existing highway network subject to detailed design and mitigation where necessary. This information has not been corroborated by the Local Highway Authority who indicate that a full assessment will be needed.
- 7.41** The site promoter is of the view that the site is economically viable. No detailed viability information has been provided to the council.
- 7.42** The site would not result in the loss of any habitat of international significance. Much of site is likely to support significant biodiversity around the woods, hedgerows, ditches and ponds, which must be retained and protected.
- 7.43** There are a number of designated and non-designated heritage assets in proximity of the site. Development has the potential to result in harm to the historic environment. The landscape is important for providing the setting of farmsteads and villages as well as Harrogate ad Ripon. Development of the site would be widely viewed from the A61, neighbouring property and Public Rights of Way.
- 7.44** A new village at this location has been the subject of representations by the site promoter from the Draft Local Plan stage based on the idea of a network of inter-connected villages.
- 7.45** The location of the site, within the public transport corridor is consistent with the Local Plan growth strategy.

8 Summary and Conclusions

8 Summary and Conclusions

- 8.1** From the earliest stages of developing the Local Plan growth strategy, the inclusion of large scale growth in a single location, in the form of a new settlement, to deliver part of the district's objectively assessed housing need has been a consistent option: this is consistent with the NPPF which sets out that the supply of new homes can sometimes be best achieved through planning for larger scale development. With an increase in the housing need to be delivered over the plan period, the council remain of the view that the role of a new settlement in meeting part of the overall housing requirement of the district is essential and a reasonable and appropriate approach for the council to take.
- 8.2** It is clear that the development of any new settlement will be complex and involve a considerable lead in time to evolve appropriate proposals and infrastructure solutions. Whilst a new settlement will be able to address local housing need, it will come forward towards the later stages of the plan period thus providing the opportunity to evolve a robust and effective planning strategy for both this and future plan periods. Given the scale of current housing need, it is not considered necessary to identify more than one new settlement proposal.
- 8.3** The consideration of alternative locations in Section 7 has highlighted that, for the majority of the sites, the consideration between alternative sites is finely balanced and that there are few differences in the opportunities and constraints for each site and the performance of the sites when assessed against sustainability objectives. All of the sites, with the exception of Sites DF7 and OC5 'fit' with the Local Plan growth strategy being located in a key public transport corridor, although sites CA4/CA5, FX3 and GH11/GH12 have the additional advantage over Site OC11 of being located in the rail corridor to the east of Knaresborough.
- 8.4** Throughout the evolution of the Local Plan the council has considered the various options put forward. At the Draft Local Plan stage the council considered that, based upon a comparative consideration of the alternatives put forward, the preferred options were either Flaxby or Green Hammerton. At the Additional Sites Consultation stage, a preference was given for the Green Hammerton proposal. The council has now had the opportunity to review all the very latest evidence (including additional material provided by the various site promoters) alongside wider consultation feedback, and considers that the optimum approach to ensure the best possible place making solution for the future would be to continue to focus on the Green Hammerton option, but introduce additional flexibility to enable full consideration of adjoining land which has also been promoted as a new settlement (Maltkiln). The key reasons for the selection of this site over the other options includes:
- The area has direct and convenient access to the Leeds Harrogate York rail corridor providing opportunities for sustainable travel via two operational rail stations. The scale of development would support the improvement and enhancement of existing rail facilities and services, realising substantial positive environmental, social and economic benefits.
 - The area is also located with convenient access onto the A59 for local bus services as well as providing accessibility to the highways network. It is sufficiently far enough away from the A1(M) to not suffer from noise or disturbance from that corridor.
 - The area provides greater scope to deliver funding for infrastructure and wider planning obligations to support the creation of a quality place.
 - A large area of land has been promoted for development providing scope to define the best possible site boundary and inclusion of necessary infrastructure through future comprehensive master planning.
 - The site is located close to existing village settlements which provide some local services. These could assist in the very early phases of development to provide for day to day

Summary and Conclusions 8

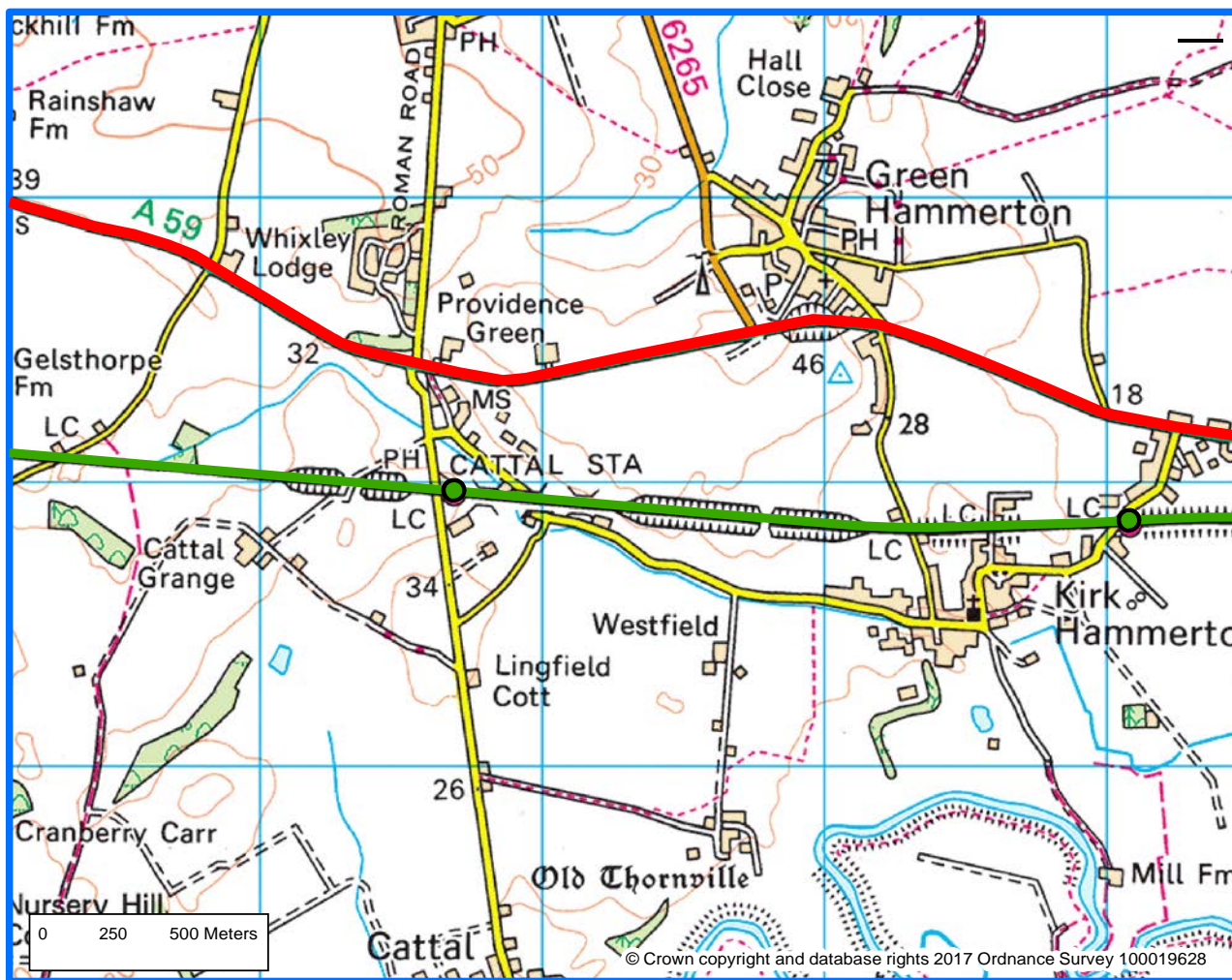
needs of new residents (albeit over time the new settlement will be expected to address its needs through the provision of a comprehensive range of new services and facilities).

8.5 A new settlement represents an unprecedented scale of development in the district and the council is mindful of the need to ensure the effective and successful planning and delivery of a new settlement including achieving a step change in the quality of place making. In considering the evidence and key issues raised during the Additional Sites consultation, the council considers that to achieve this, a broad location for a new settlement in the Green Hammerton area should be identified in the Local Plan rather than allocation of an individual site or landownership defined boundary that has been promoted to date. This approach offers a number of potential benefits:

- Consideration of the optimum boundary for a new settlement taking account of all key factors including land ownership, infrastructure and masterplanning matters;
- Provides for further consideration of the provision of key infrastructure, for example to ensure the most appropriate long term solution to improvements to the A59 and local rail facilities;
- Provides a further opportunity to consult on the most appropriate spatial and place making approach (such as creation of a new settlement in accordance with Garden City principles), a site specific boundary, disposition of key land uses and relationship with existing neighbouring villages; and
- It does not result in a delay to the adoption of the Local Plan or meeting local housing requirements within the plan period.

8.6 Map 8.1 is the broad area for growth. It generally includes Sites CA4/CA5 and GH11/GH12 previously considered albeit boundaries will be defined through subsequent planning policy development. The exact boundary will seek to best exploit the existing railway line and optimise the delivery of the necessary improvements to the A59 in the longer term. It will also further reflect on the relationship to existing communities.

8 Summary and Conclusions



Map 8.1 Green Hammerton/Cattal Broad Location for Growth

- 8.7** This broad location has been the subject of SA/SEA, which found that the negative and positive effects in relation to the sustainability objectives would not be significantly different from the specific sites in this Green Hammerton/Cattal area previously assessed.⁽⁴⁴⁾
- 8.8** Whilst the District Local Plan will provide the strategic policy context for development of a new settlement and commits to the development in this general location, the council now propose to consider and define the the detailed site boundaries and detailed planning of the new settlement will be taken forward through the preparation of a separate Development Plan Document (DPD). A separate Infrastructure Delivery Plan will also be prepared to help determine future infrastructure requirements in more detail with input from key stakeholders. Proposals will also be accompanied by more detailed technical evidence base including consideration of viability.
- 8.9** The council is satisfied that preparation of a separate DPD, with an anticipated adoption in 2020, would not result in any delay to the delivery of the new settlement as set out in the Local Plan housing trajectory. Currently the housing trajectory assumes delivery from the new settlement will start in 2024/25. Given adoption in 2020 and the fact that we would expect a planning application, or sufficient detailed work to feed into an application, to be progressed alongside the DPD this timescale is considered reasonable and achievable therefore the trajectory would not need to be amended.
- 8.10** The Local Development scheme (LDS) will be updated in due course in order to reflect the preparation of this DPD.

