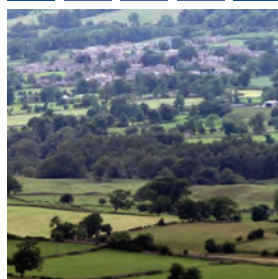


Achieving Sustainable Communities in the Central Area



planourfuture

A Local Development Framework
Issues and Options Consultation Paper

November 2009



Foreword

What will your town or village be like by 2026? It's not an easy question, but it is one that we need to try and answer with your help. Richmondshire's Local Development framework (LDF) will help shape future development across all parts of the District outside of the National Park. This includes Richmond, Leyburn, Catterick Garrison and the villages to the north and south. The National Park Authority is responsible for development in the rest of Richmondshire.

The LDF will be a set of policy documents that shape an overall direction for development in these places. These policies will help determine future planning applications for, amongst other things, housing, economic or green energy developments, once the LDF is adopted. Before we can write these policies we must understand local conditions. We need to find out about where people live and work and how they travel. We also need to recognise the sensitivity of the local environment and our local heritage to development.

This consultation report is one in a series of ten:

1. Achieving Sustainable Communities - Settlement Hierarchy
2. Achieving Sustainable Communities in the Central Area
3. Achieving Sustainable Communities in Lower Wensleydale
4. Achieving Sustainable Communities in the A66 North Richmondshire Area.

5. Scale and Distribution of Development
6. Economy
7. Environmental Assets
8. Housing
9. Infrastructure
10. Climate Change

Each report asks a series of questions about issues we need to debate. For example, how should we treat small villages in terms of development? Or how should Richmond and Catterick Garrison grow? You can make detailed responses to any of the questions using the on-line form on our website or by writing to us using the contacts below. Or simply get in touch with us to talk about the LDF.

Please ask if you would like this document in a different format or language.

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1. Introduction

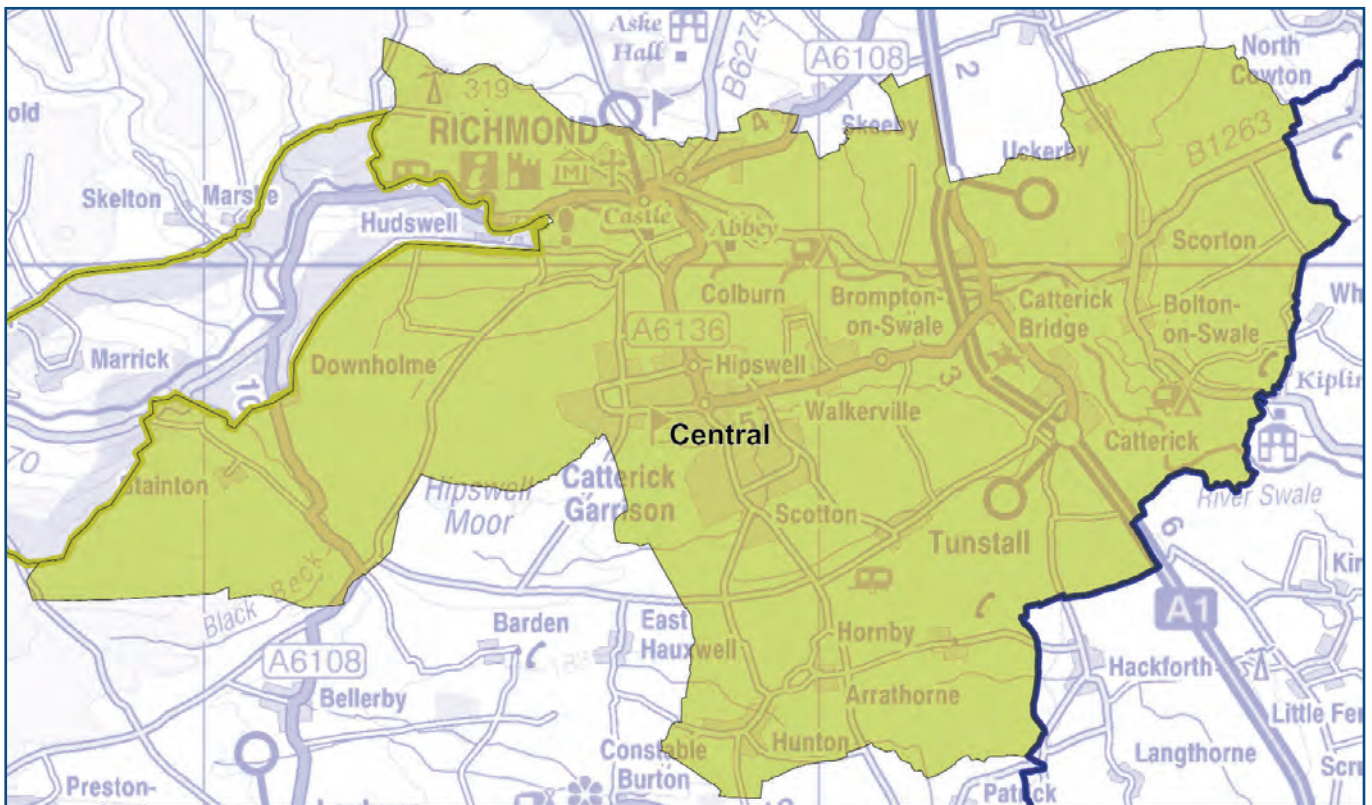
- 1.1 This consultation paper is one of a series. It aims, which aims to look in greater detail at the Central area of Richmondshire area to guide decisions about where services and facilities are located and where development can best be delivered to ensure the most sustainable future for local communities.
- 1.2 The Central area was introduced in the Sustainable Communities in Richmondshire Paper (the first paper in the series) and focuses on Richmond and Catterick Garrison, but extends to the east to include the settlements around the A1, such as Brompton on Swale and Catterick Village.
- 1.3 It is the most urban part of the District and it's where 70% of the population lives. The nature of the settlements and availability of developable land makes this area the likely the focus for growth in the District. But as outlined in the Achieving Sustainable Communities in Richmondshire Paper, fundamental decisions need to be made to determine how this area and the settlements in it will feel, appear and function.
- 1.4 This paper outlines our current understanding of the area as based on available evidence and consultation responses. It poses a series of questions about places within the area. It is primarily concerned with the:
 - future of the Central Area as a whole
 - future sustainability of Richmond
 - enhanced Principal Town role of Richmond/Catterick Garrison
 - context for major change through the preparation of an Area Action Plan
 - approach which should be taken to the other settlements in the Central Area



2. Key Features of the Central Area

2.1 The Central Area landscape is defined by the river Swale and lower lying areas are prone to flooding. Higher ground rises to the north and south. It includes Richmond, the settlements of Colburn, Scotton and Hipswell which themselves include the administrative area of the Army's Catterick

Garrison main site. In addition there are the three large villages of Catterick, which includes Marne Barracks, Brompton on Swale and Scorton. A number of small villages are found in the rural hinterland of this area.



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— National Park Boundary

— District Boundary

2.2 The army's Catterick Garrison main site sits above the Swale and Ure valleys on Scotton and Hipswell Moors, between the historic market towns of Richmond and Leyburn. Military sites and the villages of Colburn, Scotton and Hipswell have to some extent coalesced over time to create a complex array of places, which is

currently lacking a distinct centre. The proposed Catterick Garrison town centre may help to address this. The other military site in this area is Marne Barracks at Catterick Village.



- 2.3 The A1 trunk road passes through the area and gives rapid access to many parts of the country. The area's good road links connect it very strongly to Darlington and the Tees Valley City Region, and as a result it forms part of the Darlington housing market and travel to work area.
- 2.4 It is estimated that 31,480 people live in the Central area, which is just under 70% of the total population for the LDF area. The age structure is younger than the other two areas, but this is affected by the presence of the army, whose age structure is younger and tends not to change with time.
- 2.5 The area has a higher proportion of larger employers than the rest of the District, but the local economy still has large numbers of small businesses. The service sector dominates employment reflecting Richmond's role as the main town in the District, and its tourism offer. The main local employment areas outside of Richmond town centre are at Gatherley Rd, which is alongside the A1 at Brompton on Swale, Gallowfields, north of Richmond town centre and at Colburn. The area has good levels of skills and very low levels of unemployment with the exception of some small pockets.
- 2.6 The military bases at Catterick Garrison and Marne Barracks are a significant presence in the Central Area and currently employ 7,300 military personnel, including trainees, and 830 civilian staff. The number of staff working for contractors is additional to this total. Research is currently underway to help us understand the direct and indirect economic impact of the bases on the local economy. This is expected to be published in November.

Issue C1 : The Central Area

C1a

Does the description above pick up the essential features of the area?

C1b

What else should be considered that is relevant to the future development of the area?

C1c

Does the Central area represent an area with distinct character and issues which should be reflected in the LDF strategy?



3. Influences

- 3.1 The following documents give general spatial policy guidance relevant to the Central Area:
- Regional Spatial Strategy Yorkshire and Humber (RSS)
 - Richmondshire Sustainable Community Strategy (SCS)
 - North Yorkshire Sustainable Community Strategy

We need to build these into our discussion of this area to help create relevant policy for the future that is not only generally compliant with national and regional drivers but also relevant to local conditions.

- 3.2 We also need to include the Catterick Garrison Long Term Development Plan (CGLTDP) in our discussion of major spatial drivers for this part of Richmondshire. It gives us the detailed proposals put forward by the MoD for the development of the Catterick Garrison Main site and how this could accommodate further military growth if required. It also includes the proposals for a town centre within the Garrison area.

The Regional Spatial Strategy (RSS)

- 3.3 The RSS for Yorkshire and the Humber was approved in May 2008 and sets the regional and sub-regional policy context for the Richmondshire LDF. The LDF must be in “general conformity” with the RSS, which provides strategic policy guidance that needs to be taken into consideration in preparing the Core Strategy.
- 3.4 The Central Area sits within the “Vales and Tees Links” sub area established by the RSS. The RSS indicates that this part of the

Vales and Tees Links sub area is subject to potential development pressures from the main urban areas of the Tees Valley City Region. Richmond and Catterick Garrison are jointly identified by the RSS as a “Principal Town”, providing a range of services with a wide rural catchment.

- 3.5 Although the RSS does not anticipate the role of Richmond itself to change during the period covered by the Local Development Framework, Catterick Garrison is expected to have a different future. Development here, including the potential changes at the army base, may support the widening of the range of its services and facilities, complementary to those in Richmond, such that together they perform an enhanced Principal Town role. This development is also seen as having the potential to help reduce pressure in Richmond which is close to the North Pennine Dales and Meadows Special Area of Conservation.
- 3.6 We also need to recognise the impact of neighbouring areas and the ways in which they are expected to change. The A1 provides rapid access from the Central area to the Tees Valley City Region of the North East Region. The future of the Central area is shaped by change in this neighbouring area. The Regional Spatial Strategy for the North East (RSS NE) sets out the general spatial policy for areas to the north of the Central area and in particular expectations for growth in Darlington. Darlington’s strong influence on Richmondshire is identified, as is the expectation for it to continue to develop as a sub-regional centre. Darlington serves a wide rural hinterland which extends beyond administrative area boundaries.



The Richmondshire Sustainable Community Strategy

3.7 The Richmondshire Sustainable Community Strategy (SCS) "Framework for the Future" (2006) sets out a very clear vision and direction for the future of our District. The Government expects the LDF to provide the spatial dimension of the SCS, and be a key means of delivery of its outcomes. The Richmondshire SCS has many significant spatial elements, which are particularly important in terms of developing the LDF's approach to achieving a sustainable pattern of settlements. The following objectives are of particular relevance to the Central Area:

- "channelling most future investment and growth towards a balanced programme of expansion at Catterick Garrison, including responding to its enhanced status as a 'super garrison'. This programme is intended to make the Garrison a focal point for the District, with new homes, updated services, better leisure facilities and a new town centre to support both military and civilian growth, whilst ensuring this complements rather than competes with Richmond's role as a District Service Centre
- investing in better transport within key road corridors."

The Richmondshire Sustainable Community Strategy is currently being revised and will need to be updated to reflect the current position affecting the scale and pattern of development at the military base at Catterick Garrison.

The North Yorkshire Sustainable Community Strategy

3.8 Richmondshire is part of the largest county of North Yorkshire and shares many issues in common with its neighbouring rural districts. The North Yorkshire Sustainable Community Strategy helps focus on these issues and identifies the following priority areas for action for 2008-2011:

- Access to public services and public transport
- Affordable housing
- Alcohol
- Children and young people
- Community Cohesion
- Community Safety
- Economy and enterprise
- Environment
- Health and being
- Older people



3.9 The Richmondshire LDF will help take our network of local communities forward into the future and is central to the achievement of many of the underlying actions supporting these priorities. One example is the provision of appropriate sites for development. These should enable affordable housing to be developed, where it is most needed and with good access to local services. Another example, would be to ensure that development progressed in such a way as to respect our environmental assets and also to minimise its impact on climate change. It is important to ensure that the LDF takes full opportunity to contribute to the delivery of these objectives through enabling development. A comprehensive LDF which fully responds to the objectives of the District and County Sustainable Community Strategies should ensure that locally identified priorities are fully delivered.

Catterick Garrison Long Term Development Plan

3.10 The MoD's Catterick Garrison Long Term Development Plan (Refresh 2008) objectives for the Garrison main site are "to create, through the development of

Catterick Garrison into the Army's premier base in Northern UK:

- A community which integrates military and civilian communities in an environmentally sustainable way, and which encourages social and economic development. We will do this by providing a mix of military and civilian jobs and a range of housing, together with community, commercial and recreational facilities in a new town centre, sports and leisure centre and community centre
- A military facility which maximises operational effectiveness, recruiting and retention, and which achieves estate effectiveness and value for money. We will do this by building top quality technical facilities and single living accommodation, supported by state of the art messing facilities
- A pool of land sufficient to provide for all anticipated future demands".

3.11 The Plan also assesses the future capacity of the military estate to absorb further military growth, although there is no definite commitment to this at present and growth scenarios are subject to a number of constraints and conditions, along with policy decisions at a national level.



4. Area wide issues in the Central Area

- 4.1 A series of issues have been identified, following on from the key features outlined in section 2, and the influences described in section 3. Area wide issues are outlined below and later sections consider issues about specific settlements. These sections give the opportunity to question, discuss and debate the issues to help us develop relevant policies for this part of Richmondshire.
- 4.2 The following are considered to be the main spatial issues for the Central area, which the LDF should address:
- How communities relate in this area?
 - How this area interacts with neighbouring areas in Richmondshire and beyond, including the National Park?
 - How access across this area and to neighbouring areas can be improved?
- Whether further local employment opportunities should be provided in this area and where should they go?
 - How the proposed A1 upgrade will affect this area and what needs to be done to ensure that its benefits can be realised?

Issue C2 : Area wide issues

C2a

Do the issues in para 4.2 pick up the main challenges for the area?

C2b

What other issues should be considered and what is the evidence for these issues?



5. Relating settlements and communities: the settlement hierarchy

5.1 We can use the settlement hierarchy proposed in the Sustainable Communities in Richmondshire Paper to help us address these issues by giving a framework to think about the role of settlements and how local communities relate to them to meet local needs. The principle of sustainability is built into this hierarchy. It seeks to ensure that services and facilities are as accessible as possible across the area. This is not the same as saying that everyone can or will have the same access to all services in the area. In a rural area, like Richmondshire, distance is an unavoidable fact of life. The

size and spread of local settlements makes it difficult to provide many things, like shops and leisure facilities or workplaces, everywhere.

5.2 The list of settlements below shows the settlements in this area and also their population size. The parishes of Colburn, Scotton and Hipswell include both civilian and military communities and together include the MoD's Catterick Garrison Main site.

Settlement	Population
Richmond	8,420
Hipswell	5,690
Scotton	4,990
Colburn	4,640
Catterick Village	2,800
Brompton on Swale	1,770
Scorton	970
Brough with St Giles	520
Hunton	440

Settlement	Population
Tunstall	270
Easby	110
Ellerton on Swale	110
Appleton East and West	90
Hornby	80
Bolton on Swale	70
Uckerby	70
Arrathorne	60

5.3 It is important that we think about the implications of this hierarchy in planning for the future to make sure we keep these settlements in an overall perspective. This is started below, together with options that have been considered in developing the hierarchy for this area. The following sections of this paper will explore this in more detail, focusing on the places within the Central Area, their individual issues

and the potential implications of designation in this hierarchy. These sections will cover:

- Richmond, the Historic Market Town
- Catterick Garrison
- Richmond/Catterick Garrison as a joint Principal Town
- Service Settlements
- Smaller Settlements



6. Richmond: the Historic Market Town

Key Features of Richmond

- 6.1 Historically, Richmond has been the main administrative and service centre for Swaledale and also for the wider LDF Area. Its significance remains but, with the post-war growth of the military base and neighbouring settlements, it is no longer as dominant as it once was.
- 6.2 In 2009 Richmond was awarded “Great Town of the Year”, by the Academy of Urbanism. Its Conservation Area has also been selected by English Heritage in 2009 for its Regional Award as the most improved Conservation Area in Yorkshire and the Humber over the last three years. The town has a strong cultural role with the Georgian Theatre providing an important local/sub-regional facility, and is a focal point for parts of the Swaledale Festival. The recently opened Station Cinema and Arts Centre is also an important asset for the town and surrounding area.
- 6.3 Richmond provides a range of services including schools and health care and has the benefit of frequent bus services to Darlington and the Garrison. Bus services elsewhere are less frequent, but the two hourly service along Swaledale is particularly important for the relationship between the town and this part of its rural hinterland. The concentration of schools along Darlington Road does create periods of congestion along this arterial route at peak periods during term time.
- 6.4 Retail impact studies assess Richmond to be trading neither well or poorly. Over the 13 years to 2006 a number of changes have been seen in the performance of the town centre. Convenience floor space reduced in Richmond from 20.8% in 1993 to 16.3% in 2004, while at the same time convenience floor space increased nationally. Although this was offset by the opening of the Coop on the edge of the town, it also coincided with the opening of the Tesco's superstore at the Garrison. Similarly, whilst nationally, expenditure on comparison items increased substantially, comparison floor space in Richmond has changed little from 48.8% in 1993 to 47.6% in 2006.
- 6.5 There were above average numbers of charity shops, florists, butchers and bakers in 2006, and below average numbers of clothing, electrical, entertainment and household goods shops.
- 6.6 Richmond benefits from a range of services including schools and health care and has a good public transport links with Darlington and the Garrison. It is also rich in its environmental and heritage assets. But it is recognised to be limited in its offer particularly in retail and employment opportunities. We need to consider how the town could be enhanced to make it an accessible and vibrant place to live, work and invest. Feedback from the Plan our Future consultation, in spring 2009, also highlighted the need for the town to improve its retail offer and increase the vibrancy both in day and night time. What therefore is the scope for Richmond to change?



- 6.7 A large area of the town and its surroundings has been designated as a Conservation Area and the quality of the surrounding landscape on all sides has been considered as having great landscape value. To the north, development has extended up to the natural ridge line. To the south and west the River Swale, one of the fastest flowing and quickest rising rivers in England, provides a natural definition to the town downstream of the National Park boundary. Although there is a significant risk of flooding in the narrow valley to the south of the town, this does not affect a particularly large area of land or one that potentially could be suitable for development, but it does emphasise the importance of local physical boundaries. To the east, there may be some scope for development but, this needs to be carefully considered in relation to the Scots Dyke ancient monument.
- 6.8 Richmond may have virtually reached the limits of its environmental capacity for accommodating additional development, unless established physical boundaries are crossed with the risk of compromising the town's urban and rural setting. Within the landscape constraints, there is still some limited potential for additional development at:
- Stanley Grove/Laburnum Grove (housing)
 - the north east and south west of Gallowfields Estate (employment development)
 - the rear of Queens Road and Dundas Street (mixed uses, including town centre uses); the former Hockey Field site on Reeth Road (housing).
- 6.9 Beyond this the Bolton Crofts area, both to the south and north of Green Howards Road, provides the only additional scope for future development within the existing town area. But, this would require the long standing role of this land as a "green wedge" coming into the heart of the town to be overridden by the need for additional growth. The potential for medium to long term growth in the town appears very limited without this site.
- 6.10 Scope for growth within or adjacent to the Town Centre is limited. Nevertheless, there are some small, but constrained, backland sites that may have limited potential if they can be assembled and accessed.
- 6.11 The Gallowfields Estate is a major source of employment and services for the Town. It developed originally from a disused army barracks has been the subject of significant public and private investment over the years which has led to it becoming one of the main employment sites in the area. This success has not been without its problems including:
- Relocation of retail businesses from the town centre
 - Inadequate road access, which is unlikely to be resolved without a major investment in a new road to bypass junctions with limited capacity.
- Without radical change the potential for Gallowfields to enhance its role as an employment centre within Richmond may be limited.



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Richmond and surrounding area



6.12 A Strategic Housing and Employment Land Availability Assessment (SHELAA) is currently underway to build a picture of developable land in the District. Although not a device for allocating land, it will be a useful tool in assessing the capacity for growth in areas throughout the District including those covered by the Local Development Framework. The first results of this are anticipated in late 2009.

Issue C3: Shaping Richmond's future

C3a

Do you agree with the issues outlined, are there any more significant issues to be addressed?

C3b

How well does Richmond fulfil its role as a Principal Town in Richmondshire?

C3c

How can Richmond be supported in the future to better perform this role?

C3d

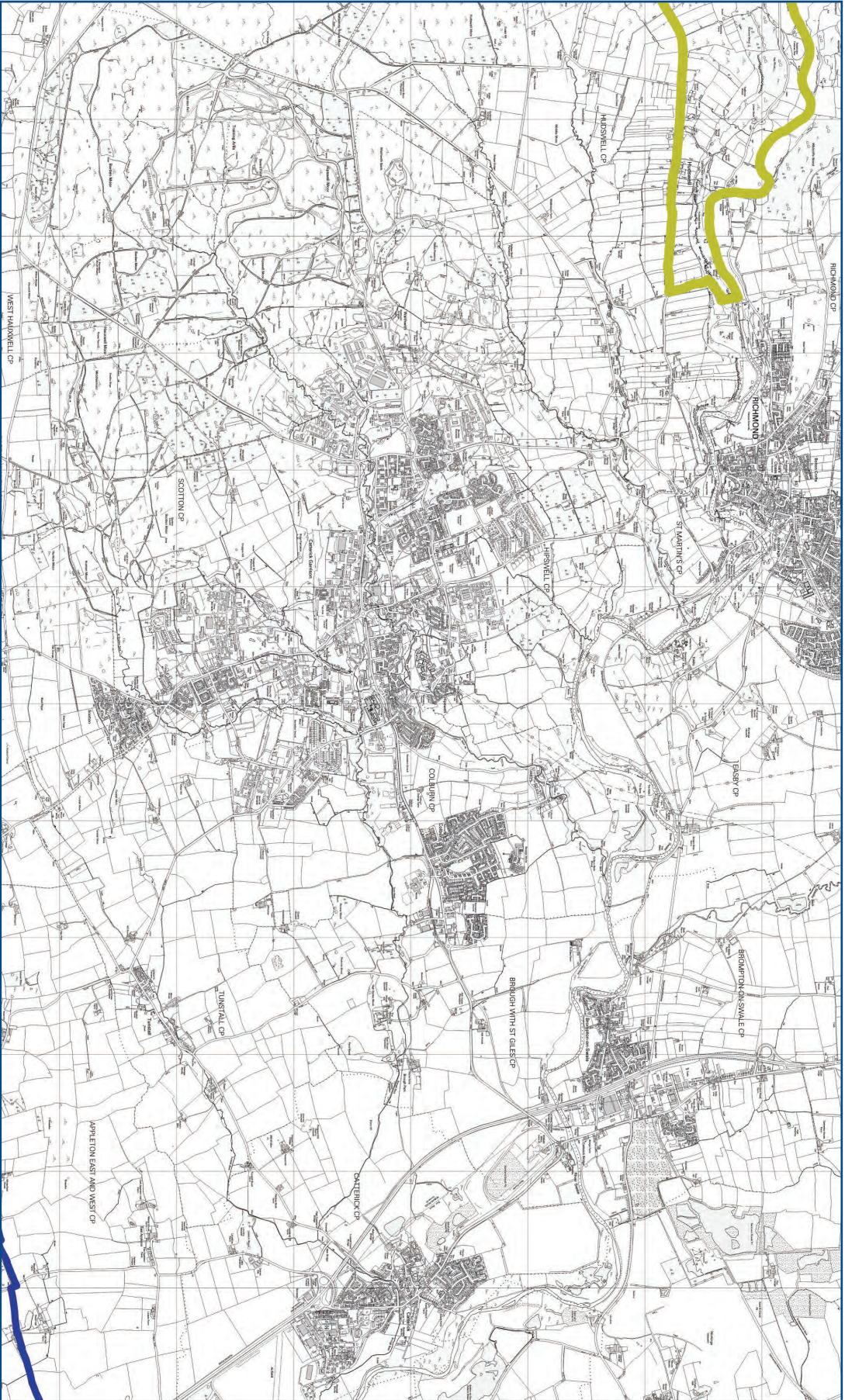
With reference to the map above, what scope is there for the Richmond to physically grow through new development?



7. The Catterick Garrison area

Key Features of of the Catterick Garrison area

- 7.1 The Garrison area has grown over the past ninety years to include three distinct settlements of Colburn, Scotton and Hipswell and Catterick Garrison, the Army's major base in the north of England and Scotland.
- 7.2 The main military site is two miles south of Richmond and there are also satellite sites at Catterick Village and outside of the District. It is home to 4 (Mechanised) Brigade and an infantry training centre. It has been the focus of major investment in recent years, including the modernisation of single living accommodation (Project SLAM) and the Beharry Centre, a large new leisure facility. It is estimated that the Catterick Garrison Main site has a working population of about 13,500 (GVA Grimley 2005), including personnel, trainees, dependants and civilian staff. Although this represents nearly 90% of the population of the three parishes, not all of this population will be living in the same place and military personnel live in a wide area extending into the Tees Valley.
- 7.3 Aside from the military activity there is very limited economic activity surrounding the military base, with only 4% of the District's VAT registered businesses in the surrounding area.
- 7.4 The area surrounding the military base mostly has a low incidence of deprivation. The concentration of social housing in some parts is reflected in pockets of issues such as lower educational attainment, lower incomes and general health and employment indicators, as measured by the Index of Multiple deprivation 2007.



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 National Park Boundary

 District Boundary

Catterick Garrison area



- 7.5 Hipswell is just over two miles south of Richmond. It has an estimated population of 5,690. Military growth in the parish has progressed to the extent that it provides the Garrison headquarters and the core of the new town centre. Its services include 12 shops, 2 post offices, 3 pubs, 1 church, 4 primary schools, 1 secondary school, village hall, a medical centre and many leisure facilities including the new garrison leisure centre. Hipswell has good public transport links. It is not far from the A1 motorway, which provides good access to towns such as Darlington.
- 7.6 Colburn is about 4 miles from Richmond and has an estimated population of 4,640. It has a high proportion of social housing. Its facilities include 4 local shops, a post office, a primary school, a village hall, a doctor's surgery, a local pub, a community health and recreation centre and a large industrial estate, which holds many businesses. It also has good links to Catterick Garrison, Catterick Village, Richmond and Brompton-on-Swale. The A1 is nearby and gives easy access to Darlington.
- 7.7 Scotton is also adjacent to the Catterick Garrison military base and four miles south of Richmond. It has an estimated population of approximately 4,990. It has good local services, with village pubs, a primary school, a branch of Darlington College and a police station.

Is Catterick Garrison one place or many?

- 7.8 The RSS establishes the principle that we should see the growth of functioning,

sustainable settlements in the Garrison area. It also implies that there is an identifiable place called Catterick Garrison. If we are to contemplate future development towards this objective we need to understand our starting position.

- 7.9 In considering the development of the area as a whole it is important to assess the roles of Colburn, Scotton, Hipswell and the military base and the extent they have a shared Garrison area identity. The range of services available in each parish is extensive and, if viewed in isolation, would equip them to be at least Service Villages, if not Local Service Centres in a settlement hierarchy. But, the fact that they all border each other and serve a discrete area makes this a difficult distinction to make. The proposed town centre development may indicate the way forward but this alone does not help to tease out local roles and identities. It is also important to ask whether the military base has a single identity or several. Many units are based at the Garrison, each with a particular centre for their activities.
- 7.10 Of the three villages, Hipswell is the most closely related to the centre of the military base and its centre is no more than 150 m from the current Tesco superstore. Scotton and Colburn are two miles distant from the same place to the south and east respectively. Scotton is a much smaller village than Colburn, which has a wider range of services, a larger civilian centre and local employment facilities including Colburn Business Park.



The Area Action Plan

7.11 The Catterick Garrison area includes both military and civilian settlements. We have already seen how this area has grown to create the potential for a new town centre. We have also begun to think about the impact of this on Richmond and the expectation that this area should be the focus for development in the RSS. This creates a unique set of conditions for the Richmondshire LDF, which needs to be looked at carefully to ensure that this scope for great change can be realised and builds upon the strengths that already exist in this area, without compromising existing assets.

7.12 We need to develop detailed policies for major change within the LDF and can do this with an Area Action Plan (AAP). An AAP is a tool for planning and delivering development in specific areas where greater change or regeneration is needed. It provides detailed direction for how an area will be shaped, dealing amongst other things, with specific land allocations and detailed infrastructure planning. Although this will be separate document with a large amount of detailed work involved, the context for this needs to be set out within the Core Strategy and guided by consultation on this document.

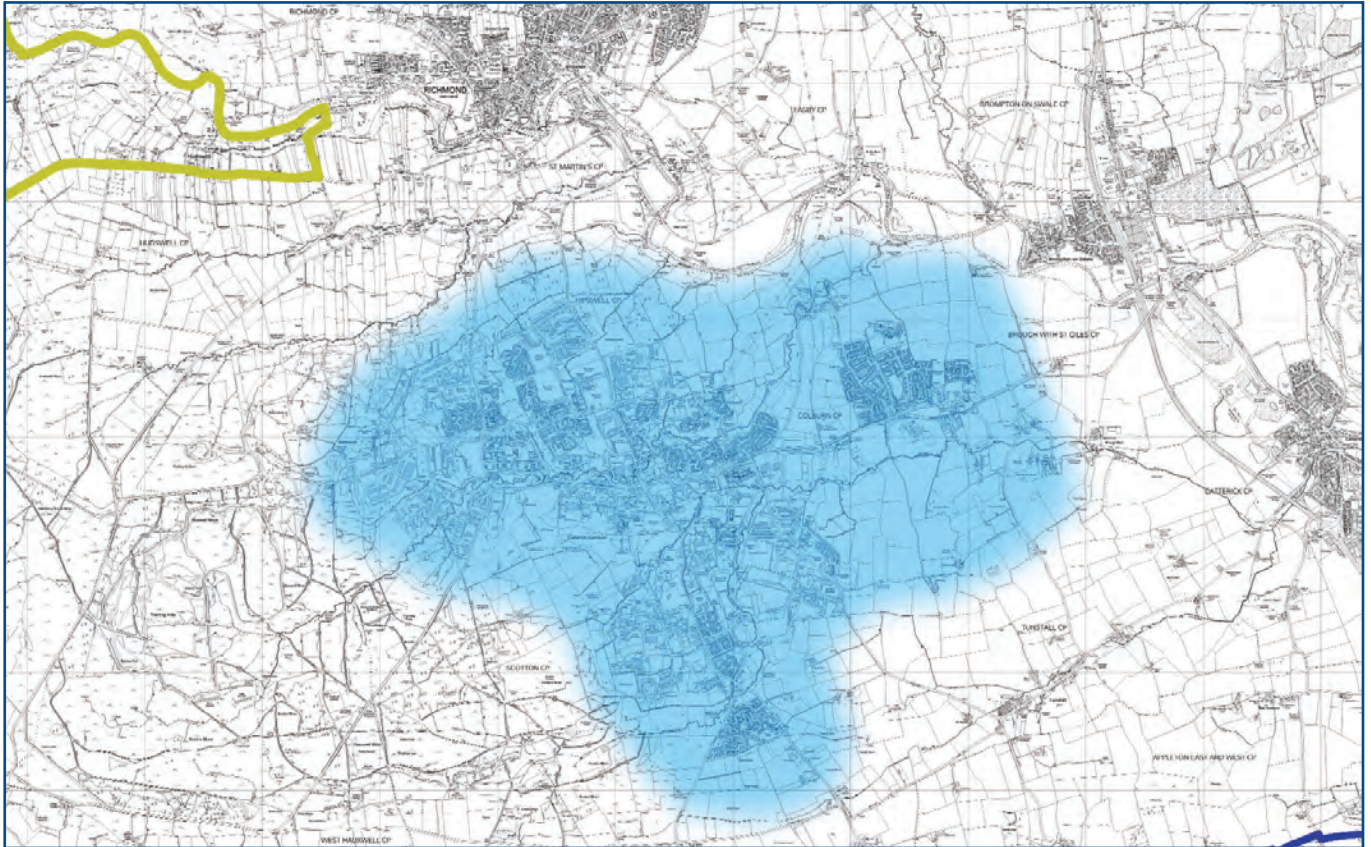
7.13 The following factors make the area proposed below a logical subject area for an Area Action Plan:

- The likelihood of change and growth

- The availability of developable land within this area and in particularly previously developed land
- Identified potential for long term military growth.

7.14 Recent consultation indicates that there is a desire for Colburn to be recognised as a discrete and distinct community. Its inclusion in the area will allow for detailed planning of close but distinct settlements, balancing their roles and relationships within the area. Likewise the same logic applies for Hipswell and Scotton. As a consequence, it is proposed that a primary objective of the Area Action Plan will be to promote functioning sustainable communities, respecting and facilitating the maintenance of their separate identities, within this area.

7.15 The area covered by the AAP needs to be assessed in detail, once we have the results of our Strategic Housing Land Availability Study (SHELAA) as well as detailed environmental assessment including flood risk. At this stage it is suggested that it includes the three wards of Colburn, Scotton and Hipswell and areas from surrounding parishes that may have development potential. For example, the western area of Brough with St Giles. This is illustrated by the shaded area on the following map.



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— National Park Boundary

— District Boundary

7.16 It is suggested that Richmond is not included in this area for a number of reasons. We have explored the development potential in section 6 above and it seems unlikely that it could offer the same potential for change. There is also the geographical separation of the river Swale valley. It is also proposed not to include Brompton on Swale and Catterick Village because of the distance from the proposed town centre development and the physical separation of the A1, the Swale and its flood plain, the racecourse and the archaeological remains of the Roman settlement of Cataractonium.

Issue C4 : The future of the Catterick Garrison area

C4a

How can the LDF promote functioning sustainable communities within this area, including the development of a town centre complementary to Richmond?

C4b

How important is it to maintain the separate identities of the Colburn, Scotton and Hipswell?

C4c

How should the LDF address the relative deprivation of some parts of Colburn?



8. Richmond and Catterick Garrison as a Joint Principal Town

- 8.1 The Regional Spatial Strategy for Yorkshire and the Humber recognises Richmond and Catterick Garrison as a joint Principal Town, which should provide a range of services to a geographically wide catchment area, including large parts of the remoter rural area to the west and south west. Principal Towns are expected to be the main focus for housing, employment, shopping, leisure, education, health and cultural activities/facilities.
- 8.2 The current provision of services and those required to cater for the growing Garrison area population must be considered. The key features described above list an extensive range of services and facilities that have grown alongside the military base. Richmond has in the past provided retail and leisure services, but as we have already seen its capacity to fulfil this role has diminished as centres such as Darlington have become stronger. This has been balanced to some extent, as far as food and household shopping is concerned by the opening of Tesco and Aldi in Hipswell and Lidl at Colburn. However, retail impact studies show that local people travel further afield for the rest of their shopping.
- 8.3 The potential for development at Catterick Garrison should support the increase in the range of services and facilities in this area. The proposed Garrison town centre development should provide a focus for the growth of these services, which started with the opening of a Tesco superstore in 2004 and has progressed with the completion of a leisure centre in 2009. The RSS expects that this should proceed in a way which complements the role of Richmond, so that together the two centres can perform an enhanced joint Principal Town role.
- 8.4 Catterick Garrison Town Centre and Richmond Town Centre will need to evolve if they are to fulfil RSS expectations. The services they offer need to combine in such a way to increase local opportunities in a way that neither could hope to do on their own. A model already exists for this in the Tesco's store at the Garrison. This store, a development which was not possible in Richmond, serves the main household shopping needs of a substantial part of the District. A wider shopping offer would provide further options for local people at this centre, who are currently travelling to Darlington or other places in the Tees Valley at present.
- 8.5 Developing complementarily is likely to mean supporting ways that the proposed Garrison centre and Richmond town can operate in different markets. Both will serve a range of local needs, but the Garrison centre could expect to operate in a general retail market, while Richmond could focus on providing an attractive environment based on its heritage assets.

Issue C5: The Enhanced Joint Principal Town of Richmond and Catterick Garrison

C5a

How well do Richmond and Catterick Garrison currently fulfil their potential as a joint Principal Town?

C5b

What distinct roles could Richmond and the Garrison area play for the whole of Richmondshire?

C5c

How can Richmond and the Garrison area be developed so that they complement each other in an enhanced joint Principal Town role?



9. Service Settlements

9.1 The Sustainable Communities in Richmondshire Paper poses the question of what should determine Service Settlements and the approach taken for their future. The selection of Service Settlements is a matter for debate, and views are sought both on the principle, and on potential candidate settlements. It suggests that selection of a Service Settlements might be based on a number of considerations, including:

- the availability of a good range of community facilities and services - for example a primary school, food shop, community hall and sport and recreation facilities
- their location throughout the sub-area (ie. seeking to ensure that all the sub-area is within good reach of services)
- good public transport access to higher order settlements (including outside the District), including in the early morning and late afternoon
- the potential for some further development (and local support for such growth)
- the availability of local employment.

9.2 In the Central Area we need to look at the settlements in the Garrison area as well as Catterick Village and Brompton on Swale and ask whether they fit this description. The designation at this stage is concerned with their role and function and providing future support for this. This designation does not necessarily mean that additional growth will be proposed. If this is

appropriate and feasible, the detail of this will be developed in a separate allocations document, Facilitating Development DPD, which is scheduled to follow on from the Core Strategy and Area Action Plan.

Colburn, Scotton and Hipswell

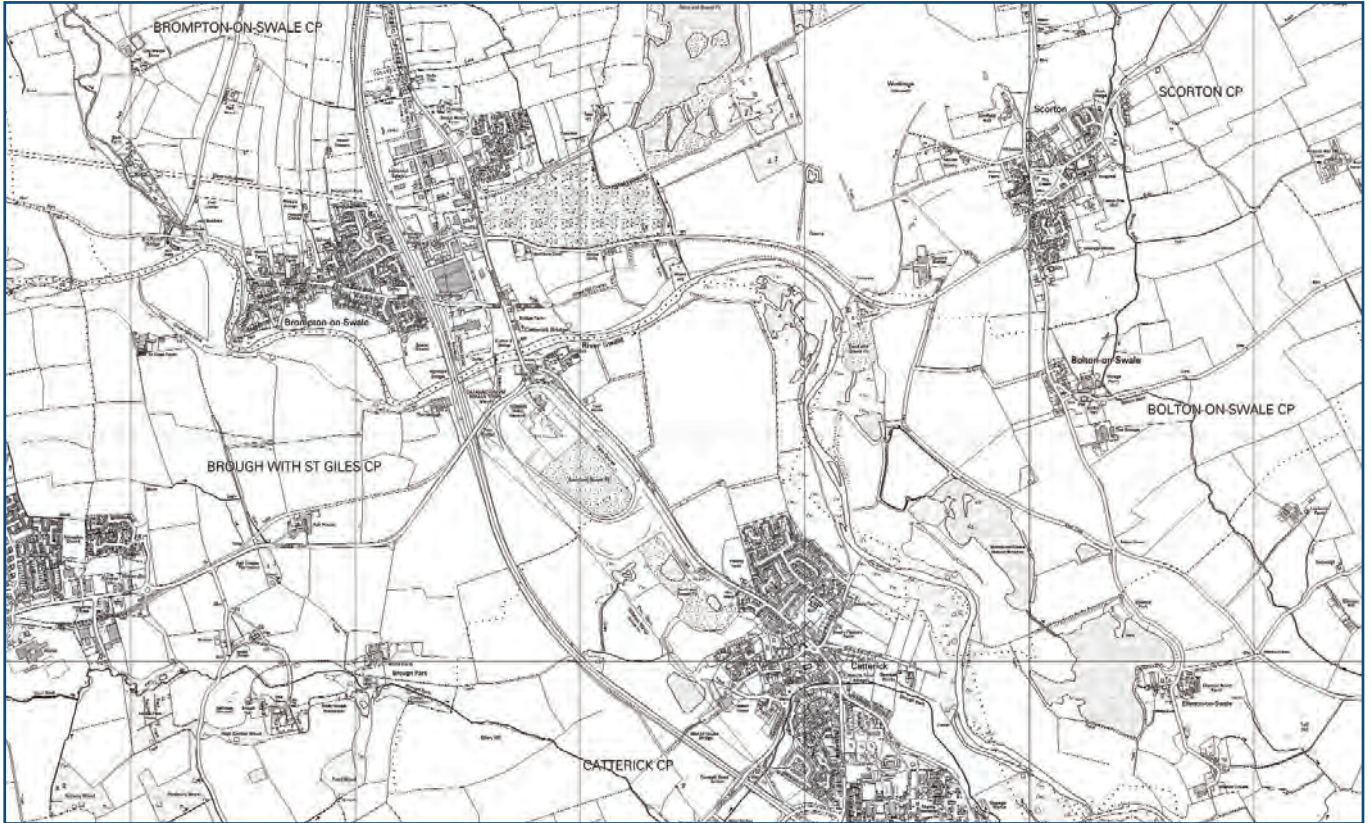
9.3 We have already looked in detail at Colburn Scotton and Hipswell and have proposed that these settlements are taken forward under the proposed Area Action Plan to help shape distinctive communities in the context of potential major change.

Catterick Village, Brompton on Swale and Scorton

9.4 Catterick Village is located on the edge of the River Swale, with close proximity to Catterick Garrison and Richmond. The Parish has a population of approximately 2,800 and the majority of the residents are living in the village itself, with the exception of a few farms, a couple of small residential clusters and a site for the travelling community. The Parish also contains Marne Barracks, which provides homes for a number of military personnel and their families. The Village has facilities including two pubs, two churches, four local shops including a post office, a primary school, and several other businesses including a learning centre. This village also has good transport links, with the A1 on its doorstep and regular buses to Richmond, Brompton-on-Swale, Scorton and Colburn.



- 9.5 Brompton-on-Swale is located on the western edge of the District with close proximity to the A1, Richmond, Catterick Garrison, Northallerton and Darlington. The Parish has an estimated population of 1,770 and has facilities including a convenience store, post office, primary school, leisure centre, two churches, four pubs and a village hall. This village has good public transport links with regular buses to Richmond, Scorton and Catterick Garrison, to where residents must travel to access health facilities for example.
- 9.6 Brompton on Swale is also home to Gatherley Road industrial estate and residential area. The intention for a new community at Gatherley Road was established in the 1990s and permission was given in 2006 for the second phase of the housing development (200 dwellings) and a new 90 place Primary School with playing fields. This scheme was seen, at the time, to enable growth in the District. We now need to question whether growth beyond existing permissions is desirable against strong drivers for sustainable communities from central and regional bodies. The potential for a town centre located in the Garrison area shifts the likely direction of growth in the District and there may be a need to reassess the options for further growth at Gatherley Road in the light of the overall scale and distribution of development in the district.
- 9.7 Scorton is the only other village in the Central area offering a sufficient range of services for it to be considered as a Service Village. It's smaller but very near neighbour Bolton on Swale adds a primary school into this mix.
- 9.8 These three villages could be designated as Service Settlements in the LDF. One problem, however, is that all three are close to each other and it is difficult to see what larger hinterlands they may each be serving. One way out of this difficulty is to treat them as a cluster for development purposes. This recognises their importance in the mix of Richmondshire communities. The map above shows Catterick Village, Brompton on Swale and Scorton in their local context. We need to consider the main constraints and the potential directions which might be considered for possible development. Further work will be required through later stages of the LDF to consider the scale of development feasible for each village.



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Brompton on Swale, Catterick Village and Scorton

Issue C6: The Enhanced Joint Principal Town of Richmond and Catterick Garrison

C6a

Should Catterick Village, Brompton on Swale and Scorton be designated as Service Settlements in the Central Area, as places to support the retention and enhancement of facilities capable of serving a wider neighbourhood?

C6b

Should we consider Catterick Village, Brompton on Swale and Scorton as a cluster for development purposes?

C6c

Should this list of Service Settlements be reconsidered and for what reasons?

C6d

What should be the general approach towards designated Service Settlements in terms of provision of facilities or scale of new development?

C6e

Should we continue to provide for growth at Gatherley Road bearing in mind the principles established in the hierarchy? What special case can be made for it in sustainable community or planning terms?

C6f

Referring to the map above, what scope is there for Catterick Village, Brompton on Swale and Scorton to physically grow through new development?



10. Smaller Settlements

10.1 The Smaller Settlements in the Central area are:

- Brough with St Giles
- Hunton
- Tunstall
- St Martins
- Easby
- Ellerton on Swale
- Appleton East and West
- Hornby

The Settlement Facilities study indicates that most of these are very small and have few if any services or facilities. The challenge will also be to improve accessibility and connectivity between these settlements and higher order settlements.

10.2 The Sustainable Communities paper considers general options for approaches to the smaller villages in addition to those identified in the rest of the settlement hierarchy, including:

- further development in the smaller settlements is unlikely to be sustainable, since, in the absence of facilities, longer travel distances are required to access or deliver services
- scope to make some settlements more viable in terms of better supporting local facilities, providing a better living environments and more balanced communities will need to be considered, but there will be limited potential to provide new facilities because the scale of future growth in the District is relatively small (reflecting RSS requirements, only 200 houses per year, plus provision for potentially increased military demands).

10.3 In these terms, supporting further development in the lower tier settlements could well be described as spreading the jam too thinly, the jam in this case being new development opportunities and potential new facilities.

Issue C7: Smaller Settlements

C7a

Should all the small settlements be treated equally - or is there an argument to separate out some, for example with some facilities, better accessibility, or greater potential - as a separate tier in the hierarchy, for which a distinct policy approach might be taken?

C7b

Should we group the smaller settlements into geographical clusters and develop a policy approach for each cluster?

C7c

What should be the general approach towards the small settlements - in terms of provision of facilities or new development?

C7d

Is it sustainable to continue to allow development in these locations, where access to facilities locally or by travel to other settlements, is limited?

C7e

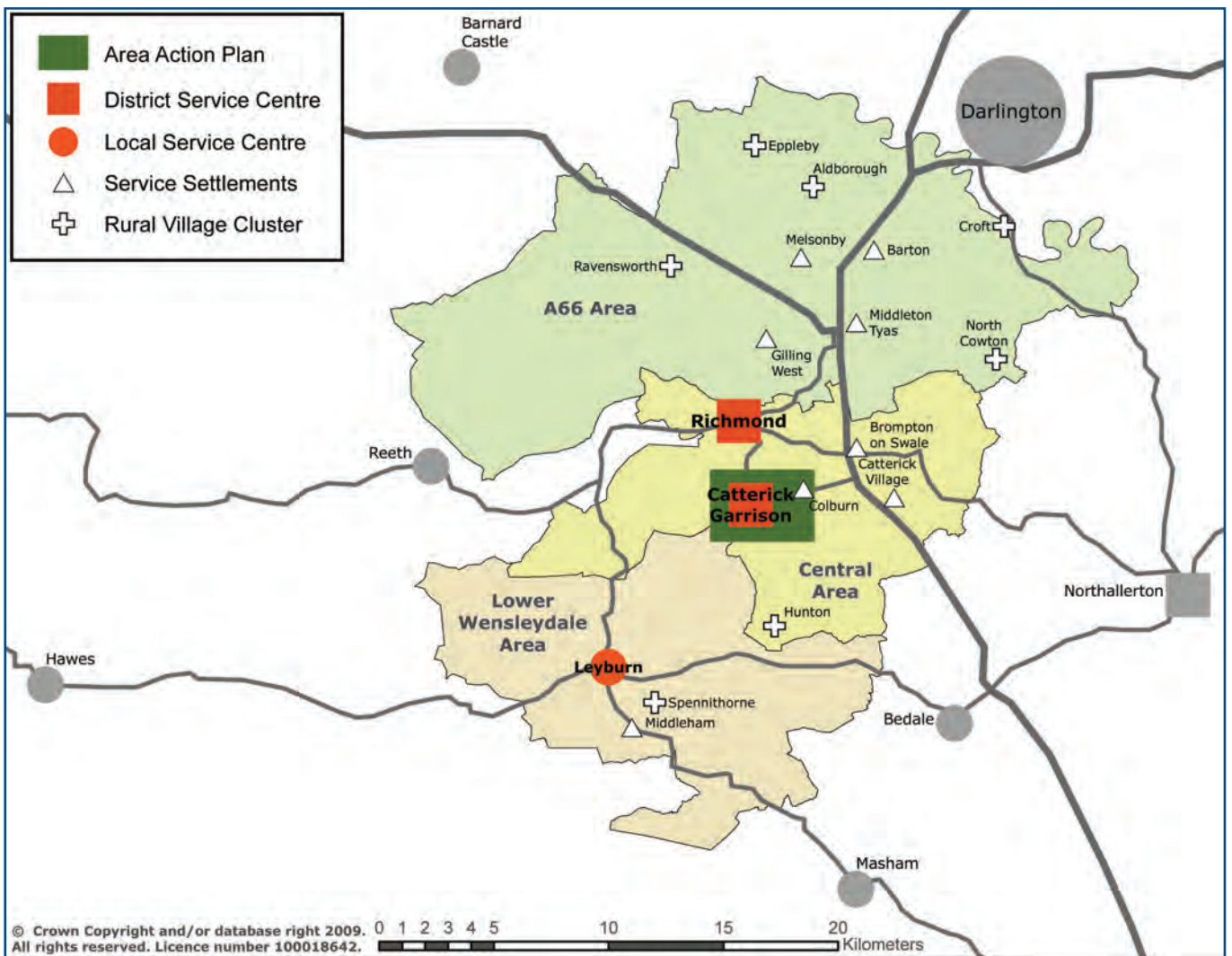
Would allowing some limited development in these settlements make them more sustainable by making some facilities more viable or would the scale of development be unlikely to make this realistic?



11. The Central Area in the context of Richmondshire District

11.1 This paper has concentrated on the Central area and setting out its settlements in an order that reflects the extent to which they can meet local needs and how they relate to each other. But the Central area is not an island and we now have to return to the overall strategic context of the District in the LDF. The current status of our spatial debate is set out on the map below.

11.2 Is it realistic to expect solutions to all of the issues we have been looking at to be solved within this area? For example secondary health care services are located outside of the area, as are major retail and leisure opportunities. Given what we know and expect for this area, how should we expect these needs to be met?





- 11.3 RSS guidance is clear that the main focus of development in Richmondshire should be in the Joint Principal Town of Richmond and the Garrison area but how large should the proportion be? The scope for development in the Central area is mainly focused on the area near to the military base. The general intentions for this area, as published in the Regional Spatial Strategy and the Catterick Garrison Long Term Development Plan (MoD), envisage a larger Garrison town centre to support improvements in local service delivery. But, what balance should be struck to ensure that other centres, particularly Richmond and Leyburn can also continue to thrive?
- 11.4 We can only begin to look at this question now and will need to come back to it when we have also debated the Lower Wensleydale and A66 areas. We will also be better informed when we have the results of a number of studies, which look at the health of Richmond and Leyburn and also the economic impact of the military base.
- 11.5 This question also relates to our smaller settlements. Although it is unlikely that we would expect major change in the more

rural parts of the area covered by the LDF, we might expect some. Perhaps this should be focused on Service Villages, particularly those well placed to exploit the opportunities offered by the A1 for example.

- 11.6 Possible answers to these questions are developed in the consultation Paper on the Scale and Distribution of Development in the LDF area.

Issue C8: Relationships within the rest of the District

C8a

What is the most sustainable balance of development between Richmond and the Garrison, and the rest of the District - in terms of the three Sub Areas and the levels of the hierarchy?

Please also refer to the consultation paper on the Scale and Distribution of Development in the LDF Area.



Notes



Notes



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