

**Richmondshire Local Plan Core Strategy**

# **Development Target Review**

August 2013

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# 1. Introduction

- 1.1 Richmondshire District Council has prepared its Local Plan Core Strategy (LPCS, SD001). The LPCS is based on the Council's objective assessment of its local area and sets out the long term spatial vision for sustainable growth in the area outside of the National Park, and the strategic policies to deliver that vision. The LPCS has been prepared through several stages of research and consultation and has navigated the reforms to the planning process brought in by the Localism Act (November 2011) and the National Planning Policy Framework (NPPF, March 2012). These reforms have sought to remove "top down" guidance, and encourage local decision making, consistent with the philosophy of "localism". The NPPF sets the parameters by which local sustainable growth should be achieved so that local authorities are responsible for establishing the right level of development in their area. Central to this is the objective assessment of local social, economic and environmental conditions in order that an effective balance can be struck in order to guide the scale and direction of future development. The LPCS was published for statutory representations in July 2012 and submitted for independent examination on 28 February 2013.
- 1.2 The appointed Planning Inspector has requested further representations following the publication of the interim mid-2011 household projections by Dept Communities and Local Government, the publication of the Army Basing Plan by the Ministry of Defence, the revocation of the Yorkshire and Humber Regional Spatial Strategy and concerns with the Council's strategic approach to accommodation for gypsies and travellers.
- 1.3 The LPCS has been prepared in anticipation of the revocation of the Yorkshire and Humber Regional Spatial Strategy (RSS, PS005). The RSS was finally revoked on 22 February 2013, removing the requirement for the LPCS to comply with it. The Council's Local Strategy Statement (February 2011, PP006) had assessed the RSS policy and concluded that its general thrust was right for Richmondshire, including the level of development proposed. The Richmondshire Scrutiny of Population Estimates and Projections (March 2012, TE012) supported a small reduction in the development target to 180 homes each year. The underlying population projection specifically addressed identified problems in the national population projections that had artificially inflated expectations for growth.
- 1.4 The Department for Communities and Local Government (CLG) published interim mid 2011 household projections on April 9th 2013, after the LPCS was submitted for examination. These projections indicate a much lower rate of growth in the District population, subject to their underlying assumptions. The Planning Inspector appointed to examine the LPCS has asked that the Council prepares this document to review the retention of the proposed level of 180 homes per annum compared with the lower level of 80 homes per annum inferred by the interim mid 2011 household projections.

- 1.5 This Review evaluates the impact of the revised household projections in the context of local conditions and considers their impact on the Council's agreed strategic approach. It covers:

**Section 2 : The Appropriate Scale of Housing**

Summarises the strategic context for the LPCS including the impact of the Regional Spatial Strategy Revocation. Sets the context for assessing the interim mid 2011 household projections. It also examines the drivers for change in the Richmondshire population and how these have been reflected in the trends modelled in both national and local projections

**Section 3 : Sustainability Appraisal of Housing Growth Scenarios**

Evaluates the impact of different scales of housing growth on the local objectives

**Section 4 : Specific Populations**

Considers the approach to accommodating military families and gypsies and travellers

**Section 5 : Impact on the LPCS**

Proposed changes to the Local Plan Core Strategy in the light of this review of the interim mid 2011 household projections and the specific groups.

**Responding to the Development Target Review**

- 1.6 The publication of the Local Plan Core Strategy, Development Target Review updates the Council's assessment of local conditions and future development. It supplements key aspects of the published Local Plan Core Strategy, which need to be considered as part of its independent examination. You are invited to make comments on the specific aspects of the Council's development strategy, as submitted for formal examination on 28 February 2013, affected by the issues set out above. These issues affect Core Strategy Spatial Principle SP4 (Scale and Distribution of Development) and its supporting evidence. **The publication of the Development Target Review does not invite comments on any other aspect of the Local Plan Core Strategy.**

1.7 The following key questions arise:

1. Do you agree with the Council's reassessment of its development target?
2. Do you agree that the revocation of the Regional Spatial Strategy has little impact on the Council's development targets?
3. Do you agree with the Council's position on the provision of military service families' accommodation following the publication of the Army Basing Plan?
4. Do you agree with the Council's approach to updating its Gypsies and Travellers Accommodation Assessment?
5. Do you agree with the proposed changes to the Local Plan Core Strategy identified at paragraph 5.2?
6. For each of these questions, please comment on your reasons for agreeing or disagreeing with the Council's assessment and provide relevant evidence where this is available.

1.8 Relevant representations should make it clear how the Council's response satisfies the legal compliance and soundness checks set out below, be supported by evidence showing whether Spatial Principle SP4 should be changed and any suggestions about how it can be changed. Any representations received will be considered by the Planning Inspector alongside the published document and the representations already received by the Council.

1.9 The purpose of the examination is to consider whether the Council's development plan complies with the legal requirements and is 'sound'. Legal requirements concern the way in which the Council has prepared its plan. Soundness concerns the content of the document and whether it has been positively prepared, justified, effective and consistent with national policy. These terms are explained below.

#### **Legal Compliance**

1.10 At the Examination, the Inspector will first check that the Local Plan Core Strategy document meets the legal requirements under s20(5)(a) of the 2004 Act 2011 and the Localism Act before moving on to test for soundness. You should consider the following before making a representation on legal compliance:

- The document should be within the current Richmondshire Local Development Scheme (LDS) and the key stages should have been followed in its preparation.
- The process of community involvement for the document in question should be in general accordance with Council's Statement of Community Involvement (SCI).
- The document should comply with the Town and County Planning (Local Planning) (England) Regulations 2012. The Council must publish the documents prescribed in the regulations, make them available at its principal offices and on its website, place a local advertisement and notify general and specific consultation bodies (as set out in the regulations) and any persons who have requested to be notified.

- The Local Planning Authority is required to provide a Sustainability Appraisal Report when it publishes a local plan, which is a tool to ensure policies reflect local social, environmental, and economic factors.
- The document must have regard to any Sustainable Community Strategy for its area (i.e. The Sustainable Community Strategies for North Yorkshire and Richmondshire).

### **Soundness**

1.11 A sound local development plan should be positively prepared, justified, effective and consistent with national policy (NPPF paragraph 182)

- **Positively prepared** - The plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is reasonable to do so and consistent with achieving sustainable development.
- **Justified** - The plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence
- **Effective** - The plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities
- **Consistent with National Policy** - The plan should enable the delivery of sustainable development in accordance with the policies in the National Planning Policy Framework.

1.12 Please send your comments either by email or in writing to the addresses below.  
**The deadline for receipt is by 5.00pm on Friday 27 September 2013. No late representations will be accepted.**

tel: John Hiles 01748 827025

email: [LocalPlan@richmondshire.co.uk](mailto:LocalPlan@richmondshire.co.uk)

write: Richmondshire District Council  
 Swale House, Frenchgate, Richmond, DL10 4JE.

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

## 2. The Appropriate Scale of Housing Development?

### Introduction

- 2.1 This chapter reassesses the Local Plan Core Strategy's proposed level of housing development in the light of two recent changes. The revocation of the Regional Spatial Strategy (February 22, 2013) finally removed the need for the Council's development plan to comply with the RSS. The published interim mid-2011 household projections (Dept Communities and Local Government, April 9 2013) infer a lower rate of growth that has been prepared for to date. The impact of both of these changes needs to be set in context in order to justify either the retention of the proposed development target of 180 homes per year and consider the implications of alternatives suggested by the interim projections.
- 2.2 The regionally set housing target for Richmondshire was 200 homes each year, set in a policy context that sought to create a balanced approach to sustainable development in the rural areas of North Yorkshire. The revocation of the RSS had been long expected. The Chief Planning Officer indicated (6<sup>th</sup> July 2010) that "local authorities will be responsible for establishing the right level of local housing provision in their area, and identifying a long term supply of housing land without the burden of regional housing targets". In anticipation the Council prepared and consulted on a Local Strategy Statement (February 2011). This document concluded that apart from some minor changes the RSS and its supporting evidence provided an appropriate policy approach for development in Richmondshire, including the development target. The results of this consultation influenced the submission draft LPCS. Since then, the Council has updated significant elements of its evidence base to justify a policy approach containing a slightly reduced development target, rather than one skewed by national household projections affected by incorrect assumptions concerning international migration. The main impact of its revocation, two years later, has therefore been minimal.
- 2.3 The National Planning Policy Framework (NPPF) states, right at the outset (¶1, 17), that it enables councils to produce their own distinctive local plans, which reflect the needs and priorities of their communities. NPPF (¶14, 47, 182) makes it clear that Local Plans should meet the objectively assessed needs for market and affordable housing as far as is consistent with its policies, unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the its policies taken as a whole. NPPF (¶8, 158) also states that economic, social and environmental gains should be sought jointly and simultaneously through the planning system and local planning authorities should integrate their assessment of and strategies for housing, employment and other uses, and that they take full account of relevant market and economic signals. NPPF (¶158) also states that Local Plans should be based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area.

- 2.4 The scope for the expected objective assessment of a Local Plan requires a balanced assessment of sometimes competing priorities for growth and the capacity of local areas to meet that growth. Based on the recent experience of other Local Plan examinations, the objective assessment of the scale and distribution of local housing seeks that the following factors are considered in combination rather than in isolation:

#### Local Objectives

##### Wider Context

- Cross boundary issues
- Economic Conditions
- Role and Character of Places
- Rural Sustainability
- Environmental and Historical Assets and constraints
- Infrastructure Capacity

##### Scale of Housing

- Population and Household change and growth.
- Strategic Housing Market Assessment
- Strategic Housing Land Availability Assessment.
- Development trends and housing market performance

Views of stakeholders, infrastructure providers and local communities.

This broad assessment underpins the published LPCS and is summarised below to set the context for evaluating the mid 2011 household projections, their underlying population projections and the implications of a lower housing development target.

### **Local Strategic Objectives**

- 2.5 Consistent with localism philosophy, the LPCS has been designed to reflect and support the interests of each part of the plan area and each settlement. The Vision and objectives set out in chapter 3 (Annex 1) encompass the task in front of the LPCS. This is, by definition, multidimensional and a sufficient amount of growth has been proposed to address problems that are faced in the local economy and the housing market in particular. These include the diminishing options for local people to enter the local housing market and remain in the local economy. Also, the need to strengthen local service centres to make them attractive to business and reduce the need for long distance travelling as well as supporting a diverse rural economy. The level of growth proposed is considered appropriate for Richmondshire's very rural setting and pays respect to the quality of the local environment, whether built or natural.

### **Wider Context**

- 2.6 The broader conditions affecting the proposed housing target cover:

- Cross boundary issues
- Economic Conditions
- Role and Character of Places
- Rural Sustainability
- Built and natural Assets
- Infrastructure Capacity



### **Cross boundary Issues**

- 2.7 The Richmondshire plan area shares boundaries with Darlington, Hambleton, Harrogate, the Yorkshire Dales National Park and County Durham. The detail of these relationships has been discussed in both the Local Strategy Statement (2011,PP005) and the Duty to Cooperate Statement (SD006). The key features of these relationships are the role of Darlington as a sub-regional centre; the extensive and sparse rural nature of the boundaries and the role the plan area plays in providing service centres and supporting housing needs arising in the national park.
- 2.8 Key transport links play an important role in defining the direction of these relationships, particularly the A1, A66 the A684 along Wensleydale and the route from Richmond along Swaledale. The reinstatement of the A1 upgrade in December 2012 renews prospects for more effective connections between the plan area and the strategic road network and improving prospects for local growth, particularly around Catterick Garrison.
- 2.9 One further issue with wider significance for the plan area beyond its boundaries is the military role of Catterick Garrison in national defence strategy. The publication of the Army Basing Plan on 5 March 2013, following the Strategic Defence and Security Review, confirms its continuing role as a major military base. Although there will be changes in the military units based here, the garrison is not expected to grow significantly in size overall, as had been expected in the Catterick Garrison Long Term Development Plan (2005, PS001) Ultimately changes at Catterick Garrison are determined by central government including the movement of military personnel and their dependants. The expected level of these changes needs to be assimilated within the LPCS so that their impact on local infrastructure and wider development prospects can be managed.

### **Economic Conditions**

- 2.10 The local economy in Richmondshire is made up of two distinct components. Military related employment and a typical rural mix of land based and service sector activities. Military related activity is largely self-contained with most of its workforce imported into the area for military service. There are limited secondary impacts through its supply chain because this is procured through national and international channels. The two halves of the Richmondshire economy come together over local disposable income (Impact of the Military Presence in North Yorkshire, 2011). However, significant leakage to larger service centres, including Darlington and the Tees Valley reduces the impact of this.
- 2.11 The Employment Land Review (2012) shows that:
- Growth in the Richmondshire economy as measured by full time equivalent jobs (FTEs) is expected to be 6.35 % for the period 2011 to 2026.
  - There is a decline in FTE's for traditional employment land use consuming industries (B1, B2, B8), but there is a relatively low level of employment in them in the District.
  - Need for employment land over the plan period is likely to come from Other Financial and Business Services, Wholesaling, Transport and Construction, which are all likely to require employment land to accommodate a proportion of their FTE growth.

- Non B Class uses, including Retailing account for the majority of projected employment.

2.12 National economic forecasts do not suggest that this position will change a great deal in the near future, but recent announcements on the A1 upgrade, see below and the submission of proposals for the Catterick Garrison Town Centre for approval provide important new drivers into the local economic mix.

**Role and character of places**

2.13 The Richmondshire plan area is predominantly rural in nature. The main service centres of Richmond, Catterick Garrison and Leyburn link with networks of smaller settlements to extend provision across local communities. Richmond has been the traditional service centre over many centuries and its fabric reflects this long history. Although highly valued as an attractive market town, its landscape and history limit its capacity for growth. Catterick Garrison, made up of both military and local communities, has evolved substantially over the past century. This growth has the potential to coalesce with the development of a new town centre offering modern retail and leisure facilities, improved access to the strategic road network and a greater range of housing designed to meet local needs. Combined with Richmond's historic character it provides the ingredients for a strong district centre. Leyburn looks to be a much smaller settlement, but is the service centre at the heart of an extensive and remoter rural area extending over much of Wensleydale and Upper Swaledale. It retains its historic market town character as well as scope for growth to support its local rural communities.

2.14 The LPCS describes in detail the roles of the smaller settlements and how these are distributed across the rural area. In general, they are much smaller than the main service centres. Their services are fewer and often, for example primary schools, shared between settlements. Their location and development reflects a past based on a range of land based activities with agriculture and mineral extraction being major themes, which has been influenced by historic estates including monasteries and royal castles. Their smaller size and distribution across a large area requires careful management of future development to ensure that the benefits of development are not spread too thinly nor are any communities defined as unsustainable.

**Rural sustainability**

2.15 A central challenge for the LPCS is to promote rural sustainability. This means that social, economic and environmental needs are addressed across the whole area. The backbone of this is the network of services centred on the main settlements, but the LPCS recognises that the whole of the area is a dynamic economy with continuing needs to change and adapt. The Employment Land Review also shows the range of service sector and land based businesses that operate within this environment. It also shows the small scale of these businesses and the capacity for growth within these sectors.

### **Built and natural assets**

- 2.16 The LCPS describes in detail the range, quality and diversity of local built and natural assets. These help distinguish the plan area and contribute to its quality of life. Conserving and enhancing these local assets is a major task for development policy, which has guided the scale and distribution of development. This is most obvious in the case of Richmond where strategic development options are very limited by a range of built and natural constraints, including substantial heritage assets of national importance. The development strategy reflects this lack of choice by steering development towards Catterick Garrison and supporting its evolution as the modern part of the District service centre. In the wider context there are limited options for strategic scale development across the smaller settlements. This would have severe and disproportionate impacts on the quality of the local built and natural settings of these villages.

### **Infrastructure capacity**

- 2.17 Although the news of the reinstatement of the A1 upgrade (Chancellor's Autumn Statement December 2012) has been very welcome for the improvements it will bring for local connectivity, the local transport network beyond the A1 remains predominantly rural, connecting many settlements over a large area. The Catterick Garrison Strategic Transport Assessment (2011, TE003) identified specific improvements to improve conditions along the A6136 which would support the proposed scale of development in Catterick Garrison, including the new town centre as well as continuing to meet defence needs. Elsewhere, the scale of development has either not required further improvements to the local road network, or, in Richmond these are not feasible.
- 2.18 The proposed concentration of development in the Catterick Garrison area as well as targets for rural settlements provides a structure for investment in the future of local schools.
- 2.19 Colburn Waste Water Treatment Works is fast approaching capacity. Yorkshire Water advises that there is sufficient capacity to accommodate planned development over the next five years and that funding for necessary improvements is being sought in the next round of its capital funding projects.

### **The Scale of Housing**

- 2.20 The objective assessment of the scale of housing development is directly affected by:
- Population and Household change and growth.
  - Strategic Housing Market Assessment.
  - Strategic Housing Land Availability Assessment.
  - Development trends and housing market performance

### **Population and Household Change and Growth**

- 2.21 The Office of National Statistics (ONS) and CLG regularly revise population and household projections for local authority areas. These sub-national projections of population growth and the numbers of households derived from these are the normal starting point when deciding the appropriate scale of future local housing, before taking account of the affect of the wider local context. In plan-making the headline result from the projections is the number of new households expected to form over the plan period up to 2028. NPPF expects this figure to be an important consideration in the setting of local development targets.

2.22 The last housing development target for Richmondshire subject to independent examination was set in the Regional Spatial Strategy. This target was developed largely in the context of CLG mid 2003 household projections resulting in a housing requirement of 200 houses per annum over the whole plan period to 2026. This target was confirmed when the RSS was approved by the Secretary of State (May 2008), despite mid 2004 based projections suggesting a significant increase in the local housing requirement. This problem continued with the mid 2006 and mid 2008 household projections indicating housebuilding rates of 400 and 250 homes per year respectively. Such a variation presents problems for plan making and the origin of this range needs to be understood if appropriate local judgements are to be made. The table below shows how population estimates and projections for the District have changed over the past 10 years:

	Mid Year Estimates (000s)			Population Projections (000s)				
	Publish ed	Revised 2010	Revised Census 2011	SNPP Mid 2004	SNPP Mid 2006	SNPP Mid 2008	Local Mid 2008	SNPP Interim 2011
2001	47.1	47.1	47.1					
2002	48.3	48.3	47.8					
2003	49.9	48.6	48.5					
2004	50.7	49.1	49.4	50.1				
2005	50.7	49.3	50.4	51.2				
2006	51.0	49.7	51.0	52.2	51.0		49.4	
2007	51.4	50.6	51.6	53.1	51.8			
2008	51.4	51.4	52.1	54.0	52.6	51.3		
2009		52.8	52.4	54.8	53.5	52.0		
2010			52.9	55.6	54.3	52.6		
2011			53.3	56.4	55.2	52.5	50.4	53.3
2016				59.8	59.0	55.3	51.2	53.8
2021				62.9	62.4	57.3	51.9	54.4
2026				65.4	65.4	59.4	52.6	
2028				66.2	66.5	60.0	52.8	

Source : Office of National Statistics for mid-year estimates and subnational population projections (SNPP). Edge Analytics for the Richmondshire Scrutiny of Population Projections and Estimates 2012

2.23 The overall scale of the population has been fairly consistently estimated as evidence and methodology has improved between the 2001 and 2011 Censuses. The projected population, which underpins the household projection, has varied widely. It is essential to understand why this has been so to help justify realistic development targets rather than simply take the national projections at face value.

2.24 The North Yorkshire Strategic Housing Market Assessment (November 2011, TE007) identified local problems with the methodology used by ONS and recommended that a local population projection be prepared. In essence, the problem created an excessively high international migration trend which inflated population estimates and projections. ONS recognised this problem, modified its methodology and published revised mid 2010 population estimates and projections (21 March, 2012). The Richmondshire Scrutiny of Population (TE012, March 2012) corrected for this error and indicated a more realistic target of 180 homes each year, which was based on reasonable growth expectations for the local area and acknowledged the difficulty of projecting a small population with a large military dependant component.

- 2.25 The mid 2011 interim population and household forecasts are the first projections to be published using results from the 2011 Census. The projections start from a higher base population in comparison with earlier projections based on 2001 Census estimates. This reflects the availability of more up to date data to recalibrate population estimates. The CLG interim mid-2011 household projections suggest a lower housing target of 80 homes each year up to 2021.
- 2.26 Both ONS and CLG report in their papers on the quality of the mid 2011 projections that they are the product of a hybrid methodology made necessary by the partial availability of 2011 Census results. Basically the projection methodology rolls over mid 2010 based assumptions where Census data was not available. This is reflected in the shorter 10 year timescale covered by these interim projections, rather than the usual 25 years. ONS warns:

*“Projections are not forecasts and take no account of policy nor development aims that have not yet had an impact on observed trends. The interim 2011-based subnational population projections for England provide an indication of the possible size and structure of the future population, based on the 2011 mid-year population estimate and the continuation of estimated trends used in the 2010-based projections.”*

Methodology: Interim 2011-based subnational population projections, page 1, ONS, 28 September 2012

Expert demographic practitioners have also expressed concern:

*“The interim projections have a ten year horizon, rather than the usual 25 years. This reflects the lower quality of the data used in them, and prevents their use for long-term strategic planning”*

Using mid-2011 population estimates to update population projections.  
Ludi Simpson, POPGROUP guidance note 5, October 2012.

And DCLG:

*“...there are limitations in the use of these projections, as they are demographic and trend-based only and do not take account of any policy changes that may affect actual household formation in future. Therefore, users of the household projections should consider the projections alongside other local information available that they may help interpret better those projections....”*

*There are particular limitations in the use of the 2011-based interim household projections. The projections only span a 10-year period. So users that require a longer time span would need to judge whether recent household formation rates are likely to continue.”*

2011-based Interim Household Projections : Quality Report, DCLG, April 2013

2.27 The variations in population and household projections for Richmondshire do not make for easy reading let alone plan making. The regular revisions of the projections should have offered opportunities to review overall future requirements in the light of changing local circumstances. However, they reveal the problems associated with projecting a small population like Richmondshire. The mid 2001 based series up to mid 2008 was beset by recognised methodological problems that inflated the overall results. The first post Census projection could suggest that the inflated projection of the local population was more severe than thought. How then can we make sense of this latest? The fundamental point to remember is that all projections are an indication of the likely increase in population and households given the continuation of recent demographic trends in the five years preceding the projection's base-year. Apart from data on local components of change (births, deaths and migration) they take no account of local conditions, for example housing need, nor of future policies, whether national or local. It is essential, then, to ask whether these preceding trends can, or even should, continue?

### **Components of population change**

2.28 The recently published revised mid 2001 – 2010 mid year estimates (ONS, 30 April 2013) show that natural change, the difference of births over deaths, has made a small but positive change to the local population of about 100 people per year. Although this makes a small contribution to overall change in population, it is the impact of migration that has been the major determinant of change in the calculation of mid year estimates and local projections. A recent assessment of local migration trends shows:

In summary, Richmondshire's internal migration 'profile' is characterised by a number of key patterns and trends:

- An overall net outflow of migrants since 2006, contrasting with the net inflow in earlier years of the decade.
- A significant net outflow of 15-19 year-olds, linked to higher education and first-employment moves.
- High gross inflow and outflow of young adults aged 20-29 (mirrored in 0-9 year-olds) but with only a minimal net overall impact. It is possible that young adults are moving out of Richmondshire due to housing affordability issues; counter-balanced by an inflow of similar age-groups to Armed Forces accommodation.
- A net inflow of adults aged 30+, which has reduced in magnitude since 2006.
- A significant exchange of migrants with neighbouring areas, particularly Hambleton and Darlington, with a net inflow from the former and a net outflow to the latter.
- A dispersed exchange of migrants across the UK regions, reflecting a diversity of moves that encompass: higher education and first employment moves; work and lifestyle-related moves of older adults; a net inflow of (retirement?) migrants from the South East, London and the East Midlands and the recruitment, return and internal movement of Armed Forces personnel and their dependants.

Richmondshire Internal Migration – Patterns & Trends, Edge Analytics, March 2012

### Changes in household formation

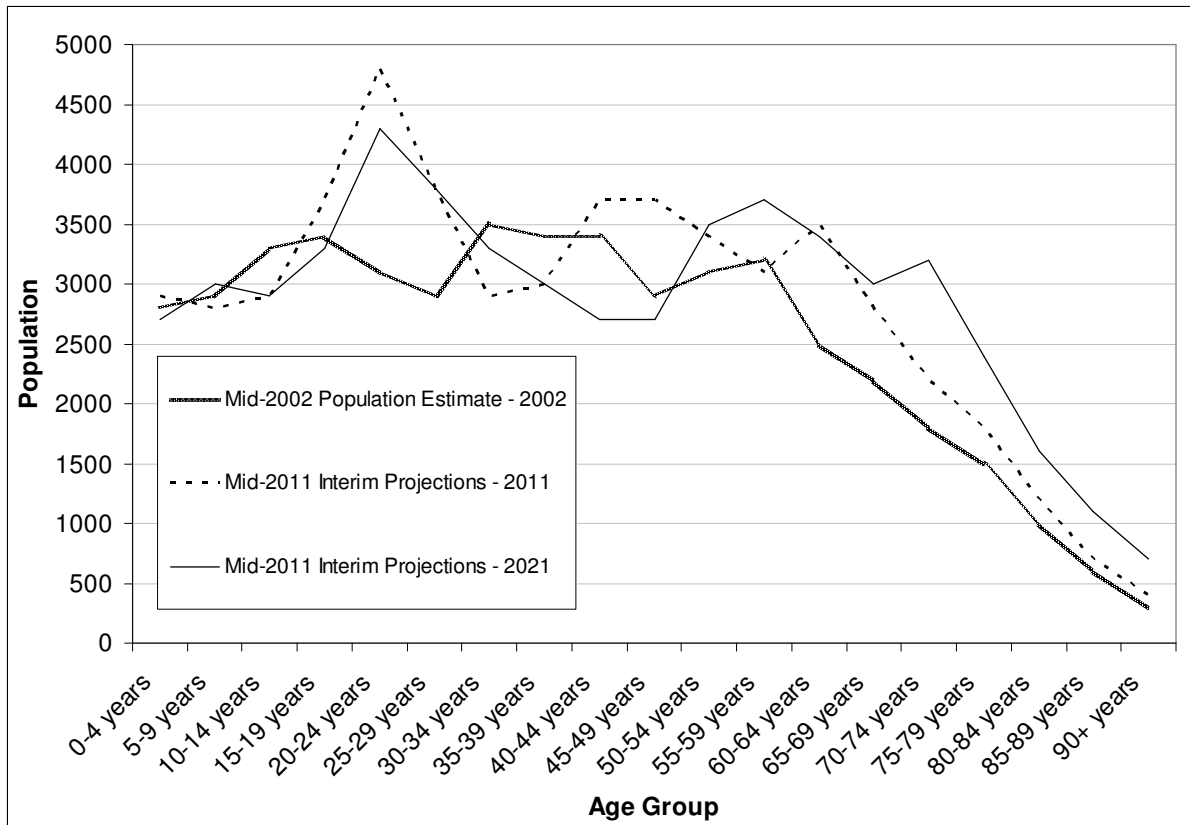
2.29 A key determinant of the future level of households in any forecast is the household formation rate. As stated in paragraph 2.26 above, CLG advises that household formation rates can change and we shouldn't expect them to remain constant over a long projection period. The table below shows that, for the main household types in Richmondshire, household composition remains broadly similar over the past 10 years despite a rise in the number of households.

		2001	2011
<b>Households</b>		18,124	20,207
<b>Average household size</b>		2.4	2.3
<b>Single person</b>	Retired	13.4%	12.4%
	Other	11.1%	13.5%
<b>Family married couple</b>	All retired	10.1%	10.3%
	No children	18.8%	18.4%
	Dependant children	22.8%	18.3%
	Children not dependant	5.7%	5.6%
<b>Family cohabiting couple</b>	No children	4.0%	4.7%
	Dependant children	2.5%	3.2%
	Children not dependant	0.3%	0.4%
<b>Lone parent</b>	Dependant children	4.9%	5.8%
	Children not dependant	2.6%	2.7%

Source : Census Key statistics tables QS113EW (2011) and KS20 (2001)

2.30 The overall increase can be explained by the small decrease in average household size and an increase in military households. Changes in single person households are due in part to a change in the definition of retirement age. The lack of overall change in the composition of local households points to a lack capacity for change. But this, coupled with the decrease in average household size, accounts for much of the expected growth in the interim mid 2011 household projections when trended forward.

2.31 These components of change indicate that change in the Richmondshire population has been slowing over the past ten years and that reduction is due to the reversal in migration trends. This is further evidence of the impact of local housing market conditions on the local population, where there has been very limited scope for change and, if trended forward, appears to be predicting a stagnating population, which ages on. Unchecked, the overall impact of this can be seen in the changing age structure of the projected population, which is summarised in the graph below.



Source : ONS mid 2002 population estimate (revised 2011 Census), Interim mid 2011 based subnational population projections

2.32 This graph shows two key features of Richmondshire's population, its military population and ageing population. The spike at 20-24 years reflects the large military population. In population projection methodology military personnel are treated as a special population and do not age because they are routinely replaced they pass through their military careers. Dependents of the military population are treated in the same way as the background population, despite being affected by the same military policy as personnel. This means that, if a sizeable part of the local population their presence affects the components of change. The steady ageing of the population is illustrated by the peak at 30-34 years in 2002, which progresses steadily through the next estimate for 2011 and into the projection in 2021. The ageing of the population drives a reduction in average household size, but this is not as large as it could be because of the size of military households.

### Strategic Housing Market Assessment (SHMA)

2.33 Beyond the starting point of population and household forecasts, we need to take into account a number of other factors influencing the Richmondshire housing market, which have been identified in the Strategic Housing Market Assessment (2011, TE007). Richmondshire has experienced strong house price increases since 2001 with an average house price uplift of 137.7% to 2009/10, the largest increase across all North Yorkshire authorities. It peaked, in line with the wider market, at £228,666 in 2007/8 and stood at £220,787 in 2009/10. The local average house price surged to £244,615 in 2010/11 reflecting a national market skewed to fewer higher value transactions in the recession. It has since declined to £214,402 in 2011/12.



- 2.34 The ratio of lower quartile house price to lower quartile earnings in the District demonstrates the height of the barrier presented by the strong local housing market many families looking for a home. This has varied between 9.97 in 2005 and 8.28 in 2011 (CLG, 2013). It is provisionally expected to be 8.38 in 2012 which is the third highest in North Yorkshire and is above the provisional national average of 6.59 (CLG, 2013). The comparison is more stark when the average house price is compared with the lower quartile house price, which stood at around £136,000 in 2011/12 (CLG, Live table 583).
- 2.35 Using household survey results the SHMA estimated an annual housing need for 260 affordable dwellings over five years, of which 44 arise from the national park. This figure needs to be fully understood to inform the assessment of local development targets and the extent to which they can address local need. It would be unrealistic to take the annualised figure from the SHMA at face value and compute an implicit housing target from it as has been done in a number of representations. If, for example, the figure of 260 was delivered at the rate of 30% of all housing this would require an annual target of 870 homes to be built or 14,733 up to 2028. Assuming a household size of 2.0, to reflect declining average household size over the plan period, this would increase the Richmondshire population by 29,470 or about 55% of the current population. Such a substantial increase could only come from inward migration, which would need significant economic drivers to stimulate it. The only times Richmondshire has witnessed such levels of growth, historically, were at the height of the lead mining industry in the eighteenth and early nineteenth centuries and when Catterick Camp was expanded to meet wartime needs. Without these economic drivers this level of migration would promote unsustainable patterns of movement or a substantially retired population creating additional problems for support.
- 2.36 The SHMA (2011) estimated that the income required to buy a lower quartile house in Richmondshire would be about £58,500, given prevailing assumptions about availability of mortgage finance. The annual average gross earnings for people living in Richmondshire is £23,486 (Annual Survey of Hours and Earnings, 2011), demonstrating the significant mismatch between average local income and house price. This affordability gap starts much higher in Richmondshire than criteria for access to social rented housing or intermediate tenures. This reflects a major structural problem for the local housing market in the availability of lower range market affordable housing. The concentration of development in Catterick Garrison is already beginning to provide a range and volume of necessary affordable in the market housing that is in very short supply in the local housing market. Changes in the availability of mortgage finance and support for first time house buyers have improved individual household's prospects to access mortgage finance since the SHMA was drafted. As a result a proportion of the need identified in the SHMA will be addressed by increased affordable options in the housing market.
- 2.37 The estimate of housing need from the SHMA has not translated into pressure on local housing services. Local rural housing needs surveys conducted since 2004 identified an initial need for 170 homes which translated into just 63 homes occupied. Over the same period, homelessness presentations and housing enquiries to the Council's Housing Options Team show lower levels of unresolved need compared to that suggested in the SHMA estimate. One explanation of this is that the sustained strength of the local housing market on emerging households over the past decade has forced them to look elsewhere for more realistic housing options, which has translated into the local migration trends over the same period. Very local housing surveys in rural villages, where house prices are strongest, may also be finding the same problem.

### Housebuilding and Land Availability

2.38 The net number of new homes delivered since 2004 is set out below.

	RDC	YDNP	Total	Average
2004/5	157	3	160	160
2005/6	256	21	277	219
2006/7	122	20	142	193
2007/8	193	-5	188	192
2008/9	56	0	56	165
2009/10	40	-20	20	141
2010/11	38	-10	28	124
2011/12	227	20	247	140
2012/13 (prov)	33	5	38	128

Source : RDC Council Tax data

2.39 The level of delivery to date has followed a similar trend to national rates reflecting the lack of financial capacity arising from the recession rather than any local constraints on land availability. This should also not be a constraint in the future. The SHELAA (2013) shows that potential capacity exceeds the proposed development target. The net delivery of new homes also reflects the movement of accommodation into and out of residential tenures, in particular in and out of use as holiday homes, which occurs in the most rural parts of the District.

2.40 It is also important to question how actual housing delivery compares to the target for 200 homes each year set in the RSS, which the LPCS proposes to replace. Two issues affect the interpretation of the RSS target. The first is that it relates to the District as a whole and second it relied on a high vacancy rate. The plan area's smaller population is about four fifths of the total District suggesting a simple arithmetic reduction in the target to ensure that monitoring against the district wide target does not misrepresent the smaller LPA. The needs of the additional population should be met by strategic housing delivery in the Yorkshire Dales National Park, but national park priority for conservation makes this unrealistic. Therefore, while the LPCS expects to support need arising from further up the dales, any housing delivery in the national park should contribute to meeting the overall target, however small. The assumption that an amount of the proposed RSS delivery should come from the reinstatement of vacant accommodation originated from an unusually high vacancy rate observed in 2001 Census. Detailed analysis shows that this vacancy rate was mainly due to changes in military accommodation preceding a large scale disposal of property. All of these homes had been sold into the open market by 2004 effectively reducing the target by 30 to 170 homes each year. This remains a District wide figure which would reduce to 136 homes each year if the national park population were excluded.

## **Views of Local Stakeholders**

- 2.41 The Council has completed 4 stages of consultation through the evolution of the LPCS since work started in 2009. This sought and considered the views of local stakeholders, infrastructure providers and local communities regarding proposed development targets. The responses received at each stage are outlined in detail in the LPCS Consultation Statement (SD005) and the LPCS Representations Summary (SD10) document.
- 2.42 Throughout these consultations the Council has not received a representation asking for a lower development target. Representations have been received from a range of groups supporting the proposed development target and cautioning a higher target. This includes infrastructure providers like Yorkshire Water, recognising the current limitations of its local infrastructure and the steps required to resolve this. A range of comments have also been received concerning the desirability of development in specific locations but these did not address overall development targets.
- 2.43 Developers and their agents have made a number of representations proposing a higher housing target than the 180pa proposed. Their main arguments focussed on: the use and re-calculation of the mid-2008 projections in the Richmondshire Scrutiny of Population Estimates (2012); not seeking to meet the full objectively assessed market and specifically affordable housing needs identified in the SHMA (2011); and the target not conforming with the RSS. Despite arguing for a higher target, development proposals accompanying these representations could be accommodated within the proposed strategy and no strategic growth areas were identified. The Council's response to these issues has already been set out above in this document.

## **What counts in setting the local development target?**

- 2.44 The following conclusions stand out from the preceding assessment:
- The capacity of the local area for development is constrained by its rural setting, but maintaining rural sustainability requires a level of development to address key local housing and economic objectives
  - household projections are not assessments of need or demand, but are based on the continuation of past trends which reflect earlier economic conditions and are affected by locally unusual factors such as the movement of military personnel and their families. Caution needs to be applied in the use of long term forecasts (25 years) based on past short term trends (5 years). Under current conditions this is a recipe for sustaining recessionary trends and enforcing the observed population change into the future. The interim mid 2011 household and population projections tell us what will happen if we do not implement the LPCS and development at the level inferred level would not support local strategic objectives.
  - the latest SHMA (2011) evidence suggests that local needs (particularly in terms of affordable housing) persist and cannot realistically be addressed in full by simply building more homes in an area with limited capacity for them. These results also show that a major deficit in the local housing market is the gap between social housing tenures and access to the local housing market, which requires a different mix of market housing affordable by local people.

- past levels of building reflect the capacity and desirability of the area for development as well as the consequences of recent recession. Comparison of these past rates with the RSS requirement needs to recognise how it was constructed.
- Representations to the published LPCS recommending higher development targets than the one proposed are based on singular arguments about the use of published population projections or unrealistic expectations for development to meet all affordable housing needs.

### 3. Sustainability Appraisal

3.1 A sustainability appraisal is necessary to assess the impact of different housing targets across sustainability objectives. This is detailed in Annex 2 and focuses specifically on the impact of different housing targets on the scale and distribution of housing (Spatial Principle SP4). The table below summarises the potential scenarios that arise from changes to the scale of housing sought in the LPCS and the distribution of this housing. The LPCS proposes a distribution of housing development based on its objectives. This seeks to strengthen district and local centres as well as the network of local services extending beyond into the smaller settlements. Adjusting for higher or lower targets affects the capacity of this distribution for change.

Scale	Distribution		
	Centralised	Submitted	Diffuse
<b>High target (250+)</b>	<p>Increased housing choice an economic benefits of larger workforce help promote growth in Catterick Garrison and Leyburn.</p> <p>This level of growth would represent a disproportionate impact on Leyburn in particular</p> <p>Richmond lack of capacity stretched to limits</p> <p>Greater burdens would be placed on local infrastructure in Leyburn and Catterick Garrison particularly if growth does not promote economic confidence leading to greater levels of commuting to distant centres.</p> <p>Reduced impact on rural settlements, but prospects for more service improvements reduced as infrastructure providers tackle greater pressures in towns</p>	<p>Although the balance of development would be maintained the higher target would lead to a disproportionate impact on the smaller settlements including Leyburn and the Primary and Secondary Service Villages.</p> <p>Increased infrastructure problems would occur in the smaller settlements and also lead to congestion in the towns. In Richmond there is very limited scope for feasible infrastructure improvements</p>	<p>Disproportionate impact of growth on settlements outside of district and local centres. The prospect of addressing wider infrastructure issues caused by this pattern of growth in the most rural areas is limited by coordination difficulties.</p> <p>Prospects for enhanced district centres remain but at risk of greater congestion, stimulated by increased traffic from all directions.</p>

Scale	Distribution		
	Centralised	Submitted	Diffuse
Submitted target (180)	<p>A more centralised distribution than that proposed in SP4 would mean that development would be even more concentrated in Catterick Garrison, Leyburn and Richmond. This would have two effects – less change in the surrounding villages, and increased pressure on infrastructure in the towns. It could also lead to further pressure to extend Richmond – for example eastwards beyond Scott’s Dyke.</p>	<p>District Centres and local service centres enhanced and act as hubs for local service networks extending into most rural areas.</p> <p>Realistic expectations for infrastructure improvements.</p>	<p>Development would follow the market and put pressure to release more land in the villages. This would limit the opportunity for creating a more cohesive settlement in the Garrison Area. It would also dilute opportunities to sustain services across the whole plan area, by on the one hand, reducing the potential to support continued and enhanced provision from the main centres – and on the other, the resulting limited development in smaller settlements, because of its scale, would be unlikely to result in more viable services in those settlements.</p>

Scale	Distribution		
	Centralised	Submitted	Diffuse
Low target (80)	<p>Reduced environmental impacts which are concentrated in larger settlements</p> <p>Local population continues to age as younger people leave because of limited housing and employment choices</p> <p>Reduced prospects for improvements to district and local service centres.</p> <p>Capacity to address deficits in local housing market and infrastructure impaired</p> <p>No development in villages leading to further losses in local services as service providers seek to consolidate options.</p>	<p>Reduced environmental impacts, distributed over a wider area</p> <p>Local population continues to age as younger people leave because of limited housing and employment choices</p> <p>The balance of development remains but targets have been reduced to a very low level outside of main settlements effectively neutralising development prospects.</p> <p>Small scale of development spread across many settlements leads to reduced level of infrastructure and service improvements through difficulties in coordination</p> <p>Capacity to address deficits in local housing market impaired</p>	<p>Reduced environmental impacts, distributed over a wider area</p> <p>Minimal prospects for improvements to district and local centres</p> <p>Local population continues to age as younger people leave because of limited housing and employment choices</p> <p>Small scale of development spread across many settlements leads to reduced level of infrastructure and service improvements through difficulties in coordination</p> <p>Capacity to address deficits in local housing market impaired . Affordable housing spread across wide area increasing living costs</p>

3.2 Military housing options are controlled by MoD's housing management strategies within the context of overall defence strategy. These are considered in the next section. In terms of sustainability appraisal any reduction in expected military growth will relieve pressure on local infrastructure and environment, but reduce spend in the local economy.

## 4. Discrete Housing Needs

### Impact on Local Housing Market of Changing Army Requirements.

- 4.1 This section addresses the need for any changes to the Local Plan Core Strategy arising out of the Secretary of State for Defence's announcement of the Regular Army Basing Plan in March 2013, which sets out the future laydown of the Army as it moves back to the UK from Germany and the overall size of the Army is reduced. Catterick Garrison and the surrounding area will continue to have a significant role and military units are expected to move into and out of Richmondshire over the next four years. On balance the Basing Plan indicates that there will be limited overall change in the size of the military presence in Richmondshire.
- 4.2 The Local Plan Core Strategy (LCPS) currently provides for 1,440 additional Service Families Accommodation (SFA). This was based on the capacity for growth identified within the Catterick Garrison Long Term Development Plan (2008) which anticipated the potential location of four additional military units in Richmondshire. MoD is undertaking work to establish what changes might be required to the current supply of SFA to accommodate personnel from Germany. Any changes will evolve round the use of existing SFA, the construction of new SFA in Catterick Garrison and leased properties to balance short term demands and long term enduring requirements. The MoD can not give a firm view of the requirements new SFA at this point in time. It is expected that there will be an increase in demand for SFA while families re-establish themselves in the UK, but that this will reduce once families make their own decisions for their future housing needs.
- 4.3 It seems reasonable, for local planning purposes, to reduce the scale of military related development in line with the Basing Plan and plans to consolidate SFA, but also to provide scope to review this should national defence strategy change. This would require minor modifications to Spatial Principle SP4 and the Central Richmondshire Spatial Strategy. In addition, their impact should be built into the Infrastructure Delivery Plan and any related work on setting charging rates for the Community Infrastructure Levy.
- 4.4 Any reduction of the overall target for military related land could make more land available for open market development. However, this would be subject to MoD's requirements for each parcel of land and how this relates to adjacent military areas. We would expect MoD to act like any other landowner and submit disposable sites for consideration in future land availability assessments. But, any further disposals are more likely to take place in the medium to long term given the scale of the expected movements over the next five years.
- 4.5 The potential impact of military families on open market housing targets also needs to be considered. The large scale military presence has been a feature of Richmondshire for at least the past century and by itself does not experience any special barriers to entering the local housing market. Military families, like any other, face the problem of seeking a home in an expensive housing market. The number of military families living outside of military accommodation in Richmondshire is small, with 2011 Census suggesting no more than 200. This almost certainly reflects a lack of choice of suitable properties in the local housing market and, perhaps, the level of local services in as well, both of which are important issues for the whole population.



4.6 The changes expected over the next five years, through the Army Basing Plan will produce some turnover in all types of housing used by military families. There could also be an increase in demand for housing in the short term, particularly if MoD needs to acquire further homes locally. However in the long term the potential military demand on the local housing market remains uncertain due not only to individual preferences but also the government's "New Employment Model" for service personnel. This is due to be implemented between 2015 and 2020 and it is proposed that this will increase levels of home ownership and reduce the demand for service families' accommodation.

4.7 In conclusion:

- The overall target for military accommodation (SFA) should be reduced to reflect the scale of change now expected, subject to the provision for review should military requirements change in future.
- MoD will determine the disposal of land surplus to requirements and it is expected that any disposals would be submitted for consideration in future land availability assessments
- There is no need to make any special provision for the housing needs of military families in the open market in the long term. However there is likely to be a limited impact on the local housing market in the short term.

## Future Provision for Gypsies and Travellers

4.8 There are two established sites in the plan area and their details, at June 2013, are set out below:

Total Pitches		Lime Kiln Wood, Catterick	Blue Anchor, Scotch Corner
Permanent	All	14	8
	Occupied	7	6
	Vacant	7	2
Transit	All	0	0

4.9 Lime Kiln Wood is owned by North Yorkshire Council and managed privately. The site manager reports that the site has not been at full capacity for a number of years and has not been presented with any further demand. A phased refurbishment programme is underway and space for additional pitches has been identified either through remodelling or extension. Vacant pitches are used to accommodate families in transit when required.

- 4.10 The North Yorkshire Gypsy & Traveller Accommodation Assessment in 2007/08, identified a need for 3 additional pitches in Richmondshire. It also underestimated the number of pitches at Lime Kiln Wood, making the estimated shortfall just one pitch. Since this time there has been no demand for additional accommodation. In the past 10 years no planning applications have been received for alternative transit sites or permanent pitches, nor has there been any enforcement action on unauthorised encampment across the whole District. The Council's Housing Teams have found little evidence of demand for traveller households wishing to move into settled accommodation. In the past 5 years only three traveller households have been re-housed into bricks and mortar
- 4.11 The Appleby Horse Fair in Cumbria promotes a temporary increase in the number of transient travellers in the District. The preferred routes are the A1, A167 and A66 for motorised travellers and through Wensleydale for horsedrawn traffic. The main Appleby Fair stopping point in the District is Bainbridge, which is in the Yorkshire Dales National Park. Although problems have been experienced in the past, local efforts are being made to manage the two or three days disruption caused.
- 4.12 The North Yorkshire Accommodation for Showpeople (2009) identified just 1 household resident in Richmondshire, with little need for additional accommodation. Show people also travel from their main yards through the District to attend local fairs:

May	Richmond Meet
	Catterick
	Aldbrough St John
August	Aldbrough St John
	Eppleby
	Scorton
	Reeth

- 4.13 The Council is required to provide for the future needs of the travelling community in the same way as other strategic development requirements. This should be based on an up to date and collaborative assessment of this community's accommodation requirements and provide a range of sites that could be developed to meet any expected need. The Council needs to update its GTAA to comply with national policy. Its action plan to do this is set out below:

<b>Action</b>		<b>Method</b>
Current supply assessment	Capacity and occupancy trends at current authorised sites at Blue Anchor, Scotch Corner and Lime Kiln Wood, Catterick Village.	Interview site managers
	Review of enforcement of unauthorised sites and applications for additional sites	Planning and enforcement history
Future Supply Assessment	Review supply and needs assessment to determine requirement for additional supply	Stakeholder workshop Consult Parish Councils
	If required, undertake a Call for Sites and produce 15 year land supply and assess suitability of sites identified in planning terms and guide through planning process if private pitches.	Community representatives, landowners and agents. Community Development Team
Planning Policy Recommendations	Consider changes to Spatial Principle SP4 to ensure compliance with national requirements	Community Development Team
Needs assessment	Assess unmet and emerging local need	Interviews with local families and community representatives
	Transfers to/from settled housing	Interviews with clients and community representatives.  Housing Management & Options Team records
	Review neighbouring GTAAs and assess demand to/from neighbouring authorities	Contact with neighbouring authorities

The Council aims to complete this work by October 2013.

## 5. Impact on Core Strategy

5.1 The review of the Submitted Core Strategy Development target, contained within Spatial Principle SP4, highlights the following issues

- The Richmondshire plan area is predominantly rural with a high quality landscape. Richmond, its major town is very constrained, limiting choice for strategic development
- Local strategic objectives seek to address local affordable housing issues and promote a sustainable rural economy, which can begin to take advantage of the better access offered by the A1 upgrade and the proposed town centre development at Catterick Garrison.
- Population change, now framed in the mid-2011 interim household projections, paint a picture of modern rural decline, in which high house prices have encouraged sustained out migration and population ageing.
- The proposed housing target of 180 homes each year seeks to address growth and affordability requirements, within the rural context. The mid 2011 interim household projections infer a level of development that would limit growth to that required to meet household formation arising out of an ageing population. Higher development targets would cause disproportionate pressure on smaller settlements and present difficulties for infrastructure delivery.
- The Army Basing Plan confirms that Catterick Garrison remains a significant military asset and the military presence in Richmondshire will remain about the same size for the foreseeable future. This reduces expectations for the scale of military development and MoD is currently reviewing its requirement for additional accommodation, but cannot confirm expected levels at present.
- The Council will update its Gypsies and Travellers Accommodation Needs Assessment by October 2013.

5.2 The Council's objective assessment of local development requirements is necessarily a judgement based on several dimensions affecting the local area, rather than a simple reading of latest population and household forecasts. The combination of a small population with a large military component, including dependants, limits the reliability of the conventional methods used in national projections. This means that the Council's approach is of necessity policy-led. The impacts of the relevant policies need to be carefully monitored and responded to in order that they remain appropriate. The current transitional state of the Army and the very small scale of the local Gypsy and Traveller community also present problems, albeit of different scales. Both require ongoing monitoring of local conditions, the former to ensure that any proposed military development is properly coordinated with the rest of local development and the latter to ensure sensitivity to local needs. The table below summarises proposed changes that would need to be made to the LPCS to reflect this assessment:

<b>Core Strategy</b>		<b>Proposed changes</b>
Central Richmondshire Spatial Strategy	Paras 3.2.4 and 3.2.5	These need to be updated to reflect the changed circumstances presented by the Army Basing Plan.
Spatial Principle SP4	Military Housing Development Para 3.1.30	The Core Strategy should retain the capacity for military related development. This should be reduced from the 1,440 homes expected, but MoD is not yet able to estimate likely requirements. A reduced target will be agreed with MoD and will remain additional to the local housing requirement. Provision should be made for military related housing development to be met on either military or open market sites reflecting potential changes to military accommodation policy.
	Gypsies and Travellers Para 3.1.31	The Core Strategy should be more explicit in how it should meet the development needs of this part of its community. This will almost certainly identify the expansion capacity of the Lime Kiln Wood site, subject to confirmation of the level of demand from an updated GTAA.
Chapter 5	Implementation and Delivery Para 5.5	A strategic review programme should be included with a five year cycle to ensure that emerging trends are evident. This is necessary to acknowledge the difficulties in conventional forecasting methodologies affecting the local population and maintain the currency of the Council's objective assessment.
	Paras 5.11 -12 And Infrastructure Delivery Plan	Update to reflect latest reinstatement of A1 upgrade through the District.

## Annex 1 : Local Strategic Objectives

The delivery of the overall strategy is summarised by linking detailed local objectives to the elements of the policy framework summarised above and detailed through the remainder of this document.

1. Thriving and sustainable communities are supported by locating development where it will enable people to access jobs and key services, such as education, training, healthcare, recreation and other facilities (SP1-SP5, CP1, CP2 and CP3)
2. The need for travel is reduced and made safer and easier for people to travel to jobs and key services by sustainable forms of transport such as public transport, walking and cycling (SP1 – SP5)
3. The dynamic character of rural communities is supported across the whole plan area and their social and economic fabric is sustained (SP3 and CP3)
4. Military communities and authorities work together to create lasting and mixed communities, which will benefit the whole District (SP4, SP5 and CRSS)
5. Future population and employment growth is accommodated in line with local requirements and responsive to neighbouring areas (SP4 and SP5)
6. Good quality housing is provided with an appropriate mix of different sizes, types and tenures which meet the housing needs of all the community (SP4, CP4 and CP5)
7. The adverse impact of society on the environment and the implications of climate change are responded to (CP7 and CP8)
8. The historic heritage and unique character and identity of local towns and villages are protected and enhanced by ensuring that new developments are appropriate in terms of scale and location in the context of settlement form and character. (CRSS, LWSS, NRSS and CP8)
9. The countryside, wildlife diversity and habitats are protected and improved (CP8)
10. Local economic growth is supported in ways which are compatible with environmental objectives and deliver increased prosperity for the whole community (CP9 and CP11)
11. Vibrant and prosperous towns are supported to function as service centres with a range of good quality jobs, businesses, shops and services (CP10)
12. Healthy lifestyles are promoted through accessible and varied opportunities for leisure and recreational activities (CP12)
13. High quality design of new developments helps to create attractive and safe places to live, work and play in (CP13)
14. Effective partnership between public and private organisations and local communities delivers the vision for the plan area (CP14, Implementation Delivery Plan)

## Annex 2 Sustainability Appraisal.

SP4: Housing - Scale			
Richmondshire Sustainability Appraisal Objectives	Submission Strategy – Scale	Option 1: Make less provision for housing.	Option 2: Make more provision for housing
	<b>180 homes p/a</b>	<b>80 homes p/a</b>  A lower target would reduce the impact of new development on the local area. However, it would also reduce the opportunities to increase the supply of affordable housing in the district to meet local needs.	<b>250 homes p/a</b>  A higher housing target might be considered because of national population projections. This could well require extensions beyond the historical boundaries of Richmond and other traditional settlements.
1. Good quality employment opportunities available to all	~	~	~
2. Conditions for business success, economic growth and investment	~	~	~
3. Education and training opportunities which build the skills and capacity of the population	~	~	~
4. Quality housing available to everyone	↑	↓	↑↑
5. Safety and security for people and property	~	~	~
6. Conditions and services to engender good health	~	~	~
7. Culture, heritage, leisure and recreation activities to all	~	~	~
8. Prudent and efficient use of energy and natural resources with minimal production of waste	~	~	~
9. Minimise greenhouse gas emissions and a managed response to the effects of climate change	↑↑	↑	↑
10. Reduction of flood risk to people and property	~	~	~
11. A transport network which maximises access whilst minimising detrimental impact	↑↑	↑	↓
12. Minimal pollution levels	↓	↓	↓↓
13. Bio-diverse and attractive natural environment	~	~	~

<b>SP4: Housing - Scale</b>			
14. A quality built environment that protects & enhances its historic assets and efficient land use patterns, that make good use of derelict sites, minimise travel and promotes balanced development	↑↑	↑	↓
15. Vibrant communities that participate in decision making	↑↑	↓	↓
16. Local needs met locally	↑↑	↑	↓
<b>Commentary</b>	<p>The selected scale of housing development seeks to guide the overall amount of development in the Plan Area. This reflects the difficult balance that is a feature of this Core Strategy. A larger scale of growth would seem to offer greater chances to address affordability issues. This would be at a greater environmental cost and the erosion of local distinctiveness. A reduced scale of development also presents problems. It would be less likely to address local affordability issues and would also limit the support for sustaining existing or new services potentially leading to stagnation across the area.</p> <p><b>Impact on Sustainability Appraisal</b> This appraisal does not alter the Submitted Core Strategy Sustainability Assessment.</p>		

<b>SP4: Housing - Distribution</b>			
<b>Richmondshire Sustainability Appraisal Objectives</b>	<b>Submission Strategy</b>	<b>Option 1: Centralised distribution.</b> A more centralised distribution than that proposed in SP4 would mean that development would be even more concentrated in Catterick Garrison and Leyburn. This would have two effects – less change in the surrounding villages, and increased pressure on infrastructure in the towns. It could also lead to further pressure to extend Richmond – for example eastwards beyond the Scott's Dyke ancient monument.	<b>Option 2: Diffuse distribution.</b> Development would follow the market and put pressure to release more land in the villages. This would limit the opportunity for creating a more cohesive settlement in Catterick Garrison. It would also dilute opportunities to sustain services across the whole plan area, by on the one hand, reducing the potential to support continued and enhanced provision from the main centres – and on the other, the resulting limited development in smaller settlements, because of its scale, would be unlikely to result in more viable services in those settlements.
1. Good quality employment opportunities available to all	~	~	~
2. Conditions for business success, economic growth and investment	~	~	~
3. Education and training opportunities which build the skills and capacity of the population	~	~	~



<b>SP4: Housing - Distribution</b>			
4. Quality housing available to everyone	↑↑	↑	↑
5. Safety and security for people and property	~	~	~
6. Conditions and services to engender good health	~	~	~
7. Culture, heritage, leisure & recreation activities to all	~	~	~
8. Prudent and efficient use of energy & natural resources with minimal production of waste	~	~	~
9. Minimise greenhouse gas emissions and a managed response to the effects of climate change	↑↑	↑	↓
10. Reduction of flood risk to people and property	~	~	~
11. A transport network which maximises access whilst minimising detrimental impact	↑↑	↓	↓
12. Minimal pollution levels	↓	↓	↓↓
13. Bio-diverse and attractive natural environment	~	~	~
14. A quality built environment that protects & enhances its historic assets and efficient land use patterns, that make good use of derelict sites, minimise travel and promotes balanced development	↑↑	↑	↓
15. Vibrant communities that participate in decision making	↑↑	↓	↓
16. Local needs met locally	↑↑	↑	↑
<b>Commentary</b>	<p>Option 2 may offer the prospect of more housing to better fulfil Sustainability Objective 4, but this would be at the cost of the SP2 Settlement Hierarchy principle and potentially weaken service provision and the capacity of communities to engage in local issues because resources would be spread more thinly. In turn this would undermine the capacity of infrastructure providers to coordinate delivery and to ensure that sufficient improvements could be provided over a wide area. Similarly a more centralised distribution of housing would tend to exclude more rural communities and create increased pressure on local infrastructure.</p> <p><b>Impact on Sustainability Assessment</b> This assessment remains unchanged from the Submission Core Strategy Sustainability Assessment.</p>		

**SP4: Housing – Military Housing Scale**

<b>Richmondshire Sustainability Appraisal Objectives</b>	<b>Submission Strategy</b>	<b>Option 1:</b>
	1,440 Service Families homes in Catterick Garrison	500 Service Families homes in Catterick Garrison The reduction in the expected numbers to be built reflects both MoD's intentions to consolidate existing housing and the reduced scale of growth arising from the Army Basing Plan
1. Good quality Employment opportunities available to all	~	~
2. Conditions for business success, economic growth and investment	~	~
3. Education and training opportunities which build the skills and capacity of the population	~	~
4. Quality housing available to everyone	↑↑	↑↑
5. Safety and security for people and property	~	~
6. Conditions and services to engender good health	~	~
7. Culture, heritage, leisure and recreation activities to all	~	~
8. Prudent and efficient use of energy & natural resources with minimal production of waste	~	~
9. Minimise greenhouse gas emissions and a managed response to the effects of climate change	↑	↑↑
10. Reduction of flood risk to people and property	~	~
11. A transport network which maximises access whilst minimising detrimental impact	↑	↑↑
12. Minimal pollution levels	↓↓	↓
13. Bio-diverse and attractive natural environment	~	~
14. A quality built environment that protects & enhances its historic assets and efficient land use patterns, that make good use of derelict sites, minimise travel and promotes balanced development	~	~
15. Vibrant communities that participate in decision making	↑	↑

16. Local needs met locally	↑↑	↑↑
<b>Commentary</b>	<p>MoD housing management aims to locate the military workforce around its workplace. This brings benefits in terms of retaining economic benefit, encouraging a scale of development which could deliver substantial decentralised energy solutions and reduce transport. When combined with open market development, this creates an opportunity for a more diverse community that is well serviced.</p> <p>Recent changes in military policy seek an overall reduction in the size of the army. This has reduced expected military related growth at Catterick Garrison. In sustainability terms this reduces a range of potential pressures on the local area and its infrastructure, but also reduces potential spend in the local economy.</p> <p><b>Impact on Sustainability Appraisal</b> This assessment should be added to the overall Appraisal because it considers the scale of military housing development.</p>	

These tables update the Sustainability Appraisal conducted to assess the impact of the Council's strategic planning policies and alternatives to them on a range of sustainability objectives. The full report SD002 Submission Local Plan Core Strategy : Sustainability Appraisal (June 2012), can be downloaded from the Council's website [www.richmondshire.gov.uk/localplan.aspx](http://www.richmondshire.gov.uk/localplan.aspx).

The symbols used in the tables are explained below.

- |   |    |
|---|----|
| Strongly supportive of Sustainability Appraisal Objective   | ↑↑ |
| Supportive of Sustainability Appraisal Objective            | ↑  |
| No relationship with Sustainability Appraisal Objective     | ~  |
| Unsupportive of Sustainability Appraisal Objective          | ↓  |
| Strongly unsupportive of Sustainability Appraisal Objective | ↓↓ |