

Preferred Strategy

June 2010



planourfuture

Local Development Framework Core Strategy



This document is the latest stage in creating a Local Development Framework (LDF) for that part of Richmondshire outside the Yorkshire Dales National Park. The LDF will shape the places and areas in our District up to 2026 and aims to secure the best achievable quality of life for all our communities, without wasting scarce resources or spoiling the environment.

You have a real opportunity to help make it a distinctive plan for the area. The Core Strategy is the document at the heart of the LDF. But we need to choose the right direction of change, or stability, for our future communities and the areas in which we live.

Our approach is to concentrate needed development in the most sustainable locations. In most cases this means little change. However significant growth in the Hipswell, Scotton and Colburn areas is proposed – to cope with local needs and military development at Catterick Garrison.

We also consider a number of alternatives and explain why we don't think we should take those paths. We'd particularly like to hear whether you agree with us – you might prefer alternatives. Your views on these proposals are valuable and will be considered before we present a final strategy.

These are uncertain times to be planning our future. The new Government intends to abolish the Regional Spatial Strategy (RSS). Power will be given to each place to decide how their areas will develop. But the RSS has been used in the preparation of our LDF because it respects our rural character, seeks to protect our environment and sets us a relatively low housing target.

We are keen to move forward and create a plan which meets our needs, some of which are quite urgent. So our LDF remains largely consistent with the RSS.

I look forward to receiving your comments on this document.



Fleur Butler
Leader of Richmondshire District Council



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Section 1: The Core Strategy Context

This section sets the scene for the Preferred Strategy of the Richmondshire Local Development Framework. Chapter 1 explains the purpose of a Local Development Framework and its components as a vehicle for shaping the future of communities and the environment. Chapter 2 goes on to explore local conditions in the area covered by the Local Development Framework – Richmondshire outside of the Yorkshire Dales National Park – and identifies a series of challenges for the future.

1. Introduction

The LDF Core Strategy

- 1.1 This consultation report presents the latest stage in Richmondshire District Council's work to replace the old-style Richmondshire Local Plan with a new Local Development Framework (LDF) for that part of Richmondshire outside the Yorkshire Dales National Park. The LDF is a new style plan designed to shape the places and areas which make up our District in the period up to 2026. This document concerns the strategy at the heart of the new Plan – the Core Strategy. It sets out the long-term spatial vision, and the spatial objectives and strategic policies to deliver that vision. The requirement to produce an LDF was established by the new Planning and Compulsory Purchase Act 2004, which came into force in September 2004. The new LDF system is described in more detail in Annex 1 to this report, which explains its objective of achieving sustainable development through a spatial planning approach. A Glossary of terms is provided in Annex 4.

The Preferred Strategy stage

- 1.2 The *Preferred Strategy* stage of the Core Strategy involves putting forward for public discussion the preferred approach to the spatial planning of the District the Council is recommending. It also explains, where choices can be identified, which options have been discarded. After this document has gone through consultation it will be revised and the 'proposed submission' version will be published to allow for formal representations about the soundness of the document. It will then be submitted to the Government for a formal assessment through a public examination. Our target for submission is February 2011.



- 1.3 We are seeking views from everybody with an interest in the future of our District, during June and July 2010. Comments are requested back by 31st July, using the online form on our website: planourfuture.co.uk 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.

tel: John Hiles 01748 827025

email: LDF@richmondshire.co.uk

write: Plan our Future, Richmondshire District Council
Swale House, Frenchgate, Richmond, DL10 4JE

- 1.4 A Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) accompanies this document. The formal document will be published on the Council's website by the end of June 2010. As a key part of ensuring that the LDF achieves sustainable development, the Council must undertake a separate and concurrent evaluation of the choices at the same time as the main LDF documents are prepared and the preferred options chosen. *An SA/SEA report specifically relates to this Preferred Strategy document, and should be read in conjunction with this report.* That report, and all the background reports referred to in this document, will be available on our website: planourfuture.co.uk

Public Consultation

- 1.5 One of the key ingredients of the new LDF planning system is the recognition of the need for the earliest and fullest public involvement in the preparation of the new Plan. This report is the latest in several stages of the consultation process the Council is following. Details of the consultation responses are given in *Annex 2*, including in particular the views received during the two stages of our 'Plan our Future' events in spring and winter 2009. The second stage involved consultation on ten separate consultation reports, which identified issues and options for the Core Strategy. This report – the Preferred Strategy – draws in particular on the response to those Consultation Reports. A summary of the main conclusions expressed is presented in *Annex 2*, and more specific comments are identified throughout this report in the relevant sections: see in particular the boxes headed "you told us that ...". These comments, and the description in *Annex 2*, are taken from the full *Report on Issues and Options Consultation*, which should be consulted for further details. The Consultation report is available separately, and can be obtained from the Council's website.

The Implications of the New National Government's Proposals

- 1.6 The LDF takes its place in the current development plan system – it provides the local perspective on the future of its area, but must be consistent with national planning guidance, and 'in general conformity' with the Regional Spatial Strategy (RSS). Regulations prescribe how this relationship needs to work.



- 1.7 However, during the drafting of this document, the new Coalition Government announced proposals which will potentially have major significance for the LDF system. The first implication is the stated intention to “rapidly abolish” Regional Spatial Strategies (RSS). Other proposals include a full redrafting and consolidation of national planning guidance, and a recasting of the development plan system.
- 1.8 The timing of these proposals is not yet clear, but it can be expected that the abolition of the RSS could be quite early, whilst the consolidation and redrafting of national guidance could take much longer – and the complete revision of the development plan system substantially longer still. In terms of Richmondshire, the RSS establishes a context which is generally regarded as sympathetic to the needs of this rural area. Of most significance, it does currently establish the housing requirement for the plan area up to 2026. This critical issue is considered in more detail in Chapter 4.
- 1.9 Whatever the future system, we believe that the spatial strategy proposed in this document is necessary, and appropriate. Whilst in most cases little change is proposed in our strategy (although having the certainty of little change in a locality will be important in itself), there are some issues which require very early consideration – in particular a proposal for significant growth in the Hipswell, Scotton and Colburn areas is included to cope with local needs and military development at Catterick Garrison. Delay in the planning of these proposals will not be at all helpful, particularly in planning for necessary infrastructure requirements (such as road improvements, considered in Chapter 14 – the Infrastructure Delivery Plan).
- 1.10 For these reasons, the Council is intending to make as much progress as possible – by consulting on this document, and moving as swiftly as possible towards submission. Although due to be abolished, the current RSS context is explained throughout, since it still provides a reasonable assessment of the role and position of the plan area in relation to its neighbours. Similarly, the relevant national planning context is stated throughout, since it is likely to be some considerable time before it is replaced.

The Richmondshire Sustainable Community Strategy

- 1.11 ‘Richmondshire 2021’, the Richmondshire Sustainable Community Strategy (SCS) 2006, was developed by the Richmondshire Local Strategic Partnership (LSP), which brings together key local agencies from the public, private and voluntary sectors. The Sustainable Community Strategy is described as “a blueprint for activities that will promote the economic, social and environmental well-being of the area, to improve the quality of life for everyone in the district”. One of the most important aspects of the new Local Development Framework (LDF) system is that the LDF is intended to provide the main means of giving spatial expression to, and help deliver, the Sustainable Community Strategy. Reference will be made throughout this document to the intentions of the SCS, and how the LDF can help deliver it. But this is a two way process – the SCS is currently being refreshed, and it is hoped the preparation of the LDF, in particular of this Core Strategy, will help to inform the way the SCS is developed.



The North Yorkshire Sustainable Community Strategy

1.12 Richmondshire is part of the largest county in the UK – North Yorkshire – and shares many issues in common with its neighbouring rural districts. The North Yorkshire Strategic Partnership (NYSP) has also produced a Sustainable Community Strategy – ‘North Yorkshire Together – A Strategy for Local Communities 2005-08’. This sits above the Richmondshire SCS and focuses on a range of quality of life issues to be addressed at a county-wide level:

- Access to public services and public transport
- Affordable housing
- Alcohol
- Children and young people
- Community cohesion
- Community safety
- Economy and enterprise
- Environment
- Health and well-being
- Older people.

In the same way as the Richmondshire SCS, the LDF has a role to help deliver the spatial dimension of the County SCS, and reference will be made in the document about how this can be achieved.

1.13 In addition, to the two SCS’s, there are many other strategies at regional, district and local level that need to be taken into account. Examples include the Local Transport Plan and School Organisation Plan, prepared by the County Council; the strategies of the Primary Care and Hospital Trusts; and the programme of the Highways Agency. Again, reference will be made to these strategies, and the relationship with LDF proposals.

Implementation

1.14 Chapter 13 explains the general approach towards implementation of the plan. This covers how the LDF will be a partnership document, and will be resilient and responsive to change. Part of this process will be the parallel production of the Infrastructure Delivery Plan, which is explained in Chapter 14. This covers those ingredients, like road and utility improvements or schools, which will be necessary to achieve delivery of the strategy, who will provide, and the feasibility of provision. Chapter 15 explains the approach to monitoring and review – how to check whether the plan is being implemented, assess the outcomes from its operation, and help to ensure that the plan remains on course.



Structure Of This Document

1.15 *Section 1 – the Core Strategy Context*

Containing an introduction, and a summary of the characteristics of Richmondshire and of the issues that need to be addressed. It sets out a concise statement of the LDF's Vision, and is given more substance and precision by the identification of a set of Strategic Objectives.

Section 2 – the Strategic Approach

Sketching out the basic considerations which underpin the approach proposed in the Core Strategy, and defining five Spatial Principles which are suggested to be the basis for the Strategy.

Section 3 – the Three Sub Areas

Translating these principles into the three sub areas identified, which include proposals for a further, more detailed Area Action Plan to cover major development proposed in the Hipswell/Scotton/Colburn area which includes Catterick Garrison.

Section 4 – Core Policies to Deliver the Strategy

Proposing a number of strategic spatial policies – the Core Policies of the Richmondshire LDF. These provide strategic direction, and translate the vision and objectives of the proposed strategy into courses of action. These policies form the basis for the allocation of specific sites and for more detailed development policies, which are proposed in the separate Facilitating Development Document that will also be part of the LDF (see Annex 1). Where appropriate, these Core Policies make reference to the further details that will be specified in these documents.

Section 5 – Implementation and Delivery

Covering the general approach to implementation, infrastructure delivery and monitoring.



Use of this Core Strategy

The ingredients of this preferred Core Strategy document are inter-related and need to be considered, and delivered, as a package. Individual elements need to be seen as components of an overall approach to the future spatial planning of the Richmondshire LDF plan area.

This has one specific practical consequence, which relates to cross-referencing. Where they are particularly important, key cross-references are identified within some policies. But in general not all linked policies are stated. Identifying all linked policies is not practically possible, because it is difficult to determine in advance which policies might be relevant. In addition, including detailed cross-references would not result in a concise and readable document.

When considering any particular aspect of the Core Strategy, it may also be necessary to consider the rest of the document. All policies apply wherever relevant, and whether or not a specific cross-reference has been made. This principle applies to the LDF as a whole – all the relevant documents will need to be read together when considering a specific proposal or issue.

2. Richmondshire's Challenges

2.1 Introduction

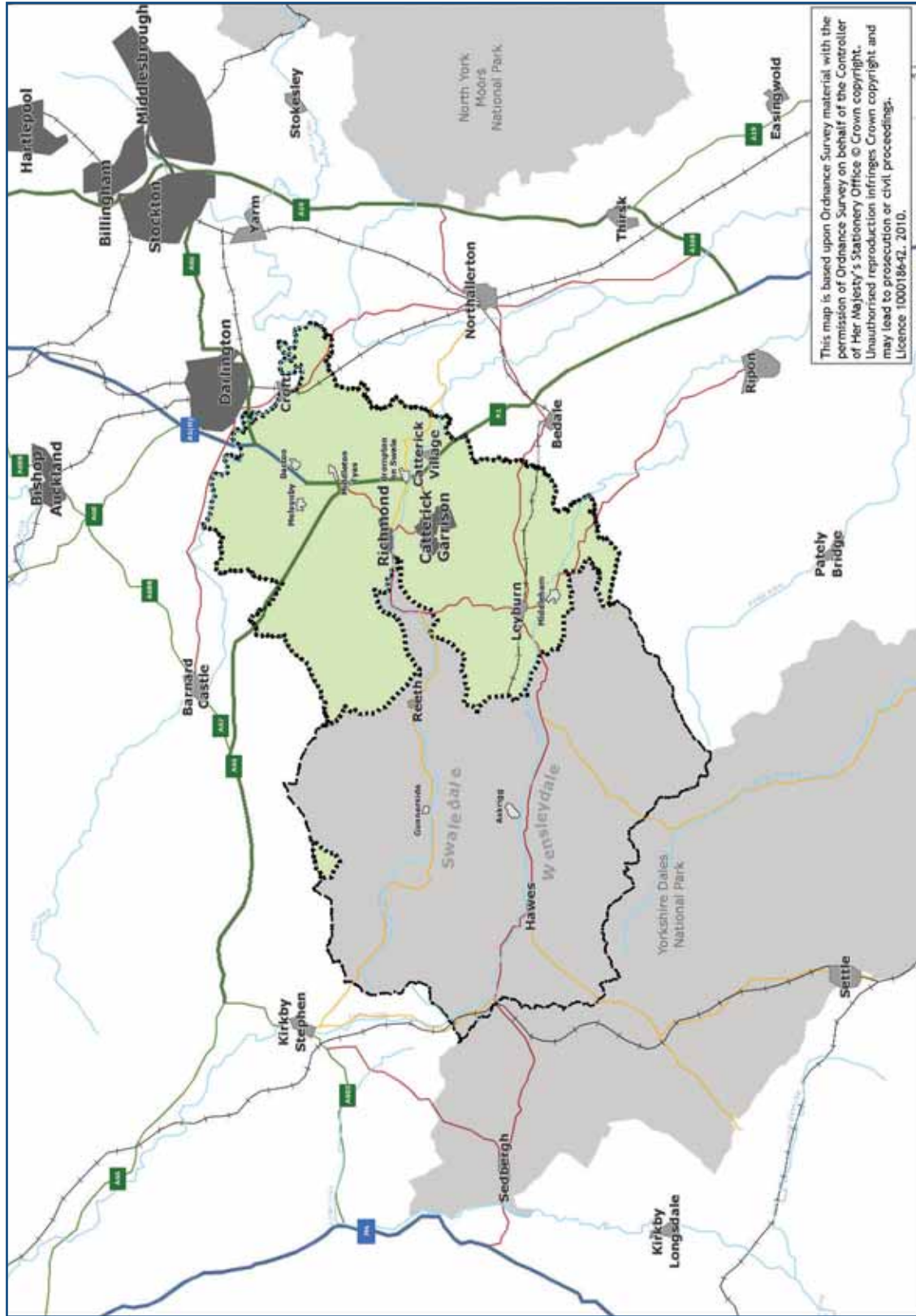
2.1.1 This chapter sets the context for a distinctive spatial strategy for Richmondshire, outside of the Yorkshire Dales National Park. This context identifies the main strategic challenges that we face now and expect to address through the rest of this draft Core Strategy.

2.2 Spatial Portrait

2.2.1 The Richmondshire plan area, shown in green on Map 1, is situated in the east of the District and lies outside of the Yorkshire Dales National Park. It stretches from the Tees Valley and Vale of Mowbray lowlands in the east, through the Pennine fringe into Swaledale and Wensleydale in the northern Yorkshire Dales uplands.

2.2.2 The LDF plan area borders the Tees Valley City region and Darlington in particular in the north east. The remaining areas surrounding the plan area are the deeply rural Durham and Yorkshire Dales and the rural lowlands to the east.

Map 1: The Richmondshire Plan Area and surrounding areas





Population

- 2.2.3 The population of the LDF plan area is estimated to be 45,640 (mid 2007), which is 89% of the District total. Two thirds of people in the plan area live in the seven largest settlements, with estimated populations of: Hipswell, Scotton and Colburn (including Catterick Garrison) 15,320, Richmond 8,420, Catterick Village 2,800, Leyburn 2,120 and Brompton on Swale 1,770.
- 2.2.4 The population age structure is broadly similar to regional and national profiles, but this is due in part to the presence of a large military population which lowers the overall average age. The retirement age population accounts for 18.6% of the District total, but this proportion is smaller for the plan area, because of the military population. The plan area can expect an increase in its age profile as the 'baby boom' generation reaches retirement age. The local population has a very small proportion, 2.2% (mid 2006), of people from black and ethnic minority communities.
- 2.2.5 Population change occurs mainly through migration in Richmondshire. This is driven by a mix of higher education, housing market options, military policy and rural attractiveness with a substantial proportion coming into the District from the South East of England.

Housing

- 2.2.6 There are about 19,500 (2009) dwellings in the plan area of which 90% are owner occupied, which is higher than regional and national levels. There are two distinct Housing Market areas in Richmondshire. The plan area falls mainly into the Darlington and the Tees Valley. The remaining, predominantly rural area, participates in much wider high value and leisure markets characterised by affluent commuters, quality of life, second and holiday homes.
- 2.2.7 In-migration and rural attractiveness are strong drivers of the housing market. Its strength, seen through higher average house prices, and the reduced supply of social housing limits access to owner occupation for many people.

Military

- 2.2.8 The LDF area has two substantial military sites. The Catterick Garrison main site has grown within the parishes of Hipswell, Scotton and Colburn since it was established in 1915. Marne Barracks is in Catterick Village near the A1. The Garrison population, following the complete 4 Brigade relocation from Germany, is estimated to be 11,000 personnel and dependants.



- 2.2.9 The Catterick Garrison Long Term Development Plan was refreshed in April 2008 (CGLTDP 2008). It demonstrates the capacity of the defence estate to expand to accommodate a further five units, equivalent to an estimated 3,000 military personnel. CGLTDP aims for Catterick Garrison to become an attractive home for soldiers and their families, and meet the aspirations of the wider local community. Military policy now is for personnel to stay at a home base for most of their military career and to be deployed from there. It also seeks to enable personnel and their families to settle near to their base. The implementation of CGLTDP is awaiting commitment from the MOD and is likely to be influenced by the expected Strategic Defence Review.

Economy

- 2.2.10 The LDF plan areas working age population is about 28,500 of which an estimated 21,800 are economically active. The claimant rates for employment related benefits remain well below national and regional levels (NOMIS). The level of skills at all levels is broadly similar to regional and national levels.
- 2.2.11 The Ministry of Defence (MOD) employs about 9,400 in the plan area (Economic Impact Study of the Military in North Yorkshire, 2010). The gross impact of this through salaries is estimated to be £204M.
- 2.2.12 Middleham, in Lower Wensleydale, is an important centre for the horse racing industry. 227 people are employed directly and there are around 550 racehorses in training. The total value of this industry to the area is estimated to be £15.6M (Lower Wensleydale Study 2009).

Transport and Accessibility

- 2.1.13 Transport and accessibility in the LDF Plan Area reflects the housing market areas. The eastern areas facing the Tees Valley, are reasonably well connected to the national road network via the A1 and A66. The main access into the plan area is via Scotch Corner in the north to Richmond (A6108), Catterick Village along the A6136 to Hipswell, Scotton and Colburn, and along the A684 to Leyburn from Leeming Bar.
- 2.2.14 The upgrading of the A1 motorway to Leeming Bar will create opportunities for improved access to existing employment and domestic sites, particularly if the Bedale bypass is also built. The northern section of the proposed A1 upgrade from Leeming Bar to Barton runs through the LDF plan area. Proposed junction upgrades in the Catterick Village area could substantially improve access to the plan area, but there is currently no programmed start date for this project.
- 2.2.15 Richmond and centres in the Garrison have regular bus services that connect them to Darlington. Leyburn is a hub for local bus services through Wensleydale and across to Richmond. The most rural parts of the plan area have more limited services, the frequency of which depend on how near they are to the main routes through the plan area.



- 2.2.16 East Coast Mainline trains can be reached at Darlington and Northallerton stations. The Wensleydale Railway is a tourist railway operating between Leeming Bar and Redmire via Leyburn and aims to re-establish links to the mainline at Northallerton.
- 2.2.17 Accessibility reduces away from the main corridors and into the more rural areas of the plan area. The Index of Multiple Deprivation (IMD 2007) shows that the most rural of the wards in the plan area all feature in the country's most deprived areas as measured by their limited access to services and the housing market.

Environment

- 2.2.18 Much of the LDF plan area has a high quality built and natural environment, which is detailed in Chapter 8. The built environment comprises the historic settlement pattern in its landscape context, the large number of Ancient Monuments, Conservation Areas and listed buildings. The natural environment is rich in its biodiversity and extends over upland areas and river valleys. It too has a large number of designated areas including parts of two areas of natural beauty. These environmental assets confer a rich green infrastructure, which contributes greatly to the quality of life for local people and visitors.
- 2.2.19 There is very little contaminated land and air quality is good. The river Swale and Tees floodplains limit development, particularly in lowland areas. The river Ure floodplain does not pass through any settlements in the LDF plan area

Settlements

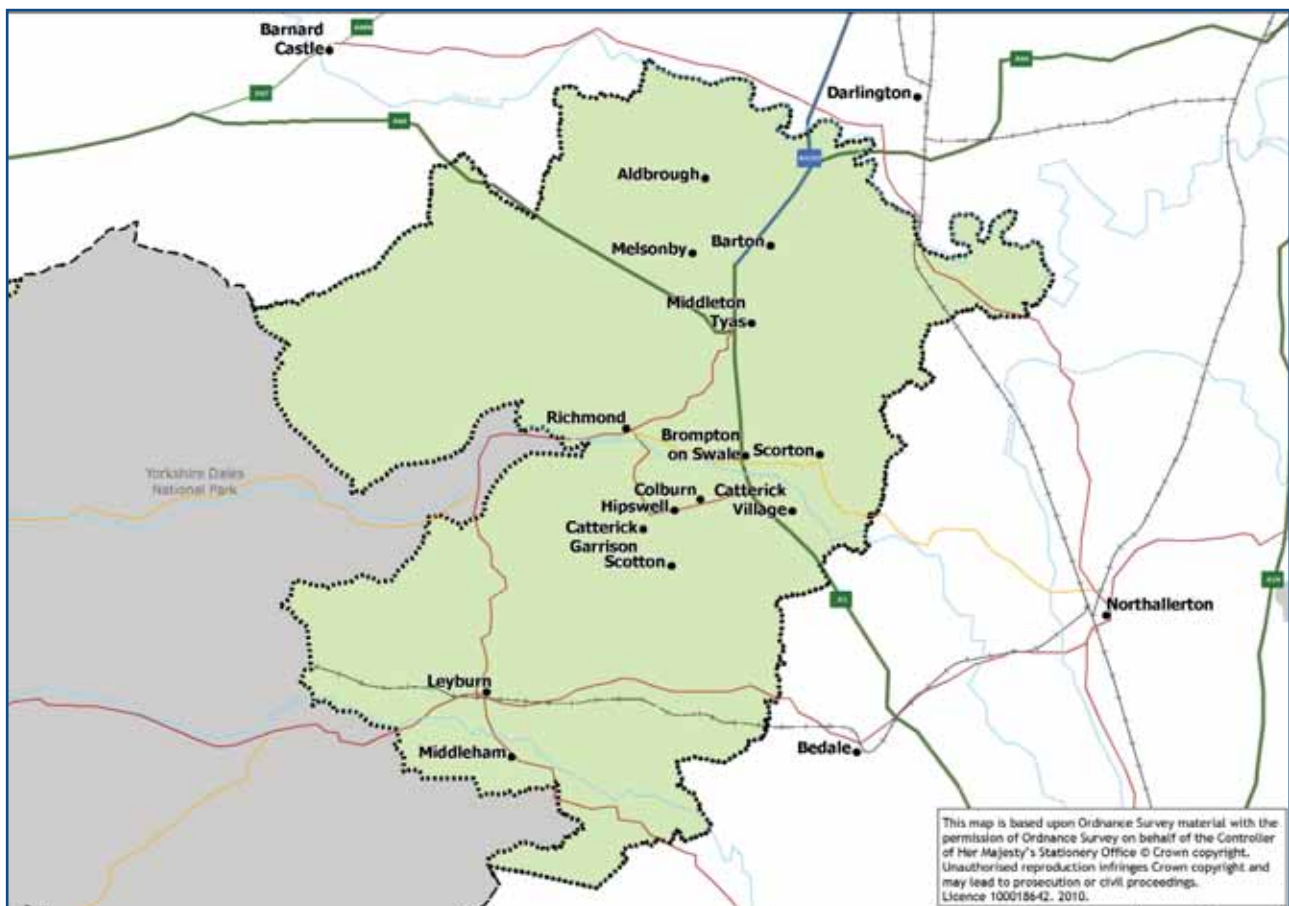
- 2.2.20 In 2009 Richmond was awarded 'Great Town of the Year' by the Academy of Urbanism. Historically, Richmond has been the main administrative and service centre for the District. Its significance remains but, with the post-war growth of the military base and neighbouring settlements, it is no longer as dominant as it once was and it has lost out to the growth in larger centres like Darlington. There is currently limited scope for Richmond to change. A large area of the town and its surroundings has been designated as a Conservation Area. To the north, development has extended up to the natural ridge line. To the south and west the River Swale provides a natural definition to the town downstream of the National Park boundary. Any scope for development to the east would have to cross the Scots Dyke ancient monument.
- 2.2.21 Hipswell, Scotton and Colburn, including Catterick Garrison, is a complex area that has evolved through the growth of military and non-military settlements. The building of a Tesco superstore and more recently a major leisure centre has begun to create a town centre that will continue to develop with the proposals for further redevelopment in the same area adjacent to Hipswell village. Retail evidence shows that the impact of the superstore extends across the whole district. Although there is a strong military character to this area it is not exclusive and there are now large areas of open market housing following disposal of military accommodation. Colburn is predominantly a non-military settlement and has a large amount of social housing. A number of employment locations have been developed mainly in the Colburn area. The area has grown around the A6136 and there are concerns about the capacity of this road, which is subject to congestion at peak times.



2.2.22 Leyburn is the Local Service Centre for Lower Wensleydale serving a population of around 6,600 people, of which an estimated 2,120 live in the town. It is a market town serving the local agricultural economy and is also on the route across the northern Pennines. The town sits at a crossroads and operates as a hub for public transport in the area. Its connections favour east west travel along Wensleydale towards the Vale of York.

2.2.23 The remaining villages vary in size considerably. Catterick Village is the largest with a population of 2,800 which include the Army's Marne Barracks. The other larger villages and towns include, Brompton on Swale (1,770), Scorton (970), Barton (900), Middleham (870), Melsonby (750) and Middleton Tyas (590).

Map 2: Settlements in the Plan Area





2.3 Setting the Agenda: The Key Strategic Issues

2.3.1 The assessment of the LDF plan area identifies a number of challenges for the Local Development Framework to address:

- retain quality of life in this rural area – achieving rural sustainability, whilst retaining local character
- support the potential to create a new settlement in the wider Garrison area, which addresses military integration, and ensures the District benefits from a sustained military presence
- develop an appropriate and complementary relationship between town centres in Richmond and the Garrison area
- improve access to facilities in the villages
- deal with poor housing mix and lack of access to affordable housing
- develop the quality of the tourism offer
- achieve a more diverse rural economy, with better paid jobs
- conserve and enhance our natural and built assets
- support the provision of services to communities in the Dales National Park
- complement the regeneration strategy in Tees Valley.

What do you think?

Q2.1 Do you think these are the right challenges for the LDF to tackle?

Q2.2 Should any be deleted? Please explain your reasons.

Q2.3 Do you think any should be added? Please explain your reasons and highlight any pertinent evidence to justify this.



Section 2: The Strategic Approach

Section 2 sketches out the basic considerations which underpin the approach proposed in the Core Strategy. Chapter 3 considers a future vision for the Richmondshire Plan Area in 2026 and the objectives needed to realise this vision. Chapter 4 defines five Spatial Principles which are at the heart of the proposed Strategy. These five principles address the different roles of settlements, sub areas, rural communities and the scale and distribution of housing and economic development.

3. The Strategic Direction

- 3.1 This chapter addresses the challenges identified in Chapter 2 and considers the sort of place the Richmondshire plan area could be in 2026. With this vision we can then set strategic objectives that help shape the overall Preferred Strategy in the remainder of this document.

Vision

- 3.2 By 2026 Richmondshire will have retained and yet further enhanced its reputation as an attractive place where people want to live, work and visit. People will enjoy the high quality of life offered in safe, healthy and prosperous communities set in an environment rich in its heritage and natural assets. Local communities will have retained their rural character, but a dynamic approach to their social and economic future has permitted adaptation to new opportunities, rather than stagnation in the past.
- 3.3 There will be a stronger District centre where the modern facilities of a new town centre in Catterick Garrison complement the historic town centre of Richmond. Local people will have more choice and will not have to travel as often to more distant towns.
- 3.4 The new town centre at Catterick Garrison will be the main focal point for an area where substantial growth has taken place, but which has nonetheless retained the character of individual communities. The new housing, employment and leisure opportunities arising from military and private investment in the area, will have benefited the District as a whole. This growth will have been supported by improved community and transport infrastructure, and there will be better access within and across the area.
- 3.5 Leyburn will have broadened its range of facilities, with a better choice of housing and opportunity to sustain the town's role as the main centre for a wide range of services in Lower Wensleydale.



- 3.6 There will be improved access to a network of facilities outside of the main centres which has been maintained or extended in the surrounding villages.
- 3.7 A greater range of housing type and tenure will provide homes to better meet the range of the District's needs.
- 3.8 There will be a more diverse economy, retaining the traditional resilience found in rural areas, but enhanced to offer better paid jobs with an increased contribution from digital and creative industries.
- 3.9 Tourism will be a growing sector in the local economy, founded on the principles of achieving quality of experience, without environmental harm.
- 3.10 The special and high quality local environment, with its built and natural assets, will remain valued in Richmondshire, and continued efforts will have been made towards its conservation and improvement, retaining and enhancing local character and sense of place.
- 3.11 Development will have been delivered with sound green and low carbon credentials, and will remain resilient to the impacts of climate change.
- 3.12 Development in the Richmondshire plan area will have respected its role in relation to its neighbours, by continuing to support communities in the Yorkshire Dales National Park, and also complementing regeneration strategy in the Tees Valley.

What do you think?

- Q3.1 Does the vision meet your aspirations for the Richmondshire plan area?
- Q3.2 Which parts of it should be changed or deleted and why?
- Q3.3 What should be added and why?

Strategic Objectives

- 3.13 The Vision for 2026 imagines a future for the Richmondshire plan area, which reflects its local characteristics, the challenges it faces and its potential for change. But it is necessary to ask how such a future could be achieved? Only then can the resources for change be guided through an appropriate set of policies and later on by specific schemes or action. The Strategic Objectives below are the first stage in realising the Vision and will be developed through the following chapters of this draft Core Strategy:
 - To ensure that all development is sustainable, enabling people to satisfy their basic needs and enjoy a better quality of life, without compromising the quality of life of future generations (overriding principle)



- To support thriving and sustainable communities by locating development where it will enable people to access jobs and key services, such as education, training, healthcare, recreation and other facilities (SP1/SP4/SP5)
- To reduce the need for travel and make it safer and easier for the community to travel to jobs and key services by sustainable forms of transport such as public transport, walking and cycling (SP1)
- To support the dynamic character of rural communities across the whole plan area and sustain their social and economic fabric (SP3)
- To embrace the military community and work with the military authorities to create lasting and mixed communities, which will benefit the whole District (SP4, SP5, CASS2)
- To accommodate future population and employment growth in line with local requirements and responsive to neighbouring areas (SP4/5)
- To provide good quality housing with an appropriate mix of different sizes, types and tenures which meet the housing needs of all the community (CP4/5)
- To reduce the adverse impact of society on the environment, and respond to the implications of climate change (CP7)
- To protect and enhance the historic heritage and the unique character and identity of the towns and villages by ensuring that new developments are appropriate in terms of scale and location in the context of settlement form and character (CP8)
- To protect and improve the countryside and the diversity of wildlife and habitats (CP8)
- To support the growth of the local economy and rural regeneration in ways which are compatible with environmental objectives, and which deliver increased prosperity for the whole community (CP9)
- To develop vibrant and prosperous towns by encouraging development that supports their function as service centres with a range of good quality jobs, businesses, shops and services that meet the needs of local people (CP10)
- To provide accessible and varied opportunities for leisure and recreational activities in order to promote healthy lifestyles (CP12)
- To promote high quality design of new developments in order to create attractive and safe places in which to live, work and play (CP13)
- To deliver the vision for the Richmondshire plan area through effective partnership between public and private organisations and local communities.

What do you think?

- Q3.4 Do these Strategic Objectives help to address your aspirations for the Richmondshire plan area?
- Q3.5 Which should be changed or deleted, and why?
- Q3.6 Should any new Strategic Objectives be added, and why?



4. The Spatial Strategy

4.1 Introducing the Five Spatial Principles

- 4.1.1 Section 1 of this document explained the context for the development of the LDF strategy. It covered the challenges faced by the plan area, the key issues to address, the proposed vision for the future and the suggested key objectives. But how will these objectives be achieved and what strategy should be adopted?
- 4.1.2 This chapter starts to develop our proposed approach by identifying and developing five basic Spatial Principles, which constitute the heart of the LDF strategy. These give a simple and concise structure to the strategy, and one which is powerful and locally distinct to the needs of the Richmondshire LDF plan area. A Key Diagram is also presented at the end of this Chapter, to illustrate these five principles.
- 4.1.3 These five Spatial Principles are detailed further by setting out sub area policies in Section 3, and Core Policies in Section 4. Further policy explanation and site specific detail will also be provided in the Facilitating Development DPD, which will be produced after the Core Strategy.
- 4.1.4 Before considering the five main elements of the locally distinct LDF approach, there are two important general considerations which underpin all of this proposed LDF strategy and all other LDFs produced in the country:
- **the LDF must seek to achieve development which is sustainable**
to ensure a better quality of life for everyone, now and for future generations. This is perhaps the most important aspiration that runs through all the proposals of the LDF and the main test of their suitability. This is consistent with community views that have been expressed, and with the stated intentions of the new Coalition Government. Achieving sustainable development will be a major objective in each of the five Spatial Principles, and indeed in all the other components of the Plan. A specific Core Policy, CP6, draws together the main considerations for the spatial planning of the plan area
 - **the LDF must provide an appropriate response to Climate Change**
reflecting national guidance. This is one of the biggest challenges faced by all of us, and one of the most important areas where the spatial planning system can make a difference. Again, a specific Core Policy, CP7, draws together the main considerations for the spatial planning of the plan area, but many of the policy components – the development of the proposed sustainable settlement hierarchy – will make significant contributions to addressing climate change.



- 4.1.5 The five Spatial Principles are set out in summary form here – and then each is explained in more detail:

The Strategic Spatial Approach: Spatial Principles

SP1 promotion of a sustainable settlement hierarchy

– defining the levels of the sustainable settlement hierarchy, and the roles of each level of the hierarchy, and identifying which settlements are in each level

SP2 responding to the needs and potential of the different parts of the plan area

– proposing to establish individual sub-area strategies for each of three sub areas comprising the LDF plan area. These strategies are then set out in Chapters 5, 6 and 7

SP3 achieving rural sustainability

– establishing a statement of the approach towards supporting the rural environment and economy of the plan area

SP4 the appropriate scale and distribution of housing

– proposing the total scale of housing to be provided in plan area, including an element for Garrison expansion, together with proportions for each sub-area and each level in hierarchy

SP5 the appropriate scale, type and distribution of economic development

– proposing the total scale of employment land to be provided in the plan area, the type of employment development to be encouraged, and the nature of strategic proposals for particular strategic locations.

4.2 Spatial Principle SP1: Promotion of a Sustainable Settlement Hierarchy

- 4.2.1 One of the most important tasks for the LDF is to support thriving local communities by:

- helping to improve access to a range of services and facilities by directing development according to the existing and potential service provision of settlements
- directing development to settlements where there is likely to be future demand and capacity for increased employment activity, which should achieve a better balance between homes and jobs
- directing development away from the most sensitive environments, including areas of biodiversity importance, by focusing development to selected settlements.



- 4.2.2 A sustainable settlement hierarchy is likely to be the most efficient means of organising service provision and development within the District. It recognises that there is a network of settlements in an area linked to major centres, like Richmond, the Garrison Area or Leyburn. Major services, such as health, employment or shopping are more likely to be found in these centres. In this rural area, a level of service provision is also found in smaller settlements reducing the need to travel for all things. For example, there are several primary schools and village halls in the more remote parts of the plan area.
- 4.2.3 We have looked at the facilities and access to facilities in each of our towns and villages to help build our understanding of them now, and also to consider how to plan for their future (Richmondshire Settlement Services Study, 2009)

You told us that:

- a settlement hierarchy was appropriate for spatial planning
- the levels of the hierarchy worked well, although there were some reservations about the 'Joint Principal Town' concept
- most recognised that both Richmond and Catterick Garrison had different functions, both of which needed strengthening. Richmond has limited room for development whereas Catterick Garrison has plenty
- Leyburn was regarded as performing well as a Local Service Centre, although not for the east of the plan area where Bedale is closer. A range of suggestions were made to help strengthen its role including transport links, more homes and retail opportunities
- capacity for development should be an important consideration in the designation of Service Villages
- limited development in smaller villages should support much needed facilities so long as the rural character was maintained.

Extract from Issues and Options Consultation

Main Policy Influences

- 4.2.4 Although the Government has recently proposed measures to abolish regional planning guidance, the current Yorkshire and Humber Regional Spatial Strategy (RSS 2008) provides a reasonable set of principles to help us develop the LDF strategy. It establishes the concept of the Principal Town (Policy YH5). These towns are expected to be the main local focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities. The Policy indicates that the roles of these towns as accessible and vibrant places to live, work and invest should be enhanced, and that Plans (including LDFs), strategies, investment decisions and programmes should:
- improve accessibility from surrounding areas and improve their function as hubs for transport services and interchange



- improve public transport links between Principal Towns and with Regional and Sub Regional Cities and Towns
 - ensure that they provide the main focus for employment development in rural areas
 - enhance the vitality and viability of town centres
 - achieve a high standard of design that protects and enhances local settings, character, distinctiveness and heritage.
- 4.2.5 RSS Policy VTL1 (Vales & Tees Links sub area) identifies the roles of Richmond and Catterick Garrison in fulfilling the district's Principal Town role. The RSS expects further development in the Garrison area, both military and open market, to support the delivery of a wider range of services and facilities complementary to those in Richmond's so that they perform an enhanced Principal Town role together.
- 4.2.6 Leyburn is identified as a Local Service Centre in RSS Policy YH6 and the Richmondshire Sustainable Community Strategy (2006). It should be protected and enhanced as an attractive and vibrant place with an excellent environmental, economic and social resource. RSS Policy RR1 (Remoter Rural sub area) further details Leyburn's role to:
- ensure provision of an appropriate level of market and appropriate affordable housing (having regard to the need to safeguard local character)
 - ensure provision of some new job opportunities to address local needs
 - assist in promoting long term economic and social sustainability.

The Proposed Approach

- 4.2.7 This section is concerned with establishing a settlement hierarchy to help guide the more detailed approaches in later sections. The approach to specific settlements is described in SP4 (Scale and Distribution of Housing Development), SP5 (Scale and Distribution of Economic Development), CASS (Central Area Spatial Strategy) LWSS (Lower Wensleydale Spatial Strategy) and NRSS (North Richmondshire Spatial Strategy).
- 4.2.8 The levels of the proposed settlement hierarchy are:
- Principal towns – Richmond/Catterick Garrison
 - Local Service Centre – Leyburn
 - Primary Service Villages
 - Secondary Service Villages
- 4.2.9 The upper levels of our settlement hierarchy are defined in the RSS, and supported by the Richmondshire Sustainable Community Strategy (RDC 2006), which expresses similar aspirations for the District's main centres. The LDF needs to determine a local approach to the remaining settlements. Continuing the hierarchy principle, we suggest two further tiers in the hierarchy to help maximise access to facilities, and minimise travel in the more rural areas. These are:
- Primary Service Villages
 - Secondary Service Villages



Primary Service Villages

4.2.10 Primary Service Villages are locations with services supplementing those provided in larger towns and helping meet needs in dispersed rural communities throughout the District's sub-areas. The scope for development in these areas will need to be considered, but one of the key principles would be the objective of focusing on new, or maintenance of existing, levels of services in partnership with other providers.

4.2.11 Primary Service Settlements have been identified from the Settlement Facilities study (RDC 2009) as fulfilling the following criteria:

- 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 – seeking to ensure that all the sub-area is within good reach of services
- public transport access to higher order centres
- potential for some further development
- availability of local employment.

4.2.12 The settlements that best fulfil these criteria are:

Central Sub Area

- Brompton on Swale
- Catterick Village
- Scorton

Lower Wensleydale Sub Area

- Middleham

North Richmondshire Sub Area

- Barton
- Melsonsby
- Middleton Tyas

Secondary Service Villages

4.2.13 Secondary Service Villages share some of the attributes of the Primary Service Villages but are smaller in size. Examples include remoter villages served by small primary schools, like Spennithorne or Ravensworth and Aldborough, which has a GP practice. The presence of these services also suggests clusters of neighbouring settlements sharing and supporting services between them.

Lower Wensleydale Sub Area

- Harmby - Spennithorne – Finghall (cluster)
- Hunton



North Richmondshire Sub Area

- Newsham – Ravensworth – Dalton (cluster)
- Eppleby – Caldwell – Aldbrough (cluster)
- North Cowton

Spatial Principle SP1: Promotion of a Sustainable Settlement Hierarchy

A sustainable hierarchy of settlements is proposed as the organising basis for development and service provision within the plan area. Supporting and improving connectivity between the settlements in the hierarchy, and with the rest of the plan area, particularly by public transport, will be a priority.

The levels of the hierarchy are as follows:

- **Joint Principal towns of Richmond and Hipswell/Scotton/Colburn (including Catterick Garrison)**
acting in a complementary manner to constitute the main focus in the plan area for housing, employment, shopping, leisure, education, health and cultural activities and facilities
- **Local Service Centre: Leyburn**
serving the needs of its surrounding Sub Area, in particular providing appropriate levels of market and affordable housing, provision of job opportunities and assisting in achieving long term economic and social sustainability
- **Primary Service Villages:**
the location of services to supplement those provided in the upper tiers of the hierarchy, in particular to help meet the needs of the dispersed rural communities throughout the surrounding parts of the plan area

Central Sub Area

Catterick Village
Brompton on Swale
Scorton

Lower Wensleydale Sub Area

Middleham

North Wensleydale Sub Area

Middleton Tyas
Barton
Melsonsby

continued overleaf



- **Secondary Service Villages:**
settlements where limited small scale development may be acceptable where it supports the needs and sustainability of the local community

Lower Wensleydale Sub Area

Harmby – Spennithorne – Finghall (cluster)
Hunton

North Richmondshire Sub Area

Newsham – Ravensworth – Dalton (cluster)
Eppleby – Caldwell – Aldbrough (cluster)
North Cowton
Gilling West

- 4.2.14 This section deals with the structure of the proposed settlement hierarchy. It is a framework for helping decision making about how sustainable communities can be achieved in the Richmondshire LDF area. This is particularly difficult in a rural area where distance, access and sparsity will remain fundamental challenges to all communities. The detailed implications of applying the settlement hierarchy are addressed in the spatial principles, sub area strategies and core policies following SP1.
- 4.2.15 The preferred version of SP1 seeks to reflect and strengthen the centres at Richmond, in the Garrison Area and Leyburn and the network of communities extending from these into the large rural hinterlands. The Settlement Service Study (RDC 2009) clearly shows that outside of the main centres there is a limited range of services. These tend to be concentrated in a number of villages or clusters of smaller villages surrounding the main service settlements in the more rural areas.

Spatial Principle SP1 : Settlement Hierarchy Options

Options not selected and why:

Option SP1A: Changing the roles in the hierarchy

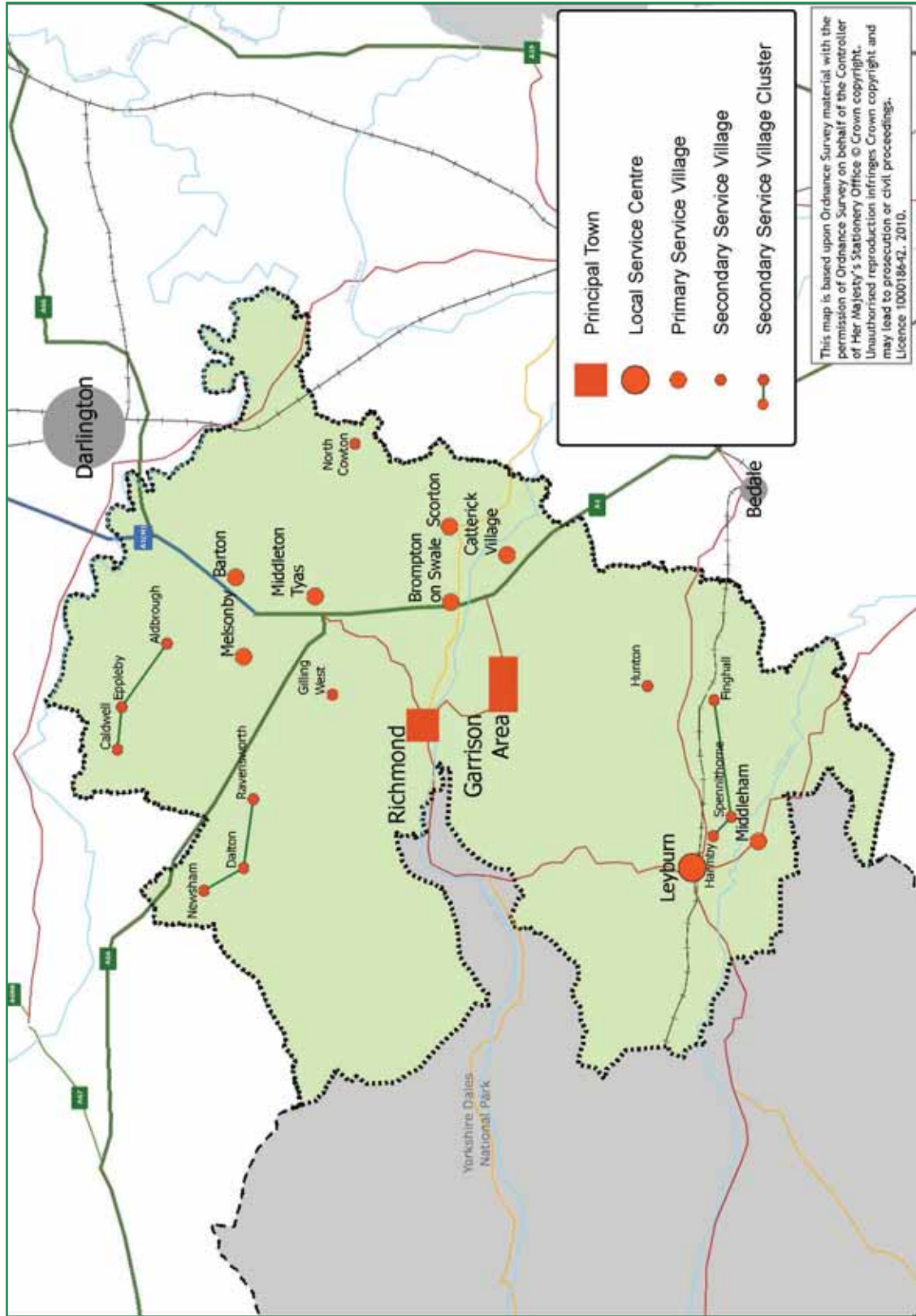
The main roles of Richmond, the Garrison Area and Leyburn are defined in the RSS and these reflect the wider range of services they offer. The remainder of settlements have a much more limited range of services making it difficult to separate them. One possibility is on the basis of economic characteristics. However only two settlements have distinct economic characteristics, which are dealt with under Spatial Principle SP5.

Option SP1B: Changing the levels in the hierarchy

The main levels of the hierarchy are defined in the RSS. We have some choice in varying the lower levels to emphasise particular features of the Plan Area. After Richmond, the Garrison area and Leyburn, the size and availability of services in these settlements is limited and offers little scope for constructing further levels.

continued overleaf

Map 3: Spatial Principal SP1 : Settlement Hierarchy





Option SP1C: Changing the settlements in each of the levels or roles

We cannot change the status of Richmond, the Garrison Area and Leyburn. Spreading the hierarchy too thin by increasing the number of lower order settlements in order to constrain development leaves the Plan Area with an indistinct strategy for the villages. It would encourage small amounts of development over a much wider area making it difficult to focus the use of limited resources designed to improve sustainability over the Plan Area.

What do you think?

- Q4.1 Do you agree with the preferred option for Spatial Principle SP1 – Settlement Hierarchy Options and the justification for it?
- Q4.2 Do you agree with the rejection of the other numbered alternatives given here and the reasons for their rejection?
- Q4.3 Given your answers to Q4.1 and Q4.2, what else should we take account of in SP1?

4.3 Spatial Principle SP2: Sub Areas

- 4.3.1 The Richmondshire LDF plan area comprises many different settlements that have developed over a long period to reflect the different characters of the area. It is important that the LDF responds to these differences in a sensitive and appropriate way. Wensleydale and Swaledale and Teesdale give the basic framework for the local settlement pattern. Separated by upland areas these valleys give a strong east-west dimension to the local area. Leyburn and its neighbouring villages sit in Wensleydale, Richmond in Swaledale and the lower reaches of Teesdale form the northern boundary.
- 4.3.2 This pattern is reinforced by the local road network. The A6108 leads through Richmond and into Swaledale, the A66 follows Teesdale and the A684 passes through Wensleydale. There are limited north-south connections between these routes.
- 4.3.3 Retail Studies (Catterick Garrison Town Centre retail study, 2006) and consultation responses (Plan our Future 1, 2009) show the centres of preference for local people. These also tend to conform to the traditional dales pattern, despite the strong influence of Darlington in the north and the increasing strength of the superstore in the Garrison Area.



You told us that:

- the three sub areas were supported, especially if the approach was then to plan according to the different character of each area
- the three sub areas had distinctive characters and identities
- there were some smaller areas or groups of settlements that needed to be taken into account.

Extract from Issues and Options Consultation

Main Policy influences

- 4.3.4 The LDF plan area lies predominantly within the 'Vales and Tees Links' sub area established by the Yorkshire and Humber Regional Spatial Strategy (RSS May 2008), although Leyburn and the area to the west is part of the RSS 'Remoter Rural' sub area. The RSS also indicates that the northern 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 identified by the RSS as fulfilling the roles of a Principal Town together, providing a range of services with a catchment that extends westwards into the adjoining Remoter Rural sub area.
- 4.3.5 The area around Leyburn lies within the RSS Remoter Rural sub area and is a small element of a wider upland area recognised for its environmental quality. Development generally is expected to be limited in this area. Leyburn is expected to continue its role as the Local Service Centre and to address local affordable local housing needs and provide opportunities for appropriate economic diversification in this rural area.
- 4.3.6 The RSS, therefore, suggests three sub areas for which we need to develop individual policy approaches - a northern area facing the Tees Valley, a southern area in Lower Wensleydale and a central area where the largest part of the local population lives and greatest change is expected.

The Proposed Approach

- 4.3.7 Three sub areas are proposed as a robust way of distinguishing the characteristics of the different parts of Richmondshire and developing an appropriate policy response to them in the LDF. The three areas broadly reflect local geography, settlement pattern and the general policy direction of the RSS. Lower Wensleydale is the most discrete with a very clear focus on Leyburn. It also has strong relationships with the upper dales to the west and Bedale and the A1 to the east. The Central Area contains the development focus and the traditional heart of the District. North Richmondshire is a large area without a distinct centre within its boundaries. All parts of North Richmondshire share common features. It is a predominantly rural landscape with distributed settlements, which look to the larger centres of Darlington, Barnard Castle or Richmond. The main objectives and other details for each sub-division described in this Spatial Policy are in the Sub Area policies CASS, LWSS, NRSS.



Spatial Principle SP2: Sub Areas

Within the plan area, a different strategic approach will be taken for each of the following three broad sub-divisions:

- **Central Sub Area**
the area of greatest expansion, reflecting the location of the Joint Principal Towns of Richmond and Hipswell/Scotton/Colburn (including Catterick Garrison), the scope for development, the scale of existing facilities and relative lack of development constraints. This is the area where most housing and employment related development will take place
- **Lower Wensleydale**
an area of modest growth, reflecting the location within the Sub Area of the Local Service Centre of Leyburn, which has a substantial capability to support its surrounding Sub Area and adjacent areas. The scale of development in this Sub Area will also reflect its role in supporting and providing for the needs of the adjacent part of Richmondshire which lies within the Yorkshire Dales National Park
- **North Richmondshire**
an area of relative restraint, reflecting its largely rural nature and the limited services available within its settlements, and the need to resist development pressures from, and support the regeneration of its neighbouring Tees Valley settlements, in particular Darlington. The strategy in this area will be to reduce the scale of new housing development, in order to resist further in-migration from these adjacent parts, and decrease pressures for cross-boundary commuting.

Spatial Principle SP2: Sub Area Options

Options not selected and why:

Option SP2A: Smaller areas

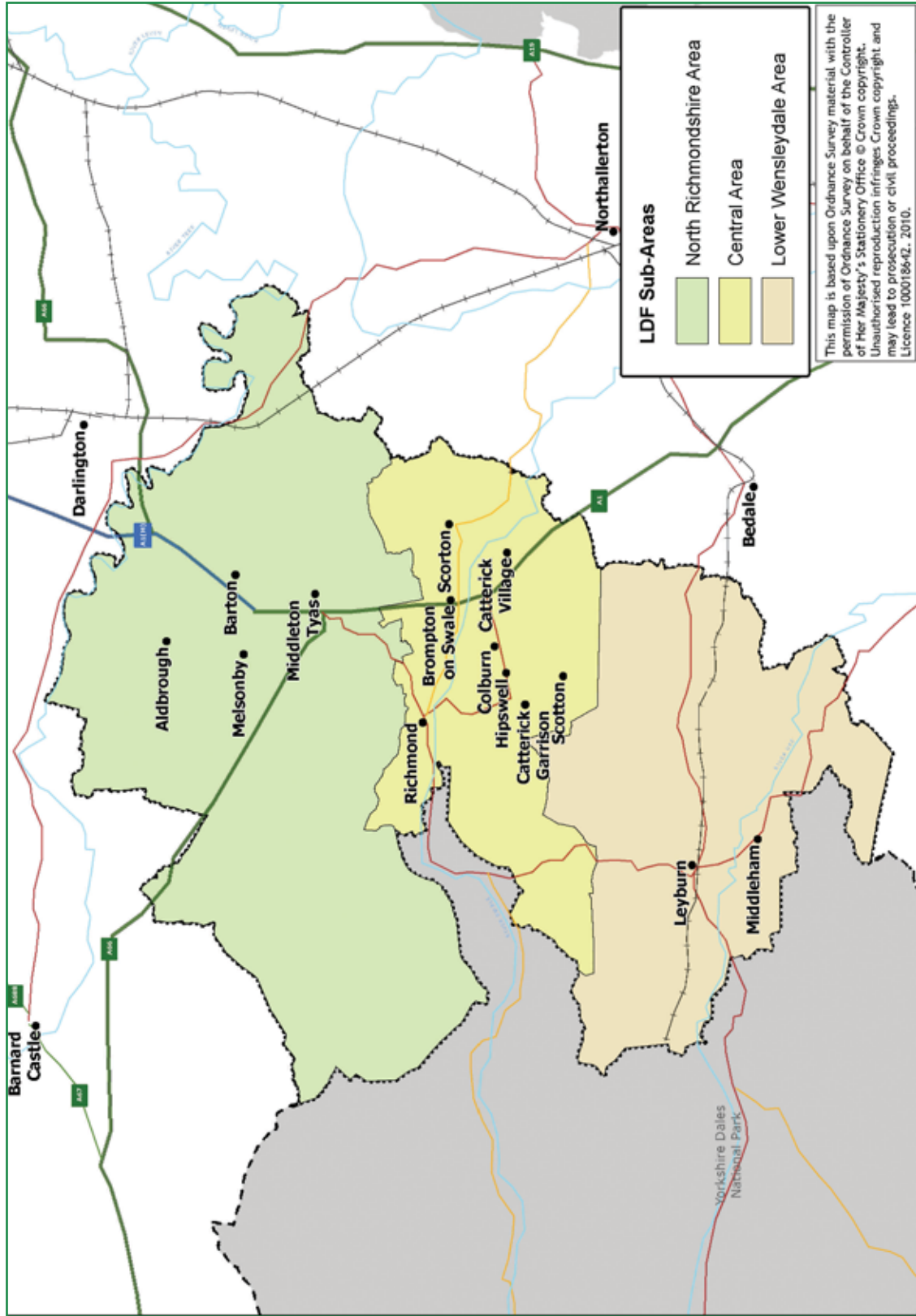
Further subdivision would create areas with smaller populations but with little to distinguish them. We have addressed the relationships between groups of smaller settlements in the clusters we have proposed in Spatial Policy SP1.

Option SP2B: Fewer areas

It could be argued that North Richmondshire is simply the extensive rural hinterland of the Central Area. This risks blurring the main policy approach to strengthen the District's main centres and effectively dilutes our ability to constrain development in the north of the District, where there is limited scope in the small settlements. It would also fail to recognise the relationships of the northern part of the District with Darlington and Barnard Castle.

continued overleaf

Map 4: Spatial Principal SP2: Sub Areas





Option SP2C: Different Areas

The areas identified are rooted in local geography and community patterns. The A1 corridor, from Catterick Village to Barton, could be described because of the strong transport links it provides. The A1 effectively bypasses the district's main centres at Richmond, the Garrison area and Leyburn and a single policy approach to this corridor would risk encouraging development away from the existing centres.

What do you think?

- Q4.4 Do you agree with the preferred option for Spatial Principle SP2 – Sub Areas and the justification for it?
- Q4.5 Do you agree with the rejection of the other numbered alternatives given here and the reasons for their rejection?
- Q4.6 Given your answers to Q4.4 and Q4.5, what else should we take account of in SP2?

4.4 Spatial Principle SP3: Achieving Rural Sustainability

- 4.4.1 Richmondshire is essentially a very rural district, with a very high quality environment. The Richmondshire plan area, the area of the District outside the National Park, is substantially rural in nature. Of all its 60 plus small settlements, only Richmond (8,420), the Hipswell/Scotton/Colburn area (15,320), Catterick Village (2,800), Leyburn (2,120) and Brompton on Swale (1,770) have more than 1,000 in population. So should the LDF respond to this character, and what issues does it need to address? The objective of achieving sustainable development is a major principle which should run through all spatial planning endeavours in this country, as indicated earlier in this chapter. But because of its rural local distinctiveness, one key strategic principle is proposed as a major thread throughout this LDF, relevant to the whole plan area – the intention to promote and secure *rural sustainability* or an approach to sustainability which reflects and responds to its essentially rural nature.



Main Policy Influences

- 4.4.2 National guidance contained in PPS4 'Planning for Sustainable Growth' and PPS7 'Sustainable Development in Rural Areas' has a number of dimensions. Plans "should ensure that the countryside is protected for the sake of its intrinsic character and beauty, the diversity of its landscapes, heritage and wildlife, the wealth of its natural resources and to ensure that it may be enjoyed by all" (PPS4, EC6.1). The identification of local service centres for the location of most rural development and facilities is encouraged as a sustainable way forward, together with greater diversification of the rural economy. In terms of agriculture, sustainable, diverse and adaptable sectors should be promoted, "where farming achieves high environmental standards, minimising impact on natural resources, and manages valued landscapes and biodiversity; contributes both directly and indirectly to rural economic diversity; is itself competitive and profitable; and provides high quality products that the public wants".
- 4.4.3 The RSS locates the plan area in the largely rural 'Vales and Tees links' and in the 'Remoter Rural' areas. In the Regional Economic Strategy it is described as located in the 'sparse rural' parts of the region. This regional context encourages controlling growth pressures to support regeneration in the urban parts of this and the adjoining region, while safeguarding local quality of life, environmental values and character. A key theme is to support diversification of the rural economy, to lessen dependency on the agricultural sector, and provide a more self sufficient rural economy, which enables more people to live and work locally. Support is also given for the 'rural renaissance' of market towns, and for the promotion of rural cultural themes as economic drivers, particularly linked to tourism.

You told us that:

- it is not sustainable to allow development in locations where access to facilities is limited
- some respondents thought allowing limited development outside the settlement hierarchy would make facilities more viable, and that increasing patronage of existing facilities would be important – but others concluded that it would not save facilities, and could well spoil small settlements
- infill is appropriate in small villages – after empty buildings have been re-used or converted. The views of Parish Councils should be sought. Small scale developments should be allowed to prevent stagnation, but rural character should be maintained
- some small scale employment growth is needed in rural areas – industrial uses should be limited, but some small scale development may be required to support the sustainability of smaller communities
- farm diversification should be encouraged
- a long term view of what rural communities should be like needs to be taken
- converting traditional barns is sustainable – it's vital to protect them and much better than letting them decay
- there is scope for higher standards than set by RSS for on-site renewable energy generation in the plan-area.

Extract from Issues and Options Consultation



The Proposed Approach

- 4.4.4 Drawing these considerations together, the following strategic principle is designed to underpin all the policies and proposals of the LDF:

Spatial Principle SP3: Achieving Rural Sustainability

Priority will be given to supporting the rural sustainability of the whole plan area: protecting and enhancing its environmental assets and character, and sustaining the social and economic fabric of its communities.

This will be achieved by promoting:

- a sustainable rural economy
- social and economic regeneration
- conservation or improvement of the rural environment
- appropriate rural housing schemes to achieve sustainable communities
- the appropriate reuse of redundant buildings
- use of sources of renewable energy.

- 4.4.5 The purpose of Spatial Principle SP3 is to promote the rural diversity of the whole Richmondshire Plan Area. It recognises the trade off that needs to be achieved between conserving and protecting our high quality environment and making sure that it remains a living working countryside – balancing all the environmental, social and economic considerations which need to be taken into account in achieving a sustainable future for this rural area.
- 4.4.6 This approach is intended to be taken forward in many ways throughout the rest of the LDF, but there are two main threads. The first is to secure a pattern of settlements which is a sustainable basis for organising development in this rural area – the hierarchy proposed in Spatial Principle SP1, supported by policies and proposals which work towards the continued sustainability of these rural communities. The second concerns the approach towards the very large extent of the plan area outside the settlement hierarchy – more precisely outside the Development Limits which the plan will define around each settlement. This includes all the countryside, and the smaller settlements. The policy approach for this area is brought together in Core Policy CP3.



Spatial Principle SP3: Achieving Rural Sustainability

Options not selected and why:

SP3A: a more restrictive approach to rural matters

– a more restrictive approach would seek to preserve the present appearance of the Richmondshire LDF area. This could limit opportunities for the re-use of buildings and access to new employment and other service opportunities. This approach would risk creating stagnation in many of our smaller settlements and limit their role to a mainly (and potentially expensive) residential one.

SP3B: a less restrictive approach: exclude the specific principle

– a less restrictive approach might not require inclusion of this strategic principle at all. It could rely on the other policies of the LDF or on the operation of market forces to deliver rural sustainability. Making this principle explicit, and following its direction through the rest of the LDF, assists the ability to distinguish between rural and urban activities and resist the erosion of the fabric of our rural landscape and settlements.

What do you think?

- Q4.7 Do you agree with the preferred option for Spatial Principle SP3 – Achieving Rural Sustainability and the justification for it?
- Q4.8 Do you agree with the rejection of the other alternatives considered here – and do you agree with the reasons given for their rejection?
- Q4.9 Given your answers to Q4.7 and Q4.8, what else should we take account of in SP3?

4.5 Spatial Principle SP4: The Appropriate Scale and Distribution of Housing

- 4.5.1 Achieving an appropriate scale and distribution of housing will be fundamental to achieving sustainable communities. Indeed, one of the primary roles of the LDF Core Strategy is to give strategic guidance on the way the plan area should develop and change, over the whole plan period. While the area may be subject to many different pressures for change, the most significant will almost certainly be providing for the number of new houses.



Scale of Housing Development

- 4.5.2 The current national guidance on housing (PPS3 – Housing, 2006) identifies the key housing policy goal is to ensure everyone has the opportunity of living in a decent home. This requires that provision be made for new houses during the LDF period. The current position is that the scale of development in the District is largely determined at the regional level by the Yorkshire and Humber RSS (June 2008), with the requirement that the LDF should be in “general conformity” with it. The RSS sets the context both for new general housing in Richmondshire (outside the National Park), and also addresses the implications should the Catterick Garrison military base be developed to increase its capacity. However, as indicated earlier, the new Government has recently indicated its intention that it will “rapidly abolish” the RSS. Nothing is more likely to be significant as the removal of the RSS housing target, and this leaves the preparation of this plan in somewhat of a quandary. The current expectation is that local authorities will be encouraged to set their own estimates of locally required housing, based on technical assessments which follow best practice. However, specific guidance on how this should be achieved may be some considerable time away.
- 4.5.3 In the Yorkshire and Humber region, the RSS established housing requirements for each District. These take account of local natural change in the population (i.e. the trend towards increased numbers of households) and net migration flows. They also incorporate policy responses which both reflect local characteristics such as the importance of protecting the rural environment and regional and sub-regional strategies to regenerate the main urban areas. Thus the RSS housing requirement established for Richmondshire in fact represents relative restraint, in regional terms, consistent with the intention to direct growth to the main metropolitan areas of the region (and indeed to support the RSS for the North East Region with similar aspirations to regenerate areas of the Tees Valley to the north). The need to provide scope to achieve more affordable housing is also an important consideration. If the level were to be set solely on the basis of forecasting the plan area’s population and household changes, it is likely considerably more houses than the formal RSS requirement might be concluded to be the appropriate level for Richmondshire. However, since there are many valid reasons underpinning the RSS apportionment in the case of Richmondshire, there is as yet no reason to conclude the level of housing appropriate to the LDF area should differ from that actually proposed in the current RSS.
- 4.5.4 Given the uncertainties about the process which is now likely to need to be followed, early firm conclusions are unlikely to be achieved. For the time being, the approach adopted here is to base the proposals on the established RSS levels – but to be mindful of the implications should that level change. A robust approach will be needed that can cope with different levels of overall requirement – and whilst uncertainties remain about the overall scale, the proposed distribution of development, forming part of Spatial Principle SP4, is intended to be resilient, and remain appropriate for a range of scales of overall requirement.



- 4.5.5 In terms of general housing, RSS Policy H1 indicates the LDF should “ensure the delivery of average net additions to the dwelling stock” in the case of Richmond of 200 per year for the period 2004 to 2026 – and this is the level proposed to be established in Spatial Principle SP4. One source of new housing could be the reinstatement of vacant dwellings. The RSS estimated this could possibly amount to an average rate of 30 dwellings per year in Richmondshire. But research indicates this estimate is a product of an anomalous vacancy rate caused by a transfer of military property at the time of the 2001 Census and is unlikely to be achieved. The main source of new dwellings will be from new build, although reinstatement of vacant property will need to be monitored (RSS Table 12.3). A total of 626 houses have been built in Richmondshire in the first five years covered by the RSS from April 2004. This leaves a total net additional requirement to be achieved of 3,774 dwellings for the remaining 17 years until 2026, which is therefore the minimum target set by the current RSS.
- 4.5.6 Appropriate provision also needs to be made for military related housing development linked to the potential development of the Catterick Garrison main military site. The general housing figures in the RSS do not include provision for MOD related housing development. RSS expects that “additional provision in the region of 2,250 additional dwellings in the period to 2021 ... are matters that will need to be taken forward through the Richmondshire LDF” (RSS Table 12.1 footnote 21). The figure of 2,250 is based on the evidence supplied by the MOD to the RSS Examination in Public and relates to the Garrison’s Administrative Area. Since that time, the scale of likely need, and its timing, has been under review. There is continuing uncertainty about the eventual size of the Catterick Garrison military base and the timing of increases in personnel. We are unlikely to receive confirmation about the scale of growth of the Garrison during the preparation of the LDF and probably well beyond. Therefore, the LDF must seek to manage change under considerable uncertainty. This suggests that the most robust approach would be for the LDF to make provision for the maximum likely growth up to the original RSS maximum figure of 2,250 units. But, crucially, development and change should be managed to ensure that when and what level of growth does materialise, it can be achieved as sustainably as possible. The location of this provision, whether in the Garrison area or elsewhere in the LDF area, is considered below.

The Distribution of Housing Development

- 4.5.7 At the preceding consultation stage, views were canvassed on a wide range of alternative approaches towards the distribution of housing around the plan area: between levels of the Settlement Hierarchy (as proposed in Spatial Principle SP1); between the three sub areas of the Central area, Lower Wensleydale and North Richmondshire (as proposed in Spatial Principle SP2); arising from military related growth and between Richmond and the Garrison area.



4.5.8 The proposed distribution in Spatial Principle SP4 below attempts to reconcile and resolve the differing approaches, taking account of consultation responses and the results of the Sustainability Appraisal. It advances an approach which establishes the degree of 'focus', or concentration, of development in the upper tiers of the hierarchy, and utilises the proposed hierarchy as a basis of distributing development according to the roles and potentials of the individual settlements in each tier. It addresses the benefits of locating development close to existing facilities and using existing infrastructure, but also takes account of the feasibility of development, reflecting infrastructure capacities and the existence of potentially suitable developable land, and its consequences in terms of the local environmental impact of development. The Strategic Housing and Employment Land Availability Assessment (SHELAA) 2010, supplemented by more detailed site analysis has updated the understanding of the current land supply, and thus the feasibility of the distribution proposed. The SHELAA also tells us an excess capacity exists of sites suitable for housing development, even if the basic requirement (proposed in SP4 to be 200pa) were to rise significantly – perhaps as a result of reconsideration after the abolition of the RSS.

You told us that:

- most respondents agreed with the scale of housing proposed (200 pa), although some suggested flexibility, viewing this as a minimum, and recognising that higher provision might allow more scope for achievement of more affordable housing
- whilst uncertainty was expressed about the likely scale of potential growth associated with Catterick Garrison, there was some support for use of the level identified in the RSS
- general support for concentrating most development in the Richmond/Garrison Joint Principal Towns, reflecting the sustainability of these locations, better existing services, transport linkages, and land availability
- there was some support for an increased proportion of housing being directed to the Service settlements – to support their services and facilities
- general support for the majority of development being located in the Central Area (as opposed to the other two Sub Areas) – although some support for more development in Lower Wensleydale
- a high degree of support was received for concentrating all of the Garrison military related growth within the proposed Area Action Plan (AAP)
- between Richmond and the Garrison area, most respondents recognised the severe constraints on Richmond (in terms of lack of sites and infrastructure constraints), and agreed that most development should be located in the AAP area.

Extract from Issues and Options Consultation



The Proposed Approach

- 4.5.9 Taking account of the evidence, consultation responses, analysis and policy directions, it is proposed that the housing strategy should be based on the components set out in Spatial Principle SP4, which establishes the proposed scale of housing for which provision should be made, and its distribution around the plan area. The Core Policies (see Chapter 8) provide more detail on differing aspects of housing provision – Policy CP4 establishes the approach necessary to achieve an appropriate mix of housing, in terms of size, type and tenure; and Policy CP5 identifies the approach proposed to secure the necessary scale and distribution of affordable housing.

Spatial Principle SP4: The appropriate Scale and Distribution of Housing Development

The Council, housing providers and service providers will together seek to achieve the completion of the net additional dwellings at the level currently required by the Regional Spatial Strategy, as follows:

- 200 houses per year for general housing needs over the whole plan area between 2004 – 2021
- A total of 2,250 houses for the specific needs of the military development of Catterick Garrison between 2004 – 2021

All the specific provision for military development of Catterick Garrison will be contained within the Hipswell/Scotton/Colburn area, for which an Area Action Plan (AAP) will be prepared.

In order to achieve the scale of new general housing, the annual targets for the completion of net additional dwellings are distributed between the settlement hierarchy and Sub Areas as follows:

Settlement Hierarchy (Spatial Principle SP1)

Hipswell/Scotton/Colburn	65%
Richmond Town	5%
Leyburn	10%
Primary Service Villages	14%
Secondary Service Villages	4%
Elsewhere in the plan area	2%

(The proportion of new general housing in Hipswell/Scotton/Colburn will be in addition to that made for the specific needs of military development)

continued overleaf



Sub Area distribution (Spatial Principle SP2)

Central Sub Area	80%
Lower Wensleydale	13%
North Richmondshire	7%

- 4.5.10 As Spatial Principle SP1 indicates, the Joint Principal Towns of Richmond and Hipswell/Scotton/Colburn (including Catterick Garrison) are proposed to be the locations for the majority of new development in the District. By far the largest part of this development will be located in the Hipswell/Scotton/Colburn area, and the sub area strategy CASS2 defines the context for the preparation of an Area Action Plan to guide this development. The evidence from the SHELAA suggests that there would be a number of alternative locations for such provision. A much smaller proportion will be located in Richmond, reflecting very well known physical constraints (considered further in the Central Area Strategy, CASS1), and the evidence of limited opportunities provided by the SHELAA.
- 4.5.11 In Lower Wensleydale, the role and potential of Leyburn as a Local Service Centre, reflected in the sustainable settlement hierarchy defined in SP1, suggests that significant additional allocations would be appropriate.
- 4.5.12 In North Richmondshire there are few settlements with capacity for growth, and reflecting the philosophy of restraint in this area aimed at reducing further potential out-commuting to the Tees Valley, only a small proportion of the total growth is proposed.
- 4.5.13 Reflecting the approach proposed in Spatial Principle SP1, within the Primary and Secondary Service Villages, at the lower tiers of the sustainable settlement hierarchy, it may be appropriate, and some scope may exist for small scale development which meets local needs. Outside these Villages, again reflecting the intentions of Spatial Principles SP1 and SP3, small scale limited development could also be appropriate, if it is in accord with the requirements of Policies CP3A and B, concerned with securing rural sustainability, and CP9, with overall sustainability. A modest allowance of 2% is made for such development elsewhere in the plan area.
- 4.5.14 What might these proportions mean in terms of actual numbers of houses, in each settlement and area? Given the current uncertainties caused by the decision to abolish the RSS (para. 4.6.2), this cannot be easily answered. But assuming a continuation, at least for the time being, of the RSS level of 200 pa throughout the whole period 2004 – 2026, absolute numbers of dwellings in each level of the hierarchy, and in each sub area are shown in the tables 4.6A and 4.6B.



Table 4.6A: Indicative Housing Numbers Based on SP4 Proportions – Sustainable Settlement Hierarchy

	% of plan area total		share of residual requirement based on provision for 200 additional dwellings pa	
Richmond and Catterick Garrison area		70%		2,642
Catterick Garrison area (1)	65%		2,453	
Richmond	5%		188	
Leyburn		10%		377
Primary Service Villages		14%		528
Secondary Service Villages		4%		151
elsewhere in the plan area		2%		76
Total		100%		3,774

Note (1) Military related housing development of 2,250 dwellings is additional giving a total of 4,703 dwellings

Table 4.6B: indicative housing numbers based on SP4 proportions – by sub areas

	% of plan area total		share of residual requirement based on provision for 200 additional dwellings pa	
Central Sub area (1)		80%		3,019
Catterick Garrison area (1)	65%		2,453	
Richmond	5%		188	
Primary Service Villages	10%		377	
Lower Wensleydale		13%		491
Leyburn	10%		377	
Middleham and Secondary Service Villages	3%		114	
North Richmondshire		7%		264
Primary and Secondary Service Villages	7%		264	
Total		100%		3,774

Note (1) Military related housing development of 2,250 dwellings is additional giving a total of 4,703 dwellings



Spatial Principle SP4: Scale and Distribution of Housing

Options not selected and why:

Scale Of Housing

SP4Aa: make less provision for housing

– a lower target than RSS would limit 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

SP4Ab: make more provision for housing

– a higher housing target than RSS might be considered because of current national population projections. In Richmondshire these would require an increase in the RSS target to accommodate them with an increase in the land required. This could well require extensions beyond the historical boundaries of Richmond and other traditional settlements

Distribution Of Housing

SP4B: Centralised Distribution of Housing

– a more centralised distribution than that proposed in SP4 would mean that development would be even more concentrated in the Garrison Area, 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

SP4C: Diffuse Distribution of Housing

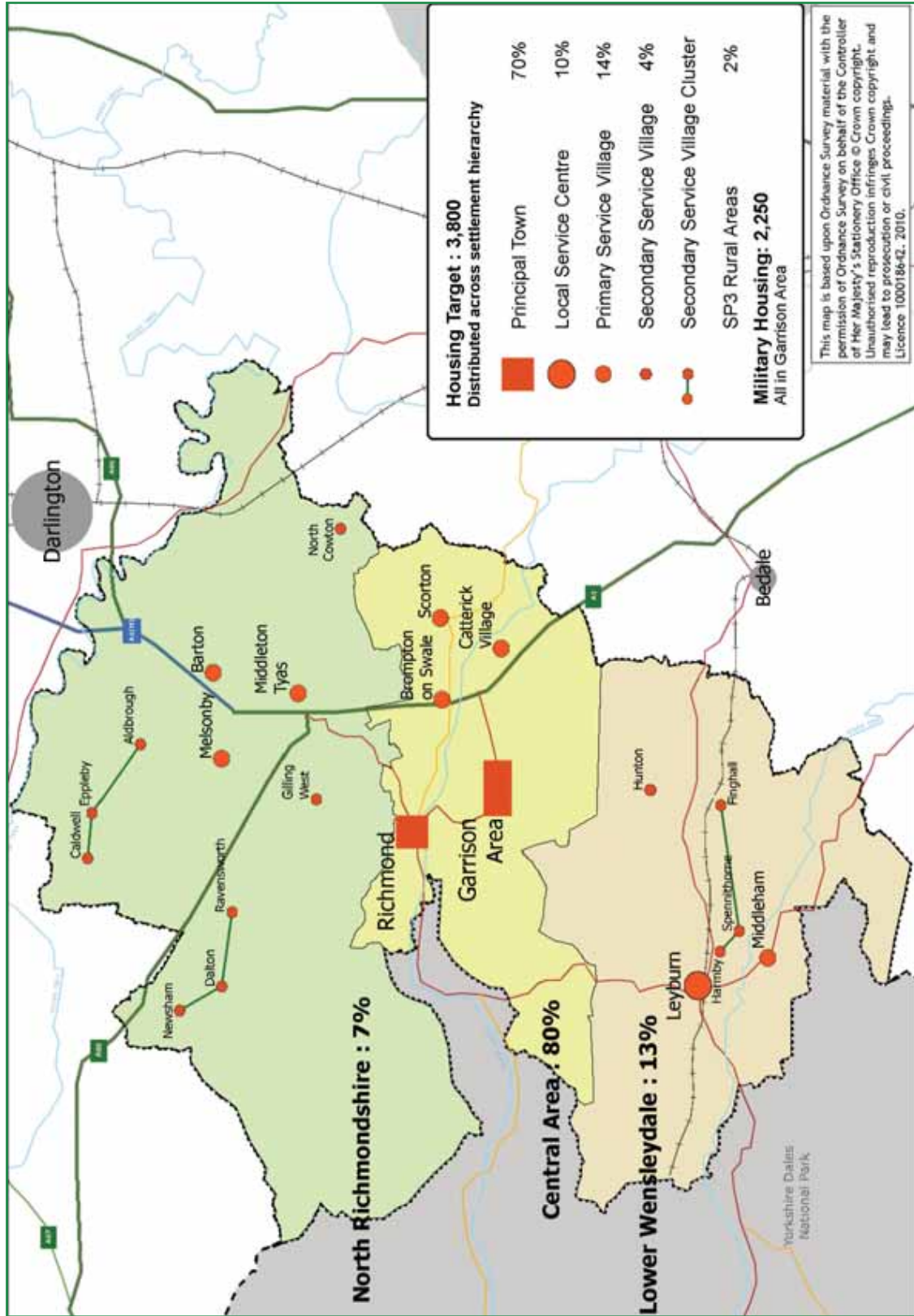
– a more diffuse distribution of development reverses the conditions of Option SP4B. Development would follow the market and put pressure to release more land in the villages. This would limit the opportunity for creating a more cohesive settlement in the Garrison Area. It would also dilute opportunities 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.

Distribution of Military Housing Across the Plan Area

The scale and distribution of military related housing development should also be considered. The RSS (2008) places the burden on the Richmondshire Plan area to accommodate a further 2,250 homes. These homes are a mixture of military housing and open market housing to support employment by the Ministry of Defence. SP4 intends that all of these should be located in the vicinity of Catterick Garrison to enable easy access to work and the services found in the Garrison area and Richmond.

continued overleaf

Map 5: Spatial Principle SP4 : Scale and Distribution of Housing





We can consider two alternatives:

SP4Da: Wider Distribution of Military Housing Across the Plan Area

– distribute these houses in the same proportion as the SP1 settlement hierarchy. Distribution across the SP1 hierarchy would see 30% or 675 being added to the targets for Leyburn and other smaller settlements. This would increase traffic into the Garrison from across the whole area. It would also place further pressures on the limited services elsewhere

SP4Db: Wider Distribution of Military Housing Across the Plan Area and outside

– further distribution outside of the District is harder to quantify. Although it would have the benefit of reducing development pressure on settlements in the plan area, it too would increase commuting into the Garrison.

What do you think?

- Q4.10 Do you agree with the preferred option for Strategic Principle SP4 – the scale and distribution of housing? Do you agree with the justification given?
- Q4.11 Do you agree with the rejection of the other numbered alternatives considered here – and do you agree with the reasons given for their rejection?
- Q4.12 Given your answers to Q4.10 and Q4.11, what else should we take account of in SP4?

4.6 Spatial Principle SP5: The Appropriate Scale, Type and Distribution of Economic Development

- 4.6.1 Supporting the economy will be fundamental to achieving sustainable communities. The economy of Richmondshire is characterised by its rural location, with important tourism and agriculture sectors, but it also has a very large public sector, particularly dominated by the Ministry of Defence, and a growing number of high-tech and service industries. The LDF's economic strategy must seek to support this locally distinct economy, whilst also seeking to ensure access to jobs for residents, and protecting the high quality environment.



- 4.6.2 The local economy has significant strengths and opportunities, for example low unemployment and a high economically active workforce; a low manufacturing base which has slowed the impact of the economic downturn; and significant predicted economic growth, particularly related to the military presence and the likely Garrison expansion. There may also be scope to promote certain key business sectors, such as the digital and creative sector, and food and drink, particularly if aligned with tourism. However there are also problems to overcome, including low wage levels reflecting at least in part the dominance of the tourism and administration sectors; reducing agricultural employment; and the fact that the sparse rural nature of the District can often be a barrier to access to local employment opportunities for residents, and to workforce for employers, and to the provision of appropriate infrastructure. Perhaps the most significant concern relates to the degree of out-commuting to work, particularly to the Tees Valley conurbation to the north. It has become harder to both live and work in the District.
- 4.6.3 There are a number of key pieces of evidence which underpin the development of the economic strategic principle proposed here (and its supporting economic Core Policies) which also reflects a strong steer from national, regional and local policies and strategies, each of which has its own supporting evidence base. The Richmondshire Joint Land Employment Review (Arup, Jan. 2007) considers how potential future employment patterns will impact on employment land demand and supply. It addresses the issues of the impact of proximity to the Tees Valley conurbation, the potential impact of Garrison expansion, the proposed re-alignment of the A1, and scope for small scale diversification in rural areas. It concludes that current employment is heavily skewed towards hotels, restaurants and public service jobs, leading to lower than average wages. It considers that there is a good portfolio of small and medium sized office space – but a limited supply of larger space which would provide for expansion, and some sites would benefit from qualitative improvements.
- 4.6.4 The Review (2007) estimates a supply of just over 48 hectares of vacant employment land, over 60% of which is located in Colburn and Catterick Garrison. In the future, employment is projected to grow by 12% in the period 2006 – 2021, but much of this growth is likely to be in sectors not reliant on allocation of employment land. The Review translates projected employment projections into land requirements, concluding a need for some 5.8 to 8.7 hectares of net additional land, split 37% B1 offices, 29% B2 industrial uses, and 35% for B8 warehouse and distribution – excluding the implications of military related development at Catterick Garrison, which is suggested to need a further 2.3 to 3.4 hectares of land. In total a need for an additional 9 – 12 hectares is estimated. Specific implications for the LDF are identified: the scale of additional land requirements will be heavily dependent on the scale and rate of expansion of the Garrison, and how this interacts with the proposed A1 alignment – and thus the majority of additional land is suggested to be needed in Colburn and Catterick, particularly in the medium term. However, the role of existing employment sites elsewhere is recognised in meeting local needs, and the identification of clear roles for these sites is recommended, to ensure promotion and development. Constraints in Richmond are recognised, but as an important employment location, it is suggested that it should aim to meet the needs of smaller, higher value businesses in the town centre. The important role of Leyburn in providing for the needs of its rural hinterland is also acknowledged, and it is suggested that scope to accommodate further employment growth should be considered.



- 4.6.5 The Strategic Housing and Employment Land Availability Assessment (SHELAA) 2010, supplemented by more detailed site analysis has updated the understanding of the current land supply. It suggests there is sufficient land available to accommodate the increased supply recommended by the Economic Land Review.
- 4.6.6 The implications of the military presence and its likely future growth is the subject of a specific study: Economic Impact of the Military Presence in North Yorkshire (SQW Consulting, final report date February 2010). This shows that Catterick Garrison employs over half of the military and civilian staff in North Yorkshire (14,700 in total). A further 4,000 partners/spouses could be employed in the local labour market. Locally this leads to substantial retail expenditure by military related personnel. Furthermore, whilst procurement for military expansion is expected to continue largely on a national basis, locally there may be some smaller supply-chain contracting opportunities.

You told us that:

- Richmond and the Garrison should be developed in a complementary way – and growth, especially of larger employment allocations, should be concentrated in these locations
- there was some divergence of views on the overall need for more employment land: between those advocating substantially more should be allocated – and those conversely arguing that the quantity should reflect the small scale suggested by RSS, and should be provided for indigenous firms, not to attract more
- we should stimulate growth in knowledge industries, IT and financial services
- some small scale employment growth is needed in rural areas – industrial uses should be limited, but some small scale development may be required to support the sustainability of smaller communities
- there is a need to keep housing and employment in balance, to help reduce out-commuting
- access to the Gallowfields Estate, Richmond needs addressing
- the Gatherley Road and Barton Road employment areas should be “tidied up”
- general support for development of green industries and for home working
- better and more sustainable transport is needed to provide for tourist visitors
- infrastructure priorities: better roads and transport, and access to broadband.

Extract from Issues and Options Consultation



Main Policy Influences

- 4.6.7 The main national policy guidance is provided by the recently published Planning Policy Statement 'Planning for Sustainable Growth', PPS4 (Dec. 2009 – which combines a number of previous guidance documents), together with those parts of PPS7 'Sustainable development in rural areas' (2004), which have not been incorporated into the new PPS4. Within the context of its overarching objective of supporting sustainable economic growth, PPS4 includes a specific objective to raise the quality of life and environment in rural areas by promoting thriving, inclusive and locally distinctive rural communities, whilst continuing to protect the open countryside for the benefit of all.
- 4.6.8 In addition to general policies on how plans should make provision for land needs, and for specific business sectors, PPS4 contains specific guidance on planning for economic development in rural areas (Policy EC6). This instructs that Local Planning Authorities should protect the countryside, and should strictly control economic development in open countryside; identify local services centres within (or on the edge of) which most new development should be concentrated – keeping employment, housing and other uses close together; “support the conversion and re-use of appropriately located and suitably constructed existing buildings in the countryside” (particularly adjacent or closely related to towns and villages); set out the permissible scale of replacement buildings and circumstances where this would not be acceptable; set out criteria for farm diversification, and “support diversification for business purposes that are consistent in their scale and environmental impact with their rural location”; and where appropriate support equine enterprises. PPS4 Policy EC12, concerning determining planning applications for economic development in rural areas is also relevant, since it gives support to “small scale economic development where it provides for the most sustainable option in villages, or other locations, that are remote from local service centres, recognising that a site may be an acceptable location for development even though it may not be readily accessible by public transport”.
- 4.6.9 PPS7 (Sustainable Development in Rural Areas), as amended by PPS4, is directed towards achieving the promotion of sustainable, diverse and adaptable agricultural sectors, and includes the principle that all development in rural areas should be well designed and inclusive, in keeping and scale with its location, and sensitive to the character of the countryside and local distinctiveness. Specific guidance is given on supporting agricultural development which enables farming to become more competitive and sustainable, and to adapt to changing conditions by becoming more diversified.



- 4.6.10 The Regional Spatial Strategy (The Yorkshire and Humber Plan, May 2008) provides an approach designed to achieve a successful and competitive region. The RSS includes support for initiatives to ensure more diverse, competitive and successful economies in rural areas, with the objective of achieving a significant improvement in access within rural areas to economic opportunities (Policy E1). As a context, the RSS provides job forecasts for each authority, which in the case of Richmondshire assumes a very small growth of around 160 jobs per year on the existing 21,230 jobs in 2006, split between the main town centre uses of retail and leisure (50 jobs); storage and distribution (10 jobs); public services (health and education increasing by 40 jobs, but other public services decreasing by 20 jobs); other uses, including primary and utilities (60 jobs). The RSS encourages the provision of sufficient land and premises to meet the needs of a modern economy (Policy E3). This is accompanied by an analysis of the current situation and future needs by each local authority. It suggests that there is no significant mismatch in North Yorkshire in terms of current allocations and future requirements (although some allocations may need to be reviewed), estimating that in the period 2006 – 2021 there will only be a need in Richmondshire for an additional 10 hectares of industrial and distribution uses, to supplement the base of 50 hectares allocated in 2006. These estimates however are to be regarded as a strategic context, and to be supplemented by local up to date employment land reviews – and also do not represent a maximum amount to be planned for, since the need to support economic growth may require provision of choice within a larger, more flexible, landbank.
- 4.6.11 In terms of location, the RSS stresses that the centres of Principal Towns (for Richmondshire in Richmond and Catterick Garrison) should be the focus for local services and facilities, including offices, retail, leisure and tourism. The sub area policies give a more specific local context. The Vales and Tees Links Sub Area strategy (which covers most of the plan area) indicates that the priority for economic development is to diversify the sub area economy to lessen dependency on the agricultural sector (where further decline is anticipated) and reduce out-commuting, and to support the growth of Catterick Garrison by developments which complement services in Richmond. It indicates that the Principal Towns should provide employment opportunities to meet local needs – and that it will be important to develop good local transport links between the sub area’s Principal Towns and their catchment areas. The philosophy is that within the context of safeguarding the quality and character of the sub area, a more robust and diverse economy will be achieved by supporting the roles of the Principal Towns, building on the potential benefits of a growing Catterick Garrison and maximising the contribution of small scale economic commercial uses. Linked to this, it will be important to control growth pressures and reduce out-commuting, to support urban regeneration in the adjoining Tees Valley city region (Policy VTL1). The strategy for the Remoter Rural Sub Area (which extends from Leyburn westwards, within the LDF area) is similar: it seeks to foster economic diversification which does not damage the sub area’s built and natural features, encourage creative, diverse and low impact enterprises to meet local needs, and encourage tourist and recreation related developments which diversify the local economy. The intended outcome is diversification of the economy to one based predominantly on small scale local enterprises, and with an emphasis on establishing improved links between settlements and to adjoining areas (Policy RR1).



- 4.6.12 Allied to the RSS, the Regional Economic Strategy 2006 – 2015, within its overall approach to promoting regional economic prosperity, promotes the ‘rural renaissance’ of market towns such as Richmond, and focuses in rural areas on utilising cultural themes such as heritage and outdoor activities as economic drivers linked to tourism. Its sister strategy, the Visitor Economic Strategy 2008 – 13, seeks to open new markets and increase the market share of visitors.
- 4.6.13 The Sustainable Community Strategy ‘Richmondshire 2021’ seeks to increase the well being of the community by adopting a sustainable approach to future growth that balances the economic, social and environmental needs of the District. The SCS approach seeks to maintain a strong commitment to economic and employment needs, by channelling most future investment and growth towards a balanced programme of expansion at Catterick Garrison, and by continuing to encourage investment to support the roles of Richmond and Leyburn (together with Hawes and Reeth within the National Park). Support is also given to the sparsely populated parts of the district, by seeking to secure the vitality and viability of rural communities, particularly through low level growth, diversification and enterprise to meet local needs, and generally to underpin the rural economy.
- 4.6.14 One of the five main themes in the SCS concerns delivering ‘Prosperous Communities’. The SCS indicates that in pursuit of the vision that Richmondshire should be “a place which enjoys economic prosperity and where everyone has access to lifelong learning”, actions will be undertaken to ensure that Richmondshire is a place of economic growth and enterprise, with a range of employment opportunities that meet people’s needs. Particular objectives include promoting Richmondshire as an attractive area to locate businesses; developing workspace and managed workspace units to encourage the types of employment the district wants; attracting beneficial inward investment; improving the quality of the tourism product; delivering regeneration projects throughout the district; strengthening links with the Regional Economic Strategy and Sub-Regional Investment Plan; and supporting sustainable land management and suitable diversification to increase the viability of farm businesses.
- 4.6.15 To help deliver these objectives, the Council has produced the Prosperous Community Strategy (2009 – 2012), which identifies priority actions for this period. Recognising the implications of the current economic conditions, the strategy for this period is seeking to give less priority than previously to job creation and investment in growth, and focus instead on supporting stabilisation and planned recovery. Measures proposed include implementing improvements to infrastructure and connectivity for businesses; encouraging growth in the creative sector and the low carbon economy; creating a vibrant and sustainable evening economy; and improving the quality and promotion of the tourism product. The Strategy also endorses the Employment Land Review’s estimate that a total of 60 hectares of employment land should be identified by the LDF.



4.6.16 A number of other studies and strategies related to parts of the plan area also provide an important context, and suggest a number of policy directions which could be reflected in the LDF. The Richmond Swale Valley Community Initiative Strategic Framework (2009 – 2014) promotes diversification of the economy and attracting new business as a key priority, together with greater engagement and collaboration between Richmond and Catterick Garrison. It also stresses the importance of increasing the tourism offer in Richmond, and moving towards more creative industries including those related to the evening economy. There is also a concern to conserve the green fringes of Richmond, accepting that this reduces the capacity of the town to grow economically with new land and premises. A similar local perspective, for the Lower Wensleydale Sub Area, is provided by 'A Sustainable Future for Lower Wensleydale: Leyburn and Middleham reports' (Miller Consulting, August 2009). The Lower Wensleydale area is characterised by these reports as having significant outward commuting, by mainly higher skilled individuals, whilst locally there is significant self-employment in agriculture, construction, the horse racing industry, and tourism. The reports recommend further infrastructure provision including better broadband coverage, more car parking, support for the horse racing industry, protection for retail and hospitality sectors, development of the creative industries through provision of more arts and workshop space – and railway improvements. The Wensleydale Railway Socio-Economic Study 2009 concludes that expansion of the railway westwards to Aysgarth and eastwards to the main line at Northallerton would have economic benefits, in terms of new jobs and opening up access to remoter rural communities.

The Proposed Approach

4.6.17 Taking account of the evidence, consultation responses, analysis and policy directions reviewed above, it is proposed that the economic strategy should be based on the components set out in Spatial Principle SP5, which establishes the proposed scale of employment land allocations, the approach to different sectors in the economy, and the strategic intentions for key sites within the District. The Core Policies (see Chapter 10) provide more detail on differing aspects of this - CP9 addresses detailed measures to help develop the sustainable economy; CP10 indicates how support should be given to town and local centres; and CP11 provides a context for developing tourism.

Spatial Principle SP5: the appropriate Scale and Distribution of Economic Development

In order to sustain the economy of the plan area, the Council, its partners and service providers will ensure that 70 hectares of land for employment development are brought forward in the period 2004 to 2026. Taking account of existing commitments, and recent developments, this will require the identification of approximately a further 33 hectares of land for development.



continued

In accordance with Spatial Principle SP3, particular priority will be given to supporting the rural economy, especially developments associated with agriculture and tourism where they would not harm the environmental assets or character of the area, and in accordance with Spatial Principle SP1, to secure the economic benefits of military related development at Catterick Garrison. Reflecting the Council's Prosperous Communities Strategy, particular support will also be given to the establishment and development of higher skilled and better paid jobs, and improved accommodation, including the establishment of digital and creative industries.

Most employment development will be encouraged to locate within the development limits of the Joint Principal Towns of Richmond and Hipswell/Scotton/Colburn (including Catterick Garrison), and the Local Service Centre, Leyburn. Employment development will be promoted at the following key employment locations:

- Richmond, Hipswell/Scotton/Colburn (including Catterick Garrison) and Leyburn
 - appropriate business and tourism uses within (or if scope within does not exist, adjacent to) each of the defined Town Centres, consistent with Policy CP10
 - within the development limits, support will be given to mixed use development, but the complete loss of existing employment sites will be resisted
- Colburn / Walkerville
 - support for development associated with the Hipswell/Scotton/Colburn Area Action Plan,
 - support for this location as the main opportunity for prestige development in the wider plan area;
- Catterick Garrison main site and Marne Barracks
 - support for military related development
- Gallowfields Estate, Richmond
 - in recognition of acknowledged access constraints, no further expansion, except for land to the north east of Racecourse Road
 - in recognition of its role as a major location of employment for the town and the wider area, support for rationalisation of the existing estate
 - to encourage reduced heavy goods vehicle movements
 - to promote an appropriate range of uses complementary to Richmond Town Centre
 - to secure improvements in the stock
 - and condition of existing premises
- Gatherley Road employment area, Brompton on Swale
 - support for consolidation of the existing area particularly for general industry and logistics, reflecting its location in relation to the A1 and the growth areas of the plan
 - support for securing improvements to the stock and condition of existing premises and infrastructure

continued overleaf



- Potential development associated with a new A1 junction between Brompton and Catterick Village
 - consideration of long term potential if a new junction is created, reflecting its location in relation to the growth areas of the plan
- Leyburn
 - support for a specific allocation or allocations to supplement existing allocations in the town, to capitalise on its role, location and opportunities available
- Linked with the Wensleydale Railway, particularly in Leyburn
 - operational and tourism related development
- Linked with the horse racing industry centred on Middleham
 - operational and tourism related development
- A1: Scotch Corner junction
 - consolidation of the existing and committed development, with no further expansion onto undeveloped land
- A1: Barton Junction
 - support for the proposed Service Area only

Opportunities for small-scale development to meet local needs will be supported within the Primary and Secondary Service Villages. Outside these Villages, small-scale development meeting local needs may be acceptable if it is in accordance with Policies CP2 and CP8.

4.6.18 Spatial Principle SP5 establishes the overall scale of employment land provision needed for the plan period. Reflecting the rural nature of the District, and the nature of its economy, this is a relatively small quantity – what is likely to be more important are the location and role of a small number of individual key sites and locations. The overall scale proposed is consistent with the recommendations of the Employment Land Review (para. 4.7.4), and also with the context provided by the RSS (para. 4.7.10), and reflects projections of land need based on employment forecasts, rather than past take up rates (which have been very small scale, and variable, and thus unreliable as a basis for forecasting). A small allowance (10 hectares) has been added to roll forward the ELR projections to cover the whole plan period to 2026, resulting in the estimate that 70 hectares of employment land would be an appropriate total scale of provision for the full period 2004 – 2026. Updating the ELR figures, since the start of the projection period in 2004, it is estimated that some 12.7 hectares have already been developed for employment purposes. Taking account of developments for other uses, around 24.5 hectares remain undeveloped, in appropriate locations identified in SP5. This suggests a shortfall of around 33 hectares.



- 4.6.19 The proposed support for different sectors of the economy reflects directly the intentions of the SCS through the Prosperous Communities Strategy, and again is consistent with the RSS approach to this area.
- 4.6.20 The plan area has a range of established employment areas. These are mainly located in Richmond, the Garrison area and Leyburn. Outside of this area, there is activity adjacent to the A1 at Brompton on Swale. In general the preferred approach seeks to retain and improve these important assets.
- 4.6.21 The approach for the areas within the Development Limits of Richmond, Hipswell/Scotton/Colburn (including Catterick Garrison) and Leyburn is to maximise the employment potential of these areas, particularly because they represent the main locations proposed for housing in the plan area. Thus support is proposed for the retention of employment uses (perhaps involving promotion of mixed uses, including employment, when there are pressures for other land uses), and for the encouragement of further development within (or if opportunities cannot be found within, close to) the town centres – particularly by refurbishments or more intensive developments, including making better use of upper floors, mindful of the need to respect the heritage and quality of the town centre environment as required by Policy CP10.
- 4.6.22 As Spatial Principles SP1 and SP4 indicate, the Hipswell/Scotton/Colburn area is the proposed location for the majority of new development in the District. The sub area strategy CASS2 defines the context for the preparation of an Area Action Plan to guide this development. Consistent with and helping support the scale of housing development proposed, and reflecting the location and potential of the area, particularly having the main opportunity for prestige type developments in the plan area, it is intended that substantial employment development should be continue to be promoted in this area. In Colburn/Walkerville, there are 9 hectares remaining of employment land previously identified or with permission (and 9 hectares have been developed since 2004). It is intended that around 20 hectares of additional land should be identified in this location, through the AAP process. The evidence from the SHELAA suggests that there would be a number of alternatives for such provision. Also within the AAP area, and consistent with its philosophy, scope for further employment development, particularly related to the military sector will be supported in the Catterick Garrison Main Site – and similarly support will be given to this key economic sector for the principle of further development related to the Marne Barracks, in Catterick Village.
- 4.6.23 Although the major local source of employment for the town, the Gallowfields Estate, Richmond is well known to be seriously constrained by the difficulties of access, particularly in terms of the detrimental impact on residential amenity of heavy goods vehicle movements along inadequate roads. In the absence of feasible sustainable solutions for improvements, but reflecting its importance for local employment, it is proposed to limit any further expansion of the Estate to the 1.9 hectares former Local Plan allocation to the north east, and not pursue the less well related allocation to the south west (also 1.9 hectares).



- 4.6.24 In the Central Area, Gatherley Rd at Brompton on Swale has benefited from its proximity to the A1 and is a popular location for a range of local businesses. Since 2004, 2.9 hectares have been developed, and a significant area of 4.7 hectares remains available to capitalise on this key location. Close by, in the longer term, there may well be potential development associated with a new A1 junction between Brompton and Catterick Village. Clearly the LDF needs to recognise and anticipate the potential significance of this location, which would be extremely well related to the growth areas of the plan, but the A1 alignment is subject to continuing uncertainty about funding, and timing.
- 4.6.25 In Lower Wensleydale, the role and potential of Leyburn as a Local Service Centre, reflected in the sustainable settlement hierarchy defined in SP1, and the scale of housing proposed in SP4, suggests that a significant additional allocation or allocations would be appropriate. Only 1.9 hectares of existing allocations remains and it is proposed further allocations should be sought in the order of an additional 10 hectares. The evidence from the SHELAA suggests that there would be a number of alternatives for such provision, which would be resolved through the future preparation of the Facilitating Development Document. More specific development opportunities may also be expected, especially related to tourism, arts, culture and creative industries, associated with the Wensleydale Railway, particularly in Leyburn itself. The LDF will also provide whatever assistance is possible, consistent with its other policies, to developments associated with the horse racing industry centred on Middleham.
- 4.6.26 In North Richmondshire, further development beyond that already committed at the A1: Scotch Corner junction (7 hectares with planning permission) or completed at the A1: Barton Junction will not be supported – neither location relates well to the existing sustainable settlement hierarchy, or the future proposed location of employment or residential development which is based on that hierarchy, as proposed in Spatial Principle SP1, or to the strategy for the North Richmondshire sub area (NRSS).
- 4.6.27 Reflecting the approach proposed in Spatial Principle SP1, within the Primary and Secondary Service Villages, at the lower tiers of the sustainable settlement hierarchy, it may be appropriate – and some scope may exist, for small scale development which meets local needs. Outside these Villages, again reflecting the intentions of Spatial Principle SP1, small scale limited development could also be appropriate, if it is in accord with the requirements of Policies CP3A&B, concerned with securing rural sustainability, and CP9, with overall sustainability.
- 4.6.28 The adequacy of the land allocated for employment can be reviewed in the light of these area and site specific proposals. Around 24.5 hectares remain undeveloped (largely as indicated above). The specific proposals advanced for Colburn/Walkerville (in the AAP area) of 20 hectares and at Leyburn (10 hectares) make up the large majority of the estimated 33 hectares shortfall, with a further additional provision to be expected from other sites and localities indicated in Spatial Principle SP5 (eg. from town centre related developments). The sites currently available or to be identified should provide scope for the range of uses (B1, B2 and B8) identified in the Employment Land Review (para. 4.7.4).



Spatial Principle: SP5 The appropriate Scale and Distribution of Economic Development

Options not selected and why:

Scale of employment land

SP5Aa: allocate less employment land

- whilst there is no certainty about employment projections and resultant estimates of need for land, allocating a smaller quantity may well not provide a sufficient range and choice to sustain the local economy during the plan period

SP5Ab: allocate more employment land

- given the uncertainties, yet further provision risks diluting the strategic focus on the settlement hierarchy and the key locations, and would be likely to conflict increasingly with environmental objectives

Approach to Employment Sectors

SP5B: take differing approach

- alternative dimensions of the economy could be supported, and in different ways. Views are welcome on aspects which could have been overlooked – but the approach proposed reflects as closely as possible the direction provided at the regional level, and more specifically, by the Prosperous Communities strategy

Approach to Sites/Locations

SP5C: alternative sites

- identification of major sites outside of the established hierarchy would tend to be less sustainable, since they would not reflect the objective of matching the location of homes and jobs, and would be likely to involve promotion of greenfield sites

SP5D: Richmond, Hipswell/Scotton/Colburn (including Catterick Garrison) and Leyburn

- the approach to developments within these urban areas could be more prescriptive, identifying all existing sites for protection and more details in relation to the town centres. However, the Facilitating Development Document will offer the opportunity to be more detailed, particularly in relation to the town centres

SP5E: Colburn/Walkerville

- the scale of the proposed new development (around an additional 20 hectares) could be varied. This scale is proposed as a reflection of the considerable potential of the area, within the AAP area and in the plan area as a whole

SP5F: Colburn/Walkerville

- support for military developments could be made more explicit. However, the uncertainty, including timing, of future investment is not likely to make this possible

continued overleaf



SP5G Gallowfields Estate, Richmond

SP5Ga: limit to its existing size. This would certainly assist with the infrastructure issues, especially if coupled with changes in the businesses located here – but would not maximise the potential of this site, the most important provider of employment for Richmond

SP5Gb: scope remains for a further major expansion to the south west of the site. This would benefit the local area through offering increased employment opportunities, but this would come at the cost of increased traffic and visibility of the site

SP5H: Gatherley Road employment area, Brompton on Swale

– alternatives here are restricted, given the limited scope for its expansion. The importance of the site may change with the proposed A1 upgrade

SP5I: Potential development associated with a new A1 junction between Brompton and Catterick Village

– uncertainties preclude more detailed definition. One alternative could be to exclude reference until the proposal become certain – but this would miss the opportunity to give long term direction

SP5J: Linked with the horse racing industry centred on Middleham

– more specific details could be included, appropriate for inclusion in the Core Strategy

SP5K: A1: Scotch Corner junction

– the scale of the proposed new development (around an additional 20 hectares). Further development could be supported in this location, in view of its position on the national strategic highway network. This would however encourage further commuting to a location outside the settlement hierarchy

SP5L: A1: Barton Junction

– further development could be supported in this location, in view of its position on the national strategic highway network. This would however encourage further commuting to a location outside the settlement hierarchy

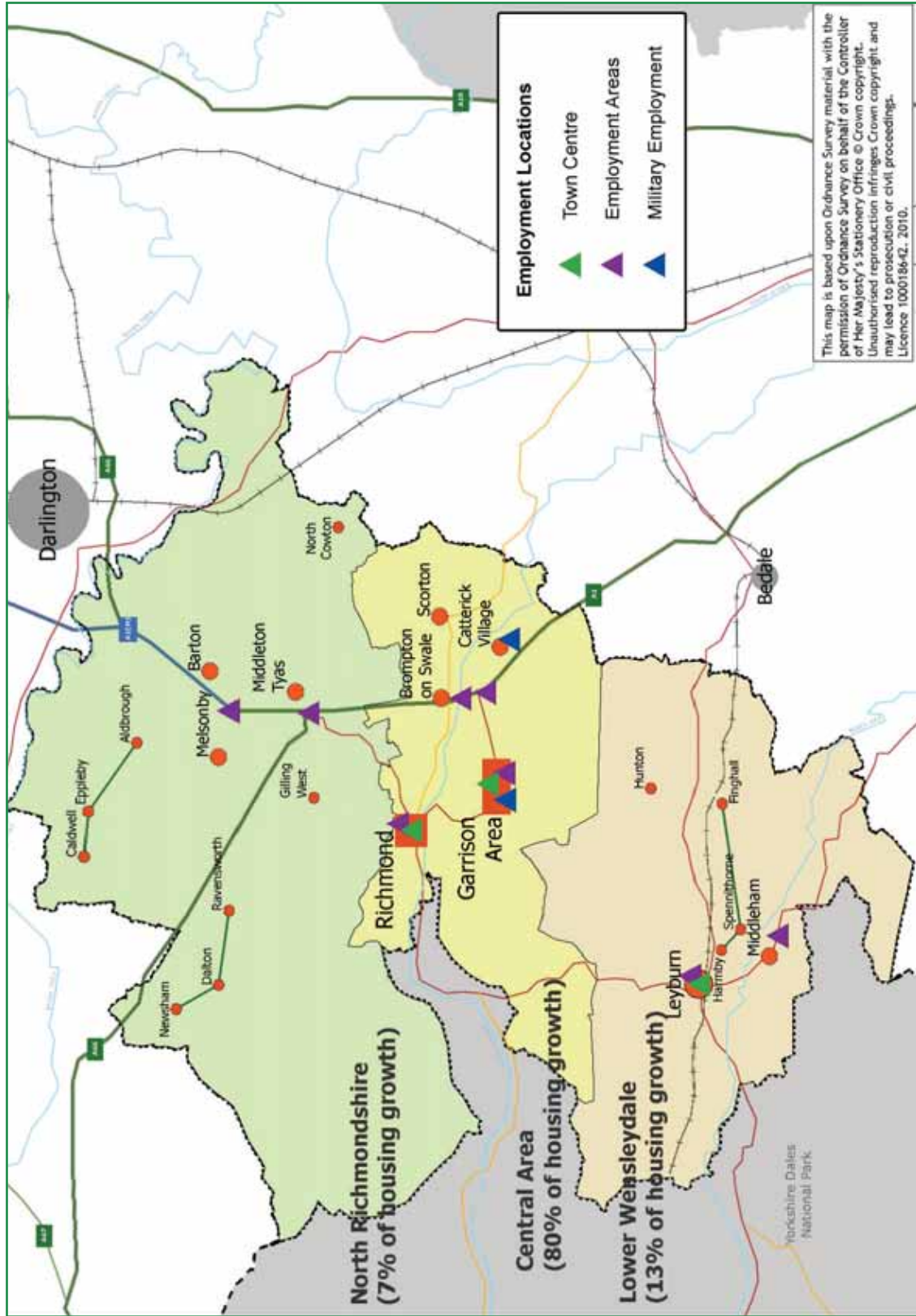
SP5M: Within the Primary and Secondary Service Villages

– alternatives here are likely to conflict with the SP1 hierarchy – options are thus better addressed in relation to that SP

SP5N: Outside Primary and Secondary Service Villages

– alternatives here are likely to conflict with the SP1 hierarchy – options are better addressed in relation to that SP.

Map 6: Spatial Principle SP5 : Scale and Distribution of Economic Development

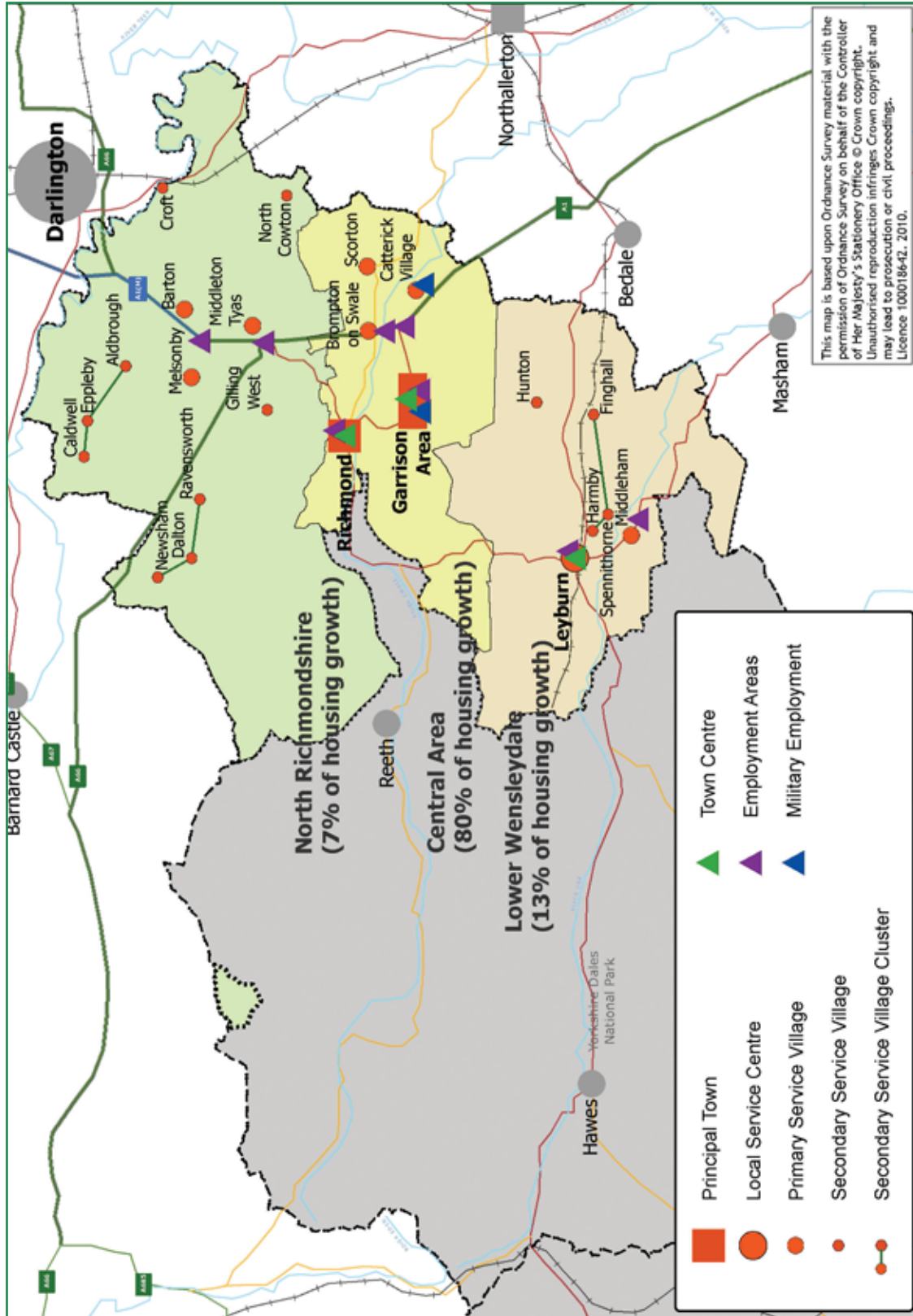




What do you think?

- Q4.13 Do you agree with the preferred option for Spatial Principle SP5 – the scale and distribution of economic development and do you agree with the justification given?
- Q4.14 Do you agree with the rejection of the other numbered alternatives considered here – and do you agree with the reasons given for their rejection?
- Q4.15 Given your answers to Q4.13 and Q4.14, what else should we take account of in SP5?

Map 7: Spatial Principle SP1 – SP5 : Key Diagram



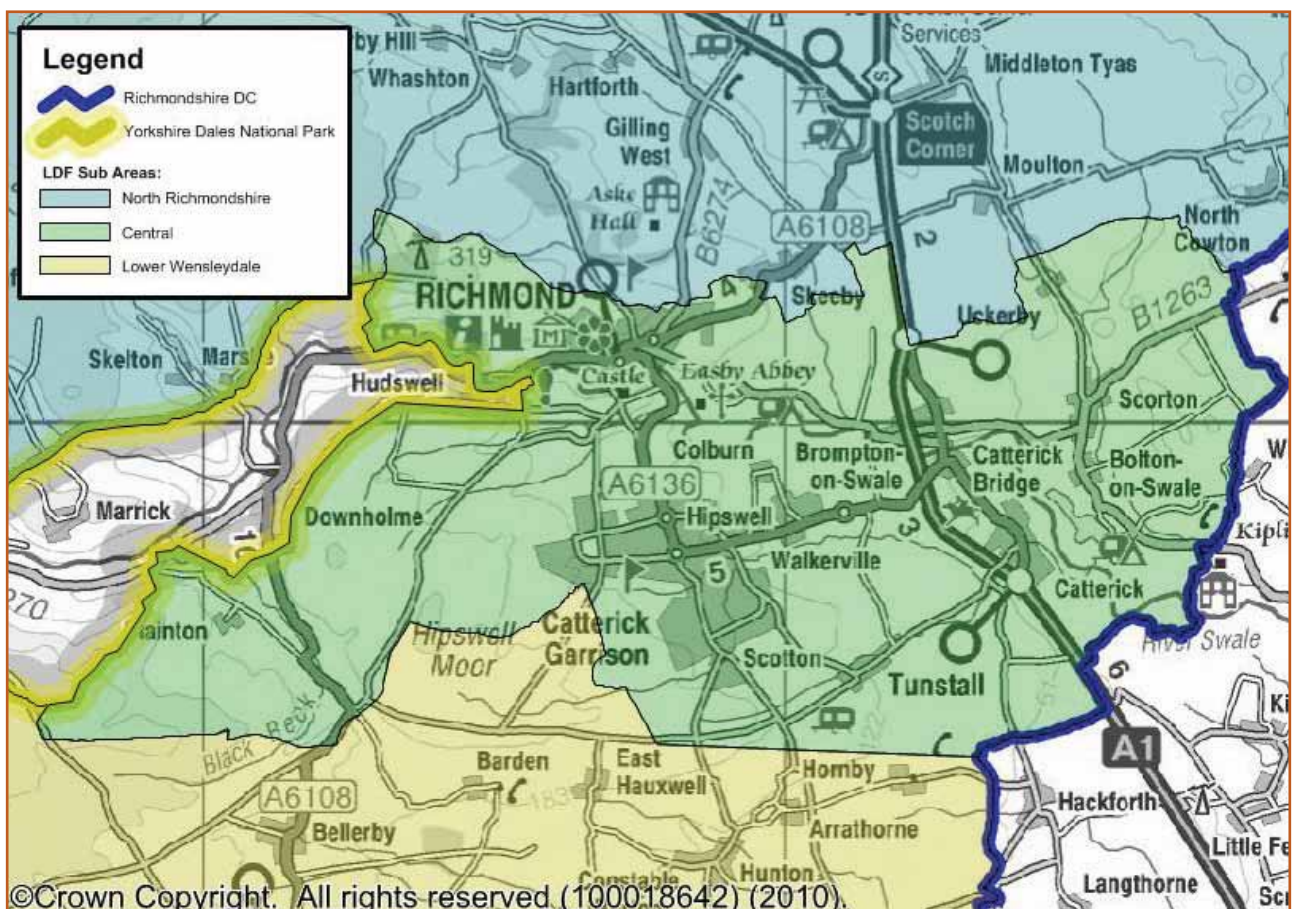
Section 3: The Three Sub Areas

Section 3 looks at how the LDF Core Strategy is responsive to the different areas of the Richmondshire Plan Area. Chapter 5 looks at the Central Area. Chapter 6 is about Lower Wensleydale and Chapter 7 talks about North Richmondshire.

5. The Central Area

5.1 The Central Area

5.1.1 The LDF's strategy for the Central Area has a complex job to do to guide future development in an area where the historic centre of Richmond and the growing centre of Catterick Garrison are in close proximity. This presents some unique opportunities which enable the principal town roles to be shared and enhanced between these two centres providing a range of services that neither could aspire to on their own.





- 5.1.2 The Central Area is defined by the River Swale and higher ground rising to the north and south. It includes Richmond and the settlements of Colburn, Scotton and Hipswell which themselves include the administrative area of the Army's Catterick Garrison main site. The A1 runs through the east of the area, where there are the three large villages of Catterick Village, Brompton on Swale and Scorton. Good road links connect this area 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.
- 5.1.3 31,480 people are estimated to live in the Central area, which is just under 70% of the total population for the LDF area. This population is also quite unusual in rural North Yorkshire. Its age structure is younger. This is the result of the significant military presence, whose age structure is younger and tends not to change with time.
- 5.1.4 The military bases at Catterick Garrison and Marne Barracks, at Catterick Village, currently employ 9,400 people (Economic Impact of Military Presence in North Yorkshire, February 2010). Military sites and the villages of Colburn, Scotton and Hipswell have to some extent come together over time to create a complex array of places, which despite its larger population is currently lacking a distinct centre equivalent to Richmond. The proposed Catterick Garrison town centre may help to address this.
- 5.1.5 Richmond has a strong reputation as an historic town centre with an active community. This was borne out when it received the accolade of "Great Town of the Year" in 2009 from the Academy of Urbanism. It has benefitted from a sustained strategy for its renaissance led by the Richmond and Swale Valley Community Initiative (RSVCI Strategic Framework 2009 - 2014). It also has two important cultural centres - the Georgian Theatre and the recently renovated Station, which also provides a range of other activities including business. However its scope for further growth is highly limited by existing environmental constraints (illustrated on the map overleaf).

You told us that:

- there was general support for the distinctiveness of the Central area and a shared understanding of local conditions
- Richmond is highly regarded as the historic centre of Richmondshire. But it is only regarded as performing adequately with limited scope for further development within existing environmental constraints
- the Garrison area - of Hipswell, Scotton and Colburn - was seen as the most promising area for development to provide modern facilities, which are not available or deliverable in Richmond

continued overleaf



- there is a strong desire to see the identities of Colburn, Scotton and Hipswell retained rather than being lost in sprawling developments
- more diverse housing, including the regeneration of existing social housing, was seen as part of a strategy to tackle the relative deprivation of some parts of Colburn. This should be supported with improved accessibility and services
- Richmond and Catterick Garrison was not considered to operate as a Joint Principal Town. They were seen as separate places developing complementary roles based on existing character and potential. Richmond was seen as having a specialist retail, cultural, service and administrative role. Catterick Garrison was a larger retail, employment sports and leisure role
- Catterick Village, Brompton on Swale and Scorton were generally, but not unequivocally regarded as a group of Service Villages. Development should be balanced against a range of environmental constraints
- although the A1 is a very important route through the Central Area, development in this area could impact on the capacity of the existing junctions
- there was a mixed reaction to the continued expansion of the Gatherley Road housing site
- there was general support for a distinct policy for the area's smaller settlements that focussed a limited amount of development where it could make a difference to sustaining or growing very local services.

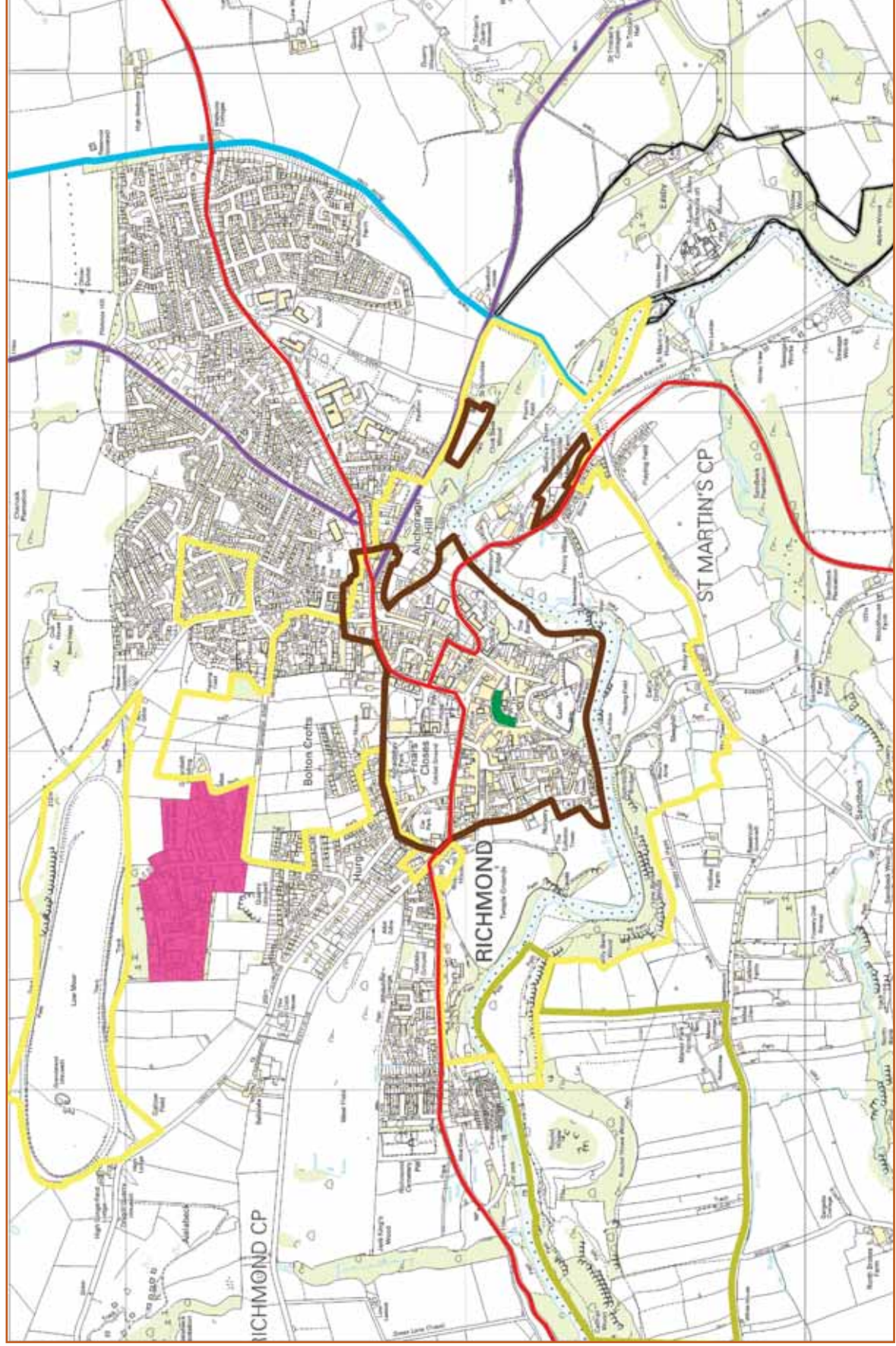
Extract from Issues and Options Consultation

5.2. Policy Influences on the Central Area

5.2.1 The Richmondshire LDF should be generally compliant with national, regional and local strategy. The following documents give the major spatial influences for the Central Area:

- Regional Spatial Strategy Yorkshire and Humber (RSS)
- Richmondshire Sustainable Community Strategy (SCS)
- The Catterick Garrison Long Term Development Plan (CGLTDP, 2005/08)
- The Regional Spatial Strategy (RSS, 2008)

Map 8: Environmental constraints in Richmond





The Regional Spatial Strategy (RSS, 2008)

- 5.2.2 Although the status of the Regional Spatial Strategy is likely to change, it still represents a detailed assessment of local conditions and respects the plan areas rural context. The Central Area sits within the 'Vales and Tees Links' sub area of the RSS and 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.
- 5.2.3 Richmond is not expected to change significantly by 2026. The Garrison area is expected to accommodate potential military related development, the widening of the range of its services and facilities, complementary to those in Richmond. Growth in the Garrison area expects to reduce pressure on Richmond, which is close to the North Pennine Dales and Meadows Special Area of Conservation.
- 5.2.4 The future of the Central Area is shaped by change in the Tees Valley. The Regional Spatial Strategy for the North East (RSS NE) identifies Darlington's strong influence on Richmondshire and its role as a sub-regional centre serving a wide rural hinterland extending beyond administrative area boundaries.

The Richmondshire Sustainable Community Strategy

- 5.2.5 The Richmondshire SCS 'Richmondshire 2021' (2005/6) seeks 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."

Catterick Garrison Long Term Development Plan

- 5.2.6 The MOD's Catterick Garrison Long Term Development Plan (CGLTDP Refresh 2008) aims 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
 - a military facility which maximises operational effectiveness, recruiting and retention, and which achieves estate effectiveness and value for money
 - a pool of land sufficient to provide for all anticipated future demands".
- 5.2.7 CGLTDP demonstrates the capacity of the military estate to accommodate further military, and an element of non-military growth. There is no definite commitment to this at present and growth scenarios are subject to national policy decisions.



5.3 Central Area Spatial Strategy

- 5.3.1 The Central Area Spatial Strategy, set out in two parts, expresses the preferred approach to this sub area overall and a more detailed approach to the Garrison Area's much greater potential for growth. It has been produced after consideration of local conditions, local views and the expectations from national and regional policy. It should be read in conjunction with the whole framework presented in this draft Core Strategy, where other policies will detail how, for example, elements of future development should proceed, how the quality of the local environment should be enhanced and how affordable housing could be provided.
- 5.3.2 This area strategy seeks complementary roles for Richmond and Catterick Garrison to deliver an enhanced District Centre. Regarding these two as growing in partnership enables a wider range of services to be developed than would have been possible in either one of them.
- 5.3.3 In proposing this strategy we recognise there are a number of difficult challenges, which include the uncertainties over the proposed military related development of the Catterick Garrison Main site and the A1 upgrade. This strategy addresses the challenges we now face in this area – sustaining Richmond, improving the Garrison area and creating a wider range of opportunities in the plan area for work, housing and leisure which reduce the need to travel to more distant centres.
- 5.3.4 The existing constraints around Richmond means a great deal of emphasis has been placed on Colburn, Scotton and Hipswell and to a lesser extent on the villages near the A1. This places high demands on the infrastructure in this area, which currently require some junction upgrades to deal with existing capacity issues. The approach to this critical issue will be detailed in the Infrastructure Delivery Plan at Chapter 13.

The Central Area Spatial Strategy: CASS1

Reflecting Spatial Principle SP2, the Spatial Strategy for the Central Sub Area will comprise the following elements:

- support will be given to the complementary development of Richmond and Hipswell/Scotton/Colburn (including Catterick Garrison), in terms of:
 - shared provision of services and facilities
 - sustaining differing but complementary town centre roles, including provision of major comparison goods retailing at the Garrison Town Centre, and developing more specialist or niche markets in Richmond Town Centre

continued overleaf



- growth of the Hipswell/Scotton/Colburn area will be guided by the preparation of an Area Action Plan, in accordance with Policy CASS2
- proposed A1 re-alignment
 - although implementation and timing depends on funding decisions, and remains unconfirmed, the probable alignment will be protected
 - consideration will be given to the implications of the probable new single access point, in terms of the effects of closing existing access points; the creation of a new main entry point to the District with potential prestige significance, which could support beneficial employment development; and the scope to enhance existing locations such as the Gatherley Road employment area
- Richmond Town
 - support will be given to maintaining the vitality and viability of the town centre, through encouragement of further appropriate retail and business uses, environmental and infrastructure improvements, and developments associated with the expansion of the evening economy
 - further housing development in the town in accordance with Spatial Principle SP4 will be of a scale and location which reflects the limited opportunities and significant landscape constraints to further expansion – to the south provided by the river, to the east by archaeological interests and landscape quality, and elsewhere by steep topography. Within the urban area, retaining the openness of key green corridors and wedges will be an important consideration
- Primary Service Villages: Brompton, Catterick Village and Scorton
 - support will be given to the Primary Service Village roles of these three villages, which share a close geographical relationship and identity alongside the A1, and offer continued opportunities to share differing facilities and services
 - opportunities for development will be limited, reflecting the significant constraints of flood risks, proximity of the A1, and the need to avoid disturbing archaeological remains
 - support will be given to further development of the tourism and recreational potential of Catterick Racecourse subject to ensuring that it respects the character and heritage value of the Catteractonium Scheduled Ancient Monument
 - development which supports the consolidation and enhancement of the Gatherley Road Employment area will be encouraged



continued

- Gatherley Road residential and associated development – the completion of this development, well located within the triangle of the three villages, will be supported to provide an additional sustainable development focus. The first phase has now been completed, and a second given consent – a further third phase of approximately 200 dwellings will be supported to complete a sustainable local community
- in the longer term, development opportunities may be provided by the proposed realignment of the A1 and its new junction. Such development would be later in the plan period, depending on the actual implementation of the road scheme, and may be supported provided it does not undermine completion of the Hipswell/Scotton/Colburn Area Action Plan proposals contained in Area Policy CASS2
- provides for the requirements of potential military related development of Marne Barracks
- the remaining rural areas
 - elsewhere in the rural parts of the Sub Area, sustainable development in accordance with Spatial Principle SP3 will be supported.

5.4 The Hipswell, Scotton and Colburn Area Action Plan

- 5.4.1 The Area Strategy also anticipates the scale of military related development at Catterick Garrison and seeks to ensure this potential remains to enable the District to further benefit from future investment and the indirect effects of this on the local economy and local services. The scale of growth anticipated by the Catterick Garrison Long Term Development Plan, the proposed new town centre and the scale of open market growth combine to create a set of growth pressures unusual in a rural area and likely to have a major impact on the plan area as a whole and its infrastructure. For these reasons it is necessary for the Local Development Framework to tackle this growth in much greater detail to ensure that it delivers the best sustainable settlement it can.
- 5.4.2 The Hipswell, Scotton and Colburn Area Action Plan is established in CASS2 and is a major component in the overall strategy to deliver SP4 (housing growth) and SP5 (employment growth). It will be developed following completion of the Core Strategy. Because of the scale of potential development, it is also the only area with a realistic opportunity of delivering the climate change objectives of Core Policy CP7 (climate change).



Central Area Spatial Strategy: CASS2 Hipswell/Scotton/Colburn Area Action Plan

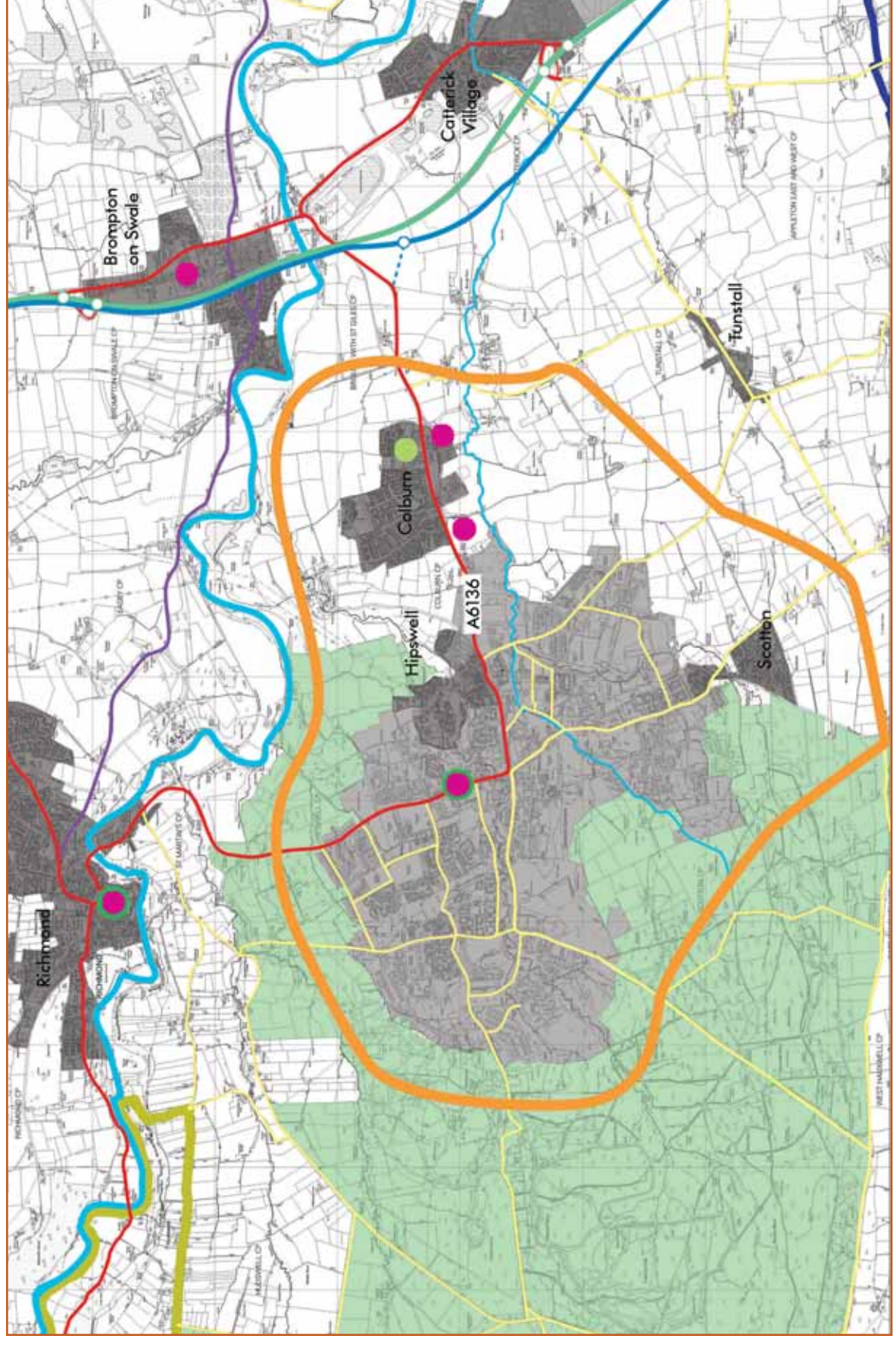
Within the Central Area, an Area Action Plan (AAP) will be prepared to guide the future expansion of the closely linked settlements of Hipswell, Scotton, Colburn and Walkerville, which include the Catterick Garrison military estate. Reflecting the area's Joint Principal Town role with Richmond, and the relative lack of opportunities for development in the vicinity of Richmond town, this is the location with the greatest potential for development in the whole plan area.

In accordance with Spatial Principle SP4, the AAP will make provision for 2,250 additional dwellings to meet specific needs relating to the military related development of Catterick Garrison, in the period 2004 – 2021, together with a proportion (60%) of the general housing needs of the plan area and a similar proportion of employment land needs.

The primary objectives of the AAP will be to plan for the sustainable growth of the settlements to accommodate the required scale of growth, in a way which:

- as far as possible maintains and enhances the separate identities of the individual settlements
- seeks to integrate the military and non-military communities
- provides for the requirements of potential military related development of Catterick Garrison main site, in terms of provision for military personnel and their families' residential accommodation, and developments associated with the operation of the existing or future military units
- supports the vitality and viability of the Garrison Town Centre, and the local centre in Colburn/Walkerville, consistent with the provisions of CASS1 in achieving a complementary retail role with Richmond
- ensures that development proceeds in an appropriate and sustainable sequence, which:
 - provides a flexible approach which can take account of the uncertainties about the scale and timing of military development of Catterick Garrison
 - supports the viability of existing facilities and community cohesion at each level of growth
 - maximises opportunities for sustainable and low carbon building in this large scale development
- ensures that the necessary infrastructure is provided to support development within the area whenever it occurs.

Map 9: Hipswell, Scotton and Colburn area



- Key:
- National Park Boundary
 - District Boundary
 - Settlements
 - Caterick Garrison and Marne Barracks
 - Town Centres
 - Employment Areas
 - Colburn Local Centre
 - A1
 - Junctions
 - New A1
 - New A1 Junction
 - A roads
 - B roads
 - C roads
 - River Swale
 - Sour Beck
 - Action Plan Area
 - Military Training Defence Estate



5.5 Alternative Strategic Options for the Central Area

- 5.5.1 The preferred option can be put into context by looking at alternative strategies for this area. General options affecting the settlement hierarchy, the definition of the sub area and the scale and distribution of development are considered under SP1, SP3, SP4 and SP5.
- 5.5.2 There are a range of options we need to consider in the Central Area in relation to CASS1 and CASS2. Some of these have already been dealt with under the spatial principles and in particular SP1 Settlement Hierarchy, SP4 Housing and SP5 Economic Development. After these we need to consider options for the complementary role of the town centres; opportunities following the A1 upgrade and approaches to Richmond and the nature of development in the Colburn, Scotton, Hipswell area.

Central Area Spatial Strategy CASS: Central Area Options

Options not selected and why:

Option CASS1A: Similar Town Centres

Equal weight is given to both town centres and they are allowed to develop similar roles for smaller catchments. The existing facilities in Richmond and the Garrison Area are already quite different as are the opportunities for changing them. It is unlikely that the capacity for major retail developments of the capacity sought by modern high street retailers could be found in Richmond. The converse is true of the Garrison Town Centre – it cannot offer the historic environment of Richmond. Therefore, it is highly unlikely that this option could be realised.

Option CASS1B: Development in one Town Centre only

The expectations for an enhanced town centre in the Garrison Area could be curtailed and Richmond's offer improved. This option ignores the large and potentially growing population in the Garrison Area. It would seek to increase pressure on Richmond and encourage further spend in Darlington and other local centres.

Option CASS1C: No prestige site at new A1 Junction

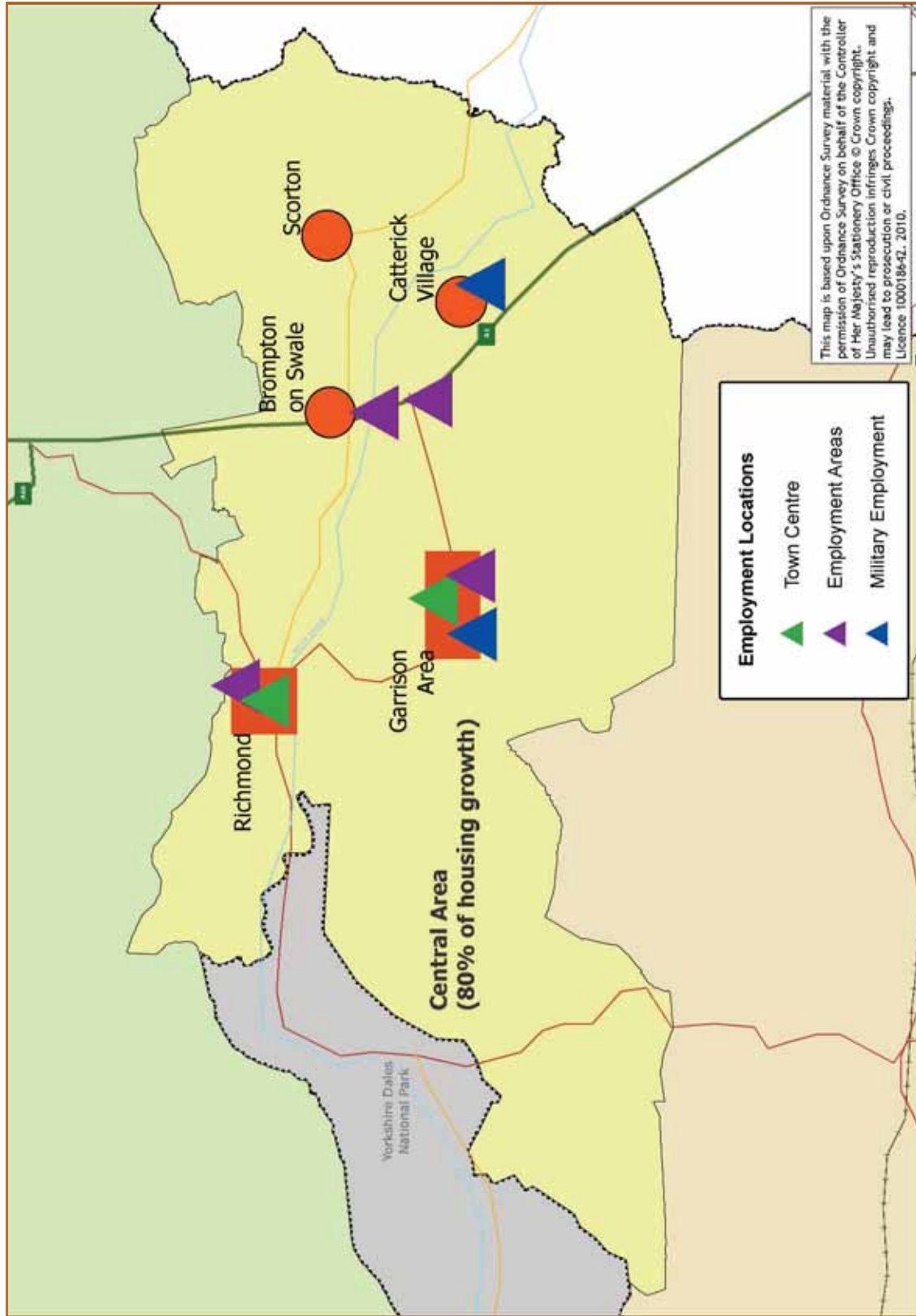
The area around the proposed A1 junction would remain undeveloped and lose an important opportunity to improve local employment opportunity and create a visible entrance to the district.

Option CASS1D: Expansion of Richmond Town limits

Expansion of Richmond could provide a wider range of housing and employment opportunities in a more sustainable environment, reducing the need for travel to local services and employment opportunities. At the moment these opportunities are very limited without radical decisions to change the town's limits and expand east past the Scott's Dyke Ancient Monument.

continued overleaf

Map 10: Central Area Strategy





Option CASS1E: Increased restraint in Richmond Town

A natural reaction to the constraints around Richmond is to encourage further restraint to conserve its high quality built and natural environment. The extent to which constraint can be applied, while at the same time enabling Richmond to retain its Principal Town role needs to be considered. Excessive constraint would limit a range of uses and limit the flexibility of the town to accommodate future economic or social changes. Such a strategy would risk stagnating the town and limiting its role primarily to a tourist attraction, while other centres evolved. This would enforce a greater reliance on a volatile economic sector rather than enabling a resilient economy focussed on local needs.

Option CASS2A: Catterick Garrison New Town

A single town could be envisaged rather than building on the strengths of existing identities. This is unlikely to be realised given the two main centres that already exist, Colburn in the east and the Garrison centre in the west, as well as the smaller centres for both military and non military communities.

Option CASS2B: Unplanned development in the Garrison Area

A policy of wait and see what the market or national defence policy is, is problematic. All developments in this area will be dependent on the existing infrastructure. Without a clear idea of the interdependencies of, for example, the development of the town centre, military related development and open market development risks undermining the town centre project and potentially limiting the capacity for local infrastructure to accommodate military related development in the future.

What do you think?

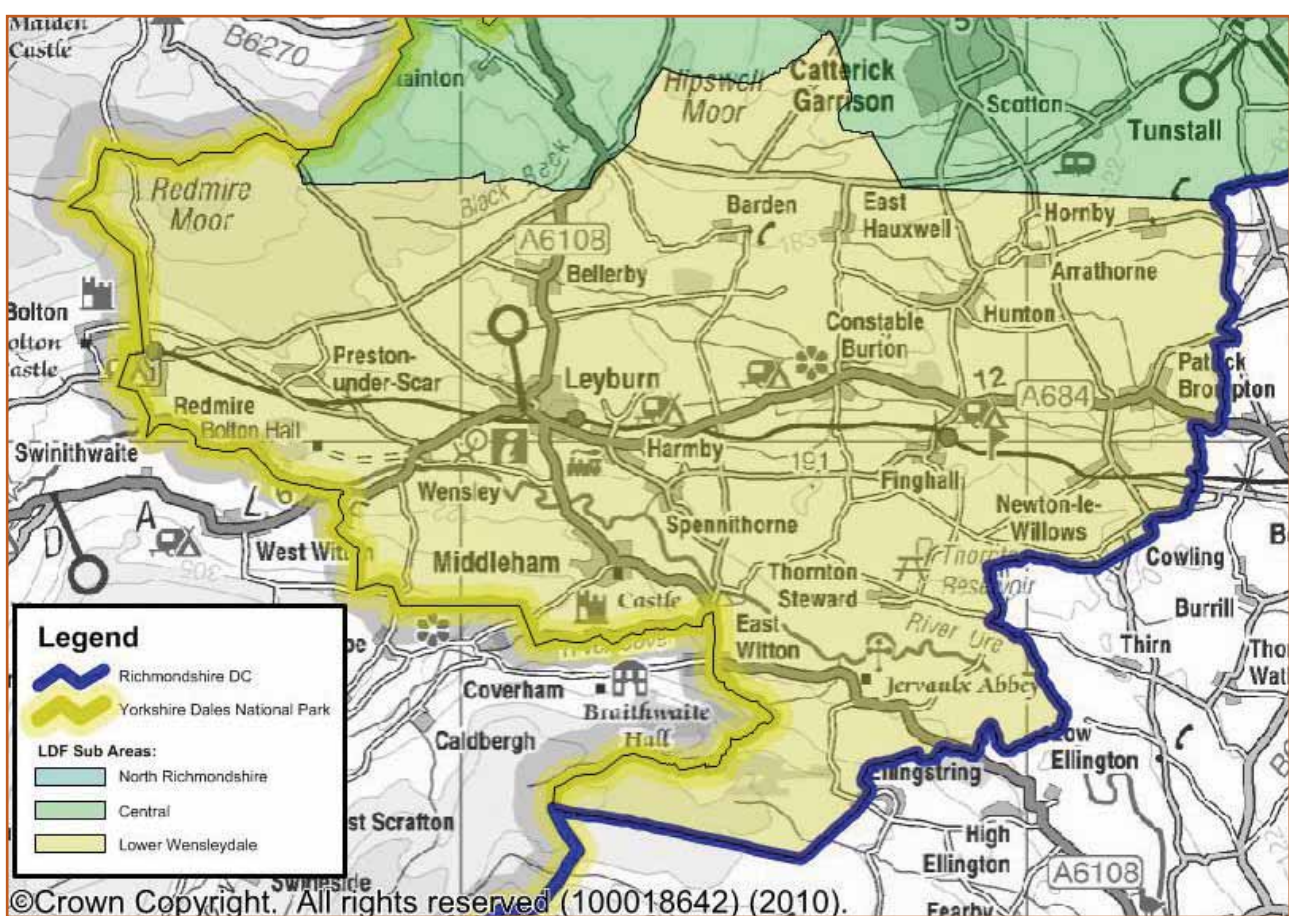
- Q5.1 Do you agree with the preferred option for the Central Area (CASS1)?
- Q5.2 In what ways should CASS1 be changed?
- Q5.3 Do you agree with the preferred option for the Hipswell, Scotton and Colburn area (CASS2)?
- Q5.4 In what ways should CASS2 be changed?
- Q5.5 Do you agree with the rejection of the other numbered alternatives given here and the reasons for their rejection?
- Q5.6 What else should be taken into account to improve the way the LDF can respond to the Central Area?



6. Lower Wensleydale

The Lower Wensleydale Area

- 6.1 Lower Wensleydale is an attractive rural area rich in environmental and historic heritage neighbouring the Yorkshire Dales National Park. It has a strong local identity focussed on the Local Service Centre at Leyburn. Historically this area has provided the gateway for travellers heading west over the dales, with Middleham and Bolton castles a reminder of its historic significance. It is also an agricultural area with a strong horse racing tradition.



- 6.2 Its main settlements are Leyburn and Middleham, which provide a central focus for several smaller villages. Leyburn is the Local Service Centre serving a population of around 6,600 people, of which 2,120 live in the town. It is a market town serving the local agricultural economy and a stop for travellers on the route across the northern Pennines. This traditional role has evolved into a visitor gateway to Wensleydale and neighbouring dales.



- 6.3 Leyburn sits at a crossroads and operates as a hub for public transport in this area. Access to the area may be improved as the A1 is upgraded and the Wensleydale Railway progresses towards Northallerton. Its connections favour east west travel along Wensleydale towards the Vale of York. The reinstatement of the Wensleydale Railway is providing an alternative to car transport locally, and aims to reconnect with the national network in the future.
- 6.4 An attractive rural environment helps to sustain the strongest housing market in the Richmondshire Plan Area. This creates affordability issues and limits available workforce. An ageing population and the lowest household income in the District may impede the longer term vitality of this area. Although the area is well located for tourism, research indicates that the majority of tourists are day visitors.
- 6.5 Local employment is closely related to supplying the needs of this rural area. Agriculture and land based businesses are numerous and Leyburn supports a number of light industrial businesses. The horse racing industry is prominent around Middleham and is estimated to contribute an additional £3.1M into the local economy from an annual turnover of the stables of £12.7M. (Lower Wensleydale Study 2009)

You told us that:

- all respondents agreed with the description of the Lower Wensleydale area picking up the essential features of the area. One wondered if Hunton should be included in Lower Wensleydale
- all replies thought that Lower Wensleydale does represent an area with separate character and identity and that should be reflected in the Local Development Framework strategy
- most were in agreement that the main challenges were picked up in the issues and options consultation
- most responses stated that Leyburn fulfilled its potential as a Local Service Centre very well
- scope for the extension of Leyburn was identified. However, Natural England pointed to constraints on the west side of town in the form of two attractive woodlands
- a number of constraints were identified affecting the possible further development of Middleham, including its fine historic character and setting and other environmental considerations
- there was a mixed response to development in the smaller settlements. Some respondents thought that it was unlikely to make much difference and others thought that it could help to sustain some services
- a diverse picture of Lower Wensleydale's strategic directions was given, which emphasised its connections with surrounding settlements in the sub area and beyond.

Extract from Issues and Options Consultation



Lower Wensleydale Spatial Strategy

- 6.6 The proposed Lower Wensleydale Spatial Strategy seeks to enhance the strong identities and community relationships in the sub area. Although it is a large rural area the towns of Leyburn and Middleham create a strong focus for all bar the easternmost part of the area. This focus also extends further up Wensleydale into the Yorkshire Dales National Park.
- 6.7 Rural communities and the rural economy are not restricted to the main centres of population. The village schools in Spennithorne and Hunton extend the network of local communities into the more rural areas and the spatial strategy seeks to retain these important local services. A small scale of development is also expected mainly from the conversion of existing but redundant buildings to enable flexibility for local housing and business needs.
- 6.8 The Lower Wensleydale Spatial Strategy expresses the preferred approach to this sub area. It has been produced after consideration of local conditions, local views and the expectations from national and regional policy. It should be read in conjunction with the whole framework presented in this draft Core Strategy. Other policies will detail how, for example, elements of future development should proceed, how the quality of the local environment should be enhanced and how affordable housing could be provided.

Lower Wensleydale Spatial Strategy (LWSS)

Reflecting Spatial Principle SP2, the Spatial Strategy for the Lower Wensleydale Sub Area will comprise the following elements:

Leyburn

- support will be given to maintaining the vitality and viability of the town centre, through encouragement of further appropriate retail, business and tourism uses, environmental and infrastructure improvements, and developments associated with the expansion of the evening economy
- further housing development in the town in accordance with Spatial Principle SP4 will be of a scale and location which reflects the role of the town in its Sub Area and in relation to serving the National Park. Whilst there are relatively few significant constraints to further expansion of the town, there will be particular concern to maintain the separation of the town from the nearby settlement of Harmby, which will restrict development opportunities to the east of the town
- retention and enhancement of the auction market will be encouraged, reflecting the importance of the facility to the town nearby town centre

continued overleaf



- support will be given to tourism and operational developments associated with the operation of the Wensleydale Railway
- development of arts and workshop space for creative industries, and provision of further cultural facilities will be encouraged

Middleham

- support will be given to the Primary Service Village role of this settlement although environmental constraints suggest that there is limited potential for additional development beyond its existing Development Limits
- support will be given to developments and infrastructure related to tourism and to the horse racing industry, including priority towards retention of existing facilities, within the settlement and in the surrounding area

Secondary Service Villages: Harmby - Spennithorne – Finghall (cluster) and Hunton

- in accordance with Spatial Principle SP1, small scale and limited development may be acceptable in these Secondary Service Villages where it supports the needs and the sustainability of the local community

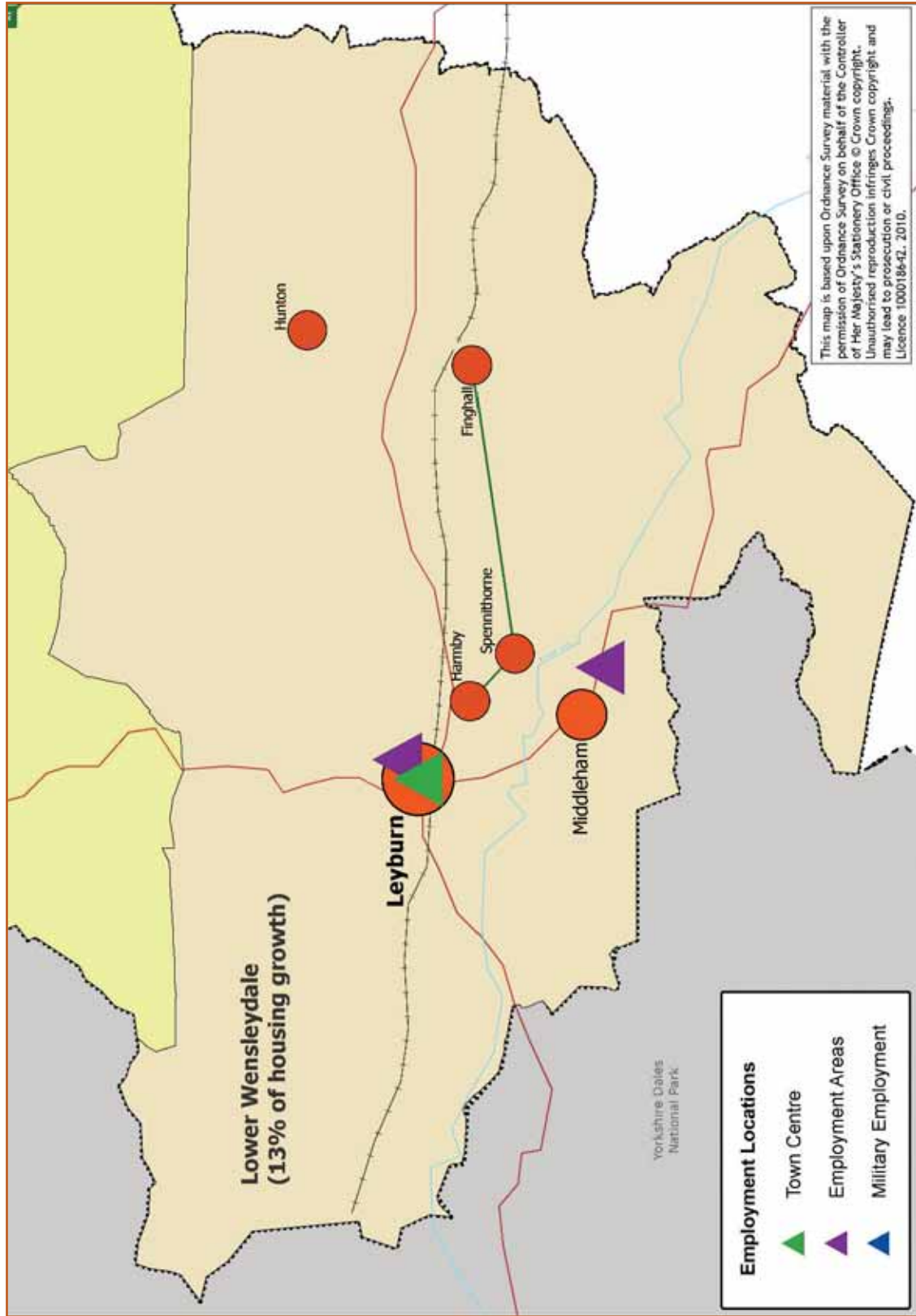
Elsewhere in the rural parts of the Sub Area, sustainable development in accordance with Spatial Principle SP3 will be supported and particular support will be given to developments which reflect the Sub Area's role in acting as an entry point to, and providing for the needs of, the adjacent part of Richmondshire which lies within the Yorkshire Dales National Park.

Alternative Strategic Options for Lower Wensleydale

6.9 The preferred option can also be put into context by looking at alternative strategies for this area. General options affecting the settlement hierarchy, the definition of the sub area and the scale and distribution of development are considered under SP1, SP3, SP4 and SP5. In the sub area there are two alternatives, which are discussed below:

- Option LWSS1: Unplanned Strategy
- Option LWSS2: Restrictive Strategy

Map 11: Lower Wensleydale Strategy (LWSS)





LWSS: Lower Wensleydale Options

Options not selected and why:

Option LWSSA: Unplanned Strategy

This strategy would be more reactive to market demands and permit development where sites were brought forward rather than promoting an amount of development in identified areas. This would undermine the overall sustainability of the whole area. It would make it more difficult to coordinate limited resources aimed at improving local services. For example school planning could not be based on an expected level of growth. A similar problem would face the already limited public transport services. It may also divert affordable housing away from Service Villages through increased development pressure on the smaller villages.

Option LWSSB: Restrictive Strategy

A more restrictive strategy would seek to conserve the area's existing attributes and restrict development. This approach would also undermine the sustainability of the area by limiting its capacity to change and risk settlements stagnating. This approach would compound the already strong housing market by maintaining a limited supply and exclude many potential households from settling in this area with knock on effects on local employment and local services, which would suffer from reduced numbers and reduced local opportunities.

What do you think?

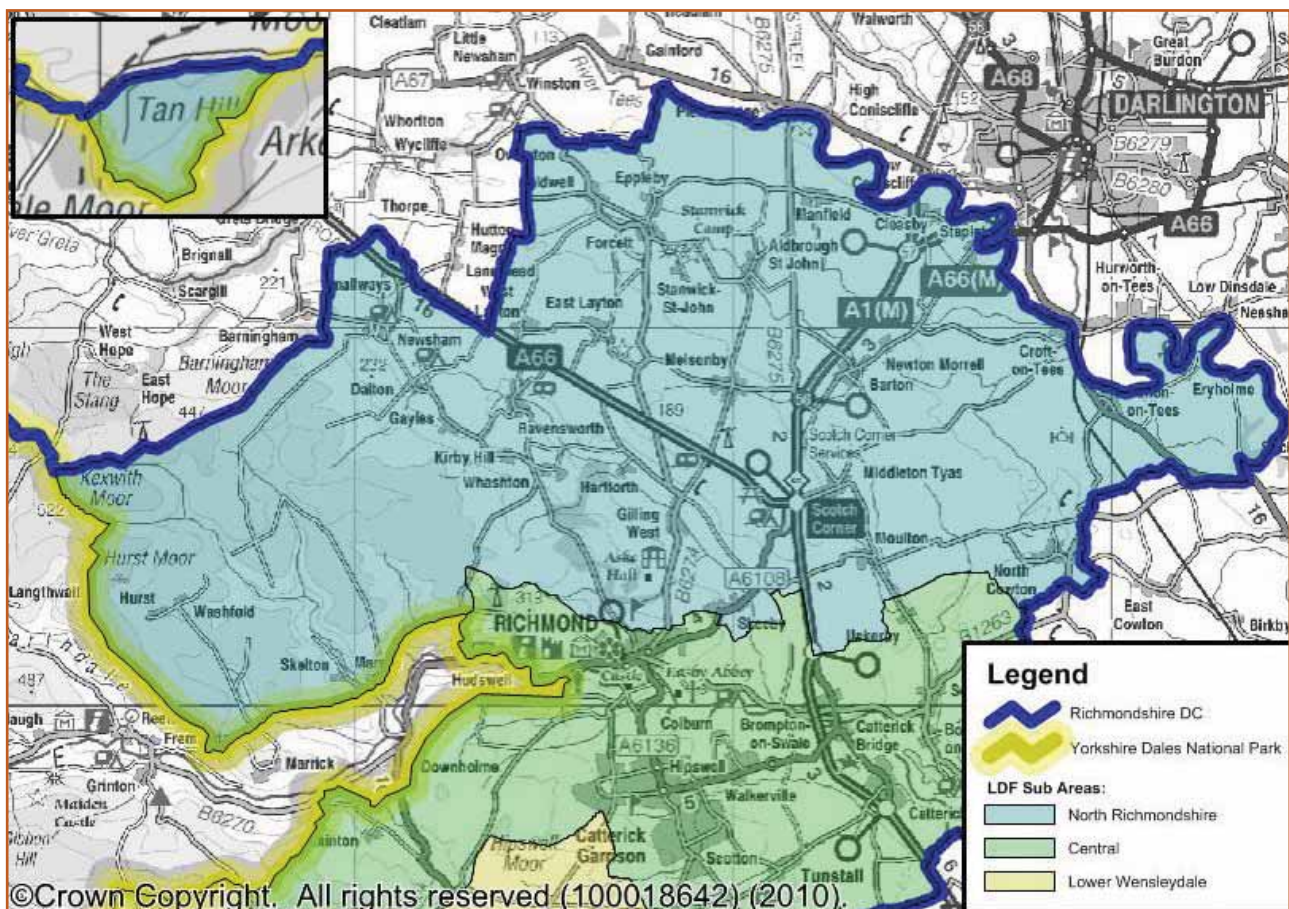
- Q6.1 Do you agree with the preferred option for Lower Wensleydale (LWSS)?
- Q6.2 In what ways should LWSS be changed?
- Q6.3 Do you agree with the rejection of the other alternatives given here and the reasons for their rejection?
- Q6.4 What else should be taken into account to improve the way the LDF can respond to Lower Wensleydale?



7. North Richmondshire

The North Richmondshire Area

- 7.1 The North Richmondshire area sits in a triangle formed by Richmond, Barnard Castle and Darlington. The landscape extends from the Tees Lowlands in the east to an extensive area of moorland in the west. The western part has a major military training area and borders the Yorkshire Dales National Park. The River Tees runs along a major part of its northern boundary.



- 7.2 The A1 and A66 trunk routes, converge at Scotch Corner in the middle of this area. The ease of communications provided by the A1, A66 and A167 place most of this area in the Darlington travel to work and housing market areas.
- 7.3 7,780 people live in this area. The age profile of the population is older than the District as a whole, and has been influenced by migration from the Tees Valley and the loss of younger people through education, work and housing opportunities.



- 7.4 Settlements in this area are more closely aligned to Tees Valley from Barnard Castle to Darlington along the A66, A1 and A167 routes. The largest settlements are Barton (900), Melsonby (750) and Middleton Tyas (590), but there is no clear local service centre for the whole area. The Settlement Facilities study (RDC, 2009) shows that the four villages with the widest range of facilities can each offer only a single shop. But this area does have seven primary schools and fourteen village halls, suggesting a more dispersed pattern of active settlements rather than a single integrated network of rural communities.
- 7.5 An attractive rural environment sustains a strong housing market that creates affordability issues and limits the available workforce. The area operates in the Darlington housing market. The Index of Multiple Deprivation (IMD 2007) records the limited range of services and the difficulty of access to the housing market in this area. All wards are in the bottom quartile for access to services and barriers to housing and the most extreme is in the bottom two percent.
- 7.6 Agriculture is the dominant land use in this rural area, but mineral extraction has had an impact, particularly at Forcett and Barton. There are important parkland areas and the Iron Age fortifications at Stanwick Camp are of national importance.
- 7.7 Employment within the area is predominantly agricultural. The tourism sector includes a number of high quality hotels and Croft circuit motor racing track. The development of the Aske Hall business units and other smaller units across the area take advantage of the area's good communications and has promoted diversification in this rural area. This is likely to continue with the proposed development of the Scotch Corner business park.

You told us that:

- most people thought the North Richmondshire area was distinctive and should be reflected in the Local Development Framework
- there was very wide agreement that the main challenges for the area had been identified. The Highways Agency was, however, concerned about the impact of development on the Strategic Road Network
- there was a mixed reaction to the suggested list of Service Settlements (Middleton Tyas, Barton, Melsonby and Gilling West). Other settlements, with fewer services were suggested including Aldborough and Stapleton. In general respondents indicated that each village had both constraints and potential. The greatest constraints were felt to be in Gilling West, which is affected by flooding
- some people thought clustering of small settlements might work where the settlements shared a school
- there was some agreement that limited development would make small settlements more sustainable, basically by increasing patronage of existing facilities
- it was suggested that small scale developments (in the smaller villages) should be allowed to prevent stagnation and avoid sustainability traps.

Extract from Issues and Options Consultation



North Richmondshire Spatial Strategy

- 7.8 North Richmondshire is a large and complicated sub area, which does not have a clear functional focus. It is better understood in terms of the characteristics shared by its many settlements. The most distinctive of these is their rural location, their small size and their reliance on larger settlements outside the area for a range of services.
- 7.9 The proposed spatial strategy seeks to retain and enhance the existing range of services that help to sustain local communities. It does this by focussing an amount of available development into selected locations. It does not, however, write off the remaining settlements and Spatial Principle SP3 (Achieving Rural Sustainability) and Core Policy CP3 (Achieving Rural Sustainability) address the need for appropriate but very small development in the most rural areas, mainly from the conversion of existing but redundant buildings.
- 7.10 The proposed North Richmondshire strategy also seeks to support a strengthened District centre and regeneration in Darlington by constraining development in the sub area, particularly near the boundary with Darlington.
- 7.11 The North Richmondshire Spatial Strategy expresses the preferred approach to this sub area. It has been produced after consideration of local conditions, local views and the expectations from national and regional policy. It should be read in conjunction with the whole framework presented in this draft Core Strategy. Other policies will detail how, for example, elements of future development should proceed, how the quality of the local environment should be enhanced and how affordable housing could be provided.

North Richmondshire Spatial Strategy (NRSS)

Reflecting Spatial Principle SP2, the Spatial Strategy for the North Richmondshire Sub Area will comprise the following elements:

- Limited growth or change, in accordance with the approach of relative constraint
- Primary Service Villages: Middleton Tyas, Barton and Melsonsby:
 - support will be given to the Primary Service Village roles of these three villages, which whilst relatively separate share a close geographical relationship to the A1, and to the limited employment opportunities provided by developments associated to that road
 - development will be small in scale, reflecting the role of the Sub Area and its relationship to Darlington
 - support will be given to consolidation or limited expansion of developments in the vicinity of the A1: Scotch Corner junction
 - support will be given only for the approved Service Area proposals at the A1: Barton junction



- **Secondary Service Villages:**
 - Newsham – Ravensworth – Dalton (cluster)
Eppleby – Caldwell – Aldbrough (cluster)
North Cowton
Gilling West
 - in accordance with Spatial Principle SP1, small scale and limited development may be acceptable in these Secondary Service Villages where it supports the needs and the sustainability of the local community
- Elsewhere in the rural parts of the Sub Area, sustainable development in accordance with Spatial Principle SP3 will be supported.

Alternative Strategic Options for North Richmondshire

7.12 The preferred option can also be put into context by looking at alternative strategies for this area. General options affecting the settlement hierarchy, the definition of the sub area and the scale and distribution of development are considered under SP1, SP3, SP4 and SP5. In the sub area there are two alternatives, which are discussed below:

- Option NRSS1: Unplanned Strategy
- Option LNRSS2: Restrictive Strategy

NRSS: North Richmondshire Options

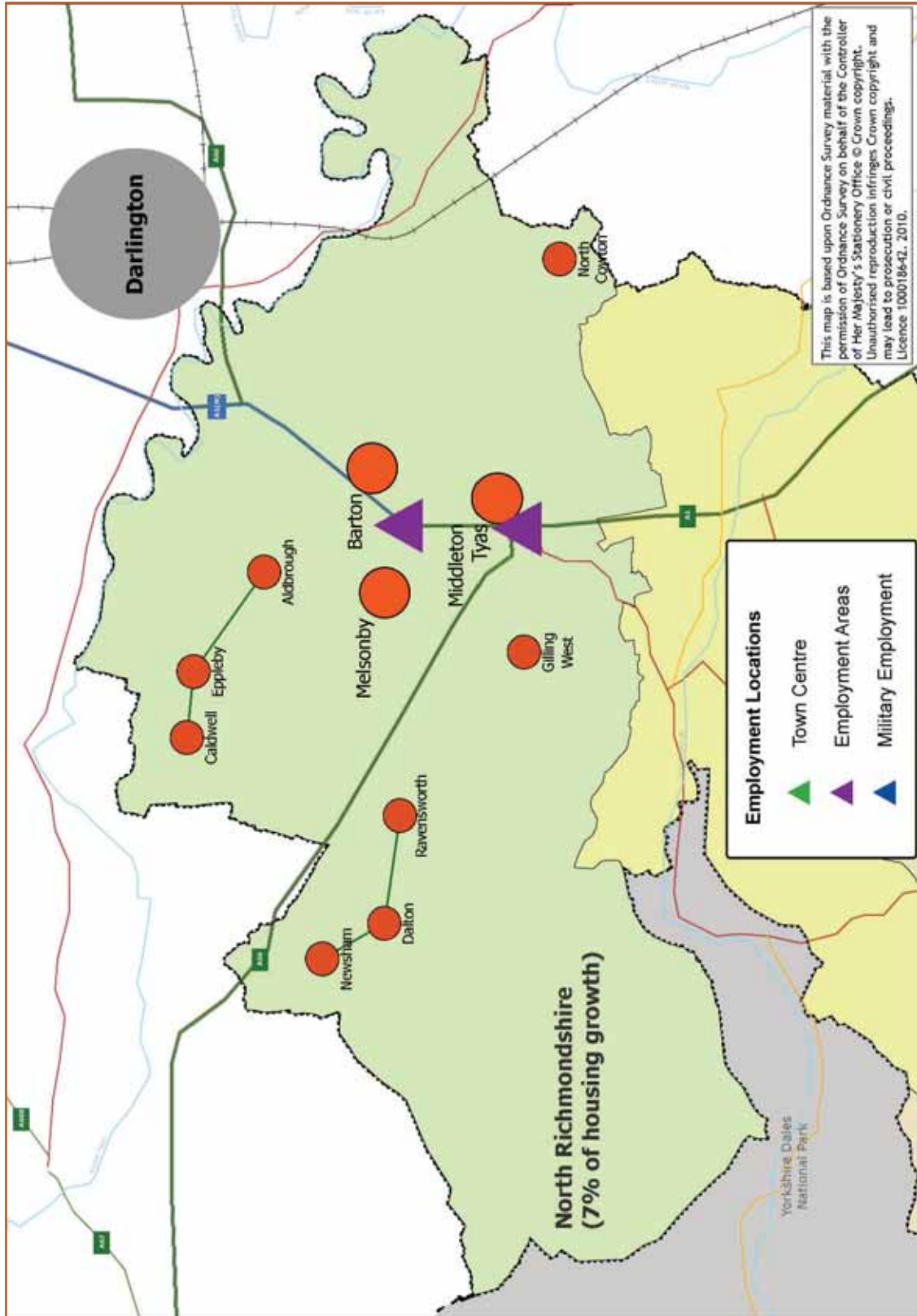
Options not selected and why:

Option NRSSA: Unplanned Strategy

This strategy would be more reactive to market demands and permit development where sites were brought forward rather than promoting an amount of development in identified areas. This would undermine the overall sustainability of the whole area. It would make it more difficult to coordinate limited resources aimed at improving local services. For example school planning could not be based on an expected level of growth. A similar problem would face the already limited public transport services. It may also divert affordable housing away from Service Villages through increased development pressure on the smaller villages.

continued overleaf

Map 12: North Richmondshire Strategy (NRSS)





Option NRSSB: Restrictive Strategy

A more restrictive strategy would seek to conserve the area's existing attributes and restrict development. This approach would also undermine the sustainability of the area by limiting its capacity to change and risk settlements stagnating. This approach would compound the already strong housing market and exclude many potential households from settling in this area with knock on effects on local employment and local services, which would suffer from reduced numbers and reduced local opportunities.

What do you think?

- Q7.1 Do you agree with the preferred option for North Richmondshire (NRSS)?
- Q7.2 In what ways should NRSS be changed?
- Q7.3 Do you agree with the rejection of the other alternatives given here and the reasons for their rejection?
- Q7.4 What else should be taken into account to improve the way the LDF can respond to Lower Wensleydale?



Section 4: Core Policies to Deliver the Strategy

Section 4 introduces the Core Policies of the Richmondshire Local Development Framework (LDF). These provide strategic direction, and translate the vision and objectives of the proposed strategy into courses of action. Each of the chapters is aligned to a Sustainable Community Strategy theme as follows: Chapter 8 – Strong Neighbourhoods; Chapter 9 – Green Living; Chapter 10 – Prosperous Communities; Chapter 11 – Healthy Lives and Chapter 12 – Safe Places.

8. Strong Neighbourhoods

8.1.1 Spatial Principles SP, SP2, SP3 and SP4 define the proposed spatial community strategy. They establish the approach to the settlement hierarchy, the different sub areas, the approach to the rural character of the plan area and the scale, type distribution of housing development. In this chapter, five policies provide necessary detail to elaborate this strategy: CP1 deals with the extent of individual settlements; CP2 shows how local community facilities will be supported; CP3 provides a context for rural sustainability; CP4 establishes the approach to the mix of housing tenure and CP5 defines the way local needs housing will be delivered.

8.2 Core Policy CP1: Supporting the Settlement Hierarchy

8.2.1 Spatial Principle SP1 sets out a settlement hierarchy for the plan area and explains its justification. This gives a framework for more detailed decision making about service provision and development support for service delivery and development reflecting roles in hierarchy. Core Policy 1 (CP1) defines the extent of a settlement in the hierarchy as an area contained within Development Limits. Development Limits are currently established in the Richmondshire Local Plan (2001) and will be reviewed in the Facilitating Development Document, when it is produced.

Core Policy CP1: Supporting the Settlement Hierarchy

CP1 Development or activities of a scale and nature appropriate to secure the sustainability of each settlement defined in Spatial Principle 1 (SP1) and in the other Core Strategy policies, will be supported within each settlement's Development Limits. Outside of SP1 settlements development will be considered under the provisions of policy CP3.



- 8.2.2 Core Policy CP1 defines the extent of settlements making up the hierarchy established in Spatial Principle SP1. Development Limits will maintain a focus on the established core of settlements and seek to sustain local services appropriate to the level of particular settlement in the hierarchy. It links closely to the objectives of the Sustainable Communities Strategy (Richmondshire 2021), especially its Strong Neighbourhoods theme.

Core Policy CP1: Supporting the Settlement Hierarchy

Options not selected and why:

CP1A No Development limits

The absence of Development Limits would risk eroding the nature of existing villages and towns by enabling development to proceed without a clear relationship to established community and physical infrastructure. This approach would also risk over extending some villages and divert development away from the main growth area in the District.

What do you think?

- Q8.1 Do you agree with the preferred option for Core Policy CP1 – supporting the settlement hierarchy and do you agree with the justification given?
- Q8.2 Do you agree with the rejection of the other alternatives considered here – and do you agree with the reasons given for their rejection?
- Q8.3 Are there any other considerations which should be taken into account?

8.3 Core Policy CP2: Supporting Community Facilities

- 8.3.1 The Settlement Hierarchy established in Spatial Principle SP1 is based on a network of communities with access to a range of services and facilities throughout the hierarchy. The availability of services and facilities is closely related to the size of individual settlements, but the range of these currently extends into the most rural parts of the plan area (Settlement Services Study, RDC 2009).
- 8.3.2 It is recognised that a great deal of community life is reliant on maintaining and potentially enhancing these community facilities. Core Policy CP2 recognises this and aims to retain these community assets across the whole plan area and particularly in the settlements included in the SP1 hierarchy. This would include, for example, village halls, shops, public houses, sports and recreation facilities.



Core Policy CP2: Supporting Community Facilities

Support will be given to proposals and activities that protect, retain or enhance existing community assets (land or buildings) or lead to the provision of additional assets that:

- improve community well-being
- promote the roles of settlements in the SP1 hierarchy
- retain facilities where there is scarcity

Proposals involving the loss of community assets will be resisted and particular attention will be given to situations involving:

- facilities in Service Villages or clusters
- where there is only one such facility in the locality

- 8.3.3 Core Policy CP2 defines the approach to the retention of community assets in all settlements in both the hierarchy established in Spatial Principle SP1 and outside. The retention of these facilities is very important to the vitality of local communities. It links closely to the objectives of the Sustainable Communities Strategy (Richmondshire 2021), especially its Strong Neighbourhoods theme.

Core Policy CP2: Supporting Community Facilities

Options not selected and why:

Option CP2A: Accepting the loss of some community facilities

This would compromise the sustainability of settlements particularly in our more rural areas.

Option CP2B: No change in any community facilities

The bar on the loss of community facilities may retain outdated or unviable facilities, but the future of these are expected to be considered as part of a package that retains the community resource, perhaps delivered in a different location in that settlement.

What do you think?

- Q8.4 Do you agree with the preferred option for Core Policy CP2 – supporting community facilities and do you agree with the justification given?
- Q8.5 Do you agree with the rejection of the other alternatives considered here – and do you agree with the reasons given for their rejection?
- Q8.6 Are there any other considerations which should be taken into account?



8.4 Core Policy CP3: Achieving Rural Sustainability

8.4.1 Spatial Principle SP3 establishes that in this essentially rural area, achieving rural sustainability is a key strand which should run throughout the LDF, consistent with the priority given in the SCS. This means balancing the qualities of the rural environment against the need to promote sustainable rural communities where people can have good local access to facilities and work. As the explanation of SP3 indicates, this approach is taken forward in a number of ways throughout the Core Strategy. A main thread is the approach to the identification and support of the sustainable hierarchy of settlements (through Spatial Principle SP1, with supporting policies, particularly Core Policy CP1). But outside the boundaries of these settlements, what should be the approach to securing rural sustainability? The wide range of measures and approaches proposed in this respect, to express the policy approach to the countryside and smaller settlements outside the SP1 hierarchy are brought together in the following policy:

Core Policy CP3: Achieving Rural Sustainability

CP3A Support will be given to the social and economic needs of rural areas outside of the Development Limits of SP1 settlements, by encouraging:

- expansion of appropriate businesses
- re-use of suitable rural buildings for employment generating uses supporting SP2 and SP5
- provision of live-work units within defined Development Limits or by conversion of traditional rural buildings
- diversification of the agricultural economy
- appropriate tourism related initiatives, in accordance with Policy CP11
- recreation uses appropriate to a countryside location
- small scale renewable energy projects and businesses to serve the industry
- arts and crafts based industries
- technological developments needed to facilitate employment development in rural areas
- improvement of public transport links to the SP1 Settlement Hierarchy and SP5 employment areas.

CP3B Development in rural areas outside of the Development Limits of SP1 settlements will be supported where:

- it is necessary to meet the needs of farming, forestry, recreation, infrastructure including water and sewerage, burial grounds, tourism and other enterprises with an essential requirement to locate in a smaller village or the countryside, and will help to support a sustainable rural economy



continued

- it is necessary to secure a significant improvement to the environment or the conservation of a heritage asset
- it would provide community facilities which meet a local need
- in exceptional circumstances, where it would help to meet a local housing need, including schemes consistent with the exceptional affordable housing policy CP5B
- it would make provision for renewable energy generation, of a scale and design appropriate to its location
- it would support the social and economic regeneration of rural areas
- it would re-use existing buildings without substantial alteration, extension or reconstruction
- excluding dwellings previously converted from rural buildings, it would involve:
 - extensions to existing dwellings in the countryside or replacement of an existing dwelling, where the scale and design of the proposal complements the character of the parent building, except where overall design improvements are justified
 - the replacement of an existing dwelling with a scale and design of a new building appropriate to its location

In all cases development should be designed to be sustainable, consistent with requirements of Policy CP5; should not conflict with landscape character, environmental protection or nature conservation policies of the LDF but should seek to enhance the environment; and should provide any necessary mitigating or compensatory measures to address harmful implications.

8.4.2 Policy CP3A gives expression to the approaches which need to be taken to achieve the Spatial Principle SP3 intentions to secure rural sustainability. It covers the main rural activities, and expresses an approach which should lead to a more stable rural economy, but which also protects the rural nature of the countryside and the environment generally. The second part of the Policy, CP3B, provides clear guidance on what forms of development should be supported, consistent with the rural sustainability objectives. It defines and gives substance to the approach which does not advance preservation, or stabilisation with no change, outside the settlement hierarchy, but instead seeks to encourage an appropriate scale of change consistent with a sustainable rural future.



Core Policy CP3: Achieving Rural Sustainability

Options not selected and why:

CP3A: no development in areas outside of the SP1 hierarchy

- a more restrictive approach could be taken, effectively restricting almost all future change in the plan area to locations within the defined settlement hierarchy. Whilst there could be arguments that a more sustainable pattern of development would be achieved, and overall access to facilities for all sectors and communities maximised, this approach would be very severe on all the non-hierarchy communities – potentially leading to their stagnation if not actual decline, and thus not responding to needs and opportunities throughout the whole area, and ultimately not maximising sustainability, taking the plan area as a whole.

CP3B: more development in areas outside the SP1 Hierarchy

- a less restrictive approach could allow a significantly greater proportion of development outside the defined sustainable settlement hierarchy. This would move to the other extreme from option SP2B – and would fail to maximise the benefits of locations within the hierarchy – for example in terms of access to facilities, and greater potential for growth in these locations, in relation to existing and proposed infrastructure. It would conflict with the benefits described under Spatial Principle SP1.

What do you think?

- Q8.9 Do you agree with the preferred option for Core Policy CP3 – achieving rural sustainability and do you agree with the justification given?
- Q8.10 Do you agree with the rejection of the other alternatives considered here – and do you agree with the reasons given for their rejection?
- Q8.11 Are there any other considerations which should be taken into account?

8.5 Core Policy CP4: Providing the Appropriate Housing Mix

- 8.5.1 Providing an appropriate housing mix is an essential ingredient to help balance the housing market. Offering a range of dwelling type to meet both need and aspiration helps to reduce pressure on the limited housing supply and therefore influences affordability. It also enables the creation of more mixed communities allowing a greater proportion of residents to participate in the local economy.



- 8.5.2 However, it is not only the size of a dwelling which is important but also how easy it is to adapt the dwelling to allow a resident to remain in occupation throughout their life. This is in turn related to accessibility which would allow those with a disability or impairment to enjoy the dwelling to their full advantage. The LDF can play a role in stipulating the type and tenure of dwellings to be developed.

You told us that:

- the difference in stock shortfall should be addressed by promoting appropriate development with the caveat that the mismatch in the stock should be kept under review as it might well change over time
- the type and tenure of the dwelling should be stipulated
- a general approach was not seen as appropriate because circumstances vary across the plan area.

Extract from Issues and Options Consultation

Core Policy CP4: Providing the Appropriate Housing Mix

Proposals for housing must take account of the local housing needs across all sectors of the community in terms of size, type and tenure, and also the accessibility and adaptability of dwellings.

- 8.5.3 To inform the practical application of CP4 the Council will need to ensure that its evidence base is both robust and up to date. A District-wide housing needs study was conducted in 2004 and updated in 2007 with a housing market assessment (HMA). This provided evidence of future housing needs in terms of size, type and tenure as well as affordability. A new HMA has been commissioned in 2010, the results of which should be available by January 2011. This research will be used to update the existing evidence base and inform policy making in later guidance contained within the proposed Facilitating Development Document particularly in relation to property size, type and tenure. The Facilitating Development Document will also include specific policies to resolve local needs arising from particular sectors of the community and respond to comments received from the Issues and Options Paper (November 2009) about the provision of dwellings to lifetime homes standard and extra-care schemes.



Core Policy CP4: Providing the Appropriate Housing Mix

Options not selected and why:

CP4A: No policy on housing mix

If the LDF does not promote certain types of development where it is most needed then it is possible that development may be profit led rather than meeting the demands of the local market. This would perpetuate the existing problems of the mismatch in the housing stock. However, it is recognised that a balance may need to be struck between the desire to meet dwelling type demands, both now and in the future, and site viability.

What do you think?

Q8.12 Do you agree that the LDF should stipulate the type and tenure of dwellings on a development?

Q8.13 Do you agree that the type and tenure stipulated should reflect variations across sub-areas?

Q8.14 Are there any other considerations which should be taken into account?

8.6 Core Policy CP5: Providing Affordable Housing

8.6.1 The Richmondshire Housing Market Assessment (HMA) Update 2008 states that over the period 2001 to 2007, average residential property prices across Richmondshire more than doubled - from £94,070 (2001) to £213,701 (2007). At the same time the median income for full-time workers across Richmondshire has remained more or less static at £20,686. Although these figures relate to the District as a whole, the position is likely to be very similar for the plan area.

8.6.2 An annual shortfall of 61 affordable dwellings across the LDF area has been calculated for the 5-year period April 2008 to March 2013, equating to 306 over the five years. Emphasis is placed on delivering affordable housing for general needs (singles under 60, couples under 60 and families).

The Underpinning Causes of the Issue

8.6.3 Richmondshire is not a particularly self-contained market area and is part of a wider high-price North Yorkshire market. Within the plan area, there are pockets of lower value areas for instance around Scotton, Colburn and Hipswell. Prices are highest in the rural areas of the plan area, to the North of Richmond town in proximity to the A66.



- 8.6.4 There is net in-migration into Richmondshire, in particular from London and the South East and to a lesser extent from elsewhere in North and West Yorkshire. It is a destination of choice for higher income households wanting to move long distance to high quality environments. In contrast, net out-migration to neighbouring Darlington and neighbouring County Durham authorities is apparent.
- 8.6.5 In the future, the housing market will also be influenced by the migration of military households working on Catterick Garrison. Further military related growth is expected at Catterick Garrison in 2018 and beyond and it is anticipated that many military families would choose to enter the local housing market.
- 8.6.6 Prevailing market prices and general shortage of affordable accommodation is forcing some households into other areas (e.g. Darlington) where lower priced properties can be purchased.
- 8.6.7 Commuting patterns indicate strong linkages with neighbouring Hambleton and Darlington districts, with particularly strong net out-flows of commuters to these areas.
- 8.6.8 It is these influences which have created an overriding affordability issue. In the current climate of a downturn in the economy the market has remained relatively stable compared to other areas of the country with some slippage in capital values and a corresponding increase in rental values.

The Proposed Approach

- 8.6.9 There are two main ways to provide affordable housing through the planning system. The first is the use of a planning obligation to secure contributions from a developer towards affordable housing. This may be either in the form of actual houses or a financial contribution. This is addressed in policy CP5A. The second is the use of an 'exceptions policy' which the Council has traditionally supported. As an entirely rural District it is sometimes necessary to provide affordable housing where it is most needed in settlements where development would not ordinarily be permitted or, where there is an over-riding need which has not been met. This is addressed in policy CP5B.

Core Policy CP5A: Providing Affordable Housing

- 8.6.10 Policy CP5A deals with the appropriate proportions of affordable housing which should be sought in each sub area, and the thresholds of development size over which the Policy will operate.

You told us that:

- the response was split between those agreeing with a lower threshold at which affordable housing will be required and those who felt that it would be a bad idea as it may prevent development
- there was almost unanimous support for a variable threshold across the LDF area to reflect a site size differential and the degree of need in the area
- responses were equally split on whether contributions should be sought for affordable housing from all developments. Viability issues were a major factor in dismissing contributions from all developments.

Extract from Issues and Options Consultation



Core Policy CP5A: Providing Affordable Housing

Housing Developments of four or more dwellings (or sites of 0.15 hectares or more) across the plan area must make provision for an element of affordable housing. The LDF seeks to achieve the following proportions of affordable housing specific to each sub-area:

Central Area	40%
North Richmondshire.....	50%
Lower Wensleydale	50%

The Council will work with the private sector and registered social landlords to achieve the required level of affordable housing subject to economic viability tests.

- 8.6.11 Core Policy CP5A has two component parts. It sets out the thresholds at which affordable housing will be required and what proportion of the development should be affordable. Planning Policy Statement 3: Housing (PPS3) sets a national indicative site size threshold at 15 dwellings but also allows Local Planning Authorities to set lower thresholds 'where viable and practicable, including rural areas'. In the Richmondshire LDF area a lower threshold than the national indicative size stated in PPS3 would assist to deliver a higher number of affordable housing units, subject to viability and site specific considerations. Analysis of site type and size for the Interim Affordable Housing SPG suggested that opportunities to provide affordable houses have historically been lost when applying a threshold of 15 dwellings. Many sites in the Local Planning Authority Area have delivered less than 15 dwellings in previous years. Examination of planning permissions granted over the period 2004 – 2007 suggested that 98% of sites were for fewer than 15 dwellings and 60% of sites were for one dwelling. As a result, opportunities to capture some affordable housing were greatly diminished. A threshold set at four dwellings would increase the opportunities to provide affordable housing across the entire plan area. Policy H4 of The Yorkshire and Humber Plan, Regional Spatial Strategy to 2026 (May 2008) states that LDFs should set targets for the amount of affordable housing to be provided and suggested that this proportion should be over 40% in North Yorkshire Districts.
- 8.6.12 A higher proportion of 50% is sought in North Richmondshire and the Lower Wensleydale sub areas as opposed to 40% in the Central area to reflect the proposed level of development set out in SP4, 'The Appropriate Scale and Distribution of Housing' and the demand for affordable housing. The calculated need in North Richmondshire and Lower Wensleydale was much higher than the reflected 50%. However, it was felt that this is the most that could reasonably be expected to achieve. Conversely, the calculated need in the Central area was less than 40% but the percentage was increased to account for the under provision in the other two areas. The proportions in the North Richmondshire and Lower Wensleydale sub-areas therefore take into account that some of the demand will be met in the higher delivering Central sub-area.



8.6.13 The different thresholds reflect the need for affordable housing identified in the HMA and the type of sites which come forward for development. This difference should balance the build rates of housing and affordable housing need in each locality. However, PPS3 makes clear that local authorities, in setting policies for site size thresholds and the percentage of affordable housing sought, must consider development economics and should not promote policies which would make development unviable. It is acknowledged that economic viability is fundamental to demonstrating the soundness of the proposed CP5A. The knowledge of the Council based on particular recent examples suggests that the proportions proposed in Policy CP5A will be viable in general – and the viability in particular circumstances will be taken into account on a case by case basis, which will allow proper consideration of any unusual or abnormal costs for an individual scheme. In addition, the policy proportions are being tested thoroughly through the ongoing preparation of an economic viability assessment (EVA), which will be published on the Council’s website shortly. The EVA involves the membership of the SHELAA (Strategic Housing and Employment Land Availability Assessment) panel in testing the viability of varying thresholds and varying proportions of affordable housing on a range of sites in the LDF area.

Core Policy CP5A: Providing Affordable Housing

Options not selected and why:

CP5Aa A lower threshold

A lower threshold would assist to deliver a higher number of affordable housing units, subject to viability and site specific considerations, but there may be a risk with a lower threshold impeding development on smaller sites. Outside of the principal towns these are areas with a high affordable housing need and a lower rate of development than the main growth area.

CP5Ab A higher threshold

A higher threshold would exclude many sites and limit the opportunities to deliver affordable housing, and would therefore conflict with the important objective to maximise the opportunities to meet this need.

CP5Ac Standardising the Proportion of Affordable Housing Sought

The proportion of affordable housing sought from development could be the same in each area. However, the Plan Area has been divided into sub-areas to reflect the ‘local’ differences as suggested in SP2, ‘Responding to the Needs and Potential of Different Parts of the Plan Area’. A higher proportion is sought in North Richmondshire and the Lower Wensleydale sub areas to reflect the build rate and the demand for affordable housing. The proportions in these two sub-areas also make account that some of the demand will be met in the higher delivering Central sub-area. Setting a lower target proportion would not deliver the levels of affordable housing required in those areas. A higher proportion could be sought in the Central area but this could create an oversupply of affordable housing.



What do you think?

- Q8.15 Do you agree with the preferred option for Core Policy CP5A – providing affordable housing and do you agree with the justification given?
- Q8.16 Do you agree with the rejection of the other alternatives considered here – and do you agree with the reasons given for their rejection?
- Q8.17 Are there any other considerations which should be taken into account?

Core Policy CP5B: Providing affordable housing as an exception outside Development Limits

8.6.14 As considered earlier, the Council has traditionally supported a rural exceptions site policy. Affordable housing is a corporate priority and its delivery is reflected in the Strong Neighbourhoods theme of Richmondshire 2021, Sustainable Community Strategy.

You told us that:

- there was agreement that there should be a rural exception sites policy in the LDF. This response was qualified by making the points that the resulting dwellings should be held as affordable in perpetuity and that such schemes should only be provided where there is an identified local need.

Extract from Issues and Options Consultation

8.6.15 CP5B enables small scale affordable housing development where it would not normally be permitted. This is an important tool not only in times when the market may not be delivering affordable housing through developer contributions but also to supplement the 'loss' of contributions from sites which fall beneath the thresholds. The Policy helps to deliver affordable housing outside of the settlement hierarchy as defined in SP1 provided that there is a proven local need and that it can be demonstrated that there was no suitable alternative site within a settlement in the hierarchy.

8.6.16 The development of exceptions sites should be small in scale to reflect the settlement hierarchy (SP1) and scale and distribution of housing (SP4). Their use is primarily to meet an identified local need and so occupancy tends to be restricted to those with a true local connection and reason for remaining in that particular settlement.



Core Policy CP5B: Providing affordable housing as an exception outside Development Limits

Options not selected and why:

Housing schemes outside but adjacent to development limits of the settlement hierarchy defined in SP1 will be supported where 100% affordable housing is to be provided to meet an identified local need and where any development is small in scale.

In addition, sites related to small settlements, elsewhere in the plan area, will be supported for 100% affordable housing where the development meets a local need and where any development is small in scale and where that need cannot be met in a settlement within the SP1 settlement hierarchy.

The resulting dwellings must remain affordable in perpetuity.

CP5Ba Restricting the Policy to Particular Settlements

CP5B could be varied by restricting it to particular settlements, for example by only allowing exception site development in settlements with reasonable access to a range of facilities. Although this may ameliorate some of the problems of living in the countryside such as remoteness, it risks reducing the options to meet highly specific housing needs in support of the rural economy.

CP5Bb Permitting Larger Exception Site Development

CP5B could consider larger exception site development. However, larger sites, would by definition, be identified outside of current development limits through the Facilitating Development Document. The overall strategy of the LDF is to deliver sufficient affordable housing to meet local needs through planned development. This approach reduces the need for a loose exception site policy that risks distorting smaller settlements with excessive exception site development.

What do you think?

- Q8.18 Do you agree with the preferred option for Core Policy CP5B – affordable housing exceptions and do you agree with the justification given?
- Q8.19 Do you agree with the rejection of the other alternatives considered here – and do you agree with the reasons given for their rejection?
- Q8.20 Are there any other considerations which should be taken into account?



9. Green Living

‘Green Living’ is one of the five main themes in the Richmondshire Sustainable Community Strategy. The SCS sets a specific objective for the District under this theme that Richmondshire in 2021 will be “a place where people value, understand, enjoy, respect and have pride in their environment, where needs are met whilst preserving and enhancing the natural as well as our built and historic environment.” Underpinning this vision is the stated intention to achieve sustainability by ensuring that our actions balance and integrate the social, economic and environmental components of our communities; meet the needs of today without compromising the ability of future generations to meet theirs; and respect the needs of other communities, both within the region and further afield to make their communities sustainable.

In this Chapter, three policies provide detail which responds to and help deliver the objectives of the SCS’s Green Living theme: Policy CP6 concerns key considerations in achieving sustainable development; Policy CP7 addresses the response to climate change; and Policy CP8 provides a context for protecting and conserving our environmental and historic assets.

9.1 Core Policy CP6: Sustainable Development

9.1.1 In Chapter 4, which establishes the fundamental Spatial Strategy at the heart of the LDF, the importance of securing sustainable development was identified as key to guiding all the elements of the LDF – and this is encapsulated in Strategic Objective 1. Policy CP6 seeks to bring together a number of the main ways, and primary considerations which need to be taken into account, in securing development which is sustainable. It addresses basic factors to take into account; considerations relating to location, transport and accessibility; and issues to be addressed through good design.

9.1.2 National guidance is contained in the PPS1, ‘Delivering Sustainable Development’ (2005). It advises that planning authorities should ensure that sustainable development is treated in an integrated way in development plans, and advises that plans should seek to:

- provide a positive planning framework for sustainable economic growth
- promote urban and rural regeneration, including mixed use developments for locations that allow the creation of linkages between different uses
- promote communities which are inclusive, healthy, safe and crime free
- bring forward sufficient land of a suitable quality in appropriate locations
- provide improved access for all to jobs, health, education, shops, leisure and community facilities, open space, sport and recreation, by ensuring that new development is located where everyone can access services or facilities on foot, bicycle or public transport rather than having to rely on access by car, while recognising that this may be more difficult in rural areas



- focus developments that attract a large number of people, especially retail, leisure and office development, in existing centres
- reduce the need to travel and encourage accessible public transport provision to secure more sustainable patterns of transport development
- promote the more efficient use of land through higher density, mixed use development and the use of suitably located previously developed land and buildings
- enhance as well as protect biodiversity, natural habitats, the historic environment and landscape and townscape character
- address climate change, pollution and natural hazards, and safeguarding of natural resources.

9.1.3 Taking this advice into account, the following Policy seeks to draw together a concise statement of the primary considerations for the achievement of sustainable development in the plan area:

Core Policy CP6: Sustainable Development

Support will be given for sustainable development which promotes:

- the efficient use of land and infrastructure, including developments which include a sustainable and complementary mix of uses
- the conservation of scarce resources and reduction of their use, and encouragement of the use of sustainable resources
- the health, economic and social well-being, amenity and safety of the population
- a reduction in social inequalities and disadvantages within the community
- the quality of natural resources including water, air, land and biodiversity
- the natural drainage of surface water
- the vitality of the area
- a high quality and adaptability of development
- the character and quality of local landscapes and the wider countryside
- the distinctiveness, character, townscape and setting of settlements
- the historic and cultural features of acknowledged importance
- the provision of essential services to the public.

Development should utilise previously developed land (brownfield land), where that land is in a sustainable location, in preference to greenfield sites. The use and development of land will be assessed against the community's housing, economic and social requirements, protection and enhancement of the natural and built environment and minimisation of energy consumption and the need to travel. Development that would significantly harm the natural or built environment, or that would generate a significant increase in traffic, will not be permitted.

continued overleaf



Development and the provision of services should be located so as to minimise the need to travel. Convenient access via footways, cyclepaths and public transport should exist or be provided, thereby encouraging the use of these modes of travel for local journeys and reducing the need to travel by private car and improving the accessibility of services to those with poor availability of transport. Transport schemes that lead to improvements in accessibility will be supported. The potential for more sustainable means of transport related to the uses and users of the development must be addressed, including through the preparation of travel plans and the consideration of the scope to utilise local sourcing of materials and local supply chains.

The requirement to achieve a high quality of design of both buildings and landscaping will be a priority, and an essential requirement if development is to be truly sustainable. Support will be given for proposals that, where appropriate, meet the following requirements:

- provide an attractive, functional, accessible, safe and low maintenance development
- respect and enhance the local context and its special qualities, including its urban design, landscape, social activities and historic environment, and incorporate public art where appropriate
- use the full potential of the site
- minimise the use of scarce resources
- adopt sustainable construction principles
- facilitate access through sustainable forms of transport
- secure improvements to public spaces.

9.1.4 It is proposed that in part through the Facilitating Development DPD, and in part through the preparation of Supplementary Planning Documents, more guidance will be provided on design issues. Existing and future design guides will be incorporated in the LDF (as SPD) through this mechanism.

Core Policy CP6: Sustainable Development

Options not selected and why:

CP6A: be more restrictive and prescriptive

- this approach might remove doubt, and clarify matters of principle. However, further restriction might miss or restrict opportunities to achieve much needed development. The proposed policy already incorporates a fair amount of detail and many dimensions



continued

CP6B: be less restrictive and prescriptive

- this could rely on the one hand on the advice of Government guidance, and on the other, on the ingenuity and commercial judgement of market forces. This approach might be valid, since in many cases Government guidance is extensive and often sufficient in itself. However there are often aspects where local differences or wishes need clarification. In addition, experience suggests that market forces will by themselves often not address these issues adequately, and could well fail to take into account sustainable development principles, which are the cornerstone of both the new planning system and the Sustainable Community Strategy.

What do you think?

- Q9.1 Do you agree with the preferred option for Core Policy CP6 – sustainable development and do you agree with the justification given?
- Q9.2 Do you agree with the rejection of the other alternatives considered here – and do you agree with the reasons given for their rejection?
- Q9.3 Are there any other considerations which should be taken into account?

9.2 Core Policy CP7: Responding to Climate Change

- 9.2.1 The importance of responding to Climate Change is reflected in the Strategic Objectives set out in par. 3.13. There are two ways in which we can respond to climate change. The first is to reduce its causes, known as mitigation. The second is to respond to climate changes, known as adaptation. *Mitigation* is action to reduce the production of the greenhouse gases that cause global warming. In general this means reducing energy consumption and switching to cleaner supplies. At the local level this can be supported for example by renewable energy production (both large scale and within individual properties); reducing the need to travel through supporting sustainable communities; and through building design standards to ensure efficient use of energy and other resources used in construction and occupation.
- 9.2.2 *Adaptation* is action taken not only to minimise the adverse impacts of climate change, but also to take advantage of any beneficial change. This might affect us in Richmondshire by for example flood risk brought about by changes in rainfall patterns; spread of disease from warmer countries; changes in water, land and air quality; changed growing and tourist seasons; habitat change; and changes to the integrity of infrastructure, eg. impacting on water supply and drainage or on the operation of alternative modes of transport.



9.2.3 The Yorkshire and Humber Climate Change Adaptation Study 2004 describes the likely climate change impacts in Richmondshire up to 2050. It anticipates an increase in the annual maximum temperature by 3°C and an increase in the annual minimum temperature by 2°C; annual average hot days will increase slightly; a marginal increase in winter wind speeds; and the largest increase in winter average rainfall in the region. Specific expected impacts could include increased flood risk from rivers, drainage and surface run-off, with peak river flows expected to increase by 20% by 2050; a small risk of minewater breakout into the headwaters of the River Swale; increased risks from pests and diseases and spread of threats from warmer areas; increased risk of fires in upland areas due to drier summer conditions; increased demands on infrastructure – roads, drains, sewers, power and water supplies - to cope with changes in demands; biodiversity affected by drier summers and wetter winters; and increased growing and tourist seasons.

9.2.4 Taking several of the main dimensions of possible response to climate change in turn, the LDF needs to firstly address energy consumption and renewable energy. Renewable energy is generated from natural resources that are replenished. Renewable energy sources could be not only large scale applications which link to the National Grid, but also smaller off-grid installations, which could provide new energy sources and opportunities in remoter rural areas like Richmondshire. There have been a number of successful renewable energy schemes in the LDF area, eg. the use of a biomass boiler in the conversion of the Olliver business units at Aske and a wind turbine which supplies the office units at Harelands, Melsonby. However, evidence suggests that a very small proportion of energy use (only 1.2% in 2005 according to the Department of Energy and Climate Change) is currently being derived from renewable sources. Research on converting energy use into carbon dioxide reveals relatively high per capita emissions, fairly typical of the rural areas of the region, reflecting higher transport demands.

9.2.5 Planning for Renewable Energy Targets in Yorkshire and Humber (2004) identified the following renewable energy potentials for Richmondshire:

Renewable Energy Potential (MW)

	Wind	Biomass Wood	Biomass Co-firing	Hydro	Photo Voltaic	Total
2010	17	0.0	0.0	0.78	0.12	17.9
2021	34	0.7	2.1	0.78	1.5	39.1

This report also identifies the difficult decisions we face as a planning authority when considering the installation of these new technologies in the Richmondshire environment. All of the plan area is judged to be at least of medium sensitivity, rising to high sensitivity in the upland areas bordering the Yorkshire Dales National Park.



- 9.2.6 Turning to the quality of existing housing stock, which affects climate change (as well as the ability of people to afford warmth), the Council's 2006 Private Sector House Conditions Survey illustrates that whilst on average the energy efficiency of local housing was above the national average in all areas, the different styles of housing affected the costs of running them – for example housing in Richmond tends to be older and larger and therefore more expensive to run.
- 9.2.7 Finally, considering flood risk, the draft North West Yorkshire Level 1 Strategic Flood Risk Assessment (October 2009) identifies the general areas and scale of flood risk in the plan area. This indicates particular flood risks relating to the Swale – downstream of Richmond, particularly around Catterick Village; to Skeeby Beck with problems for Gilling West; and the Tees – properties in Croft on Tees at risk from the Tees and Clow Beck. The Ure is considered unlikely to result in flood risks because the river runs through rural areas and wide natural floodplains.
- 9.2.8 There is a well established, and growing, national and regional policy context for the development of the LDF response to climate change, reflecting its very high government priority. The Climate Change Act 2008 sets the long term legal framework which commits this country to reducing carbon dioxide emissions. Current national action is contained in 'Securing the Future: The UK Government Sustainable Development Strategy 2005', 'Climate Change: The UK Programme 2006', and in the Planning and Energy Act 2008. In the context of the LDF this means that future development should promote effective and efficient use of resources in the local area through enhanced building design, sustainable patterns of development, and greater self sufficiency in energy supplies.
- 9.2.9 National planning guidance is currently set out in Planning Policy Statement 1: Delivering Sustainable Development 2005, and more particularly in the Supplement to PPS1, 'Planning and Climate Change', published in 2007, together with PPS22: Renewable Energy 2004 and PPS25: Development and Flood Risk 2006. The Supplement to PPS1 advises that the Core Strategy should consider opportunities to supplement RSS policies and proposals, informed by and informing local strategies including the Sustainable Community Strategy. It advises that authorities should provide a framework to promote and encourage (rather than restrict) renewable and low carbon energy generation, in particular by not requiring any justification of need; protect landscape and townscape in ways consistent with PPS22; consider identifying suitable areas for renewable and low carbon energy sources; and expect a proportion of the energy supply of new development to be secured from decentralised and renewable sources. PPS22 recognises the need to carefully consider the location and impacts of energy sources, and requires consideration of factors such as impact on nationally and internationally designated buildings, and impact on local communities for example from traffic, but indicates that the approach should not be restrictive, and should not use local landscape designations to unnecessarily impede renewable energy developments other than in exceptional circumstances.



9.2.10 The PPS1 Supplement and PPS22 on Renewable Energy were both proposed by the previous Government to be replaced by a new PPS, recently the subject of consultation, entitled 'Planning for a Low Carbon Future in a Changing Climate'. This draft PPS, reflecting the urgency of delivering national targets, proposes to set a more prescriptive approach for LDFs. For renewable and low carbon energy development, it proposes that authorities should assess their area for opportunities for decentralised energy; design policies to support low carbon energy developments; establish criteria-based policies for renewable and low carbon energy developments in order to address adverse impacts; ensure that non-energy development does not preclude energy related development; set out opportunities for district heating through heat mapping; set out decentralised energy opportunities; and support opportunities for community-led renewable and low carbon developments. In terms of adapting to a changing climate, it proposes that authorities should set out how new development should be planned to avoid significant vulnerability to climate change; ensure that in areas of vulnerability, risks can be managed through suitable adaptation; bring forward adaptation options; and plan green infrastructure to optimise its benefits for biodiversity and contribution to responding to climate change. Regarding setting requirements for using decentralised energy, the draft PPS advises that local requirements should be set out in a DPD, derived from a local assessment of opportunities, but should relate to identified development areas or sites – the current approach of setting authority-wide targets (the so-called 'Merton' approach of requiring 10% on-site energy generation) should not be followed, because it will be unnecessary following imminent improvements to the Building Regulations.

9.2.11 The soon to be abolished RSS seeks to influence the impact of development on climate change in three ways, by expecting a sustainable pattern of future development; flood risk to be proactively managed in the landscape, ensuring that development avoids higher risk areas; and greenhouse gas emissions to be reduced and renewable energy sources maximised through energy efficient design and use of combined heat and power, delivering large grid-connected renewable energy installations according to regional targets, and securing use of decentralised and renewable or low carbon energy in new developments. RSS also sets specific targets to maximise renewable energy capacity by delivering at least 209MW by 2010 and 428MW by 2021 for installed grid-connected renewable energy capacity in North Yorkshire, and requiring new developments of more than 10 dwellings or 1000m² of non-residential floorspace to secure at least 10% of their energy from decentralised and renewable or low-carbon sources, unless, having regard to the type of development involved and its design, this is not feasible or viable (note: this approach is not now recommended in the draft PPS).



9.2.12 The Richmondshire SCS Green Living theme includes the objectives to actively minimise the use of energy, water and natural resources by ensuring that they are used efficiently, and achieve a 20% reduction in CO₂ by 2010 and for 10% of electricity to be generated from renewables by 2010. The North Yorkshire SCS Environment theme seeks to contribute to combating global warming through reducing greenhouse gas emissions and safeguarding and adding to carbon sinks; conserving and enhancing bio-diversity, natural habitats and the natural and built environments; developing solutions to reduce the risk and mitigate against the impacts of flooding and use of non-physical flood defence systems as opportunities to enhance habitats and bio-diversity; and supporting and encouraging greater involvement of commercial interests in environmental and conservation issues.

You told us that:

- it could well be possible (and viable) through implementation of LDF policies to make faster progress than the increasing building standards, particularly through the use of BREEAM and Code for Sustainable Homes standards. This could include higher standards than RSS for on-site renewable energy
- opportunities for combined heat and power (CHP) systems are likely to be restricted to developments in the Catterick Garrison area
- refurbishment or extension schemes should be required to consider achievable emission targets for existing buildings
- a wide variety of considerations need to be taken into account in assessing the impact of renewable energy installations, and particularly important in this area will be the visual and other impacts on heritage assets, tourism locations, and areas of natural beauty, and the need to protect archaeological sites and important wildlife areas
- flood risks are an important consideration, particularly downstream of Richmond. As well as the need to take account of national guidance and the advice of the Environment Agency, the importance of considering the role of green infrastructure in assisting in flood management, and of using Sustainable Drainage Systems (SUDS), were also stressed.

Extract from Issues and Options Consultation



The Proposed Approach

- 9.2.13 Before considering specific measures, the first and most fundamental point to make is that the strategic approach of the Core Strategy, based on the principles of defining and supporting a sustainable settlement hierarchy, is designed to help respond to the effects of climate change. A key principle if Climate Change mitigation is to be achieved is to reduce the distance between where people live, their place of work and the services they consume. This supports the proposed approach which locates development (and the provision of infrastructure) more in proportion to the proposed sustainable settlement hierarchy, particularly concentrating development in the upper tiers of the hierarchy around Richmond, the Garrison area, Leyburn and the proposed Service Villages. Distance is a fundamental issue in a rural context, and improving local access to facilities and work, and thereby minimising travel – at the heart of the reasoning behind the hierarchy – is a key element of reducing energy use and carbon emissions. Minimising the risks of flooding, a key concern in terms of adaptation to Climate Change, is also fully addressed by the proposed locational strategy.
- 9.2.14 Policy CP7 seeks to establish the key responsibilities of the LDF required by national policy in the supplement to PPS1 (and the RSS), reflecting the local circumstances and likely opportunities in this plan area:

Core Policy CP7: Responding to Climate Change

In seeking to mitigate and adapt to Climate Change, development and service provision must seek to ensure that impact on natural resources is minimised and the potential use of renewable resources maximised.

Proposals must take all potential opportunities to mitigate the effects of Climate Change by:

- minimising energy demand, improve energy efficiency and incorporating renewable energy technologies
- adopting the highest possible building standards in accordance with standards in force, for example the Code for Sustainable Homes and BREEAM
- maximising the re-use and recycling of waste materials and minimise the environmental consequences of waste production.

Proposals must seek to adapt to the potential implications of Climate Change by seeking to ensure that communities and the environment are not adversely affected by the actions of natural or other forces. Proposals must take particular account of the need to:

- ensure protection from, and not worsen the potential for flooding



continued

- make specific provision to deal effectively with drainage, including by the adoption of Sustainable Drainage Systems (SUDS) and similar methods;
- ensure that water supply is not adversely affected.

In all cases, development should not conflict with the requirements of Policy CP7, that seek to protect and enhance the District's natural and man-made assets. Any necessary mitigating or compensatory measures should be provided to address harmful implications.

The above policy approach will apply to specific environmental assets as follows:

- a) Within the Nidderdale and North Pennines Areas of Outstanding Natural Beauty which cover parts of East Witton and Muker Parishes, priority will be given to the conservation and enhancement of the natural beauty of the landscape.
- b) The biodiversity of the plan area will be maintained, enhanced and, where appropriate, restored to ensure a sustainable future for the natural environment in support of the Yorkshire and Humber Regional Biodiversity Strategy, the North Yorkshire Biodiversity Action Plan and the Richmondshire Biodiversity Action Plan.
- c) The landscape character of the plan area will be maintained, enhanced and, where appropriate, restored to ensure a sustainable future for the natural environment in support of Natural England's Joint Character Areas; the North Yorkshire and York Landscape Characterisation Project; and more detailed landscape character and enhancement work to be developed locally in due course through a Supplementary Planning Document.
- d) The green infrastructure network of the plan area will be protected and, where appropriate, enhanced to provide a high quality, accessible, diverse and well-connected network of green space to meet the needs of the community, businesses and visitors. The key green infrastructure network includes:
 - strategic green corridors
 - playing fields, sports fields and amenity space
 - the environmental qualities of the Coast to Coast walk and views from it
 - corridors of green space, recreation areas and trees which flow through the urban areas of Catterick Garrison and Leyburn
 - the strategic gap between the existing settlements of Leyburn and Harmby and defined by their respective development limit boundaries
 - village greens and common land
 - the Rights of Way network.
- e) The qualities of the historic assets across the plan area will be preserved and, where appropriate, enhanced to sustain Richmondshire's distinctive local character and sense of place.
- f) Development that is essential to meet the continually changing needs of national defence requirements will be accommodated within the military training areas around Catterick Garrison, together with the firing ranges at Feldom, and the training area at Marne Barracks.



- 9.2.15 It is proposed that the Facilitating Development Document will provide any necessary detail on implementation, and the designation of specific areas relevant to the operation of this Policy.
- 9.2.16 In determining the appropriate local approach to the matters covered in Policy CP7, key considerations reflect the local circumstances, in particular the largely rural nature of the plan area, with its scattered small settlements – and the strategy proposed in this document which expects little change, in total scale of development and in most parts of the plan area. Indeed, given the relative lack of opportunities elsewhere in the District, and the scale of the proposed development in the Hipswell/Scotton/Colburn area, it is likely that the only real scope for combined heat and power and significant on-site renewable energy generation will be within the proposed AAP area. Consideration for the scope for such provision will be a particular task of the AAP, as identified in Policy CASS2.

Core Policy CP7: Responding To Climate Change

Options not selected and why:

CP7A: be more ambitious and prescriptive

- this might for example involve a more prescriptive set of requirements and interventions, and a stringent set of targets. As far as renewable and low carbon energy developments, this approach might reflect the direction anticipated in the draft PPS discussed in para. 9.2.10. Whilst this approach could potentially deliver greater mitigation through its effects on energy production, given the circumstances in the plan area it is unlikely to be practical or effective – apart that is from the opportunities in the proposed AAP area, which are included within the strategy. Similarly, reflecting the characteristics of the plan area, greater ambition in adaptation measures is unlikely to be necessary, particularly given the proposed location of development. Finally, with the proposed review of national government guidance anticipated by the new Government, it is by no means clear exactly what approach might be appropriate in this potentially complex and technical area

CP7B: be less ambitious

- this could for example rely on the one hand on the advice of the extensive Government guidance reviewed in this section, and on the other, on the ingenuity and commercial judgement of market forces. However, government advice is itself requiring LDFs to get involved in this priority area, and not rely on market forces to necessarily address these issues adequately.



What do you think?

- Q9.4 Do you agree with the preferred option for Core Policy CP7 – responding to Climate Change and do you agree with the justification given?
- Q9.5 Do you agree with the rejection of the other alternatives considered here – and do you agree with the reasons given for their rejection?
- Q9.6 Are there any other considerations which should be taken into account?

9.3 Core Policy CP8: Protecting and Conserving our Environmental and Historic Assets

- 9.3.1 As the Strategic Objectives indicate (para. 3.13), maintaining and where possible improving the very high quality of the plan area's environmental and historic assets must be major concerns of the LDF. The quality and diversity of these assets – whether the landscape, rural heritage and culture, built heritage, green infrastructure or biodiversity – are what makes the plan area truly distinctive, and essential aspects help to determine the quality of life in this part of the country.
- 9.3.2 The plan area's environmental and historic assets are very diverse. The LDF plan area lies to the east of the Yorkshire Dales National Park, and the lower stretches of the Swale and Ure Valleys form natural extensions of this nationally designated landscape area. There are two Areas of Outstanding Natural Beauty (AONB) which extend from the north west and south into small parts of the LDF area, but within the remainder of the plan area there are many other identifiable areas of landscape with their own distinctive qualities and character. Many areas have a local landscape importance, particularly around the historic settlements. Other factors have been very influential in determining the local character, for example the present landscape has been influenced by a high number of local country estates, and by the Ministry of Defence. As the largest single landowner it operates training estates over very substantial areas of moorland. Large parts of the plan area provide important sources of groundwater.
- 9.3.3 The plan area is also particularly rich in biodiversity. Supporting nature conservation is a particularly important principle within the LDF. The North Pennines Dales Meadows which lie to the west of the plan area are a Special Area of Conservation which is a strictly protected site designated under Article 3 of the European Habitats Directive. This overlaps in part with the North Pennine Moors Special Protection Area designated under Article 4 of the EC Birds Directive for its rare and vulnerable birdlife. Within the plan area itself there are 11 Sites of Special Scientific Interest, along with over 200 Sites of Local Nature Conservation Importance, and Foxglove Covert, an important Local Nature Reserve within the military estate at Catterick Garrison. The river corridors of the Tees, Swale and Ure are important wildlife habitats, as are the upland moorland areas. In addition, there are numerous other features, sites and areas which provide a network of nature conservation resources spread across the plan area.



- 9.3.4 'Green Infrastructure' is an important element of sustainable communities and although in some ways more relevant to urban areas, it also relates to the rural environment. The plan area has rich existing and potential green infrastructure, and establishing the strategic and locally important elements will be an important responsibility of the LDF. Green infrastructure works at different levels so that in the wider countryside it is often viewed at a larger scale, encompassing large country or regional parks; extensive habitats, major landscape features such as river corridors and flood meadows, landscapes, along with the identification of wide green corridors and ecological networks.
- 9.3.5 The plan area contains a large number of archaeological sites (over 1,200 recorded sites being within the North Yorkshire Environmental Record). There are 41 designated Conservation Areas, and over 1,200 listed buildings and structures. But in addition to formally recognised built heritage, there are many other buildings of genuine quality or features which enrich the urban and rural environments, and which provide the local distinctiveness which gives the LDF area its special character.
- 9.3.6 There is a strong policy context for the development of the LDF's approach to these assets. National guidance provides a very strong context for protecting and enhancing our environmental and historic assets. The role of the LDF is to provide local interpretation and definition of how our distinct local assets should be conserved. Although the new Government has stated its intention to reform and recast national planning guidance, national guidance is currently provided in PPS1 'Delivering Sustainable Development'; PPS7 'Sustainable Development in Rural Areas' (as amended by new PPS4, 'Planning for Sustainable Growth'); and recently published PPS5 Planning for the Historic Environment (replacing former PPG15 concerning the historic Environment and PPG16 concerning archaeology); PPS9 'Biodiversity and Geological Conservation' provides guidance on these matters, but was intended to be replaced by a new PPS 'Planning for a Natural and Healthy Environment', which would have incorporated aspects of a number of PPS's, including PPS7 and PPS17 (Planning for Open Space, Sport and Recreation).
- 9.3.7 The soon to be abolished RSS, also provides a helpful context. It anticipates a potential conflict with important nature conservation objectives if significant development were to take place in or around Richmond which may impact on the North Pennines Special Area of Conservation. In environmental asset terms therefore, and for the purposes of the RSS, development at Catterick Garrison may help reduce development pressure at Richmond which is close to the North Pennine Dales and Meadows SAC and would thereby be a more sustainable approach to development requirements arising from the designation of the two settlements as a 'Joint Principal Town'. A range of other RSS policies are of relevance to the future of our environmental assets, including policies concerned with green infrastructure; water quality; forestry, trees and woodlands; biodiversity; historic environment; and landscape – together with the more specific locality guidance contained in the Vales and Tees Links and Remoter Rural Sub Area Policies.



- 9.3.8 The Richmondshire SCS 'Richmondshire 2021' has many significant spatial elements which are important in terms of developing the LDF's approach to our environmental assets. In particular it "seeks a pattern of investment that respects and uses the environmental assets of the Plan Area in a positive and sustainable way to underpin the rural economy, maintain the quality of life for residents and enhance Richmondshire's advantage over competing areas". Similarly, the North Yorkshire SCS has identified the environment is one of its top ten priority themes. Its vision is for communities to see their high quality environment enhanced, and in order to achieve this recognises it as necessary to protect natural and historic assets for our future communities, being key to the County's economic prosperity and to the quality of life it offers its residents. It includes the aims of conserving and enhancing bio-diversity, natural habitats and the natural and built environments, and supporting and encouraging greater involvement of commercial interests in environmental and conservation issues.
- 9.3.9 Finally, the Biodiversity Action Plan (BAP) for Richmondshire was prepared in 2005 primarily by North Yorkshire County Council but with support and funding from Richmondshire District Council and Natural England. It provides a great deal of detailed information which is important in terms of developing the LDF's approach to our environmental assets. In particular, it places an emphasis on 'priority habitats' (eg. lowland wood pasture) and on 'priority species' (eg. curlew). Within the BAP there are individual Action Plans for twelve types of habitat and for five priority species.

You told us that:

- protection of landscape character, and taking it into account in making decisions on development, is very important
- the impact of military training requires special policy recognition
- green infrastructure is an important concept, and many ideas were put forward about what is important, and how it can be enhanced – and the importance of the link with biodiversity was stressed
- there is a need for a strong policy framework to secure protection and enhancement of biodiversity, and it is critical to engage local communities
- preservation and conservation of historic buildings is similarly very important to securing local character and quality of life – extending beyond concern simply with listed buildings to the whole range of buildings and structures which contribute to our historic heritage.

Extract from Issues and Options Consultation



The Proposed Approach

9.3.10 The local approach, reflecting plan area priorities, is proposed to be addressed by Policy CP8, which seeks to establish the key responsibilities of the LDF required by national policies and (currently) the RSS:

Core Policy CP8: Protecting and Conserving our Environmental and Historic Assets

Development or other initiatives will be supported where they preserve and enhance the plan area's natural and man-made assets which, where appropriate, are defined in the LDF Development Plan Documents and identified on the Proposals Map. Particular support will be given to initiatives to improve the natural environment where it is poor and lacking in diversity.

Development will not be supported which:

- has a detrimental impact upon the interests of a natural or man-made asset
- is inconsistent with the principles of an asset's proper management
- is contrary to the necessary management of development within or affecting nationally or locally designated areas.

Any necessary mitigating or compensatory measures must be provided to address potential harmful implications of development.

The above policy approach will apply to specific environmental assets as follows:

- a) within the Nidderdale and North Pennines Areas of Outstanding Natural Beauty which cover parts of East Witton and Muker Parishes, priority will be given to the conservation and enhancement of the natural beauty of the landscape
- b) the landscape character of the plan area will be maintained, enhanced and, where appropriate, restored to ensure a sustainable future for the natural environment
- c) the biodiversity of the plan area will be maintained, enhanced and, where appropriate, restored to ensure a sustainable future for the natural environment in support of the Yorkshire and Humber Regional Biodiversity Strategy, the North Yorkshire Biodiversity Action Plan and the Richmondshire Biodiversity Action Plan
- d) the green infrastructure network of the plan area will be protected and, where appropriate, enhanced to provide a high quality, accessible, diverse and well-connected network of green space to meet the needs of the community, businesses and visitors. The key green infrastructure network includes:
 - strategic green corridors
 - playing fields, sports fields and amenity space



continued

- the environmental qualities of the Coast to Coast walk and views from it
 - corridors of green space, recreation areas and trees which flow through the urban areas of Catterick Garrison and Leyburn
 - the strategic gap between the existing settlements of Leyburn and Harmby and defined by their respective development limit boundaries
 - village greens and common land
 - the Rights of Way network.
- e) the qualities of the historic assets across the plan area will be preserved and, where appropriate, enhanced to sustain Richmondshire's distinctive local character and sense of place. Particular attention will be given to designated Conservation Areas and listed buildings, and their settings; major archaeological sites and sensitive areas; sites and buildings at risk; historic buildings contributing to local character; historic shop fronts; locally important features; historic public viewpoints; and Parks and Gardens of Special Interest and other local country estates.
- f) Development that is essential to meet the continually changing needs of national defence requirements will be accommodated within the military training areas around Catterick Garrison, together with the firing ranges at Feldom and the training area at Marne Barracks.

9.3.11 The Facilitating Development Document will include specific policies to support the overall achievement of the environmental asset objectives. It is intended that maps will be included in the finally submitted Core Strategy to illustrate (but not define, which is the responsibility of the Proposals Map) the spatial context for each of these.

9.3.12 The general purpose of this policy approach is to support development and measures which enhance or preserve our assets; to reject detrimental developments and activities; to secure mitigation or compensation measures where appropriate; to provide support for green infrastructure; and to show how details of this approach are to be addressed in the future through both the Catterick Area Action Plan and the Facilitating Development Document. It is intended that landscape considerations will also be the subject of a future Supplementary Planning Document, which will provide more detailed guidance of the ways in which landscape considerations are to be taken into account.

9.3.13 Within the Nidderdale and North Pennines Areas of Outstanding Natural Beauty, development which would be inconsistent with this purpose will not be acceptable unless clear evidence is brought forward to show that it needs to be located in the AONB because of a lack of suitable sites elsewhere. Any new development will be expected to attain the highest standards of design.



9.3.14 When considering matters affecting landscape assets, particular regard will be given to the following key landscapes:

- the gritstone high plateaus
- the vale fringes
- the vale farmland with dispersed settlements
- the settled vale farmland
- the limestone dales
- the river floodplains.

The approach will take account of Natural England's Joint Character Areas; the North Yorkshire and York Landscape Characterisation Project; and more detailed local landscape character and enhancement.

9.3.15 When considering matters affecting biodiversity assets, particular regard will be given to the following key habitats and species:

- the North Pennines Dales Meadows (Special Area of Conservation) and the North Pennine Moors (Special Protection Area)
- designated Sites of Special Scientific Interest
- designated sites of Local Nature Conservation Importance
- the Foxglove Covert Local Nature Reserve
- the Tees, Swale and Ure river corridors
- the upland areas of Kexwith Moor, Holgate Moor, Holgate Pasture, Hurst Moor, Marrick Moor, Redmire Moor, Preston Moor, Stainton Moor and Bellerby Moor
- the network of nature conservation resources including ancient and broadleaved woodland, semi-improved grassland, flushes and marshy grassland, ponds and open water, hedgerows, cliffs and rock faces
- priority habitats – woodland, lowland wood pasture, parkland and veteran trees, upland hay meadow, flood plain grassland, upland calcareous grassland, species rich grassland, upland heathland and blanket bog, moorland edge, fen, reedbed, flowing water, and standing water
- priority species – otter, water vole, bats, black grouse and curlew.

9.3.16 The strategic green infrastructure corridors identified by Natural England within the Plan area are along the River Ure; the Swale valley; the Tees valley; the Skeeby - Newsham corridor; the Ravensworth - Forcett - Cliffe corridor; the Scorton - Croft corridor; and the Catterick Village - Leyburn corridor. The urban area of Catterick Garrison is particularly notable for its green infrastructure which is made up of corridors of green space, recreation areas and trees which flow through the urban area, whilst in the urban area of Richmond, The Batts and Round Howe to the west of the town are particularly important.



9.3.17 When considering matters affecting historic assets, particular regard will be given to:

- designated Conservation Areas and their setting
- major archaeological sites at Cataractonium, Stanwick Fortifications, Jervaulx Abbey, Dere Street, and Scots Dyke as well as other recorded sites of archaeological importance across the plan area
- archaeologically sensitive areas in and around the historic cores of Richmond and Middleham
- buildings and structures included on the statutory list of Buildings of Architectural and Historic Interest and their setting
- sites on English Heritage's Heritage at Risk Register together with buildings which may in future be included on a Local Risk Register
- unlisted historic buildings which contribute to the overall character of the area
- historic shop fronts in Richmond, Middleham and Leyburn as well as some villages
- locally important boundary walls, hedges or railings, historic passageways and yards, important trees and tree groups, pinfolds, troughs, pumps, mounting blocks, pillar boxes, G6 telephone kiosks and orchards
- historic public viewpoints from Richmond Castle Keep; Castle Walk, Richmond; Frenchgate Head, Richmond; Maison Dieu, Richmond; the Grandstand on Richmond's former Racecourse; Slegill, south of Richmond; Middleham Castle Keep; and The Shawl, Leyburn
- sites on English Heritage's Register of Parks and Gardens of Special Interest at Aske Hall, Constable Burton Hall, Forcett Hall, St. Nicolas, the Temple Lodge Grounds, and Middleton Lodge
- other local country estates including Croft Hall and Halnaby, Barningham Estate, Cliffe Hall, Bolton Estate, East Witton Estate and Hornby Castle.

9.3.18 The military training areas cover Hipswell Moor, Hauxwell Moor, Barden Moor, Downholme Moor, Halfpenny House Moor and Stainton Moor to the west and south of Catterick Garrison; Gayles Moor, Marrick Moor and High Moor which are home to the firing ranges at Feldom; and Oran House which provides a training area at Marne Barracks.

Core Policy CP8: Protecting And Conserving Our Environmental Assets

Options not selected and why:

Although there may be detailed differences in approach according to the particular characteristics of each asset, essentially there are two broad alternative approaches to the preferred strategy:

CP8A: **be more restrictive and prescriptive**

- this approach might remove doubt, and clarify matters of principle, in order to ensure a closer respect for assets, and for their conservation. However, in a practical sense, the diversity of the topics covered here suggests that the Core Policies should be as brief as possible, to avoid a potential proliferation of extra policies – and further restriction might miss or restrict opportunities to achieve much needed development. The proposed policy already incorporates a fair amount of detail and many dimensions

continued overleaf



CP8B: be less restrictive and prescriptive

- for example this could rely on the one hand on the advice of Government guidance, and on the other, on the ingenuity and commercial judgement of market forces. This approach might be valid, since in many cases Government guidance is extensive and often sufficient in itself. However there are often aspects where local differences or wishes need clarification. In addition, experience suggests that market forces will not by themselves often address these issues adequately, and the end result could be to the detriment of the asset.

What do you think?

- Q9.7 Do you agree with the preferred option for Core Policy CP8 – protecting and conserving our environmental assets and do you agree with the justification given?
- Q9.8 Do you agree with the rejection of the other alternatives considered here – and do you agree with the reasons given for their rejection?
- Q9.9 Are there any other considerations which should be taken into account?

10. Prosperous Communities

Spatial Principle SP5 defines the proposed spatial economic strategy – establishing the scale, type and key locations for employment. In this Chapter, three policies provide necessary detail to elaborate this strategy: CP9 concerns the various measures and priorities which will be encouraged to secure a sustainable economy; CP10 indicates how support should be given to town and local centres; and CP11 provides a context for developing tourism.

10.1 Core Policy CP9: Promoting a Sustainable Economy

- 10.1.1 Policy CP9 seeks to identify those economic measures which should be given priority, in seeking to promote types of development or means of providing support, specific to the local economy of the Richmondshire LDF plan area. The evidence base, public consultation responses and the national, regional and local policy context for these proposals is set out in the preamble to Spatial Principle SP5.



Core Policy CP9: Promoting a Sustainable Economy

Support will be given to developing and sustaining the economy of Richmondshire. Particular priority will be given to:

- supporting diversification in the range of economic activities, in particular encouraging provision of employment opportunities in higher skilled, better quality jobs which are better able to capitalise on the skills of the resident population, including those of young and elderly people within the workforce, and the retention of these skills within the District
- promoting the sustainable growth of the key economic sectors represented in the area, together with their supply chains – particularly agriculture and food; the military sector; tourism; horse racing; digital, creative and cultural enterprises; and green, renewable energy and low carbon industries
- supporting tourism developments in accordance with Policy CP11
- encouraging sustainable diversification of the rural economy, in accordance with Policy CP2
- sustaining small and medium sized enterprises, including through encouraging the development of support services, and supporting existing and new businesses to grow to realise their potential
- developing the District's skills base, including support for the local provision of education and training facilities
- ensuring the continued renaissance and vitality of the town centres of Richmond, Catterick Garrison and Leyburn
- provision of high quality sites and premises suitable for B1 uses, in the town centres of Richmond, Catterick Garrison and Leyburn wherever possible
- provision of mixed use sites, incorporating high quality layouts, landscaping and design, based on sustainable development principles
- developing institutional and commercial links with Tees Valley and the North East
- providing job opportunities and economic developments, particularly within Richmond and the Lower Wensleydale Sub Area, which help to support the functioning of the Yorkshire Dales National Park
- provision of infrastructure necessary to support economic development
- supporting transport investment which will help sustain the local economy, giving priority to schemes which improve links and improve local accessibility between homes and jobs across the District, and in particular improve accessibility to and from the SP1 settlement hierarchy, especially by sustainable forms of transport – public transport, walking and cycling.

Critically important transport measures include:

- improved accessibility on the Richmond – Catterick Garrison – A1 corridor (the A6136)
- A1 motorway upgrading proposals
- improved accessibility on the Dales – Leyburn – A1 corridor
- development of the Wensleydale Railway
- sustainable access improvements to Gallowfields Trading Estate, Richmond.



- 10.1.2 Policy CP9 seeks to define, consistent with the broad approach established in Spatial Principle SP5, the key considerations in promoting a more sustainable economy, whether by encouraging specific initiatives or investment schemes, or determining proposals for development. It links closely to the objectives of the Sustainable Communities Strategy (Richmondshire 2021), and to its key delivery mechanism, the Prosperous Communities Strategy. It also draws together key economic considerations from the sub area strategies (CASS1 and 2, LWSS, NRSS).
- 10.1.3 A further key dimension is the identification of critical infrastructure requirements necessary to support the sustainable rural economy, a major element of which relates to the identified transport investment priorities which will need to be delivered if the LDF is to achieve all its objectives. These infrastructure elements are considered further in the emerging Infrastructure Delivery Plan (Chapter 13).

Core Policy CP9: Promoting A Sustainable Economy

Options not selected and why:

CP9A: less directive – rely on market forces

- this approach might leave guidance solely at the level of the Strategic Principle SP5. It would be flexible, but would not utilise the opportunity that the LDF provides to integrate and co-ordinate a wide range of economic measures with the spatial planning approach being advanced

CP9B: be more prescriptive

- more specific detail could be provided under each heading, which would provide more clarity. However, given the rapidly changing and diverse nature of the economy, this could rapidly prove to be inflexible and restrictive. Further detail is generally therefore neither appropriate nor feasible.

What do you think?

- Q10.1 Do you agree with the preferred option for Core Policy CP9 – promoting a sustainable economy and do you agree with the justification given?
- Q10.2 Do you agree with the rejection of the other alternatives considered here – and do you agree with the reasons given for their rejection?
- Q10.3 Are there any other considerations which should be taken into account?



10.2 Core Policy CP10: Supporting Town and Local Centres

- 10.2.1 The future role and performance of the town centres within the plan area will be critical to the economic fortunes of the District – not least in Richmondshire because of the important complementary relationship which needs to be achieved between Richmond and the Catterick Garrison town centres, and which is an important strategic objective of the LDF.
- 10.2.2 National guidance (see paras. 4.7.7-8) contained in the recently published Planning Policy Statement ‘Planning for Sustainable Growth’, PPS4 (Dec. 2009 – which now includes the former PPS6, concerned with town centre planning) sets the primary approach which needs to be taken in the operation of town centre planning policies. PPS4 (Policy EC3) places a fundamental responsibility on LDFs to define the retail network and hierarchy of town and local centres – including the definition of the extent of the centre (the town centre boundary), the primary shopping area boundary, and if appropriate the definition of primary and secondary shopping frontages. The PPS also requires that the LDF defines the locally relevant floorspace threshold for the scale of edge-of-centre and out-of-centre developments which should be subject to an impact assessment. Other policies in PPS4 establish the approach to planning for consumer choice and promoting competitive town centres, site selection and land assembly, and the definition and operation of the sequential approach which should be taken both in plan site selection and determining planning proposals to ensure that town centre uses are encouraged to locate within a defined centre first, then if no within centre locations are available, on the edge – and only failing the lack of availability of edge of centre sites to consider locations elsewhere. These principles are established in full and in detail in the PPS, and do not need repeating in the LDF.

You told us that:

- provision for the evening economy is poor – support should be given for quality catering in Richmond town centre – although there is concern about potential late night drinking
- general support should be given to securing more specialist shops.

Extract from Issues and Options Consultation



- 10.2.3 Policy CP10 seeks to establish the key responsibilities of the LDF required by national policy PPS4 and the RSS:

Core Policy CP10: Supporting Town and Local Centres

Support will be given to maintaining and enhancing the vitality and viability of the town centres of:

Richmond

Catterick Garrison

Leyburn

Retail and other town centre development of a scale appropriate to the role of these centres, including developments associated with the evening economy, will be supported, provided that development respects the character of the environment of the centre, including its special architectural and historic interest and assists in maintaining its existing retail function. Retail developments of more than 1,500 sq. m. will need to show that they will not undermine the vitality and viability of the town centre they are located in or any other town centre in the hierarchy. Furthermore, such developments in either Richmond or Catterick Garrison must demonstrate that they will be complementary and not conflict with the role of the other centre.

- 10.2.4 Policy CP10 defines the retail hierarchy of town centres in the plan area. It is not considered that any local centres exist in this plan area which should be defined, although the proposed AAP will need to address the appropriate location of lower order retail and other centre facilities outside the Garrison Town Centre.
- 10.2.5 Policy CP10 also identifies a threshold of 1,500 sq. m. for the requirement of an assessment of whether proposals over this limit could undermine vitality and viability of any town centre (including the one in which they are located). This threshold is considered appropriate in relation to likely development proposals in the area, and their potential significance – it continues the level established in the previous Local Plan. The Policy also identifies three key locally important factors: the need to respect the important architectural and historic character of the town centres; to stimulate the evening economy; and to seek to ensure that all developments in Richmond and Catterick Garrison town centres are complementary, in terms of encouragement towards providing for differing markets, and not duplicating provision of similar shops and services.
- 10.2.6 The definition within the LDF, as required by PPS4, of town centre and primary shopping areas, and any primary and secondary shopping frontages, will be accomplished within the Facilitating Development Document and the accompanying Proposals Map.



What do you think?

- Q10.4 Do you agree with the preferred option for Core Policy CP10 – supporting town and local centres and do you agree with the justification given?
- Q10.5 Do you agree with the rejection of the other alternatives considered here – and do you agree with the reasons given for their rejection?
- Q10.6 Are there any other considerations which should be taken into account?

Core Policy CP10: Town And Local Centres

Options not selected and why:

There are a number of options that could potentially be looked at under this policy. However, the important issue of how town centres relate has already been dealt with under CASS1. Whilst extensions to the hierarchy could be considered, there are no real alternatives elsewhere in the plan area. This leaves the question of the threshold set for retail impact studies:

CP10A: lower threshold for retail studies;

- a lower threshold would put a burden on smaller developments that would risk deterring investment in Richmond or Leyburn

CP10B: higher threshold for retail impact studies;

- a higher threshold would ignore the current scale of retail floorspace in the traditional town centres and risk overlooking proposals that could have an adverse impact on the existing mix.

10.3 Core Policy CP11: Developing Tourism

- 10.3.1 The national policy context for tourism planning is also provided by PPS4 'Planning for Sustainable Growth' (Dec. 2009), which includes a specific policy EC7 concerned with planning for tourism in rural areas. A small part of PPS7 'Sustainable Development in Rural Areas' also remains of relevance. National policy supports sustainable rural tourism, and recognises that it is vital to many rural economies. Encouragement is given to LDFs to support the provision and expansion of tourist and visitor facilities in appropriate locations, carefully balancing the need for facilities, viability and environmental concerns. It indicates that even in areas statutorily designated for particular environmental or heritage qualities, there will be scope for development, subject to controls. PPS4 indicates that facilities should wherever possible be located in existing or replacement buildings, or where new buildings are required, they should be located close to service centres or villages, unless specifically associated with particular countryside attractions. New caravan sites should not be prominent in the landscape and seek to minimise intrusion. RSS Policy E6 also provides a general context supporting sustainable tourism.



Core Policy CP11: Developing Tourism

The establishment of tourist related activities will be encouraged which make a sustainable contribution to the local economy, and which do not have a detrimental impact on, and where possible enhance, the local environment and landscape. Particular priority will be given to supporting improvements in the range and quality of facilities and to redevelopment and conversion rather than new building.

The provision of small scale, low key and low impact tourist accommodation, including the location of caravans (static and touring), chalet accommodation and camp sites, will only be supported in the countryside if it does not adversely affect the character and appearance of the area, taking account of the capacity of the site and local area to absorb the development.

- 10.3.2 A key ingredient, reflecting the intent of the Prosperous Communities Strategy, is to focus on supporting qualitative rather than quantitative improvements. It is intended that the Facilitating Development Document will include specific policies to support the delivery of standards to enhance the quality of tourism in Richmondshire.

Core Policy CP11: Developing Tourism

Options not selected and why:

CP10A: greater promotion of tourism, with an emphasis on the local economy;

- whilst economically beneficial (if commercially successful), this could lead to increasing impact on the environment, and potentially be less sustainable

CP10B: restrictive approach to tourism with a greater emphasis on the environment

- this risks stifling innovation, and could be seen as inflexible. Whilst environmental concerns may result from tourist activities because of their location, design solutions may exist which could provide satisfactory mitigation

CP10C: exclude specific guidance on tourism issues

- relying on PPS4 and other national guidance would not allow the LDF to address one of the most important economic sectors in this plan area – and where a specific local policy approach, to improve quality rather than quantity, could be supported through the spatial planning system.



What do you think?

- Q10.7 Do you agree with the preferred option for Core Policy CP11 – developing tourism and do you agree with the justification given?
- Q10.8 Do you agree with the rejection of the other alternatives considered here – and do you agree with the reasons given for their rejection?
- Q10.9 Are there any other considerations which should be taken into account?

11. Healthy Lives

Core Policy CP12: Recreation and Culture

- 11.1 Existing cultural and recreational facilities (including amenity open spaces) are critically important resources for the District, in terms of promoting healthy lifestyles and supporting the amenity of sustainable communities. In general, there is insufficient resources available and accessible to residents throughout the plan area, to justify any loss, and any scope to add to existing resources should be taken. Consequently the LDF will support proposals and activities that protect, retain or enhance existing cultural, recreational and amenity assets, or lead to the provision of additional assets, in accordance with the following Policy:

Core Policy CP12: Recreation and Culture

Support will be given to proposals and activities that protect, retain or enhance existing cultural, recreational and amenity assets, lead to the provision of additional assets, or improve access to facilities, particularly by non-car modes of transport. This will include support for greater access to and enjoyment of the countryside.

Development of existing cultural, recreational land and buildings and amenity open space will not be supported, unless the asset is no longer required or development secures satisfactory replacement or improvement of the use or amenity of existing spaces that outweighs its loss. Where appropriate, all development will be expected to make provision, or a contribution towards provision, of open space.



- 11.2 The LDF has a key role in ensuring the meeting of open space needs arising from future developments. New housing development must provide a suitable amount of open space within the site boundary, unless offsite provision or funding in lieu of provision would be more appropriate. Detailed local standards will be defined within the Facilitating Development Policies Document, in accordance with the approach and guidance established in PPG17 – Sports and Recreation, and the guidance of the National Playing Fields Association. Consideration will also be given in that DPD to identify important sites to be protected, or proposals for new provision. Provision in this respect clearly links very closely to the establishment and protection of the green infrastructure network of the plan area, addressed under Policy CP8.

Core Policy CP12: Recreation And Culture

Options not selected and why:

CP12A: greater promotion of leisure, recreation and culture by the LDF

- promote substantially greater levels of provision, and identify specific requirements in the Core Strategy. The feasibility of this approach in resource terms would be very doubtful, and fail to reflect the need to balance alternative planning objectives

CP12B: allow the loss of existing open space or other recreational assets in order to achieve needed other forms of development

- this might be appropriate if sufficient genuinely accessible facilities are available, but as a principle, would tend to undermine the plan wide level of provision

CP12C: rely on the operation of market forces (ie. exclude policy)

- this could result in the loss of some facilities, or the provision of facilities less adequate than established standards would require. Experience suggests that without prescription, the level of community provision made with new developments could be limited, or retention of facilities doubtful.

What do you think?

Q11.1 Do you agree with the preferred option for Core Policy CP12 – recreation and culture and do you agree with the justification given?

Q11.2 Do you agree with the rejection of the other alternatives considered here – and do you agree with the reasons given for their rejection?

Q11.3 Are there any other considerations which should be taken into account?



12. Safe Places

12.1 Core Policy Crime and Road Safety

Although Richmondshire is one of the safest areas in the country, there is no room for complacency. The Sustainable Community Strategy identifies that crime and community safety – and as important – fear of crime, remain amongst the public’s top concerns. The SCS has identified achieving safe places as a key priority, seeking to achieve the vision of “a place where everyone feels and is safe” by 2021. This high priority is also reflected in the LDF and is expressed in the following Core Policy:

Core Policy CP13: Crime and Road Safety

Design of all developments (including transport schemes) must take account of the need to promote safe living environments and reduce the opportunities for crime and the fear of crime, disorder and anti-social behaviour.

12.1.2 The design of buildings and spaces can make a major contribution towards reducing the scope for crime, and create reassuring living environments. Open amenity spaces used for walking, sport and children’s play must be designed to be as safe as possible, and believed to be safe. The design and layout of new developments should follow national advice, such as the ‘Secured by Design’ guidance. Good design takes account of the scope to provide for public spaces to be overlooked by neighbours, and for the incorporation of potential escape routes. Designing out crime is possible in almost all public spaces – including housing estates, town centres and industrial areas. It is intended that the Facilitating Development Document will include specific policies to support the delivery of crime and road safety standards.

Core Policy CP13: Crime And Road Safety

Options not selected and why:

- CP13A: exclude the Policy – deal with the issues in the Sustainable Community Strategy (SCS) and other strategies**
- this would represent a significant missed opportunity to take a wider view of the potential of the LDF spatial planning system, and contribute to key community priorities. Failure to take these issues into account could increase otherwise manageable risks.

continued overleaf



CP13B: permit the market to determine the appropriate design of development

- although crime prevention design standards are relatively well established, and the issues are generally widely known, explicit identification of the issues in spatial planning terms may still have benefits, not least in contributing to reducing the fear of crime, as well as the potential itself.

What do you think?

- Q12.1 Do you agree with the preferred option for Core Policy CP13 – crime and road safety and do you agree with the justification given?
- Q12.2 Do you agree with the rejection of the other alternatives considered here – and do you agree with the reasons given for their rejection?
- Q12.3 Are there any other considerations which should be taken into account?



Section 5: Implementation and Delivery

Section 5 explains how the proposed Core Strategy can be realised over its fifteen year timescale. Chapter 13 describes the working nature of the plan as a partnership document helping to deliver change in the plan area. Chapter 14 addresses the provision of the necessary infrastructure to accommodate the scale of change envisaged, which is crucial to the delivery of the proposed Core Strategy's objectives. Finally, in Chapter 15, the proposed Core Strategy needs to be responsive to the changing environment it operates in, whether this is external economic pressures or changing local communities.

13. Implementation

- 13.1 The preceding sections of this document have explained the challenges faced in the plan area, and the principles and policies which are proposed as the approach to tackling them (together with the vision of the end result). But how will the plan be put into practice? This section contains this brief chapter which explains the general approach towards implementation of the plan. It is followed by Chapter 14, which explains the Infrastructure Delivery Plan – those ingredients which will be necessary to achieve delivery of the strategy, who will provide, and the feasibility of provision. Finally, Chapter 15 explains the approach to monitoring and review – how to check whether the plan is being implemented, assess the outcomes from its operation, and help to ensure that the plan remains on course.
- 13.2 This plan is intended be a practical document – not one prepared and then left on the shelf. National guidance (PPS12 – Creating strong safe and prosperous communities through Local Spatial Planning, 2008) stresses the significance of this approach, and the importance of implementation, and the delivery of its proposals.
- 13.3 In terms of implementation, the first, and fundamental point to make is that the LDF is intended to be a *partnership* document – not simply the proposals of the District Council. One of the most important dimensions of the process to-date, and of the current consultation on this document, is the intention to secure agreement from all the key partners that this is the best approach to take, and that through their joint actions the challenges will be addressed, and the plan will be delivered. These key partners include members of the Local Strategic Partnership (the body which prepares the Sustainable Community Strategy), the County Council, North Yorkshire Police, the Ministry of Defence and other Government departments such as the Highways Agency, public utility providers, and the private sector – the firms and businesses which operate in the area. But preparation of the LDF is not intended to be a one way process – the views, and support, of partners are actively being sought through this consultation, to ensure that the approach of the LDF also meets their own requirements, and can help deliver their own strategies and proposals. The LDF will also be very relevant to the achievement of the aspirations of adjacent authorities, including the Yorkshire Dales National Park Authority. The plan is not intended to express simply the views of the District Council, but fundamentally an agreed tool and co-ordinating device which is of use to everyone.



- 13.4 The Infrastructure Delivery Plan (Chapter 14) addresses key practical requirements if the plan is to be achieved, and assesses the feasibility of delivery. The mechanisms for checking whether the proposals are being delivered are established in Chapter 15 concerned with monitoring and review – and an important part of the LDF (see Annex 1) will be the Annual Monitoring Report. This will tell us whether the plan is on course. But what happens if the desired outcomes are not occurring – if the plan is not on track? What if there are unforeseen circumstances? A number of points need to be made.
- 13.5 Firstly, the plan is designed to be robust – resilient to external influences. The right plan or approach for a variety of circumstances. Thus fundamental ingredients of the strategy such as the hierarchy of settlements proposed under Spatial Principle SP1, and the distribution of housing under SP4 or employment under SP5 are suggested to be the most appropriate whatever the actual scale of development – whatever the likely requirement (eg. after the RSS is abolished) or the economic circumstance which may pertain in the future (eg. appropriate whatever the state of the world economy, despite credit crunches or booms). Obviously the full range of such external circumstances cannot be gauged now, but the contention made here is that the hierarchy and distribution proportions will be the most sustainable for a wide range of levels of growth. The evidence provided by the SHELAA (May 2010) supports the conclusion that a range of suitable development opportunities exist which are capable of providing for different scales of development – to be brought forward according to the provisions of the plan.
- 13.6 This links to the second key point about implementation. Sites and areas for development are proposed to be identified and brought forward through the preparation of the Facilitating Development Document, to be prepared after the Core Strategy. This DPD will also address the need for specific mechanisms for the release of sites, reflecting the information provided in the monitoring process. Thus it should offer the mechanism to rein back, or throttle – or conversely to bring forward – development, for example to ensure that it is co-ordinated with the timing of infrastructure delivery, or to achieve the proportions of development intended in the Spatial Principles. It will explain the process for operating such a mechanism, through phasing the release of sites if necessary, or through taking other actions.
- 13.7 Indeed taking appropriate actions to ensure the plan remains on track will be an important dimension of the implementation of the LDF over time. Clearly through the development management process, it is feasible to restrain development to ensure co-ordination and achievement of plan objectives. In terms of the need to increase development, infrastructure provision or investment, in some circumstances, such as responding to world economic conditions and a decline in the house building sector, actions may be limited, but still not wholly ineffective. If development needs to be encouraged rather than restrained, there are other actions which can be taken. Land in the ownership of the partners, and their investment programmes and strategies for the delivery of services, can be prioritised and related to LDF delivery objectives and problems. The fundamental purpose of the LDF in providing a co-ordinating mechanism for the actions of a number of agencies can be crucial in enabling a joint response to stimulate needed development, or ensure that the scope for critically important, but perhaps scarce, pump-priming investment can be used to the best effect.



- 13.8 Beyond mechanisms to hold back or bring forward development, if the plan is found to be leading to outcomes departing significantly from those intended, there is the ability to formally review the plan. Whilst the overall relevance of the plan will be kept under review as a matter of course, and formal future reviews built into the timetable, there is scope for a rapid process of partial or selective reviews of components which might need alteration, for example to respond to external circumstances. A further alternative approach is to build contingency arrangements into the current plan. Thus, to have a 'plan B' set out within the strategy, to respond if circumstances dictate. In the circumstances of relatively little change now and likely in the future in this rural area, such contingency arrangements are generally not considered to be appropriate in our case. But views are being sought on this through this consultation, and it may be that some of the alternatives described in this document, but proposed to be rejected, could be built in as alternatives.
- 13.9 However, in the one area where major change is proposed, growth in the Hipswell, Scotton and Colburn area (including Catterick Garrison), it will be important that the Area Action Plan (AAP) process considers the scope and necessity for contingency planning. In this case the great uncertainty about the scale and timing of future military related population growth will be a key consideration. The AAP will need to consider whether alternative strategies might be appropriate to respond to differing timings and scales of change – although, as suggested here, the main intent will be to develop a strategy which is resilient to timing and scale, setting the direction of travel relevant which delivers the most sustainable settlements, whatever the circumstances.

What do you think?

- Q13.1 Do you agree with this approach to the implementation and delivery of the LDF?
- Q13.2 If you are a potential partner in the delivery of the LDF, will the proposals made in this document meet your own requirements, and help you deliver your own strategies and proposals?
- Q13.3 Do you think that there are any contingency arrangements which should be built into the plan? If so, when and how should these brought into effect?
- Q13.4 What other considerations should be taken into account to enable us to better deliver the Preferred Core Strategy?



14. The Infrastructure Delivery Plan

- 14.1 This chapter addresses key practical requirements if the plan is to be achieved, and assesses the feasibility of delivery. The basis of this chapter is to assess the adequacy of infrastructure provision in order to successfully provide for the needs of the Plan Area up to 2026. More specifically, it will begin to investigate whether the changes proposed within the LDF can be successfully delivered through the provision of the necessary infrastructure. The use of information provided by the monitoring process to establish whether the plan remains on track – or whether and what action might need to be taken, depending on the results – is discussed in Chapter 13.
- 14.2 This chapter is a summary of the emerging Infrastructure Delivery Plan (IDP). The IDP is an important supporting document, which should inform and underpin the emerging Core Strategy. The IDP, like the Core Strategy, covers the plan period up to 2026 and its content will be annually monitored and periodically reviewed. Its primary role is to provide a clear and comprehensive document which should:
- identify the relevant infrastructure and the public and private bodies responsible for its provision
 - identify existing and future infrastructure capacities
 - highlight current or future investment or improvement programmes and sources of funding
 - identify any existing or potential constraints (including gaps in funding) and ‘showstoppers’ with regards to the policies of the LDF including any potential solutions, and their estimated costs
 - provide a delivery plan clearly showing who is responsible for delivery, when and at what cost
 - where appropriate, include maps showing the location of infrastructure facilities.
- 14.3 Infrastructure provision and delivery are key issues for the LDF. Planning Policy Statement 12 emphasises the need to undertake timely, effective and conclusive discussion with key infrastructure providers when preparing the Core Strategy. This is to ensure that the Core Strategy is supported by evidence of what physical, social and green infrastructure is needed to enable the amount, type and distribution of development within the plan area to be delivered.
- 14.4 Infrastructure within the Plan Area is also influenced and affected by the policies, plans and strategies of other organisations and agencies, many of which have their own infrastructure-related priorities and budgets. For instance, North Yorkshire County Council as Highway Authority is responsible for the local road network within the Plan Area, whilst the Highways Agency is responsible for the Strategic Road Network. Whilst the infrastructure policies of the Core Strategy will need to take into account the strategies, policies and budget constraints of these other organisations, effective partnerships will need to be developed with these stakeholders to help ensure that the Core Strategy can influence the local, regional and national strategies of these organisations where they have an impact upon the Plan Area.



You told us that:

- the Core Strategy should aim to protect local services where it is realistic to do so
- you consider infrastructure issues relating to transport, sewerage, electricity, gas, the road network, telecommunications and flood protection to be of particular importance to the development of the policies of the LDF
- you wish to see improved access to services within the plan area supported by better transport links and the provision of additional local services
- you support the wider use and greater provision of public transport services
- the Wensleydale Railway offers a realistic means of travel to the communities of Lower Wensleydale and that the Core Strategy should support its expansion plans
- infrastructure networks should be improved to support the growth and vitality of the local economy and tourist industry
- you would support a larger and better connected cycle network in the plan area.

Extract from Issues and Options Consultation

Types and providers of Infrastructure

- 14.5 For the purpose of the LDF and Core Strategy, the term infrastructure incorporates the facilities and resources that are needed in order to successfully support the communities located within the Plan Area. PPS 12 encourages Local Planning Authorities to consider infrastructure very broadly, encompassing a wide range of physical, environmental and social facilities.
- 14.6 A distinction is made in national and regional planning policy between 'grey', 'social' and 'green' infrastructure. Grey infrastructure commonly includes the more traditional, 'man-made' facilities which sustain development such as transport infrastructure (highways, footpaths, cycleways, bus routes, parking facilities); and utilities infrastructure (water and sewage pipes, sewage treatment works, electrical sub-stations and cables, gas pipes, optical and telephone wires).
- 14.7 Social infrastructure commonly includes services and facilities such as schools, hospitals, GP surgeries, emergency services facilities, libraries, post offices, village shops, libraries, religious facilities, and village halls.



- 14.8 Green infrastructure refers to the wide spectrum of green spaces and facilities that are used by people and wildlife and provide communities with places for outdoor relaxation and recreation, education, local/sustainable food production, as well as providing habitats for wildlife and assisting towards the changes brought on by climate change (e.g. flood alleviation and cooling urban heat islands). Green infrastructure includes parks, open spaces, playing fields, woodlands, allotments and private gardens.

The Scale of Change Over the Plan Period

- 14.9 One of the primary roles of the IDP is to ensure that there is the appropriate infrastructure to successfully accommodate and deliver the scale, type and distribution of development proposed in the Core Strategy.
- 14.10 The amount of net additional dwellings required by the RSS between 2004-2026 is 200 per annum with an additional 2,250 needed which are specially related to military development at Catterick Garrison between 2004-2021.
- 14.11 The Core Strategy proposes a hierarchy of settlements as the organising basis for the scale and distribution of development in the plan area (Spatial Principle SP1). The Principal Towns of Richmond and Hipswell/Scotton/Colburn (including Catterick Garrison) will accommodate the majority of the housing development (70%) whilst Leyburn as the Local Service Centre is also expected to accommodate a substantial proportion of housing development (10%) in order to support the needs of the surrounding sub-area. The Primary and Secondary Service Villages are expected to accommodate a limited amount of development (14% and 4% respectively) whilst development elsewhere will be strictly constrained (2%) (Spatial Principle SP4).
- 14.12 The Core Strategy also requires 60 hectares of land for employment development to be brought forward in the period 2004 to 2026, most of which will be encouraged to locate within the development limits of the Joint Principal Towns and the Local Service Centre (Spatial Principle SP5).

Adequacy of Infrastructure

Highway Authority

- 14.13 During the Issues and Options consultation period and the continuing dialogue with the Highway Authority, no pre-existing, significant capacity issues on the road network were identified within the plan area. However, initial concerns were expressed about the capacity of the local road network to accommodate the scale of development proposed in the Hipswell/Scotton/Colburn area. In particular, concerns were raised regarding the ability of the A6136 to accommodate the scale and concentration of growth proposed in this area within the plan period.



- 14.14 The Highway Authority has commissioned a traffic model to investigate in detail the existing and future capacities of their local road network. Richmondshire District Council is maintaining on-going dialogue with the company commissioned to undertake the traffic modelling work to build in the proposed scale and distribution of development within the Core Strategy into the traffic model. The traffic modelling work is still on-going but the results should provide the Highway Authority and Richmondshire District Council with a clearer picture as to whether the local road network (particularly within the Hipswell/Scotton/Colburn area) can successfully accommodate the development proposed in the Core Strategy, and if not, what mitigating measures could be implemented.

Highways Agency

- 14.15 The Highways Agency is responsible for the Strategic Road Network (SRN) within the plan area, which comprises the A1 and A66. The Highways Agency, in its response to the Issues and Options consultation, has raised no specific, existing capacity issues. The Highways Agency did raise general concerns regarding the potential impact of the scale of development on the SRN. Additional economic development around Scotch Corner was also flagged by the Agency as potentially having a detrimental impact on the SRN. It welcomed discussions regarding the impact of specific sites and broader locations on the SRN and how these could be mitigated.

Water Supply and Waste Water Treatment Providers

- 14.16 Yorkshire Water (YW) supplies water and waste water treatment facilities for most of the plan area. YW has confirmed that there are no existing capacity issues and that the Yorkshire Grid System would accommodate and supply water for the scale of development proposed within the Core Strategy.
- 14.17 YW has indicated that there is sufficient existing waste water treatment capacity to accommodate existing sites with planning permission. However, development on the scale proposed in the Core Strategy would be restricted due to limited existing capacity at the larger Waste Water Treatment Works (WWTW) at Richmond and Colburn in particular. Leyburn WWTW should be able to accommodate the level of growth proposed in the Core Strategy. Any substantial growth in the smaller settlements could also raise waste water treatment capacity issues in these settlements.
- 14.18 Yorkshire Water expects to complete a feasibility study into the future investment required at Colburn WWTW in late 2010. This will require ongoing consultation to ensure that the proposed investment at Colburn WWTW can cater for the proposed scale and location of development. Works at Colburn WWTW are due to be implemented in 2011-2012 so there should be no 'show-stopper' in relation to the scale and distribution of development proposed in Colburn and Catterick Garrison. There is limited additional capacity at Richmond WWTW, but no plans to increase its capacity before March 2015. Specific site allocations in Richmond will need to be coordinated with Yorkshire Water's future investment plans.



- 14.19 Northumbria Water (NW) supplies water and waste water treatment facilities for a substantial part of the North Richmondshire sub-area. NW has confirmed that the proposed scale and distribution of development does not cause any concern in relation to its water supply and waste water treatment infrastructure capacities. NW's existing infrastructure in the plan area is small in scale. NW would be concerned if development in the North Richmondshire Area was focussed on one particular area or settlement.

Electricity, Gas and Telecommunications Providers

- 14.20 Although contact has been made during the Issues and Options consultation period with CE Electric (Electricity), Northern Gas (Gas) and BT (Telecommunications) no responses from these providers have been provided in relation to existing and future capacities (based on the proposed scale and distribution of development proposed in the Core Strategy). Dialogue will continue with these providers.

Schools

- 14.21 Data received from North Yorkshire County Council's Children and Young People's Service shows that there is generally adequate existing capacity of pupil places in the Catterick Garrison, Colburn and Hipswell schools (including Risedale Community College), although the proposed scale of housing proposed in this area over the plan period would quickly lead to a shortage of spaces in all schools. Schools in Leyburn and Middleham currently have limited additional capacity, which will be exceeded by the scale of proposed housing development in the school's catchment areas.
- 14.22 Apart from Richmond School, the Richmond schools currently have limited additional capacity. Richmond School and St Francis Xavier pupil numbers are expected to drop over the plan period, but the schools in Richmond would not be able to accommodate the increase in pupil numbers forecast.
- 14.23 Schools in the smaller settlements, excluding Croft, Ravensworth and Middleton Tyas Primaries, generally have a small but additional existing capacity. The limited amount of development proposed in these settlements over the plan period should mean that capacity issues in relation to most of these schools should not be a critical issue.

Health

- 14.24 Contact has been made with North Yorkshire Primary Care Trust during the consultation period on the Issues and Options stage, however no response has been received as to existing and future capacities.



Green Infrastructure, Open Space and Recreation Facilities

- 14.25 The rural character of the plan area means that there is an abundance of publically accessible, green spaces. The issue is therefore not one of sufficiency, but of the development of potential and achieving high quality and accessible environments. The Facilitating Development Document will set open space standards for new development informed by a PPG17 Open Space, Sport and Recreation Study. This study will also identify gaps in the provision, quality and accessibility of the plan area's existing play and recreation facilities.

Infrastructure Issues in Areas of Significant Change

- 14.26 The main areas of change within the plan area will be within the Hipswell/Scotton/Colburn area and Leyburn, both of which are expected to accommodate a relatively large proportion of the economic and housing development within the plan area. Below are details of the main infrastructure issues and schemes affecting these growth areas.
- 14.27 Doubts remain about the existing capacity of the local road network, particularly the A6136, to accommodate the amount of housing development proposed within this area and this is a concern for both the North Yorkshire Highway Authority and Richmondshire District Council. The Highway Authority believes that alterations and adjustments of the signals at 'pinch points' along the A6136 such as the 'White Shops' could alleviate current traffic issues, but more fundamental mitigation measures may need to be considered once we have the findings of the traffic modelling work.
- 14.28 Although there are no existing capacity issues in Leyburn, the relatively large amount of development proposed could raise traffic issues in relation to the local road network.
- 14.29 Yorkshire Water has confirmed that there is currently limited capacity at Colburn Waste Water Treatment Works, although improvements are planned between 2011-2012 to increase its capacity. Leyburn WWTW should have enough capacity to accommodate the amount of development proposed in the Core Strategy.
- 14.30 The potential impact of development in this area on the strategic road network (SRN) has been raised by the Highways Agency. The impact of growth in this area on the SRN will have to be modelled and assessed in co-operation with the Highways Agency to ensure that it does not raise any capacity or safety issues which could ultimately limit the amount of development in this area.
- 14.31 The Highways Agency is planning public consultation later in 2010 on the proposed A1 upgrading between Leeming and Barton. A provisional date for the start of works on the Leeming-Barton stretch of the A1 upgrade has been set for 2014/15, however this is open to change. Depending on the route of the upgrade, the improvement work could have a significant impact on the A1 junctions in the plan area affecting accessibility to and from this area of significant potential growth. Richmondshire District Council needs to ensure that the needs of these communities are considered in any decisions regarding the preferred route and junction alterations.



- 14.32 Capacity issues are raised for schools in the AAP area and Leyburn due to the relatively high proportion of proposed housing development. NYCC believes that mitigating measures, such as the provision of additional classroom units, could address the need for additional capacity arising from development over the next fifteen years.
- 14.33 The proposed future extension of the Wensleydale Railway may have a beneficial impact on tourism and accessibility to jobs and services in Leyburn, particularly if the planned extension to Northallerton goes ahead.

The Main Infrastructure Issues and Risks

- 14.34 Most of the plan's proposals are for small scale change, and with the exception of the Hipswell/Scotton/Colburn AAP area and Leyburn, distributed widely around the plan area. Consultation responses and on-going dialogue with infrastructure providers indicates that there not likely to be any terminal capacity or threshold problems. The proposed change in plan area up to 2026 could be accommodated within existing capacity or by a range of mitigation measures. Infrastructure capacity in the smaller settlements is limited, but largely adequate to accommodate the proposed small proportion of growth in these settlements.
- 14.35 The only significant issues relate to the achievement of significant development in Leyburn and the Hipswell/Scotton/Colburn area. In Leyburn, continued dialogue is needed with infrastructure providers to assess how the scale of development can be supported. Based on the consultation responses and discussions from infrastructure providers to this point, there is a reasonable expectation that there are solutions and that the scale of development can be achieved. But further and continued confirmation is required from the relevant infrastructure providers.
- 14.36 The infrastructure issues within the Hipswell/Scotton/Colburn area are critical to the achievement of the entire LDF. The successful delivery of the housing and economic sites in this area is essential to the overall success of the LDF. Work with infrastructure providers to produce an Infrastructure Delivery Plan must provide deliverable solutions to such issues as the traffic flows expected on A6136. This should consider the likely costs and funding regimes required to implement necessary improvements to enable the overall LDF strategy.



What do you think?

- Q14.1 Do you agree with this assessment of the infrastructure needs during the plan period?
- Q14.2 Do you agree that the main infrastructure issues will be the delivery of proposals for the Hipswell/Scotton/Colburn area and Leyburn?
- Q14.3 What do you think of the infrastructure solutions for the Hipswell/Scotton/Colburn areas and how feasible are they?
- Q14.4 What else should we take account of to ensure sufficient infrastructure to better support the Preferred Core Strategy?

15. Monitoring and Review

- 15.1 This Chapter deals with the mechanisms for checking whether the proposals are being delivered. It is concerned with monitoring and review. Monitoring of the performance of the LDF is a key requirement of the Planning and Compulsory Purchase Act (2004) which requires every Local Authority to make an annual report to the Secretary of State, which includes the extent to which the policies in Local Development Documents (LDDs) are being achieved. This message is echoed in PPS 12, which states that a Core Strategy must have clear arrangements for monitoring and reporting results to the public and civic leaders. An important part of the LDF (see Annex 1) will be the Annual Monitoring Report which presents the results of monitoring each year. This will tell us whether the plan is on course.
- 15.2 To this end, appropriate indicators and deliverable targets need to be identified to monitor the effectiveness of the Core Strategy. The table below outlines a set of targets and indicators to help monitor how well each objective of this preferred Core Strategy could be achieved, for example the percentage of affordable housing completions.



Monitoring the Local Development Framework

Spatial Principal/Core Policy		Indicator	Target
SP1	Promotion of a Sustainable Settlement Hierarchy	Percentage of additional dwellings provided in the Principal Towns; Local Service Centre; Primary Service Villages; Secondary Service Villages	Joint Principal Towns – 70%; Local Service Centre – 10%; Primary Service Villages – 14%; Secondary Service Villages – 4%
SP2	Responding to the Needs and Potential of the Different Parts of the Plan Area	Percentage of additional dwellings provided in the North Richmondshire, Central and Lower Wensleydale sub-areas	Central – 80% Lower Wensleydale – 13% North Richmondshire – 7%
SP3	Achieving Rural Sustainability	Amount of floor space developed for employment use (B1a, B1b, B1c and B8 uses) outside of Development Limits	No Target
		Number of completed conversions of 'traditional rural buildings'	No Target
SP4	The Appropriate Scale and Distribution of Housing	Number of houses built (completions)	170 per year
		Amount of MOD housing built (completions)	2250 additional dwellings to 2021
		Number of reinstatements	30 per year
SP5	The Appropriate Scale, Type and Distribution of Economic Development	Amount of floor space developed for employment use (B1a, B1b, B1c, B2 and B8)	Increase
		Amount (ha) of Employment Land available	60 ha during the plan period
CP1	Supporting the Settlement Hierarchy	See SP1	
CP2	Community Facilities	Level of community facilities and services in each settlement	Maintain or improve upon existing surveyed levels



continued

Spatial Principal/Core Policy		Indicator	Target
CP3	Achieving Rural Sustainability	See SP3	
CP4 and CP5	Providing the Appropriate Housing Mix	No. of Housing Developments of 10+ dwellings or 0.33+ ha site in Principal Towns and 4+ dwellings or 0.15+ha sites elsewhere without an element of affordable housing	To be determined
	Providing Affordable Housing	Number of Exception Site Schemes Granted Permission	To be determined
		Number of Affordable Houses Built (completions)	To be determined
		Amount of Provision for Gypsies and Travellers	2 additional pitches
CP6	Sustainable Development	Percentage of new and converted dwellings on Previously Developed Land	Maximise
		Percentage of new (completed) dwellings within 30 minutes of Public Transport Time of GP, hospital, primary school, secondary school, areas of employment and retail centre	Maximise
CP7	Responding to Climate Change	Flood Risk: Number of permissions granted in areas at risk of flooding contrary to sustained objections from the EA	0
		Renewables: Installed Grid-Connected Renewable Energy by type (MW)	39 MW – 2021 (RSS target)
		Renewables: Installed non-grid connected renewable energy capacity by type (KW)	Maximise

continued overleaf



continued

Spatial Principal/Core Policy		Indicator	Target
CP7		Energy Efficiency: Measure Home Energy Rating (SAP) across housing stock and record the number of new dwellings which meet the current national building standards (e.g. Code for Sustainable Homes and BREEAM)	Maximise the number of dwellings which meet the highest national standards at the time
CP8	Protecting and Conserving our Environmental Assets	Change in priority habitats and species and areas designated for their environment value or geology	Minimise harmful change
CP9	Promoting a Sustainable Economy	See SP5	
CP10	Supporting Town and Local Centres	Amount (floor space) of completed retail, office and leisure development in the town centres of Richmond, Catterick Garrison and Leyburn	Maximise
CP11	Developing Tourism	Number of new tourist-related permissions (including change of use)	No target
CP12	Recreation and Culture	Number of additional cultural and amenity assets and recreational facilities provided	Maximise
		Number of permissions granted for non-recreational/amenity/cultural uses involving land, open space and buildings used for recreation, amenity and culture.	Maximise
CP13	Crime and Road Safety	Number of permissions granted contrary to the sustained objection of the Police Architectural Liaison Officer	Maximise

What do you think?

Q15.1 Based on the Spatial Principals and Core Policies of the Preferred Core Strategy, is there any thing else that you feel should be monitored, which is not in the list above?



Section 6: Annexes

1. The New Planning System

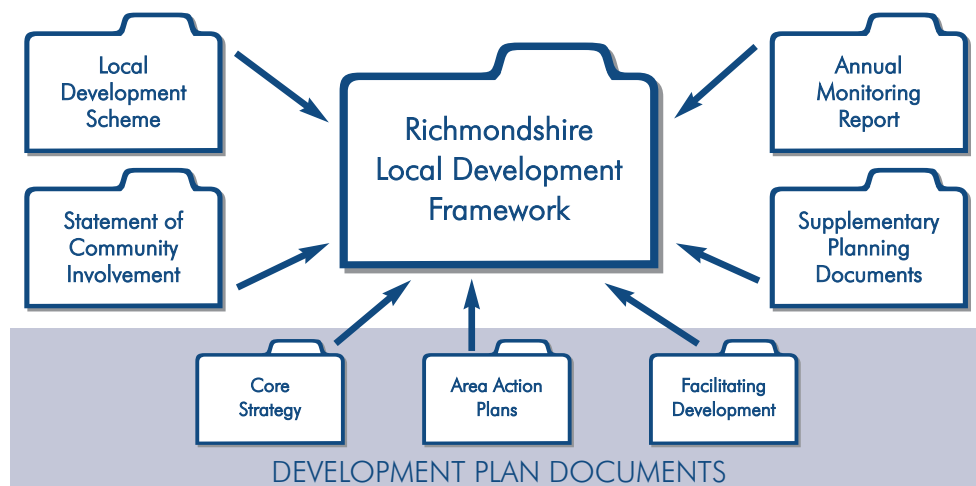
The Local Development Framework

1. At first glance the complexity of the new planning system can be daunting. However, each element has a clear purpose, and once the initial structure is understood, the new system offers much more potential than the old, not least in flexibility, and in greater and earlier community involvement. A brief review is presented here, in order to explain the role of the Core Strategy document, and set it in context. A Glossary is also provided as Annex 4.
2. Under the new planning system, two elements currently contribute to the new 'Development Plan':
 - the **Regional Spatial Strategy (RSS)**, prepared by the Regional Planning Body. In Richmondshire's case, the RSS for Yorkshire and the Humber was published in May 2008. The RSS sets the context for the local level of plans, and in particular also sets a sub-regional level of guidance. The new Government's intention to abolish this element of the development plan is discussed in paras.1.6-10 of the main document
 - the **Local Development Framework (LDF)**, prepared by the District Council, which covers all the Richmondshire Local Planning Authority area (the area of Richmondshire District outside the Yorkshire Dales National Park – for which a separate LDF is being prepared). The LDF must currently be in general conformity with the RSS.
3. The new system takes over from the former set of Regional Planning Guidance (replaced by the RSS), the County Structure Plan (prepared by North Yorkshire County Council) and the Richmondshire District-Wide Local Plan. For the time being, until adoption of the new LDF, relevant sections of the Local Plan will remain in force. Annex 3 indicates the policies in the Local Plan which will be replaced by this Core Strategy.
4. The Local Development Framework can best be viewed as a folder, which contains a number of documents, which will briefly be explained. The Council has already produced a Local Development Scheme (LDS), which is intended to be reviewed at regular intervals. This sets out the documents that will be contained within the LDF, their broad contents, and the timetable for their preparation. The LDS is available on: planourfuture.co.uk, as will be all the other documents. The main documents currently proposed to be in the Richmondshire LDF (each of which is a *Local Development Document*, or LDD) are:
 - **Core Strategy** – sets out the spatial vision for the area over the whole plan period, together with key spatial objectives and strategic policies. All other LDF documents must be in conformity with the Core Strategy. This report is a major step in producing that document



- **Facilitating Development Document** – which will include both policies to provide further detail and help implementation of the Core Strategy, and site-specific proposals for new development and area based designations, also designed to deliver the intentions of the Core Strategy
- **Area Action Plan (AAP)** for the Hipswell/Scotton/Colburn area including Catterick Garrison – which will provide detailed policies and site-specific or area based proposals to guide development in this area of proposed major change
- **Proposals Map** – which will show the location of the site-specific allocations, and other designations and constraints, on an Ordnance Survey map base (with large scale inset maps as necessary). It will be published in association with, the Facilitating Development Document, and the AAP
- **Statement of Community Involvement (SCI)** – the proposals for the involvement of all interested parties, including the general public, which the Council establishes both for the making of the LDF documents, and for consultations about individual planning applications.

The relationship between all the components in the ‘folder’ is illustrated in the following diagram:



5. Except for the SCI, all the above documents are termed Development Plan Documents (or DPDs), as they constitute part of the Development Plan (with the RSS) – and each is subject to a formal processes of preparation, which include examination by an independent inspector, whose report will be binding on the Council.
6. In addition, **Supplementary Planning Documents** (or SPDs) will be produced, to go into the LDF folder. These will be the successors to Supplementary Planning Guidance, and will provide additional guidance relating to the policies identified in Development Plan Documents. The Council intends to produce these once all the preceding documents are completed (or well underway), and it is likely that these will include SPDs covering town centre design guidance, and affordable housing. Examinations are not held into SPDs, but they will be subject to detailed public consultation (as identified in the Statement of Community Involvement).



7. Finally, and also to be part of the LDF, the Council produces an **Annual Monitoring Report** (AMR), which considers progress on plan production, and the effectiveness of plan proposals. The Local Development Scheme (LDS) explains the timetable for the production of each document. In addition to the Core Strategy document, the Council will be producing the Facilitating Development Document, AAP and Proposals Map to a timetable behind that of the Core Strategy.

Spatial Planning

8. If the structure of the new plans is different, then the approach and purpose of the plan itself is also radically new. The concept of *spatial planning* is intended to be at the heart of the new planning system. Previously, as in the case of the Richmondshire District-Wide Local Plan, the focus of the planning system was narrow and regulatory. The aim is that the new spatial planning system of RSS and LDF should be much wider and more inclusive. Spatial planning concerns itself with places, how they function and relate together – and its objectives should be to manage change to secure the best achievable quality of life for all in the community, without wasting scarce resources or spoiling the environment.
9. The new process will require the local authority and other agencies to work much more closely together, and to co-ordinate their activities to achieve agreed objectives. For example, the LDF needs to take account of the intentions of agencies concerned with education, transport and health – and the LDF provides a major opportunity, in conjunction with these agencies, to co-ordinate all these activities as they affect the different parts of Richmondshire. One of the key purposes of the new LDF will be to give a spatial dimension to the Richmondshire Sustainable Community Strategy, as discussed in para. 1.1 of the main report.

Plan-Led Development

10. Although the wider spatial remit of the LDF is very important, the ‘Development Plan’ function of the RSS and LDF will continue to be very significant. The new planning system is described as being ‘plan-led’ because Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires development control decisions to be made in accordance with the Development Plan, unless material considerations indicate otherwise.

Sustainable Development

11. Whilst the format and context of planning has changed, national guidance is clear that the purpose should remain focused on the achievement of sustainable development, as the core principle underpinning planning. As PPS1 advises, “at the heart of *sustainable development* is the simple idea of ensuring a better quality of life for everyone, now and for future generations”. In other words, the objective is to achieve “development that meets the needs of the present without compromising the ability of future generations to meet their own needs” (probably the best known definition of sustainability, provided by the Brundtland Report: World Commission on Environment and Development (1987), *Our Common Future*; OUP).



12. As a key part of ensuring that the LDF achieves sustainable development, at the same time as the main LDF documents are prepared the Council must undertake a separate and concurrent evaluation of the choices considered, and the options preferred. This evaluation, called a Sustainability Appraisal (SA) – and including a Strategic Environmental Assessment (SEA) – provides an important context for considering the approach taken, determining whether the choices taken are the most sustainable, and thus influencing the nature of the LDF’s proposals. The assessment at each stage is also available from the Council and is published on the website. A Scoping Study was published in January 2008, and an SA/SEA report specifically relates to this Preferred Strategy document, and should be read in conjunction with this report.

The Evidence Base

13. In order to plan anything properly, it is essential to have up-to-date and reliable information about what is happening now. Preparing the Local Development Framework is just the same. The Council needed information about important aspects of living and working in Richmondshire such as housing; the local economy; community facilities including schools; shopping; and transportation and the environment which also figure very prominently in people’s daily lives. The main technical studies (all available from the Council website) relevant to the Core Strategy are:
- A Sustainable Future for Lower Wensleydale (Miller, August 2009)
 - Economic Impact on the Military Presence in North Yorkshire (SQW, February 2010)
 - North West Yorkshire Strategic Flood Risk Assessment (SFRA) Stage 1 (JBA, April 2010)
 - Planning for Renewable Energy Targets in Yorkshire and Humber, (AEAT, December 2004)
 - Retail evidence supplied to support the Garrison Town Centre application
 - Richmondshire Settlement Services Study, (RDC, 2009)
 - Strategic Housing and Employment Land Availability Assessment (RDC, June 2010)
 - Richmondshire Housing Market Area Update, (ARC4, April 2008)
 - Richmondshire Joint Employment Land Review (Arup, Jan 2007)
 - Wensleydale Railway Socio-Economic Study (Arup, October, 2009)
 - Yorkshire and Humber Climate Change Adaptation Study, (LGYH, 2009)



2. Community Views

1. The Local community should be involved from an early stage in the production of a sound Local Development Framework (LDF). This promotes a sense of local ownership and helps ensure that the LDF is responsive to locally expressed priorities. The engagement expected to support a LDF is not a series of set piece events but a continuing process.
2. The Council's Statement of Community Involvement (SCI) set out our intentions for engagement with the LDF process. Since it was published in 2005, there have been a number of periods of consultation. Initial work on the LDF was not well received and the decision was taken to refresh the Council's approach. This report focuses on the engagement supporting this new phase. This new approach was titled Plan our Future and there have been two major periods of engagement since its launch.

Plan our Future – Spring 2009

3. Plan our Future 1 was linked to the refresh of the Sustainable Community Strategy (SCS) and sought to go beyond planning to ask about what people liked or did not like about their area. The plan area is split into the four areas identified by the Council for Area Based working and people were asked about their specific area. They could comment about the whole council area or just the part that interested them.
4. Over a period of a month, the council carried out the following activities:
 - **freepost postcards** – these were handed out on market days and at other events. The postcards had either a set of five simple questions or were blank for more open responses
 - **telemarketing** – staff called people at home and asked the same questions as on the postcards
 - **dedicated website and blog** – this used the 'plan our future' brand and kept discussion going online
 - **poster campaign** – powerful images to show the impact planning can have if things go unchallenged
 - **visiting schools** – not only were events held with children, but the council also gave them cameras and simple instructions: 'Take pictures of things you like with the yellow camera, and things you don't like with the red camera'
 - **district youth council** – this provided another route to young people. The council asked slightly different questions than those asked in primary schools and also held a speech competition with prizes for the winners.
5. Alongside these approaches, we continued with more standard methods such as contact with representative organisations and interest groups. Events were held with the Local Strategic Partnership to help link the LDF to the Sustainable Community Strategy (SCS) based around the broader 'what are the local issues?' questions.



Results

6. The postcard and telemarketing data provided material from 1,046 respondents. The results are summarised below and are detailed in the report Plan our Future Summary results (RDC June 2009).
7. It is possible to see, from Centre Area respondents, an indication of the nature of Richmond and its potential for development. There is a clear feeling that the town centre needs to improve, but also the recognition that the potential for this is limited. Richmond has limited appeal to these local people, who prefer to do their main shopping in Northallerton or Darlington. Some would like to see direct improvements in Richmond town centre, particularly retail, leisure and better environmental management across a range of services. The three most important issues for change for this area were environmental services, retail and maintaining the character of the area.
8. The respondents from the Garrison area felt that it is made up of mixed communities rather than a single settlement to identify with. It should not be surprising, given earlier town centre consultation activities, that there is an expectation for major development in this area. But it is felt that this development should not be the limit of all development in the District. Respondents were concerned with facilities for young people, local retail offer, community safety and a range of issues focussed on local environmental quality like street cleanliness and road safety.
9. In Lower Wensleydale respondents' answers reflect the remoter aspect of the area. They identify the limited capacity of local centres to meet a wide range of needs and the relative strength of Northallerton and Harrogate as alternative centres rather than Richmond and Darlington. This shows how this area faces to the south rather than towards the Tees Valley. The most important priorities for change in this area were maintenance of environmental quality, facilities for young people and affordable housing. On this last point respondents recognised the consequences of the strong housing market that exists in Lower Wensleydale and the limited potential to resolve this issue given the widely held perception that development should be restricted.
10. Respondent's answers in North Richmondshire reflected the rural aspect of the North Richmondshire area. There is a limited capacity of local centres. Of all the people that stated their preferred retail locations over 36% travel outside the district, the majority to Darlington. Only 8.7% stated that they shop within the district. This is possibly because the A66 area is much closer to bigger settlements and retail centres outside Richmondshire like Darlington and Barnard Castle. It also has two major roads running through it, the A66 and the A1. These roads give easy access out of the area especially towards the Tees Valley. Top priorities for improvement in this area also included environmental services, transport and employment opportunity. Two specific things were also mentioned. In Melsonby, respondents talked about the lack of a village hall. Residents of Gilling West were concerned about the flooding in the village in 2008.



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11. Plan our Future 2 was more detailed and technical. The following ten geographical and topic-based reports were produced:

Spatial Issues

- Achieving Sustainable Communities – Settlement Hierarchy
- Achieving Sustainable Communities in the Central Area
- Achieving Sustainable Communities in Lower Wensleydale
- Achieving Sustainable Communities in the A66 North Richmondshire Area.
- Scale and Distribution of Development

Strategic Issues

- Economy
- Environmental Assets
- Housing
- Infrastructure
- Climate Change

12. These reports were distributed to nearly 400 people including statutory consultees, local representative and interest groups and individuals. There were also three launch events held in each of the three sub areas where further copies were distributed. Officers were also invited to attend meetings of local business and environmental organisations and some parish councils.

13. A total of 41 responses were received and are summarised in the following table:

Report	Headline themes for consultees
Settlement Hierarchy	<ul style="list-style-type: none"> • The division of the Plan Area into three sub-areas is generally supported as are the main elements of the settlement hierarchy. • Views are mixed about the future of Richmond and a new town centre in the Garrison Area. Respondents tend to support the idea of different futures for the two town centres rather than the joint Principal Town suggested in the Regional Spatial Strategy (RSS). • Positive views were expressed about the future of Leyburn. • The range of views expressed about Service Settlements reflects their diversity. In general, development in these settlements should respect local circumstances and the capacity of development to effect change in local services. • Views on the Smaller Settlements also reflected their diversity, but these tended to support a level of future development.

continued overleaf



Report	Headline themes for consultees
<p>Central Area</p>	<ul style="list-style-type: none"> • There is general support for the distinctiveness of the Central area, although details were questioned concerning aspects of the area, for example the uncertainty of military development and the roles of villages in this area. • It was felt that the local issues identified were about right, but concern was expressed about the needs of young people and a range of specific infrastructure issues. • Richmond was considered to function quite well as the principal town, but several areas for improvement were identified. Its heritage and environmental assets were celebrated but its infrastructure and retail offer were questioned. • The Garrison Area was widely recognised as having the best development potential, but this was qualified by the need to ensure a coherent fit with neighbouring settlements and towns. The specific identity of Garrison Area settlements is an important issue. • Richmond and the Garrison Town centres should play to their individual strengths rather than as a contrived Joint Principal Town. • There was little consistency in respondents' views about which places were Service Settlements and how they should be treated. • Views were divided about the future of Gatherley Rd and the wider potential of this area for development. • There was cautious, but not unequivocal, support for limited development in the smallest of settlements. • We were reminded of the need to consider the impact of development on local and strategic transport routes – which was repeated for all sub areas.
<p>Lower Wensleydale</p>	<ul style="list-style-type: none"> • There was general support for the description of this area and the issues raised. • Leyburn was mainly well regarded as a Local Service Centre and suggestions were made for specific improvements, for example leisure facilities and business units. Areas for possible enlargement were suggested. • There was limited support for Middleham to be considered as a Service Settlement, the main reason was its very limited scope for further development. • There was some qualified support for some small scale development in the smaller settlements. • Adverse impact of development on the quality of the local landscape was mentioned several times across the questions.



continued

Report	Headline themes for consultees
<p>A66 North Richmondshire Area</p>	<ul style="list-style-type: none"> • There was general support for the description of this area and the issues raised. • Cross boundary issues were also raised. • Was little consistency in views about Service Settlements and how they should be developed (similar to the other sub areas). • There was some qualified support for some small scale development in the smaller settlements.
<p>Scale and Distribution of Development</p>	<ul style="list-style-type: none"> • There was general support for the overall scale of expected general housing development in the plan area. • The uncertainty over the future of military development was reflected in respondents' answers to the scale of military related housing development. This development should only be required in direct response to military need and should reflect the ability of military families to live off the site they are stationed at. • The weighting given to different settlements for the distribution of development was mixed. Support for concentration of development in the main towns was balanced to some extent with a desire to see support for the existing settlement pattern particularly for a level of growth in the Service Settlements. • The need to include growth in infrastructure providers future delivery plans was emphasised. • Military related growth should be focussed on the Garrison Area. • It was generally felt that Richmond had limited capacity for development and that the largest proportion of development should be sought in the Garrison Area.
<p>Economy</p>	<ul style="list-style-type: none"> • The broad description of the local economy was generally accepted and a range of further details were suggested. The potential for green energy and improved tourism offer were identified as further economic drivers. • Opinion was split between the concentration of employment land in Richmond and Catterick Garrison and a wider distribution to include other larger settlements. But there was limited expectation for development in Richmond. • The need was recognised for limited and appropriate employment growth in rural areas. This could exploit existing properties. There was an expectation for industrial uses to be limited to appropriate sites.

continued overleaf



Report	Headline themes for consultees
<p>Economy</p>	<ul style="list-style-type: none"> • The impact of military development was felt to be uncertain. • Housing and employment land allocations should be well balanced, but the extent to which people would live and work in the same place was questioned. • The evening economy in Richmond should be addressed. • A range of infrastructure issues were identified to support economic improvements including high speed broadband access.
<p>Environmental Assets</p>	<ul style="list-style-type: none"> • There was strong support for the description of the environmental assets of the plan area and the influences on them. Some suggestions were made to improve this further. • Concern was expressed about the loss of the Area of Great Landscape identified in the Local Plan. It was suggested that a Landscape Character Assessment should help to design replacement policies with a clearer focus on the capacity of landscape areas to absorb change. • Military training areas were thought in the main to need a specific policy approach. • There was qualified support for a policy to support the conversion of redundant rural buildings. • Respondents identified several ways in which Green Infrastructure, Natural and Heritage assets could be enhanced through spatial policies and other action, including direct community engagement with conservation activities.
<p>Housing</p>	<ul style="list-style-type: none"> • There was a level of support for the provision of extra care homes subject to agreeing relevant criteria for their location. • There was general support for a proportion of new housing to be built to Lifetime Homes standard, but no consistency in what the proportion should be. • Affordable homes should be built in proportion to identified local needs, but questions were raised about the impact of these proportions on site viability. • There was general support for a variable threshold reflecting local needs at which affordable homes should be required or a contribution should be sought. • There was general support for off-site provision and commuted sums to be used to provide affordable housing. • There was qualified support for a Rural Exception Sites policy. The main concern was that this could lead to isolation in remoter areas. Some alternatives were suggested.



continued

Report	Headline themes for consultees
Housing	<ul style="list-style-type: none"> • There was general support for a flexible policy to affordable homes provision to maximise delivery and viability. • Policy should be developed to enable appropriate house types and tenures to be stipulated.
Climate Change	<ul style="list-style-type: none"> • There was general support for progress towards higher sustainable building standards and on site renewable energy generation. A few respondents identified built heritage policies as slowing progress to improvements in existing stock. Some questions were raised about viability of sites and the likelihood of sites large enough for CHP and District heating systems. • There was support for emissions standards to be applied when buildings were refurbished, subject to consideration of heritage and viability impacts. • A wide range of criteria were suggested to ensure that proposed renewable energy installations were appropriate to the local area. • Several suggestions were made about how flood risks should be managed.
Infrastructure	<ul style="list-style-type: none"> • The Core Strategy should seek to protect local services. • Access to services is key to delivering sustainable communities. • Transport in the rural areas needs improving, particularly public transport. • There are likely to be capacity issues in the Garrison area with increased development. • Future development should promote alternatives to car travel and avoid increasing pressure on the Strategic Road Network for local journeys. • There was support for improved walking and cycling networks.

14. In conclusion the Plan our Future 2 responses generally supported the assessment of local conditions, settlement hierarchy principle and sub areas. However, this consultation brought forward a range of views about how the smaller settlements outside of the main centres of Richmond, Hipswell/Scotton/Colburn (including Catterick Garrison) and Leyburn should be treated. This provided a clear direction for the general principles for this Preferred Strategy, which must now address these local concerns. The full report of the Plan our Future 2 consultation is available on the website.



3. Replacement of Richmondshire Local Plan Saved Policies

Policies to Be Replaced by the Core Strategy

- Policy 2: Protection of the Countryside
- Policy 3: Development in the Countryside
- Policy 4: Hamlets and Existing Houses in the Countryside
- Policy 6: Areas of Outstanding Natural Beauty
- Policy 7: Areas of Great Landscape Value
- Policy 10: Structural Tree Belts
- Policy 12: Traditional Barns and Barn Groups in the Countryside
- Policy 14: Businesses in the Countryside
- Policy 19: Sites of Local Nature Conservation Importance
- Policy 20: Habitats
- Policy 26: Land for Community Facilities
- Policy 29: Housing Allocations and Main Commitments
- Policy 31: Housing Land Reserved for Later Development
- Policy 34: Rural Areas – Affordable Housing
- Policy 35: Employment Land Allocations
- Policy 38: Business Development in Richmond and Leyburn
- Policy 48: Alterations to Unlisted Historic Buildings
- Policy 51: Historic Shop Fronts
- Policy 55: Traditional Farm Buildings in Conservation Areas
- Policy 57: Important Historic Vantage Points
- Policy 62: Dual Use of Facilities
- Policy 63: Facilities in Villages
- Policy 64: Recreational Open Space Standards
- Policy 65: Open Space Allocations
- Policy 69: Scorton Lakes
- Policy 71: Larger Scale Tourism Development
- Policy 72: Areas for Leisure-Based Development
- Policy 73: Motorway Service Area
- Policy 74: Camping, Caravan and Chalet Development
- Policy 75: The Coast to Coast Walk
- Policy 77: The Wensleydale Railway



- Policy 78: New Shopping Development in Richmond and Leyburn Town Centres
- Policy 79: Shopping Facilities at Catterick Garrison and Colburn
- Policy 80: Other New Shopping Development
- Policy 84: Opportunity Area – Queens Road, Richmond
- Policy 85: Community Facilities in Richmond Town Centre
- Policy 87: Upper Floors and Underused Land in Town Centres and Shopping Areas
- Policy 99: Water and Sewerage Facilities
- Policy 105: Individual Wind Turbines
- Policy 106: Light Pollution

Schedule 4: Mechanisms Through Which Policy 34 Will Work

Schedule 6: Outdoor Playing Space Standards

- Guidance Note 4: Structural Tree Belts – Design and Planting Guidelines
- Guidance Note 6: Nature Conservation Sites
- Guidance Note 8: Contributions to the Funding of Open Space Provision
- Guidance Note 9: List of Scheduled Ancient Monuments
- Guidance Note 11: Conservation Areas
- Guidance Note 14: Recreation Open Space Calculations
- Guidance Note 17: Sites and Areas of Water Protection Significance
- Guidance Note 18: Calculating Developer Contributions to Education Facilities

Policies to Be Replaced by the Hipswell/Scotton/Colburn Area Action Plan

No specific individual policies will be replaced by the Area Action Plan.

Policies to Be Replaced by the Facilitating Development Document

- Policy 1: The Basis for Development Control
- Policy 5: Design in the Countryside
- Policy 8: Landscape Zones
- Policy 9: Brompton on Swale Riverside Protection Area
- Policy 15: Agricultural Occupancy Conditions
- Policy 23: Development Limits
- Policy 24: Suburban Areas
- Policy 25: Open Plan Estates
- Policy 27: Open Land Within Development Limits



- Policy 28: Open Area at Gatherley Road
- Policy 41: Archaeologically Sensitive Areas
- Policy 42: Archaeological Interpretation
- Policy 56: Open Land Within Conservation Areas
- Policy 58: Richmond – Residential Streets Adjoining the Town Centre
- Policy 59: Richmond – Improvements to Waterloo and Bank Yard
- Policy 60: Richmond – Improvements to Gallowfields Trading Estate
- Policy 67: Children’s Play
- Policy 82: Richmond – Town Centre Shopping Area
- Policy 83: Richmond – Primary and Secondary Shopping Frontages
- Policy 88: Signs and Advertisements in Town Centres and on Commercial Premises Elsewhere
- Policy 91: Vehicle Parking Standards
- Policy 93: Car Parking in Villages
- Policy 95: Arrangements for Pedestrians in Richmond Market Place
- Policy 96: Public Transport in Richmond Town Centre

Schedule 1: Conversion of Traditional Barns and Barn Groups

Schedule 2: New Uses for Agricultural Buildings

Schedule 3: Design and Layout Criteria for Housing Estates

Schedule 5: Redevelopment at Waterloo and Bank Yard, Richmond

Schedule 7: Vehicle Parking Standards

- Guidance Note 1: Assessment of Agricultural Need
- Guidance Note 2: Design in the Countryside
- Guidance Note 3: Riverside Protection Policy Area – Proposed Landscape Improvements
- Guidance Note 5: Information Required to Support Applications Under Policy 15
- Guidance Note 10: Procedure for Assessing the Value of Archaeological Sites
- Guidance Note 12: Design Principles for Conservation Areas
- Guidance Note 13: The Design of Shop Fronts
- Guidance Note 16: Signs and Advertisements in Town Centres and on Commercial Premises Elsewhere

Proposals Maps and Inset Maps



4. Glossary and Abbreviations

Appropriate Assessment

Assessment of plans and projects likely to have a significant effect on a European Site as required by Article 6(3) of the Habitats Directive.

Baseline

A description of the present and future state of an area, in the absence of any plan, including social, economic and environmental parameters.

Biodiversity

The variety and abundance of species, their genetic composition, and the natural communities, ecosystems, and landscapes in which they occur.

BREAAM

A method of reviewing and improving the environmental performance of buildings.

Brownfield Land

Previously developed land is that which is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed-surface infrastructure.

Climate Change

Long term changes in temperature, precipitation, wind and all other aspects of the Earth's climate. Often regarded as a result of human activity and fossil fuel consumption.

Compatibility Matrix

A means of comparing two sets of objectives in order to determine whether or not they are compatible with one another.

Contaminated Land

Any land which appears to the Local Authority in whose area it is situated to be in such a condition by reason of substances in, or under the land, that (a) significant harm is being caused or there is significant possibility of such harm being caused (b) pollution of controlled waters is being or is likely to be caused.

Core Strategy

A Development Plan Document (DPD) setting out the spatial vision and strategic objectives of the planning framework for an area.

Communities and Local Government

CLG is the successor department to the Office of the Deputy Prime Minister (ODPM). Its remit to promote community cohesion and equality, as well as responsibility for housing, urban regeneration, planning and local government.



Development Plan Document (DPD)

Statutory spatial planning documents that form part of the Local Development Framework (LDF) for a local authority area. They can include a Core Strategy, Area Action Plans (AAP) and other development plan documents, such as generic development control policies.

English Heritage

The Government body with responsibility for all aspects of protecting and promoting the historic environment.

Environment Agency

The leading public body for protecting and improving the environment in England and Wales.

Environmental Report

The report required by the SEA Directive as part of an environmental assessment, which identifies, describes and evaluates the likely significant effects on the environment of implementing a plan or programme.

Floodplain

Generally low lying areas adjacent to a watercourse, tidal lengths of a river or the sea, where water flows in times of flood or would flow but for the presence of flood defences.

Flood Risk Assessment

An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.

Groundwater

Water that is contained within underground rocks.

Habitat

The place in which a species of animal or plant lives, providing a particular set of environmental conditions. Used in a wider sense to refer to major assemblages or communities of plants and animals found together.

Habitats Directive

A European Union (EU) Directive which seeks to ensure the conservation or restoration of habitats.

Indicator

A measure of variables over time, often used to measure achievement of objectives.

Indices of Deprivation

Measures of deprivation produced by CLG to identify areas of social and economic deprivation in England. They provide measurements of deprivation for Super Output Areas (SOA) and local authority areas in England.



Index of Multiple Deprivation (IMD)

An index made up from six indicators (income, employment, health deprivation and disability, education, skills and training, housing and geographical access to services). IMD can help identify areas for regeneration.

Indirect Effects

Effects that are not a direct result of the strategic action but occur away from the original impact and/or as a result of a complex pathway.

Listed Building

A building or other structure officially designated by the Secretary of State for Culture, Media and Sport as being of special architectural, historical or cultural significance. A Listed Building may not be demolished, extended or altered without permission being granted by the local planning authority.

Local Development Documents (LDD)

These include Development Plan Documents (which form part of the statutory development plan) and Supplementary Planning Documents (SPDs) (which do not form part of the statutory development plan). LDDs collectively deliver the spatial planning strategy for the local planning authority's area.

Local Development Framework (LDF)

Sets out, in the form of a 'portfolio', the local development documents which collectively deliver the spatial planning strategy for a particular area.

Local Development Scheme (LDS)

Sets out the Local Planning Authority's (LPA) programme for preparing Local Development Documents (LDDs).

Mitigation

Measures that can be taken to avoid, reduce or offset the significant adverse effects.

Natural England

The Government Agency established to conserve and enhance the natural environment, for its intrinsic value, the well being and enjoyment of people and the economic prosperity that it brings.

Nature Conservation

The protection, management and enhancement of wildlife habitats, wild species, geological features and processes.

Objective

A statement of what is intended, specifying the desired direction of change in trends.

Office of the Deputy Prime Minister

Former central department of Government responsible for policy on housing, planning, devolution, regional and local government and the fire service. Now renamed Communities and Local Government (CLG).



Plan

A set of co-ordinated and timed objectives for the implementation of a policy.

Planning Policy Guidance (PPG)

Guidance issued by central government setting out its national land use policies for England on different areas of planning. These are gradually being replaced by Planning Policy Statements (PPS).

Planning Policy Statements (PPS)

Statements issued by central government setting out its national land use policies for England on different areas of planning. These are gradually replacing the existing PPG in order to bring greater clarity and to remove from national policy advice on practical implementation, which is better expressed as guidance rather than policy.

Policy

The inspiration and guidance for action, setting a framework for subsequent plans and programmes.

Programmes

A proposed set of linked projects or a series of similar or related projects proposed within a particular area.

Scheduled Ancient Monument (SAM)

A monument scheduled by the Secretary of State for Culture, Media and Sport protected under the Ancient Monuments and Archaeological Areas Act 1979.

Scoping

The process of deciding the scope and level of detail of a SA/SEA, including the sustainability effects and options which need to be considered, the assessment methods to be used, and the structure and contents of the report.

Sites of Special Scientific Interest

The finest sites for wildlife and natural features in England. They support many characteristic rare and endangered species or habitats and are protected under Section 28 of the Wildlife and Countryside Act 1981 as amended.

Special Area of Conservation

A site designated under the European Community Habitats Directive, to protect internationally important natural habitats and species. Part of the Natura 2000 Network.

Special Protection Area

A site designated under the European Community Directive on the Conservation of Wild Birds, to protect naturally occurring birds in the wild state. Part of the Natura 2000 Network.

Stakeholder

An individual, group or organisation with an interest in a plan, policy or programme.



Statement of Community Involvement (SCI)

A statement setting out the consultation procedures for a Local Planning Authority.

Statutory Consultation Bodies

Consultation bodies who must be consulted in the SEA/SA process. The statutory consultation bodies are the Environment Agency, English Heritage and Natural England (formerly known as the Countryside Agency, English Nature and Rural Development Service).

Strategic Environmental Assessment (SEA)

A method or procedure of predicting the effects on the environment of a plan, with the aim of taking account of these effects in decision making.

SEA Directive

European Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment.

Super Output Areas

Small areas within electoral wards used for statistical comparison of census data.

Supplementary Planning Document (SPD)

Non statutory planning documents that provide supplementary information in respect of the policies in DPDs.

Sustainability Appraisal (SA)

A form of assessment that considers social, economic and environmental effects of Regional Spatial Strategies (RSSs) and Local Development Documents (LDDs), and appraises them in relation to the aims of sustainable development.

Sustainable Development

A widely used definition drawn up by the World Commission on Environment and Development in 1987: "Development that meets the needs of the present without compromising the ability of future generations to meet their own needs".

Target

Detailed, quantitative objectives that can be monitored.



Abbreviations

CLG	Communities and Local Government
DPD	Development Plan Document
EC	European Community
EU	European Union
LDD	Local Development Document
LDF	Local Development Framework
LDS	Local Development Scheme
LPA	Local Planning Authority
LTP	Local Transport Plan
MAGIC	Multi Agency Geographic Information for the Countryside
ODPM	Office of the Deputy Prime Minister
OS	Ordnance Survey
PPG	Planning Policy Guidance
PPS	Planning Policy Statement
RPB	Regional Planning Body
RSPB	Royal Society for the Protection of Birds
RSS	Regional Spatial Strategy
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SAM	Scheduled Ancient Monument
SCI	Statement of Community Involvement
SFRA	Strategic Flood Risk Assessment
SEA	Strategic Environmental Assessment
SINC	Sites of Importance for Nature Conservation
SPA	Special Protection Area
SPD	Supplementary Planning Document
SSSI	Site of Special Scientific Interest
SUDS	Sustainable Drainage Systems

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