

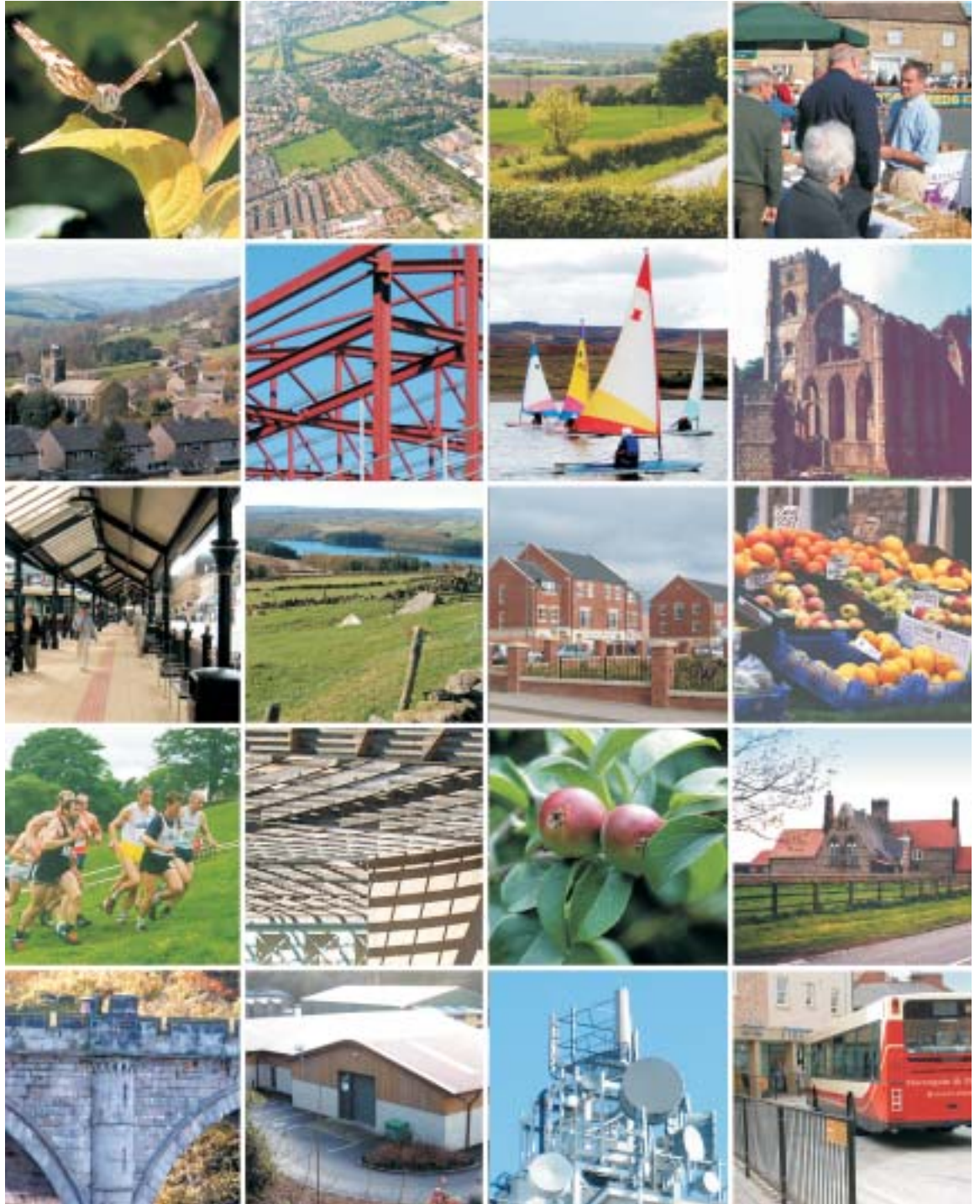
Harrogate District
LOCAL DEVELOPMENT
FRAMEWORK



**ISSUES
CONSULTATION**

on
**The Local Development
Framework Documents:**
Core Strategy; Housing
Allocations & Policies; and
Proposals Map

HAVE YOUR SAY



Jul/Aug/Sept 2004

T P Richards Dip T&RP, MRTPI, Head of Planning Services

PLANNING DIVISION

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www.harrogate.gov.uk/planning



Harrogate District Local Development Framework

A new-style Development Plan: Issues Consultation Document

Foreword

I am pleased to present this document to you as it marks the start of an eight-month period of community involvement which will shape the new plan for Harrogate District up to 2021.

To get the best results for residents and stakeholders the Council would like to know your views on a number of critical planning issues.

This document has been sent to all organisations and groups known to have an interest in the future of the District. You may have picked up this document in the library, at the Council offices or on the Council's website and wish to comment on the future of the District.

I encourage you to spend some time reading its contents, and answer on behalf of your organisation or as an individual as many questions as you feel able. Due to the diversity of communities in the District there are a lot of questions. Do not feel obliged to answer all of them.

*The document is available on the Council's Planning website - [http://www.harrogate.gov.uk/planning/policy & plans/ldf.htm](http://www.harrogate.gov.uk/planning/policy%20&%20plans/ldf.htm) - and you are encouraged to respond to these questions electronically via the web site. **However you decide to respond, please make sure you submit your comments to the Planning Division by Friday 17 September 2004.** Paper copy responses should be sent to Tim Richards, Head of Planning Services, Department of Technical Services at Knapping Mount, West Grove Road, Harrogate, HG1 2AE.*

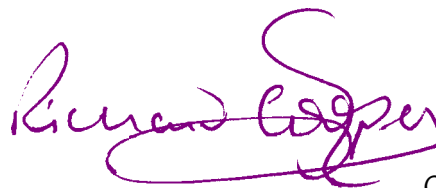
By autumn this year all the responses will have been collated and a report on the responses to this document published.

These responses and any discussions on matters arising will be taken into account before the Council progress to the next stage. The Council will also take into account the outcome of other consultations already being organised through initiatives such as the Renaissance Market Towns programme affecting Knaresborough and Boroughbridge¹, Planning for Real at Pateley Bridge, and Ripon 2020.

After this period, the Council will publish a formal consultation document in the summer of 2005, summarising the issues and options arising from this community involvement. This will set out the Council's preferred approach to the new development plan, including preferred land allocations for housing.

Again you will be informed about this stage of the plan making process and your views sought and considered prior to the Council formally submitting its new development plan to the Secretary of State in 2006.

I look forward to reading and listening to your comments and know that together we can make the District an even better place to live, work and visit.



Councillor R. Cooper
Cabinet Member, Planning

¹ For more info: go to <http://www.yorkshire-forward.com> and click to 'Yorkshire Forward', 'Departments & Projects', 'Environment', 'Rural Renaissance', 'Renaissance Market Towns'.

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Introduction

The changing background

Harrogate Borough Council is starting to prepare a new plan called the **Local Development Framework (LDF)**.

The LDF will replace the Harrogate District Local Plan, incorporating the Selective Alteration (HDLP)² and help guide new development and land use up to 2021.

The Planning and Compulsory Purchase Act 2004 has brought about this new plan making process.³

Instead of being one large plan like the HDLP, the Local Development Framework will be made up of several smaller documents which can be produced, reviewed and altered more quickly than before.

This is a distinct advantage over the old style plans by allowing a system able to respond much more effectively to changes in environmental, social and economic circumstances and allow a more focused approach on the District's planning priorities.

The Government requires that an LDF for each district is in place by March 2007.

This does not mean that the whole of the HDLP needs to be replaced by then. To the contrary, the majority of the HDLP policies will continue to be used beyond 2007 as they are relevant, effective and reflect the priorities in the District. The Government accepts that for many authorities their first LDF will comprise a combination of key elements of the new style plan and many of the existing policies and proposals.

However, the gradual replacement of HDLP policies will be necessary as soon as possible after 2007 and the order in which they are replaced will reflect Council priorities and the ability to undertake relevant survey work and community involvement.

This will be achieved via a 'rolling' three year programme of work setting out a logical progression of document production. The Council's draft programme of LDF work for the next three years can be downloaded from the Council's Planning website at: [www.harrogate.gov.uk/planning/policy & plans/ldf.htm](http://www.harrogate.gov.uk/planning/policy%20&%20plans/planload.htm) . When approved, this will be referred to as a 'Local Development Scheme' which will be formally published, reviewed on an annual basis and always look three years ahead.

The documents to be adopted in the first three year work programme are fixed (see below under heading 'New LDF documents: development plan'). The three year work programme includes reference to the preparation of documents which are to be adopted between 2008 and 2010. Your comments on this consultation will be taken into account when the Local Development Scheme is reviewed and document adoption beyond 2007 is determined.

Saving existing Local Plan policies

All existing Harrogate District Local Plan policies will continue to operate up to early 2007.

However, much of the existing Local Plan will be retained beyond this initial period as a separate LDF document of 'Saved Policies'.

The final list of 'Saved Policies' will be subject to Government approval later this year, but it is the Council's view that the majority of existing HDLP policies contained in the following chapters of the Plan should be saved, until replaced by new style policies probably in the three years from 2007 to 2010.

Chapter 3	Countryside
Chapter 4	Nature Conservation
Chapter 5	Green Belt
Chapter 6	Heritage and Design
Chapter 7	Recreation
Chapter 8	Amenity
Chapter 10	Employment
Chapter 11	Shopping
Chapter 12	Transportation
Chapter 13	Tourism
Chapter 14	Community Facilities & Utility Services
Chapter 15	Implementation

For the purposes of determining planning applications, these 'Saved Policies' will be used alongside the new LDF documents until replaced by 'new style' LDF policies. The Council's Planning website includes a list of those HDLP policies we consider should be saved at [www.harrogate.gov.uk/planning/policy & plans/ldf.htm](http://www.harrogate.gov.uk/planning/policy%20&%20plans/planload.htm)

² <http://www.harrogate.gov.uk/planning/policy%20&%20plans/planload.htm>

³ Under this Act, the new development plan will comprise the Regional Spatial Strategy (RSS) produced by the Regional Assembly (the County Structure Plan is abolished), the Harrogate District LDF, and the North Yorkshire Minerals and Waste Local Development Documents. Regional Planning Guidance for Yorkshire and the Humber (RPG12) will become the RSS until replaced by the new style RSS currently being prepared. See the Council's Planning website for more details of the new planning system at <http://www.harrogate.gov.uk/planning/policy%20&%20plans/planload.htm>

New LDF Documents: *Development Plan*

The contents of the Council's new development plan documents have been determined largely by three main factors:

- The Government's requirements for the preparation of the first LDF.
- The need to ensure that the release of housing land is properly managed.
- The priority being given by the Council to addressing affordable housing needs.

The new development plan documents which the Borough Council consider should be prepared in the first three years are:

- 1. A Core Strategy with supporting policies;**
- 2. Housing Site Allocations/Policies;**
- 3. A Proposals Map.**

1. The Core Strategy

This is a new concept introduced by the Act as a requirement for all LDFs. The Core Strategy in the Council's first LDF will look forward as far ahead as the year 2021 and will comprise:

- A Vision and objectives for the District
- A Strategy for the level and distribution of housing and employment development and any other major development needs.
- Policies for the allocation and release of housing land, and the provision of affordable housing for local needs.
- A Monitoring and Implementation Framework

The Core Strategy must take its lead from and be guided by the Regional Spatial Strategy (RSS), which amongst other things will identify the amount of housing to be accommodated in the District. All LDF documents must conform with the RSS. The Core Strategy may refer to broad locations for future growth and development, but will not deal with site-specific matters.

(IMPORTANT NOTE: Initially a number of 'saved' HDLP policies, whilst in a separate document, will effectively form part of the Core Strategy.)

2. Housing site allocations & policies 3. Proposals Map

The practice of allocating land for housing and illustrating this, along with other site allocations and area based planning policies, on a proposals map is well established. In the new planning system these are separate but related documents. Furthermore, the LDF will outline in more detail than in the Local Plan what is expected of development proposals on allocated sites in terms of design, open space, developer contributions, access and other requirements.

To assist in determining the allocation of land for housing, the Council has undertaken an Urban Housing Capacity Study (February 03) and is currently finalising a review of this study. This review will be the subject of consultation and community involvement later this year. The outcome of which will guide the details of the new development document on housing site allocations and policies.

This consultation document seeks your views on:

- **How the District can be a better place by 2021;**
- **What more the Council can do to address the acknowledged need for affordable housing for local people;**
- **What should be the Council's approach to housing land allocation and release;**
- **Employment, retail and other matters which may affect the approach to the Core Strategy, housing land release and urban extensions.**

This part of the document deals firstly with matters of general District-wide policy, particularly regarding housing (Issues 1 to 4), seeks views on the future of the different settlements in the District (Issues 5 to 8) and then asks about the future of the countryside (Issue 9). The final issue (Issue 10) asks how the new plan can promote and realise sustainable development.

At the end of the document, your views are sought on some additional matters. Whilst you are encouraged to read this section and answer any questions you feel you can, these questions are targeted more towards those involved in planning their own future operations e.g. the Water Authority or the Health Trust, or those organisations producing their own strategies and plans e.g. the Local Strategic Partnership. The aim of this is, as far as possible, to coordinate public and private sector strategy and investment in an effective manner to deliver timely and 'joined up' results on the ground.

In particular the LDF must ensure consistency with the District's Community Plan and vice versa. The LDF will set out the land use implications of the Community Plan.

Before these matters are dealt with it is important for you to answer a few questions about you, your organisation and any other organisations you feel may be interested in getting involved and contributing their views on the new plan for the District.

New LDF Document: *A Statement of Community Involvement*

A key requirement of the new system is to ensure the community is fully involved in the process. Particular emphasis is now placed on community dialogue and debate over issues at the beginning of the process.

Arrangements for engaging the public will be formalised in a 'Statement of Community Involvement' which itself will be the subject of wide consultation in 2005. The Council is starting work on this Statement and consequently it will be very helpful if you can complete the first section of the questionnaire about 'Getting Involved'.

Note: Website version

For ease of use on the internet the website version of this document is in pdf format and split into the following: -

Part 1: 'Introduction' is combined with 'Getting involved' (and 'What Happens Next')

Parts 2 - 11: One for each of the 10 Issues

Part 12: 'Other strategies, plans and investments' is combined with 'The Adequacy of Infrastructure and Utilities'

These pdfs can be downloaded/saved/printed or read online and they are hyperlinked to the online questionnaire which itself is split into corresponding sections.

Getting involved:

The Council wants to make sure that community and stakeholder involvement in preparing the Local Development Framework (LDF) is easy and effective. This allows us to prepare LDF documents that take into account the needs and wishes of local people, organisations and businesses.

We would like your views on how you and the local community could get involved in preparing LDF documents. We are particularly interested in hearing the views of those people who are not easy to reach using conventional methods of public participation (e.g. the elderly, young, the disabled, etc.).

Please go to Questions A - D at the start of the separate questionnaire provided with this document.

The overall level of development in the District up to 2021

ISSUE 1: What are the appropriate levels of new housing and employment development for Harrogate District up to 2021?

Where we are now

The Harrogate District Local Plan (HDLP)⁴ provides for the housing and employment land requirements of the District up to 2006. These requirements were established by, the strategic planning authority, North Yorkshire County Council, in 1995 as part of the Structure Plan. In terms of housing they reflect the overarching strategy of reducing the overall rate of house-building from the high levels in the 1970's, in order to safeguard the environment and to limit in-migration and commuting, particularly in those parts of the County closest to West Yorkshire.

However, in the absence of a strong national policy on the release of housing land during the 1990's, more houses have been built in the District than that stipulated by planning policy. The District housing requirement from 1991 to 2006 of 7000 dwellings has already been exceeded and is likely to overshoot by about 28%.

The current Local Plan provides for about 470 net additional homes per year, but rates over the last 5½ years have averaged about 660 per year. This over-provision has been due to strong developer pressures, higher density development and the level of permissions granted in the past. Following changes in national policy on the release of housing land and in response to this situation, the Council has recently introduced measures to restrict new planning permissions so that only small brownfield sites are developed and buildings reused as far as this is possible.

The employment land requirement from 1991 to 2006 is for 65 hectares and the HDLP seeks to provide some 71 hectares of new employment land in the District. A considerable amount of this employment land is still available for the needs of the District (about 32 hectares in April 2004).

Where should we be heading?

District figures for housing and industrial/business development will no longer be established by the County Council. The Regional Assembly for Yorkshire and the Humber has now taken over this responsibility, although it is not yet clear whether they will provide employment land requirements at District level. The Regional Assembly are currently working on the District level housing requirements up to 2021.

Nevertheless, it is useful to seek views now on potential levels so as to inform the consideration of the emerging figures in the Regional Spatial Strategy (RSS). The only indication of future development requirements is that provided in the Joint Structure Plan Review⁵. Despite the fact that the Review is not being progressed further and these figures only project to 2016, it is considered to be reasonable to use these figures as the basis for this consultation.



New housing at The Boulevards in Harrogate.

⁴ <http://www.harrogate.gov.uk/planning/policy%20&%20plans/planload.htm> (Policies H1 and E1)

⁵ Pre-Deposit Consultation Draft North Yorkshire Structure Plan (January 2003) Policy H1 - based on RPG12 - Regional Planning Guidance for Yorkshire and the Humber (October 2001)

Housing

The Joint Structure Plan Review provided for 7,500 additional homes in Harrogate District between 1998-2016 (about 420 per year). This represents a reduction in building rates of about 10% from those contained in the current Plan⁶. The regional housing strategy is to protect the environment of the area and restrain new housing development in the District so as to reduce in-migration from West Yorkshire, thereby assisting in its regeneration. This means cutting back on the supply of new housing and will affect the Council's ability to meet the identified need for affordable housing for local people. (See Issue 2).

A detailed study⁷ of sites within the built-up areas of Harrogate, Knaresborough, Ripon, Boroughbridge, Pateley Bridge and Masham identified potential for just over 2,400 homes in the next 15 years. Further potential exists in the rural areas and throughout the District almost 2,000 homes already have planning permission but are not yet built. However, even with a policy of restraint as described above, some greenfield sites on the edge of urban areas may well need to be identified in the LDF to ensure the District's housing requirement up to 2021 can be met (see Issues 3 and 4 regarding the allocation and release of housing land up to 2021, and possible need for urban extensions).

Please go to Questions 1 - 2 in the separate questionnaire provided with this document

Employment

The Joint Structure Plan Review proposed 60 hectares of new employment land in the District for the period 1998-2016.⁸ This was calculated by reviewing past take-up rates of allocated employment land and forecasting the expected increase in the working population and converting it into a land requirement using a number of assumptions regarding, for example, worker densities and net levels of out commuting.

60 hectares over the period 1998-2016 equates to an annual take-up rate of 3.33 hectares. On this basis, by 2021 an additional 16.65 hectares will be required, giving a total of about 77 hectares for the period 1998-2021. Table 1 indicates that about 20 hectares of additional employment would need to be allocated in order to meet this requirement, after taking into account past development and allocations and commitments which are still available.⁹

Table 1: Employment Land Requirements 1998 - 2021 (as at 31/3/04)

	ha
Draft Structure Plan requirement 1998-2016 (projected to 2021)	77
Developments completed/under construction 1998-2004	25
Existing land allocations and commitments	32.5
Outstanding allocation requirements	19.5

The assumed average building rate of 3.33 hectares per year is broadly in line with the District's long term annual building rate between 1991-2003 of 3.16 hectares, although over the shorter term between 1998-2004 this averaged 4.1 hectares. Projecting this take-up on the shorter term trend would mean that for the period 1998-2021, the employment land requirement equates to about 94 hectares (i.e. an additional 17 hectares on top of the 19.5 hectares stated above). However, the recent trends in employment land take-up may represent an unusually buoyant period and they may not be sustainable in the longer term and may not assist the strategy of growth restraint.

In order to ensure that there is a continuous supply of employment land throughout the period to 2021, employment land allocations could be phased for release. This would be supported by effective annual monitoring of land availability and future reviews of the LDF allocation requirements to address any potential shortfalls in provision which could be harmful to the local economy.

Please go to Questions 3 - 6 in the separate questionnaire provided with this document (read all 4 questions before starting to answer)



The recent industrial estate expansion at Summerbridge.

6 North Yorkshire County Structure Plan 1991-2006 (1995)

7 Urban Housing Capacity Study (Jan 2003) Baker Associates – being updated to April 2004 by HBC.

Go to <http://www.harrogate.gov.uk/planning/policy%20&%20plans/planload.htm>

8 Pre-Deposit Consultation Draft North Yorkshire Structure Plan (January 2003) - Policy EC2.

9 These figures are based on an update of the Harrogate District Local Plan Annual Monitoring Report (September 2003)

Go to <http://www.harrogate.gov.uk/planning/introduction/publications.htm>

The provision of affordable housing for local people

ISSUE 2: How should the Local Development Framework maximise the provision of affordable housing throughout the District to 2021?

Where we are now

A District-wide housing needs assessment¹⁰ was carried out in 2000 and updated in 2003 to reflect changes in local market prices/rents and income levels. With house prices in the area continuing to rise and be the highest in the region, without equivalent rises in income, there remains no dispute that there is a significant need for affordable housing in the District.¹¹ The District-wide needs assessment identifies that 978 additional units would be required per year if all affordable needs for local people were to be met over the next 5 years. The needs assessment and other relevant circumstances in Harrogate justify the 50% affordable housing target on sites generally and for the majority of any affordable housing to be social rented as this is the only tenure affordable to all households in need. The 50% target was endorsed by the Inspector in his Report on the Selective Alteration Public Inquiry dated November 2003.

The existing Local Plan¹² sets a District target of 150-170 affordable homes per year to 2005/06 and seeks some affordable housing on windfall sites of 15 or more homes, (0.5 ha. or more) in Harrogate, Knaresborough and Ripon and of 3 or more homes (0.1 ha. or more) in other areas, including conversion schemes. The amount and type of affordable housing is subject to negotiation, but the starting point is 50%. An even higher level of provision is sought as an exceptional substantial planning benefit on sites producing 10 or more homes (0.3 ha. or above) through the managed housing release policy (Policy HX).¹³ Existing policy also provides for 100% affordable housing to be allowed within or adjoining villages on "exception" sites where planning permission for housing would not normally be granted.¹⁴

Harrogate Borough Council has been identified as an exemplar authority for its affordable housing policy by the Office of Deputy Prime Minister (ODPM) in its publication 'Sustainable Communities for Yorkshire and Humberside' and the affordable housing and retail scheme at the junction of Bower Road and Beulah St, Harrogate has recently won a national award for its contribution to sustainable development. Very recently the ODPM announced a £7 million grant assistance towards affordable housing in the 'Golden Triangle' area of Leeds, Harrogate and York. This further recognises the need to address the issue of affordable housing for local people in Harrogate District.



A derelict night club site has been redeveloped to provide affordable housing and retailing in Harrogate town centre.

¹⁰ Housing Needs Survey 2000 and 2003 Update - Fordham Research

¹¹ Contact the Housing Development Officer on 01423 556891 for definition and background.

¹² Harrogate District Local Plan Selective Alteration (April 2004) Policy H5 <http://www.harrogate.gov.uk/planning/policy%20%20plans/planload.htm>

¹³ Harrogate District Local Plan Selective Alteration (April 2004) Policy HX <http://www.harrogate.gov.uk/planning/policy%20%20plans/planload.htm>

¹⁴ Harrogate District Local Plan (February 2001) Policy H8 <http://www.harrogate.gov.uk/planning/policy%20%20plans/planload.htm>



New affordable housing built recently in Fewston.

Where should we be heading?

National and regional policy¹⁵ highlights the need for a significant proportion of new housing to be for households unable to afford housing in the open market. This is in the interests of securing mixed and balanced communities and to assist the local economy. A District target has to be set, based on an up-to-date local housing needs assessment and planning permission should be subject to the building of an appropriate number of affordable housing.

A recent Government consultation document¹⁶, if approved, would allow the Council to justify affordable housing being negotiated on smaller sites than current policy prescribes in urban areas. It would also allow the LDF to allocate land for affordable housing in or adjacent to villages, rather than to rely on sites coming forward on an ad hoc 'windfall' basis.

In view of the high level of local need and shortage of supply, the District's Community Plan¹⁷ identifies, as a priority, the need to maximise affordable housing provision throughout the District. This could be achieved by allocating suitable sites with the highest possible affordable housing targets. It could potentially involve allocating sites for 100% affordable housing including, for example, disused small industrial/business sites in residential areas and greenfield sites in or adjacent to villages. Different tenures of affordable housing, such as low cost home ownership, may need to play a bigger part in the future range of affordable housing.

The Council's Best Value Review of the Local Economy has identified that housing affordability is affecting local employers' ability to recruit workers key to their needs. Research is being undertaken by the Council to identify

any key worker shortages and the LDF may have to address this particular issue of housing affordability. A definition for key workers will form part of this research. Factors which will make up a key worker definition are likely to include the importance of the type of worker to the local economy, their ability to afford market house prices, the supply of these types of workers and the distance travelled by them to work in Harrogate.

A "local needs only" policy, as operating in several National Parks, whereby all new open market homes are occupied by locally connected people only (i.e. those with an existing home, job or family ties in a defined area - e.g. Harrogate District) is also an option for consideration to limit house prices in the rural areas. New agricultural workers' dwellings, when no longer required to serve a local farm worker, could also be restricted to other local needs only.

Please go to Questions 7 - 15 in the separate questionnaire provided with this document



In Knaresborough the redevelopment of the bus station for mixed use included affordable units and retail.

15 PPG3 (March 2000) Go to <http://www.odpm.gov.uk> and follow links through 'Planning', 'Planning Policy', 'Planning Policy Guidance Notes', Circular 6/98 Go to <http://www.odpm.gov.uk> and follow links through 'Planning', 'Planning Policy', 'Planning Circulars', PPG3 Housing Consultation Draft (July 2003) and RPG12 (October 2001) Go to <http://www.goyh.gov.uk/rpg/>

16 PPG3 Housing Consultation Draft (July 2003) Go to <http://www.odpm.gov.uk> and follow links through 'Planning', 'Consultation Papers'

17 Harrogate District Community Plan (February 2004) Go to <http://www.harrogate.gov.uk/business/regeneration/communityplan>

The allocation and release of housing land

ISSUE 3: How should the Local Development Framework allocate, and manage the release of, housing land in Harrogate District?

Where we are now

In the past the planning system has not allowed sufficient control over the release of new housing and, in a District like Harrogate with a buoyant housing market and strong developer pressures, the relatively high year on year house building has resulted in a significant over-provision of house building, compared to policy. As of September 2003, there were over 500 more dwellings built in the District compared to the number of dwellings required by 2006. By March 2006, it is estimated there could be nearly 2000 more than the policy requirement of 7000 between 1991 and 2006.¹⁸

This situation takes account of the fact that the housing allocations in the HDLP at Claro Rd, Harrogate and Westholme Road, Masham are no longer to be released for housing in the existing development plan. There are no other land allocations for housing in the HDLP and the current supply of housing is reliant upon permissions (just under 2000 dwellings) and windfalls subject to their compliance with Policy HX of the HDLP. This policy could only recently be introduced following new national¹⁹ and regional²⁰ planning guidance which provides for a “plan, monitor and manage” approach to housing supply, the speed and pattern of future housing.

Policy HX is a criteria based managed housing release policy which, to minimise the over-provision of housing does not currently allow for greenfield development, save for a few exceptions (such as affordable housing and barn conversions). It also limits permissions on previously-developed sites to those providing fewer than 10 homes.

Where should we be heading?

The ‘Plan, Monitor and Manage’ approach to planning policy for housing is now firmly embedded in the plan making system. The new LDF way of producing development documents more quickly and easily, should also assist the Council in controlling the speed and pattern of future housing, in accordance with its own strategy. That said, the Council does not have a blank sheet and must produce development documents in general conformity with the Regional Spatial Strategy.

Regional Planning Guidance for Yorkshire and the Humber (to be renamed the Regional Spatial Strategy - RSS12) expects councils to manage the release of housing based on advice from the Regional Assembly, current best practice, local circumstances and the application of the sequential approach. The order of preference for housing allocation set out in regional guidance is:

1. previously-developed land and conversions in urban areas;
2. other appropriate infill within urban areas, subject to acceptability in terms of loss of open space and impact on character of the area; (*In this District, Harrogate and Ripon are identified as urban areas at regional level and the Council's Urban Housing Capacity Study treated Knaresborough, Borough-bridge, Masham, and Pateley Bridge as urban areas*).
3. extensions to main urban areas, with priority to previously-developed sites before greenfield sites and extensions must to be accessible to services and jobs by good public transport; (*Only Harrogate town is currently defined at regional level as a main urban area. Therefore extensions to Harrogate town, should generally be considered in preference to extensions to the remaining urban areas of the District*).

18 The source of these figures is the Harrogate District Local Plan, Housing Monitoring Report (Sept 2003) Go to http://www.harrogate.gov.uk/planning/policy%20&%20plans/pdfs/hmr_04.pdf

19 PPG3 Housing (March 2000) Go to <http://www.odpm.gov.uk> and follow link through 'Planning', 'Planning Policy', 'Planning Policy Guidance Notes' and good practice guide: 'Planning to Deliver: the managed release of housing sites' (July 2001) Go to <http://www.odpm.gov.uk> and follow link through 'Planning', 'Planning Policy', 'Planning Policy Guidance Notes', 'Advice'

20 RPG12 Regional Planning Guidance for Yorkshire & the Humber to 2016 (October 2001) Go to <http://www.goyh.gov.uk/rpg/> (Policy H3)

4. extensions to market towns, with priority to previously-developed sites before greenfield sites and extensions to be accessible to services and jobs by good public transport; (*Ripon, Knaresborough, Boroughbridge, Masham and Pateley Bridge*)
5. other development that supports the regional spatial strategy and has good public transport links to a wide range of employment and services. (*It seems unlikely that other locations in this District would support the regional spatial strategy*)

In rural areas new housing should meet local needs and/or support local services, giving priority to the reuse of previously-developed land or buildings and to conserving the character of the small town or village.

Furthermore, the above approach to land allocation should be supplemented by consideration of each potential site against the following criteria (summarised from PPG3):

- The availability of previously developed sites, empty or underused buildings and their suitability for housing use.
- The location and accessibility to jobs, shops and services by modes other than the car, and the potential for improving accessibility.
- The capacity of existing and potential infrastructure, e.g. public transport, water, sewerage, schools and hospitals.
- The ability to build communities e.g. supporting or retaining new physical and social infrastructure such as shops, health services, schools, affordable housing, open space.
- The physical and environmental constraints on the land such as contamination, stability, flood risk.

Conclusions reached on the overall sustainability of each site based on the above criteria could override the general order of preference given in regional policy.

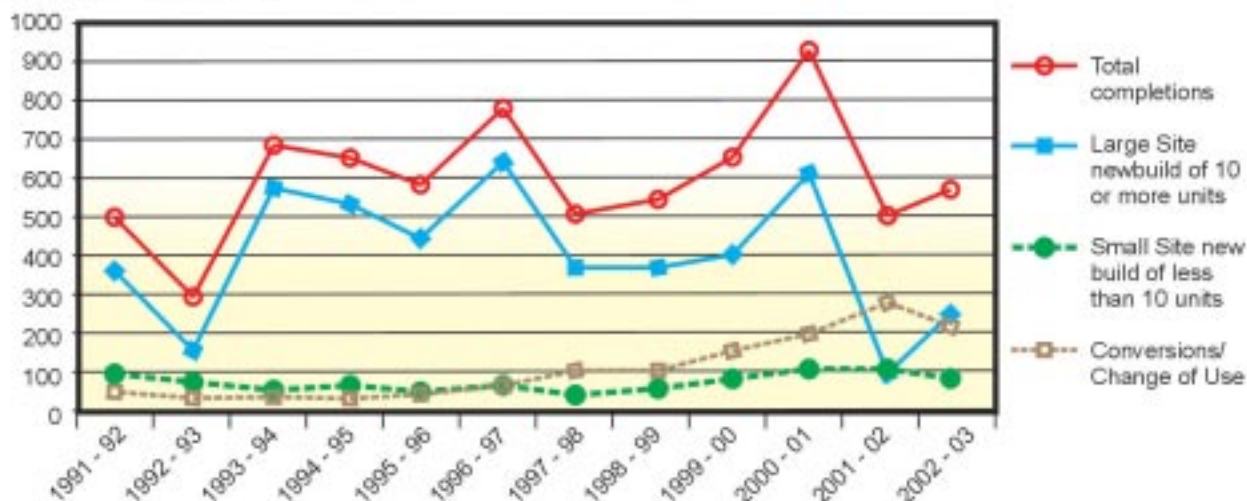
Managing the release of sites involves assessing sites available for development; adopting a phased approach and allocating sites; possibly designating sites of key importance in providing sustainable communities or those requiring considerable infrastructure requirements (strategic sites); handling windfalls and effective monitoring and review. Sites in the urban areas and market towns are being identified through the Council's current study²¹ and other work, and their allocation and release will need to respect the above sequential approach. Some sites in villages may also be identified for allocation where they satisfy the above advice. Sufficient sites will need to be identified to meet expected needs, with an allowance made for windfalls and sites will need to be ordered for release through a phasing policy. Phases covering the plan period up to 2021 are expected to be used.

A minimum of five years supply of housing land is to be allocated and marked on the Proposals Map. However, the Government indicate that LDF's should make provision for at least 10 years' potential supply of housing. This can be achieved through the Council's work on Urban Housing Capacity. Annual monitoring and review will ensure that housing requirements are being met and highlight any need to adjust site release in a future phase to take account of the actual rate of windfalls.

Note: Questions 16 - 20 are of a particularly technical nature. If you wish to answer these questions, but need further information in order to do so, please email your query to ldf@harrogate.gov.uk or ring the Council on 01423 556586.

Please go to Questions 16 - 20 in the separate questionnaire provided with this document

Housing Completion Rates



21 Urban Housing Capacity Study (Jan 2003) Baker Assoc - being updated to April 2004 by HBC Go to <http://www.harrogate.gov.uk/planning/policy%20&%20plans/ldf.htm>

The future of the District's main settlements

ISSUE 4: Is there a need for the LDF to consider extensions to the built-up areas of the District's six main settlements?

Where we are now

The Harrogate District Local Plan (HDLP)²² seeks to accommodate most of the District's development needs within or adjoining existing built-up areas, maximising as far as possible the use of vacant and under-used land. The Plan's strategy refers to the District's development needs largely being met in the main urban areas of Harrogate, Knaresborough and Ripon. Indeed, this has taken place with around three quarters of house building during the period from 1991 to Sept 2003 taking place within or adjoining these three urban areas. During this period, extensions to the built-up areas of these settlements have not been uncommon. The houses at Killinghall Moor, Harrogate; Doublegates Quarry, Ripon and Aspin Lane East in Knaresborough all represented extensions to the built-up areas on formerly 'greenfield' land. The towns of Boroughbridge, Masham and Pateley Bridge have seen much more modest increases, but again extensions to their built-up areas and building on 'greenfield' land have taken place. Since 1999, house-building in these settlements has been concentrated on 'brownfield' (previously developed land) within the built-up areas. (87% of the houses built in the District between 2002 and 2003 were on brownfield land.)

The increase in housing during the period of the HDLP (1991 to date) has been monitored mainly in relation to wider 'market' sub areas around each settlement, rather than independently for each of the District's six main

settlements. The starting point to the Council's approach to distributing this new housing has been on a population pro rata approach. This approach uses the area's population and calculates what proportion of the District's total population lives within the area. If this proportion is 40%, then 40% of the District's total housing requirement is used as the starting point to determine an appropriate level of housing for that area.

Whilst variations on this proportion have occurred and other matters need to be taken into account, this approach has generally worked well. It has resulted in an increase which broadly matches housing need and provides for the scale of increase appropriate to the size of the main settlements in each market sub area. These outputs conform with the key elements of the existing strategy for increase in North Yorkshire set out in Regional Planning Guidance (RPG12).²³

The ability of the existing urban areas to provide additional employment land is limited and new build industrial and business development has tended to take place on greenfield sites adjoining, but extending, the built-up areas of these settlements. Most of the land allocations in the HDLP which are set aside for employment use, but yet to be built on, are within this category. Some retail development has also taken place during this period (1991 to 2003) on sites which represent an extension to the built-up areas.



The urban fringe at Killinghall Moor, Harrogate.

²² <http://www.harrogate.gov.uk/planning/policy%20&%20plans/planload.htm>

²³ <http://www.goyh.gov.uk/rpg/>

Where should we be heading?

In the absence of a clear framework for the period to 2021 at regional level and with further work still to be undertaken on development requirements at this stage, it is difficult to be precise about the need to extend the District's main urban areas.

However, based on the housing numbers referred to in Issue 1 and assuming that the increase in each of the District's main settlements (Harrogate, Knaresborough, Ripon, Boroughbridge, Masham and Pateley Bridge) is broadly proportionate to their existing populations, then the following is a likely scenario:

Indications are that for the first 5 years after adoption of the LDF (2007 - 2012) sufficient housing land is likely to be readily available within the built-up areas of the main settlements on previously developed land or land not protected for other uses or amenity value.²⁴

Therefore under these circumstances, there would be no need to allocate any greenfield land/extensions of the built-up areas on the proposals map of the Council's first LDF (The Government requires at least 5 years of housing land provision to be marked on the proposals map).

However, Government policy based on a national picture of housing shortages indicates that LDF's should make provision for at least ten years' potential supply of housing land.²⁵ This can be achieved by formally identifying sites, though not necessarily allocating land on the proposals map, in the LDF. Effectively this will be a 'land bank' of potential housing sites which will either be brought forward earlier in the plan period if needed to meet the housing requirement, or reviewed and re-phased dependent upon the availability of previously developed land and windfall provision at the time.

Based on the above approach to the distribution of housing, indications from the Council's work on urban housing capacity suggest that, in most settlements, even this ten year housing supply can probably be achieved with little or no need to use greenfield land or promote urban extensions.

This is different in relation to housing likely to be needed to serve Harrogate town between about 2012 and 2021. During this period an urban extension to provide for the housing needs of the area may be necessary. Furthermore, there is likely to be a need for more employment land to serve Harrogate town by this time, and the retail needs of the town may not have been met in or adjacent to the town and local shopping centres. Therefore other locations for additional shopping facilities and employment land may need to be assessed.

Of course, more land may come forward than anticipated from 'windfalls' in the intervening period on 'brownfield' sites within the built-up area. This will be carefully monitored and could affect the need to release land for housing as an urban extension. An urban extension to Harrogate town could be in the form of a sizeable mixed use urban extension, or a number of smaller extensions in locations well served by public transport and/or offering good opportunities for walking and cycling to work, shops and services.

Knaresborough and Harrogate are so closely related in terms of jobs, shops and services (including transport) and housing market that it seems appropriate to consider the scope for an extension of the built-up area in Knaresborough as well as Harrogate.

Please go to Question 21 - 24 in the separate questionnaire provided with this document



St James Park, Knaresborough.

24 Urban Housing Capacity Study (Jan 2003) Baker Assoc - being updated to April 2004 by HBC. Go to <http://www.harrogate.gov.uk/planning/policy%20&%20plans/ldf.htm>
25 PPG3: Housing (March 2000) Go to <http://www.odpm.gov.uk> and follow links through 'Planning', 'Planning Policy', 'Planning Policy Guidance Notes'

The development of Harrogate town

ISSUE 5: Regional Planning Policy²⁶ indicates that *“Harrogate, along with Scarborough and York, should be a main focus for economic and housing development in North Yorkshire.”*

What should this mean in terms of the quantity, quality and location of new housing, industrial, business, retail, sport and leisure development in the town up to 2021?

Introduction

A summary of some of the key characteristics for the town is firstly outlined and questions asked about what Harrogate should be like in 2021 and how this might be achieved. Then information on potential key land use requirements (e.g. housing, employment and retail) is given and questions asked about these.

Please note that not all the matters raised in this section will form part of the Council's first LDF, due for adoption March 2007. However these matters and your responses to them will be important to establish the scope and priority for the Council's 'rolling' programme of LDF work, and thereby how soon after 2007 these matters will form part of the adopted plan.

What Harrogate town is like now

Harrogate is the District's largest urban settlement, with a population of approximately 73,000. It experienced a population increase in the past decade of 7%.²⁷

The centre of Harrogate is characterised by the quality of its built heritage and it is a Conservation Area with many Listed Buildings. The town is also noted for the number and quality of its open spaces, including the famous Valley Gardens and the Stray's 200 acres which provides a green 'lung' in the heart of the built-up area. The town is set within attractive countryside and lies about two miles to the east of the Nidderdale Area of Outstanding Natural Beauty. The Green Belt to the south of the town extends as far south as Leeds and Bradford and seeks to maintain the openness of this area for the long term. The key purpose of the Green Belt to the east of the town is to protect the special character of the towns of Harrogate and Knaresborough and prevent them merging together.

Harrogate is an important centre for service provision. It is the main focus for most primary and secondary education in the District. (5 state funded secondary schools, 20 state funded primary and infant schools, 4 independent schools, and a Community Special School). Harrogate College of Further Education, with its links with Leeds Metropolitan University is an important facility in the town. One NHS Trust hospital and Duchy Nuffield Hospital both provide in/out patient facilities. There are 10 NHS GP practices and 21 dental practices.

There are two public swimming pools (Hydro and Starbeck), a Turkish baths and health spa, 2 sports centres (joint use at Rossett and Granby Schools) and 2 Community Centres. Two private modern leisure centres serve the north and the south of the town. The town has a wide range of sports clubs important to the civic pride of the town and to the health of its residents. The town's theatre and cinema offer evening entertainment in the town centre, along with cafés, pubs, clubs, bars and restaurants.

Bus links to locations within and outside the District are relatively good and the town is linked to York and Leeds by rail. However, levels of car ownership in Harrogate are high and parts of the town, particularly the A59 and A61, suffer from traffic congestion during the peak periods. Work is currently being undertaken on a Harrogate and Knaresborough Integrated Transportation Study (HAKITS)²⁸ and this will provide a new transportation strategy for the area up to 2016.

House prices in Harrogate exceed the District, County and UK averages and are continuing to rise. There is a significant need for affordable housing in the town.

Harrogate is a prosperous employment centre with a high proportion of people in or seeking employment. Retail/wholesale and health/social work are the town's

²⁶ <http://www.goyh.gov.uk/rpg/>

²⁷ Census 2001. <http://www.statistics.gov.uk/census2001/>

²⁸ Refer to <http://www.harrogate.gov.uk/planning/policy%20&%20plans/ldf.htm> for more information

dominant employment sectors, each accounting for around 20% of employment. 15% of employment in the town is in the estates/property and related business. The hotel/restaurant sector accounts for approximately 10% employment.²⁹ The latter statistic reflects Harrogate's status as an international tourism and conference centre, with a significant number of hotel bedrooms and leisure facilities.

The town also holds many important events and has a number of facilities which attract significant numbers of visitors e.g. Harlow Carr Gardens, the Great Yorkshire Show, Spring and Autumn Flower Shows.

Harrogate is the District's main retail centre. As well as providing for food and non-food goods generally expected of a centre of this size, the town centre contains many high class and specialist shops and shop vacancy rates are low. The Victoria Shopping Centre, off Station Parade is the town's only indoor shopping mall type development.

What should Harrogate town be like in 2021?

There are a number of planning policies which currently guide and control the future development and conservation of the town and many of these are part of a long standing approach to the future of the town. Many of these are reflected in the Harrogate District Local Plan³⁰ and its Proposals Map for Harrogate town.

However, existing Regional Planning Policy, with its focus for development in the town, could offer a change and challenge to some of the existing policies e.g. an extension to the urban area (see Issue 4) and create opportunities to make Harrogate an even better place by 2021.

Please go to Questions 25 - 26 in the separate questionnaire provided with this document

Housing

Issue 1 identified options for future housing in the District as a whole to 2021. In previous plans the Council has tried to distribute new development on the basis of population levels to sub-areas of the District and in the existing Local Plan the towns of Harrogate and Knaresborough with their surrounding rural area were expected to take 65%. Taking the town of Harrogate alone (based on the ward population in 2001) this approach would result in 48% of the District's new housing taking place in Harrogate (i.e. 200 per year using the above 420 per annum figure for the District). Over the past five years an average of nearly 250 dwellings per year have been developed in Harrogate/Pannal.

However, this approach does not take into account the availability of previously-developed sites, environmental and infrastructure constraints, future employment provision and affordable housing needs in Harrogate relative to the District's other urban locations. The main road network in Harrogate operates at capacity during peak periods and could be a constraint on new development in the town. The Green Belt and the high quality landscape setting of the town are further constraints.

In terms of affordable housing needs, the survey³¹ found that some 49% of the total households in need were in Harrogate. The Urban Capacity Study³² indicated that 48% of sites identified (yielding 5 or more units) in the six main settlements were located in Harrogate. Brownfield windfalls are also more likely to come forward in the future in Harrogate, given its size. The proportion of the District's economically active population (in or seeking employment) living in Harrogate is also 48%.³³

Please go to Question 27 in the separate questionnaire provided with this document

Employment

In making provision for employment land, regional guidance³⁴ requires that wherever possible development should be located within urban areas, subject to suitable sites being available.

The remaining employment allocations and commitments within the urban area of Harrogate town are modest in scale (2.56 hectares at Cardale Park) and the scope for increasing employment land provision on previously developed land (or other urban infill) within Harrogate is likely to be limited.

St James' Business Park, Knaresborough was allocated and has been developed to serve Harrogate as well as Knaresborough. Subject to a reduction in some of the developable area due to flood risk issues, there is some 11.7 hectares of land available on this site and this could serve the needs of Harrogate (and Knaresborough) for between 3 and 6 years.

Therefore the current employment land supply to serve Harrogate town is probably at best about 8 years' supply (sufficient until 2012) and at worst about 4 years' supply (sufficient until 2008). This situation, bearing in mind the majority of this land is situated in Knaresborough emphasises the need in Harrogate to retain existing employment land in employment use. This is current planning policy in the existing Local Plan.

29 Stats from the Annual Business Inquiry carried out by HBC Economic Development Unit.

Go to <http://www.harrogate.gov.uk/business/documents/Local%20Economy%20Overview%202003.pdf>

30 <http://www.harrogate.gov.uk/planning/policy%20&%20plans/planload.htm>

31 Housing Need Survey 2000 and 2003 update - Fordham Research

32 Urban Housing Capacity Study (Jan 2003) Baker Assoc - being updated to April 2004 by HBC. Go to <http://www.harrogate.gov.uk/planning/policy%20&%20plans/ldf.htm>

33 Census 2001 - <http://www.statistics.gov.uk/census2001/>

34 RPG12, Policy E4 & P1 - <http://www.goyh.gov.uk/rpg/>

If the District requirement for employment land (1998 - 2021) was to be 77 hectares (see Issue 1), and current planning policy for the protection of existing and Local Plan allocations of employment land were retained, there would be a District shortfall of 19.5 hectares of employment land up to 2021. As Harrogate town should be the main focus of development in the District and as other areas of the District are generally well provided for, it could be argued that the majority of this additional employment land should be located in or around Harrogate town.

The scale and location of employment land is an important issue for the LDF to address. However, the Council's first adopted LDF will not be making additional site allocations for employment on the proposals map to those in the existing Local Plan. Nevertheless, the Core Strategy of the first LDF will need to consider whether it can give a strategic steer, with possible reference to broad locations, for future employment land.

Please go to Questions 28 - 29 in the separate questionnaire provided with this document

Retail and Leisure

RPG 12 sets the framework for planning for retail and leisure facilities. In developing strategies for retail and leisure development, local planning authorities are required to undertake an assessment of need and apply the sequential approach to identify sites in or on the edge of existing town centres.³⁵

A District-wide Retail Capacity Study³⁶ has recently been completed by consultants to provide an independent assessment of the likely capacity for additional food and non-food retail floorspace within the District to inform the LDF.

This study concludes that the LDF should consider the need for more food and non-food shops in Harrogate.

Whilst no formal position has been taken by the Council on the need for more retailing in Harrogate, in accordance with Government policy such a need would require a thorough investigation of town centre or edge of centre sites (including local centres where appropriate) prior to consideration and acceptability of out of centre sites.

This investigation and, if necessary, an assessment of potential out of centre locations will take place, subject to Council approval, over the next two years and involve the Chamber of Trade, local shop keepers, landowners, developers and agents.

Town centres should contain a wide range of uses that need to be accessible to a large number of people, including leisure and entertainment. The need and scope for accommodating these uses in the town centre will also be assessed over the next two years.

In order to assist the Council determine the need for more shops in Harrogate and where they should be located, it would be useful to receive your answers to the following questions.

Please go to Questions 30 - 35 in the separate questionnaire provided with this document



Hall 'M' is soon to be joined by new exhibition facilities under construction on Kings Road.

Conference and Business Tourism

The Harrogate International Centre (HIC) is extremely important to the economy of Harrogate town and the District as a whole. The HIC lies in the heart of the town with most of the hotels/guest houses being within easy reach. The LDF will need to ensure that the qualities of the town which attract conference visitors e.g. the town's heritage and open spaces and ease of access to accommodation and leisure facilities, are retained and where possible enhanced. Furthermore, the LDF should ensure that land, buildings and infrastructure are available for the HIC to modernise, compete and flourish up to 2021.

Please go to Question 36 in the separate questionnaire provided with this document

Sport and Recreation

The Harrogate District Playing Pitch Strategy was approved by the Council in April 2004. Having assessed the sports of football, rugby union, hockey and cricket, the main deficiencies highlighted are in mini and junior football pitches and rugby union pitches. (The former is District-wide, though has most impact in Harrogate, and the latter relates to Harrogate and Ripon.) There is however a surplus of senior football pitches. Dependent on location, ownership and other factors, and in accordance with Government planning policy³⁷, some of these senior football pitches should be

³⁵ RPG 12, Policy SOC3 - <http://www.goyh.gov.uk/rpg/>

³⁶ Harrogate Borough Council Retail Study - February 2004 (prepared on behalf of HBC by CBRE) - <http://www.harrogate.gov.uk/planning/policy%20&%20plans/>

³⁷ PPG17: Planning for open space, sport and recreation (2002). Go to <http://www.odpm.gov.uk> and follow links through 'Planning', 'Planning Policy', 'Planning Policy Guidance Notes'

used to meet the deficiency in mini/junior football and rugby union. The Council will be assessing the scope for maximising these opportunities over the next 12 months and the outcome will feed into later work on the LDF.

There are a number of sports clubs in the town which face difficulties in accommodating the increased demand for facilities, the requirement for improved facilities to meet regulatory standards and expansion in the future. Harrogate Rugby Union Football Club (based at Claro Road) and Harrogate Town Football Club (based at Wetherby Rd) both wish to make significant improvements to their own facilities to meet these demands.

The LDF will need to consider additional land requirements for the above deficiencies, for the aspirations of the major sports clubs and any other sport and recreation needs identified.

However, the potential of sites on the edge of the town to accommodate such facilities is extremely limited by environmental constraints and/or their relatively poor access to modes of transport other than the car.

Please go to Question 37 in the separate questionnaire provided with this document

Traffic and Travel

The need "to tackle traffic congestion in our towns" is recognised in the Community Plan³⁸ and Council's Vision.³⁹ The relationship between the level of increase proposed and where it is located, the existing transportation infrastructure, and a future transportation strategy for Harrogate and Knaresborough are important considerations in the preparation of the LDF. RSS recognises that in focusing the increase in Harrogate, this will need to be matched by an appropriate transportation strategy and plan for the town.

Currently, a major study is underway to prepare an Integrated Transportation Strategy for Harrogate and Knaresborough. This has involved consultation with Stakeholders who have identified key transportation issues and potential solutions. Consultants, together with the County and Borough Councils will now look at

a number of options to address the key issues identified and will assess their traffic, environmental and economic effectiveness. This work will also consider possible future increase options. The strategy will look forward in detail to the year 2016 and will identify projects/traffic management and other measures to be undertaken which will be included in the Second North Yorkshire County Council Local Transport Plan (2006 - 2011). As part of this process a questionnaire is to be sent to all households in the study area.

Government guidance⁴⁰ states that new roads will only be considered as a last resort if non-road building options cannot address congestion issues. At this stage it is too early to gauge what the Strategy will include. However, there should be a clearer indication by early in 2005 and this information will form an important input into the preparation of the Council's first LDF.

Whilst there are no easy options to secure a transfer of a significant number of trips currently made by car to other forms of transport it is pleasing to note that recent investment by the private and public sector in improvements to bus service frequency, quality and infrastructure, including a new bus station, has led to passenger growth. For example the Leeds-Harrogate-Ripon Service has seen a passenger growth of 23% since 1998 when improved frequencies were introduced.

The first stage of a significant study which looks at the Leeds-Harrogate-Knaresborough-York railway line has now been completed.⁴¹ This study sets out a vision identifying ways in which the railway line can be transformed into a successful commuter line and the problems which need to be overcome in order to achieve this.

A development brief is also being prepared for the land at Station Parade to provide a transport interchange and improved facilities and services for those travelling by bus and rail.⁴² Provision for cyclists in the town is being improved through the Cycling Implementation Plan.⁴³

Please go to Questions 38 - 42 in the separate questionnaire provided with this document

38 Harrogate District Community Plan (Feb 2004) Go to <http://www.harrogate.gov.uk/business/regeneration/communityplan>

39 Harrogate Borough Council's Corporate Vision and Priorities (Dec 2000)

40 The Transport White Paper: A New Deal for Transport. goto <http://www.dft.gov.uk> and follow links for 'Transport Strategy', 'Transport Policy', 'A New Deal for Transport'

41 Leeds-Harrogate-York Rail Study (2004). Prepared by Faber Mounsel on behalf of Metro, NYCC, the 7 Districts of N. Yorkshire County and York City Council.

42 Consultation on the Brief will take place in August and September 2004

43 <http://www.harrogate.gov.uk/transport/cycling/pdfs/hkcip4.pdf>

The development of Ripon & Knaresborough

ISSUE 6: What should be the scale and type of development promoted in these settlements appropriate to their size and character and roles as service and employment centres?

Introduction

Regional Planning Guidance (RPG12)⁴⁴ indicates that market 'towns' of the scale and importance of Ripon and Knaresborough should be the focus for economic and housing development of a scale and type appropriate to rural areas and to enhance their role as service/employment centres (see Issue 4 with regard to the ability of these settlements to meet their likely housing requirements within the existing built-up areas).

Each settlement is dealt with in turn here. A summary of some of the key characteristics of the town is firstly outlined and questions asked about what each settlement should be like in 2021 and how this might be achieved. Then information available on potential key land use requirements (e.g. housing, employment and retail) is given and questions asked about these.

Please note that not all the matters raised in this section will form part of the Council's first LDF, due for adoption March 2007. However these matters and your responses to them will be important to establish the scope and priority for the Council's 'rolling' programme of LDF work and thereby how soon after 2007 other matters should form part of the adopted plan.

City of Ripon

What the City of Ripon is like now

Ripon is the main service and employment centre in the northern part of the District. The City has experienced a population increase in the past decade of around 10%, to approximately 16,000 at the time of the 2001 Census.⁴⁵ Although house prices still tend to be lower than the District average, they have risen more than the average prices experienced in the rest of the District, County and England.

Retail provides the main source of employment (around 30%). Other sectors of the economy accounting for at least 10% of employment in Ripon are respectively



Ripon Market Square.

public administration, education, and health and social work. Manufacturing is not a significant source of employment in the City.⁴⁶

Ripon Community Hospital is one of the District's 2 hospitals providing in and out-patient facilities. There are 3 NHS GP practices and 4 dental practices in the City. With 2 state funded secondary schools, 7 state funded primary and infant schools, an independent Cathedral Choir School and a Life Long Learning Centre run by Leeds Metropolitan University, the City is well served in terms of local education facilities. The Ripon Spa Baths and Ripon Leisure Centre provide good indoor sports facilities. The Spa Park is an important greenspace in the City centre.

Ripon and its surrounding attractions form an important tourist destination and is an important gateway to the Nidderdale Area of Outstanding Natural Beauty and the Yorkshire Dales. Major draws for visitors are the city's built and cultural heritage, centred on the Cathedral, the Market Place and its narrow medieval streets, and the nearby Fountains Abbey and Studley Royal Park three kilometres to the south east, and Lightwater Valley Theme Park five kilometres to the north. The City has an attractive rural setting, including the river valleys of the Ure, Skell and Laver. Parts of the City have been flooded in recent years and the Environment Agency are in the process of drawing up flood alleviation measures for the City.

44 RPG12, Policy P1 - <http://www.goyh.gov.uk/rpg/>

45 Census 2001 - <http://www.statistics.gov.uk/census2001/>

46 Stats from 'A Statistical Overview of Ripon' (Nov 2003) produced by HBC Economic Development Unit. Goto <http://www.harrogate.gov.uk/business/>

Car ownership in Ripon is high. Bus links through the City and to other locations such as Harrogate and Leeds are relatively good and a new bus station has recently been provided. There are no rail services, but recent investigation of the potential for reinstatement of the railway which formerly served Ripon has concluded that there is a positive economic case for reopening the Harrogate to Ripon section of the former railway as part of the existing Leeds-Harrogate-Knaresborough-York service.⁴⁷ This is likely to be a long term proposal with further work required, particularly on the infrastructure requirements and funding of such a proposal.

Major events such as the Ripon Festival and Ripon Races attract a considerable number of visitors to the City.

Single Regeneration Budget (SRB) funding is nearing the end of its five year programme. The programme, coordinated by the City of Ripon Partnership, has focused on the following themes: marketing and tourism, enhancing the local environment, promoting business and the economy, providing for leisure and culture, and addressing youth issues.⁴⁸

The City of Ripon Partnership, has recently consulted on a 2020 draft Vision for Ripon and the outcome of this will provide an important input to the work on the LDF.

What should the City of Ripon be like in 2021?

There are a number of planning policies which currently guide and control the future development and conservation of the town and many of these are part of a long standing approach to the future of the town. Many of these are reflected in the Harrogate District Local Plan and its Proposals Map for the City.

Please go to Questions 43 - 44 in the separate questionnaire provided with this document

Housing and Employment

Ripon has 10.5% of the District's population. On this basis, taking the 420 homes per year as a potential requirement for the District, 44 dwellings per year would be required in the City. Over the last 5 years almost 70 units per year were completed in Ripon. Ten sites were identified in the Urban Capacity Study,⁴⁹ with an estimated potential capacity of 477 homes, representing 33% of the total site capacity in the District's 6 main settlements. The largest of these sites, part of the former College of Ripon and York St. John, is now being redeveloped for 231 homes. In terms of affordable housing, the housing needs survey update

of 2003 identified a need for 82 homes per year in the next 5 years in the Ripon sub-area/parish, representing 8.4% of the District's need.⁵⁰

Ripon has the potential for a relatively high rate of development/redevelopment for housing and/or employment on previously developed sites, many of which are currently lying vacant or underused (e.g. Hutton Bank; Auction Mart; and Tower Garage). A number of these sites are currently protected for retention in employment use and/or have ground conditions or contamination issues to resolve prior to the approval of development proposals.

The amount of additional employment land potentially needed for the District as a whole up to 2021 has been outlined under Issue 1 of this document. This figure of 77 hectares for the District as a whole would on a population proportionality approach result in an 8 hectare requirement to serve Ripon from 1998 to 2021.

With the speed of development at Melmerby Industrial Estate since 1998, this 8 hectares has already more than been provided for, although exceptionally some five hectares of this land has been taken up by the new warehousing for Wolseley Centers.

Nonetheless this situation, combined with the significant amount of current employment land supply provided through outstanding permissions and allocated sites (about 16 hectares), suggests that there is more employment land in the area than would be appropriate with a District-wide requirement of 77 hectares up to 2021.

Under these circumstances, the Government advise in PPG3⁵¹ is that local planning authorities review the need to continue allocating land for employment and, if appropriate, consider alternative development needs, and in particular housing or a mix of uses.

In accordance with this advice, the case for de-allocating an appropriate amount of land for employment use in the Ripon area needs to be considered. This would only be applicable to the two remaining allocated areas without an extant planning permission, namely either Harrogate Road, Ripon or the remaining part of Proposal E4d (Harrogate District Local Plan⁵²) at Melmerby. Whilst de-allocation of the latter would offer no scope for alternative uses, the de-allocation of the former site off Harrogate Rd could offer potential for other uses or indeed could remain undeveloped. The de-allocation of employment land in the Ripon area may require additional employment land to be found to serve the Harrogate area.

47 Ripon Rail Study - final report (May 2004) <http://www.northyorks.gov.uk> and follow links through the search facility

48 Go to <http://www.riponcity.info> for more information

49 Urban Housing Capacity Study (Jan 2003) Baker Assoc - being updated to April 2004 by HBC. Go to <http://www.harrogate.gov.uk/planning/policy%20%20plans/ldf.htm>

50 Housing Need Survey 2000 and 2003 update - Fordham Research

51 PPG3: Housing (March 2001) - <http://www.odpm.gov.uk> follow links through 'Planning', 'Planning Policy', 'Planning Policy Guidance Notes'

52 <http://www.harrogate.gov.uk/planning/policy%20%20plans/planload.htm>

A factor which will clearly influence the decision on whether to de-allocate one or both of the above employment sites is the extent to which Ripon should further develop and enhance its role as a service and employment centre. There may be a case to argue that Ripon should take more than its proportionate share of employment land in the District to assist in its regeneration or enhance its service role as a market town. Of course, this would mean a reduction elsewhere in the District.

Please go to Questions 45 - 49 in the separate questionnaire provided with this document

Retail and Leisure

Looking at the conclusions of the District Retail Study⁵³ and assuming the implementation of proposals to develop the vacant land at West of Market Place, existing spending patterns and growth in spending up to 2011 indicate that there is no pressing need for additional retail floorspace in the City over the next few years.

However, results from a recent householder survey⁵⁴ of peoples' shopping patterns undertaken as part of the Retail Study indicate a significant amount of spending by Ripon residents on non food goods takes place outside Ripon's shopping centre. The District Retail Study recommends that positive attempts are made to try and retain more of this spending to Ripon on a gradual basis up to 2011. This could help consolidate Ripon's position in the retail hierarchy as the second main shopping centre in the District.

If there is a general consensus that Ripon should seek to plan for additional non food retailing, then the Council will, over the next two years, thoroughly assess with the community and developers what sites in or adjacent to the city's shopping centre may be able to come forward for such development.

Following Morrisons move to the former Safeway store off Harrogate Rd, the City centre store has now been bought by Sainsburys. This site and adjacent land to the south may offer opportunities for improving the city's retail/leisure or cultural facilities which would benefit the vitality and viability of the City centre. Therefore your views on the potential of this area as part of your response to question 51 would be useful.

Please go to Questions 50 - 53 in the separate questionnaire provided with this document

Knaresborough

What Knaresborough is like now

After Harrogate and Ripon, Knaresborough forms the third largest of the District's urban areas. It is a very distinctive and attractive town with a spectacular river gorge providing one of its most memorable features. Other features of particular note relate to its built heritage and include the Castle, refurbished medieval market place, and railway viaduct over the River Nidd. The town's population is around 15,000 (2001 Census)⁵⁵ having risen by 6% since 1991.

As with other urban areas in the District, car ownership in Knaresborough is high. Bus links to other locations in the District are relatively good, especially to Harrogate and the town has rail access to York, Harrogate and Leeds.

Knaresborough's economy is characterised by three sectors of significance. Although it has declined in recent years, manufacturing remains the dominant sector and is comparatively a much higher source of employment than in other towns in the District (except Masham⁵⁶). The recent developments at St. James Business Park will significantly increase and diversify employment opportunities in the area. Health and social work has increased to become the second largest employment sector in the past five years. Retail is the third sector of significance, although its importance has fluctuated in recent years.

The town centre's retail strengths include its refurbished market place and the number of small shops, which form part of its character. However, the choice, range and quality of shops in the centre is relatively poor. The centre lacks a main supermarket and 'big-name' store. Car parking is considered by many as insufficient and traffic congestion in the High Street can create an unpleasant shopping environment.

Knaresborough's Parks, Gardens and Gorge create a unique series of generally accessible and often visually stunning greenspace. Conyngham Hall, Knaresborough Castle Gardens, the Nidd Gorge, including Mother Shipton's Dropping Well Estate, present a particularly important setting to the town's built-up area. Jacob Smith Park in Scriven will add an additional park facility in the town.

There is no hospital in Knaresborough, but it is served by 3 NHS GP practices and 5 dental practices. One state funded secondary school and 5 state funded primary and infant schools serve the town. A swimming pool and community centre provide indoor leisure

53 Harrogate Borough Council Retail Study February 2004 - prepared on behalf of HBC by CBRE. Go to <http://www.harrogate.gov.uk/planning/policy%20&%20plans/>

54 Harrogate Household Telephone and Postal Survey, February-April 2003

55 Census 2001 - <http://www.statistics.gov.uk/census2001/>

56 For more information on Knaresborough's economy, go to <http://www.harrogate.gov.uk/business/> and click on 'Knaresborough'

facilities for the town. The Sailing Club at Farnham Quarry is an important private leisure facility. There is an Arts and Crafts Centre at Conyngham Hall. A much-needed household waste recycling site for the town is being promoted by the Waste Authority, North Yorkshire County Council.

Knaresborough Regeneration Partnership has been established since 1997 to respond to the town centre's retail performance and environmental concerns. Yorkshire Forward, through the Renaissance Market Towns programme, have very recently started work with the community on a strategy and action plan to assist in the town's regeneration. This is to be completed by March 2005 and will be a valuable input to the Council's LDF for the District.⁵⁷

What should Knaresborough be like in 2021?

There are a number of planning policies which currently guide and control the future development and conservation of the town and many of these are part of a long standing approach to the future of the town. Many of these are reflected in the Harrogate District Local Plan⁵⁸ and its Proposals Map for the town.

Please go to Questions 54 - 55 in the separate questionnaire provided with this document

Housing

Knaresborough has 9.8% of the District's population. On this basis, taking the 420 homes per year as a District requirement (see Issue 1), 42 dwellings per year would be required in Knaresborough. Over the last 5 years an average of 40 dwellings per year were completed in Knaresborough. Five sites were identified in the Urban Capacity Study⁵⁹, with an estimated potential capacity of 121 homes, representing 8.4% of the total site capacity in the 6 main settlements. In terms of affordable housing, the housing needs survey update of 2003 identified a need for 133 homes per year in the next 5 years in the Knaresborough sub-area, representing 13.6% of the District's need.⁶⁰ The relatively high proportion of affordable housing need in Knaresborough suggests that there is a case for the town to take a greater proportion of housing than its equivalent population proportion. However, unless more sites are identified as suitable for housing within the built-up area, this approach could lead to a need to release modest sized areas of greenfield land as extensions to the built-up area. Urban capacity sites are relatively scarce in Knaresborough, but there may be options for moderate sized greenfield extensions to the town.

Please go to Questions 56 - 57 in the separate questionnaire provided with this document (Please note that Issue 4 deals with the fact that Harrogate and Knaresborough are very closely related and asks questions about whether this should affect the distribution of housing and employment between the two towns.)

Employment

In overall land supply terms, St. James's Business Park, off Wetherby Rd, Knaresborough more than adequately provides for Knaresborough's own employment requirements up to 2021. However, as referred to in Issue 4 this site is also needed to serve the employment land needs of Harrogate, until other employment land can be found. On the remaining developable area (11.7 hectares) of this site, there planning applications pending for the construction of service roads (approx. 10 hectares) and for the development of 2 car showrooms and workshops (0.5 hectares approx.). This 'greenfield' employment land allocation is therefore needed to be retained in the LDF and unlike in Ripon does not raise the issue of de-allocation of employment land.

However, this site is unlikely to cater for the small to medium and start up businesses. In the absence of any other allocation of land for employment in Knaresborough, there is a strong case to argue that those existing/former employment land and buildings likely to cater for this type of business be retained in employment use. This is existing Local Plan policy.

Please go to Question 58 in the separate questionnaire provided with this document

Retail and Leisure

Knaresborough is the District's third largest shopping centre after Harrogate and Ripon.

Its capacity to consolidate or increase its shopping role is limited by the nearby competition from retailers in Harrogate and the lack of sites and buildings of appropriate size and suitable location. However, the District Retail Study⁶¹ suggests additional smaller scale food retailing in Knaresborough town centre and other general retailing should be welcomed to assist in strengthening the town centre.

The ability to retain and improve the vitality and viability of the centre of Knaresborough's may be confined to improvements to its shopping environment and specialist small shops.

Please go to Questions 59 - 62 in the separate questionnaire provided with this document

57 For more information goto <http://www.yorkshire-forward.com> and follow the links through 'Yorkshire Forward', 'Departments & Projects', 'Environment', 'Rural Renaissance', 'Renaissance Market Towns Initiative'

58 <http://www.harrogate.gov.uk/planning/policy%20%20plans/planload.htm>

59 Urban Housing Capacity Study (Jan 2003) Baker Assoc - being updated to April 2004 by HBC. Go to <http://www.harrogate.gov.uk/planning/policy%20%20plans/ldf.htm>

60 Housing Needs Survey 2000 and 2003 update - Fordham Research

61 Harrogate Borough Council Retail Study - February 2004 (prepared on behalf of HBC by CBRE) - <http://www.harrogate.gov.uk/planning/policy%20%20plans/>

The development of Boroughbridge, Pateley Bridge & Masham

ISSUE 7: What should be the scale and type of development promoted in these settlements appropriate to their size and character and roles as service and employment centres?

Introduction

Regional planning policy⁶² does not specify how market towns such as Boroughbridge, Pateley Bridge and Masham should develop. These towns serve as service and employment centres for the surrounding areas, albeit on a much more limited scale to Ripon and Knaresborough. Therefore, a similar approach to that of Ripon and Knaresborough is adopted here (see Issue 4 with regard to the ability of these settlements to meet their likely housing requirements within the existing built-up areas and Issue 2 about general matters relating to affordable housing for local people).

Each settlement is dealt with in turn here. A summary of some of the key characteristics of each town is firstly outlined and questions asked about what each settlement should be like in 2021 and how this might be achieved.

Please note that not all the matters raised in this section will form part of the Council's first LDF, due for adoption in March 2007. However, these matters and your responses to them will be important to establish the scope and priority for the Council's 'rolling' programme of LDF work and thereby how soon after 2007 other issues should form part of the adopted plan.



Boroughbridge

Boroughbridge

What Boroughbridge is like now

The parish of Boroughbridge has a population of about 3,000, having increased by some 30% in the past decade (2001 Census)⁶³. The town is a local service centre and has one secondary school and one primary school, both state funded. The Boroughbridge Sports Centre provides indoor leisure facilities for the general public when not in school use. The development of Aldborough Gate playing fields will provide much needed formal sports pitches in the town. There is one NHS GP practice and one dental practice. The proximity to the A1(M) provides easy access to the rest of the county and beyond. Levels of car ownership are high.

In terms of employment, the manufacturing sector has declined significantly since 1995 and is now much lower than other towns in the District. During the same period, employment in the transport/storage sector has increased to 22% and is much higher than any other town. Retail is the main source of employment in Boroughbridge and is higher as a proportion of total employment than in all other towns in the District apart from Ripon.⁶⁴

Shop vacancy rates in Boroughbridge are low and falling, reflecting the importance of the retail sector to the town. Retail strengths include the availability of free car parking, the number of good quality retailers and small shops and the presence of Morrisons superstore which attracts shoppers from a wide area who otherwise might not visit.

Yorkshire Forward and the Countryside Agency have recently started work with the community on a Vision, Strategy and Action Plan for Boroughbridge under the Renaissance Market Towns Programme. This will look in detail at the characteristics and potential of Boroughbridge and produce an important document which will be a useful input to the LDF.⁶⁵

62 RPG12 - <http://www.goyh.gov.uk/rpg/>

63 Census 2001 - <http://www.statistics.gov.uk/census2001/>

64 Stats from 'A Statistical Overview of Boroughbridge' (Aug 2002) produced by HBC Economic Development Unit. Goto <http://www.harrogate.gov.uk/business/> and click on 'Boroughbridge'

65 For more information goto <http://www.yorkshire-forward.com> and follow the links through 'Yorkshire Forward', 'Departments & Projects', 'Environment', 'Rural Renaissance', 'Renaissance Market Towns Initiative'

Housing and employment

Boroughbridge has 1.9% of the District's population. On this basis, taking the 420 homes per year as the District requirement, only 8 dwellings per year would be required in Boroughbridge. Over the past 5 years the average completion rate has been much higher at almost 30 per year. Three sites were identified in the Urban Capacity Study,⁶⁶ with an estimated potential capacity of 80 homes, representing 5.5% of the total site capacity in the 6 main settlements. In terms of affordable housing needs, the housing needs survey update of 2003 identified a need for 22 homes per year in the next 5 years in the Boroughbridge sub-area/parish, representing only 2% of the District's need.⁶⁷ Given the relatively low proportion of affordable housing need in the town and the low 'pro-rata' overall housing requirement, only small scale development is suggested and this should easily be capable of being accommodated on previously-developed sites, without the need for releasing greenfield sites.

(see Issue 4 on the issue of whether there is a need to extend the built-up area of Boroughbridge)

Employment land provision and supply appears adequate for a small town the size of Boroughbridge. There is not a pressing need to allocate additional land for employment. Current employment areas (Bar Lane and Milby Cut) still provide land for new businesses.

What should Boroughbridge be like in 2021?

There are a number of planning policies which currently guide and control the future development and conservation of the town. Many of these are reflected in the Harrogate District Local Plan⁶⁸ and its Proposals Map for the town.

Please go to Questions 63 - 67 in the separate questionnaire provided with this document



Pateley Bridge

Pateley Bridge

What Pateley Bridge is like now

Pateley Bridge with Beverley has a population of around 2,500 (2001 Census⁶⁹). It has not experienced a significant population increase in the past decade (around 1.5%). The town lies at the heart of the Nidderdale Area of Outstanding Natural Beauty and provides an attractive living and working environment.

Nidderdale High School provides state funded secondary education for Pateley Bridge and Beverley and much of Nidderdale and the town has one state funded primary school. Nidderdale Community College provides educational opportunities to young people and adults for the surrounding area. The town has one NHS GP group practice and one dental practice.

Leisure facilities include use of the High School facilities for sport and leisure, soon to include a swimming pool, the Millennium Green, Nidderdale Recreation Ground and the Pateley Playhouse.

Pateley Bridge is a centre for tourism with a number of tourist bed spaces, reflecting its accessibility to the Yorkshire Dales and other local attractions. Shops in the town provide for local needs and those of visitors, and the town provides a service and employment centre for Nidderdale. However, the majority of the town's population work outside Pateley Bridge and car ownership is high with accessibility by public transport being relatively poor.

66 Urban Housing Capacity Study (Jan 2003) Baker Assoc - being updated to April 2004 by HBC. Go to <http://www.harrogate.gov.uk/planning/policy%20&%20plans/ldf.htm>

67 Housing Needs Survey 2000 and 2003 update - Fordham Research

68 <http://www.harrogate.gov.uk/planning/policy%20&%20plans/planload.htm>

69 Census 2001 - <http://www.statistics.gov.uk/census2001/>

The town and its surrounding rural area is a target for EU Objective II funding, due to the impact of the decline in the local agricultural sector⁷⁰. The Nidderdale Plus Community Partnership is coordinating regeneration of the area and through the Market Towns Initiative, a 'Planning for Real' consultation is currently being undertaken with the community. This is timely and will result in a useful document for consideration in the LDF.

Housing and Employment

Pateley Bridge has 1.7% of the District's population. On this basis, taking the 420 homes per year for the District, only 7 dwellings per year would be required in Pateley Bridge. Over the past 5 years the average annual completion rate has been about 10 homes. No specific sites were identified in the town in the Urban Capacity Study⁷¹ in 2003. The Housing Needs Survey update of 2003 identified a need for 30 affordable dwellings per year over the next 5 years in the wider Nidd Valley sub-area, which includes Pateley Bridge to meet outstanding and newly arising needs.⁷² This represents 3% of the District's need. Given the relatively low population and proportion of affordable housing need in the town, only small-scale development is likely to be appropriate and this should be capable of being accommodated on previously-developed sites, without the need for releasing greenfield sites. Furthermore it is becoming increasingly difficult to develop greenfield sites in this high quality landscape without compromising its character and appearance.

The need for additional employment land provision in the area will be assessed in due course and new policies and proposals included in LDF documents to be adopted after 2007. However, the known difficulties in finding suitable greenfield land in the area suggest that the protection of existing employment land is very important in the meantime and so too would be the need to explore the potential of employment use on any previously developed sites coming forward for redevelopment. Mixed housing and employment uses on redevelopment sites may be the best approach to take.

What should Pateley Bridge be like in 2021?

There are a number of planning policies which currently guide and control the future development and conservation of the town. Many of these are reflected in the Harrogate District Local Plan⁷³ and its Proposals Map for the town.

Please go to Questions 68 - 72 in the separate questionnaire provided with this document



Masham market square.

Masham

What Masham is like now

Masham's population stands at around 1,250 (2001 Census⁷⁴) which is an increase of 6% since 1991. The town lies close to the Nidderdale Area of Outstanding Natural Beauty, Yorkshire Dales National Park and is set within attractive countryside. The town is a local service centre and is comparatively remote from larger urban settlements the size of Harrogate and above. House prices have increased significantly in recent years and are higher than the District, County and UK averages.

The town is served by one state funded infant/primary school and has one NHS branch surgery.

Other than Harrogate, Masham is the only one of the District's main towns where three employment sectors each account for more than 15% of employment. Manufacturing is the dominant sector, although this has declined in importance in recent years. The retail sector has fluctuated in the last five years, although it remains the second largest source of employment and shop vacancy rates have steadily fallen to be amongst the lowest in the District. The hotel/restaurant sector is also significant, having increased in importance in the past five years. This reflects the town's growing reputation as a base for tourism.⁷⁵

Businesses in Masham tend to be small, employing fewer than ten people. They tend to offer a limited range of jobs that are often characterised by relatively low pay and "seasonality" - multi-jobbing is a notable feature of in the area. The brewing industry is an important and well known part of the local economy.

Masham and its surrounding rural area is a target for EU Objective II funding, due to the impact of the decline in the local agricultural sector. Nidderdale Plus Community Partnership coordinate the regeneration of the area.⁷⁶

70 For more information go to <http://www.harrogate.gov.uk/business/> and click on 'Pateley Bridge'

71 Urban Housing Capacity Study (Jan 2003) Baker Assoc - being updated to April 2004 by HBC. Go to <http://www.harrogate.gov.uk/planning/policy%20%20plans/ldf.htm>

72 Housing Needs Survey 2000 and 2003 update - Fordham Research

73 <http://www.harrogate.gov.uk/planning/policy%20%20plans/planload.htm>

The development of the District's smaller settlements

Issue 8: How can the LDF provide for small-scale increases in housing in and around the smaller settlements to help meet local needs, support local services and not lead to increased long distance commuting?

Where we are now

Since the Harrogate District Local Plan was approved for development control purposes in 1996 housing increases in the District's smaller settlements have been guided by land allocations for a small number of villages and policy criteria against which to assess the suitability of planning applications. In principle, the policy criteria give a 'green light' to new housing within the main built-up areas ranging from potentially sizeable development/redevelopment, to small scale 'rounding off', down to 'infilling only' dependent on the size and character of the village. The details of this approach are given in Policy H6 of the HDLP⁸¹. The above approach, has meant that some parishes have experienced significant population increases between 1991 and 2001, much higher proportionally than in the urban areas.

Please also read Issue 2 with regard to affordable housing for local people in rural areas and Issue 9 on the future of the countryside in Harrogate District.

Where should we be heading?

National and Regional Planning Policy now encourages District authorities to look again at increases in housing of smaller settlements so as to reflect better the principles of sustainable development. The wording of Issue 8 set out above reflects the wording contained in RPG12 Policy P1⁸² relating to a sustainable pattern of development in the region.

Accordingly, it will be necessary to consider whether a change of policy is appropriate in Harrogate District to secure the sustainable patterns and type of future housing proposed by national and regional planning policy.

Under the circumstances above, and in the context of continuing strategy of limiting housebuilding, it seems most unlikely that there will be a need to allocate

further market housing in or as an extension to the District's smaller settlements in this period.

Therefore the development limits of the larger villages in the District, as shown on the current Proposals Map of the Harrogate District Local Plan,⁸³ are intended to remain untouched in the Council's first LDF, apart from any necessary factual updating to reflect new built form.

Furthermore the ability of the District's rural areas to accommodate small scale 'windfall' housing on previously developed land (generally within small settlements and through farm building conversions) indicates that there is no need to allocate additional land for general housing within these settlements (the Urban Housing Capacity Study⁸⁴ (Feb 2003) estimated that if the recent trend in small scale house-building/conversions in rural areas continued over the plan period, this could provide some 120 dwellings per annum). When comparing 120 dwellings per annum with the figure in Issue 1, which gives an annual rate of housebuilding for the District as a whole of 420 dwellings, there is some cause for concern that unless stricter control over dwelling completions in the rural areas takes place, meeting the national and regional objectives for a sustainable pattern of development will be difficult to achieve.

On the other hand, the District-wide need for affordable housing and the emphasis placed by RSS on providing for affordable housing throughout Harrogate District indicates that the LDF should consider allocating land for 100% affordable housing (this assumes that national planning policy in the form of a revised PPG3 will allow the allocation of land in and adjacent to the District's smaller settlements for 100% affordable housing, as an exception to normal planning policy).⁸⁵ See also Issue 2 earlier which deals with possible affordable and local needs housing policy throughout the District.

Please go to Questions 78 - 82 in the separate questionnaire provided with this document

81 <http://www.harrogate.gov.uk/planning/policy%20%20plans/planload.htm>

82 RPG12 - <http://www.goyh.gov.uk/rpg/>

83 <http://www.harrogate.gov.uk/planning/policy%20%20plans/planload.htm>

84 Urban Housing Capacity Study (Jan 2003) Baker Assoc - being updated to April 2004 by HBC. Go to <http://www.harrogate.gov.uk/planning/policy%20%20plans/ldf.htm>

85 PPG3: Housing (March 2001) - <http://www.odpm.gov.uk> follow links through 'Planning', 'Planning Policy', 'Planning Policy Guidance Notes'

A countryside in which to live, work & play

ISSUE 9: What should the countryside of Harrogate District be like in 2021?

Where we are now

The adopted Harrogate District Local Plan⁸⁶ seeks to protect the countryside generally by restraining development which is inappropriate or does not need to be located there, whilst supporting the revitalisation and diversification of the rural economy. The Plan includes policies which encourage appropriate forms of farm diversification that do not adversely affect the character and amenity of the area, ensure landscape character and biodiversity are carefully considered and give priority to protecting the Nidderdale Area of Outstanding Beauty in the determination of planning applications. Other policies seek to allow small scale rural workshops adjacent and well related to rural settlements, and tourism and recreation proposals of an appropriate scale and impact on the countryside. The Local Plan seeks a mix of house types and sizes for all new housing where possible and an element of affordable housing on housing schemes of 3 or more dwellings or on sites of 0.1 hectares or more.⁸⁷

With the possible exception of the affordable housing policy, the above policies are to be retained as part of the development plan until superseded by new LDF style policies, probably sometime between 2007 and 2010. They are considered to represent a reasonable and robust approach to sustainable development in the countryside of Harrogate District in the short term.

Where should we be heading?

National policies aim to meet the economic and social needs of people who live and work in rural areas. In the Government's White Paper "Our Countryside: the Future"⁸⁸, the vision is for a living, working, protected and vibrant countryside. As regards planning policy, draft Planning Policy Statement (PPS) 7⁸⁹ carries forward this vision into four objectives, namely:

- To raise the quality of life and the environment in rural areas,
- To promote more sustainable patterns of development and support urban renaissance,
- To make sustainable improvements in economic performance and, over the long term, reduce the persistent gap in growth rates between regions,
- To promote sustainable, diverse and adaptable agricultural sectors.

The Common Agricultural Policy (CAP), designed to improve productivity of the agricultural sector, has undergone a number of reforms. The European Union is working to move CAP away from production quotas and subsidies towards more competitive markets and supporting objectives for protecting the environment and developing rural economies.⁹⁰



around Dacre in the Nidderdale Area of Outstanding Natural Beauty

86 <http://www.harrogate.gov.uk/planning/policy%20%20plans/planload.htm>

87 Harrogate District Local Plan (2001, as altered 2004) Policies: C1, C2, C5, C5A, C9, C10, C11, C12, C13, C14, C15, C16, C17, C18, E8, TR6, R12, H17, H5. Go to <http://www.harrogate.gov.uk/planning/policy%20%20plans/planload.htm>

88 Rural White Paper, November 2000

89 <http://www.odpm.gov.uk> and click on 'Planning', and 'Consultation Papers'

90 <http://www.defra.gov.uk/farm/> and click on 'CAP Reform'



View from Wighill Churchyard.

The Government's Strategy for Sustainable Farming and Food⁹¹ sets out an important agenda for change in the farming and food sectors. This is based around the need for 'reconnection' - reconnecting the food chain with its customers, the world economy, the countryside and the environment.

RPG12⁹² and its Selective Review seek to secure improvements to rural areas through an integrated approach. This document refers to the concept of integrated rural development as taking the land as the core resource and harnessing business, agricultural, environmental and social development opportunities

around it. It continues by saying that taking an integrated approach also means looking at the interrelationships between centres of population and the areas around them so that their different roles and functions are identified, maintained and enhanced as appropriate.

The countryside of Harrogate District is extensive and varied: the District's six main towns of Harrogate, Knaresborough, Ripon, Boroughbridge, Pateley Bridge and Masham (see Issues 6 and 7 dealing with these settlements) act as "service centres" for the residents of the countryside. The District is essentially rural in character and contains about 150 villages and hamlets dispersed throughout its area (see Issue 8 relating to the development of these smaller settlements). Issue 2 deals with affordable housing in the countryside, as well as within the main settlements. Just under half the District falls within the Nidderdale Area of Outstanding Beauty, designated in 1994 by the Government as being of national significance for its natural beauty. Clearly, your responses to the questions on these Issues will provide useful information for any integrated approach to development in the countryside, and the LDF Core Strategy. In addition it will be helpful if you can provide answers to the questions specific to this Issue (9).

Please go to Questions 83 - 88 in the separate questionnaire provided with this document

91 'Foundations for our Future' (June 2002). <http://www.defra.gov.uk/corporate/sdstrategy/>

92 RPG12 - <http://www.goyh.gov.uk/rpg/>

Sustainable Development

Issue 10: How best can the LDF achieve sustainable development?

In 1987 the World Commission on Environment and Development drew up a now widely-used definition of 'sustainable development': "Development which meets the needs of the present without compromising the ability of future generations to meet their own needs". The Government regards sustainable development as central to the new planning system and requires LDFs to be based upon delivering sustainable communities.

The Government has set out four aims for sustainable development in its strategy: 'A Better Quality of Life, a Strategy for Sustainable Development in the UK'.⁹³

The four aims are:

- Maintenance of high and stable levels of economic growth and employment;
- Social progress which recognises the needs of all;
- Effective protection of the environment;
- The prudent use of natural resources.

To ensure every strategy and policy in the LDF help to achieve all these aims, the Government requires the Council to carry out a 'Sustainability Appraisal' (SA) of all relevant documents. This involves evaluating the impact of each new (or revised) strategy or policy from environmental, economic and social perspectives, and improving it if necessary to ensure it has the most sustainable results. In appraising the environmental implications of each LDF strategy or policy, the Council will also comply with EC Directive 2001/42 which requires formal 'Strategic Environmental Assessment' (SEA) of all plans and programmes that are likely to have significant effects on the environment. Whenever the Council produces a new LDF document, the results of its SA/SEA will be made available to the public.⁹⁴

A significant number of strategies for sustainable development have been produced, from international down to local level. However, the key strategy is the Regional Assembly for Yorkshire and the Humber's 'Regional Sustainable Development Framework' (RSDf), which it intends should be used for appraising the sustainability of all other strategies and policies prepared in the region, including LDF documents. The RSDf identifies fifteen aims for sustainable development in the Yorkshire and Humber region and sets objectives to appraise whether a strategy/policy will help to achieve these aims.⁹⁵ Accessed at

http://www.yhassembly.gov.uk/p_contentDocs/215_1.pdf and http://www.yhassembly.gov.uk/p_contentDocs/245_3.pdf.

The Regional Assembly recognises that individual strategies/policies are unlikely to help achieve all fifteen aims, but in working towards any one aim, the RSDf seeks to ensure that other aims are not compromised:

1. Good quality employment opportunities available to all;
2. Conditions enabling business success, economic growth and investment;
3. Education and training opportunities, building the skills and capacities of the population;
4. Safety and security for people and prosperity;
5. Conditions and services engendering good health;
6. Culture, leisure and recreation opportunities available to all;
7. Vibrant communities participating in decision making;
8. Local needs met locally;
9. A transport network maximising access whilst minimising detrimental impacts;
10. A quality built environment and efficient land use patterns making good use of derelict sites, minimising travel and promoting balanced development;
11. Quality housing available to everyone;
12. A bio-diverse and attractive environment;
13. Minimal pollution levels;
14. Minimal greenhouse gas emissions and a managed response to the effects of climate change;
15. Prudent use of energy and natural resources and minimal production of waste.

The RSDf also recommends a range of quantitative and qualitative indicators to monitor whether a strategy/policy is progressing towards achieving the fifteen aims, once it has been adopted. If progress is not being made, this will suggest that the strategy/policy needs to be changed. The RSDf accepts that the appraiser (in this case, Harrogate Borough Council) may wish to use alternative or additional indicators, provided they are relevant to the plan/strategy being appraised and easy to measure.

Please go to Questions 89 - 92 in the separate questionnaire provided with this document

⁹³ 'A Better Quality of Life - a strategy for SD in the UK' (May 1999). Go to http://www.sustainable-development.gov.uk/uk_strategy/index.htm

⁹⁴ For more information go to <http://www.odpm.gov.uk> and follow links through 'Planning', 'Consultation Papers', Consultation on Implementation of SEA Directive (2001/42/EC)

⁹⁵ Go to <http://www.yhassembly.gov.uk/index.cfm> and follow links for 'Publications & Library', 'Building the Benefits', RSDf' (The aims, indicators and objectives of the RSDf are contained in this document)

Other strategies, plans & investment

The Government places great emphasis upon people and organisations working together, so that common aims can be achieved more effectively and efficiently. The concept of “joined-up working” applies to the Local Development Framework (LDF) - as well as involving the community through consultation, the Council must ensure that the LDF takes into account other relevant policies and strategies that have been prepared at local, regional, national and international levels. Equally, the LDF will inform the preparation and review of other policies and strategies.

This section begins by looking at the Harrogate District Community Plan⁹⁶ and Harrogate Borough Council's Priorities⁹⁷, and their implications for the LDF. The Government sees the Community Plan as a particularly important document, because it has been produced by a large number of local organisations and therefore reflects a considerable amount of “joined-up” thinking about aims and objectives for the Harrogate District.

The Community Plan

The Local Government Act 2000 requires every Local Authority to form a ‘Local Strategic Partnership’ (LSP) with other local public, private and voluntary sector organisations, and together produce a ‘Community Plan’ setting out how they will promote the social, economic and environmental well-being of the area. The first Community Plan for the Harrogate District was launched in February 2004 and is based upon achieving the following ‘Vision’ for the future of the District:

“Working together to enhance the many and varied communities, economies and environments of our towns and dales, we will make the District a place where people are valued and protected and where access, opportunity, prosperity and support are available to all”

To help achieve this Vision, the Community Plan identifies six Priorities for the LSP to focus upon:

1. Maximise the provision of affordable housing
2. Improve access to jobs, services, transport and facilities
3. Significantly improve the prospects of the rural and market town economy
4. Increase opportunities for young people
5. Reduce the incidence of anti-social behaviour
6. Provide enhanced care for the environment

96 Harrogate District Community Plan (Feb 2004) Go to <http://www.harrogate.gov.uk/business/regeneration/communityplan>

97 Harrogate Borough Council Corporate Vision and Priorities (Dec 2003)



The Council's priorities

In December 2003 the Council produced its own priorities for the District. The priorities are similar to those of the Community Plan, but also cover other issues i.e.:

1. Tackling traffic congestion in our towns.
2. Promoting a robust and varied economy which benefits local people
3. Curbing crime and the fear of crime.
4. A well-managed Council delivering first class accessible public services, focused on value for money, working with the community, understanding the needs of local people and being a good employer.

The LDF must set out how the Council will achieve the Community Plan's Vision and Priorities in planning and land-use terms and it makes sense to do the same for the Council's Priorities. Community Plan Priorities 1, 2 and 3 and Council Priorities 1 and 2 are dealt with earlier in this Issues consultation documentation.

Questions on Community Plan Priorities 4, 5 and 6 and Council Priorities 3 and 4 are given below. Please note the work programme for the production of the first LDF due for adoption in March 2007 has had to be limited to those matters referred to in the introduction to this document. Nevertheless, if there are land use and development issues which arise from the above priorities which need to be dealt with in the LDF, these should be identified here so as to determine the scope and priorities for the 'rolling' three year LDF work programme when it is reviewed.

Please go to Questions 93 - 101 in the separate questionnaire provided with this document

Other strategies and plans

As well as the Community Plan and Council's Vision and Priorities, there are other local strategies and plans produced by Harrogate Borough Council and North Yorkshire County Council that have planning and land-use implications and will therefore affect the contents of the LDF.

Of particular importance is the North Yorkshire Local Transport Plan (LTP)⁹⁸, which is prepared by the County Council in partnership with a wide range of transport users and providers and the Borough Council's of North Yorkshire, including Harrogate). The LTP sets out North Yorkshire's transport policy to secure a more sustainable and inclusive transport network across the County, for the period 2001-2006. The second Local Transport Plan from 2006 to 2011 is currently being prepared. The Council has set up an officer Transport Working group to ensure the coordination between LDF preparation and the Local Transport Plan is maintained.

Please go to Question 101 in the separate questionnaire provided with this document

The adequacy of infrastructure, services & utilities

Government guidance emphasises that existing and planned physical infrastructure, including public utilities such as water and sewerage, electricity and gas, public transport, cycle and pedestrian routes must be able to accommodate any planned new housing, industrial/business and other development.⁹⁹



Harrogate (above), Knaresborough and Ripon have all benefited from new bus station developments in recent years.

If the existing physical infrastructure does not have the capacity to accommodate the planned development, then the Council can ask developers to meet the costs of providing the necessary facilities or they may seek to phase construction to match the investment programmes of service providers.

Whilst this section is targeted towards utility and infrastructure providers such as the Water Authority, Health Trust, Harrogate & District Travel etc. your local information on the potential implications of development in the area could be very useful and you are encouraged to include comments in the questionnaire where you can.

Please go to Questions 102 - 104 in the separate questionnaire provided with this document

⁹⁸ Local Transport Plan 2001-2006. Go to <http://www.northyorks.gov.uk/ntp/>

⁹⁹ PPG1: general Policy and Principles (Feb 1997).

PPG3: Housing (March 2001) - <http://www.odpm.gov.uk> follow links through 'Planning', 'Planning Policy', 'Planning Policy Guidance Notes'

What Happens Next?

After the 17 September 2004 deadline for responses to this document, the Council will examine the answers and comments, publish a consultation response report and, where appropriate, discuss matters arising with interested parties.

The response to this consultation and any subsequent discussions will be fed into the appropriate stages of LDF document preparation.

The Council's preferred approach to the three development plan documents being produced will be published in Summer 2005 and formal consultation will then take place over a six week period. (Those issues not dealt with at this stage will be dealt with in due course, in accordance with the three year 'rolling' programme of work).

Again your comments will be invited and the Council will have the opportunity to change its preferred approach prior to submitting the LDF to the Secretary of State early in 2006.

At this point it is hoped that the majority of issues will have been resolved and that most people are generally satisfied with the content of the LDF.

However, if they are not satisfied with its content, there will be the opportunity at this time to lodge a

formal objection to the LDF. This formal objection can then be heard by an independent inspector at a Public Examination during the autumn of 2006.

The Inspector will produce a report of his/her findings on the objections and the 'soundness' of the LDF and the Council must then adopt the LDF in accordance with the recommendations in the Inspector's Report (under the former system, the Council would have been able to disagree with some of the Inspector's recommendations and adopt a plan different to that which the Inspector recommended). This is no longer the case and the Inspector's Report will be binding on the Council.

The LDF will be adopted by March 2007.

Work on other development plan documents for the portfolio of Local Development Framework (LDF) documents will be undertaken in the meantime and you will be informed of the key stages of consultation and community involvement for these documents in due course.

Don't forget to give your contact details and other important information to the Council by completing the section 'Getting Involved' at the front of the questionnaire.