Harrogate District Growth Strategy
3 Harrogate District Growth Strategy

Harrogate District Growth Strategy: Key Facts

- Household projections show household growth across the district of 11% between 2004-35 which is a lower level of growth than the region (15%) and England (20%).
- Three main urban areas of Harrogate, Knaresborough and Ripon support the largest concentrations of the district's population. Since the Harrogate District Local Plan in 2001 these three settlements, together with the market towns of Boroughbridge, Masham and Pateley Bridge have accommodated the majority of new growth.
- The district has a large rural area containing villages and hamlets ranging from larger villages with local services and facilities down to small clusters of houses; need to ensure these rural settlements can continue to support local village services.
- High levels of employment and the highest business start-up rates within the Leeds City Region with the district's residents some of the most qualified in the north of England.
- The local economy has a number of prominent high value sectors (including wholesale, professional services and media) alongside a thriving visitor economy.
- Despite high resident skill levels and average earnings, workplace wages in the district are considerably lower than the regional and national average, with a disproportionate skew in local employment towards low value sectors.
- To the west of the district lies the Nidderdale Area of Outstanding Natural Beauty (AONB) covering some 233 sq miles; more generally the district has a high quality natural and built environment.
- Around 11% of the district is designated as Green Belt.
- A higher proportion of residents describe their general health as very good or good compared to national and regional averages. (2)
- Although the population is ageing, the life expectancy in the district is higher than nationally.

Key Diagram

3.1 The Key Diagram (see figure 3.1.) illustrates the key elements of the growth strategy. It includes the two possible areas for a new settlement; the locations for major housing and employment growth; areas for major transport improvements; settlements within the settlement hierarchy as well as key features such as the Nidderdale Area of Outstanding Natural Beauty (AONB), the Green Belt and the World Heritage Site at Studley Royal Park. It does not show proposed development sites, for these please see section 10 Delivery and Monitoring.
### Settlement Hierarchy

#### Main Settlements
- **Harrogate**: allocations for 2536 new homes
- **Knaresborough**: allocations for 553 new homes
- **Ripon**: allocations for 1294 new homes

#### Local Service Centres
- **Boroughbridge**: allocations for 378 new homes
- **Pateley Bridge**: allocations for 91 new homes
- **Masham**: allocations for 129 new homes

#### Primary Service Villages
Allocations for 665 new homes

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#### Secondary Service Villages
Allocations for 855 new homes

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#### Smaller Villages
No allocations for new homes

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### Other Local Plan Proposals

#### New Settlement Options
- Around 3000 homes; a range of job opportunities, shops, facilities & services; space for recreation; good public transport links:
  - **Flaxby**: Green Hammerton, Kirk Hammerton, and Cattal

#### Locations for Major Employment Growth
- **Station Parade, Harrogate**
- **Western Harrogate**
  - **Claro Barracks, Ripon**
  - **Flaxby Green Park (south of A59)**

#### Locations for Major Housing Growth
- **Western Harrogate**
  - **Claro Barracks and Deverell Barracks, Ripon**

#### Major Transport Improvements
- **Transport Interchange, Harrogate**
- **Junction 47 A1(M)**

### Other Notations
- **Studley Royal Park World Heritage Site (Fountains Abbey)**
- **Public Transport Corridor**
- **Urban Areas Outside Harrogate District**
- **Nidderdale Area of Outstanding Natural Beauty (AONB)**
- **Railway Line and Railway Station**
- **Major B Roads**
- **District Boundary**
- **Main Rivers**
- **A Roads**
GS1: Providing New Homes and Jobs

Draft Policy GS 1

GS1: Providing New Homes and Jobs

Provision will be made in the district over the period 2014 - 2035 for:

A. 11,697 new homes as a minimum, including affordable housing and 20 Gypsy and Traveller pitches.


Justification

3.2 The National Planning Policy Framework (NPPF) requires that the Local Plan meets in full, objectively assessed need for housing in the housing market area. The council commissioned a Strategic Housing Market Assessment (SHMA) to understand what this need figure is. The SHMA has considered housing market geographies, taking account of existing research and through analysis of differences in housing costs; as well as migration and commuting flows. The analysis highlights a complex set of relationships at play across the district and concludes that the district is split across two different housing market areas (HMA).

3.3 The north of the district, including Ripon, falls within a wider North Yorkshire HMA, and relates strongly to Hambleton district. The south of the district, which includes Harrogate town and Knaresborough is more closely related to, and falls within a Leeds HMA. The preparation of a SHMA for Harrogate district alone is appropriate given that the district sits across more than one HMA. Any cross boundary issues will be picked up under the well-established duty to co-operate arrangements that exist between local authorities. It is, however, important to recognise overlaps between other authorities and markets. Although weaker than the core relationships, there are identifiable and important functional interactions from parts of the district with other adjoining authorities particularly Richmondshire and the City of York. These reflect localised cross-boundary interactions in the northern and south-eastern parts of the district.

3.4 The update report published in June 2016 concludes that the objectively assessed housing need in the district is for 557 dwellings per annum. Over the plan period 2014-35 this equates to 11,697 homes. In coming to this conclusion the SHMA considers a range of factors which influence housing needs, and in so doing captures the impact of past under-delivery of housing through adjustments made to the starting point demographic projections. Chapter 11 Delivery and Monitoring sets out how the annual requirement will be delivered over the plan period, including providing a level of flexibility.

3.5 The SHMA also considers the level of affordable housing need in the district and finds that there is a net deficit of 256 affordable homes per annum. The Planning Practice Guidance (PPG) sets out how affordable housing should be considered as part of the plan making process and requires that:

'The total affordable housing need should be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in the total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes.'
3.6 The analysis set out in the SHMA does not suggest that there is strong evidence of a need to consider additional housing over and above that suggested by the demographic and economic based calculations to help meet affordable housing need. Consequently an uplift has not been applied to the objectively assessed need for housing. There is, however, strong justification for inclusion of policies in the Local Plan that seek to maximise affordable housing. Policy HS2: Affordable Housing and Starter Homes requires the provision of affordable housing to respond to this identified high level of need.

3.7 The SHMA also considers what types and sizes of homes, both market and affordable, will be needed. Overall it concludes that there will be a need for a mix of house sizes; with an emphasis on the provision of two and three bedroom houses but recognising that larger family housing will also be required. Policy HS1: Housing Mix and Density responds to the need to provide a good mix of new homes over the plan period.

3.8 The Harrogate Gypsy and Traveller Accommodation Assessment (GTAA) identified a need for seven additional pitches up to 2028. Further work undertaken by the council to look at applying a household growth element for those households already in the district indicates that over the period to 2028 this figure rises to 20. Policy HS10: Providing for the Needs of Gypsies and Travellers sets out how this need will be met.

3.9 The council's Employment Land Review (ELR) shows an increase of 7,930 jobs over the period 2014-35 across all sectors based on the Regional Econometric Model (REM). It also looks specifically at the forecast change in B use class jobs and concludes that in total there will be an increase of 3,070 jobs. This overall increase includes a decline in B2 jobs. In order to support the forecast increase in B class jobs the ELR concludes that the overall amount of employment land needs to increase by a minimum of 12 hectares. This minimum figure assumes that all of the surplus B2 land, (six hectares will be taken up by other B uses). In practice, however, this is unlikely and as a result additional land requirements could be in the order of 12-18 hectares. Taking into account an assessment of existing land supply the ELR concludes that allocations of land should be made to deliver 20-25ha of new employment land in order to address the shortfall in B1/B8 land and to create a better balance in the type of employment land available.

3.10 In order to ensure job growth and housing growth are closely aligned the SHMA includes an assessment of economic forecasts, namely REM and Oxford Economics (OE). This part of the assessment concludes a predicted jobs growth of 8,021 over the period 2014-2035. Updates of the SHMA and ELR are scheduled to take place prior to submission due to regular updating of population and economic forecasts and to ensure that they are both aligned.

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3 The GTAA was carried out in 2013 by Peter Brett and Opinion Research Services and titled Gypsy and Traveller Housing Needs Survey.
4 This is based on the December 2014 release
5 Class B1a/b (offices and research), B1c (light industrial), B2 (general industrial), B8 (storage and distribution)
Further Information

Related planning policies
- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)

Further information/guidance for applicants (see bibliography Growth Strategy for more details)

Designations/boundaries to be shown on the policies map
GS2: Growth Strategy to 2035

The need for new homes and jobs will be met as far as possible in those settlements that are well related to the key public transport corridor. The scale of development will reflect:

A. The settlement’s role and character.
B. Its relationship to the public transport corridor.
C. The need to deliver new homes and jobs.
D. The need to maintain or enhance services and facilities in rural villages.
E. The capacity of infrastructure and services within the settlement.

New development will be located as follows:

F. **Main Settlements**: Major allocations of land will be provided to deliver new homes, employment land and other uses where necessary in Harrogate, Knaresborough and Ripon or on land specifically identified for employment purposes outside of the main settlement.

G. **New Settlement**: A major new strategic allocation for housing with associated employment and supporting services and facilities. This will take the form of a new settlement.

H. **Local Service Centres**: Allocations of land will be provided for new homes and local job opportunities in Boroughbridge, Masham and Pateley Bridge.

I. **Primary and Secondary Service Villages**: Allocations of land for new homes; with new village shops and businesses encouraged to support their continued sustainability.

J. **Smaller Villages**: Small scale windfall and rounding off in accordance with Policy GS3

**Main Settlements** are: Harrogate, Knaresborough and Ripon

**Local Service Centres** are: Boroughbridge, Masham and Pateley Bridge

**Primary Service Villages** are: Green Hammerton, Hampsthwaite, Killinghall, Kirkby Malzeard, Pannal, Ripley, Spofforth, Summerbridge, Tockwith

**Secondary Service Villages** are: Askwith, Beckwithshaw, Birstwith, Bishop Monkton, Bishop Thornton, Burnt Yates, Burton Leonard, Dacre/Dacre Banks, Darley, Dishforth, Follifoot, Glasshouses, Goldsborough, Grantley, Great Ouseburn, Grewelthorpe, Hubby, Kettlesing Bottom, Kirby Hill, Kirk Hammerton, Kirby Overblow, Lofthouse, Long Marston, Markington, Marton cum Grafton, North Rigton, North Stainley, Nun Monkton, Rainton, Roecliffe, Sharow, Sicklinghall, Skelton on Ure, Staveley
Smaller Villages are: Arkendale, Baldersby, Bewerley, Brearton, Copgrove, Copt Hewick, Cowthorpe, Farnham, Galphay, Husingore, Kirk Deighton, Little Ouseburn, Little Ribston, Littleethorpe, Marton le Moor, Melmerby, Middlesmoor, Minskip, Ramsgill, Sawley, Scotton, South Stainley, Studley Roger, Weeton, Whixley, Winksley

Justification

3.11 The key public transport corridors are highlighted on the key diagram and comprise the rail line connecting Harrogate to both Leeds and York, together with the following strategic bus routes:

- Ripon to Harrogate and on to Leeds
- Harrogate to Knaresborough
- Harrogate to Borough bridge
- Harrogate to Pateley Bridge
- Harrogate to Bradford via Leeds Bradford airport
- Harrogate to Wetherby

3.12 Those settlements within, or located in close proximity to, the key public transport corridors have the best access to public transport and therefore also a wide range of jobs, services and facilities within the district but also further afield.

3.13 Harrogate, Knaresborough and Ripon are the district's main urban areas and over the plan period will accommodate most of the district's growth. These are the settlements in the district that offer the greatest range of jobs, shops and services. They are well connected to each other and to areas outside the district by public transport. In Harrogate and Knaresborough this will be accommodated primarily through the release of land on the edge of the settlement to deliver urban extensions.

3.14 In Ripon, the majority of new development will come forward as a result of the re-development of the former Claro and Deverall Barracks for new homes, jobs and community uses. A Neighbourhood Plan is currently being prepared for Ripon by the City Plan team which, with the exception of the Barracks site, is not making larger scale allocations of land for new homes. It is, however, identifying regeneration areas where it anticipates new homes to be developed. The Harrogate District Local Plan is therefore making allocations of land for new homes in Ripon. It is also identifying the Barracks site as this represents a strategic allocation. The council will work together with the City Plan team in developing a more detailed development brief for the site.

3.15 In order to meet the need for new homes in the most sustainable locations the majority of new housing and employment growth is proposed in the District's main settlements. However, there are insufficient suitable and available sites in the main settlements or in other settlements included in the settlement hierarchy to meet this need in full; therefore, a new settlement is being proposed which will help to meet the need within the plan period and beyond. For the purposes of this consultation the council is identifying two options for a potential new settlement. These are:

- land at Flaxby, adjacent to the A59/A1(M)
- land in the Hammerton area, Green Hammerton/Kirk Hammerton/Cattal

3.16 The council has undertaken a significant amount of work already on infrastructure provision. In particular the work to date has indicated that development at either of these locations will have an impact on Junction 47 of the A1(M) and further work is needed to understand how this impact will be mitigated. There is also a need for further work to be undertaken on infrastructure provision and site deliverability in order that the council can determine the
preferred approach to be included in the Publication Draft Local Plan. During the consultation, therefore, the council will be seeking views on both options. However, the final version of the plan will only include one new settlement. The evidence base to support the plan does not indicate the need for two new settlements.

3.17 The district’s smaller market towns of Boroughbridge, Masham and Pateley Bridge will maintain their roles as local service centres, providing a good range of local employment, shops and services for their rural hinterland. Allocations of land will be made in order to ensure that they continue to thrive.

3.18 There are many villages and hamlets spread across the district; allowing development in all of these would not result in a sustainable pattern of growth as many offer little in the way of local services and facilities, can be in more isolated locations and/or may comprise of little more than a cluster of houses. Primary Service Villages act as local service hubs providing residents and people in surrounding villages with a range of basic services and facilities. These offer access to a range of basic retail, service and leisure businesses (such as shops, post office, hairdresser, café, pub etc.), at least one key public service (such as a primary school and/or a GP surgery) and a range of community facilities (including recreational facilities, a village hall and at least one place of worship). Secondary Service Villages offer residents and people living nearby with some basic services and facilities including a key public service, such as a primary school or GP surgery. These villages also contain community facilities, recreational facilities and either a village hall or a place of worship, and most also contain a shop (general store catering for day-to-day needs) or a pub or a café. Together these villages represent the most sustainable in the district and in order to support and enhance service provision in these villages, allocations of land will be made for new development.

3.19 The district also includes a number of smaller villages and hamlets that offer only basic community facilities (recreational facilities and a village hall or place of worship). Here new development will be restricted to small scale windfalls and rounding off.

Further Information

Related planning policies

- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)
GS3: Development Limits

Draft Policy GS 3

GS3: Development Limits

Development limits have been drawn around those settlements listed in policy GS2: Growth Strategy to 2035, and as shown on the Policies Map. Within development limits, proposals for new development will be supported provided it accords with other policies in the Local Plan.

Proposals for new development on sites outside the development limit of a settlement will be supported where it is consistent with the role of the settlement in the growth hierarchy set out in policy GS2: Growth Strategy to 2035, does not result in a disproportionate level of development compared to the existing settlement and meets the following criteria:

A. The site is immediately adjacent to the existing built form of the settlement and would represent a logical extension to the built up area;

B. There is either no suitable and available site for the proposed use within the settlement development limit or site allocated under policies DM1: Housing Allocations, DM2: Employment Allocations and DM3: Mixed Use Allocations;

C. It would not result in coalescence with an adjoining settlement;

D. It would not have an adverse impact on the character and appearance of the surrounding countryside;

E. The proposal is of a scale and nature that is in keeping with the core shape and form of the settlement and will not adversely harm its character and appearance; and

F. It would not extend existing linear features of the settlement or result in ribbon development.

In settlements where there is an allocation(s), development proposals on sites outside the development limit and for the same proposed use, will not be supported in advance of the development of that allocation(s) unless it can be demonstrated that the allocation will not come forward within the plan period or, in the case of housing, there is no five year supply of housing land.

In settlements within the Green Belt, proposals for new development will be limited to infill sites within the development limit and the redevelopment of brownfield sites where the openness of the Green Belt or the purposes of including land in the Green Belt is not harmed.

Justification

3.20 Development limits have been drawn around the settlements set out in policy GS2: Growth Strategy to 2035. Development limits are used to define the areas where specific plan policies will apply. They indicate the extent to which each settlement should be allowed to develop during the plan period and where, within the defined area, there will be a presumption in support of development. Any land and buildings outside the defined limit will generally be considered countryside where there is a stricter control over development.
3.21 The inclusion of land within a development limit does not indicate that it is suitable for development. There may be areas of open space, woodland, areas at risk of flooding, areas that contribute to a settlement's local distinctiveness and other protected sites that would be inappropriate for development. Additionally, other material considerations may influence whether development within development limits is acceptable or not.

3.22 The following principles have been used to define settlement development limits:

- that they are drawn around the 'main' built area of the settlement;
- on the 'inside' of the development limit it will generally be developed i.e. taken up by buildings, roads;
- on the 'outside' of the development limit land will generally be used for agriculture, outdoor sport or woodland or other open uses e.g. allotments, cemeteries and will include farm buildings extending beyond the main built area of the settlement;
- wherever possible the development limit should follow physical features such as roads, walls and field boundaries; and
- settlement boundaries do not need to be contiguous. It may be appropriate given the nature and form of a settlement to define two or more separate elements.

3.23 In defining the development limits, consideration has been given to including land which would provide infill and rounding off opportunities that are physically, functionally and visually related to the existing built up area or the opportunity for improvements to the entrance to a settlement.

3.24 The development limits defined in the Harrogate District Local Plan (2001) have been reviewed and remain largely unchanged with the exception of:

- sites proposed for allocation through this Local Plan where they are outside of the 2001 development limit;
- to reflect development proposals completed or with outstanding planning permission since development limits were last reviewed; and
- to address the principles set out above.

3.25 Development limits have been defined for the first time around: Arkendale; Baldersby; Beckwithshaw; Bewerley; Brearton; Burnt Yates; Copgrove; Copt Hewick; Cowthorpe; Dacre; Farnham; Galphay; Grantley; Hunsingore; Kettlesing Bottom; Kirk Deighton; Little Ribston; Littlethorpe; Little Ouseburn; Lofthouse; Marton le Moor; Middlesmoor; Nun Monkton; Rainton; Ramsgill; Ripley; Roecliffe; Sawley; South Stainley; Studley Roger; Weeton and Winksley.

3.26 Whilst most new development should be located within settlement development limits, to provide an element of flexibility in delivering the growth strategy sites outside development limits may be brought forward where they provide for small scale development. The definition of small scale will vary from settlement to settlement but will be dependant on the size and characteristics of the existing built up area. In all cases, any new development should not be out of proportion to the size or character of the existing settlement and consistent with the role of the settlement in the growth hierarchy. Development outside of a development limit should not be seen as an alternative to sites allocated under policies DM1: Housing Allocations, DM2: Employment Allocations and DM3: Mixed Use Allocations where these are available.

3.27 Several smaller settlements are washed over either wholly or partly by the Green Belt. In these settlements development that accords with national planning policy only will be permitted i.e. limited to infilling or redevelopment of brownfield sites where redevelopment would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development.
Further Information

Related planning policies
- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)
- Policy GS2: Growth Strategy to 2035
- Policy GS4: Green Belt
- Policy HP3: Local Distinctiveness

Designations/boundaries to be shown on the policies map
- Settlement development limits.
GS4: Green Belt

Draft Policy GS 4

GS4: Green Belt

The extent of the Green Belt within Harrogate district is shown on the Policies Map. Inappropriate development in the Green Belt will not be approved except in very special circumstances in accordance with national policy.

The council encourages proposals for the beneficial use of Green Belt to achieve the following opportunities provided that they preserve the openness of the Green Belt and do not conflict with the purposes of including land within it:

A. To retain and enhance the character of the district’s landscape, visual amenity and biodiversity.

B. To provide outdoor sport and recreation.

C. To improve public access.

Justification

3.28 Harrogate district incorporates parts of two different Green Belts, namely the West Yorkshire Green Belt and the York Green Belt. The purposes of these designations are to check the further growth of the West Yorkshire conurbation, to protect the special character of the towns of Harrogate and Knaresborough and prevent them from merging and to protect the special character of the City of York. The NPPF makes clear that once established the Green Belt boundary can only be altered in exceptional circumstances following a full review. The extent of the Green Belt in Harrogate district has been established in earlier development plans; it has not been found necessary to amend the extent of the Green Belt in order to deliver sustainable growth within the district. The extent of the Green Belt is set out on the Policies Map.

3.29 All proposals for development within the Green Belt will need to be in accordance with the NPPF which makes clear that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. The council will give substantial weight to any harm to the Green Belt and ‘very special circumstances’ will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

3.30 NPPF states that the construction of new buildings in the Green Belt is inappropriate. Exceptions to this are set out in the NPPF and include limited infilling or the partial or complete redevelopment of previously developed sites (brownfield sites), whether redundant or in continuing use, (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development.

3.31 Taking into consideration the importance of protecting and enhancing the natural environment the need to provide sites for new sport, open space and recreation facilities and the need to make the most of opportunities for improving green infrastructure the council encourages the beneficial use of the Green Belt for the opportunities identified in this policy. Such proposals will need to demonstrate that they preserve the openness of the Green Belt and do not conflict with the purposes of including land within it as defined in national policy.
Further Information

Related planning policies

- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)
- Policy HP7: New Sports, Open Space and Recreation Development
- Policy NE3: Protecting the Natural Environment
- Policy NE4: Landscape Character
- Policy NE5: Green Infrastructure

Designations/boundaries to be shown on the policies map

- Green Belt
GS5: Supporting the District's Economy

Draft Policy GS 5

GS5: Supporting the District's Economy

The council will encourage sustainable economic growth in the district by supporting the development aspirations of indigenous businesses and promoting inward investment opportunities; specifically by:

A. Supporting the growth of key sectors including:
   i. creative, media and digital activities
   ii. low carbon
   iii. life sciences
   iv. financial and professional services
   v. wholesale and distribution

B. Providing a range of business sites and premises.

C. Making a strategic employment land allocation at Flaxby, adjacent to the A1(M).

D. Identifying Station Parade, Harrogate as a significant mixed-use, employment and commercial development location strengthening the town centre's role as an attractive location for business and contributing to the vitality of the town centre.

E. Maintaining and enhancing the district’s visitor economy.

F. Supporting the rural and agricultural economy and its diversification.

Justification

3.32 The NPPF places particular importance on building a strong competitive economy and states that local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st Century.

3.33 The objectives of the Local Plan seek to support business, enterprise and job creation in order to achieve a sustainable and diverse economy that provides a range of employment and a higher proportion of high value jobs. This also reflects one of the council’s corporate priorities which is to support the district's growing local economy.

3.34 Harrogate district is a great place to do business, illustrated by its diverse business profile, including professional service providers, logistics, media/promotional, developers and manufacturers. This is evidenced by the district's above average business start-up rate. Comparatively, its residents are well qualified, with earnings notably above average. The quality of its built and natural environment attracts over five million visitors a year, supported by the Harrogate International Centre (HIC), and offers good motorway and broadband connectivity (with 94% of premises capable of accessing Next Generation speeds). All of these factors contribute to high levels of enterprise and employment.

3.35 There are other factors, however, that are constraining economic growth including the significantly below average workplace earnings, driven by high levels of employment within lower value sectors and in part-time jobs such as health/social care and hospitality.
Supporting a strong local economy is a key corporate priority for the council, and in recognition of this it is developing a Consultation Draft Economic Growth Strategy 2017-2035, alongside the Draft Local Plan. Working with private and public sector partners, the strategy will identify the priorities for intervention to ensure a sustainable economy, by building upon the district's strengths and developing the business environment in which high-value growth sectors can establish, grow and invest.

Key Sectors

In terms of employment sectors, the 2015 Employment Land Review (ELR) states that pre-2008 the economy was dominated by wholesale/retail trade, repair etc; real estate, renting, business activities and health and social work. This changed after 2008 with the Business Register and Employment Survey (BRES) for 2012 showing health, education, retail, information and communication and accommodation/food as the major employment sectors. In terms of future growth, the ELR estimates that the growth sectors between 2014 and 2035 will include media, wholesale, health and accommodation/food whereas the sectors to decline will be public administration/defence, other manufacturing and food/drink/tobacco.

The Economic Growth Strategy places importance on the provision of 'higher value' growth sectors. These sectors are sympathetic to the strong local labour market conditions within the district and reflect: forecast growth, the existing strengths of the district's offer to these sectors with an attractive environment, quality of local services and education facilities, and central location in the UK. With an aim of delivering the most gross added value (GVA) and higher value jobs, the target growth sectors are:

- creative, media and digital activities
- low carbon
- life sciences
- financial and professional services
- wholesale and distribution

The discretionary rate relief scheme has also being revised to prioritise support for further investment within these sectors.

Harrogate district benefits from its location within two Local Enterprise Partnership (LEP) areas; Leeds City Region (LCR) and York, North Yorkshire and East Riding (NYNYER) both of whom acknowledge the importance of the Harrogate economy within their sub-region. The Leeds City Region Strategic Economic Plan (SEP) (2016) describes Harrogate as having notable strengths in financial and professional services, digital, creative and life science sectors whilst the York, North Yorkshire and East Riding LEP, in their draft SEP (2016), highlights Station Parade, Harrogate and Flaxby Green Park as important future development projects. Harrogate Borough Council is committed to working collaboratively with both these LEPs to maximise the economic opportunities.

Range of sites and premises

Harrogate district's success as a business location is in part due to its attractive built and natural environment and its highly skilled workforce.

It is important for the sustainable growth of the local economy that a range of different sites and premises is provided to accommodate the full spectrum of user requirements which will be achieved by allocating, promoting and protecting a range of employment sites and premises from start-ups to new and existing small and medium sized enterprises (SMEs) with the ambition to grow and larger businesses looking to establish and invest in the district. Businesses need space to start up, move to and grow and providing a range of business sites and premises is important. There is present demand for small units in rural areas, high-tech business parks, industrial units, particularly in the 1,000 to 10,000 sq ft range,
serviced sites, grade A office accommodation in Harrogate town centre, warehouse units of all sizes, retail premises and workshop space. Enquiries show demand for premises is equally split across these sectors, with quality of accommodation, environment and proximity to road and public transport services being important factors.

3.43 The importance of a portfolio of the right business premises, in the right location has been highlighted by a variety of local companies that are seeking to grow and remain within the Harrogate district but can be prevented from doing so by a lack of available and suitable employment sites and/or premises. This has been evidenced through the council’s on-going engagement with local companies, property agents and reports in the regional business press.

3.44 Providing a range of sites and premises is central to the district’s ability to retain and attract businesses, sustain the important diversity of the local economy and to enable its’ strong entrepreneurial activity to flourish, for growing and established companies to remain.

3.45 Given the shortfall in available employment land to meet the projected B1 and B8 need over the period to 2035, as shown in the ELR, there is also sound justification for the continued protection of existing employment areas where their condition, location and market requirements supports their retention and allocation as employment land to meet known and future business demand and attract inward investors in the future.

Strategic allocation at Flaxby

3.46 The ELR identifies that there is scope over the period of the plan to 2035 to bring forward new allocations of land for employment purposes to address the shortfall for B1 a/b and B8 purposes and to create a better balance in the type of employment land available. It goes on to conclude that this should include at least one significant site to enable the expansion of indigenous companies and offer inward investment opportunities.

3.47 Flaxby has been identified as the most appropriate location for a strategic employment allocation as it has excellent access to the strategic transport network and will benefit from planned improvements to Junction 47 of the A1(M). The site presents an opportunity to provide a high quality, landscaped ‘green business park’, which focuses on high quality business uses and has potential to provide a major investment site to meet the identified needs in the Harrogate district.

Station Parade

3.48 Harrogate’s railway station and adjoining facilities on Station Parade, including the town centre’s bus station, have long been identified by the council as an area for improvement. A development brief was developed for the site in 2005 but the subsequent downturn in the economy has seen this proposal stall. The current buildings and infrastructure detract from the overall quality of the town centre environment and provide a poor gateway for commuters, business and leisure visitors. However, various recent factors strongly indicate an appetite for the comprehensive redevelopment of the site being a more viable prospect which could be delivered in the plan period. These include the proposed electrification of the Leeds-Harrogate-York railway line and renewed developer interest in parts of the site. The Harrogate Town Centre Strategy and Masterplan Supplementary Planning Document (2016) sets out a number of key principles for the future development of this area. Working with private and public sector partners, the council is actively promoting the preparation of a masterplan for the mixed use development of the area including high quality office accommodation that reflects its landmark location.

3.49 Station Parade is also a popular location for office accommodation with its proximity to transport and town centre facilities, including The Exchange and Copthall Bridge House. Property agents and local companies have repeatedly highlighted the attraction of Harrogate
town centre as an office location, due to the quality of the environment, accessibility to public transport links, and to facilities such as shops and restaurants and other professional services. The attraction of the town as a place to ‘do business’, for business owners, their clients and prospective customers, has been highlighted by a range of local companies. As evidenced in the Employment Land Review (2015) and the council’s own records, over 38,490 square meters\(^6\) of office space is identified to be lost to residential use through the permitted development right changes. The council has acknowledged the potential threat to good quality office floorspace within Harrogate town centre and have confirmed an Article 4 direction affecting properties used as offices on Victoria Avenue in Harrogate, which will remove the right of owners of properties falling within B1(a) use class to convert these properties to residential use. The council will continue to use its Article 4 powers where appropriate which may include the area around The Exchange.

3.50 The re-development of Station Parade offers the opportunity to provide the modern office facilities that many of these businesses are seeking to relocate to, and strengthen the town’s business offer.

Visitor economy

3.51 Supporting a growing tourism sector that attracts greater numbers of business and leisure visitors, and provides a vibrant offer for all visitors is an important objective. This includes seeking to maintain the position of Harrogate as an important conference and exhibition destination with a range of venues and a thriving conference, exhibition and events programme. The Leeds City Region SEP (May 2016) also recognises the district is home to a renowned visitor economy offer but highlights the challenges presented by the associated lower than average workplace earnings.

3.52 Tourism is important to the rural areas of the district, including market towns, making a significant contribution to the local economy, creating employment opportunities and assisting in attracting investment. Maintaining and enhancing this role is therefore an important objective.

Supporting the rural economy

3.53 The NPPF supports economic growth in rural areas in order to create jobs and prosperity and encourages planning policies to take a positive approach to sustainable new development. This includes supporting the sustainable growth and expansion of all types of business and enterprise in rural areas as well as promoting the development and diversification of agricultural and other land-based businesses.

3.54 The west of the district is largely rural in character, comprised of a high quality and varied landscape that is greatly valued by both residents and visitors. Agriculture and forestry activities have influenced the character and appearance of the countryside and continue to do so. Reliance in these rural areas on limited employment sectors however has also resulted in a narrow range of job types characterised by low pay and seasonality. The over-dependency upon traditional rural industries that has in the past suffered due to declining incomes, foot and mouth etc. has also had an effect on the rural economy. It is increasingly important, therefore, to diversify the rural economy in order to ensure that large parts of the district continue to thrive. Diversification can bring with it development pressures, which if not carefully managed can harm the intrinsic character of the countryside.

3.55 Refurbishment of rural buildings also provides valuable opportunities to diversify and strengthen the local economy, and provide accessible employment opportunities for residents. Many rural based businesses start from the back bedroom, garage or vacant farm building. The provision of workspace and office accommodation in converted rural buildings enables these small businesses to expand, diversify and take on staff, whilst remaining local.

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6 As at September 2016
Further Information

Related planning policies

- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)
- Policy EC1: Protection and Enhancement of Existing Employment Areas
- Policy EC2: Expansion of Existing Businesses
- Policy EC3: Employment Development in the Countryside
- Policy EC4: Farm Diversification
- Policy EC5: Town and Local Centre Management
- Policy EC6: Protection of Tourist Facilities
- Policy EC7: Sustainable Rural Tourism
- Policy HP1: Harrogate Town Centre Improvements

Further guidance for applicants (see bibliography Growth Strategy for more details)

- The Town and Country Planning (General Permitted Development) Order 1995: Article 4
GS6: Sustainable Development

Draft Policy GS 6

GS6: Sustainable Development

When considering development proposals the council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in the Local Plan (and, where relevant, with policies in the neighbourhood plans), will be approved without delay, unless material considerations indicate otherwise.

Where there are no Local Plan policies relevant to the application or, relevant policies are out of date at the time of making the decision, the council will grant planning permission unless material considerations indicate otherwise taking into account whether:

A. Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or

B. Specific policies in that framework indicate that development should be restricted.

Justification

3.56 The NPPF makes clear that the purpose of the planning system is to contribute to the achievement of sustainable development. Sustainable development is described as having three mutually dependent dimensions: the economy, society and the environment. To achieve sustainable development the applicant will need to consider how development contributes to all three elements. Officers will work proactively with applicants where there is scope for an application to achieve sustainable development.

3.57 In accordance with the NPPF, the council will seek opportunities to achieve each of the economic, social and environmental dimensions of sustainable development and net gains across all three. Significant adverse impacts on any of these dimensions should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued. Where adverse impacts are unavoidable, measures to mitigate the impact should be considered. Paragraph 14 also indicates that development should be restricted in the following areas:

- Sites protected under the Birds and Habitats Directives
- Sites of Special Scientific Interest (SSSI)
- Green Belt
- Local Green Space
- Area of Outstanding Natural Beauty (AONB)
- Designated heritage assets
- Locations at risk of flooding

Where adequate mitigation measures are not possible, compensatory measures may be appropriate or the application will be refused.
3.58 The presumption in favour of sustainable development does not apply where development requiring appropriate assessment under the Birds and Habitats Directives is being considered, planned or determined.

3.59 The development plan for Harrogate district is the starting point for decision making. Development that accords with the policies within this plan will be approved and development that conflicts will be refused unless other material considerations indicate otherwise.

3.60 In order to work proactively to achieve sustainable development the council encourages pre-application discussion with applicants before a planning application is submitted. This will ensure that any key considerations can be discussed at the earliest stage. Applicants should have regard to, and make use of, local planning guidance and evidence base, where relevant, to ensure that proposals reflect local priorities and circumstances.

3.61 To ensure that proposals for development reflect the needs of the local community applicants are required to carry out pre-application community involvement in accordance with the council’s Statement of Community Involvement (SCI) and to consider the content of Conservation Area Appraisals, Parish Plans and Village Design Statements and Neighbourhood Plans where they exist.

3.62 The council will seek to approve without delay planning applications that accord with the policies in the development plan for the district. The current national target for determining major applications is thirteen weeks and the target for determining all other applications is eight weeks. An important aspect of minimising delay will be for applicants to make all relevant information available at the earliest opportunity. In order to reduce the amount of time that it takes to register a planning application, applicants will be required to submit information in accordance with the council’s validation requirements.

3.63 The council is committed to ensuring an up to date plan and will carry out regular monitoring of policies through, for example, the Annual Monitoring Report (AMR). The council will undertake a review or partial review of the development plan, where necessary, in accordance with the most up to date regulations and guidance regarding plan making.

3.64 All proposed developments within the district should contribute towards the achievement of sustainable development. The policies within this Local Plan set out the criteria against which development proposals will be assessed.
Further Information

Related planning policies

- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)
- Supplementary Planning Documents prepared by the council
- Neighbourhood plans prepared within the area

Further information/guidance for applicants (see bibliography Growth Strategy for more details)

- Harrogate Borough Council: Annual Monitoring Report (AMR)
- Other relevant local planning guidance and evidence base as set out on the council’s website

Evidence that may be required from applicants to accompany a planning application

- Information required by the council's validation criteria
- Evidence of pre-application community involvement for all major development in accordance with the council's SCI
GS7: Health and Wellbeing

Draft Policy GS 7

GS7: Health and Wellbeing

The potential for achieving positive health and wellbeing outcomes will be taken into account when considering development proposals. Where any potential adverse impacts are identified, the applicant will be expected to demonstrate how these will be addressed and mitigated.

Development proposals should promote, support and enhance health and wellbeing by:

A. Contributing to a high quality, attractive and safe public realm to encourage social interaction and facilitate movement on foot and cycle.

B. Providing sufficient and the right mix of homes to meet people’s needs and in the right location.

C. Creating opportunities for employment in accessible locations.

D. Designing homes that reflects the changes that occur over a lifetime so people are not excluded by design as their circumstances change.

E. Building homes which are easy to warm and ventilate.

F. Ensuring high levels of residential amenity.

G. Providing opportunities for formal and informal physical activity, recreation and play.

H. Supporting and enhancing community and social infrastructure.

I. Improving the quality and quantity of green infrastructure and by protecting and enhancing public rights of way.

Justification

3.65 The links between planning and health and wellbeing are found throughout the NPPF and creating and supporting strong, vibrant and healthy communities is a key element of delivering sustainable development.

3.66 There are many different factors which have an influence on people’s health and wellbeing including education, employment opportunities, good housing, open space, an active lifestyle, cultural and community facilities, care and health facilities and safe environments.

3.67 Harrogate’s health priorities and issues are set out in the latest North Yorkshire Joint Health and Well Being Strategy (2015-2020), Joint Strategic Needs Assessment (JSNA) and Health Profile. The most significant issues identified in these are: increasing rate of excess weight in young children, high rates of road injuries and deaths and a significantly higher prevalence of smoking than the national average. Also, the district is expected to see over the plan period a notable increase in the older population: the total number of people aged 65 or over is expected to increase by 56% resulting in additional pressures for health and social care.

3.68 To address these issues, it is important community needs are supported through appropriate physical and social infrastructure and by other facilities and key services which contribute to improving wellbeing and the overall quality of life experienced by residents. The planning
system, and new development in particular, can make a real difference in these areas and helping residents experience a high quality of life is, therefore, a key theme that cuts across many policies of the Local Plan.

3.69 This Local Plan makes provision for appropriate housing, improved access to local services, healthy transport choices such as cycling and walking, access to green infrastructure, open space and active recreation, good design of the built environment, and promoting renewable energy and energy efficiency to help address fuel poverty.

3.70 The council will work in partnership with relevant partners and service providers to ensure the timely delivery of education, health and other social infrastructure to support growth.

Further Information

Related planning policies

- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)
- Policy T11: Sustainable Transport
- Policy T14: Delivery of New Infrastructure
- Policy HP5: Public Rights of Way
- Policy GS1: Providing New Homes and Jobs
- Policy GS3: Development Limits
- Policy HS1: Housing Mix and Density
- Policy HS2: Affordable Housing and Starter Homes
- Policy HS3: Self and Custom Build Housing
- Policy HS4: Older People’s Specialist Housing
- Policy HS5: Space Standards
- Policy HS6: Conversion of Rural Buildings for Housing
- Policy EC3: Employment Development in the Countryside
- Policy CC4: Sustainable Design
- Policy HP4: Protecting Amenity
- Policy HP6: Protection of Existing Sport, Open Space and Recreation Facilities
- Policy HP7: New Sports, Open Space and Recreation Facilities
- Policy HP8: Protection and Enhancement of Community Facilities
- Policy HP9: Provision of New Community Facilities
- Policy NE5: Green Infrastructure

Further information/guidance for applicants (see bibliography Growth Strategy for more details)

- North Yorkshire Joint Health and Wellbeing Strategy (2015 - 2020)
- North Yorkshire Joint Strategic Needs Assessment
- Public Health England
- Health Profiles, Public Health England