

Housing

5 Housing

Housing Key Facts

- The population of Harrogate district is older than average with an above average proportion of people aged over 40.
- There are a significant number of households with age related illness and support needs that is likely to increase as the population ages. There will therefore be an increasing need for homes to be adapted or new dwellings built to meet these support needs.
- The proportion of detached homes and homes with 4+ bedrooms in Harrogate district is significantly higher than the national and regional averages.
- Only a small proportion of households (5.4%) are living in unsuitable housing. ⁽¹²⁾
- The district's affordability ratio is 37% above the English average and is the highest in Yorkshire and the Humber.
- 5,383 affordable homes are needed over the 2014-2035 period. ⁽¹³⁾
- The stock of affordable housing (social rented) represents about 9% of the total number of households which is below the figure for the region and England (18%).
- There are currently two public gypsy and traveller sites in the Harrogate District but an immediate need for seven gypsy and traveller pitches.
- A substantial number of dwellings have been developed historically at a density lower than 30 dwellings per hectare (dph).

HS1: Housing Mix and Density

Draft Policy HS 1

HS1: Housing Mix and Density

The council will seek to balance the housing market across the plan period and work towards a mix of housing identified in the Strategic Housing Market Assessment (SHMA). Housing developments should therefore seek to deliver a range of house types and sizes that reflect and respond to the identified housing needs and demands of the district's households. The mix proposed should have reference to the SHMA and be informed by:

- A. Local assessments of housing need;
- B. Detailed local market assessments; and
- C. Locality and ability of the site to accommodate a mix of housing.

The final mix of dwelling types and sizes will be subject to negotiation with the applicant. Applicants will be required to provide sufficient evidence to support their proposals.

Developments of 10 or more dwellings should provide 10% accessible and adaptable homes. ⁽¹⁴⁾

New housing development will be expected to achieve a minimum net density of 30 dwellings per hectare. Development within the defined town and city centres of Harrogate, Knaresborough and Ripon and in urban locations with a good standard of accessibility to public transport will be expected to achieve higher densities.

¹² SHMA Update June 2016

¹³ SHMA Update June 2016

¹⁴ Accessible and adaptable homes are those that meet requirements of M4(2) Category 2: Accessible and adaptable buildings of The Building Regulations (2010), Approved Document M: access to and use of buildings (2015 edition incorporating 2016 amendments for use in England), or any subsequent comparable standard set nationally.

Where it can be demonstrated that development at such densities would be detrimental to local character or amenity, or site constraints would prevent these densities from being achieved, then development may be permitted at a lower density.

Justification

- 5.1** The NPPF (paragraph 50), seeks to ensure that local housing needs are met through the provision of a range of house types and sizes based on current and future demographic trends, market trends and the differing needs of the various sectors of the community. Local authorities are expected to identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand.
- 5.2** Ensuring good quality housing that meets the needs of local people underpins the Local Plan vision and housing objectives, and is a key component of creating sustainable, quality neighbourhoods.
- 5.3** There will be a range of factors which influence demand for different sizes of homes over time, particularly demographic changes, housing affordability and wider economic performance. The council has undertaken a Strategic Housing Market Assessment (SHMA), which has estimated the size of market and affordable homes required over the plan period. The SHMA identifies that for both market and affordable housing there is a need for a mix of house sizes across the district.
- 5.4** For market housing, the SHMA report suggests that the need for different sizes of homes will be similar to the existing stock profile and that future housing provision should be focused on delivering two and three bedroom homes both for younger households and older households wishing to downsize.
- 5.5** For affordable housing, the SHMA report suggests that relative to the current housing stock there should be a move towards a greater proportion of homes for smaller households, with future provision focused on the delivery of good sized one and two bedroomed homes with some three bedroom homes to meet the needs of families as they grow.
- 5.6** Demographic projections show an ageing population, resulting in an increased need for housing that meets the needs of older people: this includes housing to enable them to live independently, sheltered housing, extra care accommodation and care homes. Policy HS5: Older People's Housing addresses the specific housing requirements of older people.
- 5.7** A significant and increasing proportion of older people are owner-occupiers living in mainstream housing: in 2011 over 70% of the population aged 65 and over were owner-occupiers. Most people will, if they are able to do so, choose to remain in their own homes. Providing for homes to be adaptable will enable older households and other sections of the community likely to have a need for housing designed to meet their changing needs, to remain living in their homes for as long as possible. The council will require a proportion of development to meet the higher Building Regulations accessibility and adaptability requirement where development deliverability is not compromised.
- 5.8** In determining planning applications, the council will have regard to the overall need to deliver a mix of house sizes, the ability of specific sites to accommodate this, the character and existing housing stock of the area as well as the most up to date evidence of need/demand. The final mix of housing will be subject to negotiation with the applicant. Where applicants propose a mix of housing that does not respond to identified needs, they will be expected to provide robust evidence relating to the identified level of housing need, existing housing stock, financial viability or deliverability to support their proposals.

- 5.9** It is also important to ensure new developments make the most effective use of land. The density at which new housing development occurs should be maximised subject to the density being appropriate to the character of the area. The NPPF states that local planning authorities should set out their own approach to housing density to reflect local circumstances.
- 5.10** It is considered that the minimum net density of 30 dwellings per hectare (dph) would be appropriate across the district. Within the town and city centre areas of Harrogate, Knaresborough and Ripon, defined on the Policies Map, where higher density developments can be more easily achieved through terraced or flatted development schemes, or locations in urban areas with good access to public transport a development density of up to 50 dph is considered reasonable. In exceptional circumstances, development at a significantly higher density may be appropriate. The density requirement would apply to the 'net' development area which is the developable area of the site excluding areas such as major distributor roads, community facilities (such as a new school or health centre), significant areas of open space and landscaping and green infrastructure.
- 5.11** Lower density schemes will only be acceptable where the character or amenity of the locality would be clearly harmed or where site constraints, for example, ecological or heritage interest, ground conditions, contamination or access problems dictate a reduced developable area or capacity.

Further Information

Related planning policies

- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)
- Policy HS2: Affordable Housing
- Policy HS5: Older People's Housing
- Policy HP3: Local Distinctiveness
- Policy HP2: Heritage Assets
- Policy NE3: Protecting the Natural Environment
- Policy NE4: Landscape Character

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

- Harrogate Borough Council: Strategic Housing Market Assessment (SHMA) Update Report, Justin Gardner and GL Hearn, (2016)
- HM Government The Building Regulations (2010), Approved Document M: access to and use of buildings (2015 edition incorporating 2016 amendments for use in England)

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

- Evidence relating to the identified level of housing need, financial viability or deliverability to support proposals that do not respond to identified need.

HS2: Affordable Housing and Starter Homes

Draft Policy HS 2

HS2: Affordable Housing and Starter Homes

The council will require 40% affordable housing on all developments including mixed use schemes and conversions, subject to viability and the demonstration of the need for affordable housing.

On all developments comprising 11 or more dwellings, or where the combined residential gross floorspace exceeds 1000sq m, on site provision will be expected. In exceptional circumstances, off-site provision or a commuted sum in lieu of on-site provision may be acceptable.

On developments comprising six to 10 dwellings, or where the residential gross floorspace exceeds 1000sq m, in areas designated as rural areas under Section 157(1) of the Housing Act 1985 (as shown on the Policies Map), a financial contribution for the provision of affordable dwellings as a commuted sum will be sought unless the developer makes on site provision.

Starter homes will be required in line with national policy.

The final tenure mix of the affordable housing on individual sites will be determined through negotiation, taking account of up-to-date assessments and the characteristics of the area.

The affordable homes should be distributed across the development and integrated with the scheme design and layout such that they are indistinguishable from the market housing on the same site.

Planning permission will be refused for development proposals where it appears that a larger site has been deliberately sub-divided into smaller development parcels in order to avoid the requirements of this policy.

Where a development proposal does not meet the above requirements, the applicant will be required to provide evidence to support this including, where appropriate, the submission of a development appraisal.

Justification

- 5.12** The NPPF (paragraph 50) highlights the need for local plans to 'deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities'.
- 5.13** Average house prices within Harrogate district are significantly higher than national and regional averages. The availability of affordable housing, therefore, is a key issue to be addressed as it impacts upon the retention of skills and talent in the district and has a major influence upon the local economy and quality of life.
- 5.14** Affordable housing is provided for rent or purchase on a subsidised basis to eligible households who cannot meet their housing needs on the open market. Eligibility is determined with regard to local incomes and local house prices. There are currently three main types of affordable housing tenure (as defined in the NPPF): social rented, affordable rented and intermediate which include provisions for the housing to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

- 5.15** To assess the need for affordable housing in the district during the plan period, a Strategic Housing Market Assessment (SHMA) has been undertaken. The SHMA considers both the current unmet affordable housing need and the projected future affordable housing need in the context of the existing affordable housing stock having regard to a range of factors including the number of emerging households, housing waiting list demand, house prices and income levels. The SHMA findings provide clear evidence of the need to increase the supply of affordable housing across the district. Overall the SHMA analysis identifies a need of just under 5,400 affordable homes in the period from 2014 to 2035, equating to a requirement for 256 additional affordable homes per annum. To help meet this need, it is appropriate that a proportion of new residential development within the district should, where it is viable to do so, contribute towards meeting affordable housing needs.
- 5.16** Not all affordable housing will be delivered through contributions from developers on market housing sites. Affordable housing will also be delivered by: utilising the council's resources including developing land in its ownership; bringing empty homes back into use; the acquisition of existing properties; and working with Registered Providers.

Target

- 5.17** The council appointed consultants HDH Planning and Development to undertake a Whole Plan and Community Infrastructure Levy (CIL) Viability Assessment as part of the evidence base for the emerging Local Plan. The purpose of this work is to assess and test the viability of the proposed development strategy and planning policies contained within the draft Local Plan in order to determine the deliverability of the plan as a whole. Further viability work is required on a number of key assumptions including infrastructure costs and the impact of starter homes on development viability. This work is on-going and will be used to inform the policy position set out in the council's Publication Draft Local Plan due to be published during the summer of 2017 for consultation. Depending on the outcome of this further viability work, the council will consider the need to amend this policy to include a different affordable housing requirement for a new settlement allocation and for specific strategic sites, but it is anticipated that the 40% requirement will remain for all other developments, subject to site specific viability, should the government confirm their policy to include starter homes under the definition of affordable housing. In circumstances where an applicant can demonstrate, through the submission of a development appraisal, that 40% affordable housing provision would not be viable the council will consider the provision of a reduced amount of affordable housing so as to make the scheme viable.

Site threshold

- 5.18** The site thresholds are derived from those set out in the Written Ministerial Statement of 28 November 2014.

Tenure

- 5.19** Evidence from the SHMA indicates an appropriate tenure mix of 76% social/affordable rented and 24% intermediate housing. Whilst the council will aim to achieve this split across all affordable development, it is not necessarily expected to be achieved on each individual site and the council will seek to agree the tenure mix with the applicant based on evidence of local need and the characteristics of the local area. The role and ability of Registered Providers to participate in delivering a mix of tenures will be considered in determining the tenure split with the landowner and developers, as will any additional forms of tenure that will be regarded as contributing towards affordable housing requirements.

Commuted sums

- 5.20** Where a commuted sum is sought this will be broadly equivalent to providing 40% of the total number of dwellings as affordable. In exceptional circumstances, and where it can be robustly justified, it may be appropriate to take a financial contribution on sites above the on-site threshold where doing so would meet wider planning or housing objectives e.g. on flatted schemes where management arrangements may make on-site affordable housing more expensive through the application of service charges. All financial contributions received will be ring fenced and used to provide affordable housing by the council itself.

Other issues

- 5.21** The size of a development site should not be artificially reduced to reduce or eliminate the affordable housing requirement, for example by sub-dividing sites or reducing the density of all or part of a site. To avoid sites being subdivided to below the relevant threshold size, this policy will apply on the basis of the composite or naturally defined larger area. Planning applications for development which forms part of a more substantial proposed development, on the same or adjoining land will be treated as an application for the whole development. This also applies if the development is proposed in phases, with later phases having to fulfil affordable housing requirements from previous phases, if this has not been adequately provided for.
- 5.22** To promote mixed communities and minimise social exclusion, all new residential developments will be required to be designed so that the affordable housing is well integrated within the open market housing both in terms of design and location within the development. The affordable housing should be integrated into the layout of the development through 'pepper potting' in small groups and not disproportionately allocated to the site periphery or in one particular area. Developers are required to discuss at an early stage appropriate layout and phasing of the development with the council.

Starter homes

- 5.23** The Housing and Planning Act received Royal Assent in May 2016. This details legislative changes to the planning system including a requirement for local authorities to promote the delivery of starter homes in their area. This will come into force on a date to be specified in future regulations. The detail of how the starter homes provision will operate in practice will also come later through statutory instruments and secondary regulations, (expected to be made in October 2016), and revisions to the NPPF and/or national Planning Practice Guidance.
- 5.24** Starter homes are defined as market housing with a 20% reduction on the normal market price. They would be limited to first time buyers under the age of 40 and capped at £250,000. The legislation seeks to ensure that a proportion of affordable housing on development sites would be starter homes or that the developer make a financial contribution in lieu of on site provision. In March 2016, the government published a technical consultation that sought views on the details for the regulations to support the starter homes clauses in the Housing and Planning Act. This included what an appropriate minimum site threshold for the starter homes requirement might be and the percentage of starter homes to be required on relevant sites. The outcome of this consultation is awaited, however, whatever proportion of housing must be provided as starter homes, it is expected that this will impact on the number of homes built under the traditional definition of affordable homes.
- 5.25** The draft policy reflects, as far as it can, the intentions of the Housing and Planning Act. It is, however, expected that the final policy and supporting justification will have to change to reflect the related regulations and guidance when published and/or show a degree of flexibility in the approach to starter homes.

Further Information

Related planning policies

- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)

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

- Harrogate Borough Council: Strategic Housing Market Assessment, Justin Gardner and GL Hearn, (2016)
- Harrogate Borough Council: Whole Plan and Community Infrastructure Levy (CIL) Viability Assessment, HDH Planning and Development⁽¹⁵⁾
- Written Ministerial Statement of 28 November 2014
- Housing and Planning Act 2016
- Housing Act 1985: Rural Areas Designated Under Section 157(1)

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

- Development appraisal

Designations/boundaries to be shown on the policies map

- Rural areas designated under Section 157(1) of the Housing Act 1985.

15 Work is currently being undertaken on this document.

HS3: Self and Custom Build Housing

Draft Policy HS 3

HS3: Self and Custom Build Housing

Proposals for self and custom build housing, to be occupied as homes by those individuals, will be supported by the council where they are in conformity with all other relevant local and national policies.

On sites of 20 dwellings or more, developers will be required to supply at least 5% of dwelling plots for sale to self-builders, subject to appropriate demand being identified. In determining the nature and scale of any provision, the council will have regard to viability considerations and site specific circumstances.

Where a developer is required to provide self build plots, the plots should be made available and marketed appropriately for at least 12 months. Where plots which have been appropriately marketed have not sold within this time period, these plots may be built out as conventional market housing by the developer.

Communities preparing Neighbourhood Plans will be encouraged to consider the identification of sites specifically for self and custom-build projects within their neighbourhood plan area.

Justification

- 5.26** The NPPF requires local planning authorities to widen opportunities for home ownership by identifying the size, type, tenure and range of housing that is required in particular locations, reflecting local demand. The government wants to enable more people to build or commission their own home and wants to make this form of housing a mainstream housing option.
- 5.27** In line with this, the Self-build and Custom Housebuilding Act 2015, requires local authorities to keep a register of individuals and associations of individuals who are seeking to acquire serviced plots of land in their area in order to build homes for those individuals to occupy. A Custom/Self Build Register has been established in order to provide evidence of demand for custom/self build plots within Harrogate district. At the time of preparation of this Local Plan there are only a small number of entries on the register, indicating limited existing demand for plots, however it will not be possible to accurately establish demand until the register has been up and running for a greater period of time. The National Planning Practice Guidance (NPPG) states that local planning authorities should use the demand data from the registers in their area, supported as necessary by additional sources, when preparing their Strategic Housing Market Assessment (SHMA) to understand and consider future need for this type of housing in their area. The council will continue to collect evidence in order to develop a fuller understanding of the demand for self/custom build. This policy will be reviewed once further understanding of local demand has been established.
- 5.28** Where a developer is required to provide self build plots it will be expected that plots which have been made available and marketed appropriately for at least 12 months and have not sold, may be built out by the developer. Developers will be required to demonstrate to the local planning authority that appropriate marketing has taken place before self build plots can be released for development with conventional market housing.

- 5.29** Planning permissions relating to self-build plots will require self build developments to be completed within three years of a self-builder purchasing a plot. Self or custom build housing is subject to the requirements of the Harrogate District Local Plan, including affordable housing; housing mix and density; older people's housing; space standards; and design and planning obligations.
- 5.30** Further guidance from the government on self build is expected. The council will review the need to publish additional local guidance/supplementary planning guidance relating to the practical delivery of self/custom build sites.

Definition of self and custom build housing

- 5.31** Self-build is where someone directly plans the design and construction of their own home, finding and buying the plot of land and either physically undertaking the work themselves as a 'DIY' project or arranging for a contractor to build their own home for them.
- 5.32** Custom build projects are where someone works with a specialist developer to deliver their new home. In this scenario, the custom builder may secure the site for you and manage the build of your home.
- 5.33** For the purpose of this policy, the terms custom and self build relate to a range of dwellings which may be based on:
- Self build homes: where a person manages the design and construction and may undertake some of the building work or contract it to others.
 - Contractor built homes: after deciding on a design, a contractor is employed to do all of the building work.
 - Independent community collaboration: where a group of people acquire a site and split it into plots for self build homes, which may include sharing labour and expertise.
 - Supported community self build: where a social landlord or a similar supportive body, helps people build a group of homes together.
- 5.34** Homes built to a customers specification by a developer, based on a range of their designs, do not represent a custom-build home.

Further Information

Related planning policies

- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)
- Policy HS1: Housing Mix and Density
- Policy HS2: Affordable Housing
- Policy HS5: Older People's Housing
- Policy HS6: Space Standards
- Policy HP3: Local Distinctiveness
- Policy HP5: Design
- Policy HP2: Heritage Assets
- Policy NE3: Protecting the Natural Environment
- Policy NE4: Landscape Character

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

- Self-build and Custom Housebuilding Act 2015
- Harrogate Borough Council: Self Build Register

- The Self Build Portal
- National Self Build Association
- Community Self Build Agency

HS4: Older People's Specialist Housing

Draft Policy HS 4

HS4: Older People's Specialist Housing

Developments specifically designed to meet the accommodation needs of older people will be supported where it:

- A. Contributes to meeting an identified need.
- B. Is in a location accessible by public transport or within walking distance of community facilities such as shops, medical services and public open space or, where this is not the case, such facilities are provided on site.

Where developments fall within Use Class C3 affordable housing will be required in accordance with policy HS2: Affordable Housing and Starter Homes.

Justification

- 5.35** Harrogate district has a population that is older than the national average, with a relatively high proportion of people aged 85 or over. As people live longer this trend is predicted to continue with significant growth in the district's population aged over 65, higher than that predicted both regionally and nationally. The health of this section of the population is also expected to decline with a significant increase in the number of people with dementia or mobility problems. This is likely to present some challenges. Ensuring appropriate accommodation in suitable locations is available to meet everyone's needs, including enabling older people to remain in their homes longer, was identified by the council's Housing Strategy 2015-20 as a key issue to be addressed.
- 5.36** The specific housing needs and aspirations of older people and the ability for them to exercise choice and control over meeting these needs will vary. In order to ensure provision for such needs a wide range of housing types and tenures will be required (through policy HS1: Housing Mix and Density). Whilst the majority of older people will live in mainstream housing there will be a need for new specialist accommodation provision such as sheltered housing and extra care provision. North Yorkshire County Council's report, *The Need for Extra Care Housing (2015)*, identified a particular need for additional extra care provision in the Harrogate and Ripon areas. The Strategic Housing Market Assessment (SHMA) identifies that in the longer term there may also be a requirement for additional registered care provision, such as nursing and residential care homes. The amount and type of specialist accommodation required will depend on a range of factors including individual choice. The council will consult with health and social care services on larger planning applications and/or those that could have service provision implications.
- 5.37** Where specialist accommodation is provided, it will be important to ensure that it enables residents to live independently as far as possible by ensuring it is located close to facilities and services or that they are accessible by public transport. Strategic sites (of over 500 dwellings), because they are generally larger, may also be able to incorporate a wider range of accommodation suitable for older people.

Further Information

Related planning policies

- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)
- Policy HS1: Housing Mix and Density
- Policy HS2: Affordable Housing and Starter Homes

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

- Harrogate Borough Council: Strategic Housing Market Assessment (SHMA), Justin Gardner and GL Hearn, (2016)
- Harrogate Borough Council: Housing Strategy 2015-20
- North Yorkshire County Council: The Need for Extra Care Housing, (2015)

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

- Care Needs Assessment

HS5: Space Standards

Draft Policy HS 5

HS5: Space Standards

All new market and affordable homes should, as a minimum, meet the relevant Nationally Described Space Standard (NDSS).

This policy does not apply to an extension to a dwelling or a material change of use.

Justification

- 5.38** Space is an important factor when people are choosing a home and influences how they live. A lack of space can compromise basic lifestyle needs such as having enough space to store possessions and can also have more profound impacts on an occupant's health and wellbeing.
- 5.39** In October 2015, the Nationally Described Space Standard (NDSS), which are set by the government, came into effect. The NDSS deals with the internal space within new dwellings and seeks to ensure that they provide a reasonable level of internal space to undertake typical day to day activities, at a given level of occupancy. They reflect what the government considers to be the minimum space standards required to allow for modern living and, as such, represent a clear and consistent benchmark for developers.
- 5.40** A review of the size and type of dwellings being built in the district indicated that smaller market and most affordable properties usually fail to meet the relevant space standard set out in the NDSS.⁽¹⁶⁾ Providing homes of sufficient size with the ability to adapt to changing lifestyles and family requirements over time is a key part of delivering sustainable communities. It will be important to ensure that new homes (of all tenures) achieves this by meeting the relevant NDSS.
- 5.41** To enable developers to factor in the cost of building to the NDSS into future land acquisitions the application of this policy will come into effect six months following adoption of the Local Plan.

Further Information

Related planning policies

- National Planning Practice Guidance (NPPG)

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

- Department for Communities and Local Government: Technical Housing Standards - Nationally Described Space Standard (NDSS), (2015)
- Harrogate Borough Council: Whole Plan and Community Infrastructure Levy Viability Assessment, HDH Planning and Development⁽¹⁷⁾

¹⁶ The review was undertaken in January 2016.
¹⁷ Work is currently being undertaken on this document.

HS6: Conversion of Rural Buildings for Housing

Draft Policy HS 6

HS6: Conversion of Rural Buildings for Housing

Outside defined settlement development limits, the conversion and/or re-use of existing buildings to residential use from other uses will be supported where:

- A. The building is of permanent and substantial construction, structurally sound and capable of conversion without the need for substantial extension, alteration or reconstruction;
- B. The scale, form and general design of the building and its proposed conversion are in keeping with its surroundings, local building styles and materials.
- C. The proposed alterations are of a high quality design, retaining the features that contribute positively to the character of the building and its surroundings.
- D. The building and its curtilage can be developed without an adverse effect on the historic environment, the character of the local landscape or its setting.
- E. It can be demonstrated that there is no significant impact on local biodiversity, including protected habitats and species.
- F. The proposed use would not harm the countryside by way of traffic, parking, storage, pollution or the erection of associated structures.

Developments under this policy will be expected to comply with the affordable housing and open space provision policies of the Plan.

Where a future alteration or extension could have a detrimental effect on the character of the converted building or the area, permitted development rights will be withdrawn for such development.

Justification

- 5.42 Traditional rural buildings are an important part of the district's built heritage and are a significant feature in the landscape. Conversion and re-use offers the opportunity to retain these buildings and be put back into beneficial use rather than being allowed to fall into disrepair. Re-use for economic development purposes will usually be preferable, but residential conversions may be appropriate in some locations and for some types of buildings.
- 5.43 The council will require comprehensive information on the current structural condition of the building and the method by which it is proposed to convert it to the new use to assess whether it is of substantial construction, structurally sound and capable of conversion without the need for substantial extension, alteration or reconstruction.
- 5.44 Recent legislative changes have introduced more flexibility about the conversion and re-use of existing agricultural buildings in rural areas for residential development without the benefit of planning permission. These permitted development rights do not apply to listed buildings or buildings located within a conservation area or within the Nidderdale Area of Outstanding Natural Beauty.

- 5.45** This policy is, therefore, intended to apply to schemes outside of the exemptions covered by permitted development or conversion from non-agricultural uses.

Further Information

Related planning policies

- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)
- Policy GS3: Development Limits
- Policy HS2: Affordable Housing and Starter Homes
- Policy HP2: Heritage Assets
- Policy HP3: Local Distinctiveness
- Policy HP8: New Sports, Open Space and Recreation Development
- Policy NE3: Protecting the Natural Environment

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

- Harrogate Borough Council: The Re-use and Adaptation of Rural Buildings A Design Guide, (1992)⁽¹⁸⁾
- Harrogate Borough Council: Heritage Management Supplementary Planning Document, (2014)
- Historic England: Nidderdale Traditional Farmsteads

Evidence that may be required from applicants to accompany planning applications

- A protected species survey.
- A structural survey of the building.

HS7: Replacement Dwellings in the Countryside

Draft Policy HS 7

HS7: Replacement Dwellings in the Countryside

Proposals for replacement dwellings will be permitted where it meets all of the following criteria:

- A. The new dwelling is located on the site of, or close to, the existing dwelling to be cleared.
- B. The new dwelling is not materially larger than the existing dwelling.
- C. The new dwelling has satisfactory access arrangements.
- D. The new dwelling is of a design which in terms of scale, mass, materials and architectural detail is sympathetic to the landscape character and local vernacular.
- E. The new dwelling is sited to preclude retention of the existing dwelling or the applicant is willing to accept a condition to ensure its demolition on completion of the new dwelling.

Justification

- 5.46** Where dwellings in the countryside become redundant and are no longer suitable for residential accommodation due to their condition, there is occasionally pressure to replace them with a new building. Abandoned or derelict dwellings will not be appropriate for replacement, nor will listed buildings. The possibility of the existing building providing a habitat for protected wildlife should also be considered. Countryside is defined as all land outside the development limits of settlements.
- 5.47** In order to protect existing landscape character it is important to control the location, size and design of the new dwelling. The replacement dwelling should be located on the site of, or as near as possible to, the cleared site of the original. Exceptionally, more distant locations may be preferable in terms of reducing landscape impact. The replacement dwelling must be either of a smaller size or not be materially larger than the existing dwelling. This would not include any planning permissions or extensions that would be permitted development that have not been implemented.
- 5.48** The area of accommodation in the new dwelling shall not be materially larger than the existing area and in certain instances, where a large conservatory or extension of insubstantial construction has extended the original floor area, this area may be reduced if its replacement is of solid construction that would have greater visual impact than the existing. Where it is appropriate to increase the first floor area in order for the dwelling to better reflect the vernacular, there should be an equivalent reduction in ground floor area. In order to prevent the replacement of modest dwellings in the countryside with overly large houses, it is important that new dwellings should reflect the size of the original dwelling. The replacement dwelling should reflect local distinctiveness, or in exceptional cases and where appropriate to its context, be of high quality contemporary design sufficient to justify the departure from policy.
- 5.49** To prevent the possibility of two dwellings being available where permission is granted, a condition or legal agreement will be required to ensure that the existing dwelling is demolished and the site reinstated once the new dwelling is completed.

- 5.50** Where dwellings are replaced, permitted development rights may be withdrawn in order to control further extensions that may impact on the landscape or rural character of the area. An application for a replacement dwelling will be required to provide a reasoned justification for the proposal.
- 5.51** This policy relates to isolated dwellings in the countryside and does not cover replacement dwellings in villages.

Further Information

Related planning policies

- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)
- Policy HP3: Local Distinctiveness
- Policy HP5: Design
- Policy NE4: Landscape Character
- Policy HP2: Heritage Assets

HS8: Extensions to Dwellings

Draft Policy HS 8

HS8: Extensions to Dwellings

Extensions to dwellings will be permitted provided that all the following requirements are met:

- A. There is no adverse impact on neighbouring residential amenity.
- B. There is no adverse loss of parking or garden/amenity areas.
- C. There is no adverse impact to the character or appearance of the dwelling or the surrounding area.
- D. The extension should not be designed to facilitate the subdivision of the dwelling into separate dwellings nor undermine the retention of any occupancy condition.

Justification

5.52 An extension should be designed to be in sympathy with the original building with properly matching materials and architectural components. The size, scale and form of an extension should be compatible with the existing building and its surroundings. To respect privacy, extensions should be designed to avoid overlooking neighbouring windows (unless separated by at least 21 metres) and gardens. The position, height and orientation of an extension should avoid unreasonable obstruction of sunlight and daylight to neighbouring properties. An extension should not result in the loss of residents' and visitors' parking so as to cause a shortfall in meeting the county council's parking standards for housing. An adequate area of private outdoor amenity open space should also remain to provide for normal domestic needs. Further guidance can be found in the House Extensions and Garages Design Guide.

5.53 In the countryside strict control is exercised over the construction of new dwellings, therefore it is important to prevent extensions to dwellings becoming tantamount to a new dwelling, especially in Green Belt areas. An extension of the ground floor area by more than 50% will not normally be permitted unless there is clear evidence of need for household occupation. To minimise pressure for the removal of occupancy conditions, permission for extensions to dwellings subject to such conditions will be granted only where the size of the new dwelling would not exceed that which could be justified by the functional requirement for the related enterprise.

Further Information

Related planning policies

- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)
- Policy HP3: Local Distinctiveness
- Policy HP4: Protecting Amenity
- Policy HP5: Design
- Policy HP2: Heritage Assets

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

- Harrogate Borough Council: House Extensions and Garages Design Guide Supplementary Planning Guidance, (2005)
- Harrogate Borough Council: Heritage Management Guidance Supplementary Planning Guidance, (2014)

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

- Heritage statement for extensions to historic buildings.

HS9: Rural Worker's Dwelling

Draft Policy HS 9

HS9: Rural Worker's Dwelling

New permanent isolated dwellings in the countryside will not be permitted unless it can be shown that there is an essential need for a rural worker to live permanently at or near their place of work within the countryside. In determining whether such need exists, the local authority will consider whether the following criteria are met:

- A. There is a clearly established existing functional need;
- B. The need relates to a full-time worker, or one who is primarily employed in rural employment and does not relate to a part-time requirement;
- C. The unit and the rural employment activity concerned have been established for at least three years, have been financially sound for at least one of them, are currently financially sound, and have a clear prospect of remaining so;
- D. The functional need could not be fulfilled by another existing dwelling on the unit, or any other existing accommodation in the area which is suitable and available for occupation by the workers concerned; and
- E. Other planning requirements, e.g. in relation to access, or the impact on the countryside are satisfied.

If a new dwelling is essential to support a new farming activity, whether on a newly-created agricultural unit or an established one, it should for the first three years, be provided by a temporary dwelling unless exceptional circumstances can be demonstrated.

Justification

- 5.54** The NPPF (paragraph 55), states that in order to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances such as the essential need for a rural worker to live permanently at or near their place of work in the countryside. In line with the NPPF, where it can be shown that accommodation is required to enable agricultural or forestry workers to live at or within the vicinity of their place of work, new dwellings may be justifiable. A functional test will be necessary in order to establish whether it is essential for the proper functioning of the enterprise for one or more workers to be readily available at most times. Whether this is essential or not will depend on the needs of the enterprise concerned and not on the personal preferences or circumstances of the applicants. It will also be necessary to establish that the enterprise is capable of being sustained for a reasonable period of time.
- 5.55** New permanent rural workers accommodation should only be permitted where it can be demonstrated that the enterprise is economically viable. A financial test will be required in order to prove this and to provide evidence of the size of the dwelling which the enterprise can sustain. Rural workers dwellings should be of a size commensurate with the established functional requirement. Dwellings which are unusually large in relation to the rural employment needs of the unit should not be permitted.

- 5.56** Where permission is granted for a rural worker's dwelling, it will be necessary to ensure that the dwellings are kept available for meeting this need. As such planning permission should be made subject to an appropriate occupancy condition.
- 5.57** If a new dwelling is essential to support a new farming activity, whether on a newly-created agricultural unit or an established one, it should normally, for the first three years, be provided by a caravan, a wooden structure which can be easily dismantled, or other temporary accommodation. If permission for temporary accommodation is granted, permission for a permanent dwelling should not subsequently be given unless the criteria in the policy are met.

Further Information

Related planning policies

- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)
- Policy HP2: Heritage Assets
- Policy HP3: Local Distinctiveness
- Policy NE3: Protecting the Natural Environment
- Policy NE4: Landscape Character

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

- Harrogate Borough Council: Heritage Management Guidance Supplementary Planning Document, (2014)
- Harrogate Borough Council: Residential Design Guide, (1999)

Evidence that may be required from applicants to accompany planning applications

- Financial test
- Functional test

HS10: Providing for the Needs of Gypsies and Travellers

Draft Policy HS 10

HS10: Providing for the Needs of Gypsies and Travellers

The following site as shown on the Policies Map is allocated for a Gypsy and Traveller site to ensure a deliverable supply of pitches in the first five years of the plan period. It will be developed in accordance with relevant Local Plan policy requirements, and the development requirements identified.

| Site Ref | Settlement | Site Name |
|----------|------------|-------------------------|
| PN16 | Pannal | Land to the West of A61 |

Table 5.1 Gypsy and Traveller Draft Allocation

Proposals for new sites within years 6 -15 of the plan will be within the following broad locations as shown on the Policies Map;

- a. Harrogate Area
- b. Knaresborough Area
- c. Kirk Deighton
- d. Area south of Wighill

Proposals on non-allocated sites should be considered against the most up-to-date needs assessment.

Proposals for new Gypsy and Traveller sites or extensions to existing sites should:

- A. Be located where there would not be a detrimental impact on highway safety or the flow of traffic.
- B. Be of an appropriate size to be able to provide acceptable living conditions and provide for the number of pitches required, access roads, amenity blocks, children's play areas and space for commercial vehicles.
- C. Not materially harm the natural and historic environment including landscape character.
- D. Not result in a significant adverse impact on residential amenity.
- E. Be of a size commensurate to the nearest settled community in rural and semi-rural areas.
- F. Be situated in locations with good access to existing local services, including health services, schools and public transport.
- G. Not be located in areas at risk of flooding.
- H. Not be located within the Green Belt except in very special circumstances.

Planning applications for new sites (not involving the extension of existing sites) will need to include a statement to justify why an existing site cannot be extended and a new site is needed.

Proposals that would involve the loss of authorised Traveller pitches will not be permitted unless new replacement pitches are provided in a suitable location that meet the criteria above.

Justification

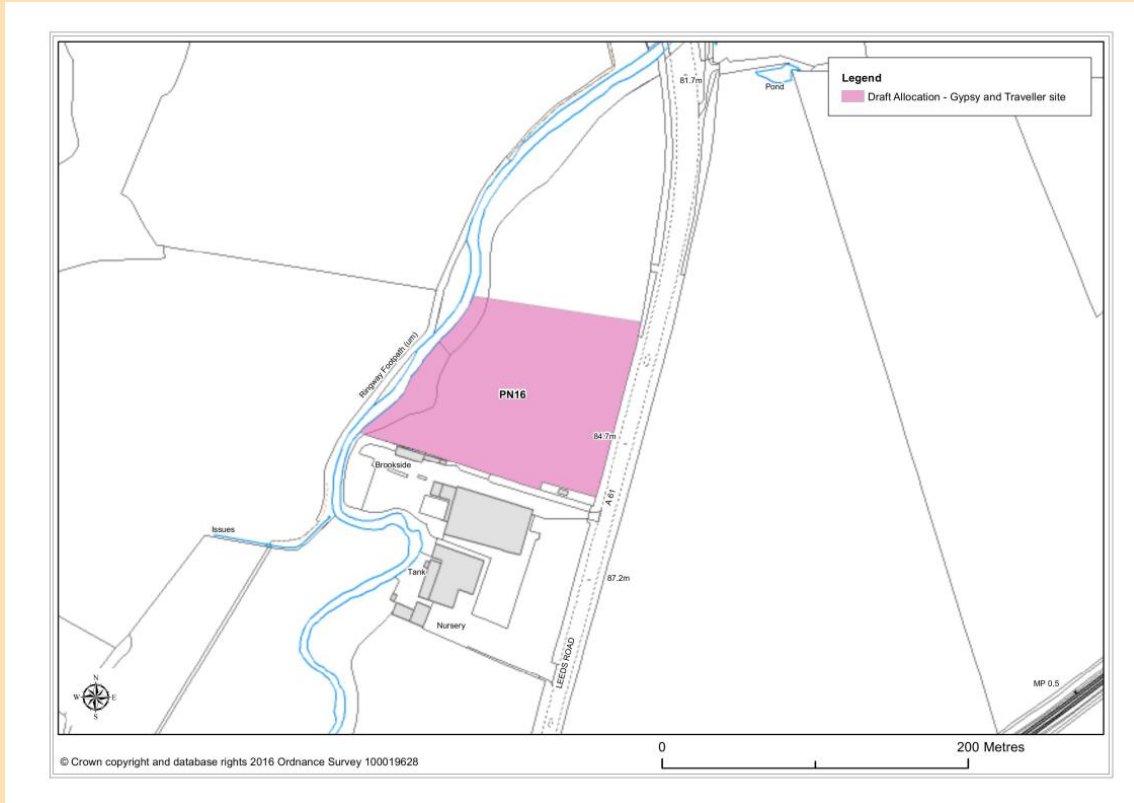
- 5.58** National planning policy in relation to traveller sites requires councils to assess Gypsy, Traveller and Travelling Showpeople's housing needs. Local planning authorities are required to address identified needs through the identification of a supply of specific, deliverable sites against locally set targets. The Planning Policy for Traveller sites requires authorities to set criteria which will guide land supply allocations where need is identified and to guide development management decisions where there is no identified need, in case applications come forward or unexpected need arises.
- 5.59** A Gypsy and Traveller Accommodation Assessment (GTAA) was carried out in 2013 and identified a relatively low level of need for future pitch provision over the plan period.⁽¹⁹⁾ However, the GTAA only considered the future need arising from unauthorised sites or those with temporary permission; it did not include future need arising from the two public sites within the district which have a total capacity of 40 pitches. When the approach followed in the GTAA of applying a rate of 2.5% compound growth per year for household formation is applied to all pitches (both public and private), the estimated future need is 20 pitches in the period to 2028.
- 5.60** Based on this assessment of need, the identified requirements are as follows:
- 2013 - 2018: 7 pitches
 - 2018 - 2022: 7 pitches
 - 2023 - 2028: 6 pitches
- 5.61** The Gypsy and Traveller Accommodation Assessment also identified broad locations to guide the identification of specific sites for longer term need. Criteria for defining the broad locations was developed taking account of national policy, guidance, the results of the needs assessment and identified physical constraints. The broad locations for future residential Gypsy and Traveller sites reflect the existing pattern of sites and the nearest most sustainable settlements and include land within one mile of the edge of the main urban areas of Harrogate and Knaresborough, (including Scriven).
- 5.62** Proposals for new sites will need to satisfy the criteria listed in the policy. Sites will not be allowed in the Green Belt unless there are very special circumstances. Policy E of the Planning Policy for Traveller Sites states that subject to the best interests of the child, personal circumstances and unmet need are unlikely to clearly outweigh harm to the Green Belt and any other harm so as to establish very special circumstances.
- 5.63** Proposals for new sites on land that is not allocated for Gypsy and Traveller use will be considered against the findings of the Gypsy and Traveller Accommodated Assessment, or evidence of need that can be demonstrated through additional needs analysis. The supply position will be reviewed and updated annually in the Annual Monitoring Report.
- 5.64** To ensure that existing traveller needs continue to be met in perpetuity, existing authorised sites and pitches are protected. Proposals that involve the loss of these sites and pitches will only be permitted if a satisfactory replacement can be provided. This replacement will need to be provided prior to the loss of the existing pitch or site and should meet the same policy criteria identified above relating to a new site.

¹⁹ The GTAA was carried out by Peter Brett and Opinion Research Services and titled Gypsy and Traveller Housing Needs Survey. This work will be reviewed and updated ahead of the Publication stage of the Local Plan.

Site PN16

PN16: Land to the west of A61, Pannal

| | |
|-------------------|--------|
| Site Ref | PN16 |
| Settlement | Pannal |



Map 5.1 Site PN16

| | |
|-----------------------------|---------------------------------|
| Site Name | Land to the west of A61, Pannal |
| Existing use | Agricultural |
| Proposed use | Gypsy and Traveller site |
| Gross site area (ha) | 1.5010 |
| Potential yield | 7 pitches |

Further Information

Related planning policies

- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)
- Planning Policy for Traveller Sites (2012)

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

- Harrogate Borough Council: Gypsy and Traveller Housing Needs Survey, Peter Brett and Opinion Research Services, (2013)
- Harrogate Borough Council: Annual Monitoring Report
- Department of Communities and Local Government: Gypsy and Traveller Accommodation Needs Assessments, (2007)

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

- Statement explaining why existing sites cannot be extended.
- Evidence of need.