



Local Plan Core Strategy

Response to The Inspector's Matters and Issues

January 2014

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Matter 1 – Basis for the overall approach

1.1 Overall, has the plan been prepared in accordance with the legal requirements, including the 'duty to cooperate' imposed by Section 33A of the Planning & Compulsory Purchase Act 2004 (as amended)?

1.1.1 Yes, the LPCS has been prepared in accordance with the requirements of Section 33A of the Planning & Compulsory Purchase Act 2004 (as amended), including the 'duty to cooperate'. The Local Strategic Issues and the Duty to Cooperate document (SD006) sets out, in the context of the Duty to Cooperate, the relationships between all relevant bodies concerned with the local strategic issues in the plan area and how these have been maintained throughout the production of the LPCS.

1.1.2 The main local strategic cross-boundary issues (SD006) are the A1/A6136 link, accommodating defence requirements and rural housing needs. These issues have been the subject of ongoing work between the Council and relevant bodies throughout the production of the LPCS and they have not presented the major difficulties that gave birth to the Duty to Cooperate and do not require additional joint arrangements to resolve them beyond those that already exist and have shaped the Core Strategy and its Infrastructure Delivery Plan.

1.1.3 The Council has co-operated with all relevant prescribed bodies, including constructive and active engagement on an ongoing basis and having regard to the activities of these bodies within the local context. All relevant bodies have subsequently confirmed (PSD010) that the Council has worked with them in accordance with the Duty to Cooperate, identified relevant local strategic issues and, where necessary, cooperated to ensure that local solutions are compatible across shared boundaries or activities.

1.2 Has the plan been prepared in accordance with the Council's Statement of Community Involvement and met the minimum consultation requirements in the Regulations?

1.2.1 Yes, the LPCS has been prepared in accordance with the Council's Statement of Community Involvement (SCI) (PP018) which was adopted in 2006. A total of 7 stages of public consultation were completed during the preparation, publication and submission of the LPCS. These were:

- Plan Our Future 1 (March-May 2009)
- Plan Our Future 2 Issues & Options (November 2009)
- Plan Our Future 3 Preferred Core Strategy (June-July 2010)
- Local Strategy Statement (February-March 2011)
- Area Strategies & Core Policy CP14 (now CP4) (September-October 2011)
- Local Plan Core Strategy Submission Consultation (August-September 2012)
- Development Target Review Consultation (August-September 2013)

- 1.2.2 Each stage of consultation was completed in accordance with the principles of, and in combination used all the methods outlined within the SCI (PP018). This has therefore ensured that the consultation requirements contained within the Town and Country Planning (Local Planning) (England) Regulations 2012 have been exceeded with the use of additional consultation methods including the Plan our Future branding exercise; a telephone survey; workshops and speech competitions with school children; public meetings and exhibitions and town centre events including market stalls. The Plan our Future consultation exercise has been used by the Planning Advisory Service (PAS) as a case study of innovative and effective ways of engaging the community in planning policy and specifically developing a LPCS.
- 1.2.3 The Council's Submission LPCS Consultation Statement (SD005), LPCS Representations Summary (SD010) and the Development Target Review Representations Summary (PSD002) set out how each of these stages of consultation was carried out, the methods used and provide an analysis of the responses received.

1.3 Has the formulation of the Plan been based on a sound process of sustainability appraisal and testing of reasonable alternatives?

- 1.3.1 Yes, the LPCS has been subject to a sound sustainability appraisal process which has been carried out in accordance with National and European regulation including the requirement of the European Directive 2001/42/EC to carry out a Strategic Environmental Assessment.
- 1.3.2 The sustainability appraisal process started with the scoping report (TE018), which reviewed relevant plans, programmes and objectives and helped to develop the plan from the outset of the process. Baseline social, economic and environmental information, has informed both the objectives of the plan and the specific sustainability objectives identified for the appraisal framework.
- 1.3.3 Sustainability appraisal at each stage of the LPCS development has enabled the appraisal of strategic policy options relating to the scale, location and distribution of development as well as more detailed policy options and choices. This led to the identification of the proposed strategy as the most appropriate in meeting sustainability appraisal objectives when compared against:
- Differently configured sub areas
 - Alternate settlement roles
 - Different balances between centre and remaining areas
 - Different patterns of housing and economic development
 - Detailed assessment of strategic directions of development
 - Detailed review of development targets

- 1.3.4 The sustainability appraisal of the submitted LPCS (SD003) assessed the spatial principles, sub area strategies and core policies by comparing the preferred approach with the range of options outlined above against the sustainability objectives outlined in the Scoping Report (TE018). The appraisal outlines the reasons for the choices and eliminations made. This includes an appraisal of the Sub Area Strategies and Directions of Development options and preferred approaches identified for Hipswell, Scotton and Colburn, Richmond and Leyburn, which were developed through consultation in September 2011.
- 1.3.5 The sustainability appraisal completed for the Development Target Review (PSD001) assessed the impact of making less or more provision for housing in relation to the scale and distribution of housing proposed in Spatial Principle SP4 and against the sustainability objectives. This was completed in response to the publication of the interim mid-2011 household projections which suggested a lower housing target of 80 homes each year up to 2021.

1.4 How have the possible effects on European wildlife sites influenced the Plan and the assessment of alternative options?

- 1.4.1 A Habitat Regulation Screening Assessment (HRSA) (2012) (SD003) has been carried out consistent with national policy and in line with the requirements of the Habitats Directive and the Conservation of Habitats and Species Regulations (2010). This assessment addressed the effects of the policies and spatial principles within the LPCS and the in combination impacts with other plans and projects on European/Natura 2000 sites located within the Richmondshire Plan Area and within a 20km buffer zone around the Richmondshire Plan Area. There are two Natura 2000 designation sites within or partially within the Richmondshire Plan area. This includes two small outer sections of areas designated as North Pennines Moors SAC and SPA across Redmire and Stainton Moor which stretches westwards in to the Yorkshire Dales National Park and an area on Witton Moor located in the Nidderdale AoNB to the far south of the plan area, which stretches southwards in to the Harrogate District. The plan area also contains some small sites in and around Richmond designated as North Pennine Dales Meadows SAC which includes two small sites (also classified as Gingerfields SSSI) immediately to the north of Richmond beyond the Richmond Racecourse Conservation Area and also a small site(also classified as Richmond Meadows SSSI) to the south of Mercury Bridge.
- 1.4.2 The HRSA (2012) concluded that none of the Spatial Principles and Policies within the LPCS were considered to have a significant impact on the integrity of any of the relevant European/Natura 2000 sites identified. However, it did consider that certain principles, strategies and policies had the potential to have some negative effect on one or more of the relevant sites. An appropriate assessment was carried out and recommendations identified within this were agreed with Natural England and incorporated in to the LPCS. The provision of paragraph 4.12.13, within the justifying text of Core Policy CP12, requires development with the potential to adversely affect the integrity of European/Natura 2000 sites to demonstrate that the legislative provisions to protect such sites can be fully met. Natural England (9112) has confirmed in their submission LPCS representation that the changes integrated in to the LPCS now rule out the potential for significant effect on designated sites.

1.4.3 In addition to the HRSA, sustainability appraisal objective 13 asks whether the policy options and choices identified throughout the development of the LPCS protect and enhance designated wildlife habitats and species. An example of how possible effects on designated sites have been taken in to consideration is through the process of identifying the distribution and strategic directions of development for Richmond, Catterick Garrison and Leyburn. Four option areas for growth in Richmond – C, D, E, and F - were rejected because development in these locations could have significant impacts upon the North Pennine Dales Meadow SAC Sites. This also identifies one of several constraints to strategic growth in Richmond.

1.5 How has the Plan been influenced by the Sustainable Community Strategy for the district?

1.5.1 The LPCS has been aligned with the Richmondshire Sustainable Community Strategy 2010-2015 (PS004). Both seek to promote the economic, social and environmental wellbeing of the area and improve the quality of life for everyone in this rural area. The Community Strategy identifies the following headline local issues:

- Affordable housing
- Facilities for young people
- Community safety
- Local access to public services
- Quality of the environment

1.5.2 The LPCS therefore includes policies which have been prepared to address each of these issues through future development. The table below outlines which policies specifically seek to address the issues identified in the Community Strategy.

Community Strategy Issues	LPCS Policies
Affordable Housing	CP6, SP4
Facilities for young people	Whole Strategy particularly CP11
Community Safety	CP2, CP13
Local access to public services	Whole Strategy particularly SP2, CP9, CP11, CP12
Quality of the environment	Whole Strategy particularly CP2 & CP12

Matter 2 – The Strategy

2.1 What are the strategic, cross-boundary issues of relevance to the Plan? How does the strategy address them?

2.1.1 The Local Strategic Issues and the Duty to Cooperate document (SD006) summarises the relevant local strategic issues including cross-boundary issues. The main local strategic cross boundary issues relevant to the LPCS are:

- the A1/A6136 link
- accommodating defence requirements
- rural housing needs.

The cooperative process supporting these is outlined in Issue 1.1 above.

A1/A6136 link

2.1.2 The LPCS recognises the importance of the District's connections to the Strategic Road Network and the central link provided by the A6136 to the A1 trunk road in particular. The A1/A6136 link provides the essential transport infrastructure underpinning the creation of a strengthened District Centre based on historic Richmond and modern facilities in Catterick Garrison as set out in the Central Richmondshire Strategy (CRSS).

2.1.3 The detailed infrastructure improvements required to support the delivery of the strategy are set out in LPCS Chapter 5. These are based on the [Catterick Garrison and Surrounding Area Strategic Transport Assessment \(2011, TE003\)](#), which was completed in partnership with MoD, North Yorkshire County Council and the Highways Agency.

2.1.4 In general, funding for these improvements will be sought through developer contributions and a local approach to the Community Infrastructure Levy (CIL) is in preparation. An application has been made to the Local Enterprise Partnership for Local Growth Fund support for the A6136 improvements. This has been accepted by both the LEP and the Highway Authority as a high priority scheme for funding and final decisions are expected soon.

2.1.5 The commitment to the reinstate the A1 upgrade Barton to Leeming improvement in December 2012 provides for a new Catterick Central junction, providing a direct link between the A1 and the A6136 to Catterick Garrison avoiding historic bottlenecks at Catterick Bridge and removing the remote and below standard Catterick North and South junctions. These changes are now reflected in the proposed changes to the Core Strategy (PSD007). The Council is working with the Highways Agency in planning the route, design and programme of the upgrade and the Highway Authority on related impacts on the local road network.

Accommodating defence requirements

- 2.1.6 The LPCS addresses military strategy requirements through spatial principles SP4, in relation to service families' accommodation, SP5 regarding military related development at Catterick Garrison and Marne Barracks and integrated with the overall strategy in the Central Richmondshire Strategy. Local defence requirements are not simply understood in terms of military personnel and facilities. The proposed Catterick Garrison Town Centre represents a significant element of common strategy. The strengthened District Centre contributes to the overall attractiveness of Catterick Garrison as a place to be based and also integrates the defence community into the wider local community through local growth.
- 2.1.7 MoD is the largest land owner in the District and has demonstrated that it has the capacity for substantial growth (CGLTDP, 2005). Key infrastructure capacity work (TE003, Catterick Garrison and Surrounding Area Strategic Transport Assessment 2011), progressed in partnership with MoD, North Yorkshire County Council and Highways Agency, has shown the feasibility of a military growth strategy subject to investment. Local defence requirements have changed substantially over the time that the LPCS has been in preparation. The initial expectation for substantial growth at Catterick Garrison (PS001, Catterick Garrison LTDP) has now been replaced with change but virtually no growth in Richmondshire, following the publication of the Army Basing Plan (PSD008) in 2013.
- 2.1.8 The Army Basing Plan is an extensive reconfiguration of military assets across the United Kingdom and Germany. The overall pattern of changes proposed in the Army Basing Plan (2013) should be completed by 2017. This will see the complete withdrawal of the Army from Germany and the reuse of several former airfield sites as army sites, set against a background of reduction in the overall strength of the regular army. Locally this will mean the transfer of units both into and out of the Garrison, which includes sites in neighbouring districts, but with no significant change in the size of the military presence at the Garrison in Richmondshire.
- 2.1.9 LPCS policies ensure that current and realistic expectations for military development options are integrated with the overall strategy. Evidence also shows that a larger growth strategy could be assimilated if required. However, national policy and the work required to implement the Army Basing Plan makes this unlikely at present. Strategic military planning is expected to progress through a five year cycle of Strategic Defence Reviews, with implementation plans following later. This limits the scope for understanding longer term military requirements with certainty, beyond that of local capacity and the need to integrate with local conditions. The LPCS provides for strategic defence review in the routine review cycle proposed in submitted modifications (PSD007, M047).

- 2.1.10 The report into the impact of the military presence in North Yorkshire (TE021) showed that there is little pressure on local housing markets from military families. Correspondence with MoD shows that there is a continuing expectation for the provision of further Service Families' Accommodation at the Catterick Garrison Main site to rationalise current provision and this is reflected in the modifications to Spatial Principle SP4 (PSD007, M012). MoD has since suggested some further minor changes to M012, M014 and M020, but these do not change the overall scale of military related development that is expected currently.

Rural Housing Needs

- 2.1.11 The LPCS housing target (Spatial Principle SP4) is deliberately based on change in the whole district population. This reflects the very limited strategic development opportunities in the neighbouring Yorkshire Dales National Park, which contains one fifth of the District population. It also reflects the extensive linkage between remoter rural settlements and the fundamental dales geography, which crosses the Richmondshire and Yorkshire Dales National Park local planning authority boundaries.
- 2.1.12 This district-wide target could in theory be reduced in proportion to the population split between the National Park and plan area, but this would not reflect the very different development conditions in each area and fail to provide future housing options across the District. Development will be monitored for both areas and need that cannot be met in the National Park will be accommodated in the overall target.

2.2 Will the Plan deliver the homes, jobs and services required to meet the needs of the whole district? How have needs in the National Park and other adjacent authority areas been taken into account?

- 2.2.1 The LPCS is the strategic development plan for that part of Richmondshire outside of the Yorkshire Dales National Park. This covers about one third of the overall District area and four fifths of the total District population.
- 2.2.2 Spatial Principles SP1, SP2 and SP3 ensure that development opportunity is effectively distributed across the plan area with particular attention to the sustainable settlement hierarchy, which reflects the spread and linkage of local services within the dales landscape. Spatial Principles SP4 and SP5 provide the underpinnings for meeting identified local needs though the expected level of development.

2.2.3 The LPCS and its policy framework seek, as far as is realistically possible, to deliver needs for local homes, jobs and services identified within the council's evidence base, which is considered in LPCS Chapter 3 and includes:

- Richmondshire Scrutiny of Population Estimates and Projections, 2012 (TE012)
- Employment Land Review, 2012 (TE005)
- Strategic Housing Market Assessment, 2011 (TE009)

All three of these papers are based on whole District areas, reflecting the dynamics of local conditions and also the small size of Richmondshire's population, its economy and the effects of the substantial military presence. Together these factors demand great care when interpreting local conditions (Development Target Review 2013, PSD001) within the limits of the reliability of the base data.

2.2.4 Although its central focus is towards meeting the needs of the plan area, the limited scope for strategic development in the National Park area means that the LPCS must also accommodate a range of needs arising further up Swaledale and Wensleydale. This is natural and reflects historic linkages between settlements and across administrative boundaries in the upper dales. Links to the other neighbouring authorities also reflect established connections. Physical barriers, like the River Swale to the east, the moors above Wensleydale to the south and the River Tees to the north, have historically limited communications and shaped settlement patterns which is reflected in the high containment of the local population. Darlington acts as the subregional centre, providing that level of services and facilities for much of this District. But this has not created a sustained difference in local migration flows. Detailed analysis of long term migration trends (Richmondshire Scrutiny of Population Estimates and Projections 2012, TE012) shows a very modest level of population exchange with neighbours, which has been verified through consultation with neighbouring authorities, who confirm that there are no issues with regard to the impact of local housing needs across boundaries (Development Target Review 2013, PSD001).

2.2.5 Local economic needs have been assessed through the Employment Land Review (2012, TE005). This provides a modelled assessment of the local economy and its expected growth trajectory. In short, this was modest and created a negligible demand for additional employment land, reflecting the structure of the local economy with its strong service and land based sectors. The scale of the local economy including the proposed Catterick Garrison Town Centre Development has presented neighbours with no competitive issues. In fact this major development will help ameliorate the impact of sustained leakage from the local economy (Retail Impact Assessment Catterick Garrison Town Centre outline planning application, TE011).

- 2.2.6 In summary it is more correct, therefore, to say that the LPCS will accommodate the needs of the whole District net of any contribution from development in the National Park area of the District.
- 2.3 The Plan focuses growth in the central sub-area, and limits growth in the northern sub-area and southern Wensleydale sub-area. In broad terms, is this the most appropriate spatial strategy?**
- 2.3.1 Overall this is the most appropriate spatial strategy. It promotes sustainable growth by directing development to the areas and settlements where it will make the most positive benefit from its expected scale. It seeks to support the network of local communities across rural settlements by directing development to support the range of local services, facilities and employment, while supporting the protection of the plan area's most sensitive environments, including areas of biodiversity importance.
- 2.3.2 In broad terms, the spatial strategy aims to strengthen the District Centre through investment in modern facilities and housing at Catterick Garrison that cannot be provided in historic Richmond. This addresses the fundamental problem of leakage from the local economy driven by the deficits in local facilities. The scale of development in Catterick Garrison is necessarily higher in the central area, because of Richmond's major development constraints. It also serves to consolidate its unusual development over the past century, in which smaller settlements have coalesced with the military related facilities that have evolved under both war and peace time defence strategies. Although it is not a new town, planned growth will enable it to become more coherent.
- 2.3.3 The scope for larger scale housing development in the District Centre aims to resolve long standing deficits in the locally strong housing market, which in turn have constrained the availability of the local workforce. The final element of the strengthened District Centre is the scope to improve the local link to the Strategic Road Network through the upgraded A1 (see 2.1 above)
- 2.3.4 Rather than limiting growth in Lower Wensleydale and North Richmondshire, where settlement size is smaller and distribution sparser, it is more correct to say that the strategy promotes an appropriate scale of development reflective of remoter rural locations to deliver necessary growth in much smaller and sparsely distributed settlements. Leyburn's role, as a local service centre for its sub area and the wider upper dales in the National Park, is enhanced in relation to its capacity for growth. In a similar way, growth within Primary and Secondary Service villages aims to support the social and economic needs in each sub area. A greater proportion of development in these settlements would lead to disproportionately higher levels of expected growth, which would risk overwhelming smaller settlements, without a sound economic, social or environmental justification.

- 2.3.5 The Sustainability Options Appraisal (2012, SD002), supplemented by further appraisal in the Council's Development Target Review (PSD001) identified that the proposed strategy was the most appropriate in meeting sustainability objectives when compared against:
- Differently configured sub areas
 - Alternate settlement roles
 - Different balances between centre and remaining areas
 - Different patterns of housing and economic development
 - Detailed assessment of strategic directions of development
 - Detailed review of development targets
- 2.3.6 These options were first described in the issues papers on the scale and distribution of development (2009, PP017) and discussed in the Preferred Core Strategy (2010, PP007). Representations received throughout the production of the LPCS have not seriously challenged or presented reasonable strategic alternatives to the proposed spatial strategy (LPCS Submission Consultation Statement 2012, SD005). Those challenges received concerned individual settlements in the overall mix or specific sites. Each of which could be assimilated within the strategy.
- 2.3.7 The strategy supports growth of housing, employment and services, which delivers rural sustainability and reflects the environment, location and setting within each of the sub areas. Proposed development in the central sub-area focuses growth on the most sustainable settlements within the plan area. This offers the most effective approach for supporting and enhancing local services, facilities and employment opportunities, which would not be as successful with alternative strategies. Either because the impact of development has been dissipated across a wide area or it has overloaded specific locations. It is feasible because of the deliverable and developable opportunities for housing, employment and retail and leisure growth that exist in Central Richmondshire, particularly at Catterick Garrison including the recently approved expansion of its town centre. It is also the most effective in supporting the delivery of infrastructure improvements including the A6136 improvements which would not be viable with a more diffuse distribution.

2.4 Is it the intention that the needs of each sub-area in terms of homes, jobs and services will be met within that sub-area, where the need arises?

2.4.1 It is unlikely that local needs can be met exclusively within the sub area where they arise. The LPCS maximises the likelihood of this happening within a setting that is both diffuse and dynamic. The Spatial Principle SP2 sub area framework is firmly based on the distinctive dales landscape leading into the broader Vale of Mowbray and Tees Lowlands in the east. The balance struck between the sub areas reflects the distinctive conditions in each of these areas and also the network of local communities centred on Richmond and Catterick Garrison for major services and extending into and across the sub areas. Fundamentally this means that some local needs will be met elsewhere and in the central sub area in particular. For example, evidence shows that the Tesco superstore at Catterick Garrison provides the household shop for over half the households in the District. In addition, Richmond School serves an area extending from upper Swaledale to Croft on Tees, near Darlington. The military population, accounting for around a quarter of the plan area population, is imported into the District and seeks to meet its needs on a national scale. Spatial Principle SP4 also recognises that the LPCS accommodates needs arising in the neighbouring National Park areas.

2.4.2 One of the greatest challenges for the LPCS is the problem caused by a very strong rural housing market (Strategic Housing Market Assessment 2011, TE009). This requires a range of affordable and affordable in the market housing to bridge the gap between local incomes and the local housing market. Development in Catterick Garrison is most likely to provide the type of housing required. But this means that the greater part of this housing will be delivered in the District Centre rather than in the smaller settlements in the sub areas. Currently these housing options exist mainly outside of the District in Darlington, South Durham and the Tees Valley and the strategy brings them closer to home.

2.5 What is the justification for the settlement hierarchy proposed? What evidence led to the inclusion of each of the settlements within each category? What alternatives were considered, and why were they rejected?

2.5.1 The settlement hierarchy is based on a detailed assessment of local services and facilities in each of the 72 settlements in the plan area (Settlement Facilities Study 2011, TE014). This shows, not surprisingly, that the density of services and facilities is directly correlated to settlement size, which directly informed the structure of the settlement hierarchy. It also demonstrates that the levels of the settlement hierarchy are nested rather than discrete reflecting both the network of communities and services that exist across local settlements.

- 2.5.2 There are few large settlements and two thirds of the plan area population live in the five largest, counting Catterick Garrison as one. All bar one, Leyburn, are in the Central Richmondshire sub area, which clearly identifies the scale and weight of the District Centre. Leyburn is a small rural market town with an extensive hinterland and acts as a Local Service Centre for this area. In comparison, Brompton on Swale and Catterick Village, in Central Richmondshire are similar in size to Leyburn, but do not possess the same range of services and do not justify being described as local service centres. All of the Primary Service Villages, including these two possess a range of services and are of a size to be able to assimilate a reasonable scale of development, necessarily in proportion to their size. The Secondary Service Villages and clusters are characterised by the location of a village primary school and have been thus designated to ensure that there is a prospect of development to maintain these pivotal rural services and facilities. The remaining settlements share a development target to ensure a flexible approach to small scale development can be maintained across the most rural areas and prevent the risk of stagnation.
- 2.5.3 The settlement hierarchy concept was first launched in the Issues and Options Consultation papers (2009, PP008 – PP017). These were developed further, following consultation, in the Preferred Core Strategy (June 2010, PP007). Three variations to the Preferred Core Strategy Spatial Principle SP1 (Settlement Hierarchy) were considered. These were:
- Changing the roles of settlements in the hierarchy
 - Changing the levels in the hierarchy
 - Changing the settlements in each of the levels or roles.
- 2.5.4 The scale and pattern of services identified (Settlement Facilities Study 2011, TE014) shows that there are few options in the design of the local settlement hierarchy. The Regional Spatial Strategy (PS005) was still in force at the time of the initial work and defined the roles of the main settlements. But the Local Strategy Statement (2011, PP006) considered that this was no more than stating the obvious in terms of the local settlement pattern and addressed concerns about the relationship between Catterick Garrison and Richmond within the District centre. Below the level of main settlements the roles of settlements have been defined in terms of the availability of services rather than purely on size. The number and distribution of services gives very limited scope for redefining roles or levels in the hierarchy.

- 2.5.5 Clearly there is some scope for moving settlements between levels in the hierarchy. Representations have been received about: Leyburn; Melsonby; Middleton Tyas, Croft on Tees; and Redmire, questioning their position in the settlement hierarchy. It has been argued that Leyburn should be considered as a Principal Town equivalent to Richmond and Catterick Garrison. This was rejected because of the substantial difference in size between Leyburn and its larger neighbours and the town does not provide a sufficient capacity for growth required in the District Centre. It is also remote from strategic infrastructure limiting its attractiveness and suitability for strategic growth. It has also been argued that there should be no further development in Leyburn because its infrastructure does not have the capacity. This would undermine the continuation of its role as a local service centre and infrastructure providers do not concur with perceived capacity issues.
- 2.5.6 Both Middleton Tyas and Melsonby are defined as Primary Service Villages in North Richmondshire and sit close to the A1. They are the second and third largest settlements in this sub area. The representations differed in intent. Melsonby parish council supported the designation only if development contributed to improved community facilities. Middleton Tyas sought to lower its status in order to resist development. Although unusual circumstances have temporarily deprived Melsonby of its village shop, it retains a range of other services greater than a Secondary Service Village. The expected level of growth makes the ambition for enhanced services feasible and can shape developer negotiations and possibly Neighbourhood Planning. Middleton Tyas does possess a full range of Primary Service Village services and there is no general justification for restraint below that of the expected scale of development, subject to detailed site considerations.
- 2.5.7 Croft on Tees, could be designated as a Secondary Service Village, but two factors argue against this. The village sits on the River Tees floodplain and potential development sites would have to be sought outside of the village. In addition, it sits immediately across the River Tees from the larger settlement of Hurworth in Darlington Borough where many additional services exist. Despite this, it shares in the development target for settlements outside of the hierarchy in North Richmondshire.
- 2.5.8 Redmire is adjacent to the Yorkshire Dales National Park boundary and in close proximity to areas designated as North Pennines Moors SAC and SPA. It does not possess the same range of services as the Primary Service Villages and does not have a village school. Like Croft on Tees it does share in the development target for villages outside of the hierarchy in Lower Wensleydale.
- 2.6 Are the strategic approach in Spatial Principle SP1 and the settlement hierarchy in Spatial Principle SP2 complimentary? How will the latter deliver the former?**
- 2.6.1 Overall this approach has been designed to ensure that development occurs in the settlements whose facilities and services act as lynch pins in the network of local communities that exist across the plan area, and that this development is in scale within each of the sub areas to deliver across all sustainability objectives.

2.6.2 SP1 and SP2 are complimentary because they reflect different levels of the local geography. Spatial Principle SP1 reflects key local geography particularly. It is based on the local dales landscape and the communications that have evolved in this landscape which have shaped local communities and the settlement pattern. Spatial Principle SP2 further details this general organising principle as described in 2.4 above, where the roles of settlements within sub areas has been considered. This is further developed through Spatial Principles SP3, 4 and 5 to provide the overall scale and distribution of development expected in each of the SP1 sub areas and their SP2 settlements.

2.7 Is the settlement hierarchy based on robust evidence and sound reasoning? Will this hierarchy lead to the most sustainable spatial distribution of new development? In this respect, are the conclusions of the Sustainability Appraisal founded on robust evidence and sound reasoning?

2.7.1 The rationale and the supporting evidence for the settlement hierarchy have been explained in 2.5 above and are regarded as robust, reasonable and proportionate to the local context. This factual appraisal of village services and location has been used to identify the underlying status of individual settlements. It also shows that the settlement pattern is skewed to few large settlements, where most local services originate. The remainder range in size from small to very small and are spread over a large area. This pattern testifies to a rather limited scope for alternatives substantially different to that proposed.

2.7.2 Spatial Principle SP4 proposes the preferred distribution of development to the settlement hierarchy. The Sustainability Appraisal (SD002, 2012) tests more and less centralised alternatives to the preferred strategy. The conclusions drawn represent the balance between the drivers for development and the local Richmondshire context at the proposed scale of development. Therefore, this is the most sustainable distribution for the Richmondshire plan area linked to the neighbouring national park area of the District and this is reflected in the conclusions to the Sustainability Appraisal.

2.8 Overall, is the distribution of development sought the most appropriate strategy, and what alternatives have been rejected?

2.8.1 The alternatives considered to the proposed distribution of development were for more and less centralised alternatives to the preferred strategy. Sustainability Options Appraisal (SD002, 2012) for Spatial Principle SP4 and further detailed in the directions of development appraisal for Central Richmondshire and Lower Wensleydale. In general, over centralisation of development would place greater pressure on Catterick Garrison, Leyburn and the Primary Service Villages to the exclusion of a large number of smaller settlements. Reversing this approach would put small and remote settlements with few services under great pressure with limited scope in the scale of development to ameliorate that pressure. It would also dissipate the greater strategic benefits that could be accrued from directing a sufficient amount of development at key strategic areas like Catterick Garrison.

2.8.2 The single biggest problem faced distributing development is Richmond's lack of development potential. This has been addressed by an adaptation of the distribution of development largely through additional development in Catterick Garrison. The apparent direction of development away from Richmond has been questioned in representations, but no solutions to the problems or potentially strategic sites have been suggested. The position of some settlements in the hierarchy been questioned in only a few cases, as explained above. Again, no reasonable alternatives have been suggested and developers have not identified sites that cannot be assimilated within the proposed strategy, subject to detailed site investigations and approval of any proposed scheme.

2.9 How has the risk of flooding been taken into account? Has the sequential, risk based approach required by the NPPF been followed? How has this issue influenced the Plan's formulation and the spatial approach ultimately proposed?

2.9.1 Yes, the risk of flooding has been taken in to account in the formulation of the LPCS and the spatial approach it proposes. This approach was consistent with the sequential risk based approach required by NPPF as far as it can be taken in a Core Strategy. LPCS provides an overall vision and strategy for development in the plan area but does not make any specific site allocations. Future Local Plan documents will allocate land for development and the sequential approach to flood risk will be applied as part of the process to assess sites.

2.9.2 The SFRA Update 2010 (TE006) informed the formulation of the proposed strategy. The SFRA does show that most settlements identified within the SP2 settlement hierarchy contain some flood risk areas. But, the SFRA Update (2010) mapping shows that not one of these settlements is located entirely in Flood Zones 2, 3a or 3b offering options for development.

- 2.9.3 The Strategic Direction of Growth Papers for the Garrison area (Hipswell, Scotton and Colburn), Richmond and Leyburn also considered the main constraints to development including the risk of flooding. The sequential approach was incorporated in identifying the preferred strategic development areas. These areas are not allocations but areas of search for suitable sites that would be considered under the Core Strategy policy framework including Core Policy CP1. They are also significantly larger than the amount of land required to meet development targets, providing enough choice to enable areas at risk of flooding to be avoided.
- 2.9.4 The LPCS (Para 4.1.20, p58) makes explicit reference to areas of particular flood risk that are identified in the SFRA (2010) including Catterick Village, Scorton and Gilling West. A flexible approach to the identification of the expected distribution of housing development has been adopted in SP4. An example of this is the expected delivery of 240 homes during the plan period across the Central Richmondshire primary service villages of Brompton on Swale, Catterick Village and Scorton rather than an explicit figure for each. This approach, in coordination with the application of other policies in the document, principally CP1 and CP4, aims to ensure that development is steered away from flood risk areas in accordance with the NPPF, the SFRA and their successors.
- 2.9.5 The mapping contained within the SFRA Update (TE006) also demonstrates, through the inclusion of sites from the Strategic Housing and Employment Land Availability Assessment (SHELAA, 2010, TE015), that there is enough land in the settlement hierarchy without significant constraints (such as being within Flood Zones 2, 3a and 3b) to accommodate the amount and distribution of development proposed in the Core Strategy. This is evidenced by Tables 9.2, 9.3 and 9.4 (pgs 126-136) of the SFRA Technical Report 2010 (TE006) which outline respectively the SHELAA sites that are located in flood zones 1, 2 and 3. A total of 7 SHELAA Sites were identified as being located in flood zones 2 and 3. Two Sites 31 and 141 are incorrectly labelled with the proposed land use of housing rather than employment which is their proposed land use in the SHELAA. Sites 35, 36 and 78 were discounted from the SHELAA due to the risk of flooding. The risk of flooding on sites 142 and 143 was acknowledged and the sites were placed in the 11-15 years reserve supply list. A further 7 sites were identified as having margins in flood zones 2 and 3 in table 9.3 of the SFRA Update (2010). Site 22 was discounted for other reasons. All other sites in table 9.3 were included and flood constraints on parts of these sites were acknowledged. This demonstrates that the SFRA (2010) was taken into consideration in the completion of the SHELAA and also a sequential approach relating to flood risk along with the incorporation of other factors was completed in the creation of the timeline for the likely bringing forward of sites for development. This is a task that will be repeated in the allocation of sites in future Local Plan documents and subsequent updates of the SHELAA as required by NPPF.

- 2.9.6 The LPCS does contain policies which aim to steer development away from areas of flood risk and promote the application of the sequential approach in a manner which is consistent with national planning policy. Paragraph 4.1.20 (p58) of the justifying text of Policy CP1 requires all new housing proposals of 1ha or more in Flood Risk Zone 1 and all housing proposals in Flood Risk Zones 2 or 3 to carry out a flood risk assessment in order to comply with CP1 and the NPPF. It will also ensure that all applications in Catterick Garrison must include assessments to determine the most vulnerable areas to flooding and demonstrate an appropriate strategy to protect and mitigate against potential impacts. The Council has acknowledged the Environment Agency representation (9112-5085) made on the proposed submission LPCS regarding part 3 of policy CP1 which stated that it did not explicitly seek to steer development away from areas of flood risk in line with the sequential approach and have proposed a modification (M030) to this part of the policy in the Proposed Modifications (PSD007) document which is considered to be justified and consistent with the NPPF. This modification has been discussed with the Environment Agency and has its support.
- 2.9.7 Further discussions have been held with the Environment Agency following their proposed submission LPCS representation (9112-5082) and the response detailed above has now satisfied the concern raised regarding the implementation of the sequential approach in the formulation and spatial approach of the LPCS (EA letter to Programme Officer, 11 December 2013).
- 2.10 Has the financial cost of any requirements on new development been taken into account? What evidence is there to demonstrate that such costs would not threaten the delivery of the development planned for?**
- 2.10.1 The Economic Viability Assessment (TE004) provides the Council's detailed appraisal of general development costs in the local area. This shows that in most situations the residual site value of a range of development proposals is sufficient to meet the costs of any additional requirements sought. It is recognised that site conditions vary and the strategy is equipped to deal with this to ensure that the economic viability of individual proposals cannot be compromised (Core Policies CP1 and CP6). The Council's recent experience in negotiating developer contributions from major sites in Catterick Garrison has reinforced this point and yielded greater policy benefits than the general appraisal expected. This is discussed in further detail at Issue 4.1.
- 2.11 To deliver the strategy, is it the Council's intention to allocate land for development in a future Local Plan document, and to identify land for other purposes (for example, to prevent development on it) on a Policies Map? Should the Core Strategy be clearer about this, and set out the commitments to be addressed?**
- 2.11.1 Yes, the LPCS para 1.8 (modified) needs to make more explicit both how the Core Strategy will enable development decision making to continue until such a time as it can be modified or an additional DPD prepared to include necessary clarity on specific land uses. The following modification is proposed to para 1.8:

The Core Strategy is the first part of the Council's Local Plan, which will be supplemented by further detailed policies and guidance, covering:

- Detailed Land availability policies and Policy Map DPD
- Climate Change SPD
- Affordable Housing Contributions SPD
- Heritage Design Guide SPD

The timetable for their production will be published in the Council's Local Development Scheme.

- 2.11.2 In the interim, all development proposals and land availability assessments will be considered under Core Policy CP4, which has actively been promoting growth since the publication of the LPCS. CP4 provides a criterion based approach using the settlement development limits of the current proposals map and reinterprets these as guidelines for future development. The future Proposals Map will redefine development limits for the 21 settlements in the settlement hierarchy down to Secondary Service Villages and clusters.
- 2.11.3 The requirement for further allocations to promote development needs to be set against the background of current development management in which permission has recently been granted on several large sites amounting to 1,039 home or 38.5% of the 15 year target of 2,700 homes. The high historic rate of small scale development in the plan area on sites of less than 4 homes limits the usefulness of the allocations process, which would confer undue rigidity on the scope for this type of development. This is already addressed by Core Policy CP4 and will continue to apply in areas beyond the Secondary Service Villages for the life of this Core Strategy (see Issue 3.8 below).
- 2.11.4 The issue of employment land allocations is discussed in Issue 6.4 below. In summary the Council expects to allocate employment land where necessary, but already has a substantial supply of employment land commitments that exceed the base requirement identified in the Employment Land review (2012, TE005). The previous Local Plan allocated extensive employment areas which failed to be developed and, consistent with NPPF some of these now have permission for housing development.
- 2.11.5 The main changes anticipated in the Policies Map will be the review of Settlement Development Extent for the 21 settlements down to Secondary Service Settlements in the hierarchy. Modifications to Core Policy CP9 will provide town centre maps in the Core Strategy. There are few areas explicitly excluded from development on policy grounds alone. The Core Strategy does however, seek detailed consideration of the range of built and natural environmental designations that define the local high quality environment. Settlement Development Guidance will be prepared that summarises information on local conditions that may affect the direction of development as a precursor to detailed preparation of the Policies Map. Although no areas of Local Green Space have been suggested in representations to the LPCS, their identification will be encouraged at this stage.

2.12 Is the monitoring framework sufficiently robust? Is it sufficiently clear how progress towards delivering the strategy's aims and objectives will be measured, and how and when any contingency plans would be triggered?

- 2.12.1 The monitoring framework set out in LPCS chapter 5 provides a range of indicators that covers both the progress and the impact of development. The indicators are linked to local objectives through relevant policies and principles in Table 2, Chapter 3. To aid clarity it may be useful to repeat this link in Table 7, Chapter 5.
- 2.12.2 The set of indicators is both sufficient and proportionate to cover the nature of change expected with the proposed scale of development. Annual Monitoring Reports combined with annual land supply updates will provide ongoing indications of the direction of travel against main development objectives and relevant targets.
- 2.12.3 Effective quantitative target setting requires a direct relationship between the object of any performance target and the resources deployed to achieve it. The Council has set targets for all of the variables that it has some influence over, but it is unrealistic to expect that numerical targets can be applied to all aims in this strategy and this is not uncommon in other Core Strategies, for example the recently adopted Winchester and South Downs Core Strategy. The Council enables development in a familiar environment in which opportunities, constraints and needs are understood as far as possible. It influences this by identifying an appropriate scale and distribution for local development, which it promotes through identification of land supply, encouraging development, through dialogue with landowners and developers, and determination of development proposals. In addition, it can use its powers to ensure the provision of affordable housing and necessary infrastructure. All of these things it can influence and has set targets that reflect agreed aims and objectives.
- 2.12.4 The affordable housing target should be clarified because it represents a maximum position for site negotiation which has been demonstrated in terms of general economic viability (Economic Viability Assessment 2011, TE005). It is also recognised that some sites will be less viable than others and their capacity to deliver policy gains will be reduced and this is discussed in more detail in Matter 4.
- 2.12.5 Outside of its control lies a range of economic, social and political influences that it must understand and respond to, but cannot be expected to directly influence. The most obvious example of this is the impact on housebuilding rates as a result of the restriction of capital symptomatic of current global financial turbulence. We expect to observe local symptoms of these changes through the monitoring information gathered. But, the data required to assess and project these national global changes would be disproportionately complex and hence expensive to collect compared to the likely scale of local change observed.

- 2.12.6 The setting of triggers for strategy review presents several problems in the Richmondshire context. The relatively small scale of development means that year on year changes will continue to be variable, as has been witnessed by housing delivery since 2004. We also face a basic statistical problem in that small changes in absolute terms can appear disproportionately large without having a significant impact on underlying trends. The Council will therefore monitor the cumulative performance of the Core Strategy to ensure that trends are sufficiently evident for reliable interpretation and review the significance of this at 5 year intervals, from publication. We have set out, in paragraph 5.30, our range of responses to variations in performance and should add in to this the programme of review proposed in the LPCS modifications (PSD007, M047).
- 2.12.7 Routine land availability assessment is a more sensitive indicator of actual development conditions. The Council has been promoting a sufficient land supply and a flexible approach to development proposals previously rejected on the grounds of restrictive and out of date policies. This has led to a range of new permissions which underpins the strategy and provides evidence of how the Council is responding actively to the conditions faced by the development industry in Richmondshire.
- 2.12.8 Many of the potentials for growth enabled by the Core Strategy require individual decisions to be made by external agents to exploit them, whether this results in a small scale business improvement or development securing the continuity of a heritage asset. The LPCS, through its sub area strategies and Core Policy CP4, provides greater flexibility to enable a greater range of development proposals to be considered now, but even this approach is reliant on the decisions of investors to commit to development.
- 2.12.9 Summary information from routine land availability assessment should be used as a prospective indicator for Spatial Principle SP4. Essentially this would assess the likelihood of development targets being met, based on a clear understanding of local development conditions gained through dialogue with landowners and developers

Matter 3 – Housing

3.1 The Plan aims to deliver 3,060 new homes between 2011 and 2028, representing an annual average of 180 homes. The submitted Plan also proposes an additional 1,440 homes for military service families at Catterick Garrison.

3.1a Is the 3,060 figure supported by reliable evidence?

3.1.1 Yes the expected scale of housing figure of 3,060 homes for the plan period 2011 to 2028 has been calculated following an objective assessment of housing need which is based upon a reliable and up to date evidence base and meets all tests of soundness. The Development Target Review (PSD001) provides a detailed summary of the objective assessment which underpins the published LPCS and the scale of housing anticipated. In summary, the following three areas of evidence have been particularly important in informing the objective assessment of and determining the scale of housing development, these are:

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

Population and Household change and growth

3.1.2 The Council acknowledges that NPPF expects household projections to be an important consideration in the setting of local development targets. Therefore the scale of housing proposed is based upon the 'migration-led revision' of the mid-2008 based projections which after the completion of detailed analysis and interrogation through the Richmondshire Scrutiny of Population Estimates and Projections (2012, TE012) and Development Target Review (DTR, PSD001) is considered to be the most reliable and appropriate projections upon which to base the plan. The Council's response to parts 3.1b and 3.1c provides a detailed explanation of the work carried out and explains why these are the most appropriate and reliable projections upon which to base the plan.

Strategic Housing Market Assessment (SHMA)

3.1.3 The SHMA (2011, TE007) was completed on a sub-regional basis for the whole of North Yorkshire and in accordance with national policy and guidance. It identifies a number of other factors influencing the Richmondshire housing market which were taken in to account in determining the housing need of 3,060 and are outlined in detail in the DTR (PSD001). Richmondshire has experienced strong house price increases since 2001 with an average house price uplift of 137.7% to 2009/10, the largest increase across all North Yorkshire authorities. It peaked, in line with the wider market, at £228,666 in 2007/8 and stood at £220,787 in 2009/10. There has been no equivalent increase in local incomes.

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

Development Trends

- 3.1.7 Another important element to consider in determining the scale of housing within the LPCS is past development trends and housing market performance. The level of delivery to date (table below) has followed a similar trend to national rates reflecting the lack of financial capacity arising from the recession rather than any local constraints on land availability. This should also not be a constraint in the future. The net delivery of new homes also reflects the movement of accommodation into and out of residential tenures, in particular in and out of use as holiday homes, which occurs in the most rural parts of the District.

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

Source : RDC Council Tax data

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

3.1b. Is the Richmondshire Scrutiny of Population Estimates and Projections (2012) 'migration led revision' the most appropriate projection upon which to base the Plan?

3.1.10 Yes, the Council has provided a detailed explanation within the Development Target Review (DTR) (PSD001) which outlines that the 'migration-led revision' to the mid-2008 based projections calculated within the Richmondshire Scrutiny of Population Estimates and Projections 2012 (TE012) is the most appropriate projection upon which to base the plan. This statement will summarise the detailed explanation provided within the DTR.

3.1.11 The variation in the national estimation and projection of the District's local population has presented significant problems for plan making. The table below from the DTR shows how population estimates and projections for the District have changed over the past 10 years:

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

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

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

- 3.1.13 The North Yorkshire Strategic Housing Market Assessment (November 2011, TE007) also identified these local problems with the methodology used by ONS and recommended that a local population projection be prepared. In essence, the problem created an excessively high international migration trend which inflated population estimates and projections. ONS recognised this problem, modified its methodology and published revised mid 2010 population estimates and projections (21 March, 2012). The Richmondshire Scrutiny of Population (TE012, March 2012) corrected for this error and indicated a more realistic target of 180 homes each year, which was based on reasonable growth expectations for the local area and acknowledged the difficulty of projecting a small population with a large military dependant component.
- 3.1.14 The DTR (PSD001) also considered the mid 2011 interim population and household forecasts published in April 2013 which are the first projections to be published using results from the 2011 Census. The projections start from a higher base population in comparison with earlier projections based on 2001 Census estimates. This reflects the availability of more up to date data to recalibrate population estimates. The CLG interim mid-2011 household projections suggest a lower housing target of 80 homes each year up to 2021.
- 3.1.15 Both ONS and CLG report in their papers on the quality of the mid 2011 projections that they are the product of a hybrid methodology made necessary by the partial availability of 2011 Census results. Basically the projection methodology rolls over mid 2010 based assumptions where Census data was not available. This is reflected in the shorter 10 year timescale covered by these interim projections, rather than the usual 25 years. Therefore the Council considers that caution needs to be applied in the use of long term forecasts (25 years) based on past short term trends (5 years). Under current conditions this is a recipe for sustaining recessionary trends and enforcing the observed population change into the future. The interim mid 2011 household and population projections tell us what will happen if we do not implement the LPCS and development at the level inferred would not support local strategic objectives.
- 3.1.16 Therefore, the variations in population and household projections for Richmondshire do not make for easy reading let alone plan making. The regular revisions of the projections should have offered opportunities to review overall future requirements in the light of changing local circumstances. However, they reveal the problems associated with projecting a small population like Richmondshire. The mid 2001 based series up to mid 2008 was beset by recognised methodological problems that inflated the overall results. The first post Census projection could suggest that the inflated projection of the local population was more severe than thought. The fundamental point to remember is that all projections are an indication of the likely increase in population and households given the continuation of recent demographic trends in the five years preceding the projection's base-year. Apart from data on local components of change (births, deaths and migration) they take neither account of local conditions, for example housing need, nor of future policies, whether national or local. It is essential, then, to ask whether these preceding trends can, or even should, continue.

- 3.1.17 Therefore after completing this robust analysis and interrogation of the published projections through the Richmondshire Scrutiny of Population Estimates and Projections 2012 (TE012) and DTR 2013 (PSD001) it is evident that the 'migration-led revision' to the mid-2008 based projections is the most appropriate and reliable projection to include in the objective assessment of housing need and determining the scale of housing necessary.
- 3.1.18 Alternative economic based household projections were considered in the Strategic Housing Market Assessment (TE007, TE008, TE009). These were based on the mid 2008 subnational projections and constrained to the Regional Econometric Model baseline for 2010. This showed low projected growth in Richmondshire up to 2026. The subsequent REM projection contained in the Employment Land Review reduced this level of growth further. The small workforce and prevalence of service sector and military employment present great methodological difficulties to the use of economic forecasts in household projection.

3.1c What regard has been had to the Government's household interim projections for 2011 to 2021?

- 3.1.19 The Council produced a Development Target Review (DTR) (PSD001) document in response to the publication of the CLG interim mid 2011 household projections. These are the first projections to be published using some of the results from the 2011 Census, which start from a higher base population in comparison with earlier projections based on 2001 Census estimates. The CLG interim mid-2011 household projections suggest a lower housing target of 80 homes each year up to 2021 in comparison to the Council's proposed target of 180 homes each year. The DTR is a robust evaluation the value of these projections in the context of local conditions and their impact on the Council's agreed strategic approach in accordance with the requirements of NPPF.
- 3.1.20 Both ONS and CLG reported in their papers on the quality of the mid 2011 interim projections that they are the product of a hybrid methodology made necessary by the partial availability of 2011 Census results. Basically this means the projection methodology rolls over mid 2010 based assumptions where Census data was not available. This is reflected in the shorter 10 year timescale covered by these interim projections, rather than the usual 25 years needed for strategic planning.
- 3.1.21 Caution also needs to be applied to the use of long term forecasts based on past short term trends. Currently this is a recipe for sustaining recessionary trends and enforcing observed population change into the future. The DTR concluded that the interim mid 2011 household and population projections tell us what would happen if we do not implement the LPCS. Development at the inferred level would neither support local strategic objectives nor ensure that the LPCS had been positively prepared. The DTR Representations Summary Document (PSD002) presents the comments received on the Council's evaluation of the interim mid-2011 household projections following consultation. No representations received supported the reduction of the development target to 80 homes each year indicated by the interim mid-2011 household projections.

- 3.1d The Council has proposed modifications in the light of the MoD's 2013 Army Basing Plan. What degree of certainty accompanies the Army Basing Plan? Considering these factors, is 500 now the most appropriate level of homes to provide for military service families? Is the Core Strategy sufficiently flexible to adapt if present MoD plans should alter during the plan period?**
- 3.1.22 The Catterick Garrison Long Term Development Plan (CGLTDP, 2008) indicated that MoD owned sites had the capacity to accommodate up to a substantial increase in the Garrison strength. MoD estimated that these growth plans would require 1,440 new military dwellings. This has now been superseded by the Strategic Defence and Security Review (SDSR, MoD 2010) and the Army Basing Plan (MoD 2013, PSD008). Current expectations for additional accommodation are more modest and MoD advises that it is seeking to build circa 315 houses by 2017. There are unlikely to be any major changes announced in advance of the next SDSR. MoD, therefore, expects that 300-500 Service Family Accommodation units (SFA) could be built by 2020, subject to necessary investment.
- 3.1.33 MoD has sufficient development capacity in its existing estate to increase the amount of SFA. This could be considered in the proposed Core Strategy review in 2017, which would be well timed to deal with any further troop movements resulting from changes in defence strategy. The production of the LPCS has accommodated much higher defence requirements that can be assimilated into local infrastructure (Catterick Garrison Strategic Transport Assessment, TE003). The LPCS directions of development (PP003) currently defined areas of search for development sites, which covers potential MoD disposals.
- 3.2 Does the spatial distribution of housing set out in Spatial Principle SP4 and shown in Table 3 of the Plan meet objectively assessed needs? How has the particular percentage split between sub-areas been arrived at and what justifies this distribution?**
- 3.2.1 The spatial distribution of housing in Table 3 is the single largest component of the development strategy. Overall this will contribute to meeting local objective needs by:
- Supporting sustainable communities locating development to improve access to services and facilities (objective 1)
 - Reducing the need for travel (objective 2)
 - Supporting rural communities across the plan area (objective 3)
 - Promoting lasting and mixed military and local communities (objective 4)
 - Accommodating growth in line with neighbouring area priorities (objective 5)
 - Providing a housing mix that meets local needs (objective 6)
 - Responding to climate change impacts (objective 7)
 - Protecting and enhancing historic heritage and identity (objective 8)
 - Protecting and improving countryside and biodiversity (objective 9)
 - Supporting economic growth (objective 10)
 - Supporting prosperous towns (objective 11)

- 3.2.2 As such, the pattern of housing development is the result of the balance of social economic and environmental factors as they exist in and around the plan area. Key evidence supporting this argument has been summarised in the Development Target Review. Major features of the objective assessment are:
- The sustained impact of high land and housing costs that have created a deficit in affordable and affordable in market housing (Strategic Housing Market Assessment)
 - The collateral impact of this on the local economy, which reduces local available workforce (Economic Land Review)
 - Physical constraints affecting the further strategic growth of Richmond as a Principal Town
 - The very high quality built and natural environment
 - The impact of a very large military presence
- 3.2.3 The distribution of housing reflects a strategy that responds to these issues in context. This strategy has evolved through several stages starting with the Scale and Distribution of Development Consultation paper (PP017, November 2009). It has been detailed through the design of the Settlement Hierarchy, discussed in issues 2.5 to 2.8 above. It has also responded to changing population intelligence.
- 3.2.4 The housing distribution approach is best described as an adapted proportionate distribution. The adaptations required to modify a simple proportionate distribution across settlements are:
- Fixed capacity for Richmond based on land availability
 - Weight of distribution in Catterick Garrison, reflecting land availability, development potential, complementary local and military demands for modern local facilities in the District centre and infrastructure delivery requirements.
 - Pattern of services and sparsity of population in remoter rural areas
 - Local Service Centre role of Leyburn to neighbouring National Park areas
 - Compatibility of neighbouring strategies, particularly Darlington
- 3.2.5 The main calculations for the distribution of housing were based on North Yorkshire County Council's pre-2011 Census series of parish population estimates. These estimates were based on 2001 Census counts rolled forward through changes in the electoral role taking into account institutional populations and constrained to the latest published ONS mid-year estimate. The table below provides population distribution across Spatial Principle SP1 sub areas and Spatial Principle SP2 settlement hierarchy for the mid 2012 based NYCC parish population estimates, which have been recently published.

Mid 2012 Population Estimate for Settlement Hierarchy and Sub Areas.

	Central	Lower Wensleydale	North Richmondshire	Total Plan area	
				%	N
Richmond	17.8%			17.8%	8,420
Catterick Garrison	37.1%			37.1%	17,490
Leyburn		4.6%		4.6%	2,150
Primary Service Villages	13.1%	1.7%	4.5%	19.3%	9,130
Secondary Service Villages		2.4%	5.5%	7.9%	3,720
Elsewhere	3.5%	5.1%	4.7%	13.3%	6,290
Total Plan Area %	71.5%	13.8%	14.7%	100.0%	
N	33,740	6,500	6,960		47,200

3.2.6 The above population distribution can be compared to Spatial Principle SP4, below. Care should be taken in doing this because of the reliability of population estimation methods at very small levels and the impact of the military population, which presents problems to the electoral canvas, counting of the communal population and number of dependants.

Spatial Principle SP4 Housing distribution

	Central	Lower Wensleydale	North Richmondshire	Total Plan area	
				%	N
Richmond	8%			8%	250
Catterick Garrison	62%			62%	1,900
Leyburn		7%		7%	215
Primary Service Villages	8%	1.5%	3%	13%	390
Secondary Service Villages		1.5%	4%	5%	155
Elsewhere	1%	2%	2%	5%	150
Total Plan Area %	79%	12%	9%	100%	
N	2,410	365	285		3,060

3.2.7 This comparison shows that the overall distribution of development remains broadly similar to that for the population for each of the sub areas. The operation of the overall strategy to strengthen the district centre and follow the established pattern of services is also evident. In terms of the settlement hierarchy, Richmond's lack of capacity and Catterick Garrison's major growth role at the District Centre weight the development distribution. Although at a smaller scale, the weighting given to Leyburn as the remoter rural area's local service centre can be seen. Historic environment constraints in Middleham and flood zone risks in Catterick Village reduce the overall capacity of the Primary Service Villages. The overall strategy does reduce the potential scale of development in the settlements beyond the Secondary Service Villages in comparison with their combined population, but does not exclude it. There are 42 of these settlements spread widely across the plan area. This distribution dissipates any strategic value of development in these places and would not serve to increase levels of local service provision unless substantially increased. Doing this would also be counter-productive because it could undermine existing services elsewhere in the settlement hierarchy, which support members of the community in these smaller settlements.

3.3 Is there sufficient land available to deliver the new homes planned for?

3.3.1 Yes there is sufficient land to deliver the new homes planned for, with a degree of flexibility. The LPCS annual average target delivery of 180 units per annum equates to a 15 year target of 2700 units. The land supply demonstrates an excess of land available to deliver the homes planned for.

Land Supply

3.3.2 The current land supply position in terms of potential housing delivery is illustrated below.

Total Supply			
7,545			
0-15 years			Additional supply
3,877			3,668
0-5 years	6-10 years	11-15 years	Additional supply
1,102	1,035	1,740	3,668

3.3.3 The 'total land supply' shows the total level of deliverable and developable land identified as being suitable for housing within the Plan area through the SHLAA process.

3.3.4 The '15-year land supply' 2013 update constitutes a thorough assessment of the likely level of annual housing delivery over the 15 year period consistent with NPPF and in accordance with NPPG. This has been informed through the close interaction with developers, infrastructure providers and landowners. As such short to medium term sites within the planning process illustrate a more informed expected delivery rate. For medium to long term large strategic sites modest delivery rates have been assumed by applying an annual delivery of 30 dwellings per outlet. In reality, large sites will be divided into multiple outlets potentially delivering a greater overall housing output per annum.

3.3.5 The Land Availability Assessment has been produced with the intention of ensuring clarity and certainty to developers and local people to enable the market to bring sites forward. An informed start date and annual delivery rate of 30 dwellings has been applied to each outlet in the total land supply to estimate a 15 year trajectory. This exercise illustrates a surplus of land that could be delivered in years 16+. This 'surplus land' can be drawn into the 15 year supply through Core Policy CP4 to address potential or emerging shortfalls in delivery where necessary, or simply provide increased choice and competition in the market. The identification of which will be ensured through the monitoring framework (See Issue 2.12 above). The table below illustrates the predicted supply of housing against the 15 year target.

VI. Total & 15 Year Supply

Richmondshire Plan Area				
	No. Units	Core Strategy Target (Units)	Net on Target/Surplus (Units)	Supply as a % of Target
Total Supply	7545	2700	4845	279%
15 Year Supply	3877	2700	1177	144%

Total Land Supply:

- The total supply of 'deliverable' and 'developable' land equates to 247.53 hectares of net developable land. Using individual site specific densities this produces a potential housing capacity of 7,545 dwellings. Based upon an annual target of 180 dwellings, this represents 279% of the 15 year 2,700 target to 2028

15 Year Land Supply:

- The '15-year land supply' equates to 124.9 hectares of net developable land. Using individual site specific densities this produces a potential housing capacity of 3,877 dwellings. Based upon an annual target of 180 dwellings, this represents 144% of the 15 year 2,700 target to 2028

3.3.6 The Land Availability Assessment has been prepared and maintained since 2008 in accordance with CLG SHLAA Practice Guidance (2007), Yorkshire and Humber SHLAA Regional Practice Guide (2008), NPPF, and draft NPPG. The 2013 update includes sites:

- Identified through 'Call for sites' consultations
- Promoted by developers and landowners as part of the LDF process: Plan Our Future 1 (March-May 2009), Plan Our Future 2 (November 2009), Plan Our Future 3 Preferred Core Strategy, (June-July 2010), Local Strategy Statement (February–March 2011), Area Strategies and Core Policy CP14 (September to October 2011), Core Strategy Proposed Submission (August 2012), and;
- Identified by Policy and Development Management Officers
- Ad hoc enquiries.

An update is currently being prepared to take place in spring 2014 for publication mid 2014 in partnership with developers, landowners and agents.

3.4 Is there a supply of specific deliverable sites sufficient to provide five years worth of housing, with an additional buffer of 5% moved forward from later in the plan period to provide choice?

3.4.1 Issue 3.5 below demonstrates the capacity of the Council to identify a supply of specific deliverable sites sufficient to provide 5 years worth of housing with an additional 20% buffer moved forward from later in the Plan. This accommodates any consideration of the capacity for a 5% buffer.

3.5 In the light of paragraph 47 of the NPPF, should the buffer be 20%? Are there sufficient deliverable sites to provide a 20% buffer?

3.5.1 The Council does not believe a 20% buffer is necessary based on past performance, but it is recognised as a useful tool to ensure that housing delivery targets can be met. The Land Supply (issue 3.3) demonstrates the capacity to achieve the 20% buffer within the first five years.

3.5.2 The judgement over sustained under delivery and the need for a 20% buffer is problematic. A number of issues affect the use of the RSS target of 200 homes p/a to assess actual housing delivery. First, the RSS target was for the whole District and not the smaller plan area. The plan area's population is about four fifths of the total District suggesting the District wide target should be reduced. Second, previous over-projection has been confirmed in the revision of ONS projection methodologies and the latest results from the interim mid 2011 projections indicating that the growth modelled into the RSS was over optimistic. Third, an amount of the proposed RSS delivery was assumed to come from the reinstatement of vacant properties. This assumption originated from a very high vacancy rate observed in 2001 Census, which was due to military accommodation changes and the release of a large number of homes to the open market. All of these homes had been reinstated by 2004 effectively reducing the target by 30 homes per annum to 170. This remains a District-wide figure which would reduce to 136 homes each year if the national park population were excluded pro-rata.

3.5.3 Taking these issues on board, the net number of new homes delivered since 2004 set out below suggests that on average the plan area has actually performed well and should not need to apply the 20% buffer to the first five years of the Land Supply.

COMPLETIONS 2004/05 -2012/13

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

3.5.4 Although the need to include a 20% buffer is not judged to be necessary in accordance with paragraph 47 of the NPPF; the Land Supply has the capacity to achieve the 20% buffer within the first five years. This had been done for two main reasons. First, an examination of the relationship between permissions granted and homes delivered shows that a probability must be applied to even the most deliverable of sites with planning permission. Second the 20% buffer is recognised as being a useful tool to help ensure the essential choice and competition needed in the District to provide a realistic chance of delivering the homes needed. The 0-5 year target including an additional 20% buffer is 1,080. This equates to an annual delivery of 216 over this period. Table II below illustrates a 0-5 year supply of 1,102 units representing 102% of the 1,080 target.

3.5.5 A small reliance has been placed on windfalls for the 'Elsewhere' settlements. This can be justified by an appreciation of the size of the settlements within the 'Elsewhere' tier. Development is expected through conversion and on very small site sizes, which is difficult to identify as part of the Land Supply. Past trends show a strong delivery of windfalls sites which secures confidence that they will provide the target level of development in the 'Elsewhere' tier (See Issue 3.8).

II. SP2: SETTLEMENT HIERACHY: 0-5, 6-10 & 11-15 Year Breakdown

15 Year Target of 2700	Richmondshire Plan Area: 0-15 Year Supply											
	Total 15 Year			0-5, 6-10 & 11-15 Breakdown								
Settlement Type (SP2)	Supply (Units)	Core Strategy Target (Units)	Supply as a % of Target	0-5 Yr Supply	Target	Supply as a % of Target	6-10 Yr Supply	Target	Supply as a % of Target	11-15 Yr Supply	Target	Supply as a % of Target
Catterick Garrison	1791	1674	107%	591	670	88%	475	502	95%	725	502	144%
Richmond	211	216	98%	106	86	123%	64	65	99%	41	65	63%
Leyburn	388	189	205%	143	76	189%	155	57	273%	90	57	159%
Primary Service Village	1087	338	322%	234	135	173%	220	101	217%	633	101	625%
Secondary Service Village	385	149	259%	28	59	47%	106	45	238%	251	45	563%
Elsewhere	15	135	11%	0	54	0%	15	41	37%	0	41	0%
Total	3877	2700	144%	1102	1080	102%	1035	810	128%	1740	810	215%

3.6 Is there a supply of specific, developable sites or broad locations for growth for years 6 to 10 of the Plan and beyond?

3.6.1 Yes, the Land Availability Assessment has identified sufficient specific, developable sites and broad locations for years 6-10 and 11-15 of the Plan in accordance with paragraph 47 of the NPPF and draft NPPG. The 20% buffer added to the 0-5 year target moved forward from later in the Plan reduces the 6-10 and 11-15 year target to 810 for each 5 year period respectively. Table II above illustrates, the 6-10 year land supply provides for the delivery of 1,013 homes or 125% of the target. It also shows a potential 11-15 year land supply for 1,762 homes equivalent to 218% of the target.

3.7 Are there sufficient sites in the right places to deliver the spatial distribution sought by the Plan?

3.7.1 Yes, the SHLAA demonstrates sufficient sites in the right places to deliver the spatial distribution of SP1 Sub Areas, SP2 Settlement Hierarchy and SP4 Scale and Distribution of Housing Development with the LPCS.

SP1 Sub Areas

3.7.2 The target distribution of development within the Sub Areas is as follows:

Central Richmondshire	79%
Lower Wensleydale	12%
North Richmondshire	9%

Table V below illustrates that the land supply is sufficient to deliver up to:

- 2,723 homes Central Richmondshire or 128% of the target
- 566 homes in Lower Wensleydale or 175% of the target
- 588 homes in North Richmondshire or 242% of the target

V. SP1: SUB AREAS

15 Yr Target of 2700	Richmondshire Plan Area: Total 0-15 Year Supply - Sub Areas								
	CR: Target 79%			LW: Target 12%			NR: Target 9%		
Settlement Type (SP2)	Total Supply (Units)	Core Strategy Target (Units)	Supply as a % of Target	Total Supply (Units)	Core Strategy Target (Units)	Supply as a % of Target	Total Supply (Units)	Core Strategy Target (Units)	Supply as a % of Target
Total	2723	2133	128%	566	324	175%	588	243	242%

SP2 Settlement Hierarchy

3.7.3 The target distribution of development within the settlement hierarchy is as follows:

Catterick Garrison	62%
Richmond	8%
Leyburn	7%
Primary Service Villages	12.5%
Secondary Service Village	5.5%
Elsewhere	5%

Table II (issue 3.5) illustrates that the land supply is sufficient to deliver up to:

- 1,791 homes in Catterick Garrison or 107% of the target
- 211 homes in Richmond representing or 98% of the target
- 388 homes in Leyburn or 205% of the target
- 1,087 homes in the Primary Service Villages or 322% of the target
- 385 homes in the Secondary Service Villages or 259% of the target

Although the identified supply in the Elsewhere tier provides for the delivery of 15 homes representing 11% of the 135 target, the shortfall is expected from small scale windfall sites and conversions (See Issues 3.3, 3.5, 3.6 and 3.8).

3.8 What reliance, if any, is placed on windfall sites in the housing land supply?

3.8.1 A small reliance is placed on windfalls for the 'Elsewhere' tier within the Land Supply. This tier represents the minor settlements outside of the main settlement hierarchy often small villages or hamlets. Development within the 'Elsewhere' tier is likely to be small sites or conversions and is very difficult to identify as part of the land supply. The plan area has seen a strong record of housing being consistently delivered on windfall sites in recent years illustrated in the table below.

Year	No. Gross Completions	Windfall	
		No. Unit	% of Gross Completions
2009/10	66	66	100%
2010/11	94	66	70%
2011/12	247	247	100%
2012/13	92	76	83%

In the period 2004 – 2011, 24% of dwellings were delivered in this tier and 38% of all dwellings were delivered on sites of three dwellings or less. Recent delivery trends make it reasonable to expect that this will meet the target for the 'Elsewhere' tier.

3.9 What approach does the Plan take to housing density? How does this reflect local circumstances?

3.9.1 In accordance with paragraph 47 and 59 of NPPF the Plan's approach to density is to reflect local circumstances. Through Core Policies CP2, CP3, CP4 and CP13, the Plan takes a broad locally appropriate steer as to the density of new development but crucially it must:

- Promote the efficient use of land and optimise the potential of the site
- Be of a scale appropriate to secure the sustainability of the settlement hierarchy
- Respect and enhance the local context ,character of the settlement and service and infrastructure provision
- Respect expressed preference of local community

3.9.2 While the Plan does not prescribe density standards, a benchmark figure of 30 dwellings per hectares is used as an appropriate starting point where no other evidence is available. Locally appropriate densities have been applied to the net developable area of sites within the Land Supply in order to establish the accurate housing capacity of each site. 50.82 hectares out of 124.9 hectares or 41% of land within the Land Supply has expected densities from negotiations within the planning process. The remaining sites have been estimated appropriate densities as part of the SHLAA site assessment process. This is summarised in the table below.

V. SP1: SUB AREAS & SP2: DENSITY (D.P.H)

SP1	Total 0-15 Year: Dwellings per Hectare			SP2 Total
	CR	LW	NR	
SP2 Settlement Type	D.P.H.	D.P.H.	D.P.H.	
Catterick Garrison	32			32
Richmond	33			33
Leyburn		40		40
Primary Service Village	29	30	22	28
Secondary Service Village		30	29	29
Elsewhere		35	22	27
SP1 Total	31	36	26	31

3.10 What proportion of new housing is expected to be on previously developed land? How does the Plan encourage the use of brownfield land?

3.10a What proportion of new housing is expected to be on previously developed land?

3.10.1 703 homes are expected to be delivered on PDL over the plan period, which represents 26% of the 2,700 target supply of housing and 18.1% of the 15 year land supply.

Delivery of PDL

- 7.8% of the total 247.5 hectares of land identified, or 19.3 hectares, is PDL as defined by Annex 2 of the NPPF. 91.8% of the total PDL identified is predicted to be developed over the next 15 years
- PDL provides 17.7 hectares (14.1%) of the 124.9 hectares 15 year land supply
- 51% of the 17.7 hectares is expected to be delivered in years 0-5, 36.4% in years 6-10 and 4.3% in years 11-15

Permissions

- Current permissions on sites identified in the land supply total 1,039 units of which 613 units (59%) are on PDL
- 53.2% of the area covered by the new permissions is on PDL
- 17.2 hectares (97.5%) of PDL in the 15 year Land Supply is currently within the planning process from pre application advice to more advanced stages.
- 15.3 hectares (86.4%) of PDL in the 15 year Land Supply has either secured planning permission or has started on site.
- Just 0.4 hectares (2.5%) is classed as not currently within the planning process.

3.10b How does the Plan encourage the use of brownfield land?

3.10.2 7.8% of total land identified in the Plan area is PDL and the Council's encouragement of brownfield land development is reflected in the performance set out above. At present, there are no significantly sized parcels of brownfield land within the Plan area that are not already in its Land Supply Assessment. Although 3.10.1 shows that a '*brownfield first*' approach has largely been achieved the Council suggests a minor amendment of CP2 to reflect the replacement of the term '*prioritise*' to '*encourage*' to reflect NPPF paragraph 111. Consistent with Core Principle 8 of paragraph 17 and NPPF paragraph 111, the LPCS encourages the use of brownfield land through the following:

Spatial Principles

- The target spatial distribution of development within the LPCS focuses development within sustainable locations. This encourages the re-use of brownfield land within the key settlements particularly Catterick Garrison.

CRSS

- Identifies the specific locations the LPCS expects to find PDL.
- 3. is specific to Richmond and gives preference to sustainable and accessible brownfield sites within the town before edge of settlement sites, reflecting environmental and heritage constraints
- 5.a is specific to Catterick Garrison and its military related heritage encouraging the re-use of existing vacant and previously developed sites in the built-up area. This policy recognises that this heritage may impact on the deliverability of specific sites. However it is important that they should be considered in the overall strategic context to ensure that centrally located tracts of PDL are effectively used.
- 6.h. provides support will be given to development on existing vacant and previously developed sites in the built up area as far as is reasonably practicable.

LWSS

- Gives encouragement to development on existing vacant and previously developed sites in the built up area.

CP2

- Seeking the reuse of PDL where the land is in a sustainable location in preference to greenfield sites. This is extended to the reuse and adaptation of existing buildings.

CP3

- Development is preferred within the built up confines of Catterick Garrison in support of the Settlement Hierarchy.

Viability

- The Plan ensures requirements on new development do not render schemes financially unviable. With the comparatively higher abnormal costs associated with PDL the Plan provides the flexibility to ensure sites are deliverable. Recent examples are:
 - Colburndale Phase 1; affordable housing negotiated at 30% from an area target of 40% & negotiated CFSH 3 from target of Code 4.
 - Colburndale Phase 2; affordable housing negotiated at 30% from an area target of 40% & negotiated CFSH 3 from target of Code 4.
 - InPipes; affordable housing negotiated at 17% from an area target of 40% & negotiated CFSH 3 from target of Code 4.
 - Richmond House; agreed off site commuted sum for affordable housing in lieu of preferred on site contribution & negotiated CFSH 3 from target of Code 4.
 - Hipswell Croft; affordable housing negotiated at 38% from an area target of 40%

Updating Allocations

- The Employment Land Review (2012 TE005) identified a weak demand and over supply of employment land. Several PDL sites within Catterick Garrison had been allocated for employment or retail use within the Local Plan 1999-2006, but had not come forward. The Council has now reconsidered these allocations recognising their greater suitability for residential development in accordance with NPPF paragraph 22. : These sites total 18.52 Hectares with the capacity for 721 dwellings and are:
 - Arras Lines; former employment
 - Colburndale Phase 1 (Woodside Chase); former employment
 - Colburndale Phase 2 (Colburndale); former employment
 - Inpipes; former employment
 - Richmond Park, Walkerville; former retail

3.11 Should the expected rate of market and affordable housing delivery through the plan period be illustrated by a housing trajectory in the Plan?

3.11.1 The Council agrees that an expected housing trajectory (NPPF paragraph 47) should be included in the Core Strategy to illustrate Spatial Principle SP4. This will illustrate the baseline cumulative annual average target delivery for subsequent monitoring work. The trajectory is illustrated below.

Year	Historic Annual Net Completions Pre-CS Period								Annual Net Completions	
	04/05	05/06	06/07	07/08	08/09	09/10	10/11	Total	CS Period	
Total	157	256	122	193	56	40	38*	824	227	33
Open Market	138	228	62	152	27	30	39*	637	118	31
Affordable Housing	19	28	60	41	29	10	41*	187	109	2
% Affordable	~	~	~	~	~	~	~	22.7	~	~
National Park	3	21	20	-5	0	-17	-10	12	20	9

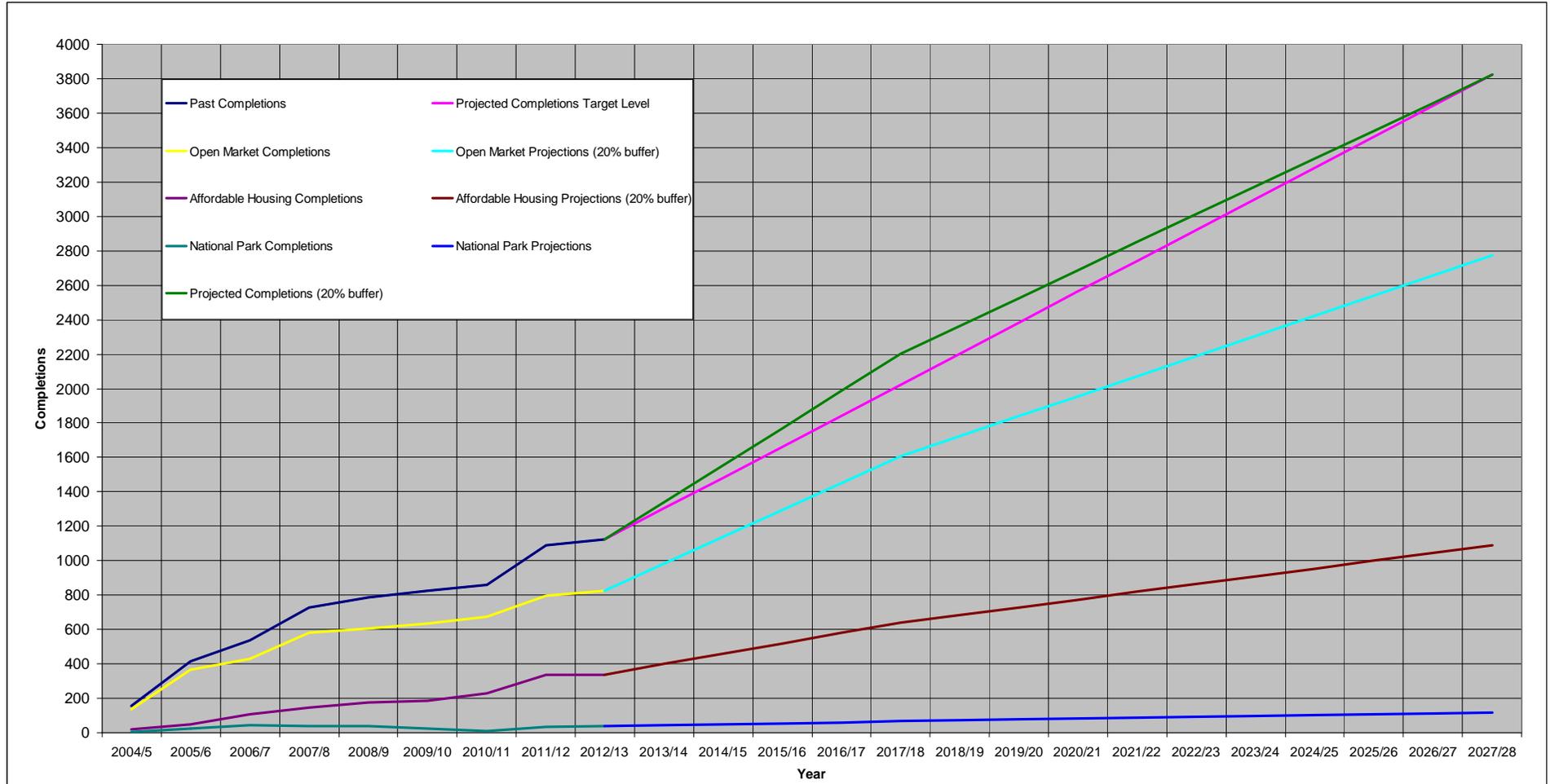
	Projected Completions Remainder of Plan Period (Per Annum with 20% buffer applied)		
	2013/14 - 2017/18	2018/19 - 2022/23	2023/24 - 2027/28
Total	216	162	162
Open Market	156	117	117
Affordable Housing**	60	45	45
National Park***	5	5	5

* Includes 42 dwellings demolished and 27 dwellings re-instated at Lyle Close, Richmond in 2011/12

** Affordable Housing Projections = SPG expectations

***National Park Projections based on past completions average

Projected Net Completion for remainder of plan period to 2028



3.12 How will the Local Plan deliver the new housing envisaged in the Core Strategy? Will land be allocated through future Local Plan documents?

3.12.1 The Council intends to achieve the target delivery of new homes by;

- Setting the proposed housing target as a minimum and not a limit.
- Promoting flexible delivery of land through Core Policy CP4 that has been previously restricted by out of date policies.
- Providing a 20% housing land supply buffer within the first 5 years of the Land Supply to provide flexibility, choice and competition required to ensure the housing target can be met (See Issue 3.5).
- Ensuring a realistic and achievable approach to assessing housing potential on sites within the Land Supply and associated trajectory with regard to lead in time, net developable area, density and build out rates.
- Only placing a small reliance on windfall sites (See Issue 3.8).
- Continuously maintaining a 'topped up' supply in excess of requirements and responding to the market when developers signal interest in the Plan area.
- Encouraging the sustainable development of brownfield land complimented by a positive approach to the release of additional greenfield land when required to provide flexibility in meeting development targets (See Issue 3.10).
- Integrated policy safeguards ensuring development is not made unviable through requirements of LPCS policies applied through a positive and flexible approach (See Issue 2.10).

3.12.2 These measures enable the Council to respond positively to national ambitions to increase the supply of housing and Planning for Growth. These measures provide the context within which housing delivery can progress over the Plan period to 2028.

3.12.3 The Council will prepare a Delivering Development document to allocate land in addition to existing commitments where this will encourage development. The production of this DPD will complement the production of Settlement Development Guidance and routine Land Availability Assessment. It will also be used to encourage local communities to identify local Green Space. The production of the Delivering Development DPD will be programmed once the LCPS Examination is completed and published in a revised Local Development Scheme.

Matter 4 – Affordable Housing

4.1 What level of affordable housing does the Plan anticipate being delivered over the plan period?

4.1.1 The Richmondshire Affordable Housing Viability Assessment (TE004) examined the impact of differing percentages of affordable housing on a range of sites across the plan area and recommended the following general affordable housing targets:

<i>Central Richmondshire</i>	<i>40%</i>
<i>Lower Wensleydale</i>	<i>40%</i>
<i>North Richmondshire</i>	<i>30%</i>

4.1.2 These targets represent the maximum level of affordable housing delivery that can be reasonably expected. Core Policy CP6 does make it clear that this is subject to financial viability and the Council expects to negotiate this through an open book approach. The Council anticipates that allowance should be made for different site conditions and areas of high and low land value. As a result its approach is to maximise affordable housing delivery through these targets, which are unlikely to be met in full.

4.1.3 Areas around Catterick Garrison currently have lower expected land values, which in turn reduce their capacity to deliver affordable homes. It has not been possible to define the extent of the lower value area in any way that would not reduce overall delivery, which is why the 40% target has been retained. The lower expectation on some sites in Catterick Garrison is not a great problem, because the lower land values enable developers to build housing that is affordable in the local market, thus contributing to the key objective of providing local homes to meet local needs. That said, recent negotiations have yielded the following affordable housing contributions.

Settlement	Site	Dwellings	Contribution
Brompton on Swale	Gatherley Road	250	30%
Colburn	Colburndale	250	30%
Colburn	In-Pipes Products	47	17%
Colburn	Woodside Chase	272	30%
Hipswell	Hipswell Croft	72	38%
Catterick Village	Land Adjacent 9 St Paulinus Crescent (13/00365/OUT)	2	40%
Dalton On Tees	Land South East Of Chapel House Farm (13/00378/FULL)	1	30%
Newton-Le-Willows	Turtles Place Station Road (13/00502/OUT)	1	40%

The results for the largest Colburn sites exceeded the expectations of the Economic Viability Assessment (TE004) for this area. The In-Pipes site presented a number of problems and had a higher existing use value. The Hipswell site illustrates the potential for higher affordable housing delivery in a different part of Catterick Garrison.

4.1.4 Based on these early results gained from negotiation in the prevailing housing market, the Council expects that the use of the 30% and 40% targets will yield 1,006 new affordable homes or 33% of overall delivery. .

4.2 Policy CP6 seeks a contribution of 30% to 40% affordable housing from residential developments. It includes no site size threshold and thus applies to all new dwellings. Is this a realistic expectation? Is there a risk that it will render schemes financially unviable?

4.2.1 The Economic Viability Assessment did not find any evidence to suggest that a lower site size threshold would affect viability or hold sites back. In fact, it expected that smaller sites would have higher expected values. Core Policy CP6 is based on a negotiated rather than absolute contribution designed to ensure site viability. Therefore the removal of the site size threshold can not render some sites unviable. The lowering of this threshold does, however increase the likely delivery of affordable housing. Past trends indicate that over 30% of overall housing delivery has not contributed to affordable housing despite the potential capacity of these sites to do so.

4.3 The Council has put forward modifications to Core Policy CP6. New paragraph 4.6.10 sets out the areas intended to be covered by a Supplementary Planning Document (SPD). Precisely what details will the SPD cover? Should these details be in this Plan (or another Local Plan document) rather than SPD?

4.3.1 The Council has proposed modifications (PSD007, MO35) to Core Policy CP6 which includes providing further detail on Local Needs Housing Schemes (100% affordable housing schemes), those eligible to occupy these properties and when cross-subsidy on such sites may be permitted. As Paragraph 4.6.10 of Policy CP6 states an Affordable Housing Supplementary Planning Document (SPD) will be produced. The SPD will provide further explanation and guidance on:

- Information required to support planning applications.
- Exemptions to affordable housing contributions
- Financial Viability Assessment
- Calculating Commuted Payments
- Market Housing Cross-Subsidy
- Building your own affordable home
- Safeguarding Affordable Housing
- Transfer Prices

4.3.2 Revised Core Policy CP6 provides the policy basis for all of the above items. The appropriate function of an SPD is to provide guidance in support of CP6. The SPD provides a more flexible medium for guidance, that is responsive to local change, without having to make formal changes to the policy framework. There is some variability with the balance to be struck between policy and guidance on affordable housing contributions in Core Strategies adopted under current regulations. The Winchester Core Strategy (adopted, March 2013) refers to a much more detailed Affordable Housing SPD than the one proposed here, which contains several detail policies.

Matter 5 – Gypsy and Traveller Accommodation

5.1 Following my letter of 24 April 2013, the Council has produced a new accommodation assessment dated October 2013. Is the new accommodation assessment based on a robust methodology? Has the Council, as required by national guidance, engaged meaningfully with traveller communities in order to prepare and maintain an up to date understanding of need? Has the new accommodation assessment been drawn up through collaborative working with neighbouring local planning authorities?

5.1.1 The Richmondshire Gypsies and Travellers Accommodation Assessment (October 2013) was based on the Gypsy and Traveller Accommodation Assessments; Guidance (DCLG, October 2007). The GTAA directly sought the views of residents of the two sites in the plan area and of organisations representing gypsies and travellers, including the Gypsy Council. Neighbouring authorities were also consulted to corroborate the findings of the Richmondshire study and relate them to their own assessments.

5.2 Does the Core Strategy comply with the Planning Policy for Traveller Sites with regard to the identification of a five year supply of deliverable sites, and developable sites or broad locations for growth thereafter?

5.2.1 The results of the Richmondshire Gypsies and Travellers Accommodation Assessment (October 2013) found a high level of under-occupancy on both sites in the District. Interviews with the occupiers, owners and managers of each site indicated that this had been the norm over previous years. Therefore, without any clear indication of need it is impossible to plan for future accommodation requirements. In the absence of any identified need a criterion-based policy (CP4a) has been proposed (Mod MO34) to provide a basis for decision making should any applications come forward. The site at Lime Kiln Wood also has further capacity for growth.

5.3 Planning Policy for Traveller Sites requires criteria based policies to be fair. The Council has proposed a modification to the Plan, introducing Core Policy CP4a which, among other things, sets out the criteria for judging applications for traveller sites. Are the criteria fair and consistent with national policy?

5.3.1 Core Policy CP4a requires that applications for gypsy and traveller sites are considered against the same site criteria as any other proposal from a non-gypsy and traveller. As a result they make no distinction between the settled and travelling communities. CP4a makes due regard to Policy B: Planning for traveller sites within Planning Policy for Traveller Sites (CLG, March 2012) ensuring that traveller sites are sustainable economically, socially and environmentally.

Matter 6 – Economic Development

6.1 Has the quantitative and qualitative needs for all foreseeable types of economic activity over the plan period, including for retail and leisure development, been assessed? What are the objectively assessed needs for land or floorspace for the various types of economic development?

6.1.1 Local economic needs have been assessed through the Employment Land Review (ELR) (TE005, 2012). This is based on the projected employment growth forecasts from the regional econometric model and provides a modelled assessment of local economic growth, summarised in the table below...

Projected employment growth

	REM (2011)		
	Rank (No FTEs employed)		Growth
	2011	2026	%
All Industry	-	-	6.5%
Agriculture Forestry and fishing	2	3	14.8%
Business Services	5	6	-9.4%
Construction	1	2	5.6%
Education	11	10	-3.9%
Health	8	9	10.9%
Hotels and Catering	4	4	13.9%
Other Financial and Business Services	9	8	17.2%
Other Services	3	1	44.9%
Public Admin and Defence	7	11	-15.4%
Retailing	10	5	32.5%
Wholesaling	6	7	12.8%

6.1.2 The ELR estimated the residual land requirement for traditional employment land uses, taking into account existing supply and prevailing vacancy rates. The gross employment land requirement arising from projected growth (REM 2011) in traditional employment land uses is 1.84 hectares, which means that there is an oversupply of employment land in the Richmondshire plan area.

6.1.3 It is recognised that recessionary trends may be influencing the overall growth trends and the Core Strategy provides for 12 hectares of employment land. Scotch Corner currently has permission for B1 and B8 uses on 7 hectares next to the A1 and smaller scale applications on existing sites and rural uses already contribute to this target.

6.1.4 It is clear from the REM (2011) projection that the growth in employment in Richmondshire is not expected to come from those sectors requiring traditional employment land allocations. There is also no doubt that these sectors will require land and premises for the projected growth. Unfortunately, research indicates that the direct relationship between employment growth, floorspace and land is much less clear in these sectors. Annex 3 of the ELR does apply the conventional calculations to growth in these sectors and this indicates that around 9 hectares may be required. However, this would be misleading. A major growing sector in Richmondshire is Construction and the traditional land use requirements of this sector have already been accounted for. The non traditional uses suggest that nearly 3 hectares would be needed, but these uses relate to work on site and do not need additional provision in land use policy. The other major growing sectors include Retailing and Wholesaling. Together these indicate a requirement for around 5 hectares – again using the conventional calculations. These uses are assimilated within Core Policy CP9 and will be provided to a large extent by the proposed Garrison Town Centre development, which covers 4.2 ha.

6.2 What spatial distribution of new economic development does the Plan aim to achieve? Will this distribution meet the objectively assessed needs?

6.2.1 The LPCS aims for economic growth to complement housing growth as far as possible. Therefore SP5 encourages major employment development within the Catterick Garrison area and particularly on sites at Colburn Business Park and Walkerville Industrial Estate where there is capacity for a range of opportunities including prestige type developments. Emphasis is also placed on developing appropriate uses reflecting their location which will consolidate and improve existing employment areas including Gallowfields in Richmond, Harmby Road in Leyburn, Gatherley Road at Brompton on Swale and Middleham Stables.

6.2.3 SP5 makes provision for military related development on existing military sites within Catterick Garrison and Marne Barracks, where capacity has been demonstrated in the Catterick Garrison Long Term Development Plan (PS001). Modification M018 also enables consideration to be given to appropriate economic development opportunities related to the upgraded A1 junctions at Catterick Central, Scotch Corner and Barton.

6.2.4 LPCS, through the CRSS and Core Policy CP9, focuses retail, leisure and commercial town centre uses, and specifically the deficit of larger format stores and units, to the opportunities in Catterick Garrison town centre. The recently approved town centre application (PSD009, 13/00353/FULL) will provide a significant economic boost and will also benefit from the reintroduction of proposals to upgrade the A1 through Richmondshire. The LPCS also acknowledges the more modest opportunities for further smaller scale retail and leisure development within Richmond and Leyburn town centres reflecting the setting and constraints that exist.

6.2.5 Spatial Principle SP3 and Core Policy CP8 enable appropriate uses to be developed in the countryside when necessary and appropriate to do so.

6.3 What does the Plan do to support the rural economy? Does it do enough?

6.3.1 Richmondshire is defined as one of the most rural areas in England by DEFRA and also by the Rural Services Network. The local plan area does not include the national park areas, but remains mainly rural in character, with at best urban fringe areas in Catterick Garrison. The overall strategic approach therefore, addresses a fundamentally rural economy and one of the strategic objectives running through the LPCS is to achieve rural sustainability. The LPCS supports the rural economy by taking a positive approach to sustainable new development across the whole of this rural area consistent with NPPF. Neither the presence of the Army at Catterick Garrison nor the reinstatement of the A1 upgrade alters this perspective.

6.3.2 Spatial Principles SP3 and SP5 develop a locally appropriate economic strategy, which reflects wider local, sub regional (LEP) and former regional expectations. These are based on recent assessments of local employment growth in the ELR Update 2012 (TE005) and the economic impact of the military presence in the District and North Yorkshire (2010, TE021). The strategic economic approach recognises the building blocks of the rural economy, their scale and need for development. LPCS recognises that rural areas are dynamic environments built in response to current and historic economic pressures. It looks forward and encourages continuing diversification and adaptation of an appropriate scale in the countryside. Core Policies CP7 (Sustainable Economy), CP8 (Rural Sustainability), CP9 (Town and Local Centres) and CP10 (Tourism) provide further guidance in accordance with NPPF. Policy CP8 in particular identifies a wide range of forms of rural economic development that will be encouraged and supported.

6.4 How will the Local Plan deliver the economic development envisaged in the Core Strategy? Will land be allocated through future Local Plan documents?

6.4.1 A proactive approach will be taken using the LPCS policies which identifies the key locations for economic development including consideration of necessary economic proposals in the countryside. A major site with permission adjacent to the A1 currently contributes 7 out of the 12 ha sought in the LPCS, Catterick Garrison Town which will provide a significant economic boost centre adds 4.2 ha to this and vacancy at existing sites provides scope for remodelling and redevelopment. The reintroduction of proposals to upgrade the A1 through Richmondshire and LPCS modifications (M018) recognises the potential for this to increase opportunity in the longer term at local junctions. Sites will be allocated where necessary in the Delivering Development DPD to promote local economic growth envisaged in the LPCS.

- 6.4.2 The conventional approach to broad allocations of employment land, in the currently adopted Local Plan, did not lead to a step change in the scale and distribution of the types of local employment and industry. The Employment Land Review (2012) points to the long standing lack of interest in a number of employment sites. Colburn Business Park, a major and well located employment site was built prior to the current recession and failed to attract the target businesses even in more affluent times. A significant factor in this was the misplaced expectations about the role of the Army as an economic driver. It is clear from experience and the Impact of the Military in North Yorkshire (2011) study that the expected economic affects failed to materialise due mainly to the nature of centralised procurement and the accommodation of main contractors in MoD property.
- 6.4.3 Consistent with NPPF para 22, the oversupply of employment land and the high level of vacancy in existing stock has lead the Council to change its approach to two large employment sites. One of these now has permission for major housing development including local retail and employment facilities. The other is a former Ministry of Defence site and has been included in the CLG Public Land Auction pilot, again for housing. Both of these contribute to efforts to stimulate local economy through housebuilding and local housing for people working in the District.
- 6.4.4 Together these reflect both the options and opportunities that exist in the local plan area where the local economy is characterised by a high number of very small scale businesses that are predominantly service sector or land based, neither of which are amenable to the allocation of employment land for traditional employment uses. LPCS directs employment development to existing centres where capacity exists and constraints can be overcome.

Matter 7 – Town Centres

7.1 Does the Plan set out policies for the management and growth of centres over the Plan period?

- 7.1.1 Yes, in accordance with NPPF the relevant Sub Area Strategies for Central Richmondshire and Lower Wensleydale set out the context for town centre management and growth over the plan period for each of the Districts centres (i.e. Richmond, Catterick Garrison, Leyburn). These provide individual, but complimentary strategies for each which promote the growth of retail, leisure, commercial and tourism uses of an appropriate scale, form and location to each centre to meet District and Local needs; to address key gaps in existing provision; and reduce the current significant retail leakage out of the District identified within the Council's evidence base (TE011 & PSD009). The strategies are not limited to new retail provision, they also support a wider range of improvements, services and facilities including delivering sustainable transport connections between the District's two principal town centres; expanding the evening economy; encouraging tourism; enhancing the high quality physical environment and improving the public realm.
- 7.1.2 The constraints to growth at Richmond town centre as a District retail centre is recognised as requiring an alternative strategy (LPCS, Para 4.9.6). Richmond and Catterick Garrison have long been recognised as complimentary towns which, as joint principal towns, offer a flexible local strategy that combines the strengths of both. This is an approach continued from that adopted in the abolished Regional Spatial Strategy (PS005) and the Local Strategy Statement (2011, PP006).
- 7.1.3 The LPCS provides a clear indication of the potential growth and type of provision necessary in the area through the CRSS and Core Policy CP9. These policies identify the significant opportunities for expansion of the District's retail and leisure offer that exist in Catterick Garrison, particularly for larger format stores (over 200m²) for comparison goods and discount retailers, which currently do not exist in the District and are difficult to provide for in Richmond due to environmental and heritage constraints and Leyburn due to its scale, location and infrastructure capacity. The strategy also identifies where the redevelopment and remodelling opportunities exist in the Catterick Garrison town centre in the Gough Road/ Richmondshire Walk/ Shute Road/ Richmond Road area. This complimentary approach to retail growth is considered to be realistic and effective as it concentrates new retail provision in the centre most likely to attract developer interest and investment. A full planning application (13/00353/FULL) proposing a mixed commercial (retail and leisure) development on a site in this location has recently been approved which is in accordance with the policy requirements of the LPCS and is expected to provide:
- Class A1 retail (6,824 m²)
 - Class A2 financial services (143 m²)
 - Class A3/A4/A5 food and drink (3,437 m²)
 - Class C1 hotel (60 bedrooms – 2,131 m²)
 - Class D2 cinema (5 screens – 1,680 m²)

- 7.1.4 This development is for around 4.2ha of retail and leisure development and will accommodate a significant proportion of the 5ha of growth in the Retail and Wholesaling sector expected in the Employment Land Review (2012, TE005). Further redevelopment and remodelling opportunities exist within the Catterick Garrison town centre (appendix 1) to meet requirements including the Shute Road area which was included in the original approved outline application in 2006. MOD as landowner outline a long term strategy for Catterick Garrison town centre expansion within figure A.2 of the Catterick Garrison LTDP (2008, PS001), which indicates there are further areas for longer term expansion of the town centre should there be additional requirement for town centre uses.
- 7.1.5 In addition to this, several Core Policies (inc. CP4, CP7 and CP9) seek to encourage town centre development. Policy CP9 (Proposed Modification M038) also contains safeguards to the management of the town centres through the protection of retail uses on Primary Retail Frontages, without being overly prescriptive, and through the application of a local floorspace threshold (500m²) for the assessment of impact on an existing town centre for proposals within, on the edge of and outside of designated town centres.

7.2 Given the proximity of Catterick Garrison to Richmond, is there a danger that the growth envisaged at the former may have negative impacts on the latter, particularly in terms of vitality and viability? How will the relationship between Richmond and Catterick Garrison be managed?

- 7.2.1 The LPCS acknowledges the requirement for the retail growth envisaged at Catterick Garrison town centre to be complimentary to the current retail offer in Richmond to avoid it negatively impacting on the vitality and viability of Richmond town centre. Therefore an important strategic objective of the LPCS is to achieve the right balance of development in both Richmond and Catterick Garrison town centres to ensure that the roles of each centre are complimentary and do not have a significant adverse impact on the vitality and viability of each other. This complimentary strategy is the promotion of opportunities for larger format stores, particularly for comparison goods and discount retailers at Catterick Garrison town centre which will help to reduce significant leakage of the District's comparison goods spend of around 82.8% of total comparison expenditure available to neighbouring centres such as Darlington and Northallerton identified within the Garrison Retail Impact Assessments (TE011 & PSD009). These opportunities for larger format stores do not exist and are difficult to provide for within the constraints of the historic market town centre in Richmond where the strategy seeks to protect and enhance its role and function by developing the quality and range of retail offer through the development and enhancement of its existing specialist markets/ destination shops offering luxury goods provision, including the attraction of further multiples; recognising its role for tourism; enhancing the evening economy; and; through environmental improvements such as the shop front schemes to embrace its heritage; improving sustainable transport connections, particularly to Catterick Garrison town centre and car parking.

- 7.2.2 The importance of this complimentary approach and requirement for larger format comparison stores within the growth at Catterick Garrison has been acknowledged in the recently approved Town Centre development planning application (13/00353/FULL) with conditions attached to ensure the approved retail uses are primarily for comparison goods where expenditure is currently leaking from the catchment area. Furthermore, limits on the subdivision of larger format units have been imposed in order to protect the vitality and viability of Richmond by minimising the risk of existing small comparison goods retailers vacating premises there to move to Catterick Garrison.
- 7.2.3 The Retail Impact Assessment (PSD009) of the approved town centre development included an assessment of trade diversion and impact on other centres. It identifies, assuming that the proposed scheme is developed in the way outlined catering for a different retail function to Richmond town centre, i.e. with the minimal possible amount of retailing which is directly comparable to that in Richmond, the level of trade diversion from Richmond town centre (£0.72m) and resultant impact on the town centre is fairly small, at 4.6%. This trade diversion will still leave turnover in 2018 noticeably higher(10%) than in 2011 and may, in part, be offset by the development, which if it serves to complement Richmond, may help to draw more visitors into the area who may also visit Richmond town centre as part of a linked trip.
- 7.2.4 The approved development will provide for an electronic “business and tourism information point” which will provide a source of information about local businesses, tourist accommodation and facilities, services and public transport across the whole of Richmondshire. This facility will be located in the public square in the retail scheme and will be freely accessible to anyone who wants to find out more about these local services and facilities. The scheme developers will provide the information point and the Richmondshire Business and Tourism Association will provide and maintain the information database.

7.3 What does the Plan do to ensure the vitality of the centres identified in the hierarchy?

- 7.3.1 Ensuring the vitality and viability of the District’s town and service centres, defined in Policy CP9, at Richmond, Catterick Garrison and Leyburn forms an important element of the key strategic objectives(C) and local objectives (11) of the LPCS. In recognition of the role these centres have at the heart of their communities in the provision of local services including shopping, leisure, cultural activities and facilities; and; their critical importance to the economic fortunes of the District the spatial principles (SP1, SP2, SP4, SP5) of the LPCS seek the concentration of development within and related to these settlements.
- 7.3.2 The relevant sub area strategies also seek to ensure the vitality and viability of the plan areas identified centres with the CRSS promoting sympathetic town centre development within Richmond and town centre development, including the provision of major comparison goods retailing within Catterick Garrison. The LWSS also promotes further appropriate retail, business and tourism uses, environmental and infrastructure improvements and expansion of the evening economy in Leyburn.

7.3.3 Within the remaining policy framework, Policy CP9, Part 2a (Proposed Modification M038) of the LPCS seeks to ensure the vitality and viability of the Plan areas town centres of Richmond, Catterick Garrison and Leyburn by supporting appropriately scaled and considered development proposals for retail and other town centre uses which assist in maintaining and/or enhancing the town centres existing function. It also requires developments over 500 m² to demonstrate that they will not adversely impact on the role, vitality and viability of the District's town centres or on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal.

7.3.4 Policy CP9, Part 2b (Proposed Modification M038) also seeks to restrict the loss of retail uses (A1) within the primary shopping frontages of the identified town centres.

7.4 Will land be allocated in centres through future Local Plan documents to meet in full the needs for retail, leisure, office and other main town centre uses?

7.4.1 Yes, a future local plan document will allocate long term potential space for retail, leisure, offices and other main town centre uses where necessary. The LPCS policies provide a proactive approach to the provision of town centre uses which includes a complimentary strategy for the management and growth of the identified town and service centres (as discussed in response to 7.1 and 7.3). This includes the maps at appendix 7.1, which are proposed for inclusion in Core Policy CP9 (M038) to define the town centre areas, primary retail areas and primary and secondary frontages within Richmond, Catterick Garrison and Leyburn. The LPCS also identifies a broad location for suitable forms of town centre development, particularly larger format comparison stores within Catterick Garrison Town Centre which includes recently granted town centre development (PSD009) of 4.2ha on the redundant former sports ground and vacancy at existing sites provides scope for remodelling and redevelopment. The LPCS is also proactive in encouraging relevant forms of town centre development in Richmond and Leyburn reflective of their location, setting and heritage and environmental constraints that exist. Core Policy CP9 also ensures that there is a robust policy framework in place to consider applications for all main town centre uses within, on the edge of or out-of-town which includes assessing their requirement and impact to maintain and enhance the vitality and viability of the town and service centres.

Appendix 7.1

Core Policy CP9 (Town Centres)

Town Centre Maps

Richmond Town Centre

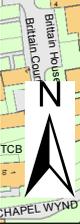
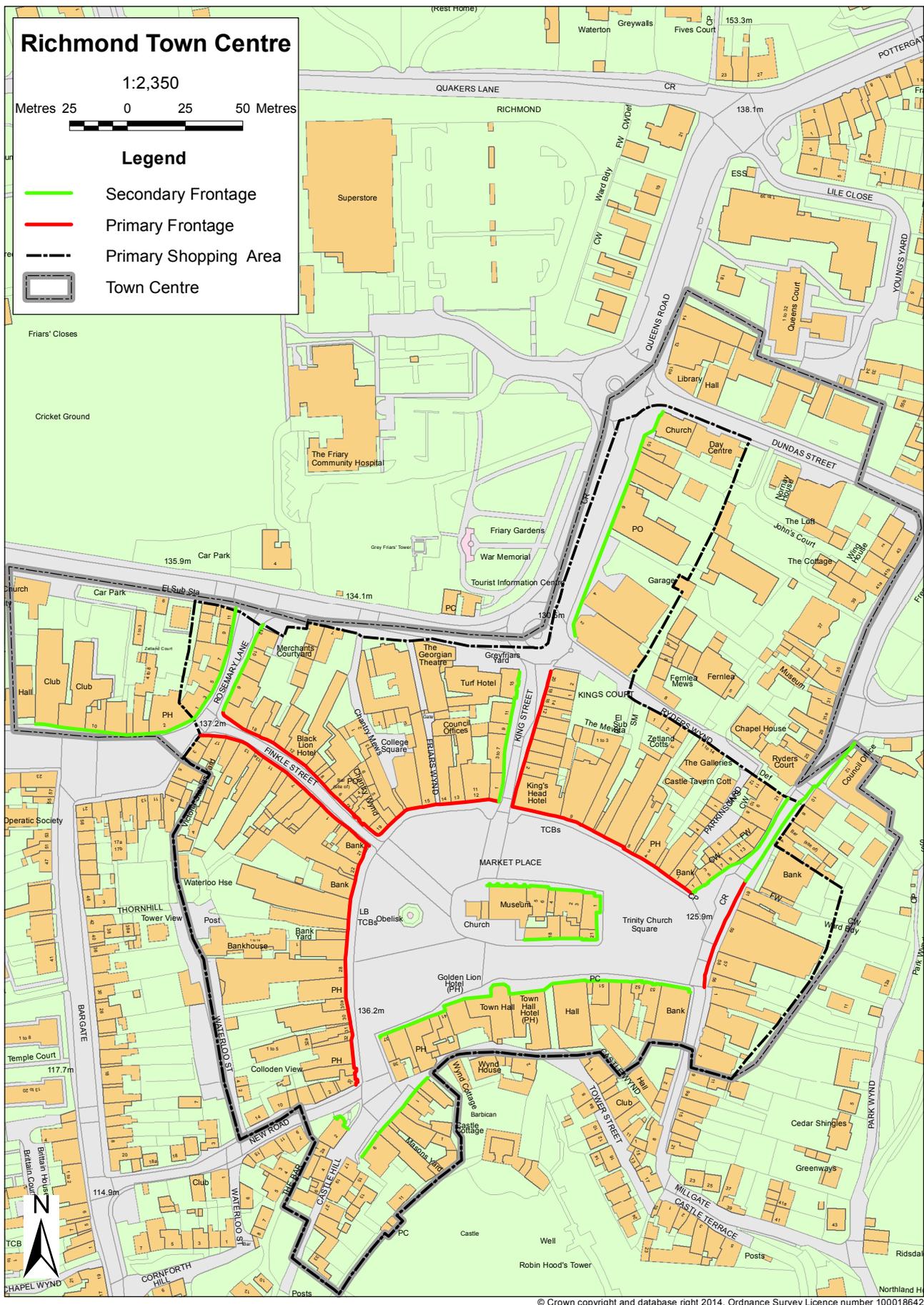
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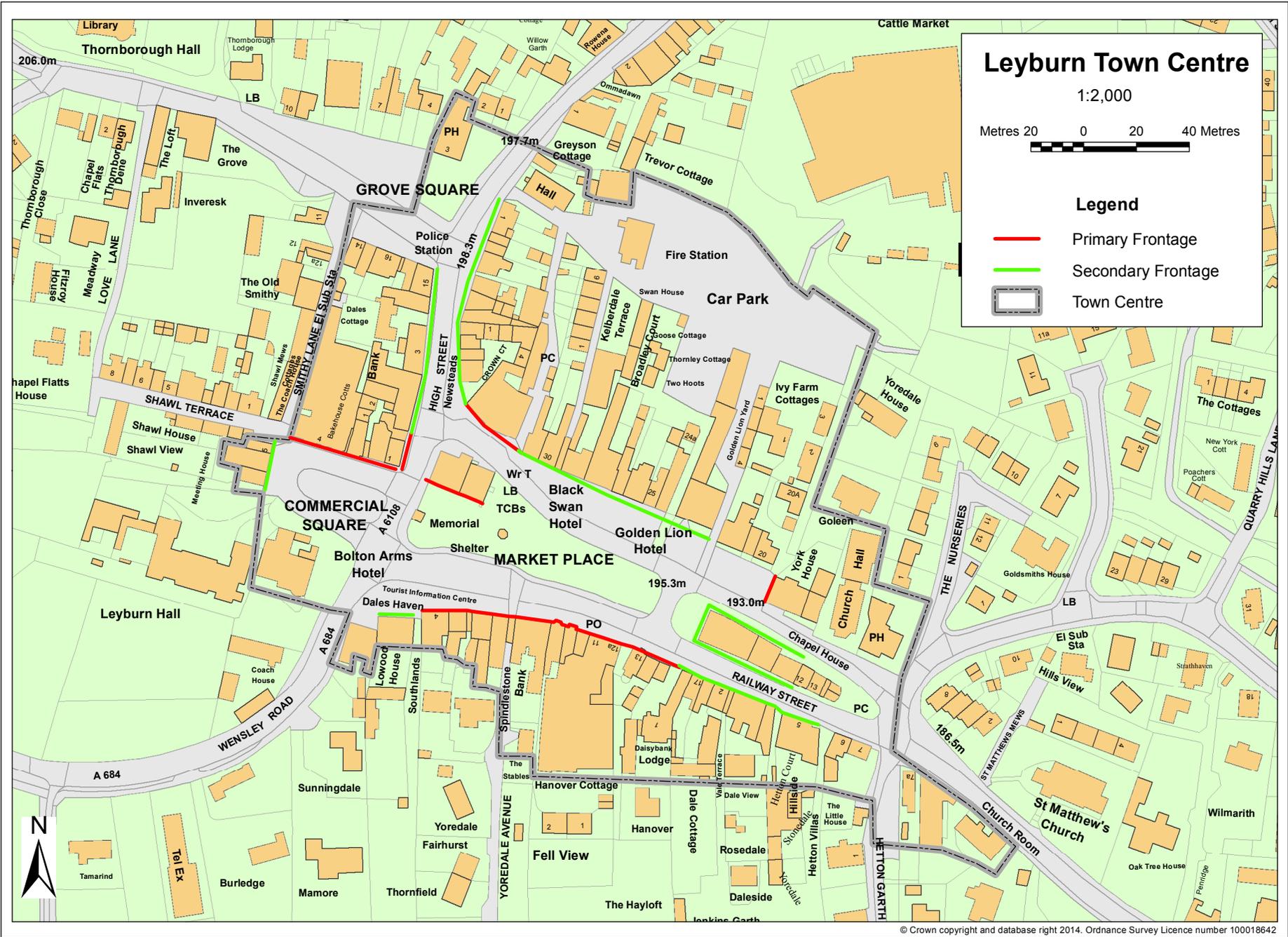
Metres 25 0 25 50 Metres



Legend

- Secondary Frontage
- Primary Frontage
- Primary Shopping Area
- Town Centre





Matter 8 – Climate Change/Sustainable Design

- 8.1 Does Core Policy CP1 provide a sufficiently positive, proactive strategy for delivering renewable and low carbon energy generation? Does paragraph 1b mean that schemes would need to cause no significant adverse visual impacts to gain the Council’s support? If so, is this more onerous than national policy? What is meant by ‘local communities’ in paragraph 1c?**
- 8.1.1 Core Policy CP1 provides a positive, proactive strategy for delivering renewable and low carbon energy (RLCE) generation by supporting and encouraging RLCE generation. Paragraph 4.1.12 within the justifying text of Core Policy CP1 highlights the need for a positive approach that is appropriate to local conditions including the mitigation of local impacts in accordance with the provisions of paragraph 97 of the NPPF. Core Policy CP1.1 a-c is concerned with the promotion of energy generation and is fundamentally based on an assessment of realistic potentials in the local area, seeking to promote these where they are viable and appropriate. It does not preclude RLCE generation in other locations outside of the identified opportunity areas where it can be demonstrated that adverse effects can be addressed. In addition the Central Richmondshire Spatial Strategy 5e directs developers to the single greatest potential for district heating in the plan area. The broad locations of search for potential developments are indicated in the Energy Opportunities Plan (Figure 22 of the Richmondshire Local Plan Renewable and Low Carbon Energy Plan, August 2012).
- 8.1.2 CP1.1b reflects both the highest landscape designations locally and the constraints that this places on the design of any RLCE installation. The Sensitivity Framework for North Yorkshire and York (2012) considered all the plan area to be at least medium and extensively high landscape and visual sensitivity. This takes in to account the long distant views of and intervisibility between adjacent nationally important landscapes in the Yorkshire Dales National Park to the west and North Yorkshire Moors National Park to the east, together with international nature conservation designations.
- 8.1.3 The National Energy Infrastructure Policy Statements (DECC, EN-1 and EN-3) do not exclude major installations in or adjacent to these locations, however they do require that their overall benefit demonstrably outweighs the impact that they have on their setting. CP1.1b aims to strike the balance between paragraphs 97 and 115 of the NPPF and particularly the detailed guidance provided regarding local criteria for inclusion in local plans by paragraph 15 of the Planning Practice Guidance for Renewable and Low Carbon Energy (CLG, 2013). The Sensitivity Framework for North Yorkshire and York (2012) supports developers to assess the significance of their proposals in this national and local context. Paragraph 4.1.8 does not exclude the prospects of RLCE installations, but anticipates that the quality of the local landscape presents significant constraints that need to be addressed in an acceptable proposal.

- 8.1.4 It is therefore not the intention of CP1.1b to require all RLCE schemes to cause no significant adverse visual impacts to gain the Council's support. Those schemes which can demonstrate that significant adverse impacts can be addressed will be supported and this could be further clarified in the policy wording as follows:

“Demonstrates that there will be no significant adverse effects that can not be mitigated on visual receptors or landscape character.....”

- 8.1.4 The reference made to 'Local communities' in Core Policy CP1.1c relates to those communities with an interest in the scheme who will be identified through a process of engagement involving the applicant, the LPA and relevant stakeholders as defined in any Statement of Community Involvement or Community Consultation submitted by the project applicant. This approach is reflective of that outlined in the Community Benefits Protocol (2011) produced by Renewables UK and approved by government.

8.2 Is Core Policy CP1, as submitted and as proposed to be modified, more onerous than national requirements in relation to Code for Sustainable Homes and BREEAM standards? What impact will this have on viability and hence delivery of the new homes and businesses needed in the district?

- 8.2.1 CP1 seeks to encourage developers to build to the highest standard that is feasible for their proposals. Development viability is a balance of all costs associated with that development and any further obligations imposed by the local planning authority must not render a scheme undeliverable. Paragraph 173 of NPPF makes this principle clear and reinforces RICS Professional Guidance that a development should provide competitive returns to a willing landowner and willing developer to enable a proposed scheme to be deliverable. The Richmondshire Economic Viability Report (TE004, 2011) returns generally high residual values across the Plan area with the exception of the centre of Catterick Garrison. Therefore, there is an expectation that, outside of Catterick Garrison, there should be no significant impact on deliverability. All viability assessments take into account a range of costs and requirements and if a proposed development demonstrably struggles to be viable with those requirements then the Council expects to review its requirements and modify them to ensure deliverability. Modification M039 takes this on board and anticipates that rating systems may well change.

8.3 What is the justification for requiring extensions to dwellings to exceed Part L of the Building Regulations? Who will determine what improvements to energy performance are reasonable?

8.3.1 The intention of CP2a is to encourage further energy efficiency improvements in homes where extensions requiring planning approval are proposed. This is consistent with CLG policy to improve the energy efficiency of buildings and using planning to protect the environment. The policy does not require Part L of the Building Regulations to be exceeded. It seeks to encourage householders to consider energy efficiency improvements beyond those required by Part L for the proposed extension in their homes. For example, to take the opportunity to replace heating or control systems at the same time as building works are being carried out. The scale and reasonableness of any additional improvements would be assessed by an energy assessor, perhaps as part of the government's Green Deal scheme or its successors. This means that it would be directly related to the payback expected of the improvements. The Council will use the planning process to identify such proposals and provide relevant information through the proposed Supplementary Planning Document.

8.4 Does the Plan do enough to deliver sustainable drainage systems?

8.4.1 Yes, following the representation received from the Environment Agency (9112-5085) on the proposed submission LPCS the Council is proposing to modify (M030) part 3d of Policy CP1. Development proposals should incorporate Sustainable Drainage Systems to minimise flood risk unless they are demonstrated to be impracticable or pose an unacceptable pollution risk. This approach is justified by appendix H of the SFRA Update (TE006) and is consistent with the NPPF (Paragraph 103) by reflecting the priority it gives to the use of sustainable drainage systems.

Matter 9 – Infrastructure

9.1 Is the Plan based on a sound assessment of infrastructure requirements and their deliverability, including expected sources of funding?

9.1.1 Paragraph 162 of NPPF emphasises the need for local planning authorities to work with ‘other authorities and providers’ to ensure sufficient infrastructure to deliver development aspirations. Those consulted included ‘specific consultation bodies’ and those relevant bodies cited under ‘Duty to co-operate’ regulations. North Yorkshire County Council as the highways and education authority, Yorkshire Water, Clinical Commissioning Group responded with details of improvements required and associated cost estimates. The Local Plan Infrastructure Delivery Plan within the Core Strategy lists the range of projects in LPCS Table 6.

9.1.2 In addition, the Council commissioned the Catterick Garrison and Surrounding Area Strategic Transport Assessment (TE003). There were four objectives to this study:

- To assess the current levels of traffic and delay on the network in the base year 2011 with an agreed baseline scenario;
- To assess the levels of traffic and delay on the network in the future assessment year 2026 with full implementation of the Local Plan;
- To propose remedial measures to ensure the local highway network can accommodate the development traffic to meet the capacity tolerances dictated by NYCC; and
- If necessary propose an optimum reduced level of development if the remedial measures do not successfully ensure that future traffic congestion in 2026 does not exceed that assessed in the 2011 baseline scenario.

9.1.3 The improvements identified in this report have been costed and factored into the draft CIL charging schedule. The scheme has also been accepted by the Local Transport Body as a high priority scheme for support through the Local Growth Fund administered by the LEP. The Council has also worked in partnership with the Highways Authority on A1 upgrade proposals. At the time the LPCS was published the A1 upgrade through the District had been cancelled, but was then later reinstated as reflected in a series of the proposed modifications to the LPCS (PSD007). Local development targets have been integrated into the requirements of the reinstated scheme.

9.2 What are the key infrastructure requirements for the Plan's successful delivery? What reassurances are there that these elements can and will be delivered when and where they are needed? Has the cost of these infrastructure elements been estimated, and funding sources identified?

9.2.1 Two main requirements were identified which would impact on delivery in the Garrison area which provides for the greatest proportion of proposed housing development:

- A6136 Improvements
- Colburn Water Treatment Works (CWTW) upgrade

A6136 Improvements

9.2.2 The Jacobs study, discussed in 9.1, identified a series of junction improvements which would provide for increased traffic movements. Ideally, those improvements should be carried out together which is the purpose of the LTB bid to the LEP. However, if unsuccessful, developer contributions would be sought through CIL to fund the improvements as sufficient monies are collected. Although not the preferred option, piecemeal delivery through CIL, will still enable the strategy to be delivered.

Colburn Waste Water Treatment Works (WWTW) upgrade

9.2.3 Yorkshire Water confirmed that there is sufficient capacity at WWTW to deliver the 5 year land supply commitments. Additional capacity and improvements to the existing water main are expected to be funded through the Yorkshire Water Asset Management Plan 6 (2015-20).

9.2.4 The local education authority has provided details on the capacity of existing schools, improvements required and likely cost of those improvements. The costs have been factored into the CIL charging schedule.

9.3 Does the Plan include strategic policies to deliver the provision of infrastructure, and plan positively for infrastructure, as required by the NPPF (notably in paragraphs 156 and 157)?

9.3.1 The LPCS plans positively for the provision of local infrastructure, by locating development in such a way as to maximise the use of existing infrastructure and its expansion where required. The strengthened District Centre, based on historic Richmond and modern facilities in Catterick Garrison will link to the upgraded A1 to greatly increase the potential for growth in the District. Core Policy CP14 provides for the delivery of strategic infrastructure.

Matter 10 – Open Space

10.1 Is Core Policy CP11 supported by a robust and up to date assessment of the needs for open space, sports and recreation facilities as required by the NPPF (particularly paragraph 73)? If not, is it justified and consistent with national policy?

- 10.1.1 Yes an assessment of needs for and supply of open space, sports and recreation facilities has been carried out. This comprises of a PPG17 assessment (2006, TE017) completed in Catterick Garrison and a settlement facilities study sporting supplement (2013, appendix 1).
- 10.1.2 The PPG17 assessment (2006, TE017) completed in Catterick Garrison identified that there was an open space, recreation and sports provision 'outside the wire' of 16.7 hectares (ha) per 1000 population. This is significantly in excess of the Fields in Trust/ NPFA minimum standards. It also identified a sports pitch supply of 2.9 hectares per 1000 population which meant in relation to Fields in Trust/ NPFA minimum standards guidance provision of 1.2 ha per 1000 population a surplus of sports pitch supply of 1.7 ha per 1000 population in the Garrison Area. The Settlement Facilities Study Sporting Supplement (2013, appendix 1) completed a comparison of the sports pitches identified ('outside the wire') in this assessment with the Active Places Power Database and the Council's Settlement Facilities Study (2011) this indicated that those pitches included in the study remain in use at the present time and therefore the results of this study are still relevant.
- 10.1.3 The settlement facilities study sporting supplement (2013, appendix 1) used Sport England tools and data which updated previous audits and assessments completed. This assessed the current level of provision of playing pitches and built sports facilities in relation to the current and the projected level of need for the plan period. This identified 43.67 ha of playing pitches which when combined with the 34.96ha identified in the Garrison area 'outside the wire' in the PPG17 Assessment results in a total current provision of 78.63 ha of playing pitches in the plan area which equates to a supply of 2.3ha per 1000 population for the plan area population not including the military population for whom 'behind the wire' facilities are provided. This means there is a surplus playing pitch supply of 1.1ha per 1000 population in the plan area against the Fields in Trust/ NPFA minimum standards guidance of 1.2ha per 1000 population. If the military population is included there is a supply of 1.8ha per 1000 population which still leaves a surplus playing pitch supply of 0.6ha per 1000 population.
- 10.1.4 The study also used Sport England's Sports Facilities Calculator (April 2013) to determine the quantity of facilities required for the projected District population at the end of the plan period when analysed against the current availability of facilities, this however did not include the facilities provided in the National Park area of the District or 'behind the wire' for the military population. It was evident that with the exception of indoor bowls facilities, which is regarded as a regional facility with one located in the nearest sub-regional centre in Darlington, there remains an over supply in the provision of swimming pools by 3.4, halls by 5.2 and artificial pitches by 0.15.

- 10.1.5 These studies demonstrate that an up to date assessment of the supply of and current and projected needs for open space, sports and recreation has been completed. They identify that there is a surplus supply of open space, sport and recreation facilities across the plan area. It is considered that this justifies the approach taken in Core Policy CP11 which is consistent with national policy and through part 3 requires all new development to make provision or contribute towards the provision of the sufficient quantity and quality of accessible and safe open space, sports and recreation facilities within the site boundary to meet identified needs of new development and expanded communities, unless the Council has approved offsite provision, enhancement or funding in lieu of provision. To guide the assessment of requirements for open space including outdoor sport and play from new development the Council will use minimum national standards for play and recreation space from the Fields in Trust 'Planning and Design for Outdoor Sport and Play' (2008), Sport England guidance and any relevant local data including the Settlement Facilities Study Sporting Supplement which will be routinely updated until such a time as the Council produces new planning policy setting local standards for open space.
- 10.1.6 Policy CP11, in accordance with national policy, through part 2 also requires the loss or change of use of open space, sport and recreational facilities to be fully justified and requires an assessment to demonstrate that the facility is redundant or no longer required; is or can no longer be made viable; demonstrate alternative provision can be made that outweighs the loss; or; the loss resulting from proposed development is replaced by a new facility which outweighs the loss and has the support of the wider community.
- 10.1.7 Policy CP11 also adopts a positive approach in regard to the provision of open space, sports and recreation facilities by supporting proposals which help create, protect, retain or enhance these facilities subject to justified criteria.

Appendix 10.1

**Settlement Facilities Study – Sporting
Facilities Supplement 2013**



1.0 Introduction and Context

- 1.1 This document uses Sport England tools and data to determine the current level of provision of sports facilities and playing pitches in the plan area and assesses the quantity of provision in relation to the level of growth anticipated through the Council's Proposed Submission Local Plan Core Strategy.
- 1.2 Richmondshire is a rural and sparsely populated District. The Census (2011) ranks Richmondshire as the fourth most sparsely populated District in England and Wales. DEFRA (2009) mapping classified the District as a Rural-80 which is districts with at least 80 percent of their population in rural settlements and larger market towns. Around 60% of the District's land area of 131,867 hectares (509 square miles) is located within the Yorkshire Dales National Park, who are the responsible planning authority for that area. The majority of the District population (86%) resides within the plan area. Within the plan area around a quarter of the population (10,500) are military personnel and dependents.
- 1.3 The rural setting and location of the District means that in addition to the built sports facilities, playing pitches and open spaces residents have access to one of England's most picturesque, visited and highly regarded natural environments for exercising and sporting purposes such as walking, cycling, running and numerous outdoor pursuits such as angling. The District has a cycle path link between the principal towns of Richmond and Catterick Garrison and also contains a fully signposted section of the Yorkshire stage of the 2014 Tour De France. It also offers access to numerous miles of footpaths and bridleways including a section of the coast to coast route which are used by locals and visitors alike.

2.0 Participation

- 2.1 Active People Survey (2011/12) indicates that 39.5% of the District population participate in 30 minutes or more, moderate intensity sport in a week. This places Richmondshire in the highest quartile nationally.
- 2.2 Table 1 uses data from Sport England's Active People Survey 2011/12 to outline the level of participation in sport within the District in comparison to nationwide participation. In summary it is evident that participation in sport within the District at least once a week and three or more times a week is significantly above the national average by 3.5% and 5.6% respectively. In terms of changes in sports participation levels those who have participated in more sport in the last 12 months is 2% below the national average and those who have maintained the same level of sports participation is 2.1% above the national average. Those participating in any organised sport is marginally (0.8%) below the national average and those volunteering in any form is 4.9% above the national average.

Participation Type	Richmondshire	England
	2011/12 (APS6)	2011/12 (APS6)
Sports participation - At least once a week	39.5%	36.0%
Sports participation - Three (or more) times a week	22.9%	17.3%
Sports participation - Some, but less than three times a week	21.2%	25.4%
Sports participation - Any sport	48.1%	48.9%
Sports participation - No sport	51.9%	51.1%
Sport and active recreation (NI8) - Three (or more) times a week	32.0%	22.9%
Changes in sport participation levels in last 12 months - More sport	21.6%	23.6%
Changes in sport participation levels in the last 12 months - Same	53.2%	51.1%
Changes in sport participation levels in the last 12 months - Less sport	25.2%	25.3%
Would like to do more sport - Overall latent demand	54.6%	55.4%
Would like to do more sport - Currently active	29.6%	30.0%
Would like to do more sport - Currently inactive	25.0%	25.4%
Participation in organised sport - Any organised sport	34.6%	35.4%
Participation in organised sport - Club membership	18.6%	22.8%
Participation in organised sport - Coaching or tuition	21.7%	16.8%
Volunteering - Any volunteering	18.9%	14.0%

Table 1: Level of Sports Participation within Richmondshire District (Sport England Active People Survey 2011/12)

3.0 Overall Provision

- 3.1 Sport England's Active Places Power Database indicates that there are 127 operational sports facilities in the District, of which it states 93 are widely accessible to the public through various means, however 34 of the facilities are restricted to private use. Further analysis of these facilities indicates that 13 are owned and used by schools (Local Authority) and the remaining 21 were under the ownership of the MOD. Of the facilities owned by the MOD comparison with the PPG17 Assessment (2006) completed in the Garrison Area would indicate that only 4 of these MOD facilities do not offer any form of public access and are as termed in the study located 'inside the wire'.
- 3.2 The Settlement Facilities Study (2011) completed by the Council in the plan area and informed by a Sporting Facilities & Indoor Activities Audit (2010). listed the leisure facilities and clubs located in each settlement and this includes additional sports pitches and facilities not identified on the active places database such as village halls and community halls/centres which are used for sporting purposes. Sport and exercise activities that take place within the plan areas village/community halls include Badminton, Table Tennis, Karate, Dancing, Wrestling, Yoga, Aerobics, Pilates and Indoor Football.
- 3.3 The following table, using information obtained from the Active Places Power Database and the Council's Settlement Facilities study, details the number of facilities located in the plan area that are available to the public through various means, excluding those located in Catterick Garrison identified in the PPG17 Assessment.

Facility Type	Total Public - Plan Area	Total Facilities - Public - Plan Area
Artificial Grass Pitch	2 Pitches	2
Athletics Tracks	0	0
Golf	75 Holes	5
Health and Fitness Suite	194 Stations	7
Sports Hall	26 Courts	9
Village Halls / Halls– In use for Sport/ Exercise	29 Halls	29
Squash Courts	N/A	1
Studio	6 Studios	6
Swimming Pool	16 Lanes	6
Full Size Football Pitch	20 Pitches	18
Junior Football Pitch	15 Pitches	13
Senior Rugby Pitch	5 Pitches	3
Junior Rugby Pitch	4 Pitches	3
Cricket Pitch	12 Pitches	12
Hockey Pitch	1 Pitch	1
Archery Field	1 Field	1
Total		116

4.0 Playing Pitches

4.1 In terms of playing pitch provision in the plan area a PPG17 Assessment in the Catterick Garrison area was completed in 2006 to support an outline application for a proposed town centre development in Catterick Garrison which included the loss and redevelopment of the Central Sports Ground deemed surplus to requirements by the MOD. This assessment outlined in table 5.1 using the NPFA minimum standards guidance of 1.2 ha of sports pitch per 1000 population that there was a current sports pitch supply of 2.9 hectares per 1000 population which meant a surplus of sports pitch supply of 1.7 hectares per 1000 population in the Garrison Area.

4.2 The assessment concluded that existing levels of sports pitches and other outdoor sport facilities in the Garrison are significantly in excess of minimum standards set by NPFA. It also recommended offsetting the loss of the Central Sports Ground against improvements to existing sports pitches which the study had shown the quality to be average to poor. Three options were proposed which the MOD will decide upon which will ensure high quality sports pitch provision 'outside the wire' at Catterick Garrison.

A comparison of the sports pitches identified ('outside the wire') in this assessment with the Active Places Power Database and the Council's Settlement Facilities Study (2011) has indicated that those pitches included in the study remain in use at the present time and therefore the results of this

4.3 study are still relevant.

- 4.4 The table on the previous page identifies the number of playing pitches available to the public not located in the rest of the plan area and not located in the Garrison Area identified in the PPG17 Assessment. There are a total of 51 playing pitch facilities or a total of 58 individual pitches. The total area of these playing pitches is 43.67 hectares. Appendix One outlines the name, location and size of each pitch/ facility.
- 4.5 When the 43.67 hectares (ha) of playing pitches identified here are combined with the 34.96ha identified in the Garrison area 'outside the wire' in the PPG17 Assessment it is evident that there is a total current provision of 78.63 ha of playing pitches in the plan area which equates to a supply of 2.3ha per 1000 population for the plan area population not including the military population for whom 'behind the wire' facilities are provided. This means there is a surplus playing pitch supply of 1.1ha per 1000 population in the plan area against NPFA minimum standards guidance of 1.2ha per 1000 population. If the military population is included there is a supply of 1.8ha per 1000 population which still leaves a surplus playing pitch supply of 0.6ha per 1000 population.
- 5.0 Built Sport Facilities
- 5.1 The District population, as identified in the Local Plan Core Strategy is estimated to increase by almost 5% from a current population estimate of 50,360 to 52,820. Using Sport England's Sports Facilities Calculator (April 2013) It is evident in the table below that when the quantity of facilities required for this level of population is analysed against the current availability of facilities then with the exception of indoor bowls facilities there remains an over supply in the provision of swimming pools, halls and artificial pitches. There is an indoor bowls centre located within the nearest urban area at Darlington which can be accessed by public transport from within the Plan Area.
- 5.2 The table below demonstrates the level of provision in relation to the whole District population and therefore includes the National Park population estimated at 7,050 whilst the facilities located outside the plan area in the National Park have not been included in those listed. The District wide population figure used also includes a military population estimated at 10,500 who also have access to facilities located 'inside the wire', specifically halls and artificial pitches as outlined in PPG17 Assessment. The halls list also excludes the 29 village / community halls in the plan area which are used for sporting and exercise purposes.

Table outlining number of facilities in District in Active Places Power Database compared with Sports Facilities Calculator Results

Facility Type	Sports Facilities Calculator Results for Expected growth from 50,360 to 52,820 (5%)	Facilities (listed in Active Places Power Database)	Total No of Facilities (listed in Active Places Power Database)	Over/Under Provision
Swimming Pools		ACTIVE LIFE HEALTH CLUB Learner/Teaching/Training CATTERICK LEISURE CENTRE Main/General CATTERICK LEISURE CENTRE Main/General CATTERICK LEISURE CENTRE Learner/Teaching/Training RICHMOND SWIMMING POOL Main/General RICHMOND SWIMMING POOL Learner/Teaching/Training	0 Lanes / 1 Pool 6 Lanes / 1 Pool 4 Lanes / 1 Pool 0 Lanes / 1 Pool 6 Lanes / 1 Pool 0 Lanes / 1 Pool	
	10.37 Lanes/2.59 Pools / 550.17 Sq m		16 Lanes / 6 Pools	+5.63 Lanes / +3.41 Pools
Halls		CATTERICK LEISURE CENTRE Main Sports Hall COLBURN HEALTH AND RECREATION CENTRE Activity Hall COLBURN HEALTH AND RECREATION CENTRE Activity Hall MIDDLETON TYAS C OF E PRIMARY SCHOOL Activity Hall RICHMOND SCHOOL Main Sports Hall RISEDALE SPORTS & COMMUNITY COLLEGE Main Sports Hall RISEDALE SPORTS & COMMUNITY COLLEGE Activity Hall ST FRANCIS XAVIER SCHOOL Main Sports Hall THE WENSLEYDALE SCHOOL Activity Hall	6 Courts / 1 Hall 2 Courts / 1 Hall 0 Courts / 1 Hall 2 Courts / 1 Hall 6 Courts / 1 Hall 4 Courts / 1 Hall 1 Court / 1 Hall 4 Courts / 1 Hall 1 Court / 1 Hall	
	15.20 Courts / 3.80 Halls		26 Courts / 9 Halls	+10.8 Courts / + 5.2 Halls
Indoor Bowls		*Outdoor Bowls Green in Richmond (Indoor in Darlington)		
	3.67 Rinks / 0.61 Centres		0 Rinks / 0 Centres	-3.67 Rinks / -0.61 Centres
Artificial Pitches		RICHMOND SCHOOL Artificial Grass Pitch THE WENSLEYDALE SCHOOL Artificial Grass Pitch	1 Pitch 1 Pitch	
	1.85 Pitches		2 Pitches	+0.15 Pitches

References

Sport England's Active Power Places Database
Sport England Sports Facilities Calculator
RDC Settlement Facilities Study (2011)
Catterick Garrison Town Centre PPG17 Assessment Study (2006)
Sport England Active People Survey
FIT Planning and Design for Outdoor Sport and Play (NPFA)
ONS Census (2011)
Local Research

Appendix 1: Table outlining Playing Pitches in Plan Area excluding those in Catterick Garrison identified in PPG17 Assessment (Appendix 2)

Site Name	Pitch Size (ha)	Facility Type	Facility Sub Type	Pitch No	Facility No
BARTON PLAYING FIELD	1.5	Grass Pitches	Full sized Football, Junior Football, Cricket	4	3
BARTON PRIMARY SCHOOL	0.63	Grass Pitches	Junior Football	1	1
BELLERBY FOOTBALL FIELD	0.25	Grass Pitch	Full sized Football	1	1
CATTERICK VILLAGE SPORTS FIELD	3.5	Grass Pitches	Full sized Football, Junior Football, Cricket	4	3
CLIFFE CRICKET GROUND	0.89	Grass Pitches	Cricket	1	1
COLBURN COMMUNITY HEALTH AND RECREATION CENTRE	1.9	Grass Pitches	Full sized Football, Junior Football	2	2
EARLS ORCHARD	1.5	Grass Pitches	Full sized Football	1	1
EASBY LOW ROAD (RICHMOND MAVERICKS)	1.4	Grass Pitches	Full sized Football	1	1
ERYHOLME CRICKET GROUND	0.91	Grass Pitches	Cricket	1	1
FERRAND PARK	1.1	Grass Pitches	Full sized Football, Junior Football	2	2
GILLING WEST FOOTBALL FIELD	0.54	Grass Pitches	Full sized Football	1	1
HARTFORTH LANE FOOTBALL FIELD	1.9	Grass Pitches	Full sized Football, Junior Football, Cricket	3	3
HONEY POT ROAD SPORTS FIELD	1.9	Grass Pitches	Full sized Football, Junior Football, Cricket	3	3
KNEETON LANE FOOTBALL FIELD	1.4	Grass Pitches	Full sized Football	1	1
MIDDLEHAM SPORTS FIELD	1.5	Grass Pitches	Full sized Football, Cricket	2	2
MIDDLETON TYAS C OF E PRIMARY SCHOOL	0.35	Grass Pitches	Junior Football	1	1
MIDDLETON TYAS CRICKET CLUB	0.78	Grass Pitches	Cricket	1	1
NORTH COWTON PLAYING FIELD	0.57	Grass Pitches	Full sized Football	1	1
REDMIRE FOOTBALL PITCH	1.1	Grass Pitches	Full sized Football	1	1
RICHMOND SCHOOL	4.99	Grass Pitches	Full sized Football, Junior Football, Cricket, Senior Rugby League, Junior Rugby Union/League	5	5
RICHMONDSHIRE CRICKET CLUB	1.72	Grass Pitches	Cricket	1	1
RICHMONDSHIRE RUGBY CLUB	1.7	Grass Pitches	Senior Rugby Union	2	1
SCORTON ARCHERY FIELD	0.58	Grass Pitches	Archery	1	1

SCORTON PLAYING FIELD	0.54	Grass Pitches	Full sized Football	1	1
SCORTON VILLAGE GREEN	0.78	Grass Pitches	Cricket	1	1
SPENNITHORNE FOOTBALL FIELD	0.34	Grass Pitches	Full sized Football	1	1
SPENNITHORNE & HARMBY CRICKET CLUB	0.67	Grass Pitches	Cricket	1	1
ST FRANCIS XAVIER SCHOOL	2.5	Grass Pitches	Full sized Football, Junior Football	3	2
THE WENSLEYDALE SCHOOL	2.5	Grass Pitches	Full sized Football, Junior Football, Hockey	4	3
VILLAGE GREEN FOOTBALL GROUND	0.88	Grass Pitches	Full sized Football	1	1
VILLAGE GREEN CRICKET GROUND	0.91	Grass Pitches	Cricket	1	1
WENSLEYDALE RUFC (CAWKILL PARK)	1.94	Grass Pitches	Senior Rugby Union, Junior Rugby Union	4	2
TOTAL	43.67			58	51

Appendix 2: Annex from Catterick Garrison PPG17 Assessment (2006) illustrating Playing Pitches

Annex D: Open Space, Sport and Recreation Facilities located 'outside the wire' within Catterick Garrison

Category	Ref	Name and Address	Quantity	Size (ha)	Usage Arrangement
Sports Pitches	CSG	Central Sports Ground, Gough Road	1 grassed cricket pitch; 2 football pitches changing rooms and a stand for spectators	2.0	Formal Arrangement
	SP01	Pitches adjacent to Gaza Barracks, Richmond Road	2 Large Grass Pitches	4.99	Unlimited
	SP02	Smuts Rd	Rugby pitch, with significant parking.	2.76	Unlimited
	SP03	Richmond Rd	2 Football pitches, plus extra space, Almond Football Youth Project	4.66	Unlimited
	SP04	Wavell Rd	2 Football pitches and adjacent open space.	3.01	Unlimited
	SP05	Wavell Rd	2 Football pitches, 2 Rugby pitches. Changing rooms.	5.01	Unlimited
	SP06	Pitches opposite HQ, west of Scotton Road, south of Segrave Road	Football Pitches - 2 large, 4 small, with some parking.	2.17	Unlimited
	SP07	Pitches, Robertson Rd	Synthetic turf pitch, Football Pitch, Rugby Pitch, sports pavilion, children's play area	5.04	Unlimited
	SP08	Bying Rec and Earls Orchard, Hipswell, DL9 4DL	2 Football Pitches	1.28	Pay and Play
	SP09	Jeffs Playing Fields, DL9 4AZ	1 Football Pitch with changing facilities	0.52	Formal Agreement
	SP10	West of Richmond Rd, opp. Warwick Close, Richmond Rd	Football Pitch, Rugby Pitch. Facility for cycle parking.	3.52	Unlimited
			Total	34.96	

