

Richmondshire Local Development Framework

Additional Core Strategy Consultation: Control and release of sites for development

The Richmondshire Local Development Framework (LDF) will replace the current Local Plan 2001 as the statutory local development plan for that part of the District outside of the Yorkshire Dales National Park. The LDF Core Strategy, which sets out overarching principles for the scale, location and content of development, is nearing completion. It has been developed and refined through the following stages and public consultation:

- Issues and Options (November 2009)
- Preferred Core Strategy (July 2010)
- Local Strategy Statement (February 2011)

The expected changes to the plan making system and additional ingredients, such as Neighbourhood Plans and the draft National Planning Policy Framework (NPPF), means we should modify our approach to ensure that there are no delays in the Council's ability to assess the suitability of individual site proposals, and to help steer consideration of the best direction of growth around the main towns. We had planned to do this through a separate Development Plan Document, but this would require some time to prepare the detailed designation of sites and formal adoption processes. We now think it is important for the Core Strategy to give as much guidance as possible because if we do not do this now, then development risks proceeding haphazardly.

This consultation document presents an additional Core Policy and further detailed settlement guidance for Richmond, the Garrison Area and Leyburn. The new Core Policy CP14 (Control and Promotion of Site Release) provides guidance to the Council, local communities, and developers on site promotion and selection to facilitate development, provide a context for neighbourhood planning and support the preparation of future detailed site allocations plans. In addition to CP14, we are also proposing to supplement the Core Strategy's Sub Area Strategies with settlement specific guidance on the strategic direction of development in the main settlements of Richmond, Leyburn and the Garrison Area. This takes the form of settlement diagrams indicating preferred strategic locations for development

Views on this consultation document are welcome from everyone. Comments are requested back by **Friday 28th October 2011** in writing or email to the addresses below. Some key questions are identified in the grey text boxes, but please feel free to comment on any aspect. Please ask if you would like this document in a different format or language.

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Core Policy CP14 : Control and Promotion Of Site Release

1.0 Introduction

- 1.1 The Local Development Framework (LDF) has a key role in helping to deliver the priorities of the Council and its partners by facilitating development which meets local needs, for example the provision of housing (in particular more affordable housing). It is essential for the plan's implementation that individual development sites, which are consistent with and help to deliver the LDF Core Strategy are encouraged and supported to come forward. Core Policy CP14, therefore, provides guidance on site promotion and selection to facilitate development, provide a context for neighbourhood planning and support the preparation of future detailed site allocations plans.

Facilitating Needed Development

- 1.2 There is a continuing impetus to meet needs for development for housing or employment driving the need to identify specific sites. Facing this is a possible significant delay until the site allocations plan can be prepared and adopted. The LDF Core Strategy establishes the strategic principles to guide change in the plan area, such as the scale and distribution of development. Further components of the LDF, in particular the site allocations plan, will provide detail to flesh out the strategy. But, the ability to meet immediate needs, or to make pressing decisions on planning applications, should not be frustrated by the time taken to prepare detailed elements of the LDF.

Strategic Guidance for Neighbourhood Planning

- 1.3 Neighbourhood level planning and local ownership of decisions will require specific support and encouragement. This needs clear guidance which links the plan area-wide development plan to support community planning initiatives, wherever they may come forward, and encourage development and change consistent and complementary with its wider context.

Strategic Guidance for Other Development Plan Documents

- 1.4 The LDF's site based local plan documents will benefit from the strong steer about how the Core Strategy's strategic principles can be translated into the most appropriate site allocations.
- 1.5 Core Policy CP14 provides the essential working approach to promote needed development where it is appropriate and to guide determination of related planning applications from adoption of the Core Strategy and the preparation of any later site allocations plan. CP14 supports the broad strategic approach to the scale and spatial distribution of the development with reference to the roles of settlements in which development is proposed as defined in Spatial Principle SP1.
- 1.6 The criteria in this policy guide decision making by addressing locational issues including infrastructure availability, local environmental impact and any settlement and area specific guidance. Location criteria seek to ensure that development is well-related to an existing settlement. They express a preference for locations within the existing settlement, before supporting development in locations adjacent to it. They also seek that existing

infrastructure either has capacity, or extra capacity or facilities will be provided. Environmental criteria ensure that locally important matters, such as open spaces or flooding risks, are appropriately taken into account. Detailed guidance is also included in the Core Strategy Sub Area Strategies (Section 3) for specific settlements where significant change or pressures for change are anticipated.

Core Policy CP14: site promotion and selection

Support (including the granting of planning permission) will be given to proposals for development, and allocations will be made within a site allocations plan, in cases where all the following apply (and where such development is also acceptable in terms of all other relevant LDF policies):

- a. where proposals reflect and deliver:**
 - i. the strategy for the future development of the plan area, in particular in terms of the scale and distribution of development defined by Spatial Principles SP1, SP4 and SP5;**
 - ii. sustainable development in accordance with Core Policy CP6, and consistent with national guidance relating to the achievement of sustainable development and communities;**
 - iii. the settlement or location specific guidance contained in the Sub Area Strategies (Core Strategy Section 3);**
 - iv. development which provides for the social and economic needs of the local community;**
 - v. the expressed preferences of the local community about the form and location of development in each settlement, including any advanced through Neighbourhood Planning processes;**
 - vi. any Supplementary Planning Document guidance (including masterplans) concerning detailed matters relating to the design or other aspects of the development;**
- b. where, in terms of location and infrastructure capability, development is:**
 - i. in, or if suitable opportunities do not exist within, adjacent to, the existing settlement. Where Development Limits are**

- defined on the Proposals Map, opportunities for development should be sought firstly within those Limits;**
 - ii. accessible and well related to existing facilities;**
 - iii. accessible by public transport, or provision of additional services would be viable;**
 - iv. within the capacity of existing infrastructure, or it can be demonstrated that necessary additional infrastructure will be provided;**
- c. where development is consistent with the requirements of Core Policies CP2, CP8 and CP12, and would not:**
- i. impact adversely on the character of the settlement or its setting, including important open spaces and views; listed buildings or locally important buildings; Conservation Areas and the character of the landscape;**
 - ii. lead to the loss, or adverse impact on, important nature conservation or biodiversity sites;**
 - iii. result in the loss of locally important open space or, in the case of housing and employment, other locally important community facilities (unless adequately replaced);**
 - iv. be located in areas of flood risk or contribute to flood risk on neighbouring sites.**

2.0 Options considered and rejected

CP14A No Core Strategy guidance to facilitate development

- 2.1** This approach assumes that detailed guidance required to determine specific development proposals would continue to be provided by the Richmondshire Local Plan (2001) and not replaced until the site allocations plan had been produced. Detailed policies would take at least two years to produce. In this time Local Plan policies risk being challenged as out of date and will provide insufficient choice of sites to meet current and future needs and demands.

3.0 What do you think about Core Policy CP14?

- a. Do you agree with the need for clear policy guidance to facilitate development in the Plan Area? If not, why not?
- b. What changes would you suggest to the site selection and promotion criteria proposed in Core Policy CP14?
- c. Do you agree with the rejection of no need for Core Strategy guidance to facilitate development? If not, why not?
- d. Any other comments on the proposed Core Policy CP14?

4.0 Specific Settlement Guidance in Sub Area Strategies

4.1 The guidance proposed here is designed to modify the sub area strategies originally set out in the Local Development Framework Preferred Core Strategy published in July 2010. Paragraph numbers refer to this previous document. In addition to providing guidance, these changes now reflect the unlikely potential for major expansion of the Catterick Garrison military base following recent parliamentary announcements.

4.2 Chapter 5 : The Central Area

The following changes are proposed to augment Core Policy CP14 and provide directional guidance for strategic development in Richmond and the Garrison Area.

- Paragraph 5.4: Delete The Hipswell, Scotton and Colburn Area Action Plan and Central Area Spatial Strategy 2 (CASS2)
- Paragraph 5.3.4: Amend The Central Area Spatial Strategy (CASS1) by deleting the first four bullet points and adding:

The Central Area Spatial Strategy (CASS)

Reflecting Spatial Principle SP2 (Sub Areas), the Central Sub Area Spatial Strategy will comprise the following elements:

Support will be given for development which:

- **provides housing and employment in accordance with Spatial Principles SP4 and SP5 and of a scale and location reflecting the distinct roles of the settlements in the area.**
- **ensures that the necessary infrastructure is provided to support development within the area.**

- encourages the complementary development of Richmond and Hipswell/Scotton/Colburn
- sustains the different but complementary town centre roles, including provision of major comparison goods retailing at the Garrison Town Centre, and developing more specialist or niche markets in Richmond Town Centre
- promotes the shared provision of services and facilities

Richmond

Support will be given for development which maintains the vitality and viability of the town centre, through encouragement of further appropriate retail and business uses, environmental and infrastructure improvements

New development in the town will, as far as reasonably practicable be on existing vacant and previously developed sites in the built-up area of a scale and in a location which reflects the significant landscape and infrastructure constraints

The strategic growth needs of Richmond will be met in the Garrison Area because of the limited opportunities for development in the immediate vicinity of the town. See Diagram 5.1 below.

Hipswell, Scotton and Colburn

Support will be given for development which:

- encourages the vitality and viability of the Garrison Town Centre
- enhances the viability of existing facilities and integration of the military and non-military communities
- enables military related activities at Catterick Garrison main site, in terms of the operation of existing or future military units and provision for military personnel and their families

The main location for development supporting the strategic growth of the town will be in the area indicated on Diagram 5.2

New development will, as far as reasonably practicable:

- proceed south eastwards from the Garrison Town Centre within the area defined on Diagram 5.2, subject to the demonstrable availability of suitable sites
- be prioritised on existing vacant and previously developed sites in the built-up area

- **enhance the existing employment areas in Colburn / Walkerville**
- **maintain and enhance the separate identities of Hipswell, Scotton and Colburn**
- Add new paragraphs to the justification to read:

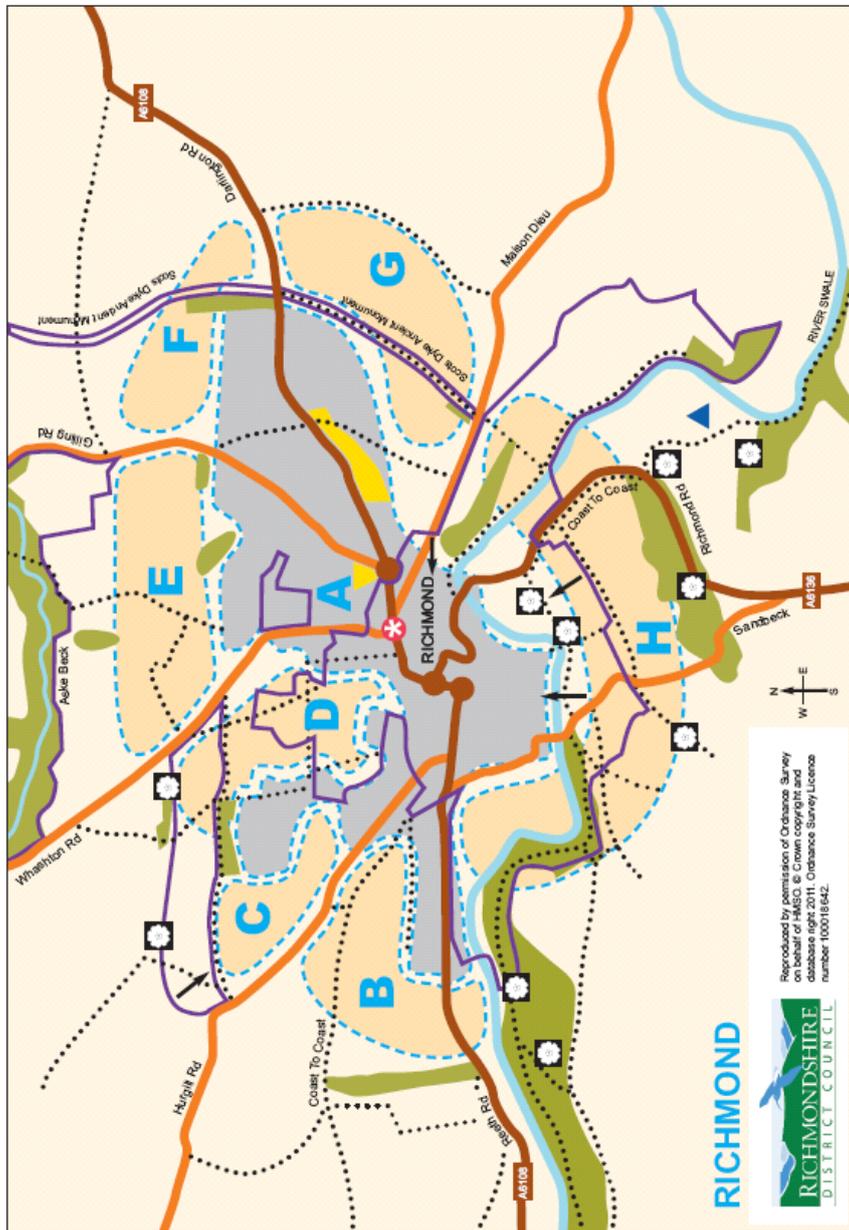
In accordance with Policy CP14, broad locational guidance for new development is considered appropriate at this stage to help facilitate growth and so as not to cause delays to development proceeding.

In Richmond built-up area there is limited scope for new housing and employment, but where opportunities do exist these are the priority and focus for new development as they are most sustainable. All areas around Richmond have been assessed for new development in the context of the constraints and there are no suitable areas for strategic development. These are illustrated where possible on Diagram 5.1. As a result, the development needs of Richmond will be met in the neighbouring Garrison Area.

The Garrison Town Centre development in the Hipswell, Scotton and Colburn area provides the key focus for strategic housing and economic development in Richmondshire. All areas around Hipswell, Scotton and Colburn have been assessed for new development in the context of the constraints and opportunities for development. The assessment supports a “town centre first” strategy, which prioritises development within the built-up area adjacent to the town centre and extending south eastwards from there into an area of greenfield land. Development in this area is well located in the existing landscape and complements the existing settlement pattern. High quality and well landscaped development in this area would maintain the existing green corridors along Sour Beck. This area also benefits from several access points to the existing road network and is not seriously affected by flooding. The overall approach creates the opportunities to better integrate all communities in this area including military personnel and families. It also addresses key infrastructure requirements, in particular important junction improvements on the A6136, between Scorton crossroads and the town centre.

- Insert Diagram 5.1 for Richmond and Diagram 5.2 for Hipswell, Scotton and Colburn

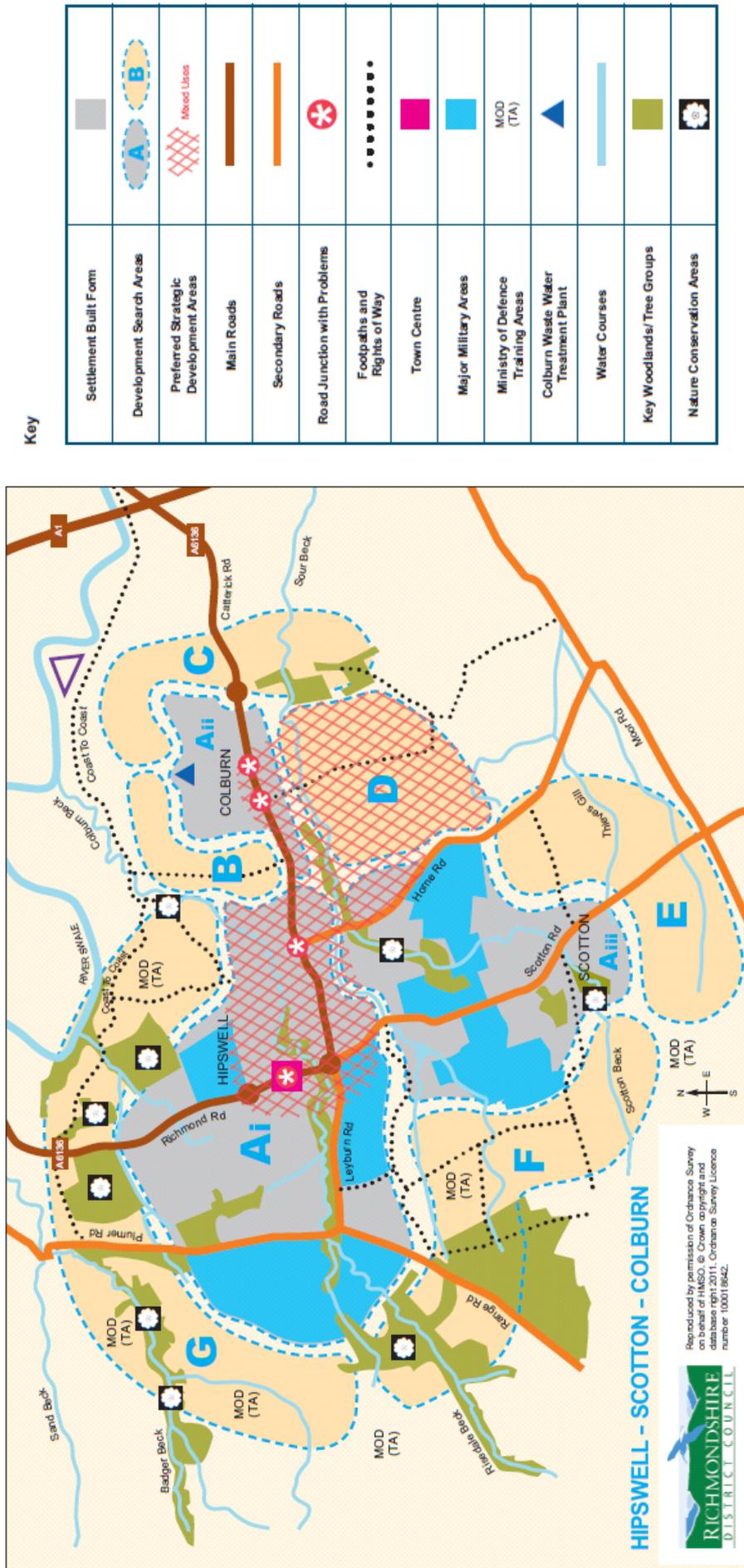
Diagram 5.1 : Potential Strategic Directions of Development in Richmond



Key

Settlement Built Form	Grey square
Development Search Areas	Blue dashed outline with 'A' and 'B' labels
Main Roads	Thick orange line
Secondary Roads	Thin orange line
Road Junction with Problems	Red star symbol
Footpaths and Rights of Way	Dotted black line
Water Courses	Light blue line
Key Views	Black arrow
Key Woodlands /Tree Groups	Green shaded area
Nature Conservation Areas	Light green shaded area
Richmond Waste Water Treatment Plant	Black square with white flower symbol
Historic Areas	Purple outline
Schools	Yellow square

Diagram 5.2 : Potential Strategic Directions of Development in Hipswell, Scotton and Colburn



- Add to the box after paragraph 5.5.2 - CASS: Central Area Options:

Option CASS1E: Alternative Strategic Directions of Development

Potential broad areas around the towns have been considered for strategic growth and rejected for the following main reasons:

Richmond

Strategic Area (Diagram 5.1)	Reasons for Rejection
B West below Hurgill Rd	<ul style="list-style-type: none"> • Poor access • Nature conservation • Steeply sloping • Unlikely availability
C West above Hurgill Rd	<ul style="list-style-type: none"> • Poor access • Steeply sloping • Nature conservation
D North West	<ul style="list-style-type: none"> • Poor access • Steeply sloping • Nature conservation • Richmond setting
E North	<ul style="list-style-type: none"> • High ground breaching skyline • Setting of registered historic park and garden • Richmond Racecourse conservation area • Unlikely availability
F North East	<ul style="list-style-type: none"> • High ground breaching skyline • Setting of registered historic park and garden • Scots Dyke scheduled ancient monument • Distant from town centre
G East	<ul style="list-style-type: none"> • Scots Dyke scheduled ancient monument • Distant from town centre
H South	<ul style="list-style-type: none"> • Scots Dyke scheduled ancient monument • Distant from town centre • Richmond setting and conservation area • Unlikely availability • Flood plain • Scots Dyke scheduled ancient monument

Hipswell, Scotton and Colburn

Strategic Area (Diagram 5.2)	Reasons for Rejection
B West and North West of Colburn	<ul style="list-style-type: none"> • Retain the character and distinctiveness of Colburn and Hipswell. • Green wedge/open space amenity and enjoyment of the public footpath and the Coast to Coast path.
C North and East of Colburn	<ul style="list-style-type: none"> • Distant from the town centre. • Adverse impact on the settlement form.
E South and South East of Scotton	<ul style="list-style-type: none"> • Western part is intensively used by the MOD for training purposes and will not be released for alternative uses. • Poor access. • Distant from the town centre.
F West of Scotton	<ul style="list-style-type: none"> • Intensively used by the MOD for training purposes and will not be released for alternative uses. • Poor public transport. • Adverse impact on known nature conservation sites.
G West and North of Hipswell	<ul style="list-style-type: none"> • Western part is intensively used by the MOD for training purposes and will not be released for alternative uses. • Difficult access to western parts through MOD development. • Adverse impact on known nature conservation sites.

4.3 Chapter 6. Lower Wensleydale

The following changes are proposed to augment Core Policy CP14 and provide directional guidance for strategic development in Leyburn.

Paragraph 6.8: Lower Wensleydale Spatial Strategy (LWSS)

- Amend the second bullet point to read:

Further housing and employment development in the town in accordance with Spatial Principles SP4 and SP5 will be of a scale and location which reflects the role of the town in its sub area and in relation to serving the National Park.

- Add a new third bullet point to read:

Whilst the preference for new development will be on existing vacant and previously developed sites in the built-up area, the preferred direction of strategic growth is in the area to the north and north west of the town for housing and to the south east for industry and commerce, as indicated on Diagram 6.

- Add new paragraphs to the justification to read:

In accordance with Policy CP14, broad locational guidance for new development is considered appropriate at this stage to help facilitate growth and so as not to cause delays to development proceeding. Within the town there is limited scope for new housing and employment, but where opportunities do exist these should remain the priority and focus for new development as they are most sustainable. All areas around the town have been assessed for new development in the context of the constraints and these are illustrated where possible on the diagram.

The preferred area for housing is identified to the north and north west of the town as this area is relatively close to the town centre and schools, is poorer quality agricultural land and has good vehicular access to Bellerby Road and Moor Road and links into existing estate roads. Development to the north west in particular will have minimal impact on the town's character and the surrounding countryside. The creation of new footpath routes through the grounds of Thornborough Hall will be important to help better link the north western housing area to the town centre.

The preferred area for new industry and commerce is to the south east of the town as this location forms a logical extension of such uses on the northern side of Harmby Road. It enjoys good access and has poorer quality agricultural land. High quality and well landscaped development in this area would not seriously harm the gap between Leyburn and Harmby, which should remain open on the more visually prominent south side of the A684 and be separated from the edge of Harmby on the north side. There are no other areas on the edge of Leyburn better suited to employment uses.

- Insert Diagram 6 for Leyburn

- Add to the box after paragraph 6.9 - LWSS: Lower Wensleydale Options:

Options not selected and why:

Option LWSSC: Alternative Strategic Directions of Development

Other broad areas around the town have been considered for strategic growth and rejected for the following main reasons:

Strategic Area (Diagram 6)	Reasons for Rejection
C North East (Eastern part)	<ul style="list-style-type: none"> • Distant from town centre. • Adverse impact on the landscape and the settlement character.
D East	<ul style="list-style-type: none"> • No obvious access to the local road network for major part. • Adverse impact on the landscape and the settlement character.
E South East (Southern part)	<ul style="list-style-type: none"> • Harmful coalescence of Leyburn and Harmby. • Adverse impact on the landscape and the settlement character.
F South	<ul style="list-style-type: none"> • Poor access and impacts on problem junction of the A684 / A6108. • Adverse impact on key views of Leyburn from the south due to the sloping topography and high levels. • Kendray Well (spring) and other nature conservation areas within or adjacent could limit development.
G West	<ul style="list-style-type: none"> • Major adverse impact on the landscape and on the town's setting and rural character. A large part comprises Leyburn Shawl, a landscape area of special character as well as Chapel Flatts which is steeply sloping. • Poor access.

5.0 What do you think about the changes to the Central Area and Lower Wensleydale Area Spatial Strategies?

- a. Do you agree with the revisions to the spatial strategies for the Central Area and Lower Wensleydale Area? If not, why not?**
- b. Do you agree with the need for clear policy guidance on the Strategic Direction for future development in Hipswell, Scotton & Colburn and Leyburn - and not for Richmond? If not, why not?**
- c. Do you agree with the broad areas selected and rejected in Hipswell, Scotton & Colburn and Leyburn and the reasoning for these choices? If not, why not?**
- d. Any other comments on the proposed changes?**