

LOCAL DEVELOPMENT FRAMEWORK
Development Plan Document

Allocations

Preferred Options

OVERVIEW

Consultation October – November 2007



S W Quartermain BA(Hons) Dip TP MRTPI
Executive Director

Hambleton District Council, Civic Centre, Stone Cross, Northallerton DL6 2UU
Telephone: 0845 1211 555 Email: planning.policy@hambleton.gov.uk

FOREWORD

The Planning and Compulsory Purchase Act 2004 brought in major changes to the development plans system. The old system of Structure Plans and Local Plans is replaced by a Regional Spatial Strategy and a *Local Development Framework*. This Council is required to prepare the Local Development Framework (or "LDF") to replace the existing Local Plan.

Hambleton District Council welcomes the new system because it will result in quicker, more flexible and transparent plan preparation, and because of the potential it offers to plan positively for the area. The Council is committed to providing a high quality and responsive planning service that meets the needs of the community, and includes full community involvement and engagement. It recognises that an efficient and effective planning service is central to delivering the Community Plan for Hambleton and the Council's vision and corporate priorities.

Our aim is to produce a Local Development Framework that is distinctive to Hambleton, which is an effective response to local issues and priorities, and which contributes to our corporate vision of "Making Life Better".

This report is one of a series intended to promote discussion about the preferred options concerning the *site allocations* that should form one of the Development Plan Documents (DPDs) within the LDF: the **Allocations DPD**. At this stage in the process the Allocations DPD is being progressed as six separate documents – one for each of the five Sub Areas of the District (Bedale, Easingwold, Northallerton, Stokesley and Thirsk), together with this document, which is the sixth: it provides an overview of the proposals in each of the Sub Areas. Consultation was undertaken on issues and options for the Allocations DPD starting in October 2005, and the views received have been taken into account in moving onto this next stage – that of identifying the preferred package of sites.

The Allocations DPD provides the site details that will help to deliver the LDF's Core Strategy, which sets out the long-term spatial vision, and the spatial objectives and strategic policies to deliver that vision. The Core Strategy has now been formally adopted, following its Public Examination in October 2006, and the receipt of the Inspector's Report in February 2007.

The Council has sought genuine participation in planning for the future of Hambleton. It is committed to maximising the opportunity for all the District's communities, including groups that are often hard to reach (for example business, voluntary, disability, black and minority ethnic and religious groups), to shape the content of the new Local Development Framework. Full community involvement started at the very beginning of the LDF process, and is continuing throughout, as this report demonstrates. Views will be very welcome on these Preferred Options reports.

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Preferred Options ALLOCATIONS – OVERVIEW

1. INTRODUCTION

Purpose of this document

- 1.1 This report forms part of the latest stage in Hambleton District Council's work to replace the old-style Hambleton District Wide Local Plan (DWLP) with a new Local Development Framework or LDF. The requirement to produce an LDF was established by the new Planning and Compulsory Purchase Act 2004, which came into force in September 2004.
- 1.2 This stage is intended to promote discussion about the "preferred options" concerning *site allocations* that will form one of the documents within the LDF. It is intended that these should form a "Development Plan Document" (DPD) titled "**Allocations**". This DPD is being advanced at this stage (Preferred Options) in the form of 6 separate documents – one for each of the five Sub Areas of the District (Bedale, Easingwold, Northallerton, Stokesley and Thirsk) – together with this document, which is the sixth: **it provides an overview or District-wide summary of the proposals in each of the Sub Areas**. Its particular purpose is to show how individually and collectively the five Sub Area sets of proposals are consistent with (and help deliver) the Core Strategy.
- 1.3 Together these 6 documents, with amendments and further detail, will comprise the Allocations DPD – they will be recombined at submission stage into one volume. In addition to considering which sites should be promoted for development, the Allocations DPD also includes the proposed definition of Development Limits for settlements within the settlement hierarchy.
- 1.4 The Allocations DPD provides the site details that will help to deliver the LDF's Core Strategy, which sets out the long-term spatial vision, and the spatial objectives and strategic policies to deliver that vision. The Core Strategy has now been formally adopted, following its Public Examination in October 2006, and the receipt of the Inspector's Report in February 2007.
- 1.5 We are seeking views from everybody with an interest in the future of our District, during October to November 2007. Comments on any matters are requested back by Friday 23 November 2007.

Please send your comments to:

Planning Policy Team, Hambleton District Council,
Civic Centre, Stone Cross, Northallerton, DL6 2UU

or email them to: planning.policy@hambleton.gov.uk

or use the online form on our website: www.hambleton.gov.uk

Content of the Sub Area documents

- 1.6 The five Sub Area documents provide full details of the process and the context, which is not therefore repeated here. Each has the same format, and further information can be obtained by consulting these locations within each document on each of the following topics:

Sub Area reports: Chapter 1

- nature and purpose of the Preferred Options stage;
- Local Development Framework context;
- nature of the LDF as a spatial plan;
- consultation process;
- evidence base;
- Sustainability Appraisal (& Strategic Environmental Assessment);
- monitoring and implementation;

Sub Area reports: Chapter 2

- principles of site allocation for housing, employment development and other uses. Details of the Council's step by step approach to site selection are given in Annex 1 in each Sub Area report;
- site thresholds adopted;

Sub Area reports: Chapter 3

- explanation of the Core Strategy context for each Sub Area;
- background studies undertaken;
- current development commitments;
- proposals for the Service Centre
 - comprising revised Development Limits; preferred options for allocations (with explanation and reasons for selection); and rejected options (with reasons for rejection);
- proposals for the Service Villages
 - comprising revised Development Limits; preferred options for allocations (with explanation and reasons for selection); and rejected options (with reasons for rejection);
- proposals for the Secondary Villages
 - comprising revised Development Limits (only one allocation is proposed in a Secondary Village – in Dalton, Thirsk Sub Area);

Sub Area reports: Chapter 4

- summary of Sub Area proposals: scale of land proposed (including the numbers of houses likely to be built), and relationship with the Core Strategy requirements;

Sub Area reports: Annexes

- details of proposed changes to Development Limits; review of current commitments; policies in the former Local Plan to be replaced; monitoring & implementation details; and schedule of sites not considered (being either below the Plan threshold, or in locations not supported by the Core Strategy).

2. THE CORE STRATEGY AND DEVELOPMENT POLICIES DPD CONTEXT

- 2.1 The role of the Allocations DPD within the LDF is to allocate specific areas of land (and to define Development Limits), to meet the development requirements of Hambleton for the plan period to 2021. A number of considerations need to be taken into account in determining what this means and how this should be achieved, including following both national and regional guidance. Section 2 in each Sub Area report describes the principles involved in site allocation in detail. The most important amongst these principles is to deliver the LDF Core Strategy. The Core Strategy is the major determinant of the content of the Allocations DPD: the various components of the LDF must be consistent one with another – and in particular must be in conformity with the direction and content of the adopted Core Strategy. The options and alternatives for allocations considered in the Allocations DPD Preferred Options reports must therefore reflect the Core Strategy – given that the Core Strategy is now adopted, following receipt of the Inspector’s binding report in February 2007. The Development Policies DPD is also relevant in a number of respects, but in particular in the context of this Overview in terms of achieving the target for housing on brownfield land, considered in paras. 3.5 – 7 below.
- 2.2 Many of the Core Policies within the Core Strategy will need to be taken into account in preparing the Allocations DPD. Perhaps the most important amongst these are the Policies that relate to the scale and distribution of housing and employment development.

housing scale and distribution

- 2.3 Core Policy CP5A identifies the overall proportion of development required in each Sub Area – as a sub-division of the District total established in Core Policy CP5 (which in turn is consistent with regional guidance contained in RSS). It does this for each of 3 time periods or phases: 2004 – 2011; 2011 – 2016 and 2016 – 2021. Approved Core Policy CP5A is expressed in percentage terms – but applying this to the scale of housing for the District required by Core Policy CP5, gives the following requirements (expressed in numbers of dwellings for which land needs to be provided, for each of the time periods):

Sub Area	2004 – 2011	2011 – 2016	2016 – 2021
Bedale	350	200	200
Easingwold	350	200	150
Northallerton	700	500	450
Stokesley	280	150	150
Thirsk	560	400	350
Hambleton total	2240	1450	1300

- 2.4 The distribution of development within each Sub Area is also guided by the Core Strategy: Policy CP6 establishes in particular that in each Sub Area *at least two-thirds* of new housing will be concentrated in its Service Centre, and that *at least 51%* of housing development should be in the Principal Service Centres of Northallerton and Thirsk. Applying these principles to the scale of housing identified in para. 2.3 establishes target minimum levels of development for each of the Service Centres as follows:

Service Centre	2004 – 2011	2011 – 2016	2016–2021	Total
Bedale	231	135	135	501
Easingwold	231	135	100	466
Northallerton	637	410	375	1422
Stokesley	189	100	100	389
Thirsk	504	330	290	1124
Total	1792	1110	1000	3902

In the case of Northallerton and Thirsk, these targets would achieve both requirements (ie. Two-thirds of all their Sub Area totals, but also 51% together of all the District development) – a working principle has been used which assumes that their respective shares (of the 51%) are proportionate to the overall scale of development in each of their Sub Areas.

employment development scale and distribution

- 2.5 Core Policy CP10A identifies the overall scale of development required in each Sub Area – as a sub-division of the District total established in Core Policy CP10. In hectares, this establishes the following requirements for each Sub Area:

Sub Area	Ha.
Bedale	20
Easingwold	8
Northallerton	20
Stokesley	9
Thirsk	18
Hambleton total	75

- 2.6 The distribution of employment development within the Sub Area is also guided by the Core Strategy: although less specific in terms of proportions of development than for housing, the Core Strategy through Policy CP11 requires that most new employment development should be concentrated in the Service Centre, and that in the Service Villages opportunities for small-scale development to meet local needs will be supported.

3. SCALE AND DISTRIBUTION OF THE PREFERRED OPTIONS: COMPARISON WITH CORE STRATEGY AND DEVELOPMENT POLICIES DPD REQUIREMENTS

- 3.1 Within each Sub Area document, Chapter 4 in each case presents a summary of the proposals for housing and employment, in relation to Core Strategy requirements. This reports draws this analysis together – Tables 1 to 5 following identify the scale of housing proposed by the Preferred Options, in comparison with Core Strategy requirements set out in paras. 2.3 and 2.4 above, for each of the Sub Areas of Bedale, Easingwold, Northallerton, Stokesley and Thirsk. Table 6 combines this information for Hambleton District as a whole.
- 3.2 It can be seen that in each case the Preferred Options achieve a very close relationship to the overall total targets established for each Sub Area, and for the District, in each phase. In terms of the distribution of development within each Sub Area, the percentage of the proposals within the Service Centre is shown with the Table – and in each case exceeds the 66% requirement set by Core Policy CP6. The proportion of development proposed in Northallerton and Thirsk towns (indicated in Table 6) at 53.4% is in excess of the 51% requirement also set by Policy CP6.
- 3.3 In these terms, it is clear that the Allocations Preferred Options reflect very closely the targets set by the Core Strategy, and thus should help to secure the level and distribution of housing sought by the Core Strategy.**
- 3.4 It should be noted that the scale of development proposed in the Preferred Options relates solely to land proposed to be allocated (or development which has already been completed since 2004, or is a commitment): it does not make any allowance for “windfall” development (ie. proposals accepted on land which is not allocated). This reflects Government Guidance contained in PPS3 – Housing (para. 59), and recently amplified by guidance contained on the preparation of Strategic Housing Land Availability Assessments (DCLG July 2007). Nevertheless, windfall developments naturally will occur (and proposals will be assessed under LDF Core Policy CP6 and Development Policies DP8, DP9 and DP11). The scale of overall housing development, including windfall development, will be kept under continuous review, and documented in the Annual Monitoring Report. Depending on the scale of development, action may need to be taken to achieve the required “housing trajectory” (the scale of housing needed in each phase in each area - as set out in Development Policies DPD Annex 6). This may if necessary involve using the control mechanisms set out in Development Policies DPD para. 4.4.5 (including the earlier or later release of sites identified for subsequent phases).

TABLE 1: BEDALE SUB AREA							
SETTLEMENT	PHASES						TOTAL
	2004 - 2011			2011 - 2016	2016 - 2021		all sites
	existing commitments & completions	new sites	total sites	new sites	new sites		
Bedale/Aiskew (town)	68	137	205	194	153		552
<i>Core Strategy requirement (minimum)</i>	-	-	231	135	135		501
Service Villages	50	37	87	11	64		162
Secondary Villages	19	0	19	0	0		19
Other Villages/Countryside	9	0	9	0	0		9
Total outside Bedale/Aiskew	78	37	115	11	64		190
<i>Core Strategy requirement (maximum)</i>	-	-	119	65	65		249
SUB AREA TOTAL	146	174	320	205	217		742
<i>CORE STRATEGY REQUIREMENT</i>	-	-	350	200	200		750

Percentage in Service Centre = 74.4

TABLE 2: EASINGWOLD SUB AREA							
SETTLEMENT	PHASES						TOTAL
	2004 - 2011			2011 - 2016	2016 - 2021		all sites
	existing commitments & completions	new sites	total sites	new sites	new sites		
Easingwold (town)	191	32	223	145	110		478
<i>Core Strategy requirement (minimum)</i>	-	-	231	135	100		466
Service Villages	51	0	51	65	30		146
Secondary Villages	40	0	40	0	0		40
Other Villages/Countryside	31	0	31	0	0		31
Total outside Easingwold	122	0	122	65	30		217
<i>Core Strategy requirement (maximum)</i>	-	-	119	65	50		234
SUB AREA TOTAL	313	32	345	210	140		695
<i>CORE STRATEGY REQUIREMENT</i>	-	-	350	200	150		700

Percentage in Service Centre = 68.8

TABLE 3: NORTHALLERTON SUB AREA

SETTLEMENT	PHASES						TOTAL
	2004 - 2011			2011 - 2016	2016 - 2021	all sites	
	existing commitments & completions	new sites	total sites	new sites	new sites		
Northallerton/Romanby (town)	302	331	633	508	374	1515	
<i>Core Strategy requirement (minimum)</i>	-	-	637	410	375	1422	
Service Villages	12	20	32	0	88	120	
Secondary Villages	16	0	16	0	0	16	
Other Villages/Countryside	24	0	24	0	0	24	
Total outside Northallerton/Romanby	52	20	72	0	88	160	
<i>Core Strategy requirement (maximum)</i>	-	-	63	90	75	228	
SUB AREA TOTAL	354	351	705	508	462	1675	
<i>CORE STRATEGY REQUIREMENT</i>	-	-	700	500	450	1650	

Percentage in Service Centre = 90.4

TABLE 4: STOKESLEY SUB AREA

SETTLEMENT	PHASES						TOTAL
	2004 - 2011			2011 - 2016	2016 - 2021	all sites	
	existing commitments & completions	new sites	total sites	new sites	new sites		
Stokesley (town)	69	120	189	120	80	389	
<i>Core Strategy requirement (minimum)</i>	-	-	187	100	100	387	
Service Villages	41	38	79	45	52	176	
Secondary Villages	7	0	7	0	0	7	
Other Villages/Countryside	7	0	7	0	0	7	
Total outside Stokesley	55	38	93	45	52	190	
<i>Core Strategy requirement (maximum)</i>	-	-	93	50	50	193	
SUB AREA TOTAL	124	158	282	165	132	579	
<i>CORE STRATEGY REQUIREMENT</i>	-	-	280	150	150	580	

Percentage in Service Centre = 67.2

TABLE 5: THIRSK SUB AREA

SETTLEMENT	PHASES					TOTAL
	2004 - 2011			2011 - 2016	2016 - 2021	all sites
	existing commitments & completions	new sites	total sites	new sites	new sites	
Thirsk/Sowerby (town)	457	47	504	344	304	1152
<i>Core Strategy requirement (minimum)</i>	-	-	504	330	290	1124
Service Villages	15	0	15	24	34	73
Secondary Villages	20	0	20	30	0	50
Other Villages/Countryside	30	0	30	0	0	30
Total outside Thirsk/Sowerby	65	0	65	54	34	153
<i>Core Strategy requirement (maximum)</i>	-	-	56	70	60	186
SUB AREA TOTAL	522	47	569	398	338	1305
<i>CORE STRATEGY REQUIREMENT</i>	-	-	560	400	350	1310

Percentage in Service Centre = 88.3

TABLE 6: HAMBLETON DISTRICT

SETTLEMENT	PHASES					TOTAL
	2004 - 2011			2011 - 2016	2016 - 2021	all sites
	existing commitments & completions	new sites	total sites	new sites	new sites	
Service Centres	1087	667	1754	1311	1021	4086
<i>Core Strategy requirement (minimum)</i>	-	-	1790	1110	1000	3900
Service Villages	169	95	264	145	268	677
Secondary Villages	102	0	102	30	0	132
Other Villages/Countryside	101	0	101	0	0	101
Total outside Service Centres	372	95	467	175	268	910
<i>Core Strategy requirement (maximum)</i>	-	-	450	340	300	1090
TOTAL	1459	762	2221	1486	1289	4996
<i>CORE STRATEGY REQUIREMENT</i>	-	-	2240	1450	1300	4990

Percentage in Service Centres = 81.8

Percentage in Northallerton and Thirsk = 53.4

achievement of the brownfield land target for housing

- 3.5 Another important consideration in determining which land should be developed for housing is the need, reflecting Government guidance contained in PPS3 (housing), to use *brownfield* land (previously developed sites) before never-developed *greenfield* sites, wherever possible. Reflecting this principle, the Development Policies DPD (subject of Public Examination in June 2007, with the Inspector's report expected in December 2007), contains Development Policy DP12, which seeks to establish a target for the District that 55% of all development should be on brownfield land. This target was based on work originally undertaken by the Council (the Urban Potential Study), and incorporated in the Regional Assembly's submitted RSS for Public Examination. The RSS Panel Report (published in May 2007) however does not recommend changes to the specific target proposed.
- 3.6 Against this context, Table 7 shows for each Sub Area and for the District as a whole the proportions of housing on the proposed allocations, together with existing completions and commitments — which would be on brownfield or greenfield land.
- 3.7 It can be seen that the Preferred Options would be likely to result in a District-wide proportion of development on brownfield land that is just over 38% - ie. some way below the target of 55% which is included in the Development Policies DPD. Two observations must be made about this situation:
1. as discussed in para. 3.4, the Preferred Options proposals do not include any allowance for windfall developments, reflecting Government guidance. Nonetheless, windfall proposals will come forward (as they always have), and many are likely to be judged acceptable against the relevant LDF Policies. This would apply, for example, to all development proposals beneath the threshold size of 0.3ha (or less than 10 dwellings) that has been set for practical purposes in developing the Preferred Options. It is considerably more probable than not that the future windfall developments which are found to be acceptable will be on brownfield rather than greenfield land. LDF policies direct development to "urban" locations within Development Limits, and seek to protect open land with amenity benefits. Windfall developments often result from the ceasing of particular uses (eg. employment sites), which by definition would constitute brownfield sites. Thus in practice, the proportion of development on brownfield land which actually transpires is likely to significantly exceed the proportion of brownfield land contained in the Preferred Options. This proportion will be monitored and the results published in the Annual Monitoring Report;
 2. perhaps of greater importance, in terms of the current task, which is to identify the most appropriate land to be allocated for development, there are no significant areas of brownfield land (over the Plan's working threshold), which have not been advanced for development.

This is fully demonstrated in the details of all sites considered but rejected, contained in the Sub Area documents.

TABLE 7: BROWNFIELD/GREENFIELD PROPORTIONS

	existing commitments & completions	new sites	Total	%
BEDALE				
brown	119	149	268	36.1
green	27	447	474	63.9
total	146	596	742	100.0
EASINGWOLD				
brown	186	92	278	40.0
green	127	290	417	60.0
total	313	382	695	100.0
NORTHALLERTON				
brown	295	282	577	34.4
green	59	1039	1098	65.6
total	354	1321	1675	100.0
STOKESLEY				
brown	107	0	107	18.5
green	17	455	472	81.5
total	124	455	579	100.0
THIRSK				
brown	492	183	675	51.7
green	37	593	630	48.3
total	529	776	1305	100.0
HAMBLETON				
brown	1199	706	1905	38.1
green	267	2824	3091	61.9
total	1466	3530	4996	100.0

achievement of the Core Strategy employment land requirements

- 3.8 Table 8 demonstrates that the Preferred Options identify a level of land for employment purposes that is very close indeed to the requirements set for each Sub Area by the Core Strategy.

TABLE 8: EMPLOYMENT LAND PROPOSALS
(hectares)

	existing commitments	new allocations	Total proposed	Core Strategy Requirement
BEDALE	17	2.3	19.3	20
EASINGWOLD	2	5.7	7.7	8
NORTHALLERTON	6	14	20	20
STOKESLEY	3	6	9	9
THIRSK	5	14.1	19.1	18
HAMBLETON	33	42.1	75.1	75



Hambleton District Council

Civic Centre, Stone Cross, Northallerton, North Yorkshire DL6 2UU
Tel: 0845 1211 555 Fax: 01609 767228 E-mail: planning.policy@hambleton.gov.uk

www.hambleton.gov.uk

