

Hambleton District-Wide  
LOCAL PLAN

MONITORING REPORT 2001

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## CHAPTER 1: SETTING THE SCENE CHAPTER 2: GENERAL PRINCIPLES

### INTRODUCTION

- 1.1 This report is the third annual report monitoring the progress of the implementation of the Hambleton District Wide Local Plan which was adopted in January 1999.
- 1.2 Monitoring, evaluation and review is an integral part of plan making. The 1990 Town and Country Planning Act requires that plans are kept up to date so that they can be used effectively in the determination of planning applications.
- 1.3 PPG12: Development Plans published December 1999 advises that as far as possible, policies and proposals should be expressed in a form which will facilitate their monitoring and review. Monitoring should assess whether the plan is achieving what it sets out to achieve and identify where policies need to be strengthened, maintained or changed in some way, or, in cases where the policy has served no useful purpose, removed from the plan. The monitoring process should provide a framework for measuring progress in implementing plans and will inform the decision making process when it comes to determining the need for and scope of a plan review. PPG12 advises local authorities to publish the results of plan monitoring on a regular basis through an annual monitoring report.
- 1.4 PPG3: Housing (2000) introduces the plan, monitor, manage approach which requires local authorities to ensure that the planned level of housing provision is kept under continuous review. This report examines the data for the period April 2000 to March 2001 for the indicators set out in the Good Practice Guide "Monitoring the Provision of Housing through the Planning System".

### SCOPE OF THE REPORT

- 1.5 Chapter 16 of the Local Plan sets out how the Council intends to monitor, evaluate and review the progress of the Local Plan. This report examines the changes in legislation and guidance from the Government and other agencies concerned with planning and the environment since the publication of the 2000 Monitoring Report; the progress with development between April 2000 to March 2001; the effectiveness of the Plan's policies in implementation through decisions on planning applications and appeals and finally, emerging issues are assessed which will point towards aspects to be considered in the review of the Plan.

### THE REVIEW OF THE LOCAL PLAN

- 1.6 The First Local Plan Monitoring Report published in 1999 raised a number of issues concerning the implementation of the Local Plan and highlighted the need for changes to policies. These have been taken forward into the First Alteration of the Local Plan. Proposals for revisions to 30 policies and the deletion of one policy were placed on First Deposit in May 2001. A report on the representations received and proposals for further changes to a number of the policies was considered by Cabinet in January 2002.
- 1.7 With the publication of Regional Planning Guidance for Yorkshire and the Humber in October 2001 and the commencement of the preparation of the review of the Joint Structure Plan for North Yorkshire and the City of York, it is considered opportune to commence a full review and roll forward to 2016 of the Hambleton District Wide Local Plan in line with these Plans. A report was presented to Cabinet in January 2002 setting out a timetable for the review. At this stage this review will be carried out in accordance with the 1999 Development Plan Regulations but it is acknowledged that the process for preparing the Plan will need to be reviewed in the future once the Government's proposals for speeding up the process for the review of Development Plans have been finalised.

## CONTEXTUAL INFORMATION

1.6 A number of PPGs and circulars have been revised since the publication of the 2000 Monitoring Report. Annex A sets out a full list of the guidance that has been published since March 2001. The revised PPGs are:

PPG7 The Countryside – Environmental Quality and Economic and Social Development (revised March 2001)

PPG8 Telecommunications (revised August 2001)

PPG13 Transport (revised March 2001)

PPG17 Sport, Open Space and Recreation (Consultation Paper March 2001)

PPG25 Development and Flood Risk (revised July 2001)

Changes in advice contained in these PPGs are reported in the appropriate section of the Monitoring Report.

## GOVERNMENT GREEN PAPER – PLANNING: DELIVERING A FUNDAMENTAL CHANGE

1.7 The Government published its Green Paper on “*Planning: Delivering a Fundamental Change*” in December 2001. This sets out the Government’s proposals for the reform of the land use planning system.

1.8 The Green Paper proposes a major overhaul of the development plan system and abolition of structure plans and local plans and their replacement with a new Local Development Framework. The LDF should consist of a statement of core policies, detailed action plans and map setting out area based designations. These should be updated to ensure consistency with national and regional policy, with the statement of core policies being published every year and a comprehensive review being undertaken every three years (or in line with the revision of Community Strategies). Local authorities are to be encouraged to work closely with Local Strategic Partnerships to establish effective mechanisms for community involvement and to ensure that local communities have an involvement in shaping the vision, objectives and strategy of the LDF and are particularly involved in the preparation of action plans.

1.9 This review is at an early stage as yet and local authorities are advised to consider their review of local plans in accordance with current procedures until the proposals are finalised.

### Implications

1.10 Alteration No 1 of the Hambleton District Wide Local Plan will be carried out using the procedures for plan making as set out in PPG12. A second deposit draft will be published in April 2002. A decision will then be made in the light of the responses received as to whether to proceed with the Alteration or to roll the revisions into the full review of the Local Plan.

## REGIONAL PLANNING GUIDANCE FOR YORKSHIRE AND HUMBERSIDE

1.11 The new Regional Planning Guidance for Yorkshire and the Humber to 2016 (RPG12) was published in October 2001 by the Government Office for Yorkshire and the Humber.

1.12. The RPG is part of the new approach to planning which is based on:

- a new focus on the crucial links between economic, social and environmental progress, and the consequent need for ‘joined-up thinking’
- a central concern with sustainability
- a more responsive and continuous planning process and greater attention to monitoring and

managing change

- 1.13 The main purpose of the RPG is to provide a regional spatial strategy within which local authority development plans and local transport plans can be prepared. It will also inform the development and implementation of other strategies and programmes in the region including the Regional Economic Strategy, European Economic Development Fund programmes and the Regional Housing Statement and the plans of infrastructure and service providers (eg. health service, rail, gas, water, telecommunications and water undertakings), industry and commerce.
- 1.14 Local authorities must take RPG into account in preparing their development plans and local transport plans. The guidance may also be material to decisions on planning applications and appeals.
- 1.15 The locational strategy of the RPG is to focus development into the main urban areas of the region with particular emphasis on those areas in need of regeneration. In the rural areas development should be in the main market towns and should be at an appropriate small scale in keeping with the character of the market towns to promote its viability and vitality.
- 1.16 The strategy for the North Yorkshire sub-region identifies the main urban areas of Harrogate, Scarborough and York as the focus for economic and housing development in the sub-region. The market towns of the area, such as Northallerton and Thirsk, should be the focus for economic and housing development of a scale and type appropriate to rural areas to enhance their role as service centres. The Selby coalfield area is identified as a regeneration priority area. The more remote rural and coastal eligible for Objective 2 funding will also need to promote regeneration.
- 1.17 There is a 30 year supply of undeveloped employment land in the North Yorkshire sub-region based on past rates of development and all existing allocations will need to be reviewed to ensure that they accord with policy. The majority of employment land should be allocated to meet sub-regional and local development needs and focused in the main urban areas, market and coastal towns with emphasis on unlocking the potential of the regeneration priority areas.
- 1.18 The annual rate of housing provision in the sub-region should be around 2,500 which represents a reduction over past rates. Urban capacity studies should be carried out to examine the potential capacity within settlements to accommodate housing development to ensure that greenfield sites are not released unnecessarily and that additional provision is focused in urban areas. The provisional target for the provision of dwellings on previously developed land and through conversions in the sub-region is 53%. It is recognised that the sub-region contains a number of areas of high housing demand where the availability of affordable housing is an issue. Local authorities are asked to consider whether affordable housing should be sought on sites down to 15 dwellings/0.5ha in settlements over 3000 population and whether no thresholds should apply in smaller settlements in these areas.
- 1.19 The importance of an integrated approach to land use and transport policy in the sub-region is emphasised to focus development in areas with good access to public transport. The importance of the A1 corridor through North Yorkshire is recognised and local authorities should ensure that development does not compromise the strategic importance of this route.

## **NORTH YORKSHIRE JOINT STRUCTURE PLAN**

- 1.20 The four strategic authorities in North Yorkshire have commenced the preparation of the Joint Structure Plan to cover North Yorkshire, the City of York and the two national parks. This will provide a fundamental review of the Structure Plan's strategies and policies and take account of the new development framework set out in the Regional Planning Guidance and changing European and national policy. It is proposed to roll the Plan forward to the year 2016. Preliminary draft policies have been circulated to major stakeholders in November 2001. It is anticipated that the Plan will be placed on first deposit in spring 2002. The future of the Structure Plan will have to be considered in the light of the suggestions in the Planning Green Paper to abolish this tier of plan making.

## CONCLUSIONS AND RECOMMENDATIONS

- 1.21 With the publication of Regional Planning Guidance for Yorkshire and the Humber in October 2001 and the commencement of the preparation of the review of the Joint Structure Plan for North Yorkshire and the City of York, it is considered opportune to commence a full review and roll forward to 2016 of the Hambleton District Wide Local Plan in line with these Plans. A report was presented to Cabinet in January 2002 setting out a timetable for the review. At this stage this review will be carried out in accordance with the 1999 Development Plan Regulations but it is acknowledged that the process for preparing the Plan will need to be reviewed in the future once the Government's proposals for speeding up the process for the review of Development Plans have been finalised.
- 1.22 Alteration No 1 of the Hambleton District Wide Local Plan will be carried out using the procedures for plan making as set out in PPG12. A second deposit draft will be published in April 2002. A decision will then be made in the light of the responses received as to whether to proceed with the Alteration or to roll the revisions into the full review of the Local Plan.

## CHAPTER 4: NATURE CONSERVATION

### CHANGES IN CONTEXT

#### **Biodiversity: The Hambleton Biodiversity Action Plan**

- 4.1 The UK Biodiversity Action Plan identifies habitats and species that are threatened in Britain and sets out targets and actions for improvements. This provides the framework for the production of Biodiversity Action Plans for action at a local level to stem the decline in wildlife. A report on the 'Hambleton Biodiversity Action Plan' was presented to the Planning Committee on 24 February 2000.
- 4.2 A North Yorkshire Biodiversity Action Group has been set up and a Biodiversity Officer has been appointed by the County Council to assist in the preparation of a Biodiversity Action Plan (BAP) for Hambleton and the other Districts. The draft Hambleton Biodiversity Action Plan was sent out for consultation in February 2002 and it is anticipated that it will be adopted in July 2002.
- 4.3 The Hambleton BAP is intended to raise awareness of the issues and problems associated with a range of habitats and species. It has been developed as a partnership with local people contributing local knowledge. Each of the 13 sections of the BAP describes a species or habitat with particular relevance to Hambleton. This is followed by information on the threats or concerns about the habitat/species and ends with a list of proposed actions to stem loss or damage.

#### **Review of Sites of Importance for Nature Conservation.**

- 4.4 Work is progressing well on reviewing and updating the North Yorkshire Sites of Importance for Nature Conservation (SINCs) by North Yorkshire County Council. A document on the guidelines for selection was prepared in May 2001. This project provides up to date information on SINCs by means of a map based computer database (BioDat) which enables ecological information for the district to be accessed in order that specific nature conservation priorities can be identified. The system remains a useful resource for dealing with enquiries where there has been a wildlife issue.

### OPERATION OF POLICIES

#### **POLICY NC3: LOCAL NATURE RESERVES**

- 4.5 The authority formally designated its first statutory Local Nature Reserve (LNR) in June 2001 at a former quarry site in Nosterfield. This is recognised as an important step in securing appropriate management arrangements for such sites, in terms of their special wildlife interest and the special educational opportunities they can provide.
- 4.6 The Plan's Nature Conservation policies are working well in identifying the relative importance of wildlife designations in the Plan area and thereby ensuring that such sites are afforded the appropriate protection in the determination of planning applications. In general, wildlife interests continue to be an important part of the decision making process. This will be further strengthened when the Hambleton Biodiversity Action Plan is adopted as Supplementary Planning Guidance.

### CONCLUSIONS AND RECOMMENDATIONS

- 4.7 Good progress has been made with the preparation of the Hambleton Biodiversity Action Plan. This will provide guidance in considering development proposals that may affect identified species or habitats. Consideration will need to be given to the way in which the Council's Countryside Conservation grants are targeted in the future to ensure that they help to meet priorities identified in the BAP.



## CHAPTER 5: THE HISTORIC HERITAGE

### CHANGES IN CONTEXT

- 5.1 In recent years, the scope of historic heritage has been expanded from individual sites and buildings towards an awareness of the importance of the total historic landscape. Recently, there has developed an awareness of the need to make the historic environment more relevant to a wider public, for building conservation to address the need for social inclusion and economic regeneration. These concerns are referred to in recent policy advice statements published since December 2000.

**The Historic Environment: A Force for Our Future (Joint Department for Transport, Local Government and the Regions and Department for Culture, Media and Sport Policy Statement, Dec 2001).**

- 5.2 This policy statement concludes the most wide-ranging review of policy for the historic environment for several decades. It was preceded by the English Heritage Review of Policies on the Historic Environment (June 2000) which culminated in the report *Power of Place* (December 2000). These documents were referred to in the Monitoring Report for 2000.
- 5.3 The statement sets out a new vision for the historic environment with the following aims:
- the matching of public interest in the historic environment by firm leadership, effective partnerships and a sound knowledge base from which to develop policies;
  - the full realisation of the historic environment as a learning resource;
  - making the historic environment accessible to the whole of society;
  - the protection and sustaining of the historic environment;
  - to use the historic environment as an economic asset.
- 5.4 The policy statement contributes towards the government's wider agenda of creating a sustainable environment alongside economic stability in which the quality of life in urban and rural areas is improved, and where people feel a greater sense of ownership and engagement with the places in which they live and work.

**English Heritage Policy Statement: Enabling Development and the Conservation of Heritage Assets (June 2001)**

- 5.5 This is a new version of the advice published in 1999 and 2000 in two parts, and now revised and amended. It advises against enabling development which would have an adverse impact on heritage assets.

**English Heritage Guidelines: Informed Conservation: Understanding Historic Buildings and their Landscapes for Conservation (2001)**

- 5.6 These guidelines contain advice on techniques for understanding historic buildings and explain how to apply that understanding to conservation projects which could include repair, alteration, development or management.
- 5.7 The guidelines attempt to provide guidance on what type of information is needed, at what stages and in what format, on the basis that full understanding of a building is a basic requirement of any project involving historic buildings.

### **Conservation of the Historic Environment: Good Practice Guide (RTPI December 2000)**

- 5.8 This is a general guide that highlights the major issues which concern local authorities when dealing with the conservation of the historic environment. It deals with the circumstances when specialist advice might be needed and provides a summary of what a good practice strategy should include.

## **OPERATION OF POLICIES**

### **POLICY HH2: NEW CONSERVATION AREAS**

- 5.9 The legislation requires us to keep the need for new conservation areas under review. A systematic review of conservation areas has not been undertaken since the preparation of the Draft District Wide Local Plan in 1993.
- 5.10 In considering the scope for further designations, there needs to be an awareness both of the broader definition of the historic environment and of the values that a community places on a particular aspect of its environment. These issues are referred to in the DCMS/DTLR Policy Statement on the Historic Environment.
- 5.11 In particular we need to consider whether some of the landscaped parks in the District, and the very small number of old industrial areas merit designation.

### **POLICY HH8 ARTICLE 4 DIRECTIONS**

- 5.12 There is scope to link any future conservation area designation with an Article 4 Direction to give extra controls over permitted development. Directions can halt the gradual erosion of building detail which can lead to the loss of character in some conservation areas.
- 5.13 Policy HH8 identifies a number of proposed areas, and one has now been designated at East Thirsk. This has now been in operation for over a year, and three appeals against the refusal of UPVC windows have been upheld on appeal.
- 5.14 Work on further Article 4 Directions at Thirsk has been started; however, legal problems with the status of some roads has delayed progress, and Directions are proposed for Sowerby Front Street, with separate Directions for Sowerby Town End and Thirsk Town Centre.

### **Conservation Area Assessments**

- 5.15 A draft conservation area assessment for Thirsk has now been prepared as a consultation document and is to be circulated for comment.

### **POLICY HH14 TOWNSCAPE IMPROVEMENT AREAS**

- 5.16 A number of these areas have been enhanced through grant aided repair of buildings or via redevelopment. Both the Thirsk and Stokesley Conservation Area Advisory Groups have suggested that detailed guidelines for some of these areas should be published as supplementary planning guidance.
- 5.17 These areas are likely to coincide with the problem areas identified in the Community Investment Prospectuses for the market towns, and with some of the projects identified in the Action Plan for Thirsk, being prepared under the Market Towns Initiative.
- 5.18 The increased importance given to urban regeneration has been recognised by agencies such as English Heritage and the Heritage Lottery Fund, and their area based conservation activity is now largely targeted towards such areas. An English Heritage supported Heritage Economic Regeneration Scheme (HERS) is operating in Thirsk, and a bid has been made for a HERS in Bedale.

- 5.19 There is scope for the new funding initiatives and the new partnership arrangements involving the Community Investment Prospectuses and Market Town Initiative to focus much more clearly on the problem areas and buildings of the market towns.

## CONCLUSIONS AND RECOMMENDATIONS

- 5.20 The Historic Heritage policies have in general, proved effective in safeguarding listed buildings and conservation areas and fundamental changes to these policies are not required.
- 5.21 No overall review has been undertaken since 1993, and there is concern that some historic landscaped parks lack adequate protection which designation as conservation areas might provide. There may be scope for the designation of other conservation areas, and a review should be undertaken as part of the full review of the Local Plan.
- 5.22 Proposals emerging from the Community Investment Prospectuses and Market Towns Initiative should be integrated with the grant giving regimes to ensure that the Townscape Improvement Areas are improved.



## CHAPTER 6: BUILDING DESIGN

### CHANGES IN CONTEXT

- 6.1 The revived interest in design and improvements to the public realm has continued, and a number of important policy statements have been published in the past year.

#### **Streets For All (English Heritage and others, 2000)**

- 6.2 Published jointly by English Heritage and others, it gives detailed advice on cost effective ways to improve the public realm. All too often, streets are disfigured by litter, graffiti, signs and ugly street furniture and clutter. Concern with roadside clutter has long been a concern of the Civic Trust, and now English Heritage, yet the growth of traffic has created a requirement for ever more street furniture.
- 6.3 "*Street For All*" notes that the challenge is to understand the links between the public realm and health, economy, crime and quality of life and then to tackle the often conflicting legislation, guidance and institutional roles of different agencies that inhibit the development of elegant and welcoming streetscapes.
- 6.4 The underlying principles of "*Streets For All*" are to reduce clutter, co-ordinate design and reinforce local character by good practice with regard to ground surfaces, street furniture, new equipment, traffic calming and environmental improvements.

#### **Urban Design Compendium (English Partnerships and Housing Corporation, August 2000)**

- 6.5 Published jointly by English Partnerships, The Housing Corporation and prepared by Llewelyn-Davies. It complements the DETR good practice guide "By Design", published in May 2000, and PPG3 published March 2000.
- 6.6 Its purpose is to help project applicants, funding bodies and other interested parties with guidance on achieving and assessing the quality of urban design in developing and restoring urban areas. It reflects good practice in urban design and shows how good design can position development in the market, change perceptions of place and create value.

#### **Building in Context: New Development in Historic Areas (English Heritage and CABE, December 2001)**

- 6.7 Published jointly by English Heritage and the Commission for Architecture and the Built Environment. This report looks at fifteen case studies of recent building projects, and aims to promote the lessons that can be learned by them.
- 6.8 It sets out in the introduction, the need for advice in response to two diametrically opposed viewpoints, that of those who sought a complete break with the past in terms of scale, materials and methods and those who wanted to preserve at all costs.
- 6.9 Attempts to compromise between these polar positions have generally failed and resulted in unsatisfactory designs using unrelated historic elements as an applied form of decoration, cheap modern materials and scaled up details derived from historic buildings but misapplied at a larger scale. The 15 case studies show that the best results are achieved from a thorough site analysis and careful character appraisal of the context.

## OPERATION OF POLICIES

### POLICIES BD1 AND BD2: GENERAL POLICY AND CONTEXT FOR DESIGN

- 6.10 These policies are general policies which stress the importance of new development respecting distinctiveness and diversity. They are not prescriptive policies and offer scope for innovative design.
- 6.11 However, innovative design has been largely absent from new development in the District in the past year, with volume housebuilders offering their latest ranges of standard designs, and local builders sticking to the well tested neo vernacular theme.
- 6.12 The Bryant Homes development at Weavers Green at Northallerton was developed following the publication of a development brief. However, scant regard has been paid to any design principles set out in that document, in "By Design" and other advice issued by the Government or other agencies with regard to the massing, design, detailing and landscaping of the development.
- 6.13 Contrasting approaches to the design of new supermarkets have been adopted by one store operator, Tesco, at Thirsk and Northallerton and these approaches are discussed below.
- 6.14 During the year 2000-01, Policies BD1 and BD2 were referred to 124 times in planning applications, a big increase on the previous year. However, as outlined in this chapter, there is little thought given to innovative design and too many schemes are carelessly designed and detailed.

### APPRAISAL OF RECENTLY COMPLETED DEVELOPMENTS

#### Residential

- 6.15 With the increased emphasis on increasing residential densities, it is instructive to look at two recent schemes where regional/national builders have been involved, at Nursery Gardens, Thirsk and Weavers Green, Northallerton.

#### **Nursery Gardens, Thirsk**

- 6.16 The initial design proposal for this site was for a low-rise development of detached and semi-detached houses. This form of suburban style development was considered inappropriate for this town centre site.
- 6.17 A revised scheme was developed involving four storey blocks of houses ranged around a central courtyard housing access and parking. The tallest blocks front the river, with a riverside footpath in the front.
- 6.18 The scheme works quite well in design terms, but is very much an enclave, without direct pedestrian links into Chapel Street or onto the Flatts.

#### **Weavers Green, Northallerton**

- 6.19 This scheme occupies the site of the former lino factory, and was developed by Bryant Homes. The designs are taken from the developer's standard range of designs with little concession to local distinctiveness or design.
- 6.20 The blocks of houses are scattered around the site and are poorly laid out in relation to each other or the open space. The details, bay windows and stone lintels with keystones are taken from historic prototypes, but are misapplied at this increased scale, a widespread fault which "*Building in Context*" refers to.
- 6.21 A development brief for this site was approved in February 1999. This required that "the details, height, form and proportion of buildings should be appropriate to Northallerton. A development that

relies on housing that has been designed for nation-wide use will not be acceptable.” Little regard appears to have been paid to this advice, or the requirement that the site should be “developed to a high standard with an imaginative layout and high standard of landscaping.”

## Commercial

### Tesco, Northallerton

- 6.22 This scheme went through a number of design concepts, with a hi-tech wave roof being promised initially. This idea was displaced by the standard modular tinbox as used at Yarm and Catterick, but because of the location on the edge of the Northallerton Conservation Area, a more traditional treatment involving brick walls and slate or pantile roofs was required.
- 6.23 The main elevation is fully glazed onto an open and exposed car park. The glazing is punctuated by two large glazed tables which act as focal points and one of which identifies the entrance to the store. The footpath links to High Street have been paved in sawn Yorkshire flags.
- 6.24 However, the almost complete lack of landscaping in the car park is a serious omission. The central pedestrian link to the south is marked by bollards and the opportunity to create a tree-lined approach to the store has been lost.
- 6.25 The other elevations are much less successful; the East Road elevation has an unsupported heavy looking oversailing roof which looks crude and poorly designed, while the roofs to the north elevation are clearly truncated to reveal roof top air conditioning and other items of plant. Overall, the design and appearance of this, the largest retail development in Northallerton for many years, is disappointing.

### Tesco, Thirsk

- 6.26 A different approach was taken here with the extension of the existing store. A brick and glass box with exposed bracing steel framework has been grafted onto the eastern end of the existing store. This high tech approach works extremely well and the store takes on an exciting appearance at night.
- 6.27 However, as at Northallerton little attempt has been made at anything other than token landscaping, and the building sits in a sea of parked cars.

### Woolworth, Northallerton

- 6.28 This is an important site in the south end of the High Street, occupying several burgage plots previously occupied by the Co-op store. At roof top level, clear note has been taken of Policy BD3, and the building steps down at ridge level, where chimneys punctuate the skyline.
- 6.29 Unfortunately, the stepping down is not carried through the front elevation and all of the first floor windows line up, rather than stepping down as the building appears to step down. The scheme is spoiled by skimpily detailed shopfronts which appear to be mean and scant.

## CONCLUSIONS AND RECOMMENDATIONS

- 6.30 PPG3, “*By Design*” and “*Streets for All*” and “*Building in Context*” provide ample guidance for local authorities in seeking improvements to the design of new buildings. There is scope for buildings to acknowledge the local context and streetscene, where appropriate in sensitive historic locations, and to adopt an innovative approach when designing for other locations.
- 6.31 However, there is still a reliance by volume housebuilders on a range of standard nation-wide housing designs which pay little heed to local context, and a marked reluctance to be innovative in terms of new design. Development briefs appear to have little impact on the design and detailing

of schemes and questions need to be asked about their effectiveness. Perhaps a more prescriptive approach is needed.

## CHAPTER 7: POLLUTION AND HAZARDS

### CHANGES IN CONTEXT

#### PPG25: DEVELOPMENT AND FLOOD RISK

- 7.1 A revised consultation draft guidance on Development and Flood Risk was published by DTLR in February 2001. This draft guidance set out considerably stronger and clearer advice than previously and this was carried forward in the final guidance which was published in July 2001.
- 7.2 The guidance advises that:
- the susceptibility of land to flooding is a material planning consideration
  - the Environment Agency has the lead role in providing advice on flood issues at a strategic level and in relation to planning applications;
  - policies in development plans should outline the consideration that will be given to flood issues, recognising the uncertainties that are inherent in the prediction of flooding and that flood risk is expected to increase as a result of climate change;
  - planning decisions should apply the precautionary principle in the issue of flood risk, using a risk based search sequence to avoid such risk where possible and managing it elsewhere;
  - planning decisions should recognise the importance of functional flood plains, where water flows or is held at times of flood, and avoid inappropriate development on undeveloped and undefended flood plains;
  - planning decisions should recognise that flood risk management needs to be applied on a whole-catchment basis and should not be restricted to flood plains;
  - developers should fund flood defences and warning measures required because of the development; and the consideration of flood risk and its management needs to be applied on a whole-catchment basis and should not be restricted to flood plains.
- 7.3 The revised guidance has been taken into account in revisions to Policy PH11 on Flood Protection in Alteration No 1.

#### UK National Air Quality Strategy

- 7.4 Circular 15/97 was published on 17 December 1997. It promotes a corporate approach to the issue of local air quality and introduces the role of local authorities in delivering the Government's UK National Air Quality Strategy.
- 7.5 The Council is currently undertaking work to ascertain if the levels specified in the National Air Quality Standards are currently being exceeded. Forecasts will be made of the expected levels in 2005.
- 7.6 The second stage review concluded that the National Strategy targets were likely to be met by 2005 for all the pollutants except nitrogen dioxide and PM10 and that it would only be necessary to progress to a third stage review for these two pollutants. The relatively high levels of nitrogen dioxide and PM10 were ascribed to the level of road traffic emissions associated with the major trunks roads (A1, A19 and A168) which run through the District.
- 7.7 The third stage Air Quality Review and assessment was completed in 2001. The conclusion of this third stage review predicted that air quality objectives for nitrogen dioxide and particulates will be met in all locations where members of the public may be exposed for the relevant periods, although further work would be required in South Parade, Northallerton. Consequently there was no requirement to declare an Air Quality Management Area in Hambleton.

### **Hambleton Waste Management Strategy**

- 7.8 The Waste Management Strategy for the Council is currently being developed. To achieve the statutory targets it is likely that the Council will need to do better at waste minimisation. It is likely that the Strategy will be looking at increasing the collection and recycling of waste to around 50%. Trials of kerbside recycling have been taking place. If this approach is adopted in the future there may be implications for the design of housing and other developments to ensure that arrangements can be made for the storage of materials awaiting collection, either within the curtilage of a dwelling or to serve a group of dwellings.

## **OPERATION OF POLICIES**

### **POLICY PH10: CONTAMINATED LAND AND LANDFILL SITES**

- 7.9 This policy sets out factors to be taken into account in considering development on or in the vicinity of landfill sites or land known to be contaminated.
- 7.10 The Environment Act 1995 has introduced a new Section into the Environmental Protection Act 1990 which places a legal duty on local authorities to prepare a Contaminated Land Strategy. This sets out a strategy for identifying and remediating land which falls within a specific legal definition of "contaminated land". The Council adopted its strategy in June 2001. This:
- sets out a strategic approach for the inspection of possible contaminated land in Hambleton
  - ensures that land is remediated to the appropriate standard
  - provides information to interested parties to make informed decisions in relation to the development of land and land contamination
  - ensures that information is available in the form of a public register on action taken in relation to the remediation of land judged to have been contaminated.
- 7.11 Since the strategy was adopted work has commenced on the review of historically contaminated sites and an assessment of sites coming forward for redevelopment.

#### **Issues arising**

- 7.12 The Pollution and Hazards policies have only been used in considering planning applications on a limited number of occasions. The policies that have been most frequently used during 2000 – 01 are the general policy on pollution (Policy PH1), those that pertain to development likely to generate high noise levels (Policy PH3), that relating to noise sensitive development around military aerodromes (Policy PH5) and that relating to development on contaminated land (Policy PH10).
- 7.13 The policies have been operating well and play an important role in highlighting particular locations where pollution sensitive development should not be located.

## **CONCLUSIONS AND RECOMMENDATIONS**

- 7.14 The primary considerations are with the introduction of stronger and clearer guidance concerning development and flood risk. Amendments to Policy PH11 are proposed as part of Alteration No 1 to take account of the new advice. The following recommendations should be implemented in allocating sites for development in the Local Plan and in the consideration of planning applications:
- the precautionary principle should be applied through a risk based sequential test to ensure that new development is not allocated or permitted in areas at risk from flooding;
  - to ensure adequate safeguards are in place for new development on previously developed land that may be at risk from flooding;

- to ensure that employment developments are adequately safeguarded from flooding;
- new development should not be allowed that would affect land available for flooding in the floodplain;
- to require developers to submit Flood Risk Assessments with planning applications in areas at risk from flooding;
- developers should be required to fully fund any improvements to flood defences and flood warning measures that are required as a consequence of their development;
- flood defence schemes are designed to give a maximum benefit cost for existing development. The appropriateness of the flood defences needs to be considered with regard to the type of development proposed;
- greater use should be made of sustainable drainage measures throughout the District to reduce the amount and speed of surface water run-off of surface water.

7.15 In general it is considered that the Pollution and Hazards policies are operating well in controlling development in proximity to potential hazards.



## CHAPTER 9: HOUSING

### OPERATION OF POLICIES

#### POLICY H1: THE HOUSING REQUIREMENT

- 9.1 Under Policy H1 provision is made for about 4,500 net additions to the housing stock within the Plan area in the period 1991-2006. Paragraph 9.10 of the Local Plan sets out the Council's proposals for how the housing requirement of 4,500 dwellings is to be met at April 1995, Table 9.1 below updates the position to April 2001, for each component of housing supply. This shows that, taking into account all sources of supply, 5,296 dwellings could be provided within the Plan period.

*Table 9.1: District Housing Provision (1991 to 2006)*

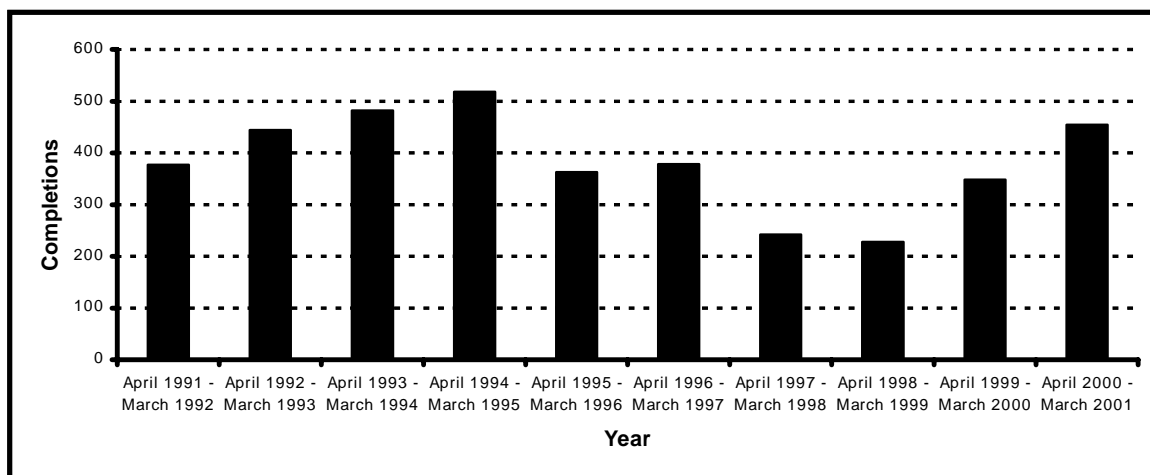
	April 1995	April 2000	April 2001
Completions	1,821	3,380	3,834
Large sites with planning permission	838	773	551
Estimated Windfall Allowance	935	510	425
Local Plan allocations without planning permission	1,071	514	486
<b>Total</b>	<b>4,665</b>	<b>5,177</b>	<b>5,296</b>

- 9.2 As Table 9.1 shows, the housing provision in the Plan area has continued to rise significantly above the Structure Plan requirement. Although the housing supply changes from year to year, the general trend shows a continued increase since 1995 over and above the requirement. In the previous Monitoring Report at April 2000 housing supply was calculated to be 15% above the housing requirement. This generated concern about the need to manage the release of sites for housing in the District in order to keep it more in line with the Structure Plan housing requirement. In addition, PPG3 advises local authorities to review the housing allocations in Local Plans in order to prioritise development in the most sustainable locations.
- 9.3 In response to this concern the Council introduced its Interim Policy on the Release of Housing Land (see Policy H6) to manage the release of housing land in July 2001. The table above shows that housing supply in the District continued to rise during the year 2000-2001 to 17.7% above the housing requirement at April 2001, reinforcing the need for the Policy. The effectiveness of the Interim Policy in managing the release of housing land will not be known until the next Monitoring Report calculates the provision at April 2002. By this time the Policy will have been implemented for 8 months.

#### Completions

- 9.4 Between 1 April 1991 and 31 March 2001 approximately 3,834 dwellings were completed in the Plan area. The annual completions since 1991 are set out below. The latest completion data has been drawn from sources including the Council's Building Control Section, the National House Builders Council and Valuation Office records.
- 9.5 Since April 1991 the average annual rate of completions has been 383 dwellings compared with the assumed annual rate of 300 dwellings. The high initial completion rate reflected the fact that work commenced on a number of large housing allocations from previous area based local plans. As the outstanding sites were developed the annual completion rate gradually reduced, having peaked during 1994/95. Between April 1997 and March 1999 the completion rates fell short of the assumed rate. During the last three years since the Local Plan was adopted, work has commenced on some of the larger allocated sites in towns. An increasing number of large windfall sites, often on former industrial and commercial sites have also come forward for development. Both of these factors have produced an upturn in housing completions.

Table 9.2: Annual Housing Completion Rates 1991 – 2001



9.6 There are still about 551 dwellings with planning permission at April 2001 on sites of five or more dwellings or at least of 0.2 hectare. The contribution from such sites has decreased since last year due to a significant number of dwellings being completed on the allocated sites and the large windfall sites which have come forward for development.

**Windfall Sites**

9.7 To estimate the number of windfall sites likely to come forward during the plan period, the housing requirement calculation has assumed a figure of 85 dwellings per year. Previously completions records only included details of new build housing and not conversions. The revised advice now requires local authorities to make an allowance in the housing requirement calculation for all windfall sites on previously developed land both new built and conversions. They may include factory sites, flats above shops or residential conversions. Completions this year have included details of new buildings achieved through conversions, which has resulted in a significantly higher figure.

9.8 In future, the monitoring of windfall development will need to be revised to accord with the advice in PPG3. Details of the number of dwellings granted planning permission and completed on both previously developed and greenfield sites will need to be obtained. In this report Table 9.4 shows records of all windfall sites regardless of size and use.

Table 9.3: Annual Completions on Windfall Sites.

Year	91/92	92/93	93/94	94/95	95/96	96/97	97/98	98/99	99/00	00/01	Total
Completion	61	88	80	127	48	113	149	115	*247	*233	1261

\* The number of windfall completions for years 1991-1999 is for new built dwellings. For 1999 - 2000 & 2000-2001 the figure is for new build and conversions.

Table 9.4: Provision from Windfall Sites 1991-2001

<b>Total completions of dwellings on newbuild windfall sites 1991-1999 and on all windfall sites 1999-2000</b>	1261 dwellings
<b>Assumed contribution of windfall sites 1991-2000 included in the housing requirement calculation</b>	850 dwellings

Table 9.5: Proportion of Total Annual Completions on Windfall Sites and Allocated Sites April 2000 – March 2001.

Year	Completed Dwellings on allocated sites	%	Completed dwellings on windfall sites	%	Total
99/00	101	29	247	71	348
00/01	221	49	233	51	454

- 9.9 As Table 9.4 shows, there has been a significant number of dwellings completed through windfall development during recent years, well in excess of the estimated number included in the housing requirement calculation. For the period 2000/2001 there were 233 houses completed on windfall sites although only 167 were on new build sites. This is similar to last year's figure of 165 new-build dwellings being completed out of a total of 247 houses on windfall sites. Table 9.5 shows the proportion of windfall completions to be 51% of all completions throughout the District. However, the significant change this year has been in the increase in housing completions on allocated sites, the figure more than doubling from 101 in April 2000 to 221 in April 2001.

#### Development on Previously Developed Land (Brownfield)

- 9.10 Annex C of PPG3 defines previous developed land as land "which is or was occupied by a permanent structure (excluding agriculture or forestry buildings), and associated fixed surface infrastructure. The definition covers development within the curtilage of a dwelling. The definition includes defence buildings and land used for mineral extraction and waste disposal where provision for restoration has not been made through development control procedures"
- 9.11 The definition excludes land and buildings which are used for agriculture and forestry and land in built up areas which has not been developed previously such as parks, recreation grounds and allotments.
- 9.12 Following the publication of the revised PPG3, the DTLR has established a national target for housing to be developed on previously developed sites at 60% by 2008. An initial target of 33% for the District has been included in the Best Value Performance Plan for 1999/2000. This was increased to 40% in 2000/2001. The target in Regional Planning Guidance for North Yorkshire is 53%. Tables 9.6 and 9.7 show the achievement for the period from April 2000 to March 2001 for permissions granted and dwelling completions.

Table 9.6: Permissions Granted for New Dwellings (including Conversions) on Previously Developed Land and Greenfield Sites April 2000-March 2001

	No. of Dwellings granted Planning Permission on Previously Developed Land		No. of Dwellings granted Planning Permission on Greenfield Land		Total
<b>Allocated</b>	0	0%	30	100%	30
<b>Windfall</b>	171	59%	121	41%	292
<b>All Dwellings</b>	171	53%	151	47%	322

Table 9.7: Number of Dwellings Completed on Previously Developed Land and Greenfield Sites April 2000 – March 2001

No of dwellings completed on brownfield sites	%	No of dwellings completed on greenfield sites	%	Total
239	53%	215	47%	454

- 9.13 As Table 9.6 shows 53% of dwellings granted planning permission during 2000-2001 were on previously developed land which meets the Regional Planning Guidance target for the County. This compares well to 45% in the previous year. Completion figures shown on Table 9.7 show that the proportion of dwellings completed on previously developed land between April 2000 and March 2001 was well above the District target and in line with the Regional Planning Guidance target. However, unless there is a continuous supply of previously developed sites it is unlikely that a level as high as 53% can be sustained.
- 9.14 The rate of residential development on previously developed land has the potential to vary from year to year depending on the nature of allocated and windfall sites that come forward for development. The release of several sites has recently increased the proportion of permissions granted on previously developed land. The Interim Policy on the release of housing land will help to focus new house building primarily on previously developed land. It is therefore, expected that the proportion of development on previously developed land will be maintained.

#### Conversion to Dwellings

- 9.15 The Council is also advised by the DTLR to monitor the proportion of dwellings completed through the conversion of existing buildings and the subdivision of existing dwellings. Table 9.8 shows the proportion of completed dwellings constructed as new build and provided through conversion.

Table 9.8: Dwellings Completed – Newbuild and Conversions April 2000-March 2001.

	No of Newbuild Dwellings	%	No of Converted Dwellings	%	Total
<b>All Dwellings</b>	388	85	66	15	454
<b>Windfalls</b>	167	72	66	28	233

- 9.16 As Table 9.8 shows, 15% of all dwellings completed within the District during 2000/2001 were achieved through the conversion of existing buildings and 28% of all windfall developments were through conversion.

Table 9.9: No of dwellings completed through the conversion of existing buildings to dwellings on previously developed land (PDL) and from agricultural buildings April 2000-March 2001

	Buildings on PDL	%	Agricultural Buildings	%	Total
<b>Conversions</b>	46	69%	18	31	66

- 9.17 As Table 9.9 shows, 46 of the 66 conversions completed within the District during 2000/2001 were achieved through the conversion of existing buildings on previously developed land. This includes conversion of flats above shops, changes of commercial properties and other buildings such as schools and hospitals to residential use. The calculation also includes net additional dwellings generated through the subdivision of existing dwellings. This represents 69% of all conversions which is a significant figure. However, the conversion of the Friends School, Great Ayton has

accounted for 21 dwelling units in 2000/2001. The conversion of the Workhouse on Sutton Road, Thirsk has also accounted for 12 dwelling units in the same period.

*Table 9.10 No. of dwellings granted planning permission through the conversion of existing buildings to dwellings on previously developed land (PDL) and from agricultural buildings. April 2000 – March 2001*

	<b>Buildings on PDL</b>	<b>%</b>	<b>Agricultural Buildings</b>	<b>%</b>	<b>Total</b>
<b>Conversions</b>	33	38	54	62	87

- 9.18 As table 9.10 shows, a significant number of dwellings have been granted planning permission through the conversion of agricultural buildings. PPG3 advises local authorities to give a high priority to focusing development on previously developed land in market towns and other sustainable locations which support a wide range of services. Many conversions of agricultural buildings to dwellings are in isolated locations with poor access to a range of services and facilities, and this type of development is therefore, considered to be less sustainable. PPG3 advises local authorities to give this type of development a lower priority, and advice in PPG7 is that priority should be given to converting agricultural buildings to employment uses to support the rural economy. Revisions to Policy H27 have been proposed in Alteration No 1 to reflect this advice and to require developers to demonstrate that every reasonable effort has been made to secure an acceptable business re-use for agricultural buildings before considering proposals to convert to residential use. This change was introduced in February 2001 and the impact of it will be monitored in future reports.

#### **Allocations**

- 9.19 This issue is dealt with under Policies H4 and H5, paragraphs 9.45 to 9.49.

#### **Issues Arising**

- 9.20 Since 1996/1997 annual windfall completions have consistently exceeded the estimated figure in the housing requirement calculation and in addition the densities and rate of dwelling completions on allocated sites have increased significantly, resulting in an increasing supply of housing available. At April 2000 housing supply exceeded the housing requirement by 15%. This raised the issue about excessive housing supply and led to the proposal in the previous monitoring report to introduce the Interim Housing Policy which was introduced in July 2001. The position at April 2001 was that the housing supply had increased to 17.7% above the requirement in Policy H1. This reinforces the justification for the need to manage the release housing land and the introduction of the Interim Policy. The housing supply will be monitored in future monitoring reports and the need to release further housing sites will be assessed.
- 9.21 The number of dwellings being granted permission through the conversion of agricultural buildings is recognised to be significant, but it is expected that revisions to Policy H27 as proposed by Alteration No 1 will reduce the numbers being permitted.

**POLICY H4-H5: RESIDENTIAL ALLOCATIONS IN MARKET TOWNS AND VILLAGES****Allocations in Market Towns***Table 9.11: Progress of Allocations at March 2001*

<b>Policy</b>	<b>Site</b>	<b>Dwellings</b>	<b>Progress</b>
H4	South End, Bedale	80	Under Construction
H4	Claypenny Hospital, Easingwold	162	Under Construction
H4	Bankhead Road, Northallerton	34	Under Construction
H4	Crosby Road, Northallerton	20	No Permission
H4	Malpas/Romanby Road, Northallerton (Phase 1- Alverton Works)	84	Under Construction
H4	Romanby Road/Springwell Lane, Northallerton (Phases 2 & 3)	90	No Permission
H4	East of A167, Romanby	43	Developed
H4	Eastfields, Stokesley	18	Under Construction
H4	Highway Depot, Stokesley	15	No Permission
H4	Neasham Lane/Fairfield Road, Stokesley	85	Under Construction
H4	Tanton Road, Stokesley	59	Developed
H4	Admirals Court, Thirsk	205	No Permission
H4	Rybeck Farm, Thirsk	40	No Permission

- 9.22 Since the last Monitoring Report, more progress has been made with the allocations in the market towns. The allocated site - East of the A167, Romanby has been developed and development has continued during the year on allocations at South End, Bedale; Bankhead Road, Northallerton; Malpas/Romanby Road, Romanby; Neasham Lane/Fairfield Road, Stokesley and Eastfields, Stokesley. On some sites there has been a significant increase in the number of dwellings which are being developed over that shown as the indicative number in the Local Plan. New advice in PPG3 is to make the best use of allocated sites and increased densities have been accepted provided that the overall design and development has been carefully considered.
- 9.23 The Highways Depot, Stokesley is currently allocated for a mixture of uses to include housing, a community hall and parking. However, it has been decided that there is no longer a need for a new community hall and that part of the site has been reallocated for housing. The site also includes an allocation for parking required in part to serve the proposed community hall and to provide additional parking for the town centre. With the deletion of the community hall proposal, a reappraisal of the need for the parking allocation is required. To advise this, a survey of parking provision in Stokesley has been carried out; the analysis of the results is still awaited.
- 9.24 If the study demonstrates the need for additional town centre parking in Stokesley, the parking allocation will be retained otherwise it is proposed that this allocation should be amended to housing. A further report will be presented following the analysis of the parking survey results.
- 9.25 Of the five allocated sites which have no planning permission, three including Romanby Road/Springwell Lane, Northallerton; Highways Depot, Stokesley; and Crosby Road Northallerton, are classed as previously developed land. These sites are also sustainably located in the market towns and they comply with the requirements of the Interim Housing Policy. It is likely that these

sites will come forward for development during the remainder of the current plan period.

### Allocations in Villages

Table 9.12: Progress of Allocations at March 2001

Policy	Site	Dwellings	Progress
H5	Pt. OS 7089, 7692, Ainderby Quernhow	10	No Permission
H5	Village Farm, Appleton Wiske	20	No Permission
H5	Manor House, Burneston	17	Under Construction
H5	Catton Farm, Catton	10	No Permission
H5	The Rowans, Dalton	10	Under Construction
H5	The Holding, Dalton	24	Outline Permission Granted
H5	High Street, Great Broughton	15	Developed
H5	Old Hall, Huby	20	No Permission
H5	Harkness Drive, Leeming Bar	55	No Permission
H5	Hilton Road, Seamer	8	Outline Permission Granted
H5	Cradock Row, Sandhutton	13	No Permission
H5	Station Road, Tollerton	15	No Permission
H5	White House Farm, West Rounton	6	No Permission

- 9.26 The development of allocations in the villages of Hambleton has progressed with construction starting at Manor House, Burneston. Since March 2001, construction has also started at White House Farm, West Rounton following full planning permission being granted on 20 August 2001. Construction has also started at Station Road, Tollerton following detailed permission being granted on 2 November 2001.
- 9.27 An application for the development of 33 dwellings at Village Farm, Appleton Wiske was refused on 16 July 1999 as it was considered that the scale, density and layout of the proposal was not appropriate to the size and form of the village. The refusal led to an appeal by the developer which was dismissed. A new application for this site was subsequently submitted for 23 dwellings but this was also refused on 9 August 2001. Although the reduction of dwellings proposed was considered appropriate to the size and form of the village, the individual design of dwellings was not sympathetic to the main context of its linked terraced properties. The design also failed to achieve a reasonable mix of housing types.
- 9.28 The Village Farm site, Appleton Wiske and all other remaining allocations in villages without planning permission are greenfield sites. With the introduction of the Interim Policy these sites, as well as two in the market towns, will not be released for development for the time being. The need to release greenfield allocations will be kept under review in future monitoring reports.

### Issues Arising

- 9.29 The development of allocated sites in the towns continues and construction has started on three further sites in villages. Of the remaining sites which are yet to gain planning permission there are only three sites which can be released in accordance with the Interim Housing Policy. The remaining greenfield sites which are yet to gain planning permission will not be released at present

but they will remain as allocations in the Local Plan.

## POLICY H6: THE PHASING OF RESIDENTIAL ALLOCATIONS

### Interim Housing Policy on the Release of Housing Land

- 9.30 The 2000 Monitoring Report identified that the level of housing provision in the District had the potential to exceed the housing requirement of 4,500 dwellings by about 15% above the housing requirement.
- 9.31 As a consequence the Cabinet approved the Interim Policy on the Release of Housing Land on 10 July 2001 with immediate effect for development control purposes. The Policy is now being applied as a supplement to Policy H6. The Policy aims to reflect advice in PPG3 to manage the release of housing land and to prioritise the development of previously developed land, especially that in the market towns.
- 9.32 Following consultations on the Policy, revisions were approved by Cabinet in January 2001.

## POLICY H10: RESIDENTIAL DENSITIES

- 9.33 The revised PPG3 states that local authorities should avoid the inefficient use of land. It encourages developments of between 30 and 50 dwellings per hectare net and seeks higher densities of developments at places that are highly accessible such as close to town centres. Policies that place restrictive ceilings on the number of dwellings allocated should be avoided.

*Table 9.13: Density of Large Scale Residential Development with Detailed Planning Permission April 2000 – March 2001.*

Site	Net Site Area (ha)	No of dwellings	Density (dwellings per ha)
27 Malpas Road, Northallerton	0.05	6	125.00
Easingwold Motors, Easingwold	0.67	59	88.06
33 Market Place, Thirsk	0.11	9	82.57
Rear of Rosedene, Sandhill, Aiskew	0.26	9	34.60
Land Adjacent St John's Church, Easingwold	0.27	6	22.22
Durham Ox & Dale House, Carlton Miniott	0.29	6	21.05
Manor Farm, Burneston	1.00	19	19.00
Enterpen, Hutton Rudby	0.35	6	16.95
Stockdale, Court, Northallerton	0.33	5	15.34
Gillcroft, Easingwold	0.55	8	14.54
<b>Average Density</b>			<b>34.29</b>

- 9.34 Policy H10 recognises that the appropriate density for development will vary from site to site and will be determined by the characteristics of the site and its surroundings, the requirements for landscaping and infrastructure, and the type of housing proposed.
- 9.35 Table 9.13 sets out the densities of schemes of five dwellings or more approved between April 2000 and March 2001. Of the 10 schemes approved 4 have been at densities of more than 30

dwellings to the hectare and 6 have been developed at a density of less than 30 dwellings to the hectare.

### Issues Arising

- 9.36 The average density of developments on large sites is 34.29 dwellings per hectare which exceeds the Government's recommended average density of between 30 and 50 dwellings per hectare. Table 9.13 shows that higher density development is being achieved mainly on previously developed sites in urban areas. PPG3 and other Local Plan policies seek to ensure that developments built at higher densities are well designed with a good standard of residential amenity and sufficient provision for open space.
- 9.37 Sites in villages, however, are still being approved at very low densities. The issue is whether higher densities should be sought in village locations and whether there is a need to seek to provide a better mix of types and sizes of dwellings, including affordable housing as required by Policies H19 and H20. Many villages within the district contain a mix of high and low density developments and also have a range of dwelling types and sizes. There would, therefore, appear to be no justification for not encouraging higher density development in villages.

## **POLICY H16: PUBLIC OUTDOOR PLAYING SPACE FOR NEW RESIDENTIAL DEVELOPMENTS**

- 9.38 Policy H16 sets out the Council's requirements for the provision of outdoor playing space in new residential developments.
- 9.39 The performance of Policy H16 has been assessed by looking at the amount of open space that has been provided as part of major housing developments and the contributions made towards the provision, maintenance and improvement of the open space or of other facilities within close vicinity.
- 9.40 Of the application sites granted detailed approval between April 2000 and March 2001, 3 sites at Manor Farm, Burneston; Pitt Ings Lane, Dalton and Easingwold Motors, Easingwold have been considered under Policy H16 for the provision of public outdoor playing space. Of these only the development at Manor Farm, Burneston met the minimum space requirements of the Policy. The details of open space provision at Pitt Ings Lane, Dalton will be considered when a detailed application is submitted. In Easingwold a commuted sum towards improving existing open space facilities was agreed for the Easingwold Motors site as it was felt that adequate open space was available within close proximity. A full assessment of the open space provided is set out in Table 14.3 in the Chapter on Sport, Recreation and Community.

### Issues Arising

- 9.41 The majority of town and parish councils willingly adopt public open spaces and play areas provided by developers. However, there are occasions when difficulties have arisen with certain town and parish councils over the transfer of equipped play areas because of maintenance problems that have arisen in a few instances. As a result some councils have shown a reluctance to adopt further new equipped play areas. This raises an issue about public open space and play equipment provision and maintenance where town or parish councils are unwilling to adopt them.
- 9.42 To overcome this issue the Council is engaging with developers and town and parish councils in the early stage of the development control process to establish whether town or parish councils are willing to adopt equipped play areas. If the town or parish councils do not agree to adopt play equipment developers are asked to make a contribution towards the improvement and maintenance of existing leisure facilities in the same parish. However, if the contribution made is not spent within an agreed period the developer is entitled to have the sum returned.
- 9.43 In some circumstances the District Council will adopt and maintain a public open space and will

include any sums within its maintenance budget, but only if the area concerned does not include play equipment or other facilities.

## POLICY H19: ENCOURAGING A RANGE OF ACCOMMODATION

- 9.44 This policy seeks to encourage developers to provide a wide range of accommodation to meet the needs of all sections of the community including units for single persons, small households or dwellings for the elderly or people with disabilities.
- 9.45 Advice in PPG3 recommends local authorities to monitor the type and size of all dwellings being approved and constructed. For this current report only details of dwellings on large sites have been monitored; however, it is proposed to extend this to include all dwellings. It is anticipated that a significant proportion of the dwellings on smaller sites, including the conversion of agricultural buildings, may be of larger dwellings. This may be balanced by a number of smaller dwellings achieved through the conversion of space above shops.

*Table 9.14: Variety of Types and Mix of New Housing on Sites of 5 or more Dwellings Granted Planning Permission: April 2000 – March 2001*

Site	1 Bed	2 Bed	3 Bed	4 Bed	5 Bed	6 Bed	Market	Affordable	Total
Rear of Rosedene, Aiskew			3	6			9	0	9
Manor Farm, Burneston		4	4	3	8		19	0	19
Adj. Durham Ox & Dale House, Carlton Miniott				6			6	0	6
Easingwold Motors, Easingwold	9	37	13				53	6	59
Gillcroft, Easingwold				4	1	3	8	0	8
Adj. St John's Church, Thirsk				6			6	0	6
Enterpen, Hutton Rudby				6			6	0	6
27 Malpas Road, Northallerton	6						0	6	6
Stockdale Court, Northallerton			5				5	0	5
33 Market Place, Thirsk	3	6					9	0	9
Potto Hall, Potto		1	1	3		1	6	0	6
<b>Totals</b>	<b>18</b>	<b>48</b>	<b>26</b>	<b>34</b>	<b>9</b>	<b>4</b>	<b>127</b>	<b>12</b>	<b>139</b>

- 9.46 Overall, by examining Table 9.14, there is quite an even distribution of dwelling types between 1 and 4 bedroom dwellings on large sites granted planning permission during 2000-2001. The previously developed, higher density sites in the main towns have a predominant number of 1 to 3 bed roomed houses. Larger 4, 5 and 6 bed roomed houses are predominantly found on sites which are greenfield and built at a much lower density. The main concern to arise from this analysis, however, is the very low number of affordable dwellings which is being achieved.

## POLICY H20: AFFORDABLE HOUSING FOR LOCAL PEOPLE ON LARGE URBAN AND RURAL SITES

### Affordable Housing Development

- 9.47 Under Policy H20 of the adopted plan affordable housing is to be sought on housing developments over 1.2 hectares in the order of 20% of total dwellings. This is being revised under Alteration No1 which will be applied to sites during 2001/02. Table 9.15. sets out the target for the number of dwellings which would be sought under Policy H20 against the actual number achieved.

*Table 9.15: Affordable Housing Provision on Sites Granted Planning Permissions April 2000 to March 2001.*

Site	Allocation/ Windfall	Target number of affordable houses *	No of affordable houses achieved
Easingwold Motors, Easingwold	Windfall	12	6

\* Target number based on 20% of the number of dwellings approved on sites of 20 dwellings or more.

- 9.48 Between April 2000 and March 2001 only two sites were large enough to be considered under Policy H20 of the adopted plan. The number of affordable housing achieved for the Easingwold Motors site is only half of the target that could be achieved by Policy H20. It was argued by the developers that the development could only support a reduced number of dwellings in view of the other costs arising from remediation works, archaeological requirements and also commuted sums towards education facilities and public open space.
- 9.49 Although the Manor House site at Burneston was below the thresholds set in Policy H20, the development was considered against Circular 6/98 which promotes lower thresholds for affordable housing. However, a need for affordable housing was difficult to substantiate in the village based on available information, and as the accommodation spread was amended to include smaller units, affordable housing was not sought at this site.

### Issues Arising

- 9.50 The application of Policy H20 has resulted in only a limited number of affordable housing being provided in the District. Changes to the policy in Alteration No1 will begin to be applied during 2001-2002. The Council's Housing Section has commenced a rolling programme of Housing Needs Surveys which will support the need for affordable housing.

## POLICY H21: AFFORDABLE HOUSING FOR LOCAL PEOPLE ON RURAL EXCEPTION SITES

Table 9.16: Affordable Housing Development on rural exception sites since 1995.

Settlement	No of Dwellings
Crakehall	6
Hackforth	6
East Harlsey	6
Knayton	6
Thirlby	4
Seamer	4
Hutton Rudby	6
Great Broughton	6

9.50 Policy H21 seeks to secure the provision of affordable housing for local people in rural areas. As an exception to the normal policies for the provision of housing it permits the development of small sites which would not normally receive planning permission. Table 9.16 above indicates the affordable housing schemes that have been implemented on rural exception sites since 1995. No schemes have come forward during 2000/2001.

### Issues Arising

9.51 The Council has commenced a programme of housing needs surveys throughout the District. The programme concentrates on one market town area each year including the market town and prioritises 5 rural parishes that have evidence of housing need that merits further study. This should provide detailed evidence to support the need for affordable housing. In view of the Government's support in the Rural White Paper to more rural affordable housing in areas of need, the new Housing Needs Survey should help to give impetus to the development of further schemes in villages.

## POLICIES H23 – H26 NEW RESIDENTIAL DEVELOPMENT IN THE COUNTRYSIDE

9.52 Table 9.17 below sets out the number of proposals for new residential units in the countryside that have been approved and refused since April 2000. The number of new agricultural dwellings and replacement dwellings approved this year has declined slightly from the high of 1999 – 2000 but is running at a rate about the same as that between 1995-99 when 15 agricultural dwellings and 10 replacement dwellings were approved over a 4 year period. Revisions to Policy H26: Replacement Dwellings in the Countryside, are proposed as part of Alteration No. 1 to tighten up the policy to require applicants to demonstrate that it is not possible to improve the existing dwelling through renovation and/or extension but this policy had not come into effect for the 2000-01 period.

Table 9.17: New residential units in the Countryside April 2000 to March 2001.

New Agricultural Dwellings		Replacement Dwellings in the Countryside	
Approved	Refused	Approved	Refused
5	3	6	0

- 9.53 During the period April 2000 to March 2001, there were two applications for the removal of agricultural occupancy conditions, one was approved and one refused.

## CONCLUSIONS AND RECOMMENDATIONS

- 9.54 Housing supply in the District has continued to increase. This is due to the development of dwellings on large windfall sites and an increased rate of the development of allocated sites. The position at April 2001 shows that housing supply has continued to increase above the Local Plan housing requirement by 17.7%. This confirms the need to tackle this issue and strengthens the justification for the Interim Policy which has been subsequently introduced. The policy should therefore, start to influence housing supply in 2001/2002 and the effectiveness of this policy and the need to release further housing sites will be assessed through the Local Plan monitoring reports in the future.
- 9.55 The number of affordable housing being delivered through Policy H20 is very limited, but changes to the policy proposed in Alteration No 1, will begin to be applied during 2001-2002. The rolling programme of housing needs surveys will support this and it is anticipated that the number of affordable housing being approved through the modified policy will increase.



## CHAPTER 10: EMPLOYMENT

### CHANGES IN CONTEXT

#### MARKET TOWNS INITIATIVE

- 10.1 The Market Towns Initiative is a joint initiative by the Countryside Agency and Yorkshire Forward providing financial assistance for market towns regeneration across the Yorkshire and Humber region. Its aim is to reinforce the role of market towns as the main providers of jobs, services and community facilities in rural areas. Thirsk was selected for the Initiative which will run from April 2001 to May 2005.

#### COMMUNITY INVESTMENT PROSPECTUSES

- 10.2 North Yorkshire County Council has been successful in bidding to Yorkshire Forward for Single Regeneration Budget 6 funding to fund community economic development activity. A pre-requisite for accessing SRB funds is for communities to have a Community Investment Prospectus in place. These are being prepared for each of the market towns and surrounding villages and will be linked to the Community Planning process. CIPs will contain an audit of the community facilities and resources, an outline of community needs, an action plan and identification of priorities. Government proposals in the Planning Green Paper call for a closer relationship between the preparation of Local Plans and the needs of local communities. Any future review of the Local Plan will have to take into account the views coming forward through CIPs.

#### HILLSIDE WARD DEVELOPMENT AND EMPLOYMENT PACT

- 10.3 The Hillside ward is the only ward in the District eligible for Single Regeneration Budget Priority 3 funding. A Local Development and Employment Pact has been agreed and a community steering group has been established to oversee and guide the process of funding, implementation and monitoring the programme. Several potentially good projects are being developed as part of this project.

### OPERATION OF POLICIES

#### POLICY EM1: THE EMPLOYMENT LAND REQUIREMENT

- 10.4 Under Policy EM1 provision is made for about 70 hectares of land for industrial/business development within the Plan area in the period 1991-2006. Paragraph 10.7 of the adopted Local Plan sets out the Council's proposals for how the employment land requirement of 70 hectares is to be met at April 1995. Table 10.1 below updates the position to April 2001 for each component of employment land supply. In addition to this land allocated in the adopted Plan, an area of 6.1 ha has been allocated at Easingwold in Alteration No 1.

*Table 10.1: Employment Land Provision (1991 to 2006)*

	<b>April 1995</b>	<b>April 2001</b>
Development	8.9 ha	27.6 ha
Large sites with planning permission	32.1 ha	31.1 ha
Allocations	46.3 ha	31.8 ha
<b>Total</b>	<b>87.3 ha</b>	<b>90.5 ha</b>

## **POLICY EM2/EM3 – EMPLOYMENT LAND COMMITMENTS/ALLOCATIONS**

- 10.5 Through the District Wide Local Plan land has been provided in and around the five market towns as well as Dalton Airfield to meet the employment requirement of the District.

### **Northallerton**

- 10.6 All the land has now been taken up at Standard Way Industrial Estate. To alleviate the shortage of readily available employment land the Council has purchased 5.25ha of land constituting almost half of the employment allocation east of Darlington Road. Servicing of this site is currently in progress, once available this area will provide the opportunity for the relocation of businesses from elsewhere in the town from sites allocated for housing development in the Local Plan.
- 10.7 Development of the employment land allocation at the former Mount Hospital site has continued. No further progress has been made with the development of land off Finkhills Way. An additional site to the south of Yafforth Road has been identified as potentially available for development.

### **Thirsk**

- 10.8 The employment commitment at Thirsk Industrial Park has all been taken up. There has been a very high demand for land on Phase 3 of Thirsk Industrial Park. Development of part of the site has been completed and negotiations are underway on most of the remainder of the site. The high level of demand has led to the release of the site allocated for a lorry park being released for industrial development.

### **Stokesley**

- 10.9 Significant progress has been made with the development of the employment land at the Council's Industrial Park with less than 3 ha remaining undeveloped. There is a high demand for employment land in Stokesley and a planning application to extend the Industrial Park by 3.87 ha has been approved. The proposal was considered as a departure from the Local Plan as the land falls outside the area allocated in the adopted Local Plan. Servicing of the site is programmed to commence during 2002.

### **Leeming Bar**

- 10.10 Almost all the employment land commitments have been taken up at Leeming Bar. Consideration is now being given to purchasing the employment land allocation north of Leeming Bar Industrial Estate. No progress has been made with the employment allocation west of Leeming Bar Industrial Estate. The possible reintroduction of proposals to upgrade the A1 could have implications for both allocations.

### **Dalton Airfield**

- 10.11 No progress has yet been made with regard to the new employment allocation. The development of the allocation has proven difficult because of the requirements for substantial highway and landscaping improvements. Investigation into the funding of these requirements has been taking place.

### **Easingwold**

- 10.12 Some progress has been made with the development of the site at Stillington Road, Easingwold. The development of a Fire and Rescue Training Centre has commenced. Planning permission to extend the site to provide workshop units is under consideration.
- 10.13 A proposal to allocate land at Roxby House, Easingwold for employment uses under Policy EM3

has been included in Alteration No 1 of the Local Plan.

Table 10.2: Availability of Employment Land 1995 - 2001

Policy EM2: Employment Commitments

Site	Area Available April 1995 (ha)	Area Available April 2001 (ha)	Area developed 1999-2001 (ha)
Kings Cross, Busby Stoop	2.0	2.0	0
Dalton Industrial Estate	3.9	2.1	0.5
Stillington Road, Easingwold	3.0	1.5	1.5
Leeming Bar Industrial Estate	3.6	1.0	0.8
Yafforth Road, Northallerton	3.7	4.6	0
Standard Way, Northallerton	3.6	0.5	1.2
Stokesley Industrial Park	6.9	2.6	0.3
Thirsk Industrial Park	4.1	0	0
<b>Total</b>	<b>30.8</b>	<b>14.3</b>	<b>4.3</b>

Policy EM3: Employment Allocations

Site	Area Available April 1995 (ha)	Area Available April 2001 (ha)	Area Developed 1999-2001 (ha)
Dalton Airfield Industrial Estate	6.2	6.2	0
North of Leeming Bar Industrial Estate	5.9	5.9	0
West of Leeming Bar Industrial Estate	8.4	8.4	0
East of Darlington Road, Northallerton	17.3	17.3	0
The Mount, Northallerton	2.7	1.5	0.3
Goose Lane, Sutton-on-Forest	0.5	0.3	0.2
Adjacent to Thirsk Industrial Park	4.3	3.0	0.6
East of Dispol, Thirsk	1.0	1.0	0
<b>Total</b>	<b>46.3</b>	<b>43.6</b>	<b>1.1</b>

10.14 Table 10.3 sets out information on the nature of available employment sites in terms of whether the site is serviced and the proposed timescale for servicing. From this it can be seen that there is a supply of land available for development at present and programmed to become available over the next three years.

Table 10.3 Land available on Serviced and Unserviced Sites at April 2001

Type of Site	Area (ha)
Land available on serviced sites	19.7
Land on sites programmed for servicing by 2004	18.3
Land available on sites not yet programmed for servicing	30.9
<b>Total</b>	<b>68.9</b>

#### **POLICY EM4: NORTHALLERTON AUCTION MART**

10.15 No firm proposals have yet come forward for the relocation of the Auction Mart Site. The Northallerton Auction Mart Site has been allocated under Policy S4 as a Town Centre Redevelopment site in the District-Wide Local Plan reflecting its potential for a number of town centre uses which could maintain and enhance the role of Northallerton as a District Shopping Centre. Enquiries have been made by developers about this site although no firm proposals have yet been submitted.

#### **POLICY EM9: NEW EMPLOYMENT DEVELOPMENT OUTSIDE DEVELOPMENT LIMITS AND SAFEGUARDED EMPLOYMENT AREAS**

10.16 Policy EM9 sets out the exceptional circumstances where industrial/business development will be permitted in the countryside. The policy has been utilised on 20 occasions in 2000/2001 in the determination of planning applications covering a wide range of proposals for new businesses including the storage of steel tubing, a kennels and cattery, the storage of vehicles and heavy plant, lorry parking, the storage and recycling of builders materials and the storage of potatoes. There were also applications for the location of portable buildings to serve an existing software company and for new industrial units on Alanbrooke Industrial Park. Of the 20 applications, nine were approved.

#### **POLICY EM11: CONVERSION OF RURAL BUILDINGS TO EMPLOYMENT USE**

10.17 There has been 31 planning applications between 2000 and 2001 for the conversion of buildings to employment uses outside Development Limits, 27 of which were approved. This is about one third of the number of proposals for conversions to residential use (91) and appears to reflect the high demand for and strong financial returns that can be obtained for residential conversions compared to uses for employment development.

10.18 PPG7 and the Rural White Paper place increased emphasis on the important role that existing buildings can play in meeting the needs of rural areas for economic development. Amendments to Policy EM11 have been included in Alteration No 1 in order to shift the emphasis of Local Plan policy towards encouraging employment conversions rather than residential. Applicants wishing to convert rural buildings to residential use now are required to demonstrate that they have explored the potential for the re-use of the building to employment uses. As a consequence of this change in policy several speculative applications have been submitted to convert agricultural buildings to mixed residential and offices or workshops.

10.19 A wide range of proposals have been submitted including storage of heavy goods vehicles, a plant hire centre, motor vehicle repairs, manufacturing of animal feed blocks, cheese packing, breeding and sale of fish, the manufacture of doors and window frames, screen printing, the repair of washing machines, offices and workshops. There were seven applications for the conversion of rural buildings to holiday letting units. One application to convert a holiday unit to a permanent dwelling was allowed on appeal.

## **POLICY EM16: FARM DIVERSIFICATION**

10.20 Between 2000 and 2001, 13 applications were considered under Policy EM16. Five related to the formation of ponds, one to an open farm and one to a farm shop. Other proposals included an off road buggy course, a landing strip and a plant hire business. Whilst this number is an increase over previous years, this still represents a very small number of proposals. The apparent scarcity of proposals aimed at farm diversification may reflect the fact that they are being considered under other policies such as Policy EM11: The Conversion of Rural Buildings to Employment Use.

## **CONCLUSIONS AND RECOMMENDATIONS**

10.21 The following issues have been raised by the monitoring of the employment section:

- Servicing of the first phase of the allocation east of Darlington Road, Northallerton commenced in December 2001 and will provide the opportunity to relocate businesses from elsewhere in the town on sites allocated in the Local Plan for housing development.
- The very high level of demand for new industrial land at Thirsk will result in the development of most of the allocated site within the next 12 months or so. This high level of demand has led to the release of the land allocated for the lorry park for industrial use. There will be a need to identify a further site in Thirsk to be allocated for industrial use in the future Local Plan review.
- Planning permission has been granted for an extension to the Stokesley Industrial Park and it is programmed to commence the servicing of the site during 2002.
- Further investigation will be needed into the provision of the highway and landscaping requirements to enable the Dalton Airfield Industrial Estate to be developed.
- The release of land at Stillington Road, Easingwold still remains problematic.



## CHAPTER 11: SHOPPING

### OPERATION OF POLICIES

#### **POLICY S1: RETAILING IN NORTHALLERTON AND THIRSK**

#### **POLICY S2: RETAILING IN BEDALE, EASINGWOLD AND STOKESLEY**

10.1 These policies aim to maintain and enhance the role of market towns as District and Local Shopping Centres.

#### **Progress with Development**

10.2 The following significant new retail proposals have been considered since April 2000:

- **Tesco, Northallerton:** The development of the new supermarket on the site to the east of the existing shop took place in autumn 2001 with the new store opening in January 2002.
- **High Street, Northallerton:** The redevelopment of the site of the former Co-op for a new Woolworths store was completed at Easter 2001. Mackays then moved into the former Woolworths store. Several other changes occurred during the year in the High Street with the opening of W H Smith and Ottakers during summer 2001. A number of other smaller independent stores opened up or relocated as a consequence of the flooding in November 2000.
- No progress has been made with the redevelopment of the **Safeway site at Willowbeck Road, Northallerton.**
- **Tesco, Thirsk.** The extension to the supermarket was opened in October 2001.
- **33 Market Place, Thirsk:** Work started on the scheme to redevelopment these premises to provide a new shop with nine flats.
- **14 Market Place, Bedale:** the redevelopment of the site for a new supermarket for Leathley's to the rear of 14 Market Place commenced in autumn 2001.

10.3 In order to assess how well the objectives of these policies are being achieved, surveys have been carried out to record the changes in the businesses operating in the town centres. Key indicators have been selected to ascertain the vitality of the town centres. It should be noted that there may be many factors affecting the performance of shopping centres including the state of the economy, competition from other centres as well as the commercial decisions of individual retailers.

10.4 Table 10.1 shows the number of vacant ground floor units and the number of charity shops in the market towns. This gives an indication of the vitality of the town centres.

Table 10.1: Vacant units and charity shops in TCCA 2001

	Vacant Units		Charity Shops
	No	%	
Bedale	9 (+1)	10%	1 (0)
Easingwold	2 (-1)	2%	1 (0)
Northallerton	21 (+5)	7%	6 (0)
Stokesley	6 (+4)	7%	2 (0)
Thirsk	14 (-3)	8%	8 (+1)
<b>National Average</b>		<b>11%</b>	

\* Figures in brackets indicate change since the survey in 2000

- 10.5 Another useful indicator of vitality is the number of businesses opening and closing in the town centres. Table 10.2 summarises the changes that have occurred in the Shopping Core Areas since 2000.

Table 10.2 Changes in Ground Floor Units in Shopping Core Areas between 2000 – 2001

Change from - to	Bedale	Northallerton	Stokesley	Thirsk
A1 - A1	0	2	2	11
A1 - Vacant	1	7	0	7
Vacant - A1	0	4	0	1
A1 – A1/A3	0	0	1	0
A1 - D1	0	0	0	2
A2 - A1	0	1	0	0
A2 - Vacant	0	1	1	1
A2 - B1	0	0	1	0
B1 – A1	0	0	1	1
V – B1	0	0	0	1
<b>Total</b>	<b>1</b>	<b>15</b>	<b>6</b>	<b>24</b>
<b>% of total units</b>	<b>2%</b>	<b>10%</b>	<b>10%</b>	<b>17%</b>

- 10.6 Table 10.3 sets out the number of units in the Shopping Core Area in each use class in 2001 with the change since the previous survey in 2000.

Table 10.3: Number of units at ground floor level in Shopping Core Area in 2001 by Use Class

	A1		A2	A3	Other	TOTAL
	No	%				
Bedale	31 (0)	67%	4 (0)	9 (0)	2 (0)	<b>46 (0)</b>
Northallerton	115 (-3)	77%	19 (-1)	13 (0)	2 (0)	<b>150 (-3)</b>
Stokesley	44 (0)	70%	10 (0)	8 (0)	1 (0)	<b>63 (+1)</b>
Thirsk	100 (-2)	69%	16 (-1)	19 (0)	10 (+3)	<b>145 (-1)</b>

\*Figures in brackets indicate the change in the number of units since 2000.

### Implications of the Surveys

- 10.7 The past year has seen a number of significant changes in Northallerton town centre. The closure of Sunwin House led to the site being redeveloped by Woolworths. Subsequently, Mackays relocated into the former Woolworths building. Other shop closures included Dressers, Truemans and Stockdales Butchers, Murrays Bakers, and Chainstores Fashions. New shops opening up in the town centre include W H Smith, Ottakers, the Body Shop, Peters and Cooplands Bakeries, Spangled Jasper, a video shop, a toyshop and an art shop. The floods in November 2000 affected a number of shops on Friarage Street and near to the Applegarth roundabout and as a consequence several of these shops have relocated to other properties or were still being refurbished at the time of the survey.
- 10.8 Whilst concerns were voiced about the effect of the closure of a number of retail outlets in early 2001 in Northallerton on the vitality of the town centre, there has been considerable interest in the available shop units such that at the time of this report few remain vacant. With the opening of the expanded Tesco store in Northallerton, the situation will be closely monitored during the forthcoming year.
- 10.9 Work has commenced in examining the potential for further retail development in Northallerton to improve the current "retail offer" of the town in order to sustain its role in the future, to provide opportunities for development of a size and format demanded by the modern retailer, that would benefit tourism and would build on Northallerton's strengths and individuality. The suitability of a number of sites will be examined in more detail and the results will feed into the review of the Local Plan.
- 10.10 There continues to be a relatively high turnover of retail premises in Thirsk. Many changes occurred to smaller businesses outside of the Market Place or arose as a consequence of the flooding during November 2001 along Finkle Street. The Thirsk Market Towns Initiative will be examining ideas for improving the attractiveness of the town centre.
- 10.11 The position in Bedale remains unchanged from previous years with a small increase in the number of vacant premises, however, many of these have been vacant for up to 4 to 5 years. There has been a very low level of interest in taking up any of these vacant units and very few changes to the retail base. The possible impact of the new Tesco store at Catterick Garrison will also continue to need to be monitored. The difficulties being experienced by Bedale have been recognised and the options for improving its vitality and viability are being examined by the Council's Environment and Economy Overview and Scrutiny Committee.

10.12 Stokesley and Easingwold continue to maintain good trading positions as local centres.

10.13 These tables reveal that all the market towns in the District are experiencing vacancy rates below the national average. Bedale and Thirsk are, however, slightly higher than the other towns.

10.14 The number of charity shops in the town centres of the District has changed only slightly during the year with the one shop opening in Thirsk. These shops, however, maintain attractive shop window displays and provide a valued service to both shoppers and the charity. Their presence is preferable to the unit remaining empty.

**POLICY S6: NON-RETAIL COMMERCIAL USES IN SHOPPING CORE AREAS**

10.15 This policy aims to strike a balance between retail and non-retail uses in the Shopping Core Areas of the town centres and to maintain a predominantly retail frontage with non-retail uses dispersed throughout the Area rather than being concentrated in groups. Changes of use from retail to non-retail uses are permitted under the policy provided that they would not result in more than two non-retail commercial units operating side by side or more than are third of frontage being given over to non-retail uses.

10.16 Table 10.4 sets out the percentage of frontages in Shopping Core Areas in non-retail commercial use in 2001 and the corresponding figure from previous surveys carried out in 2000.

*Table 10.4: Percentage of Frontages in Shopping Core Areas in Non-Retail Commercial Use.*

	2000	2001
Bedale	32.9	32.9
Northallerton	26.2	25.8
Stokesley	30.6	32.3
Thirsk	32.0	32.0

**Implications**

10.17 When the number of units in various uses is examined, there is a clear preponderance of A1 retail uses in all the Shopping Core Areas. However, the percentage of frontages in non-retail use in Bedale and Thirsk remains at a critical level such that no further changes from A1 to non-retail uses should be permitted in Bedale and only a limited change may be permissible in Thirsk. Changes in use in Stokesley during the year mean that the position has also become critical here and only a limited change may be permissible in this centre too.

**POLICY S15: VILLAGE SHOPS**

10.18 Policy S15 aims to support the establishment and extension of village shops to provide for the daily shopping needs of residents and the sale of locally manufactured goods. The Policy also restricts the change of use of shops to dwellings.

10.19 Between April 2000 and March 2001, the following village shops have closed:

- Great Smeaton Post Office
- Sessay Post Office
- East Harlsey Post Office
- Barclays Bank, Great Ayton
- Shop at Cockpit Hill, Brompton

10.20 The viability of village shops continues to be a matter of concern both locally and nationally. The Rural White Paper (November 2000) gives consideration to a number of initiatives that could help to retain village services and develop them to make the best use of new technology. The Council is giving consideration to measures suggested that it can undertake to support rural services in particular village shops. Through the planning process, continued emphasis will be given in considering applications for planning permission to convert shops to residential accommodation to ensuring that applicants support their application with details of the efforts that have been made to market and promote the business or to find alternative locations for the business in the village. Permission will only be granted when it has been demonstrated that the business is no longer viable. The Council is supporting the Village Retail Services Association which employs a fieldworker in North Yorkshire who has provided support and advice to a number of village shops in the District to assist in their promotion and development and to assist communities in finding ways of retaining shops threatened with closure.

### **POLICY S18: NON RETAIL COMMERCIAL DEVELOPMENT IN RURAL AREAS**

10.21 Public houses fulfil an important community function in rural villages. It was agreed to introduce a new policy into the Local Plan as part of Alteration No 1 to protect village pubs in the same way as village shops. Whilst the introduction of such a policy would not prevent the closure of these rural businesses, it would require the applicant to demonstrate how they had tried to develop the business or to market it for sale as a going concern. It would reduce the attractiveness of the premises to speculative purchasers looking for a rural property to convert to residential use or to re-develop for housing.

10.22 Between April 2000 and March 2001, the following public houses in villages have closed.

Potto Hall

Black Bull, Topcliffe

The Grange, Shipton

Rose and Crown, Shipton

## **CONCLUSIONS AND RECOMMENDATIONS**

10.23 Whilst there were concerns in early 2001 about the effect of the closure of a number of retail outlets in Northallerton on the vitality of the town centre, there has been considerable interest in the available shop units such that at the time of this report few remain vacant. With the opening of the expanded Tesco store in Northallerton, changes in the town centre will be closely monitored during the forthcoming year.

10.24 Thirsk continues to exhibit poorer trading conditions than Northallerton. Further work is being undertaken as part of the Market Towns Initiative for Thirsk to examine ways in which the centre could be promoted. There continues to be a relatively high turnover of retail premises in Thirsk.

10.25 The position in Bedale remains unchanged from previous years with a small increase in the number of vacant premises, however, many of these have been vacant for up to 4 to 5 years. There has been a very low level of interest in taking up any of these vacant units and very few changes to the retail base. The difficulties being experienced by Bedale have been recognised and the options for improving its vitality and viability are being examined by the Council's Environment and Economy Overview and Scrutiny Committee.

10.26 Stokesley and Easingwold continue to maintain good trading positions as local centres.

10.27 There is continuing concern about the need to support community facilities in villages as highlighted in the Rural White Paper. The Council is examining a number of measures to help to support and retain village shops, public houses and rural businesses. Policies S15 and the revised Policy S18 will be important tools in the campaign.



## CHAPTER 13: TRAFFIC, TRANSPORTATION & CAR PARKING

### CHANGES IN CONTEXT

#### PPG13: TRANSPORT

- 13.1 PPG13 on Transport was published in March 2001 and broadly follows on from the consultation draft which was published in October 1999 and considered by Planning Committee on 6 January 2000.

#### Green Transport Plans

- 13.2 The guidance advises local authorities to consider setting local targets for the adoption of travel plans by local businesses and other organisations and to set an example by developing their own plans. The aim is to achieve sustainable transport objectives of:
- reducing car use and increasing the use of public transport, walking and cycling;
  - reducing traffic speeds and improving road safety and;
  - achieving more environmentally friendly delivery and freight movements, including home delivery services.
- 13.3 In response Hambleton has started to prepare a Green Travel Plan. North Yorkshire County Council has prepared a plan.
- 13.4 PPG13 also advises local authorities to request travel plans to be submitted alongside planning applications which are likely to have a significant transport implications. They include developments comprising jobs, shopping, leisure and services which will generate significant amounts of travel, new and expanded school facilities. According to the guidance travel plans can be prepared to address a traffic problem associated with a planning application which would otherwise be refused on traffic grounds.

#### Parking Standards

- 13.5 Another key revision set out this guidance is the change in the way parking standards are to be set. Local planning authorities are advised to set maximum rather than minimum parking standards for larger scale developments in order to reduce the level of parking required so as to avoid excessive parking provision and to promote the choice of alternative modes of travel. Local authorities are allowed to use their discretion in setting the standards for smaller developments and in locations which are less accessible by public transport such as rural areas. The guidance also promotes the shared use of parking particularly in town centres and major developments. Cycle parking is to be provided at a level consistent with the cycling strategy within the Local Transport Plan.
- 13.6 This advice has led to a review of parking standards by North Yorkshire County Council. Draft standards have been produced and were considered by the Development Control Committee and Cabinet in November 2001.

#### NORTH YORKSHIRE COUNTY COUNCIL LOCAL TRANSPORT PLAN

- 13.7 Local Transport Plans are 5 year documents which are required to cover a range of linked transport strategies and demonstrate integration with other policies, concerning social inclusion, land use and air quality.
- 13.8 The Government introduced Local Transport Plans in 1999 to replace the yearly Transport Policies and Programmes system and under the new regime, local authorities were requested to take a two-stage approach. North Yorkshire submitted a provisional Plan in July 1999 and a full Local Transport Plan in July 2000. The full plan seeks to develop a better more integrated transport

system for North Yorkshire based on less congestion, less pollution, more transport choice and less dependency on the car. The Plan was updated in July and August 2001 with further Volumes to supplement the Plan. This includes an Annual Progress Report, Major Capital Highway Schemes Review and Technical Appendices which brings the Plan up to date.

## ROADS

### A1 Safety Study

- 13.9 The Government Office for Yorkshire and the Humber commissioned a Safety Study of the A1 to look at options for improving the standards of highway safety. Recommendations from the Study were reported to Planning Committee on 22 February 2001 and support was given to the option of upgrading the A1 to motorway standard. The Regional Assembly supported the findings of the Study including the recommendation to implement the motorway upgrade subject to a full appraisal of the detailed design of the scheme in accordance with the New Approach To Appraisal (NATA). The Government is now considering the recommendation of the study and a decision whether to upgrade the A1 to motorway standard is still awaited. Any schemes resulting from the decisions made will be reflected in the reviews of the Local Transport Plan and the District Wide Local Plan.

### New schemes and improvements

- 13.10 The Government's "Transport 2010: The Ten Year Plan" has given the County Council the opportunity to carry out a review of the potential for constructing bypasses of communities which lie on the major road network. Recommendations were made to delete schemes from the County Council's reserve list of Major Capital Highway Schemes including the A19 Thormanby Bypass, the A170 Sutton under Whitestonecliffe Bypass, the A61 Carlton Miniott Bypass and the A167 Great Smeaton Bypass. The County Council's Environmental Services Overview and Scrutiny Committee rejected these recommendations and resolved that they should remain on the list. Following the full County Council meeting it was resolved to include the A19 Thormanby Bypass in the Council's Local Transport Plan's first Annual Progress Report in a bid for extra funding. However none of the other schemes are to be included in the bids during the Local Transport Plan period.

## PUBLIC TRANSPORT

### Strategic Rail Plan

- 13.11 The Strategic Rail Authority unveiled the Strategic Rail Plan in January 2002 which sets out its vision and priorities for the UK railway system. It also sets out the key issues facing the rail system and assesses options to improve it, then sets out the priorities for short, medium and long-term objectives.
- 13.12 Its vision is of an improved rail network with short-term measures to tackle poor performance. Medium term measures are to achieve growth in passenger and freight and the longer-term priority is to develop work for major investment.

### CPRE Study of Level Crossings in Northallerton

- 13.13 The Council for the Protection of Rural England commissioned a study from students of Newcastle University to investigate the problems of traffic congestion related to the closure of the three main level crossings in Northallerton and to explore potential solutions. The Study produced in May 2001 explored four solutions to relieve congestion including a Northallerton Bypass, bridging Low Gates Level Crossing, introducing green travel plans and diverting the existing Northallerton – Stockton/Middlesbrough branch line. Of the four solutions it was considered that the diversion of the branch line would be the most effective as it would remove the three crossings and eliminate the problems that occur. To this end discussions have been taking place with the Strategic Rail Authority to address this issue.

### **Hambleton and Richmond Rural Transport Partnership**

- 13.14 The Partnership, established in April 1999 covers Hambleton and Richmondshire and is funded by the Countryside Agency and other partners including Hambleton District Council.
- 13.15 The aim of the Partnership is to reduce social exclusion and rural isolation through the provision of a more inclusive transport network across the partnership area, especially for people who have difficulty travelling from rural areas to training jobs, education, healthcare services and social activities.
- 13.16 Since the Partnership was established it has secured funding for several projects which are operated by the Partnership and other stakeholders. They include:
- “Wheels 2 Work” – a moped leasing scheme to provide transport for young people to get to jobs, training and education.
  - “Wheels 4 All” – a community minibus brokerage scheme to increase the accessibility of the area’s network of community minibuses to organisations.
  - Social Car Scheme – these are supported through the District with volunteer drivers helping to ferry people without transport to a wide range of social activities and appointments.
  - “Get Up & Go” Fund – offers financial assistance to groups who want to improve local transport.
  - Community Education Transport – provides transport in the evenings from villages without transport to community education and leisure facilities.

## **OPERATION OF POLICIES**

### **POLICY T1: UPGRADING OF A1**

- 13.17 In the Government’s Trunk Road Review issued in 1998 it was decided not to re-instate the scheme for the upgrading of the A1 to motorway standard between Dishforth and Scotch Corner in to the National Roads Programme. However, a study to identify measures to improve safety on the A1 has been undertaken and it has recommended to the Assembly for Yorkshire and Humber and the Government that the option of upgrading the A1 to motorway standard should be considered. Until a decision to upgrade the A1 is reached, the safeguarding route north of Leeming Bar to Scotch Corner will need to remain in-situ.

### **POLICY T3: NEW BYPASSES IN FIRM PROGRAMMES**

### **POLICY T4: OTHER NEW BYPASSES**

- 13.18 Following the announcement of the Government’s Ten Year (Transport) Plan, the three by-pass schemes for Ainderby Steeple/Morton on Swale, Northallerton and Bedale/Aiskew/Leeming bar have been re-appraised in a Major Highway Capital Schemes review which was undertaken by the County Council.
- 13.19 In July 2001, it was recommended that the Bedale/Aiskew/Leeming Bar Bypass should remain in the County Council’s Local Transport Plan Annual Progress Report as a scheme for possible construction in the period of 2006-2010. The Northallerton Bypass and Ainderby Steeple/Morton on Swale Bypass were recommended not to be included in the County Council’s Local Transport Plan and will remain on the Major Schemes reserve list for further investigation of options prior to the roll forward of the Local Transport Plan. The decision to progress the Bedale/Aiskew/Leeming Bar Bypass is also dependent on the decisions by the Yorkshire and Humber Assembly and the Government on whether to upgrade the A1 to motorway standard. The by-pass is currently projected to connect with a new junction with the proposed A1(M) motorway north of the Leeming Bar Industrial Estate.

### **POLICY T6: VEHICLE PARKING STANDARDS**

- 13.20 PPG3 advises local authorities to revise parking standards for residential development to allow for

significantly lower levels of off street provision. It advises that in urban and town centre locations parking provision should result in an average of no more than 1.5 spaces per dwelling. The County Council has proposed draft revisions to its parking standards to accord with PPG13 and Regional Planning Guidance, taking into account:

- The size of settlement, particularly for the level of public transport provision;
- The relative economic strength of an area;
- The proximity to adjacent settlements and other competing uses.

13.21 The standards give the parking requirements for new developments and sets out different standards for Urban Areas (such as Harrogate and York) which have greater accessibility by other modes of transport other than the car, and market towns and rural areas.

13.22 There are no defined Urban Areas in Hambleton. A more generous parking requirement is prescribed for market towns and rural areas in the District to reflect the greater dependency on the car due to the lack of available alternatives. For the first time requirements for cycles and other powered two wheeled vehicles were introduced.

13.23 The draft standards were considered by Cabinet on 22 November 2001. They were broadly welcomed, but concern was expressed about a requirement for some residential spaces to be capable of accommodating a garage. Cabinet also suggested that requirements for cycles and powered two wheeled vehicles should be made minimum requirements to encourage cycle use. The standards will be implemented when they are finalised by the County Council.

13.24 Table 13.1 below shows the amount of parking provision made on new housing developments of 5 or more dwellings granted permission between April 2000 and March 2001. Three sites have been approved with parking provision below the standard of less than 1.5 spaces per dwelling advised in PPG3 and these are close to the centre of market towns.

Table 13.1 Car Parking Provision on Housing Sites of 5 or more Dwellings Approved between April 1999 and March 2000

Site	No of Dwellings	Parking Spaces	Density (Dwellings/hectare)	Spaces Per Dwelling
27 Malpas Road, Northallerton	6	4	125.00	0.67
Easingwold Motors, Easingwold	59	75	88.06	1.27
33 Market Place, Thirsk	9	12	82.57	1.33
Rear of Rosedene, Sandhill, Aiskew	9	22	34.60	2.44
Land Adjacent St Johns Church, Easingwold	6	12	22.22	2.00
Durham Ox & Dale House, Carlton Miniott	6	20	21.05	3.33
Manor Farm, Burneston	19	46	19.00	2.42
Enterpen, Hutton Rudby	6	34	16.95	5.67
Stockdale Court, Northallerton	5	10	15.34	2.00
Gillcroft, Easingwold	8	32	14.54	4.00

**POLICY T8: CAR PARKING ALLOCATIONS.**

13.25 Set out below in Table 13.2 are details of the progress made in implementing the five car parking allocations made in the Local Plan.

*Table 13.2: Progress with Car Parking Allocations at March 2001*

Site	Progress	No of Spaces
Adjacent to Water End, Brompton	None	37
West of Applegarth Car Park, Northallerton	None	25
Highway Depot, Stokesley	A survey of car parking need was carried out at the end of summer 2000. The outcome of the appraisal is still awaited.	90
Adjacent to Millgate, Thirsk	Completed	21
Chapel Street/Nursery Site, Thirsk	Site surveys underway	100

13.26 A car parking survey was undertaken in the summer of 2000 and the results of the survey are being analysed to review parking requirements within the District's town centres.

**POLICY T9: COACH PARKING****POLICY T10: LORRY PARKING**

13.27 No progress has been made with the implementation of the proposed coach/lorry parking sites east of Darlington Road, Northallerton, though this proposal is linked to the development of the large employment allocation to the north of the development of the new East of Darlington Road Industrial Estate.

13.28 In Thirsk, the high demand for employment land has led to the release of the site for industrial development.

13.29 A survey has been carried out to investigate the need for car parking in the market towns which will be used in the determination of the overall scheme for the Highways Depot site, Stokesley. The analysis of the survey is awaited and this will inform whether there is a need for a car park on this site to serve Stokesley town centre.

**POLICY T19: CYCLING**

13.30 The Council has produced a Cycling Strategy for the Hambleton District which draws together all initiatives to provide cycle infrastructure and promoting cycling in the District. The Council is involved in developing links to the National Cycle Network and has been working in partnership with the County Council and local organisations in producing Cycle Plans for Northallerton and Thirsk.

13.31 The adoption and implementation of the Northallerton Cycling Strategy has seen the completion of the Brompton to Northallerton Cycle Route and a route through the Bullamoor Road Memorial Park. A cycle route will be constructed in 2002 from the new Northallerton Business Park (east of Darlington Road) to link Darlington Road to Yafforth Road.

13.32 The Thirsk Cycling Working Group has prepared a Draft Cycling Strategy to develop a network of cycle routes across Thirsk, Sowerby and Carlton Miniott.

## **POLICY T20: PUBLIC TRANSPORT**

13.33 The County Council has recognised that there is a lack of bus passenger facilities throughout the District and has carried out an audit of facilities to identify where they are needed. As a result of this study it is proposed to provide facilities in Bedale, Stokesley and Easingwold.

13.34 In Northallerton, the facilities at North End have always been regarded as temporary and no sheltered passenger waiting area has been provided. The County Council is proposing to improve facilities and has drawn up proposals for bus shelters, raised boarding kerbs and information boards in the town centre. The District Council supported the proposals to improve facilities in the High Street and Zetland Street in principle but mixed views to the scheme were raised in the wider consultation exercise. In response to the concerns expressed, the County Council has held the most controversial elements of the proposals in abeyance pending the outcome of a traffic management study of the town centre. In the meantime bus shelters and information boards are to be provided at North End and Zetland Street. At the Nags Head, a bus shelter, information board and a raised boarding facility will be provided.

## **POLICY T21: SAFEGUARDING DISUSED RAILWAYS**

13.35 The Northallerton to Redmire Railway has been safeguarded in the Local Plan and progress is now being made in the restoration of the line for passenger services to link Northallerton to the Dales. The transfer of land and assets from Railtrack to the Wensleydale Railway Company has been agreed and shares are being offered to the public to raise funding to complete the transfer of the branch. The opening of this line will provide the opportunity to develop a sustainable transport route between Northallerton and Bedale to villages in the Dales.

## **CONCLUSIONS AND RECOMMENDATIONS**

13.36 Progress on transport strategies in the District from a national perspective has been limited. Despite the Government's "Transport 2010: The Ten Year Plan" and its £180bn investment programme a decision is still awaited on whether or not to upgrade the A1 to motorway standard. Progress with the Bedale/Aiskew/Leeming Bar bypass is dependent on this decision. Despite the opportunity for additional funding, the County Council has not progressed any highway schemes in Hambleton.

13.37 Progress of the improvements of rail transport has also been slow. The Strategic Rail Authority has only just produced its Strategic Plan and this fails to respond to local concerns about congestion caused by the closure of the level crossings in Northallerton.

13.38 The Government has published the final version of PPG13 and in response North Yorkshire County Council has proposed revised maximum parking standards which reflect the higher level of car dependency in rural areas. Once these are adopted, the District Council will need to consider adopting them for use in Hambleton.

13.39 Progress has been made with local transport improvements such as the development of bus passenger infrastructure in Northallerton. The Hambleton and Richmondshire Rural Transport Partnership has also helped to establish many local transport schemes which have helped to improve local public and community transport and address the problems of social exclusion in the District.

13.40 Cycling initiatives have also been progressed with the publication of the Hambleton Cycling Strategy. Progress has been made with the implementation of the Northallerton Cycle Plan with the completion of an additional cycle route through the Bullamoor Memorial Park. A cycle route will be constructed in 2002 from the new Northallerton Business Park (east of Darlington Road) to link Darlington Road to Yafforth Road.

## CHAPTER 14: SPORT, RECREATION AND COMMUNITY FACILITIES

### CHANGES IN CONTEXT

#### PPG 17 – SPORT, OPEN SPACE & RECREATION (CONSULTATION DRAFT MARCH 2001).

14.1 The proposed revised draft of PPG17 modernises the guidance in the 1991 version of PPG17 and significantly extends its scope by dealing in more detail with planning for open space. It provides a clear statement of the Government's intention to protect existing sport and recreation facilities and create new ones. It complements the Government's commitment to concentrate new development of previously developed land and to minimise the development of previously un-developed land (such as playing fields), especially in urban areas. The guidance will also help to realise some of the broad objectives of the Government Sport's Strategy.

14.2 The guidance advises planning authorities to:

- adopt a strategic approach and plan positively for the provision and enhancement of well designed recreational and sporting facilities and open spaces;
- provide the strongest protection for open space that is, or that has the potential to be, of value to the community;
- resist development pressures which could diminish recreational provision;
- ensure that sport and recreation facilities are easily accessible by a choice of modes of transport, and where appropriate, are centrally located; and
- provide good quality open space and built recreation facilities as an integral part of new communities in order to make them attractive places to live.

#### Green Spaces, Better Places - Interim Report of The Urban Green Spaces Taskforce (DTLR November 2001).

14.3 The Urban Green Spaces Taskforce was set up in January 2001 to advise the Government on its proposals for improving the quality of our urban parks, play areas and green spaces

14.4 The taskforce also wants to ensure that the provision for parks, play areas and green spaces is included in the strategic planning for the an area, especially where there are plans for new housing and economic regeneration. Parks, play areas and green spaces are essential for local community strategies and are key to the liveability of towns and cities.

14.5 The report highlights a need for a diverse range of green spaces and play areas to serve the needs of all people. These should include:

- a blend of the new and historical; and
- new forms of voluntary and private initiatives with public sector provision.

14.6 The move towards greater public involvement should be supported. If local people are encouraged to become involved better quality facilities will be achieved which will succeed in meeting the needs of the target groups.

14.7 Planning policy will play a key role in ensuring adequate provision of suitable urban green spaces and play areas in the right locations.

14.8 There are a number of important issues being considered:

- More integrated approaches to planning, designing, managing and maintaining urban green spaces, linking these to community strategies, local development plans, cultural strategies, and area plans.

- The potential for improving partnerships between local authorities, local businesses, voluntary groups and local people in owning, managing and maintaining local green spaces and play areas.
- The creation of an information base and good practice networks to improve current practice and inspire greater involvement from local people.
- Improvements to the way in which resources are provided and used and any potential for encouraging greater involvement and partnerships.

### **The 6 Acre Standard (National Playing Fields Association 2001)**

14.9 The National Playing Fields Association (NPFA) has revised and updated its minimum standards for outdoor playing space. The NPFA Six Acre Standard is used by 80% of local authorities in the UK to calculate the minimum amount of playing space that they should provide. It has two main components. The first of these is land provided for outdoor sport, principally for adults and youths and the second is playing space for children.

14.10 Outdoor playing space is not the same as public open space. It is space that is safely accessible and available to the general public, and of a suitable size and nature, for sport, active recreation or children's play. It is a significant component, but not the only form, of open space. The standard as now revised is to be simply expressed as:

- A minimum of 6 acres (2.4 hectares) for 1000 people.
- Four acres (1.6 hectares) for sport plus two acres (0.8 hectares) for children's play.

14.11 The benefits of the revised guidance are that it:

- Begins with consideration of the need for outdoor playing space and recommended standards of provision.
- Suggests a framework for research to enable local authorities to adopt their own standards (as is urged by the Government)
- Provides guidance on meeting needs in both urban and rural areas.
- Looks at issues of quality, e.g. gradients, drainage, changing facilities etc.
- Considers the role played by builders in delivering community facilities necessary to serve their developments.
- Contains examples of good practice.
- Gives clear definitions of the terms that are used.

14.12 The contents of this revised document will be considered further and will be taken into account when reviewing Policy H16 and Policy SR2 in of the District Wide Local Plan

## **OPERATION OF POLICIES**

### **POLICY SR3: OPEN SPACE ALLOCATIONS**

14.13 There has been limited progress with the development of sites allocated in the Local Plan under this policy. The main problem with developing these sites has been connected with issues of ownership and difficulties in negotiating the purchase of the land. It is also recognised that certain sites are dependent on the securing of developer contributions as part of residential applications. Table 14.1 below shows the progress made in relation to each of the sites allocated.

Table 14.1: Progress of all allocated sites under Policy SR3

Allocation	Area	Status
1. Grange Close, Bedale	0.7 ha (1.7 acres)	No Progress
2. Pinewood Grove, Bedale	0.2 ha (0.5 acres)	No Progress
3. South End, Bedale	0.6 ha (1.5 acres)	Developed
4. Millfield Lane, Easingwold	13.5 ha (33.5 acres)	Developed
5. Claypenny, Easingwold	0.6 ha (1.5 acres)	Developed
6. Gate Grains Lane, Easingwold	1.0 ha (2.6 acres)	Planning Permission
7. South of Highland Court, Easingwold	0.3 ha (0.8 acres)	No Progress
8. Station Road, Hutton Rudby	1.6 ha (4.0 acres)	No progress
9. Mill Lane, Leeming	0.6 ha (1.6 acres)	Developed
10. Priests Garth, Linton On Ouse	0.8ha (2.0 acres)	Planning Permission
11. Knotto Bottom Way, Northallerton	0.4 ha (1.0 acres)	No Progress
12. Sandy Bank, Northallerton	4.3 ha (10.6 acres)	No Progress
13. Cradock Row, Sandhutton	0.1 ha (0.4 acres)	No Progress
14. Gravel Hole Lane, Sowerby	2.0 ha (5.0 acres)	No Progress
15. Part OS Field 9976, Sutton under Whitestonecliffe	0.4 ha (1.0 acres)	No Progress
16. Dowber Way, Thirsk	2.8 ha (7.0 acres)	1.5ha (3.7 acres) developed
17. Wetlands Lane, Thirsk	1.2 ha (3.0 acres)	No Progress

14.14 Where there has been no progress made, these sites have been included on the Council's priority purchase list over the next three years. Sites at Station Road, Hutton Rudby and Linton on Ouse are programmed for completion in 2002/2003.

#### **POLICY SR4: INFORMAL COUNTRYSIDE RECREATION**

14.15 A total of five applications have been determined against this policy. Four were to create fishing ponds/lakes and one was the use of an existing woodland for management development courses at Cass Plantation, Sand Lane, Stillington. All of the applications received approval. Fishing ponds/lakes can potentially make a positive contribution to countryside conservation whilst providing a valuable source of countryside recreation.

#### **POLICY SR5: FORMAL SPORT AND RECREATIONAL DEVELOPMENT IN THE COUNTRYSIDE**

14.16 Several applications have been approved for new sport and recreation development on sites not identified in Policy SR3:

- A hardstanding in connection with the Leisure Park at Alne.
- A children's play area at Bagby is due to be opened at Easter 2002.

- A sports pavilion and the formation of a parking area and hard surfaces for bowls and games activities at Helperby.
- An equipped play area at Crayke Sports Club.
- An extension to Bedale Sports Club, Bedale received consent in January 2002

### **POLICY SR6: GOLF COURSES**

14.17 There have been 2 proposals affecting golf courses in the District. These were for a renewal of consent for the use of agricultural land as a golf course at Aldwark Manor, Aldwark, and a revised application for extensions to the clubhouse at Thirsk/Northallerton.

### **POLICY SR9: PROPOSED FOOTPATHS**

14.18 There are five separate footpaths in the District proposed under this policy. Table 14.2 illustrates the progress made in respect of each.

<b>Allocation</b>	<b>Status</b>
1. Along the River Ure and Ouse from Aldwark Bridge to Linton Lock.	No Progress
2. Along the Cod Beck, Thirsk, linking the Holmes at Norby to Sowerby Flatts	Largely Completed
3. Claypenny Hospital to the junction of Church Hill and Millfield Lane.	Completed
4. Along the disused railway line between Coxwold and Husthwaite.	No Progress
5. Through the grounds of the Manor House, Stokesley.	No Progress

### **POLICY SR11: HORSES AND EQUESTRIAN FACILITIES**

14.19 There continues to be a significant number of applications for equestrian related development. The majority of the more recent proposals have been for new stable blocks and for the use of agricultural land for the exercise/schooling of horses.

14.20 Three proposals have been refused on the grounds that they would have an adverse effect on the character and appearance of the landscape, one of those also being refused on grounds of highway safety and because it would have been likely to generate a need for residential accommodation.

### **POLICY SR15: COMMUNITY AND VILLAGE HALLS**

14.21 An application to construct a replacement village hall at Hutton Rudby was approved in February 2002.

### **POLICY SR16: COMMUNITY FACILITY ALLOCATIONS**

14.22 Under this policy, the Local Plan identifies three sites for community use. The Highway Depot in Stokesley has been deleted from this policy because the need for the facility could no longer be supported. It has been agreed to re-allocate the site for housing. There has been no progress to date with sites at Highland Court and land north of St. John the Baptist Church, both in Easingwold.

## POLICY SR18: PLANNING OBLIGATIONS

### Supplementary Planning Guidance Note 8: Developer Contributions to Education Facilities

- 14.23 This guidance was approved by the Council on 7 October 1999 to set out guidance on the contributions to be sought from developers of housing sites towards the provision of education facilities, to explain the procedures for calculating the contributions and the means of implementing the proposals.
- 14.24 Contribution towards the provision of education facilities has been obtained in respect of the housing development at Easingwold Mires Long Street, Easingwold during 2000-01

### Supplementary Planning Guidance Note 9: Public Outdoor Playing Space

- 14.25 The Council published Supplementary Guidance Note 9: Public Outdoor Playing Space following approval in February 2000. It aims to provide detailed advice on the amount and type of outdoor playing space required in new housing development, its design and the financial arrangements for its future maintenance.
- 14.26 Only two applications for residential development in 2000-01 have provided public outdoor playing space in accordance with the supplementary guidance. One of these applications have resulted in the creation of new outdoor playing space facilities. Where the minimum requirement for new open space cannot be met on site as part of the development, the Council has sought to require that the developer contributes towards the provision or enhancement of new or existing facilities in the vicinity through a commuted payment. There has been one application where a shortfall in provision has resulted in the Council entering into a Section 106 legal agreement for this purpose. Table 14.3 sets out the details of the amount of open space required to be provided under Policy H16 on applications approved between April 2000 and March 2001 and the amount actually provided on and off-site.

Table 14.3 Public Outdoor Playing Space through S106 agreements April 2000-2001.

<b>Scheme</b>	<b>No. of Dwellings</b>	<b>Total Req. Sq. m</b>	<b>Open Space Provided</b>	<b>Play Equipment</b>	<b>Other</b>
<i>Former Easingwold Motors site</i>	59	3540	None	No	Yes
<i>Manor House, Burneston</i>	19	1140	1152	Yes	Yes

- 14.27 The type of open space and nature of contributions for each site is as follows:

- **Easingwold Motors Site;** Commuted sum towards the cost of qualitative improvements to existing public open space and/or sports facilities or towards the provision of new public open space and/or sports facilities in the locality.
- **Manor House, Burneston;** Provision of on site equipped public open space and a contribution towards the provision of an off site local play area or other community based recreation project.

## CONCLUSIONS AND RECOMMENDATIONS

- 14.28 In general, there has been a sound application of the policies in this chapter in the determination of proposals.
- 14.29 The revised 6 Acre Standard produced by the NPFA will be considered further and will be taken into account when reviewing Policy H16 and Policy SR2 in of the District Wide Local Plan.

- 14.30 Although it is recognised that there has been limited progress made in relation to sites allocated under Policy SR3, it is noted that two sites have been included on the Council's priority purchase list for 2002/03. Two of the others are scheduled for subsequent years.
- 14.31 The publication of new Supplementary Planning Guidance notes 8 and 9 has proved useful in clarifying the circumstances when and how planning obligations will be sought for community facilities and open space in housing developments. However, an issue has arisen with the provision of off-site open space.
- 14.32 The Council is finding that there is an increase in the numbers of developers who do not want to provide on site open space within their development scheme preferring, instead, to pay a contribution to the Council to fund the purchase of other suitable land nearby. Where contributions have been given to the Council, there is a requirement to use those contributions to provide facilities in the locality within an agreed number of years. It may be, however, that there are no suitable developments programmed within that timescale and if the Council is unable to identify a suitable community project, those contributions have to be returned to the developer.
- 14.33 Before agreeing to off-site open space provision, the Council should satisfy itself that such provision can be made available within a reasonable timescale. However,, alterations to the Policy on outdoor playing space provision may, however, be required to address this issue for the future. In addition, the Government has commenced a review of Planning Obligations the outcome of which may change the way obligations are sought and utilised.

## CHAPTER 15: UTILITY SERVICES AND TELECOMMUNICATIONS

### CHANGES IN CONTEXT

#### PPG8: TELECOMMUNICATIONS

- 15.1 A revised PPG8 was published in August 2001. This provided updated guidance that
- takes into account developments in telecommunications technology and the growth of the telecommunications industry;
  - takes account of changes in the permitted development rights that apply to telecommunications code systems operators;
  - provides advice about taking into account health considerations in making planning decisions about telecommunications development

#### Issues Arising

- 15.2 The new PPG has introduced changes in the procedures for considering proposals for new and replacement telecommunication masts. However, it is considered that changes to the wording of Policy UT5: Telecommunications are not required in response to this new guidance note.

#### YORKSHIRE AND HUMBERSIDE RENEWABLE ENERGY STUDY

- 15.3 In March 2000, the Government announced that a positive, strategic approach to the planning of renewable energy is essential to help deliver the Government's targets for renewable energy and climate change which are central to achieving sustainable development whilst continuing to protect the landscape. To promote this approach, Government Offices for the Regions are to prepare regional assessments and targets for renewable energy provision. The frameworks are to run alongside Regional Planning Guidance and the Regional Development Agencies' Economic Strategies in promoting sustainable development.
- 15.4 The Renewable Energy Study for Yorkshire and Humberside is currently being prepared and is due for completion in February 2002. The study will aim to provide more positive planning for renewable energy developments and will set targets for the production of renewable energy by 2010 and 2021. The study will provide a framework of actions to support the implementation to achieve these targets.
- 15.5 Following the completion of the Study it will be important to review the Local Plan policies on renewable energy (Policies UT7 and UT8) to ensure that they build on the framework of actions set out in the Study and to consider the appropriate measures to be taken to promote the generation of renewable energy in the District to assist in meeting the region's target. This will be undertaken as part of the review of the Local Plan.

### OPERATION OF POLICIES

- 15.6 In general the Utility Services and Telecommunications policies are being used appropriately in the consideration of relevant developments.

#### POLICY UT6: OVERHEAD POWERLINES AND HIGH POWERED ELECTRICAL INSTALLATIONS

- 15.7 Work commenced during 2001 on the installation of the overhead powerline from Lackenby to Picton. Progress was delayed because of the Foot and Mouth crisis.

## CONCLUSIONS AND RECOMMENDATIONS

- 15.7 The new PPG8 has introduced new procedures for dealing with proposals for telecommunication mast development.
- 15.8 Following the completion of the Yorkshire and Humberside Renewable Energy Study it will be important to review the Local Plan policies on renewable energy to ensure that they build on the framework of actions set out in the Study and to consider the appropriate measures to be taken to promote the generation of renewable energy in the District to assist in meeting the region's target. This will be undertaken as part of the review of the Local Plan.

## SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

### CHAPTER 1: SETTING THE SCENE

### CHAPTER 2: GENERAL PRINCIPLES

1. With the publication of Regional Planning Guidance for Yorkshire and the Humber in October 2001 and the commencement of the preparation of the review of the Joint Structure Plan for North Yorkshire and the City of York, it is considered opportune to commence a full review and roll forward to 2016 of the Hambleton District Wide Local Plan in line with these Plans. A report was presented to Cabinet in January 2002 setting out a timetable for the review. At this stage this review will be carried out in accordance with the 1999 Development Plan Regulations but it is acknowledged that the process for preparing the Plan will need to be reviewed in the future once the Government's proposals for speeding up the process for the review of Development Plans have been finalised.
2. Alteration No 1 of the Hambleton District Wide Local Plan will be carried out using the procedures for plan making as set out in PPG12. A second deposit draft will be published in April 2002. A decision will then be made in the light of the responses received as to whether to proceed with the Alteration or to roll the revisions into the full review of the Local Plan.

### CHAPTER 4: NATURE CONSERVATION

3. Good progress has been made with the preparation of the Hambleton Biodiversity Action Plan. This will provide guidance in considering development proposals that may affect identified species or habitats. Consideration will need to be given to the way in which the Council's Countryside Conservation grants are targeted in the future to ensure that they help to meet priorities identified in the BAP.

### CHAPTER 5: HISTORIC HERITAGE

4. Overall, the Historic Heritage policies are being used effectively to help safeguard listed buildings and conservation areas.
5. No overall review of conservation areas has been undertaken since 1993. A number of historic parks and gardens may benefit from the protection which conservation area designation provides. A review should be carried out as part of the full review of the Local Plan.
6. Proposals emerging from the Community Investment Prospectuses and Market Towns Initiative should be integrated with the grant giving regimes to ensure that the Townscape Improvement Areas are improved.

### CHAPTER 6: BUILDING DESIGN

7. PPG3, "By Design" and "Streets for All" and "Building in Context" provide ample guidance for local authorities in seeking improvements to the design of new buildings. There is scope for buildings to acknowledge the local context and streetscene, where appropriate in sensitive historic locations, and to adopt an innovative approach when designing for other locations.
8. However, there is still a reliance by volume housebuilders on a range of standard nation-wide housing designs which pay little heed to local context, and a marked reluctance to be innovative in terms of new design. Development briefs appear to have little impact on the design and detailing of schemes and questions need to be asked about their effectiveness. Perhaps a more prescriptive approach is needed.

### CHAPTER 7: POLLUTION AND HAZARDS

9. The primary considerations are with the introduction of stronger and clearer guidance concerning development and flood risk. Amendments to Policy PH11 are proposed as part of Alteration No 1 to take account of the new advice. The following recommendations should be implemented in allocating sites for development in the Local Plan review and in the consideration of planning applications:
- the precautionary principle should be applied through a risk based sequential test to ensure that new development is not allocated or permitted in areas at risk from flooding;
  - to ensure adequate safeguards are in place for new development on previously developed land that may be at risk from flooding;
  - to ensure that employment developments are adequately safeguarded from flooding;
  - new development should not be allowed that would affect land available for flooding in the floodplain;
  - to require developers to submit Flood Risk Assessments with planning applications in areas at risk from flooding;
  - developers should be required to fully fund any improvements to flood defences and flood warning measures that are required as a consequence of their development;
  - flood defence schemes are designed to give a maximum benefit cost for existing development. The appropriateness of the flood defences needs to be considered with regard to the type of development proposed;
  - greater use should be made of sustainable drainage measures throughout the District to reduce the amount and speed of surface water run-off of surface water.
10. In general it is considered that the Pollution and Hazards policies are operating well in controlling development in proximity to potential hazards.

### CHAPTER 9: HOUSING

11. Housing supply in the District has continued to increase. This is due to the development of dwellings on large windfall sites and an increased rate of the development of allocated sites. The position at April 2001 shows that housing supply has continued to increase above the Local Plan housing requirement by 17.7%. This confirms the need to tackle this issue and strengthens the justification for the Interim Policy which has been subsequently introduced. The policy should therefore, start to influence housing supply in 2001/2002 and the effectiveness of this policy and the need to release further housing sites will be assessed through the Local Plan monitoring reports in the future.
12. The number of affordable housing being delivered through Policy H20 is very limited, but changes to the policy by Alteration No 1, will begin to be applied during 2001-2002. The rolling programme of housing needs surveys will support this and it is anticipated that the number of affordable housing being approved through the modified policy will increase.

### CHAPTER 10: EMPLOYMENT

13. Servicing of the first phase of the allocation east of Darlington Road, Northallerton commenced in December 2001 and will provide the opportunity to relocate businesses from elsewhere in the town on sites allocated in the Local Plan for housing development.
14. The very high level of demand for new industrial land at Thirsk will result in the development of most of the allocated site within the next 12 months or so. This high level of demand has led to the release of the land allocated for the lorry park for industrial use. There will be a need to identify a further site in Thirsk to be allocated for industrial use in the future Local Plan review.

15. Planning permission has been granted for an extension to the Stokesley Industrial Park and it is programmed to commence the servicing of the site during 2002.
16. Further investigation will be needed into the provision of the highway and landscaping requirements to enable the Dalton Airfield Industrial Estate to be developed.
17. The release of land at Stillington Road, Easingwold still remains problematic.

### CHAPTER 11: SHOPPING

18. Whilst there were concerns in early 2001 about the effect of the closure of a number of retail outlets in Northallerton on the vitality of the town centre, there has been considerable interest in the available shop units such that at the time of this report few remain vacant. With the opening of the expanded Tesco store in Northallerton, changes in the town centre will be closely monitored during the forthcoming year.
19. Thirsk continues to exhibit poorer trading conditions than Northallerton. Further work is being undertaken as part of the Market Towns Initiative for Thirsk to examine ways in which the centre could be promoted. There continues to be a relatively high turnover of retail premises in Thirsk.
20. The position in Bedale remains unchanged from previous years with a small increase in the number of vacant premises, however, many of these have been vacant for up to 4 to 5 years. There has been a very low level of interest in taking up any of these vacant units and very few changes to the retail base. The difficulties being experienced by Bedale have been recognised and the options for improving its vitality and viability are being examined by the Council's Environment and Economy Overview and Scrutiny Committee.
21. Stokesley and Easingwold continue to maintain good trading positions as local centres.
22. There is continuing concern about the need to support community facilities in villages as highlighted in the Rural White Paper. The Council is examining a number of measures to help to support and retain village shops, public houses and rural businesses. Policies S15 and the revised Policy S18 will be important tools in the campaign.

### CHAPTER 13: TRAFFIC, TRANSPORTATION AND PARKING

23. Progress on transport strategies in the District from a national perspective has been limited. Despite the Government's "Transport 2010: The Ten Year Plan" and its £180bn investment programme a decision is still awaited on whether or not to upgrade the A1 to motorway standard. Progress with the Bedale/Aiskew/Leeming Bar bypass is dependent on this decision and despite the opportunity for additional funding, the County Council has not progressed any highway schemes in Hambleton.
24. Progress of the improvements of rail transport has also been slow. The Strategic Rail Authority has only just produced its Strategic Plan and this fails to respond to local concerns about congestion caused by the closure of the level crossings in Northallerton.
25. The Government has published the final version of PPG13 and in response North Yorkshire County Council has proposed draft maximum parking standards which reflect the higher level of car dependency in rural areas. Once these are adopted, the District Council will need to consider adopting them for use in Hambleton.
26. Progress has been made with local transport improvements such as the development of bus passenger infrastructure in Northallerton. The Hambleton and Richmondshire Rural Transport Partnership has also helped to establish many local transport schemes which have helped to improve local public and community transport and address the problems of social exclusion in the District.
27. Cycling initiatives have also been progressed with the publication of the Hambleton Cycling Strategy. Progress has been made with the implementation of the Northallerton Cycle Plan with

## Summary of Conclusions and Recommendations

the completion of an additional cycle route through the Bullamoor Memorial Park. A cycle route will be constructed in 2002 from the new Northallerton Business Park (east of Darlington Road) to link Darlington Road to Yafforth Road.

### CHAPTER 14: SPORT, RECREATION AND COMMUNITY

28. In general, there has been a sound application of the policies in this chapter in the determination of proposals.
29. The revised 6 Acre Standard produced by the NPFA will be taken into account when reviewing Policy H16 and Policy SR2 in of the District Wide Local Plan.
30. Although it is recognised that there has been limited progress made in relation to sites allocated under Policy SR3, it is noted that two sites have been included on the Council's priority purchase list for 2002/03. Two of the others are scheduled for subsequent years.
31. The publication of new Supplementary Planning Guidance notes 8 and 9 has proved useful in clarifying the circumstances when and how planning obligations will be sought for community facilities and open space in housing developments. However, the Council is finding that there is an increase in the numbers of developers who do not want to provide on site open space within their development scheme preferring, instead, to pay a contribution to the Council to fund the purchase of other suitable land nearby. Where contributions have been given to the Council, there is a requirement to use those contributions to provide facilities in the locality within an agreed number of years. It may be, however, that there are no suitable developments programmed within that timescale and if the Council is unable to identify a suitable community project, those contributions have to be returned to the developer.
32. Before agreeing to off-site open space provision, the Council should satisfy itself that such provision can be made available within a reasonable timescale. However, alterations to the Policy on outdoor playing space provision may, however, be required to address this issue for the future. In addition, the Government has commenced a review of Planning Obligations, the outcome of which may change the way obligations are sought and utilised.

### CHAPTER 15: UTILITY SERVICES AND TELECOMMUNICATIONS

33. The new PPG8 has introduced new procedures for dealing with proposals for telecommunication mast development.
34. Following the completion of the Yorkshire and Humberside Renewable Energy Study it will be important to review the Local Plan policies on renewable energy to ensure that they build on the framework of actions set out in the Study and to consider the appropriate measures to be taken to promote the generation of renewable energy in the District to assist in meeting the region's target. This will be undertaken as part of the review of the Local Plan.