

**Hambleton Local Plan:
Publication Draft
Employment Topic Paper**

February 2020

Quality Management

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1 Introduction

- 1.1 This paper has been prepared to inform Hambleton District Council's approach to economic development within the Local Plan. This considers relevant national planning policy and guidance; supporting evidence of the needs for growth, land availability and site selection; strategic alignment with neighbouring Local Authorities and the North Yorkshire Local Enterprise Partnership and evolution of the approach through preparation of the plan.
- 1.2 Within Hambleton the existing allocated land supply is already dispersed across the District with the three large strategic employment sites at Leeming Bar, Dalton and Sowerby. Other smaller employment sites are dispersed across the area located near to or within the market towns of Easingwold, Northallerton and Stokesley.
- 1.3 The provision of adequate employment land for the current and future needs of residents, in addition to the wider sub-regional role of Hambleton's larger employment sites, is of vital importance to the overall delivery of sustainable growth in the District.
- 1.4 This paper outlines the employment land requirements and supply for Hambleton based upon available economic projections of growth and an understanding of past trends and market requirements identified through site assessments. It helps to inform and explain how the policies regarding employment and economic growth have been developed and their intended implementation. The key policies set out within the Publication Draft Hambleton Local Plan that this paper addresses include:
 - S2: Strategic Development Needs – in respect of the overall requirement for employment land.
 - S3: Spatial Distribution – in respect of the overall strategy established for key employment locations and economic development.
 - EG1: Meeting Hambleton's Employment Requirement.
 - EG2: Protection and Enhancement of Employment Land.
 - EG7: Rural Businesses.
 - EG8: The Visitor Economy

2 National planning policy and guidance

National Planning Policy Framework, July 2018

- 2.2 Local Plan compliance with the National Planning Policy Framework (NPPF) is one of the tests of soundness considered through the examination process. Local Plans

that are not compliant with NPPF are therefore likely to be found unsound by a Planning Inspector.

Employment land

- 2.3 Section 6 of the revised NPPF published in February 2019 sets out a clear framework for planning policies in “Building a strong, competitive economy”.
- 2.4 Planning policies should help create the conditions in which businesses can invest, expand and adapt and local authorities are encouraged to provide positive approaches that capitalise on opportunities that can support Britain as a global leader in driving innovation and in areas with high levels of productivity. Paragraph 81 and 82 of NPPF outline the key requirements for planning policies to:
 - a. set out a clear economic vision and strategy having regard to Local Industrial Strategies and other policy;
 - b. set criteria, or identify strategic sites, to match the strategy and meet anticipated needs over the plan period;
 - c. seek to address potential barriers to investment, such as inadequate infrastructure, services or housing, or a poor environment;
 - d. be flexible enough to accommodate needs not anticipated in the plan and allow for new and flexible working and to enable a rapid response to changes in economic circumstances; and
 - e. recognise and address the specific locational requirements of different sectors. Including provision for knowledge and data-driven, creative or high technology industries; and for storage and distribution operations.
- 2.5 In relation to “Supporting a prosperous rural economy” the NPPF also establishes that planning policies should support:
 - a. sustainable growth and expansion of business, both through conversion of existing buildings and well-designed new buildings;
 - b. diversification of agricultural and other land-based rural businesses;
 - c. sustainable rural tourism and leisure developments which respect the character of the countryside; and
 - d. accessible local services and community facilities.
- 2.6 Planning policies and decisions should recognise that sites to meet such needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport.
- 2.7 Paragraph 120 of NPPF is relevant to the consideration of the identification and retention of employment land. In discussing the efficient use of land, the NPPF notes that where the local planning authority considers there to be no reasonable prospect of an application coming forward for the use allocated in a plan:

- they should, as part of plan updates, reallocate the land for a more deliverable use that can help to address identified needs (or, if appropriate, de-allocate a site which is undeveloped); and
- in the interim, prior to updating the plan, applications for alternative uses on the land should be supported, where the proposed use would contribute to meeting an unmet need for development in the area.

Tourism related development

2.8 The NPPF makes no specific provision in relation to tourism related development beyond those noted above. This includes ensuring adequate positive strategies for sustainable rural tourism and identification of tourism development as main town centre uses.

Planning practice guidance

2.9 Planning practice guidance (PPG) provides further detailed advice and technical guidance for local authorities in the preparation of local plans. With publication of revised NPPF in February 2019 a range of updates were made to PPG and published in summer 2019 after Council agreement of the Hambleton Local Plan Publication Draft by Cabinet on 3rd July 2019 and Full Council on 16 July 2019.

2.10 PPG is clear that evidence must be prepared to understand the economic needs of businesses in the area that reflects local circumstances and market conditions. In achieving this Councils are advised to work with Local Enterprise Partnership and County Council's, particularly where functional economic areas cross boundaries.

2.11 PPG identifies that assessments of economic needs should consider:

- the best fit [functional economic market area](#)
- the existing stock of land for employment uses within the area;
- the recent pattern of employment land supply and loss;
- evidence of market demand;
- market signals relating to economic growth, diversification and innovation; and
- any evidence of market failure.

2.12 Evidence of future needs is required to be based upon a range of data which is current and robust, informed by consultation with relevant organisations and businesses, and cover issues including labour demand and supply, past land take up and future property market requirements. Such assessments should take account of longer-term economic cycles and consider and plan for the implications of alternative economic scenarios.

3 Summary of the Hambleton Local Plan evolution and evidence base

3.1 There is a substantial range of evidence and strategies in place that have informed the approach taken to economic development within the Hambleton Local Plan. There have been four key stages in the preparation of the Hambleton Local Plan since January 2016.

11th January to 19th February 2016 Hambleton Local Plan [Issues and Options Consultation](#)

31st October to 12th December 2016 Hambleton [Local Plan Preferred Options Consultation](#)

21st April to 2nd June 2017 Hambleton Local Plan [Alternative Sites Consultation](#)

30th July to 17th September 2019 Hambleton Local Plan [Publication Draft](#)

3.2 The preparation of the October 2016 Preferred Options was informed and supported by an [Options Assessment Technical Exercise Report, 2016](#).

3.3 The overall timeline for key strategic direction and plan making regarding employment land provision is set out below:

2014	York, North Yorkshire and East Riding Enterprise Partnership: Strategic Economic Plan Part 1 , Part 2
2014	'Hambleton A Place to Grow' - Economic Development Strategy 2014-24
2015	Hambleton Council Plan 2015 to 2019
2015/16	York, North Yorkshire and East Riding Enterprise Partnership: Economic Review 2015/16
2016	York/North Yorkshire/East Riding Strategic Economic Plan Update: Better Jobs, More Homes, New Investment
2017	Hambleton Inward Investment Strategy and Action Plan
July 2019	Site Selection Methodology and Results
2019	Hambleton Council Plan 2019 to 2023

- 3.4 As outlined above, work towards the preparation of the Local Plan and its economic strategy has evolved from the initial sub-regional priorities outlined within the York, North Yorkshire and East Riding Enterprise Partnership’s Strategic Economic Plan in 2014, the Council’s own corporate priorities and local economic strategy. The first stage of consultation as part of preparation of the Hambleton Local Plan was undertaken in January 2016 with two further consultation documents and engagement on the Publication Draft undertaken.
- 3.5 Throughout this process the economic and site-specific evidence that has informed the Council’s approach to economic investment and underpins the Local Plan has continued to be developed and reviewed. Three key documents of particular relevance to the economy and employment land provision are:

January 2014	Economic Study
September 2016	Employment Land Review
June 2018	Housing and Economic Development Needs Assessment HEDNA

4 Regional and local context for economic growth

Figure 1 Hambleton District Council in North Yorkshire



- 4.1 Hambleton District Council is within North Yorkshire County Council and forms part of the York/North Yorkshire/East Riding Local Enterprise Partnership. From 1st April

2020 the existing LEP geography will be amended to remove current overlaps with Leeds City Region and the Humber LEP. This will see Hambleton become part of a York North Yorkshire LEP. The north of the District is also closely connected with the Teeside conurbation with the settlement of Stokesly less than 10 miles from James Cook University Hospital in Middlesbrough. Meanwhile, the south of the District runs into the rural hinterland north of York. The towns of Thirsk and Northallerton form key centres through the heart of the District.

- 4.2 In the Hambleton Employment Land Review 2016, GL Hearn, considered Hambleton's functional economic relationship with its neighbouring areas to determine the functional economic market area (FEMA) as the basis for future plan making. This established that Hambleton interacts with a series of overlapping FEMA's including for York and Teeside but the majority of the land and population within Hambleton falls with a Northallerton and Thirsk FEMA that forms the basis for a Hambleton FEMA.
- 4.3 The approach taken by the Council in developing its proposals for economic growth and development has been based upon this assessment that the District can plan to meet its own requirements whilst recognising the clear relationships with its neighbours.

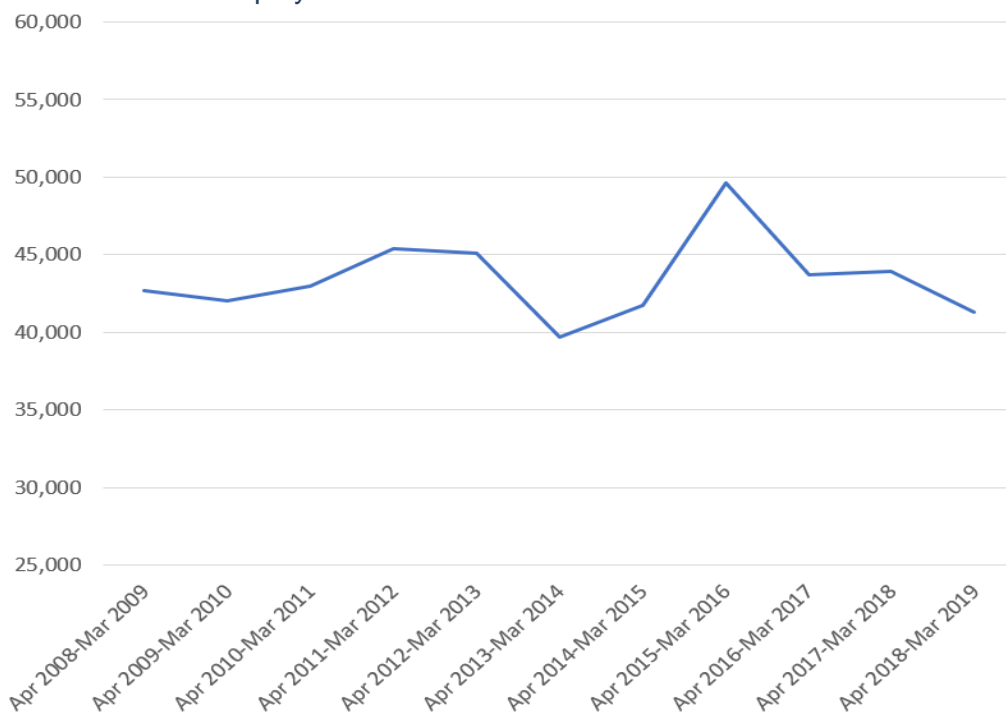
Summary of economic and population data for Hambleton

- 4.4 The Housing and Economic Development Needs Assessment (HEDNA) 2018 identified that the District had a total population of 90,537 in mid-2016. The latest 2018 mid-year population estimate identifies a total population of 91,100 of which 52,900 people were aged between 16 and 64.
- 4.5 There has been a steadily decline in the proportion of residents of working age in the District over the previous 20 years whilst total number of working age residents has fallen by 2,000 since 2011. However, 80% or 44,700 of this working age group were economically active in 2018/19 compared to 77.3% for Yorkshire and Humber as a whole.
- 4.6 Based upon the 2011 Census data of commuting flows, Hambleton has a net inflow of commuters of some 3,473 despite being a relatively rural district surrounded to the north and south by larger towns. The greatest number of workers travel to Hambleton from York (2,915 in commuters) whilst Harrogate (2,377 out-commuters) and York (2,158 out-commuters) are the top destinations for travel to work of residents in Hambleton.
- 4.7 The 2016 Employment Land Review notes the District is in a peripheral location relative to key employment centres to the north, south and west. This is reflected in

the areas overall self-containment rate with 59% of residents living and working within the District – compared to 75% in York and 71% in Harrogate.

4.8 Figure 2 illustrates the change in employment of residents in Hambleton over the ten-year period from 2008 to 2018. This indicates that whilst there has been some fluctuation in employment, overall numbers of residents in work have remained broadly steady, whilst there has been a broad decline in the total working age population. Meanwhile, data on workplace based employment within Hambleton district – a key factor informing labour demand – has fluctuated between 49,000 and 51,000 jobs since 2014.

Figure 2 Residents in Employment 2008 to 2018



Source: Office for National Statistics, Annual Population Survey

4.9 The occupations that employees in Hambleton are engaged in are explored in detail within the 2016 ELR. In summary, this notes that key sectors for Hambleton include Manufacturing, Construction, and Public Administration and Defence. Defence in particular stands out as a relatively high proportion of employment in Hambleton and reflects the importance of key Army and Royal Air Force facilities in the District.

4.10 Levels of unemployment in Hambleton are low. The latest figures for the District identify that in 2019, 1.4% of residents aged 16 to 64 are included in the claimant count compared to 3.3% for Yorkshire and Humber and 2.9% nationally. However, whilst average earnings by residence is above the regional average at £557 per week, earnings by place of work at £501.9 per week in Hambleton are substantially

below the regional average. This can be compared with workplace based earnings of £579 per week in York and £563.8 per week in Harrogate.

The York / North Yorkshire / East Riding Local Enterprise Partnership and Strategic Economic Plan 2014

- 4.11 The York / North Yorkshire / East Riding Local Enterprise Partnership (LEP) is a business led private and public-sector partnership that aims to promote local economic growth and prosperity. The LEP area includes nine Local Authorities including York, Harrogate and Scarborough, as illustrated in Figure 3 below. Currently the LEP area overlaps with the Leeds City Region and the Humber LEP. Re-organisation of the Yorkshire and Humber LEPs will see changes to this from April 2020. It is expected that the Leeds City Region will be re-drawn to exclude those Local Authorities also within the York / North Yorkshire LEP whilst East Riding will leave the York / North Yorkshire LEP.
- 4.12 The LEP area is bounded to the north by the Tees Valley and the south and west by the Leeds City Region. The LEP area itself characterised by wide tracts of rural land and towns and cities of regional and national importance whilst also retaining close functional ties to their surrounding rural communities.
- 4.13 The Strategic Economic Plan (SEP) is a sub-regional plan which has been developed by the Local Enterprise Partnership (LEP). First published in 2014 and updated in 2016, the SEP sets out economic priorities for York, North Yorkshire and East Riding for the period 2016-2021.

Figure 3 The York / North Yorkshire / East Riding Local Enterprise Partnership



- 4.14 Over the period between 2014 and 2016 the LEP area exceeded its ambitions for job growth, but noted a significant proportion of these were lower skilled, lower paid jobs. The 2016 SEP established as a key ambition the creation of better quality jobs whilst supporting profitable and successful businesses; building upon sectors that the area is strong in (such as the agri-food sector) whilst improving residents' skills, enabling the growth and development of successful and distinctive places and improving connectivity.
- 4.15 For Hambleton District the overarching priorities of the SEP align with the following key projects:
- The strategic A1/A19 transport growth corridor including Northallerton Growth Area/ North Northallerton Development Area is where the majority of LEP investment is focused. The Leeming Bar Food Park is identified as one of the growth drivers for this corridor.
 - The Bedale, Aiskew and Leeming Bar bypass transport improvement which has provided a link from A684 north of Bedale to the A684 east of Leeming Bar and linked in the recently upgraded A1(M).
 - As hubs of economic activity and employment Northallerton and Thirsk have been prioritised for investment as part of the Rural Connectivity to Primary Growth Centres programmes. The proposed investment for Northallerton is £5.6m and for Thirsk £3m.
 - Enhancing telecommunications and broadband across the region and within Hambleton.

Local Economic Strategy and the Council Plan

- 4.16 Through preparation of the Hambleton Local Plan, the strategic approach and objectives have been informed by the corporate priorities and objectives outlined within the Hambleton Council Plan and economic strategies.
- 4.17 The Hambleton Council Plan 2015 to 2019 established four key priorities over the four years: Driving Economic Vitality, Enhancing Health and Wellbeing, Caring for the Environment, and Providing a Special Place to Live. These priorities have been reviewed through each stage in preparation of the Local Plan and informed consideration of the Council's approach to the key issues and opportunities facing the District.
- 4.18 Since publication of the Publication Draft Local Plan a new Council Plan has been published for the period 2019 to 2023. The Hambleton Council Plan 2019 to 2023 has retained the same priorities as the 2015 Council Plan. Amongst the priorities and

objectives set out within the updated Council Plan, Place shaping is highlighted as an essential part of the activities of the Council. This notes Hambleton's characteristics as a rural setting with vibrant market towns, excellent transport links and strong visitor offer contributing to an already established sense of place. The Plan identifies that building upon this strong identity includes recognising and promoting what is distinctive about Hambleton.

4.19 Hambleton also has its own economic strategy which complements the SEP and articulates local priorities for the ten- year period from 2014 to 2024. Hambleton's Economic Strategy 2014-24 vision is to achieve sustained growth of its economy and to make sure businesses are resilient. It focuses on five key priorities: business support, inward investment, driving growth, vibrant market towns and supporting activity. The strategy also highlights the Council's ambition to create 3,000 jobs between 2014 and 2024.

The evidence base supporting the Local Plan

4.20 The key evidence that has informed the economic strategy and needs for employment land has been developed throughout preparation of the Local Plan since first commenced in 2014/15.

4.21 The Economic Study prepared by GVA and published in January 2014 informed preparation of Hambleton's Economic Strategy 2014 to 2024. It was noted within the study that the effect of the economic crash from 2007/08 was relatively short lived within Hambleton in terms of Gross Value Added with contraction in GVA during 2008/09 but growth and recovery from that point onwards. The Economic Study noted a series of opportunities and threats for Hambleton, including:

- Opportunity for future high value growth and competitiveness in the Districts key economic sectors;
- Opportunities for growth are supported by a diverse business base of small and large, urban and rural businesses.
- Limited capacity in the labour market and pressure upon in-commuting workers could create challenges for recruitment and potential barriers in attracting new businesses.
- The District's vibrant market towns provide opportunities for growth reflecting the service centre role but face some infrastructure constraints.
- Growth potential in the rural area could create economic growth but potential public transport funding cuts might constrain the rural diversity.

4.22 The 2016 Employment Land Review (ELR) was prepared by GL Hearn and informed the October 2016 Local Plan Preferred Options. The ELR analysed and established

the Functional Economic Market Area for Hambleton, presents a detailed analysis of the economic and labour market dynamics for the District and an in-depth appraisal of the Commercial Property Market. The findings of the ELR were informed by stakeholder consultation. The ELR also provided the key evidence at that time of economic growth expectations, the resultant land requirements and undertook assessment of the supply of employment land.

4.23 Reflecting the time-period and evolving national planning context between 2016 and publication of the Publication Draft Local Plan expected in 2018, further evidence of the need for economic growth was developed within the Housing and Economic Needs Assessment 2018 (HEDNA). The HEDNA has been prepared to ensure Hambleton's approach to identifying needs for growth aligns with the latest NPPF and planning practice guidance and regard for balancing provision of economic and housing growth. However, it does not replace the ELR in full which remains a key document underpinning detailed understanding of the characteristics of the employment land market in Hambleton.

5 The need for employment land

- 5.1 The Council's understanding and approach to the volume of employment provided has had regard to the District's own ambitions, integration with the priorities of the Local Enterprise Partnership, and the robust evidence of the capacity for job growth embedded within the ELR 2016 and HEDNA 2018.
- 5.2 Evidence regarding the scale of growth has evolved over this time and has been informed by robust analysis of local economic forecasts, detailed analysis of relevant economic market signals and the nature and scope of available employment land supply and past deliver in Hambleton. In seeking to achieve this the 2016 ELR took in to consideration forecasts developed by Cambridge Econometrics, Oxford Economics and the Experian based Regional Econometric Model (REM). 2015 based forecasts were considered to inform the 2016 ELR and updated to 2017 to inform the 2018 HEDNA. Similarly, a 2015 based and updated REM was taken into consideration.
- 5.3 The HEDNA 2018 forms the key evidence underpinning the growth requirements identified within the Publication Draft Local Plan. The HEDNA updated the 2016 ELR and was prepared to review and consider the overall approach to growth in both housing and employment within Hambleton. Figure 4 below summarises the anticipated jobs growth and anticipated requirements for employment land.

Figure 4 Evidence based employment land forecasts considered in preparation of the Hambleton Local Plan

Forecast	Jobs	Modelled requirement	Non B-use class / Margin Uplift	Modelled land requirement
ELR 2016: Cambridge Econometrics 2014 to 2035	3,017	7.2ha	5.8ha	13ha
ELR 2016: Past take Up (2011/12 to 2014/15)	-	7.5ha	3.8ha	11.3ha
HEDNA 2018: GL Hearn / Oxford Econometrics 2016 to 2035	3,100	8.6ha	26.1ha	34.7ha
HEDNA 2018: Completions Trend Upper	-	-	-	81.4ha
HEDNA 2018: Completions Trend Lower	-	-	-	54.6ha
HEDNA 2018: B1a labour demand and B2/B8 completions trend				64.3ha

Jobs

- 5.4 Econometric led employment land forecasts have consistently established a level of probable job growth for Hambleton that appears to fall substantially below the ambitions that have been noted within the Hambleton Economic Strategy (HES) 2014 to 2024 for creation of 3,000 additional jobs.
- 5.5 It is important to note that the HES is informed by the 2014 Economic Study. This study identified that without intervention, by 2024 total employment within Hambleton would stand at 44,433 people. The up-to-date, adjusted forecast utilised by the ELR and HEDNA that establishes annual job growth of 165 jobs per year to 2035 is based on total jobs in Hambleton increasing from 52,500 in 2016 to 55,600 in 2035 and reflects a balanced but aspirational approach to job growth.
- 5.6 This level of growth is more than 7 times greater than the annual baseline growth indicated by the latest REM and a 65% uplift on Cambridge Econometrics annual forecast. The justification for this uplift is explored in full through section 5 of the HEDNA 2018, reflecting in summary the effects of planned or recent developments, infrastructure investment and anticipated interventions and priorities identified by the LEP.
- 5.7 The adjustments that have been undertaken form the basis for a strategy for economic growth that is ambitious whilst being realistic, deliverable, sustainable in

the context of commuting and housing growth, and reflective of past levels of growth within the District.

Employment land

- 5.8 Figure 4 also identifies the amount of employment land likely to be required for each growth forecast. The modelled scale of employment growth grew substantially between the 2016 ELR and the 2018 HEDNA. Whilst the underlying forecasts themselves have been updated a key driver for this is the uplift applied to reflect potential losses of land to non-employment (B use-class development) and inclusion of an additional margin. The margin is calculated by allowing for an additional five years of supply based upon the average take up over the previous five years. The HEDNA outlines how such a margin is prudent to allow for:
- The potential error margin associated with the forecasting process;
 - To provide a choice of sites to facilitate competition in the property market;
 - To provide flexibility to allow for any delays in individual sites coming forward.
- 5.9 The forecasts are each broken down by Office (B1a/b), Manufacturing (B1c.B2) and Storage and Distribution (B8). Looking to a recommended employment land requirement, the HEDNA analyses requirements by sector, noting that the econometric forecasts are likely to provide a more robust assessment for office requirements, whilst data on past take up is more appropriate for manufacturing and storage/distribution. Taking this into account the HEDNA concluded that Hambleton's minimum employment land requirement would amount to approximately 64.3ha and the District could reasonably plan for up to 81.4ha should it wish to make additional allowance for open storage and an additional allowance for potential major inward investment opportunities.
- 5.10 It is important to note that divergence between estimating employment land requirements through past take up, do not alter the likely level of job growth that might be anticipated within Hambleton. The underlying econometric forecasts and adjustments undertaken through the HEDNA and ELR continue to represent a robust estimate of job growth within the district. Both the employment land take-up and job growth forecasts are based upon past trends over the same period. The adjustment of supply to between 64.3ha and 81.4ha account for take-up ensures sufficient land supply is available for the job growth forecasts to be adequately accommodated.
- 5.11 In keeping with the evidence of employment land requirements established through the HEDNA 2018 the Hambleton Publication Draft Local Plan, through Policy S2: Strategic Development Needs, seeks the delivery of 77.6ha of employment land.

6 Spatial strategy for the provision of employment land

- 6.1 Whilst the ELR 2016 and HEDNA 2018 have been key in establishing the overall scale of employment land requirements – the ELR 2016 provides the key evidence in relation to the nature and suitability of sites that might be allocated for employment land. Meanwhile, the overall strategic approach and spatial distribution of proposed supply has been informed by various stages of local plan preparation including the Issues and Options 2016 and the analysis outlined in the Options Technical Assessment Report 2016.
- 6.2 In addition to this Employment Topic Paper, further reference should be made to the Growth and Spatial Distribution Topic Paper that has been prepared to outline the approach and narrative to the spatial strategy that underpins the Local Plan.
- 6.3 Policy S3: Spatial Distribution articulates the approach of the Local Plan to guiding growth across the District. This establishes that economic growth will be focused upon established strategic employment locations, are informed by proximity to the central economic corridor created by the A19 and A1(M) and locations accessible to key population centres at Thirsk, Northallerton and the District's remaining Market Towns of Bedale with Aiskew, Easingwold and Stokesley.
- 6.4 The range of sites identified accord with this overarching strategy whilst also responding to the existing distribution of successful employment land and probable attractiveness of such locations for further growth and investment. The overall scale of growth proposed is considered sufficient to support the total employment growth envisioned in the District as a result of population growth and is directed to locations accessible to existing population centres and areas of potential future growth.

7 Employment land allocations

- 7.1 Each of the sites identified during the Local Plan process have been subject to consultation and Sustainability Appraisal at various stages of preparation of the Local Plan. This process included identification of an initial range of sites within the Preferred Options 2016, and further consultation on potential additional sites during the Alternative Sites consultation in August 2017. The final proposed schedule of employment sites is identified within Policy EG1: Meeting Hambleton's Employment Requirement in the Publication Draft Local Plan.

Figure 5 Publication draft proposed site allocations

Settlement	Site Name	Available employment land (Publication Draft 2019)	Available employment land (Preferred Options 2016)
Leeming Bar	LEB 3: Aiskew Moor, east of Leeming Bar	20.65ha (9.99ha safeguarded)	n/a
Leeming Bar	Site North of Leeming Bar Industrial Estate	n/a	1.02ha
Leeming Bar	Land at Fairfield Farm	n/a	4.0ha
Leeming Bar	Site North of caravan site Leeming Bar	n/a	3.0ha
Dalton	DAI 1: Extension to Dalton Industrial Estate, Dalton	24.57ha	26.5ha
Sowerby	TIS 3: Sowerby Gateway, Cedar Road, Sowerby	11.6ha	18.07ha
Easingwold	EAS 2: Shires Bridge Mill, Easingwold	2.55ha	2.55ha
Northallerton	NOR 2: West of Darlington Road, Northallerton	8.74ha	8.39ha
Stokesley	STK 2: East of Stokesley Business Park	4.93ha	6.19ha
Stokesley	STK 3: Southeast of Terry Dicken Industrial Estate, Stokesley	4.57ha	4.62ha
Total		77.61ha	74.34ha

7.2 Whilst each site is generally available for B1, B2 and B8 uses the characteristics of each vary with a number of sites providing opportunities across varying sectors in Hambleton. This includes the food processing industry at Leeming Bar, heavy manufacturing / fabrication at Dalton Industrial Estate and office / distribution at Sowerby Gateway.

Leeming Bar

7.3 Leeming Bar is one of the main employment areas in the district, it is a hub of food and drink manufacturing business. Many of the businesses have grown consistently during the last plan period and the employment land formally allocated here has been taken up through their growth. A series of food enterprise units on the estate also proved successful and a number of fledgling businesses have prospered and required larger premises. In order to meet the future growth of these businesses further land allocations are required in order that businesses are not forced to look elsewhere to fulfil their growth prospects.

7.4 At Leeming Bar, the range of identified employment sites evolved substantially between the Preferred Options consultation and Publication Draft Local Plan as the availability of LEB 3: Aiskew Moor came forwards. The availability and suitability of

this site was highlighted in the Alternative Sites Consultation undertaken in 2017 as it was identified that the site is able to benefit from the amended access arrangements to the A1(M) created by the A684 by-pass of Leeming Bar.

- 7.5 In 2017 the total site area was identified at over 30ha, but it was observed within the Alternative Sites Consultation that the scale of the site meant careful consideration of the phasing of its release would be necessary. Following this, the Publication Draft proposes that 10ha of this site is safeguarded for future employment development, to be allocated in a future local plan review. This leaves leaving 20.65ha to be allocated as generally available employment land in this plan period.
- 7.6 As a location, the ELR 2016 noted the popularity of Leeming Bar and its location adjacent to the A1(M) highlighting the Leeming Bar Food Park as a driver of growth in this area. With the infrastructure improvements associated with the A1(M) the demand for investment in such sectors is likely to grow and the allocation of LEB3 will provide a site capable of meeting this demand.
- 7.7 The availability of this site has allowed two smaller, previously identified sites at Land at Fairfield Farm and the Site North of Leeming bar Industrial Estate to be retained as unallocated in this plan period. LEB 3 provides a substantially more attractive opportunity for a range of investment and development opportunities and its availability for development within the Plan period means further land at these two smaller sites is not required for general employment purposes.
- 7.8 The additional site is appraised through the Council's sustainability appraisal and considered through the Site Selection Paper 2019. Key to the sites suitability for allocation within the Local Plan is the potential for access and servicing of the site to be undertaken without any direct impact upon the existing village of Leeming Bar. Access to the site would be secured via the A684, whilst applications for development will be required to protect the residential amenity of Leeming Bar.
- 7.9 The additional benefit of the road infrastructure and links to the A1 having been upgraded to the estate means there is a higher demand for land in this area. The Council believes that provision for growth should be made in a planned manner rather than have to deal with ad hoc applications from businesses as they secure land.
- 7.10 The make up of the businesses on the estate is varied. A number are smaller artisan producers that use labour intensive processes but the majority of the businesses are larger and highly automated. As businesses have grown they have naturally become more mechanised requiring a larger foot print but resulting in a lower density of jobs than the usual metrics would suggest. As such there is a significant variation in jobs

density across the existing employment area. The land allocation would enable further mechanisation for growing businesses and so it is anticipated that jobs densities for any additional land would be lower than for the existing estate.

Dalton

- 7.11 Dalton Old Airfield is the largest estate in the district and has developed as a manufacturing hub with a number of prominent companies involved in structural steel work and steel stockholding establishing themselves here. These are businesses of scale with larger footprints and lower employment densities, many are in essence very large steel profile warehouses. This is an estate that is also well connected to the major road network, in a location very central to the UK, and a natural location for businesses that require road transport of heavy materials to be based.
- 7.12 The proposed allocation at Dalton as an extension to the existing estate was appraised in the ELR 2016 and an initial boundary outlined within the 2016 Preferred Options consultation. Further site analysis and review resulted in a range of amendments to the proposed 2016 boundary to fully reflect the developable area for the site. These adjustments were made to excluded substantial areas of undevelopable land particularly to the north and western boundary of the site marked by the airfields landscape buffers and electricity pylons. Meanwhile, the overall boundary of the site was extended to the north east adjacent to Cleveland Steel and Tubes, within the overall extent of the original airfield.
- 7.13 This amendment partially compensated for the changes elsewhere on site providing developable area for growth and potential extension for further manufacturing facilities or open storage. Whilst there is scope for further potential developable land within the envelope of the airfield the Council considers at this time the scale of land made available is appropriate in relation to the infrastructure capacity of the site.
- 7.14 Expansion at Dalton is supported by the investment in a new bridge over the Cod Beck, supported by the LEP, North Yorkshire County Council and Hambleton District Council. This investment has unlocked a significant constraint to the growth and attractiveness of the location, growth of which represents a substantial opportunity for the sub-region at a location readily accessible to the A168 and A1(M).
- 7.15 The businesses here would find it difficult to relocate due to their scale, but due to a lack of allocated land, that available having already been utilised, occupants have already been bringing forward applications to facilitate their growth. The allocation here allows that growth to be facilitated in an organised, sustainable manner with minimal impact on surrounding communities.

Sowerby

- 7.16 At Sowerby Gateway the proposed allocation of 11ha of employment land forms part of a major mixed-use development. It first gained outline planning permission in 2010 and is allocated in the current development plan (see Allocations Development Plan (LDF03), allocation TM2, site B). The 2016 Preferred Options Local Plan identified the site for the delivery of 18ha of employment land. This has since been reduced to 11ha, reflecting a planning application (19/00952/FUL) on part of this land area for 92 affordable homes submitted by Thirteen Group registered provider. This proposal is “minded to-grant” pending the confirmation of a travel plan, contributions to support a local bus service and management arrangements for open space. The proposed increase in residential development area at Sowerby Gateway has been taken into account by the Council in revising the remaining developable area for employment land in the Publication Draft Local Plan.
- 7.17 This is a location adjacent to a major housing allocation. The proposed uses here are office and light industrial uses compatible with this being located near to housing land but intended to provide a range of employment opportunities to these and wider Thirsk based residents.

Easingwold

- 7.18 The proposed allocation at Easingwold for 2.55ha of land was first identified within the Preferred Options in 2016 and represents an extension to the Shires Bridge Business Park. The ELR 2016 identifies this business park has a high occupancy rate and is attractively located just 3 minutes south of the Market Town of Easingwold and 20 minutes north of York. Amongst a range of potential sites reviewed within the ELR 2016 and alternative sites consultation EAS2 provides an optimum site for growth at a location already attractive to the market.
- 7.19 This allocation is intended to enable local employment growth needs to be met through the development of new and existing businesses. A range of office, light industrial and food manufacturing uses exist and can be facilitated by this allocation.

Northallerton

- 7.20 The proposed allocation north of Northallerton is one of only three proposed allocations continued from the 2010 Allocations Development Plan Document. The site at Northallerton represents a major opportunity at an accessible location to the edge of Hambleton’s largest settlement. The site is located to the north of the existing Northallerton Industrial Area. Construction of a new roundabout in association with the major strategic housing development in north Northallerton has established site access to this employment land extension. The roundabout is also the western end of a new link road to be completed later in 2020 between A167 (Darlington Road) and A684 (Stokesley Road). This is a significant piece of

infrastructure that will amongst other things relieve congestion at and around the Low Gates level crossing at the north end of the High Street, in the process enhancing the profile of this proposed site as a location for economic investment.

7.21 The industrial estates in Northallerton house mainly a mix of light industrial and office based uses with a limited amount of manufacturing companies present too. The allocation here is intended to allow for employment growth in the town, through a mix of growth of existing businesses and new businesses development. This employment mix is suited to the estates' edge of town location bounded on either side by residential developments.

Stokesley

7.22 The Stokesley Business Park is an important location for employment land provision to the north of the District and the Market town of Stokesley. The proposed extension to the business park based upon two sites incorporates retention of the previously allocated employment land through STK 2: East of Stokesley Business Park and additional allocation to the south STK 3: South East of Terry Dickinson Industrial Estate. Recent planning applications at STK2 already demonstrate the attractiveness for this location for expansion of employment provision with a builder's merchant application approved in 2019 and reserved matter approval for road access arrangements for the majority of the site granted in 2017.

7.23 The Stokesley estate has a range of businesses occupants with a notable cluster of advanced manufacturing companies amongst their number. Its location a little distant from the main settlement suits this location for larger manufacturing type uses, but it is a mixed use site and the allocation here is intended to allow for new and existing business growth.

Existing employment land supply

7.24 In addition to the proposed allocations for additional available employment land supply, the bulk of the District's economic base and continued strength of the economy in Hambleton is underpinned to a large extent by its existing employment land supply.

7.25 Policy EG2: Protection and Enhancement of Existing Employment Land identifies the proposed approach to such sites. This policy seeks to ensure that existing employment areas are appropriately protected from change that could undermine the continued operation of businesses whilst allowing suitable flexibility for otherwise appropriate development to proceed.

7.26 The policy identifies a number of key employment locations, that were also highlighted in Preferred Option 19 of the 2016 Preferred Options consultation. The

sites are identified based upon their scale and overall attractiveness as locations for economic growth and investment:

- Dalton Old Airfield Industrial Estate,
- Leeming Bar Industrial Estate,
- Northallerton Industrial Area, east and west of Darlington Road (including County Business Park, Darlington Road Business Park, Mile House Business Park, Northallerton Business Park, Standard Way Business Park and Thornfield Business Park),
- Stokesley Business Park (including Station Road Industrial Estate and Terry Dicken Industrial Estate), and
- Thirsk Industrial Estate.

7.27 At such locations proposals for sui-generis development or ancillary uses would be considered favourably where they would result in no adverse impacts upon the amenity of existing occupiers and operation of the site as a key employment location. Such an approach establishes clear protection for these vital employment centres from inappropriate development that would harm the overall economic sustainability of Hambleton.

7.28 At other general employment locations Policy EG2 provides a positive framework for the consideration of alternative uses that responds to the approach set out in national planning policy framework.

8 The rural and visitor economy

8.1 Whilst major employment opportunities are provided through the key and other employment sites addressed above, Hambleton is predominantly a rural district. Ensuring a positive policy framework for the growth and sustainability of the rural and visitor economy forms a further vital consideration for the Local Plan.

8.2 As explored earlier NPPF sets out that Local Authorities should take a positive approach to “Supporting a prosperous rural economy”. Notably NPPF supports growth and expansion of business, both through conversion of existing buildings and well-designed new buildings; and diversification of agricultural and other land-based rural businesses. Finally, the NPPF directs that planning policies and decisions should recognise that sites may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport.

8.3 Within Hambleton where settlements are defined but potential development may take place in a range of locations in the countryside, a policy approach is therefore proposed that:

- Has regard to the overarching spatial strategy but provides opportunities for new and expanded business and diversification of existing farms in the rural area through conversion and well-designed new buildings, where proposals avoid harm to the character of the surrounding countryside.

- 8.4 Support for a positive approach to the diversification and growth of businesses in the countryside has been strong through previous iterations of the Local Plan with the approach set out in Policy EG7: Rural Businesses developing the principles established in Preferred Option 20 of the Preferred Options 2016.
- 8.5 Meanwhile, Policy EG8: The Visitor Economy establishes criteria for the consideration of proposals for new or extended visitor attractions and facilities and accommodation. The approach to establishing a generally positive approach to such development was also strongly supported through Preferred Options consultation with Preferred Option 21 establishing the Local Plan's approach would support tourism development in a sustainable way.
- 8.6 The districts rural characteristics, attractive market towns, location relative to both the North York Moor and Yorkshire Dales and proximity to key tourist destinations such as York and Harrogate mean it is an attractive base for holiday makers and a place to visit. The main role of Policy EG8 is to ensure that where proposals that would enhance the visitor economy in Hambleton come forward they are considered with reference to the potential impacts upon character, appearance and amenity of the surrounding area and that there is appropriate access for the nature and scale of development proposed. To this end the policy also ensures reference is made the Local Plan's overall spatial strategy when considering proposals for visitor attractions, facilities and accommodation.