

HARROGATE DISTRICT LOCAL PLAN DPD EXAMINATION
HARROGATE BOROUGH COUNCIL'S RESPONSE TO INSPECTOR'S MATTERS, ISSUES AND QUESTIONS
MATTER 9 – PRIMARY SERVICE VILLAGE ALLOCATIONS (DM1, DM2) (REF: EX/HBC/MIQ/009)

9.1 Are the following allocations, as defined on the policies map, soundly-based?

9.1.1 The following allocations are soundly based on:

- a detailed site selection process as noted in response to Matter 3 [EX/HBC/MIQ/003]
- infrastructure capacity assessment [EBTI03 – EBTI06, SD16]
- traffic modelling and mitigation work [EBTI07, EBTI08, EBTI09]
- liaison with key stakeholders including the Education Authority and Highways Authority and Yorkshire Water

9.1.2 In conclusion, the sites have been selected in a robust and objective manner, and the impacts of the allocations can be effectively mitigated, taken together it is considered that the allocations are soundly based.

9.2 Are the criteria set out in the relevant policies justified, effective, and consistent with other plan policies and with national planning policy (with particular regard to that in relation to the historic environment)?

9.2.1 The site requirements for each site set out what is required to ensure a well-designed scheme, respectful of its locational setting, protecting interests of acknowledged importance, where appropriate providing green infrastructure as well as ensuring that traffic, pedestrian and cycle links are appropriate. They also look to address mitigation measures identified in the Sustainability Appraisal (SA) [CD03] and the Built and Natural Environment Reports [EBBNE01-EBBNE15] where appropriate. It is considered that taken together the site requirements are justified, effective and accord with both national planning policy and other plan policies.

9.2.2 In relation to the historic environment, Historic England raised objections to a number of site requirements which made reference to the phrasing along the lines of 'seek to minimise harm to the significance' of nearby assets. Following discussion with the council at a meeting on 17 April 2018 Historic England now understand that this was based on the conclusions of the Built and Natural Environment Report, namely that the development of these sites would be likely to result in some harm to the elements which contribute to the significance of the nearby heritage assets but that the harm was capable of mitigation through the measures set out in the Appraisals (and subsequently incorporated into the Site Requirements). On this basis Historic England has now withdrawn these objections. This has been set out in the Statement of Common Ground (SoCG) between Historic England and the Council [EX/SoCG/03].

9.2.3 The SoCG [EX/SoCG/03] also sets out those matters in respect of the historic environment where the two parties do not agree; both parties are content for the issues to be resolved through the examination process. Overall, the council is satisfied that the approach taken in regard to the historic environment is appropriate and justified.

9.3 Is there evidence that the development of the housing allocations is viable and achievable in the timescales indicated in Appendix 2 of the plan?

- 9.3.1 In early 2016 HDH Planning and Development Ltd was commissioned to undertake a Whole Plan Viability Assessment to assess the deliverability of sites being included in the Local Plan. The report was finalised in September 2016 [EBT101]. The Viability Assessment was updated in May 2018 [EBT102]
- 9.3.2 The 2016 report noted that Harrogate District is situated in a high value and vibrant area with strong house prices that are able to support an active housing market. The 2018 update found that this remained the case and there had been a notable increase in values since 2016. The 2018 Update report concludes that the housing sites identified in the plan are unlikely to be prevented from coming forward.
- 9.3.3 In preparing the Local Plan the council has maintained discussions with site promoters, landowners and developers in respect of site delivery and there have not been any indications that viability issues will constrain development. Taken together the council is satisfied that the housing allocations are viable.
- 9.3.4 The trajectory included at Appendix 2 is considered to be cautious but realistic in its underlying assumptions, particularly around lead in times and build out rates. The assumptions underpinning the trajectory are set out in the Strategic Housing and Economic Land Availability Assessment: Methodology Paper [EBH09] and were drawn up following consultation with representatives of the development industry.
- 9.3.5 As part of the regular updating of the five year housing land supply statement, developers and agents associated with large sites that have planning permission have been contacted for information on when they anticipate construction to commence (if it has not already done so) and the expected build out rate for each site. In addition, developers and agents associated with allocated sites have been periodically contacted to confirm when they intend to submit planning applications and expected start on site date/first completions. This information has been used to inform the site delivery rates included in the housing trajectory

9.4 Primary Service Village Allocations

Green Hammerton

GH2 – Land at New Lane

GH9 – Land west of B6265 and north of A59

Hampsthwaite

HM7 – Land off Brookfield Garth

HM9 – Land to the north of Meadow Close

- 9.4.1 The following provides an update on the allocations in Hampsthwaite:

- HM7: a reserved matters application was permitted on 17 October 2018 (18/01879/REMMAJ) for 36 dwellings.
- HM9: an outline application is pending decision (17/04923/OUTMAJ). This is a larger site area for 78 dwellings and a medical centre

Killinghall

KL2 – Land adjoining Grainbeck Manor

KL6 – Land at Manor Farm

Would the allocation of these sites be justified, having regard to commitments, the size of the village and its position in the settlement hierarchy?

9.4.2 The following provides an update on the allocations in Killinghall:

- KL6: Outline permission was granted on 28 June 2018 (17/02070/OUTMAJ) for 50 dwellings plus provision of a school car park. This permission results in a lower yield than indicated in the policy (this had indicated 77 dwellings).
- KL2: A full application (18/04749/FULMAJ) has been submitted for 56 dwellings and is pending decision

9.4.3 The core element of the growth strategy, as set out in Policy GS2, is to locate new homes and jobs as far as possible in settlements well related to the key public transport corridor. Killinghall is one of the District's Primary Service Villages, located just a short distance north of Harrogate town, the District's main urban centre. In terms of the Local Plan growth strategy this village is located within a key public transport corridor and is served by the District's premier bus service offering direct services to Harrogate, Leeds and Ripon (every 20 minutes). This provides an opportunity for residents to visit higher order centres for work and leisure by public transport. This, alongside the facilities that exist in the village ensures that it is a sustainable settlement within which to locate new development.

9.4.4 As noted in response to Matter 3 [EX/MIQ/HBC/003] whilst Killinghall is taking more growth than some other villages within its tier, given its location and the excellent public transport connections it is considered consistent with the overall growth strategy and does not run counter to the role of Killinghall as a Primary Service village. The cumulative impact of these allocations has been considered by the SA which concludes that *'in order to support and enhance service provision in these villages, allocations are made for new housing development on the most sustainable sites. This may result in one or more site allocations in villages. Any negative environmental effects arising from development in these smaller settlements has been balanced with the positive social and economic effects arising from new development which can contribute to the retention and enhancement of services and facilities in villages, protect their existing roles and enable rural communities to thrive'*.

9.4.5 Sites KL2 and KL6 were identified for allocations because there was no significant harm identified to landscape character, heritage assets or ecology.

9.4.6 As noted above there remains only one draft allocation without the benefit of planning permission. An application has been submitted on this site (KL2) that, if approved, will be delivered as a logical extension to KL4 (a commitment).

Kirby Malzeard

KM1 – Wensleydale Dairy Products Limited

KM4 – Land south of Richmond Garth

KM5 - Land east of Richmond Garth

9.4.7 The following provides an update on the allocations in Kirkby Malzeard:

- KM4/KM5: The council has resolved to grant outline permission subject to S106 (17/04308/OUTMAJ)

Does the allocation of these sites give great weight to the conservation of the landscape and scenic beauty of the Nidderdale AONB?

- 9.4.8 In selecting sites for allocation the potential for new development to have an impact on landscape character and whether any impact could be mitigated has been carefully considered. The Built and Natural Environment Reports [EBBNE01-EBBNE15] consider the likely landscape impact of the allocations. Where a site is within the AONB this is noted in the assessment. The assessment takes into account where these designations may be compromised or affected. In the case where the designation is likely to be compromised then landscape mitigation measures are identified, including 'off-site' measures. It is considered that the appropriate level of weight has been given to the conservation of the landscape and scenic beauty of the AONB in line with national planning policy. The relevant site requirements include a detailed set of mitigation measures to lessen the impact and maximise opportunities. For sites in the AONB, these include requirements to protect key views, vary densities, maximise the retention of stone walls, protect and enhancing key footpaths as appropriate.
- 9.4.9 In terms of site KM1, this site was selected as there was no significant harm identified in respect of landscape impact. It is recognised that the effects would be medium scale as the site is already developed, but its character would change. [EBBNE10]. Site requirement 1 requires that *'the design and layout of development should recognise the sensitive nature of this village gateway site in the Nidderdale AONB; this should include protecting, enhancing and reinforcing those characteristic qualities and features...'*
- 9.4.10 In determining the application on sites KM4/KM5 the impact of development on the landscape character and scenic beauty of the AONB was considered. It was concluded that, as a result of revisions to the initial scheme, *'Overall it is considered that the proposals can be integrated without substantial harm to the character of the landscape context. The landscape has capacity to absorb change due to the presence of existing and recent areas of residential development'*. There was no landscape objection to the revised scheme layout.

Would the allocations be for 'major development' and if so is it likely that the exceptional circumstances would exist which would be necessary to permit such development?

- 9.4.11 In the case of both KM1 and KM4/KM5, neither allocation constitutes major development. In both instances these allocations would result in relatively modest development, when considered against the context of the existing village. KM1 is a re-development opportunity screened by existing mature tree planting. In resolving to grant permission on sites KM4/KM5 the officer's report did not conclude that the scheme constituted major development.
- 9.4.12 Overall, the council is satisfied that the small number of housing allocations proposed within the AONB are firmly within the public interest in terms of achieving sustainable development and allowing rural communities to thrive.

Pannal

Housing

PN17 - Land adjoining Spring Lane

PN19 – Land to west of Leeds Road

Would the allocation of these sites, which would result in a very significant increase in the size of the village, be justified, having regard to Pannal's role and its position in the settlement hierarchy?

- 9.4.13 The core element of the growth strategy, as set out in Policy GS2, is to locate new homes and jobs as far as possible in settlements well related to the key public transport corridor. Pannal is one of the District's Primary Service Villages, located just a short distance south of Harrogate town, the District's main urban centre. In terms of the Local Plan growth strategy this village is located within a key public transport corridor. It is served by a rail station on the Leeds-Harrogate-York rail line offering a half hourly service to Leeds and Harrogate¹ and hourly service to Knaresborough and York. In addition it is served by the District's premier bus service offering connections to Leeds, Harrogate (every 10 minutes) and Ripon (every 20 mins). This provides an opportunity for residents to visit higher order centres for work and leisure by public transport. This, alongside the facilities that exist in the village ensures that it is a sustainable settlement within which to locate new development. Opportunities in the village will also be enhanced by the co-location of new employment opportunities by virtue of draft allocation PN18.
- 9.4.14 As noted in response to matter 3 [EX/MIQ/HBC/003] whilst Pannal is taking more growth than some other villages within its tier, given its location and the excellent public transport connections it is considered consistent with the overall growth strategy and does not run counter to the role of Pannal as a Primary Service village. The cumulative impact of these allocations has been considered by the SA which concludes that *'in order to support and enhance service provision in these villages, allocations are made for new housing development on the most sustainable sites. This may result in one or more site allocations in villages. Any negative environmental effects arising from development in these smaller settlements has been balanced with the positive social and economic effects arising from new development which can contribute to the retention and enhancement of services and facilities in villages, protect their existing roles and enable rural communities to thrive'*.
- 9.4.15 The allocation of PN19 brings additional benefits in that this represents development of council owned land and affords the opportunity to accelerate housing delivery. The council has secured £200,000 from the Leeds City Region Business Rated Pool to help with the masterplanning and delivery of the three council owned sites within the Local Plan, including site PN19. This will involve commissioning expertise to prepare masterplanning options for each site in consultation with stakeholders and the local community and also to explore the most appropriate delivery mechanisms/options for each site for the council to consider in bringing the sites forward. This work is seeking to accelerate the delivery of housing on council owned land through high quality place making whilst providing a range of types and sizes of homes to meet the needs of the local community including exploring the an element of modern methods of construction.

¹ The Harrogate-Leeds section of line is going to go to 15 minute frequency in 2019 which presents the opportunity to call at Pannal every 15mins

Employment

PN18 – Employment site south of Almsford Bridge

Spofforth

SP4 - Land at Castle Farm

SP6 – Land at Massey Fold

9.4.16 The following provides an update on the allocations in Spofforth:

- SP6: The council has resolved to grant outline permission (17/040102/OUTMAJ) subject to trial trenching details and S106 on part of SP6.

Summerbridge

SB1 – Clough House Farm

SB5 – Land at Braisty Woods

Does the allocation of these sites give great weight to the conservation of the landscape and scenic beauty of the Nidderdale AONB?

9.4.17 In selecting sites for allocation the potential for new development to have an impact on landscape character and whether any impact could be mitigated has been carefully considered. The Built and Natural Environment Reports [EBBNE01-EBBNE15] consider the likely landscape impact of the allocations. Where a site is within the AONB this is noted in the assessment. The assessment takes into account where these designations may be compromised or affected. In the case where the designation is likely to be compromised then landscape mitigation measures are identified, including 'off-site' measures. It is considered that the appropriate level of weight has been given to the conservation of the landscape and scenic beauty of the AONB in line with national planning policy. The relevant site requirements include a detailed set of mitigation measures to lessen the impact and maximise opportunities. For sites in the AONB, these include requirements to protect key views, vary densities, maximise the retention of stone walls, protect and enhancing key footpaths as appropriate.

9.4.18 For both site SB1 and SB5 significant harm has been identified in respect of the impact on landscape character. This is due to the loss of an open field in the valley bottom that contributes to the setting of the village and a key characteristic of the AONB in respect of SB1. In order to mitigate impact, alongside the site requirements, the net developable area has been reduced. In terms of SB5 the site is well contained in close proximity due to existing woodland and landform. However, there are views from the approach on the B6165 and extensive views of the site are likely from across the valley and again development would result in a loss of an open field. In both instances the level of harm identified has been balanced against the wider benefits that new development would bring, taking into account mitigation measures.

Would the allocations be for 'major development' and if so is it likely that the exceptional circumstances would exist which would be necessary to permit such development?

9.4.19 It is the council's view that SB1 does not constitute major development within the context of Summerbridge. Whilst it would result in the development 45 homes on a greenfield site on the southern edge of the village, it would be of a scale that is reflective of existing development that is at a higher level immediately opposite it, and would be read within that context. However, if it was considered to be major development then the council is of the view that exceptional circumstances are demonstrated that are in the public interest, namely:

- There is a District wide need for new housing. There is a specific need for more housing in Summerbridge to ensure its continued vitality as one of the District's Primary Service Villages.
- There is limited suitable land available in Summerbridge to meet housing needs; the allocation of this site will achieve the aim of delivering new housing, including affordable housing.
- The need for a relatively small amount of development within the AONB is derived from the imperative to sustain rural communities as noted under matter 3 and is not a matter of land availability elsewhere.
- The site requirements set out mitigation measures to be put in place to lessen the impact.

9.4.20 In respect of SB5 this does not constitute major development. It is a modest scheme that sites across from housing on the opposite side of the road with a permitted scheme to the south. The site itself is well contained in close proximity due to existing woodland and landform.

9.4.21 Overall, the council is satisfied that the small number of housing allocations proposed within the AONB are firmly within the public interest in terms of achieving sustainable development and allowing rural communities to thrive.

Tockwith

TW3 – Church Farm