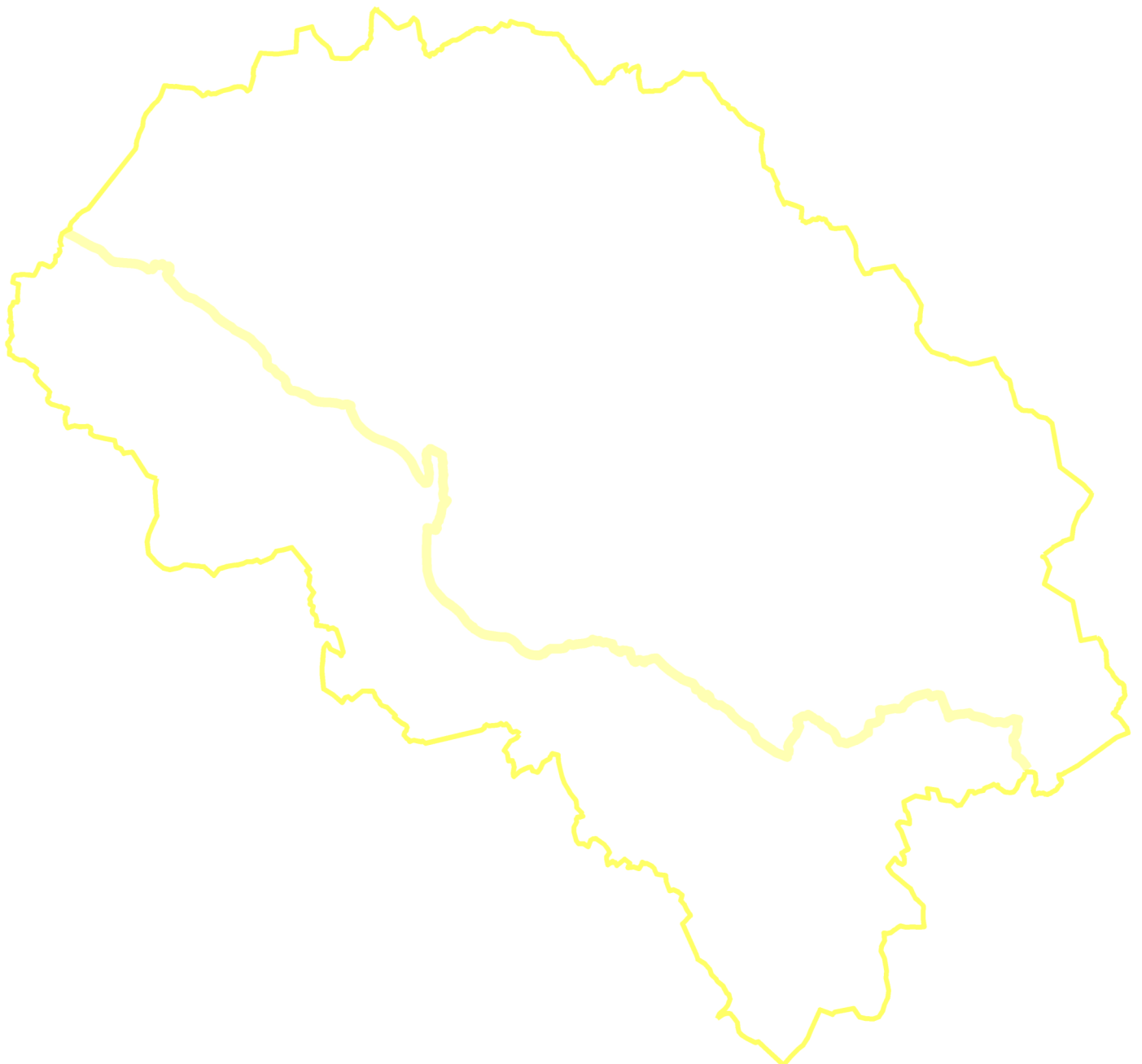


Craven Local Development Plan

Shaping a Strategy for Employment Land in Craven

Draft Discussion Paper

May 2013



What is the purpose of this discussion paper?

This discussion paper is intended to help create an important part of the council's new local plan. This is a strategy for the amount and distribution of "employment land" to meet the needs of business and industry.

It is not concerned with all types of development which generate employment and does not deal with retail, tourism, leisure or education premises. These types of development will be considered separately.

Why discuss the matter of employment land?

The main reason is to provide land to enable local businesses to grow and innovate and create jobs. The innovate part is important because some businesses tell us that they need more space to accommodate new equipment or production processes. We know from what people have told us¹ that the choice of sites and premises in the district is restricting the growth and modernisation aspirations of local businesses.

A new supply of land can send a "signal" to investors that Craven is a location for future business growth.

Plans and strategies of Craven District Council, North Yorkshire County Council and the two Local Enterprise Partnerships² are consistent in aiming to enable business growth to create jobs, help people move from low paid to high paid jobs and ensure the long term stability of Craven's economy. To achieve these aims, sufficient land is required to allow:

- * A strong mix of businesses throughout the district,
- * Enough choice to allow businesses to locate on the best available site,
- * Businesses to expand and adapt to modern business practices,
- * Replacement of employment land lost to other types of development.

How should we begin the discussion?

It makes sense to discuss the amount and the strategy at the same time, but for the purposes of this paper it may help to tackle the question of "How much" first. For this, we need to refer to information we have on Craven's economy and how its changing, because business growth is the main driving force behind the need to provide more employment land.

¹ Responses to consultation on the Council's Core Strategy Preferred Option (2007) and South Skipton Employment Zone Draft Masterplan (2011).

² North Yorkshire and East Riding Local Enterprise Partnership and the Leeds City Region Local Enterprise Partnership.

Figure 1: Employment Land Change over the next 15 years in Craven (hectares) - the period of a new Local Plan for Craven

Figure 1: Amount of new employment land needed over 15 years in Craven

Scenario 6: Draft 2008 Craven Employment Land Review Recommendation

57

Scenario 5: Annual take-up rate 2000 to 2005 adjusted for a 15 period

38

Scenario 4: ECOTEC Market demand analysis 2006—2021

30

Scenario 3: Land take-up during the previous 15 years: 1997—2012

19

Scenario 2: Regional Econometric Model 2013 Sector Growth Forecast

5

Scenario 1: Annual land take-up 2005 to 2012

2

Most realistic range

These four scenarios are likely to provide the most reliable estimates of how much additional employment land Craven might need over the next 15 years.

Average = 30 hectares

How much employment land is needed?

Typically around twice as much land is needed to provide the required amount of business or industrial floorspace. This is because some land is used for road access, car parking and landscaping. The bar chart in figure 1 shows contrasting information on future employment land needs from the following information sources:

- * Historic take-up rates of land in Craven outside the national park.
- * Draft Craven Employment Land Review (Envision, 2008).
- * Market analysis by ECOTEC in 2005.
- * Regional Econometric Model of sector³ employment growth.

The bars in figure 1 represent different “scenarios” or ways of estimating how much employment land might be needed in Craven for the next 15 years. This is the length of time that a new Local Plan is intended to plan for.

What is the “most realistic range”?

Some of the scenarios in Figure 1 are based on more reliable statistics and methods, so the estimates they provide could be described as the most realistic range of possibilities, when it comes to predicting future change in Craven’s economy and job requirements. Scenario 1 (coloured yellow in the chart on the opposite page) is not within that range. This is because land take-up in this period has been restricted by land not being made available. By 2005 there was virtually no designated and unconstrained land available. These circumstances have not changed. So land take-up rates based only on the period since 2005 do not provide a useful indication of current and future need. Scenario 3 shows a 15 year scenario that is in the realistic range because it reflects take-up rates during the contrasting circumstances since 2005 and prior to 2004 when land was available during a period of economic growth.

So should we look for an amount of employment land within this range?

We need to bear a few things in mind whilst we’re looking. Firstly, figures in Scenarios 2, 4 and 6 are for the whole of Craven including the national park area. Scenarios 1, 3 and 5 based on past take-up of land do not include the national park area so may need to be adjusted to take into account any past provision in the national park area. Secondly, the figures produced by each scenario are just different estimates and should not be treated as different options. Third, there is no single correct figure or right answer—we cannot say, for example, that a figure of 38 is right and a figure of 5 is wrong.

How do we settle on a figure for the amount of land we think is suitable?

Perhaps the simplest and most obvious way is to take the average figure from the most realistic range, which would give us a figure of 30 hectares for a 15 year period for the whole of Craven. To consider whether this is a suitable amount we need to gain an understanding of changes in the economy and population of Craven as well as commuting relationships with areas outside the district. Then we can consider whether an amount of land positively addresses the needs of local businesses.

³ A sector is an area or part of the local economy that is distinct from others.

Figure 2: A strategy for the distribution of land for new employment (business and industrial) development.

The diagram below illustrates the scale and distribution of employment development that might be planned for in a new Local Plan. It takes the proposed distribution for new housing in the Council's "Shaping a Spatial Strategy and Housing Target" Discussion Paper (August 2012) and apportions an employment land requirement to align with the proportion of new housing proposed for each sub-area.

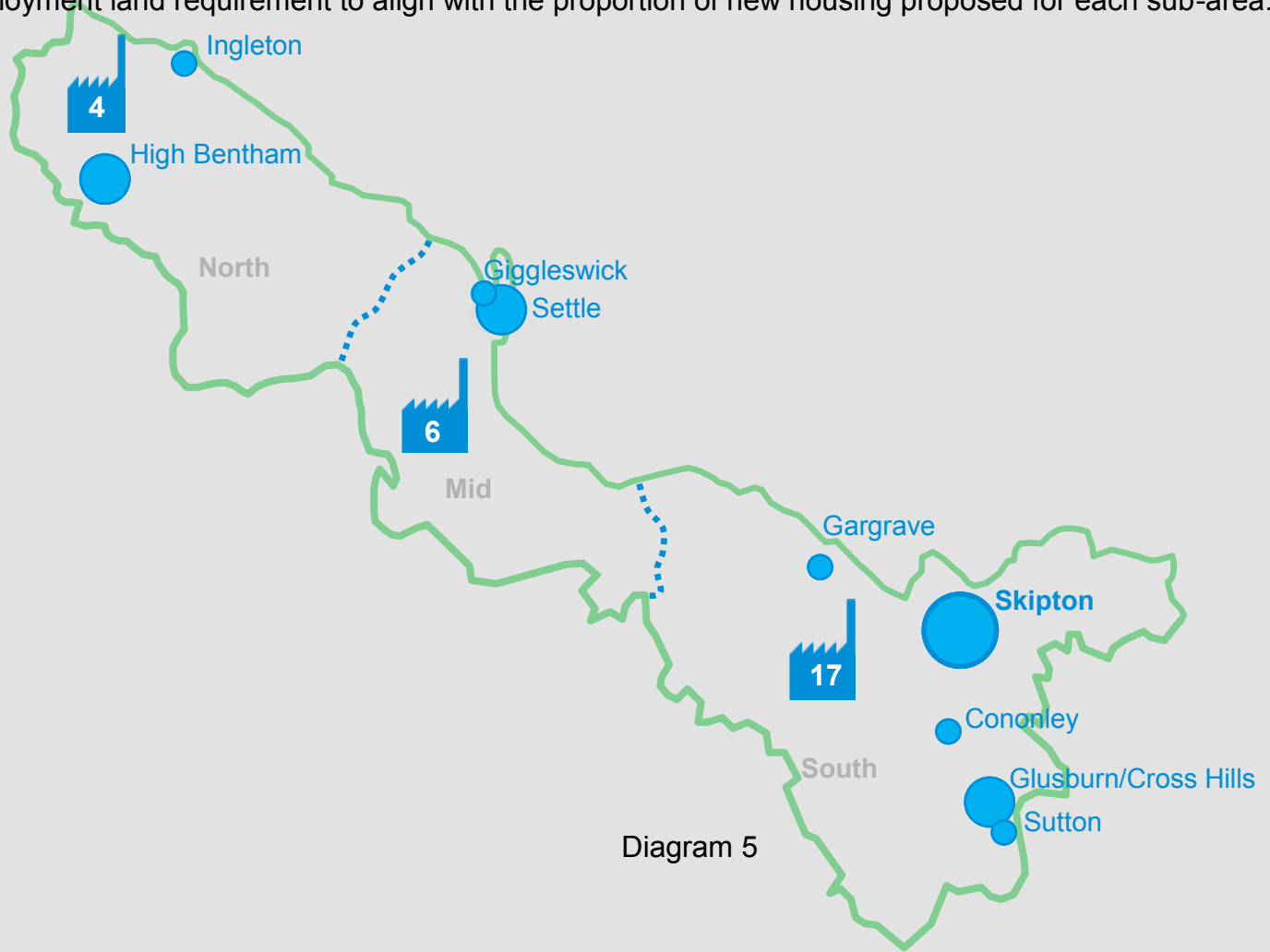


Diagram 5

Table 1:
Possible future
distribution of
employment
land

Location	Sub-area	Amount of employment land for 15 years (hectares)	% of total housing requirement
Skipton			
Glusburn/Cross Hills/Sutton			
Gargrave	South	17	57%
Cononley			
Settle/Giggleswick	Mid	6	20%
High Bentham			
Ingleton	North	4	13%
National Park		3*	10%
Total:		30	100%

* The national park figure is an assumption based on the housing spatial strategy.

That's an idea of how much land, but what about "where"?

We know from experience of what people have told us⁴ that places in Craven aren't all the same. Different parts of the district are subject to different outside influences, have different characteristics and need different things. This is backed up by economic studies, which provide evidence of different job markets, housing markets and travel patterns within Craven⁵.

Using this information we can roughly sketch-out three fairly distinct areas within Craven (outside the national park) where employment land requirements are likely to be different. These are the northern area of the district, where High Bentham is the largest town and the influence of the University City of Lancaster is felt; a middle area which is more remote from cities and is centred around Settle; and the south area that includes Skipton, the district's largest town and employment centre.

The south area is well-connected by road and rail to the large economy and growing working age population in Leeds and Bradford. Studies tell us⁵ that the south area is in the same housing market area as parts of West Yorkshire and East Lancashire. House prices and rents are higher in Craven than in many nearby areas in Bradford and Pendle Districts. We know that a lot of commuting takes place between Craven and these areas. A significant number of people work in the south area and live in Bradford or Pendle districts whilst a similar number of residents of the south area commute to work in West Yorkshire or Lancashire. The amount of commuting between Craven and other North Yorkshire districts is less significant.

So the starting point could be a distribution that matches that for new housing?

Yes, it is recognised that people have to travel greater distances to work in rural areas than in cities but it makes sense to allow people to live close to where they work in order to reduce the amount of travelling. We should bear a few things in mind when considering the right distribution between the sub-areas. First, the figures are for the whole of Craven so we need to take account of the national park element. Based on the housing spatial strategy the same proportion of employment land is assumed for the national park.

⁴ Responses to consultation on the Council's Core Strategy Preferred Option (2007) and South Skipton Employment Zone Draft Masterplan (2011).





⁵ North Yorkshire and York Economic Assessment 2010, Craven District Population Estimates and Projections (March 2012), Strategic Housing Market Assessment for North Yorkshire and York (December 2011).

So we need to plan for 27 hectares of employment land outside the Yorkshire Dales National Park?

Yes—that's what our best information is telling us: we need to plan for an average of 1.8 hectares per year and complete 27 hectares (outside the national park) by the end of the local plan period (15 years).

Is this the right approach for 2013 onwards?

Possibly, but first we need to check the proposed scale and distribution of development against our current information on Craven's economy and employment land requirements, which tells us that:

-  The distribution of new employment land should be based on the individual requirements of the three sub-areas rather than the whole district.
-  Companies may increasingly be run from premises outside industrial estates and businesses parks, for example businesses run from home. This could affect the strategy and land requirement⁶.
-  The sector based forecasts in scenario 2 in figure 1 are based on the Yorkshire and Humber Regional Econometric model. A summary of this scenario is included in appendix A. This scenario forecast is at the lower end of the realistic range. However, we know that much of the demand for employment land in Craven is from businesses relocating from areas outside Craven⁶. This may not be reflected in the forecasts based on existing business sectors in Craven.
-  Recent research⁷ shows Craven as having the following positive characteristics that could support economic growth:
 - 1) Low public sector employment;
 - 2) A high number of businesses compared to the resident population;
 - 3) A broad mix of businesses;
 - 4) A significant presence of local businesses in certain industries with strong potential for growth by exporting products abroad. Those industries identified by Experian and the BBC were:
 - 1) Creative and digital media.
 - 2) Advanced manufacturing.
 - 3) Energy.
 - 4) Life sciences.
 - 5) Professional and business services.

⁶ Draft Craven Employment Land Review 2008 and response to Core Strategy Preferred Option consultation 2007.

⁷ Experian / BBC Local Growth Research 2012.

Aren't the main towns the most suitable locations?

Yes - broadly speaking it makes sense to direct new employment land to the larger settlements, where you'll find most of the workforce, facilities, and services already.




Each sub-area has one or two larger settlements that contain most of the local workforce, facilities and services, and act as local centres of activity. They are High Bentham in the north area; Settle in the mid area; and Skipton and Cross Hills in the south. Most of the employment land needed in each sub-area is likely to be provided in or adjoining these settlements, with much less being allocated to any smaller places in the same sub-area.

In fact, in 2007, the Council consulted on that kind of approach⁷ shown in table 2 below.

		% of total employment land requirement
Table 2: Proposed distribution of employment land (2007)	Skipton	45%
	Glusburn/Cross Hills/Sutton	30%
	Settle/Giggleswick	10%
	High Bentham	5%
	Ingleton and Gargrave	5%
	Villages with some facilities	5%
Total:		100%

Is this the right approach for 2013 onwards?

Possibly, but first we need to check the proposed strategy against our current information on Craven's economy and employment land requirements, which tells us that:

-  The distribution of new employment land should be based on the individual requirements of the three sub-areas rather than the whole district.
-  The three sub-areas have distinct economic characteristics of as set out in Appendix B.
-  The distribution between the sub-areas will impact on commuting because parts of Craven are in the same housing market areas as parts of West Yorkshire and Lancashire. Craven has a declining working age population compared to a rising working age population in Bradford District⁹.

⁷ Craven District Council's Core Strategy Preferred Option (2007).

⁸ Craven District Population Estimates and Projections (March 2012)

⁹ City of Bradford Corporate Plan 2009—2012.

Finding suitable sites

We won't know the exact amount of land to be provided in each place until we're some way into the process of "allocating" sites for employment development. At this stage we can only say that sites should be chosen that would be the best available for achieving "sustainable development"¹⁰. "Allocation" is the process of earmarking individual parcels of land (or "sites") to meet the strategy for employment land in Craven.

Land available for housing development¹¹ is shown in the settlement maps in appendix D. All this land has been checked for economic development potential based on the following criteria:

The identification of economic development potential has been based on the following criteria:

- The site adjoins an existing industrial / business area.
- The site has or has potential for direct access to the A road network avoiding residential areas.
- The site has good road or rail access to Bradford and Leeds.
- The land is either brownfield¹³ or well related to an existing settlement.
- The site is of sufficient scale (at least 0.2 hectares).

Available land with economic development potential that is outside areas at highest risk of flooding¹² is listed on the following two pages and maps are included in appendix C. An example is land at the south of Skipton that has previously been the subject of a public consultation on a masterplan for employment development¹⁴. Responses to the consultation identified its particular advantages in relation to the above criteria. The large size of the site is particularly relevant when looking for land to meet the sub-area approach to the strategy for employment land in Craven. Another notable site in this regard is Skipton Rock Quarry which would require consultation with North Yorkshire County Council who are the Minerals Planning Authority.

¹⁰ *Sustainable* means ensuring that better lives for ourselves don't mean worse lives for future generations; *Development* means growth (Greg Clark, Minister for Planning).

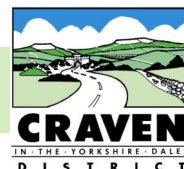
¹¹ Land in Craven District Council's Strategic Housing Land Availability Assessment Update 2012 (or SHLAA 2012 for short).

¹² Environment Agency zone 3b, the "functional floodplain".

¹³ Having had previous development on it other than for agriculture or forestry.

¹⁴ Skipton South Employment Zone Masterplan (July 2011).

Maximum Potential Employment Land by Sub Area (ha)



Sub Areas

North		Mid		South	
Settlement	Employment land (ha)	Settlement	Employment land (ha)	Settlement	Employment land (ha)
High Bentham	11.77	Settle	13.83	Broughton	32.75
Ingleton	8.83	Giggleswick	0.73	Skipton incl Rock Quarry	69.91
		Hellifield	3.03	Glusburn	5.21
				Crosshills	13.49
				Bolton Abbey	16.34
				Draughton	0.62
				Cononley	2.17
				Cowling	4.36
Total	20.60	Total	17.59	Total	144.84
				Plan Area	183.03

Maximum Potential Employment Land by site (ha)



SHLAA REF	Area	Settlement	Sub Area
BA001	16.3	Bolton Abbey	South
BN001	12.6	Broughton	South
BN002	2.2	Broughton	South
BN003	17.9	Broughton	South
CN006	2.2	Cononley	South
DR003	0.6	Draughton	South
SC003	0.2	Crosshills	South
SC004	0.3	Crosshills	South
SC014	4.4	Glusburn	South
SC015	0.8	Glusburn	South
SC037	13.1	Crosshills	South
SG072	0.73	Giggleswick	Mid
HE005	0.26	Hellifield	Mid
HE009	1.89	Hellifield	Mid
HE011	0.88	Hellifield	Mid
HB028	11.2	High Bentham	North
HB031*	0.6	High Bentham	North
IN016	0.8	Ingleton	North
IN022	3.0	Ingleton	North
IN031	3.0	Ingleton	North
IN035	2.0	Ingleton	North
SG025	10.3	Settle	Mid
SG026	0.3	Settle	Mid
SG027	0.9	Settle	Mid
SG042	0.2	Settle	Mid
SG068	2.1	Settle	Mid
SK049	23.5	Skipton	South
SK080	4.2	Skipton	South
SK083	2.5	Skipton	South
SK087	2.1	Skipton	South
SK094	11.3	Skipton	South
SK095*	4.0	Skipton	South
SK096	3.9	Skipton	South
SK097	0.4	Skipton	South
SK099	1.1	Skipton	South
SK101	4.0	Skipton	South
SK109	0.6	Skipton	South
SK113	3.8	Skipton	South
SK116	3.8	Skipton	South
SK135	4.6	Skipton Rock Quarry	South
CW002	0.844	Cowling	South
CW004	2.934	Cowling	South
CW018	0.585	Cowling	South

* NB. HB031 and SK095 area in hectares excludes existing Auction Mart buildings.

Taking the Discussion Forward

As we said at the beginning, the purpose of this discussion paper is to help create a strategy for the amount and distribution of employment land in a new local plan. We've put forward some ideas, but these aren't fixed and shouldn't be viewed as a *fait accompli*—they're intended to get the discussion going to help us find a solution that suits Craven and has broad support.

So how shall we take the discussion forward?

Perhaps consider what you've read so far, and consider the broader issues related to Craven's environment, population, housing and infrastructure. For example our information tells us that Craven has the following characteristics:

- A diverse local economy related to its high quality environment.
- A declining population of working age.
- A location affording good east-west connectivity between the conurbations of the North of England.
- A higher average wage for residents than for jobs based in the district.

We want to hear your views and experience to help develop a strategy for employment land in Craven.

If you are a business located in Craven, how do you view your general business location in relation to the available sites and premises?