



LOCAL DEVELOPMENT FRAMEWORK FOR CRAVEN
DISTRICT OUTSIDE THE YORKSHIRE DALES NATIONAL
PARK

Craven District Council

Consultation Paper

CORE STRATEGY DEVELOPMENT PLAN DOCUMENT

PREFERRED OPTION DRAFT

12th October – 23rd November 2007

Prepared by Envision Consultants on behalf of
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CONSULTATION: GUIDING QUESTIONS

This document sets out a number of strategic planning policies covering Craven District (Outside of the National Park).

The policies are in draft and give an indication of how the final agreed policies might look. The policies contained in this document have been developed as a result of public consultation exercises. Firstly, residents and other interested parties told us what they felt were the important issues that needed to be addressed in the Core Strategy. Once those issues were identified further workshops were carried out to identify what the available options were that could address those issues.

Having looked at the issues and options in depth, the so-called “preferred option” emerged. This is the direction the majority of residents and interested parties felt Craven should follow to achieve the social, economic and environmental objectives set out in chapter 3 of this document. The draft policies set out how those objectives could be achieved using a number of local evidence base studies to help justify and support the policies.

Now that the policies have some substance, Craven District Council would like your continued help to refine them. The Core Strategy must be “locally distinctive” i.e. the policies are unique to Craven and would be difficult to apply to another local authority. With this in mind a number of questions have been set out below that may help you to provide comments on how the Core Strategy can be improved and be made more locally distinctive:

- 1) Are the Sustainable Spatial Objectives in chapter 3 relevant to Craven? What can be done to make them more locally distinctive?**
- 2) Are there any options available that you are aware of that haven't been explored in this document?**
- 3) Are there any issues that you feel are important now, that may not have been apparent at the time of the Issues and Options stage, that need to be considered in the Core Strategy?**
- 4) Do you agree with the direction the policies are taking? If not what direction should they take and why?**
- 5) If you agree with the general direction the policies are taking is there anything that can be done to make the policies more user-friendly?**
- 6) Evidence to support and justify policies is a critical element of the Core Strategy. Are there any local studies that you are aware of that could be used to strengthen the Core Strategy that haven't been referred to in the Summary of Evidence Base document?**

A response form is attached or available from our website for you to make comments, this includes instructions on where to send your completed forms to. If you have any questions please contact a member of the Planning Policy Team at the Council Offices, Granville Street, Skipton or telephone 01756 706472 or e-mail ldf@cravenc.gov.uk

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Part A: Background and Context

1.0 INTRODUCTION

Background

- 1.1 The Government has introduced a new planning system. The introduction of this system requires Craven District Council to replace its existing development plan – the Local Plan (LP) – with a new system called the Local Development Framework (LDF). Unlike the Local Plan, the LDF will comprise a folder of linked Local Development Documents (LDD's). A summary of the LDF can be found in **Annex 1**. A list of all the documents that the Council intends to produce with regard to planning, and a program for doing this, is set out in another document, the Local Development Scheme (LDS). Consultation on all LDF documents will take place in accordance with the LDF Statement of Community Involvement (SCI).
- 1.2 The existing Local Plan covered the period from July 1999 to 2006. In accordance with the new planning regulations, the Council has “saved” a number of policies from the Local Plan. As the various documents comprising the LDF are adopted, the policies contained within them will replace the saved Local Plan policies.

The Core Strategy – What is it? What does it do?

- 1.3 The LP and hence the new Craven LDF covers the area of Craven that lies outside the Yorkshire Dales National Park (YDNP), known as the “plan area”. The area of Craven within the YDNP is governed separately by the Yorkshire Dales National Park Authority and a separate LDF will be produced by the YDNP Authority for this area.

The Craven LDF aims to:

- Set out a unique and distinctive vision for Craven;
 - Consider the needs and aspirations of our community and visitors;
 - Establish a framework for the sustainable development of the plan area.
- 1.4 The Core Strategy Development Plan Document is the central LDF document, and is key to achieving the aforementioned aims. When the Core Strategy is adopted it will provide the overall spatial planning context for the whole of Craven District outside of the YDNP, and set the vision for the communities of Craven up to 2021. The Core Strategy will explain how developments which provide homes and employment will be instigated in Craven, describe regeneration areas, and identify the areas to be safeguarded from development in order to achieve the vision. All LDDs which contribute to the LDF must be in conformity with the Core Strategy.
- 1.5 Government Guidance says that the Core Strategy must:
- contain a clear spatial vision from which plans, policies and strategies will flow;
 - be guided by Sustainable Development principles;
 - be linked to the Government’s Sustainable Communities Agenda, helping to determine the broad location of new housing and employment land necessary to meet the requirements of the Yorkshire and Humber Regional Spatial Strategy;
 - be in general conformity with the Regional Spatial Strategy (RSS).

- 1.6 The Core Strategy cannot allocate specific sites for development or protection on a proposals map. It does, however, set out non-site specific locations for potential development and land use. Specific sites for development or protection will be identified in a forthcoming LDD, the Site Allocations Development Plan Document (DPD). Many of the policy topics included in the Core Strategy will be covered in greater depth in the Site Allocations DPD.

Integration of Plans and Strategies and Conformity

- 1.7 A key objective of the new planning system is the creation and development of a group of linked strategies and policies for local action. The LDF has a key role to play in providing a spatial dimension for many strategies and policy areas and helping in their co-ordination and delivery throughout the plan area. Two strategies are particularly important – the RSS and the Craven Community Strategy (CCS).
- 1.8 The LDF needs to be in general conformity with the RSS. The RSS is the Regional development plan produced by the Regional Assembly for Yorkshire and the Humber. The RSS has now been submitted to the Government, and is expected to be finalised during November 2007. Account has been taken of the policies in the submitted RSS, although changes may still be made as it proceeds, which will in due course need to be reflected in the next draft of the Core Strategy, the Submission document.
- 1.9 The LDF also provides the main means of giving spatial expression to the Craven Community Strategy (and similarly to the North Yorkshire Community Strategy). This is dealt with further in Chapters 2 and 3.
- 1.10 Consultation on the Issues and Options has been carried out in line with the Council's adopted Statement of Community Involvement and The Town and Country Planning (Local Development) (England) Regulations 2004. In terms of cross border consultation the Yorkshire Dales National Park; Pendle Borough; Ribbles Valley Borough; Lancaster City; Bradford Metropolitan District and Lancashire County were consulted, together with Harrogate District Council and South Lakeland District Council.
- 1.11 In addition each Parish and Town Council any part of whose area adjoins the plan area was consulted on the Core Strategy Issues and Options.

Preparing the Core Strategy - Preferred Options

- 1.12 This Preferred Options document is an important stage in preparing the Core Strategy for Craven's LDF. The programme for preparing the Core Strategy is contained within the agreed LDS (2007-2010).
- 1.13 Preparation of the Core Strategy began at the end of 2004. Early work included gathering evidence and the preparation of Issues and Options. During June 2005 the Council organised the "Shaping Places and Spaces" conference. A wide range of interest groups and individuals were invited to the conference. The aim of the conference was to introduce the LDF and the new planning system and identify current issues to which the LDF could provide a response. In order to identify those issues, a number of workshops were run around the following themes:
- Vision and Settlement Strategy
 - Housing

- Employment
 - Environment and Design
- 1.14 The conference was successful in achieving these aims and provided a sound basis for preparation of the Issues and Options consultation papers.
- 1.15 Consultation on the Core Strategy Issues and Options was carried out during June and July 2006. Issues and Options Papers were published, based around the issues identified during the 2005 Conference, as follows:
- Background and Context
 - Vision, Strategic Objectives and Settlement Strategy
 - Housing Strategy and Distribution
 - Economic Strategy and Distribution
 - Environment and Design
 - Transport
- 1.16 The comments received by the Council during this Issues and Options stage (together with the Council's responses) have been recorded and made available for inspection at Council Offices and on the Council's web site.
- 1.17 In January 2007, the Council held a feed-back and further workshop event with key stakeholders. The aim of this event was to present the emerging Core Strategy Preferred Options, based on the qualitative and quantitative analysis of comments received and to provide an arena to discuss outstanding issues, and facilitate further discussion. A report on the outcome of the event is also available at Council Offices and on the Council's web site.

Commenting on this Preferred Options Document

- 1.18 This Core Strategy Preferred Options Document has emerged from the Issues and Options consultation process. Once again the public, stakeholders, agencies, partners and local communities are requested to respond in order help shape the selection of a preferred strategic approach to spatial planning in Craven District. The public are advised of the significance of the Core Strategy; decisions on future planning applications will be based on the principles and policies it contains.
- 1.19 Community involvement and formal consultation will occur over a period of six weeks from September to November 2007. This is the last opportunity for the public and stakeholders to influence the content of the CS before it is submitted to the Secretary of State.
- 1.20 The community of Craven District, all stakeholders, businesses and their agents are very strongly encouraged to make their views on the Core Strategy known to the authority now.
- 1.21 To ensure that consideration can be given to your comments please ensure that responses are received by 5:00pm on 16th November 2007. Responses should be submitted on Response Forms which are available from Council Offices or can be downloaded from the Council's web site. Full details about how to participate in the consultation are available from the Council's Planning Policy Team on 01756 706472 or via email on ldf@cravendc.gov.uk.

What Happens Next?

- 1.22 Following community involvement, the preferred option will be modified in the light of comments received. It will then be subject to a further sustainability appraisal and developed into a Submission CS that will be submitted to the Secretary of State. By the time the submission document is submitted (scheduled for July 2008) the authority must have agreed the CS that it intends to pursue to final adoption. The Council will therefore not be “consulting” on the submission document in the sense that it will no longer be open to requests or suggestions for any material changes to it.
- 1.23 At this submission stage, formal objections may be made to the CS but only in relation to the “soundness” of the document and the process used to arrive at it. Objections will be forwarded to the Planning Inspectorate and a Planning Inspector will consider these at an independent Examination. The Inspector considers only the Submission CS, the objections and additional evidence. The Inspector will also consider the general soundness of the Strategy. He/she will then issue a binding report requiring any changes to the Strategy that he considers necessary. Presently it is intended to adopt the completed CS in October 2009.

Sustainability Appraisal

- 1.24 This report needs to be considered together with the accompanying Core Strategy Preferred Options Sustainability Appraisal (including the Strategic Environmental Assessment) or SA/SEA. This *is* a formal part of the process, and is intended to ensure that the LDF achieves sustainable development.
- 1.25 The Issues and Options Consultation papers were also accompanied by a Strategic Environmental Assessment and Sustainability Appraisal. Recommendations from that SA/SEA which have particularly influenced the form of the Preferred Options strategy are outlined in each relevant section of this report.

2.0 CRAVEN: IT'S ENVIRONMENT, IT'S PEOPLE, AND IT'S ECONOMY

A Spatial Portrait of Craven

- 2.1 The area of Craven to which the Core Strategy relates (see Map 1, pg 10) is 370 square kilometres. The total area of Craven is 1179 square kilometres. The remainder of the District (808 square kilometres) is within the Yorkshire Dales National Park. The boundary of the National Park in Craven generally follows the A65 to the north of Skipton and the A59 east towards Harrogate. At several locations the boundary of the National Park bisects settlements, creating a 'split' in planning control in some villages between the National Park Authority and Craven District Council.
- 2.2 Craven is situated at the western end of North Yorkshire, England's largest county, with Lancashire immediately to its west. The plan area is flanked by Bradford Metropolitan District to the south-east, the Yorkshire Dales National Park to the north and east, Lancaster district to the north-west, Ribble Valley district to the west, and Pendle district to the south and south-west.
- 2.3 Skipton is the District centre and largest town, containing the administrative functions of the District Council and the main town centre, offering the widest range of goods and services. There are secondary centres at Glusburn/Cross Hills, Settle and Bentham serving the south and north of the District.
- 2.4 The 2001 census reported that approximately 27% of the population of the plan area live in the town of Skipton. The remainder of the plan area is characterised by small towns and large villages, usually on or adjacent to main transport routes, which act as local service centres, and a dispersed pattern of small villages and hamlets reflecting the rural nature of the District, particularly in the north and west of the plan area. Skipton as "Gateway to the Dales" is a major focus for tourism and recreation although other centres, such as Settle and Ingleton, also act as focal points for tourism.

Landscape Character

- 2.5 The landscape of Craven District outside the National Park is often overshadowed by the landscapes within the National Park. The plan area, however, contains a variety of high quality landscapes which have a distinct, in some cases unique character, and many of which are of national and regional importance. There is no single landscape which characterises the plan area, but rather a variety of inter-connected, high quality landscapes.
- 2.6 To the north-west of the plan area, around Ingleton, Burton-in-Lonsdale and Low and High Bentham, the landscape is characterised by a broad basin with upland ridges, dissected by deep river valleys and crossed by a complex network of narrow, winding lanes.
- 2.7 Further south and east, towards Clapham, Giggleswick and part of the Forest of Bowland, the landscape becomes more undulating, framed by higher ground, latticed by narrow, winding lanes and small river valleys.

- 2.8 The Forest of Bowland Area of Outstanding Natural Beauty around Rathmell and Bentham is in contrast to the other landscapes in the immediate area. Here is a rolling plateau, of a remote rural character, with little enclosure and tree cover. The designation of this particular landscape (which extends southwards into Lancashire) signifies its national importance.
- 2.9 The plan area to the south of Settle is bisected by the River Ribble, running from north to south, changing the landscape character again. From Settle to Nappa, the Ribble Valley is characterised by a flat valley bottom, framed by higher ground. The settlement patterns in this area concentrate around the small market town of Settle. The pattern of walled fields is apparent but the fields are larger in size than in the other areas.
- 2.10 To the south and east of the Ribble Valley, the landscape character changes yet again, showing glacial influences. In the area around Hellifield, Coniston Cold, East and West Marton, and Swinden, the landscape is dominated by drumlins, a series of interlocking rounded hills, creating high visual variety. The road network is sparse and the settlement patterns are dispersed, denoting a strong rural character to the area.
- 2.11 The Skipton area is dominated by the Aire Valley. Similar in character to the Ribble Valley, the valley bottom is flat and framed by surrounding higher ground. There is a more pronounced urban influence to the south of the plan area towards Sutton, Glusburn and Cross Hills.
- 2.12 The landscape character around Elslack, Carleton, Lothersdale and Cowling comprises exposed Pennine upland contrasting with deep valleys. The field patterns are small to medium sized with the characteristic stone walling. The settlements are predominantly linear, concentrated in the valley bottoms, and built in local stone. The character of this landscape is predominantly rural in nature.
- 2.13 To the east of the plan area around Draughton, Embsay and Eastby, the landscape is characterised by broad hills, contrasting with deep valleys, linear patterns of settlement, and the characteristic field pattern using stone walls.

The Built Environment

- 2.14 Craven is renowned for its small market towns and attractive villages, which contribute so much to the area's interest and character. The plan area has a rich heritage of historic buildings and important archaeological sites together with many fine traditional buildings, all of which make a vital contribution to the character of the area. These assets represent important social, cultural, recreational and educational resources.
- 2.15 The quality and importance of the built environment is illustrated by the fact that there are over thirty conservation areas currently designated within the plan area. In addition, there are some 881 listed buildings of special architectural or historic interest in the plan area.

Transport Links

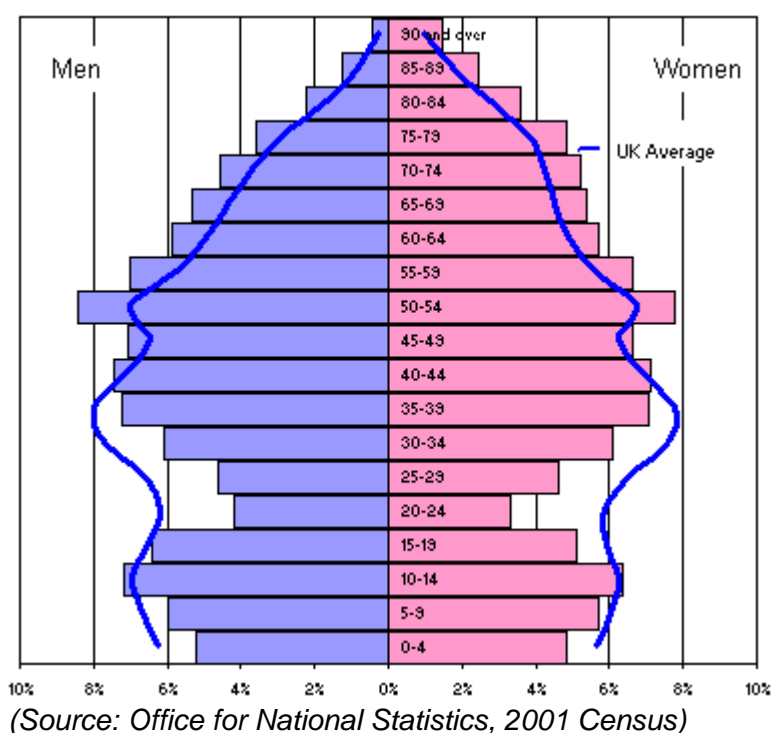
- 2.16 Craven is connected to the national road network via three principal trunk roads, the A65(T), A59(T) and A629(T), and via the A56 and A6068 to the M65 (see Map 1, pg 10). The A65(T) forms a main trans-Pennine route linking the District with Cumbria and

the Lake District to the north-west, and West Yorkshire (Leeds) to the south-east. The A59(T) provides links to the east and west coasts, although the A56/ A6068/ M65 link is the more strategic route westwards. The A629(T) 'Aire Valley Trunk Road' provides good vehicular access from South Craven to the West Yorkshire conurbation of Bradford.

- 2.17 The plan area is linked to the rail network via the Leeds-Skipton-Carlisle route (incorporating the famously scenic Settle-Carlisle railway), and the Leeds-Skipton-Lancaster-Morecambe route. These routes offer services within and beyond the District. Skipton is also the terminus for the Airedale line from West Yorkshire.
- 2.18 The nearest airports are Leeds/Bradford to the south-east and Manchester to the south-west.
- 2.19 The popular Leeds and Liverpool Canal, runs through the south of the Core Strategy area and attains its most northerly point at Gargrave.

Demography

Figure 2.1: Census Figures by Age Group for Craven District



- 2.20 Figure 2.1 shows the population demographic of Craven District, including the National Park, at 2001. The total population recorded at this census was 53,620. Mid-year population projections for 2006 estimate this figure to have risen to 55,000 (*Key Statistics for Local Authorities ONS 2001 Census*).
- 2.21 The population of the plan area is increasing and ageing. The increase is a result of net in-migration of people. The older nature of the population suggests that Craven is

an area where people come later in life and/or to retire, and is in part due to the net out-migration of young people (16-24 year olds) from Craven.

- 2.22 There is a small but significant ethnic minority population (1.5% of the total population, including the National Park, at 2001), concentrated mainly in Skipton.

Employment and Economy

- 2.23 The District benefits from a relatively stable economy with unemployment below regional and national levels. However, in spite of its high economic activity rate, Craven is recognised as being at the less prosperous end of North Yorkshire's "two tier economy", with income levels substantially below the national average, restricted employment opportunities, and a lower Gross Domestic Product than the County as a whole.
- 2.24 Craven boasts excellent standards of educational attainment. This is a key factor in attracting people to live in the area, with the resulting increased pressure on house prices. Craven College, in Skipton, is one of the largest FE Colleges in North Yorkshire, attracts many students from outside the District, and provides an outreach service to rural areas.
- 2.25 Historically, the traditional mainstay of the local economy has been agriculture and quarrying, but, whilst the District remains predominantly rural, its economy has become more diverse. This diversity incorporates a variety of small to medium sized businesses, and a manufacturing sector including companies such as Johnson & Johnson Wound Management, Angus Fire and Transtechnology. However, Table 2.1 shows that the economy is dominated by the Distribution, Hotels and Restaurants sector (probably reflecting the importance of tourism). Another key employer is Banking, Finance and Insurance, within which sector the Skipton Building Society is a major employer, although this sector is smaller than both the regional and national average.

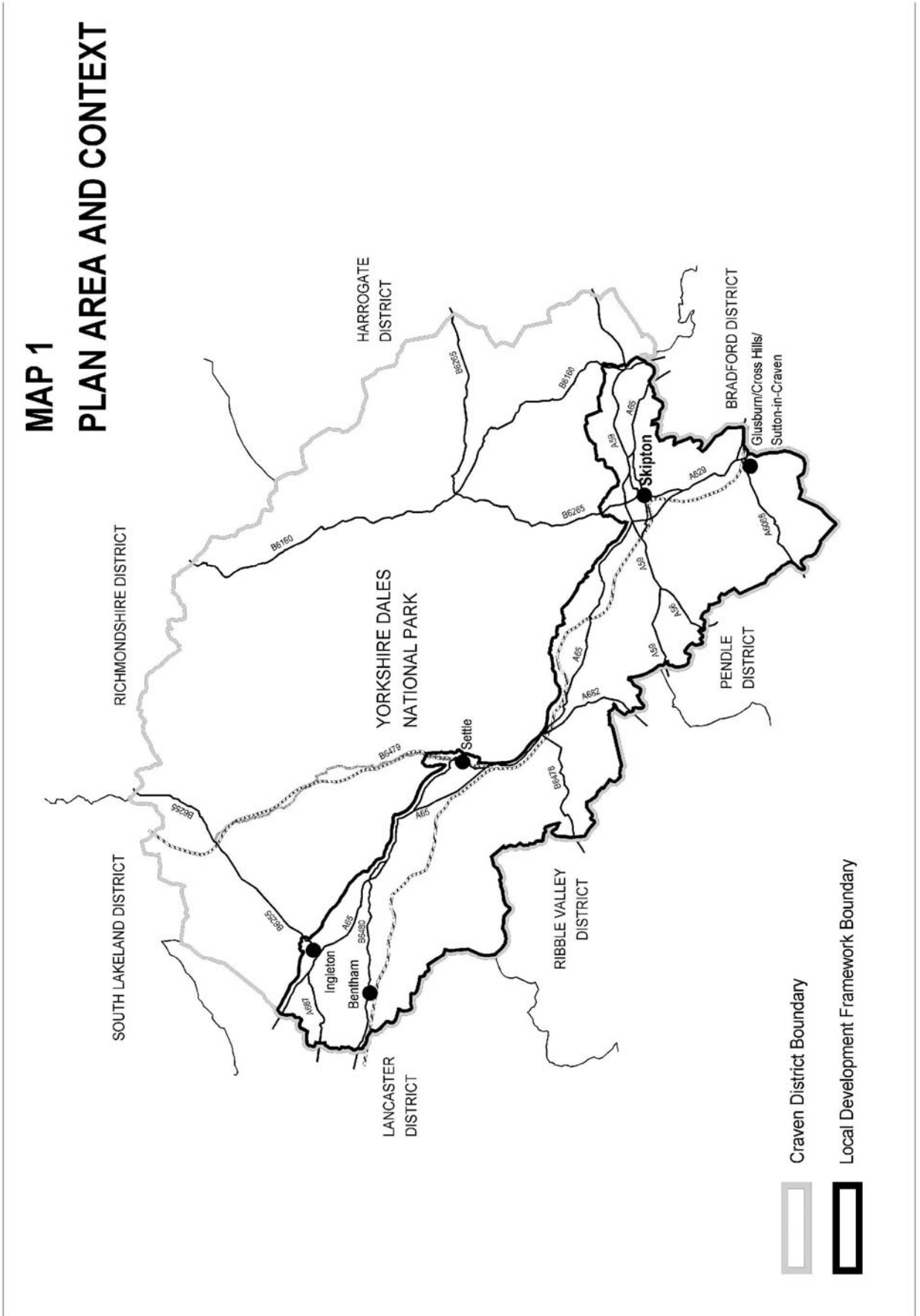
Table 2.1: Breakdown of Employment by Sector

Industry	GB	Y & H	Craven
Agriculture & Fishing	0.5%	0.5%	0.9%
Energy & Water	0.2%	0.2%	0.4%
Manufacturing	7.8%	9.3%	7.9%
Construction	9.0%	9.4%	10.5%
Distribution, hotels & restaurants	29.5%	33.3%	35.5%
Transport & Communications	4.7%	5.6%	6.3%
Banking, finance and insurance, etc	30.5%	24.1%	23.2%
Public admin, education & health	8.7%	9.4%	8.0%
Other services	9.2%	8.3%	7.5%

- 2.26 The district comes within the area and influence of two key economic drivers - the Leeds City Region and the Airedale Economic Corridor, from which parts of the district are well placed to benefit due to their proximity and excellent transport links to Leeds and Bradford and their airport.

Neighbouring Authorities and Cross Border Issues

- 2.27 The plan area is within the county of North Yorkshire and has borders with:
- Yorkshire Dales National Park;
 - Pendle Borough
 - Ribble Valley Borough
 - Lancaster City
 - Bradford Metropolitan District
 - Lancashire County
- 2.28 The Core Strategy must ensure that policies are pursued consistently and without conflict across local authority boundaries. Specific topics requiring co-ordination include:
- Forest of Bowland Area of Outstanding Natural Beauty;
 - Transport links and route safeguarding;
 - Viability of local centres;
 - Interface with the Yorkshire Dales National Park.
 - Biodiversity Action Plan



3.0 SPATIAL VISION AND OBJECTIVES

- 3.1 Creating a “Spatial Vision” is a relatively new concept in the planning world. But what does it mean?
- 3.2 Spatial: “The economic, social, environmental and cultural characteristics of an area.”
- 3.3 Vision: “A compelling and inspiring image of a desired and possible future that a community seeks to achieve. A vision expresses goals that are worth striving for and appeals to ideals and values that are shared throughout the District.”
- 3.4 Put simply, the Core Strategy seeks to set out the economic, social, environmental and cultural aims and objectives that Cravens communities would like to see achieved in the District over a 15-20 year period. Planning policies are then formulated that help achieve those objectives by locating development in the most appropriate places.
- 3.5 Gone are the days when Planners dealt with purely “land-use” issues attempting to balance one use with another for the greater good of the public. Now Planners view all land-uses in a wider social, economic, environmental and cultural context. For example, if 100 houses are located at the edge of an existing settlement what are the wider consequences?
- Change in population structure and impact on existing service provision
 - More open space, sport and recreation provision
 - Increase in school places or a new school
 - Need for more shops and other financial services
 - Need for more Health Services across all age groups
 - Need for more Community Facilities
 - Public transport/road links
 - Affect on the environment
 - Sustainable Construction and Lifetime Homes Standards
- 3.6 The list of consequences goes on. For that reason Planners have to liaise with local communities, service providers and businesses to make sure the implications for any proposed development are properly assessed. All consequences must be analysed and measures put forward that benefits the wider community.

SPATIAL VISION FOR CRAVEN

- 3.7 To create Craven’s Spatial Vision views of all Craven’s communities were sought. A series of public consultation exercises have been carried out over the past two years to find out the following:
- What are the issues that are important to different communities?
 - Using the issues identified as a starting point, what should the objectives be that could be achieved over the lifetime of the Core Strategy?
 - What options are there available to help achieve the objectives?
- 3.8 The answers to the questions above are set out in the Issues and Options Topic Papers and consultation statement that have been produced as one of the background papers to this document.
- 3.9 This chapter sets out how the Spatial Vision and Sustainable Spatial Objectives were created.

What Other Plans Tell Us

3.10 The Spatial Vision for Craven expressed in the LDF clearly needs to support the vision that has been established by the CCS and, at the same time, support the **North Yorkshire Strategic Partnership (NYSP) Community Strategy 2005-2008**.

3.11 The North Yorkshire Strategic Partnership is a multi-agency partnership. Craven Local Strategic Partnership (LSP) is represented on its Board. The aim of this is to improve the social, economic and environmental well being of the County and encourage open, accessible and responsive service provision across North Yorkshire. Its vision for North Yorkshire reflects what consultation by partners has told it the people of North Yorkshire want and what the key service delivery agencies and voluntary and community groups are looking to provide. The vision is:

“North Yorkshire – a place of equal opportunity where all can develop their full potential, participate in a flourishing economy, live and thrive in secure communities, see their high quality environment enhanced and receive effective support when they need it.”

3.12 The action priorities identified in the 2005-2008 NYSP Community Strategy are related to health inequalities, affordable housing, crime and disorder, access for inclusion and action for the environment.

3.13 Craven LSP has published a Consultation Draft of the **Craven Sustainable Community Strategy 2007-2013** (Feb 2007). The Sustainable Community Strategy (SCS) links together the many plans produced by organisations working to improve life across Craven, such as the police, health services, Craven District Council, North Yorkshire County Council, Yorkshire Dales National Park Authority, voluntary sector organisations and private businesses. It also reflects the aims of regional and national Government policies.

3.14 The SCS pulls all these plans together into a single long-term Vision for the District of Craven which has been agreed by the local strategic partnership organisations as follows:

“We want to create strong and prosperous rural communities in balance with Craven’s unique and outstanding natural environment, where everyone is valued and has access to the services and opportunities they need to live a fulfilling life.”

3.15 The Craven Local Strategic Partnership (LSP) will be responsible for driving the delivery of this vision and will form a strong partnership of key local organisations working together to achieve this aim. The LSP has identified the priorities for action and this is where the LSP will focus its energy and resources over the next 2 years:

- building a prosperous District,
- improving transport.
- addressing housing need,
- creating a sustainable future – One Planet Living
- strengthening communities and
- providing accessible services.

Spatial Vision for Craven In 2021

- 3.16 Within the context set by these two complementary strategies, and reflecting the priorities and concerns addressed through the consultation process to-date, the following statement is proposed as the guiding Spatial Vision for the LDF:
- 3.17 ***The Vision for Craven in 2021 is to rekindle the 'community spirit' of its friendly rural settlements and thriving market towns by encouraging self sufficient, vibrant and prosperous communities with a mix of people and a range of local shops and services, social facilities, open spaces and employment opportunities. The people of Craven will be proud of the distinctive character and environmental assets of their area and will seek to protect them, whilst providing for the social and economic needs of present and future generations. Craven will be recognised as a friendly and attractive choice for work, home and leisure and visitors will continue to be welcomed. Connectivity between all aspects of life in the plan area will have been enhanced by means of an accessible, regular, integrated and affordable transport system.***
- 3.18 *Craven will continue to place value on its outstanding natural environment - its complex and varied geology and landscapes, open views and native wildlife – and will preserve its rural tranquillity and scenic beauty as the most important assets that make the area stand out. The viable and well managed agricultural landscape will continue to provide an attractive setting for thriving market towns, villages and rural settlements. The special qualities of the existing built environment will have been conserved and improved by well-designed and progressive forms of development that display creativity, innovation and sensitivity.*
- 3.19 *Encouraging “self sufficient” communities was discussed at the “Visioning Workshop” January 2007. However, a certain amount of clarification is required to put it into context. Most people, when they think of self-sufficiency remember “The Good Life” a family striving to live off the land. The definition of self-sufficiency is to “Provide for your own needs without help from others”*
- 3.20 *In the context of Craven District, applying the pure concepts of self-sufficiency is not a feasible or viable option. However, individuals and communities can strive towards a more sustainable lifestyle that would incorporate some self-sufficiency ideas. Everyone can contribute to a more sustainable way of living by:*
- *Taking energy saving measures in the home or at work*
 - *Walking/cycling instead of using the car*
 - *Using containers or a part of a garden to grow organic fruit and vegetables*
 - *Recycling and composting*
- 3.21 *On a larger scale local communities can form Community Land Trusts to ensure funds are used and recycled within that community to provide services, food or homes.*
- 3.22 *Examples of what Local Authorities can do to help individuals and communities to live more sustainably are to:*
- *Provide recycling facilities*
 - *Ensure new developments are built with sustainable materials and methods of construction*
 - *Protect important wildlife habitats and ecosystems*
 - *Create new wildlife habitats within new developments*
 - *Encourage and promote renewable energy projects (especially micro renewable energy sources which can be accommodated within individual homes)*

- 3.23 *Core Strategy planning policies can be developed to help individuals and communities achieve a more sustainable lifestyle.*
- 3.24 *The economy of Craven will continue to prosper and grow, so that local residents will have a wider choice of employment opportunities, working either from home, in small business premises and managed workspaces in the rural areas, in larger employment sites in the key service centres or in business parks within the Airedale Corridor. Craven will also have a viable and vibrant retail economy with a greater range of goods on offer in the key centres, from local and national outlets, in premises which have individual character.*
- 3.25 *Local people, including young people, will be able to afford to live locally in a variety of homes that include well-planned, safe and affordable housing for rent and for sale. The regeneration of parts of the district's towns and villages will have been encouraged, including high density mixed and business development, so that Craven does not become a 'dormitory' for the rest of Yorkshire.*
- 3.26 *New developments will have achieved high standards of urban design and architecture, and will reflect the individual character and visual quality of each of the traditional towns and villages in the district. Regeneration and development schemes throughout the plan area will have helped to reduce traffic growth and improve the safety, convenience and enjoyment of walking and cycling. All new developments will have achieved a high standard of sustainable construction including energy efficiency, water conservation and building materials.*

SUSTAINABLE SPATIAL OBJECTIVES

- 3.27 Sustainable Spatial Objectives are those economic, social, environmental and cultural issues that can be resolved by setting objectives to be achieved during the lifetime of the Core Strategy. The objectives are related to those elements of sustainability that help everyone to achieve a more sustainable lifestyle. But what does “sustainable” mean? There are many definitions but perhaps the most meaningful is:
- 3.28 “The use of products of nature in a way that will not permanently destroy them for future use. Sustainable resources allow for the resources to regenerate before being used again.”
- 3.29 It isn't just natural resources that sustainability or the definition above refers to, but economic and social resources too. For any resource to be sustainable it must have the ability to be maintained into perpetuity.
- 3.30 The Issues and Options workshops helped define the Spatial Sustainable Objectives for Craven and these are listed in Table 3.1, pg 16.
- 3.31 The planning system exists to help facilitate sustainable development to meet social and economic needs, whilst protecting the quality of the environment. Sustainable development is the central theme which will run through the whole of the Local Development Framework. This section sets out the Council's Spatial Objectives for creating sustainable communities in Craven.

What Other Plans Tell Us

- 3.32 **Planning Policy Statement (PPS) 1: Delivering Sustainable Development:** In terms of national planning policy, PPS1 states that “*sustainable development is the core principle underpinning planning*”. Moreover, there is now a statutory obligation that the Council, prepares its Core Strategy “*with the objective of contributing to the achievement of sustainable development*” (Planning and Compulsory Purchase Act 2004; Section 39(2) (HMSO, 2004)
- 3.33 **Securing the Future – Delivering UK Sustainable Development Strategy - March 2005:** This document sets out the Government’s sustainability strategy and states that the goal of sustainable development is to allow everyone to meet their basic needs and enjoy a better quality of life, without compromising the quality of life for future generations. The government’s five guiding principles of sustainable development are:
- Living within Environmental Limits
 - Ensuring a Strong, Healthy and Just Society
 - Achieving a Sustainable Economy
 - Promoting Good Governance
 - Using Sound Science Responsibly
- 3.34 In terms of delivering ‘Sustainable Communities’ the Government’s approach is channelled through the ‘**Sustainable Communities Plan**’. A key part is the ‘**Northern Way Growth Strategy**’ which aims to establish the North of England as an area of exceptional opportunity, combining a world-class economy with a superb quality of life. The key objectives of this strategy include the creation of “*truly sustainable communities*”.
- 3.35 **Draft Regional Spatial Strategy for Yorkshire and the Humber (Draft RSS):** Achieving sustainable development is a core objective of the draft RSS which includes a raft of Spatial Objectives relating to sustainable development and the following general policies:
- **Policy YH1: Overall Approach:** sets out a sustainable development framework to provide the context for other RSS policies, indicating the intention to reverse the long term trend of population dispersal away from the cities and major towns by transforming them into attractive places where people want to live; and amongst other objectives to raise environmental quality, and diversify urban and rural economies.
 - **Policy: YH2: Climate Change and Resource Use:** This policy requires all plans to respond to climate change to help meet the region’s target for reducing greenhouse gas emissions. This is to be achieved through increasing urban density, energy efficient homes, reducing traffic growth, promoting alternatives to the car, redevelopment of previously developed land, better waste management, and increasing renewable energy capacity and carbon capture. They should also plan for adaptation to the predicted impacts of climate change by:
 - Minimising threats from increased flood risk, increased storminess, habitat disturbance, increased pressure on water resources supply and drainage systems;
 - Maximising opportunities from: increased growing season; greater tourism potential; and warmer urban environments.
- 3.36 **Yorkshire Forward Sustainable Development Policy-2006:** Sets out commitment via

a series of actions to deliver sustainable development through its own actions and programmes.

- 3.37 ***What on Earth is Sustainable Development all about? A Practical Guide for Yorkshire Forward Project Managers: Yorkshire Forward 2007:*** This documents sets out the practical steps that can be taken in the design and procurement of development schemes to incorporate sustainable development.
- 3.38 ***The Craven Community Strategy:*** The adopted Craven Community Strategy contains a series of aims all of which relate to the promotion of sustainable development as follows:
- A prosperous economy
 - Education and skills for all
 - Sustainable Communities
 - Good Health and Social Well Being
 - A Quality Environment

These will be superseded by the emerging ***Craven Sustainable Community Strategy 2007-2013*** as described above.

Sustainable Spatial Objectives

- 3.39 The Council recognises the key role that the planning system has to respond to this challenging policy agenda to help maintain and improve the sustainability of Craven. The Core Strategy (and all LDF documents) will therefore be based on the following key Sustainable Spatial Objectives:

Table 3.1 Sustainable Spatial Objectives

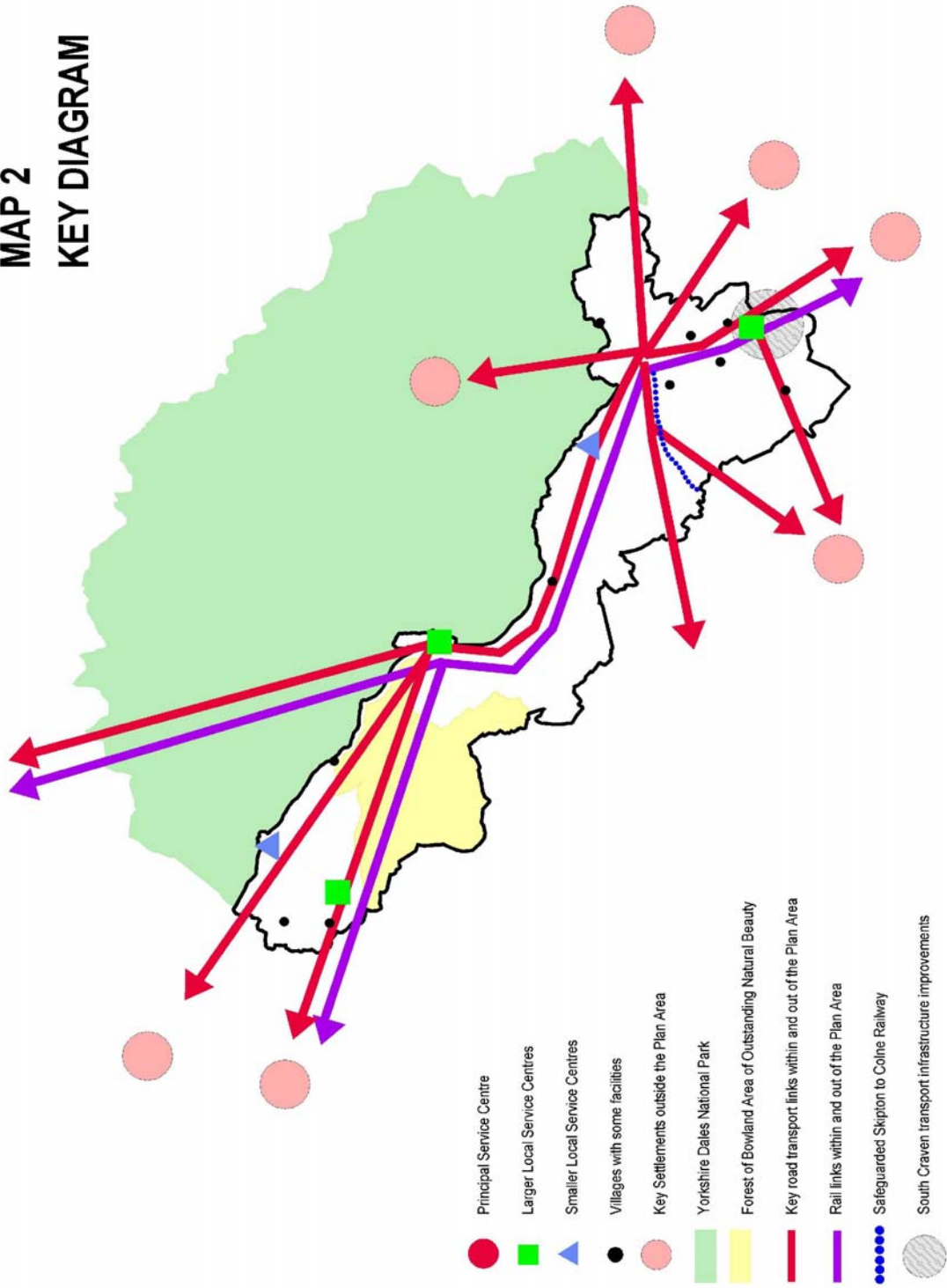
Sustainable Spatial Objective	Link to adopted Community Strategy	Relevant Policies of this Core Strategy Preferred Options report.
SPO1. To promote sustainable development which meets the economic and social needs of our community and enables people to enjoy a safe and good quality of life, without compromising the environment or quality of life of future generations.	Aim 1: A prosperous Economy Aim 3: Sustainable Communities Aim 5: A Quality Environment	INF1, INF2, INF3, SS1 - SS5, HO1- 5, EC1- EC4, ED1, ED2, ED5, ED7, ED8
SPO2. To reduce the need for travel and make it safer and easier for residents to travel to jobs and key services by sustainable forms of transport such as public transport, walking and cycling.	Aim 1: A prosperous Economy Aim 3: Sustainable Communities Aim 5: A Quality Environment	INF3, INF4, INF5, SS1- SS5, HO2, HO5, EC1
SPO3. To locate all new development close to existing public transport infrastructure with priority given to	Aim 1: A prosperous Economy Aim 3: Sustainable Communities	INF3, INF4, SS1- SS5, HO5

Sustainable Spatial Objective	Link to adopted Community Strategy	Relevant Policies of this Core Strategy Preferred Options report.
developments which utilise the District's excellent railway network.	Aim 5: A Quality Environment	
SPO4. To support thriving communities by locating development where it will enable people to access jobs and key services, such as education, training, healthcare, recreation and other facilities and will help support the maintenance of such local services.	All	INF1, INF2, INF3, SS1 - SS5, HO2, HO5, EC1, EC2
SPO5. To accommodate future population and employment growth as well as local needs and demand in line with the requirements of the Yorkshire and Humber Regional Spatial Strategy.	Aim 1: A prosperous Economy Aim 3: Sustainable Communities	SS1 - SS5, HO1, HO2, HO4, HO5, HO6, HO7, EC1, EC5
SPO6. In pursuance of SO5, to consider the environmental capacity of our towns and villages when locating new development.	Aim 3: Sustainable Communities Aim 5: A Quality Environment	SS1 - SS5, HO2, EC1, ED - 5
SPO7. To meet the housing needs of all the community by providing an adequate amount and range of housing including affordable and special needs housing.	Aim 3: Sustainable Communities Aim 4: Good Health & Social Well Being	INF1, HO1, HO2, HO4, HO6, HO7, HO8
SPO8. To support the growth and diversification of farming and the local economy and rural and urban regeneration in ways which are compatible with sustainable development objectives, and which deliver increased prosperity for the whole community.	Aim 1: A prosperous Economy Aim 2: Education & Skills for all Aim 4: Good Health & Social Well Being	SS1 - SS5, EC1 - EC5
SPO9. To develop thriving, vibrant and self-sufficient market towns and villages by encouraging mixed development that supports their function as service centres with a range of good quality businesses, shops and facilities that meet the service, employment and	Aim 1: A prosperous Economy Aim 2: Education & Skills for all Aim 3: Sustainable Communities Aim 4: Good Health & Social Well Being	SS1 - SS5, EC5

Sustainable Spatial Objective	Link to adopted Community Strategy	Relevant Policies of this Core Strategy Preferred Options report.
leisure needs of local people.		
SPO10. To maximise the development of previously developed land and central sites for housing, employment and mixed use, while permitting some development on the edge of our market towns where necessary to enable businesses to grow and modernise.	Aim 1: A prosperous Economy Aim 3: Sustainable Communities Aim 5: A Quality Environment	SS1 – 5, HO3, HO5, EC1, EC2, EC5
SPO11. To protect and enhance the historic heritage and the unique character and identity of the towns and villages by ensuring that new developments are appropriate in terms of scale and location in the context of settlement form and character.	Aim 3: Sustainable Communities Aim 4: Good Health & Social Well Being Aim 5: A Quality Environment	SS3 - SS4, ED1, ED3
SPO12. To protect and improve our unique countryside and agricultural landscape and the diversity of our wildlife and habitats.	Aim 3: Sustainable Communities Aim 4: Good Health & Social Well Being Aim 5: A Quality Environment	SS5, HO2, ED1
SPO13. To respond to the implications of climate change by: <ul style="list-style-type: none"> • promoting sustainable construction and the adoption of renewable energy in all forms of new and existing development; • minimising the generation of waste and making prudent use of water in new and existing development; • avoiding flood risk when locating new development 	Aim 3: Sustainable Communities Aim 4: Good Health & Social Well Being Aim 5: A Quality Environment	ED2, ED7, ED8
SPO14. To provide and protect accessible and varied opportunities for leisure, recreation and culture in order to promote happy and healthy lifestyles.	Aim 3: Sustainable Communities Aim 4: Good Health & Social Well Being	INF1, INF2, EC5, ED5
SPO15. To promote good design in new developments in order to	Aim 1: A prosperous Economy	ED3, ED4, ED6, ED7

Sustainable Spatial Objective	Link to adopted Community Strategy	Relevant Policies of this Core Strategy Preferred Options report.
create attractive and safe places for living, working and recreation.	Aim 3: Sustainable Communities Aim 4: Good Health & Social Well Being Aim 5: A Quality Environment	

MAP 2 KEY DIAGRAM



Part B: Strategic Spatial Policies

Within each section the following headings are used:

What you told us

This section outlines factors brought up by the general public at the Issues and Options stage as to what the problems are within Craven and how Craven should progress forward.

What Other Plans Tell Us

What other Plans Tell Us outlines what the National and Regional Plans that have been adopted tell us about how to develop and maintain the District.

Evidence Base (*where appropriate*)

This Section outlines information about Craven District, from within existing documentation, which will be used to support and justify the policy.

What the Issues and Options SA/SEA Recommends

This section outlines what the Sustainability Appraisal and Strategic Environmental Assessment recommend as the best options for Craven in consideration of social and economic impacts as well as impacts on the environment.

Preferred Option Approach: Justification of Draft Policies

The preferred option approach sets out the supporting evidence from the consultation process and national, regional, local plans and strategies that justifies having the policy.

Outline of Policy

Each policy is in draft to give everyone an idea of what the final policy could contain. The policy may be amended to take into account new evidence and comments received during the consultation process.

Delivery Mechanisms

The delivery mechanisms are current organisations, groups, partnerships and documentation that may have an effect on, and help to implement the policies within the Core Strategy.

Rejected Options

These are explanations for the rejection of some options discussed at the Issues and Options Stage.

4.0 SUSTAINABLE INFRASTRUCTURE TO SUPPORT SUSTAINABLE COMMUNITIES

4.1 Just as moving towards a sustainable lifestyle is key objective of many individuals and communities, creating sustainable infrastructure to support communities is also a key objective. But what is "Sustainable Infrastructure"?

SUSTAINABLE INFRASTRUCTURE

4.2 "The design of new infrastructure, and the re-design, rehabilitation, re-use or optimisation of existing infrastructure, which is consistent with the principles of urban sustainability and global sustainable development"

4.3 Creating sustainable infrastructure can include:

- infrastructure renewal
- long-term economic analysis of infrastructure, e.g. life-cycle analysis, ecological foot printing
- modelling of land use and transportation for assessment of policies on emissions, energy use and reduced infrastructure costs.
- the protection of existing infrastructure from environmental degradation, e.g. preservation of historical masonry buildings
- material selection for sustainability - quality, durability and energy conservation
- making better use of so-called "waste" water and materials
- the redesign of infrastructure in light of global climate change
- the remediation of environmentally damaged soils and water.

4.4 In terms of planning infrastructure this includes the basic facilities, services, and installations needed for the functioning of the community, such as transportation and communications systems, water and power lines, and public institutions including schools, post offices, and prisons.

4.5 This chapter sets out ways in which sustainable infrastructure can be accommodated in new developments through:

- Planning Obligations
- Community Infrastructure Improvements
- Sustainable Transport
- Transport Infrastructure Improvements

PLANNING OBLIGATIONS

What are Planning Obligations?

4.6 Planning Obligations are used when a development is proposed and the impact on the community is assessed. If the assessment shows that new infrastructure and/or community services are required to support the community then the Planning Authority can ask for either:

- a) The infrastructure or service to be provided by the developer on-site; or
- b) A financial contribution to made so provision can be made in a more suitable location elsewhere.

- 4.7 The developer and Local Planning Authority may enter into a legal agreement to provide infrastructure and services on or off the development site where this is not possible through planning conditions. This agreement, known also as a Section 106 agreement¹ is a delivery mechanism for the matters that are necessary to make a development acceptable in planning terms.
- 4.8 Historically, planning agreements have become increasingly important to the provision of public services including highways, recreational facilities, education, health and affordable housing.
- 4.9 The terms **planning obligations**, **planning agreements** and **Section 106 agreements** are often used interchangeably. But technically, a planning agreement or Section 106 agreement refers to the legal document which results from the planning obligations process.

What you told us ...

Planning Obligations

These were not dealt with at the Issues and Options stage. However, in order to ensure that sustainable community infrastructure is provided and to meet government guidance, appropriate policy must be included in the Core Strategy.

What Other Plans Tell Us

- 4.10 ***Planning Policy Statement (PPS) 1: Delivering Sustainable Development:*** PPS1 emphasises the need for “positive planning to achieve sustainable development objectives and pro active management of development.”
- 4.11 ***PPS3: Housing:*** contains guidance on the use of planning obligations to deliver affordable housing.
- 4.12 ***Planning Obligations, ODPM Circular 05/05.:*** provides guidance on the use of planning obligations. This guidance states that planning obligations should only be sought where they meet the following tests:-
- Necessary
 - Relevant to planning
 - Directly related to the proposed development
 - Fairly and reasonably related in scale and kind to the development
 - Reasonable in all other respects
- 4.13 ***Planning Obligations: Practice Guide, DCLG, 2006:*** This provides practical guidance on application of planning obligations. This advises that high level planning obligation policies should be included in LDF documents, with detail being set out in a Supplementary Planning Document.

¹ The legislative basis for planning obligations is Section 106 of the Town and Country Planning Act 1990, as amended by Section 12 of the Planning and Compensation Act 1991.

- 4.14 **Securing Community Benefits through the Planning Process**, Audit Commission, 2006: Provides advice to Local Authorities on best practice.
- 4.15 **Route Map to Improved Planning Obligations**, Audit Commission, August 2006: Provides advice to Local Authorities on best practice.
- 4.16 **Changes to Planning Obligations: a Planning Gain Supplement Consultation**, 2006: sets out for consultation the Government's proposals for a new system of planning obligations in England. The consultation period on these proposals ended on 28 February 2007, and changes to the current system may be introduced during 2007. Any changes will be reflected in the Core Strategy Submission Draft and Planning Obligations SPD.

What the Issues and Options SEA / SA Recommends

- 4.17 Securing sustainable development through planning obligations was not dealt with as a specific issue or option and was not therefore considered by the SEA / SA.

Preferred Option Approach: Justification of Draft Policies

- 4.18 New development often creates a need for additional or improved community services and facilities without which the development could have an adverse effect upon amenity, safety, or the environment. Planning obligations are legally binding agreements between a local authority and a developer / landowner and are one means through which these deficiencies are mitigated.
- 4.19 A wide range of issues - in no particular order of priority - that are covered by obligations include:
- Recreation provision, including public open space, play and sports.
 - Affordable housing.
 - Education at pre-school, primary, secondary and tertiary level.
 - Healthcare services.
 - Community and village halls.
 - Libraries.
 - Public services such as police and fire.
 - Local labour and training initiatives.
 - Maintenance of open space and other facilities.
 - Transportation infrastructure.
 - Pedestrian, cycleway, and public transport initiatives.
 - Nature conservation and wildlife mitigation measures.
 - Flood risk mitigation.
 - Foul and surface water drainage.
 - Public art.
 - Public realm.
- 4.20 It is important that development costs, including the cost of implementing planning agreements should not prejudice development that supports the Council's aspiration to see the regeneration and improvement of the District. If it is claimed that a development is unable to support the costs of a planning obligation (other than those essential to allow the development to proceed) then this could be the subject of negotiations. In such cases, the developer will have to clearly demonstrate non- viability via an "open

book” approach. The costs of high quality building, materials, and urban design considerations are universally applicable, and will not be allowed for in negotiations to reduce planning obligations.

Outline of Policy

Policy INF 1: Planning Obligations

1. In order to secure sustainable development, planning permission will not be granted for any development unless provision is secured for all additional infrastructure, facilities, and environmental protection measures, which are necessary as a direct consequence of development and fairly and reasonably related to the proposal in scale and kind.
2. The provision of such requirements shall be secured as part of development proposals or through the use of conditions attached to planning permissions, or sought through planning obligations or other forms of securing contributions introduced by government.
3. Where provision on an application site is not appropriate or feasible, provision elsewhere, or a contribution towards this provision, will be sought where necessary.
4. Where a planning application is for part of a larger area planned for development, a pro rata provision of any necessary facilities, services or infrastructure, or contribution towards them, will be sought.

Delivery Mechanism

- 4.21 The policy will be implemented through:
- Guidance for developers
 - Pre-application discussions
 - The determination of planning applications

Rejected Options

- 4.22 Planning obligations were not dealt with at the Issues and Options stage. Preferred options are generally covered within most of the Core Strategy policies.

COMMUNITY INFRASTRUCTURE

- 4.23 Community infrastructure is one of several elements making up all forms of infrastructure. These are the basic services and facilities that enable a community to exist. These can include shops, post office, schools, libraries, village halls, recreation facilities etc. Often deterioration of the community infrastructure leads to a break down of the community. But it is a “chicken and egg” situation. Do the facilities deteriorate because the villages have become high quality dormitory villages for commuters who choose to spend their time and income away from their village? Or is it the closure of

community facilities for economic reasons that forces residents to shop and take part in social activities elsewhere? It is likely that it is a bit of both and this is an issues that needs to be addressed by the Core Strategy.

- 4.24 Encouraging residents to use local services and facilities is all part of achieving a sustainable lifestyle. A combination of good rural service provision with good transport access and marketing of those services will help achieve that objective. The Core Strategy aims to improve existing community infrastructure and create new facilities where needed.
- 4.25 This section looks at the evidence from a number of sources and sets out why Community Infrastructure is an important part of Craven's overall vision.

What you told us ...

Provision of community infrastructure

The provision of community infrastructure was not dealt with separately during the Issues and Options Stage, but was covered to some extent in the Settlement Strategy Options paper.

Accessing Schools and Health Facilities

There was general consensus that whilst schools and health facilities were generally good there was concern about accessing them especially from rural areas and especially for people who did not own cars.

What Other Plans Tell Us

- 4.26 ***PPS 1: Delivering Sustainable Development:*** States that plan policies should address accessibility for all members of the community to jobs, health, housing, education, shops, and leisure and community facilities.
- 4.27 ***Draft Regional Spatial Strategy for Yorkshire and the Humber (Draft RSS):*** The Draft RSS does not contain any specific policies relating to the provision of community infrastructure but states in **Policy YH7 Vibrant Rural Areas** that the enhancement and protection of rural areas as attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social resource, will be achieved through spatial planning and investment measures to, inter alia:
- Support innovative means of accessing and delivering services
 - Retain and improve local services and facilities, particularly in Local Service Centres
- 4.28 ***Craven Community Strategy:*** The adopted Craven Community Strategy includes:
- Aim 3 - Sustainable Communities:** To develop and support sustainable and vibrant communities through improved community based services, improved access for isolated communities and an increased capacity for community self help and participation
- Aim 4 - Good Health and Social Well Being:** To enhance the general well being of the community, through the achievement of improved health, social care and affordable housing, a reduction in crime, and support for quality of life initiatives through culture, leisure and sport.

- 4.29 ***The North Yorkshire Local Area Agreement 2007/8-2009/10: Moving forward together:*** Sets out a co-ordinated strategy for service delivery including, council services, police, voluntary organisations, Primary Care Trusts, and chambers of commerce. It highlights the difficulties of providing community based services across rural areas and the projected growth in numbers of people aged over 65 in the District (38.1% between 2006 and 2020)

What the Issues and Options SEA/SA Recommends

- 4.30 The provision of community infrastructure was not dealt with as a specific issue or option and was not therefore considered by the SEA / SA

Preferred Options Approach: Justification of Draft Policies

- 4.31 The provision of community infrastructure is fundamental to achieving a good quality of life and balanced vibrant communities, providing a focus for village life and helping to make a community more sustainable. Quality of Life can be improved by having good access to local community facilities such as schools, health services, shops, post offices, libraries, village halls, open space, sport and leisure facilities and children's play areas. Such facilities are of particular importance to vulnerable and disadvantaged groups, such as elderly people who do not have access to a car. For instance, given the predicted growth in the proportion of the population over 65 years old, it is important to ensure that people have reasonable access to healthcare.
- 4.32 Accessibility is a key issue in making development sustainable, for example by ensuring that services are located close to where people live, or are accessible by means other than the car. The larger settlements in the District generally have a better range of community facilities and, conversely, the smaller settlements have a much more limited range of these services. Their loss can lead to unsustainable travel patterns and would worsen social exclusion for people without access to a car.
- 4.33 Therefore the Core Strategy will resist the loss of essential community facilities and will support proposals for new development that would sustain and enhance existing services to meet local needs.
- 4.34 Whilst open space is an important part of overall community infrastructure, it also represents a key element of the built and natural environment. It is therefore dealt with in Chapter 8, where Policy ED5 relates to the provision and protection of open space.

Outline of Policy

Policy INF 2: Community Infrastructure

1. To encourage the provision of new community infrastructure, including local retail, health, public service, educational, religious, leisure, recreational and cultural facilities, in appropriate, accessible locations to meet the needs of the community. In particular, given the expected rise in the local elderly population, the Council will work closely with the primary care trusts and others to identify whether the provision of additional healthcare may be needed in the District.

2. The 'multi-use' of community facilities will also be encouraged, where this helps to maintain or create new services, particularly in rural areas.
3. The loss of existing community infrastructure will be resisted, unless it can be clearly shown that the site is no longer needed for any type of community facility or alternative provision is made elsewhere in a convenient location.

Delivery Mechanisms

- 4.35 The policies will be implemented through:
- Site Allocations DPD
 - The determination of planning applications
 - Guidance for developers
 - Pre-application discussions
 - Joint working with service providers to improve facilities.

Rejected Options

- 4.36 All options are discussed within the Preferred Options Approach and throughout the Core Strategy. Community infrastructure is interlinked with many other policies.

SUSTAINABLE TRANSPORT

- 4.37 Again transport infrastructure is one of several elements making up all forms of infrastructure. This is perhaps the most contentious in terms of achieving a sustainable situation. The increased use of the car as a quick and convenient mode of transport has created a paradox. On the one hand there are huge benefits to individuals lifestyles, more free time and access to previously inaccessible places, a great liberator. On the other there are issues of traffic congestion, car parking, road accidents and increased emissions affecting the climate.
- 4.38 The Core Strategy looks at how to make movements of goods and services and people more sustainable. To encourage individuals to think about walking and cycling or using public transport as part of their objective of achieving a more sustainable lifestyle is a relatively easy thing to do. However, alternative forms of transport and safe routes need to be provided first. A harder task is creating more sustainable transport movements in the business world. Not only does the infrastructure have to be in place but it needs to be an economically viable alternative.

What you told us ...

Public Transport

There was a consensus that, whilst the main settlements are generally well served by public transport, especially railways, there were issues relating to frequency and destination of bus links to the smaller and more isolated rural settlement. There was support for the expansion and improvement of public transport and transport

infrastructure (including a railway bridge or tunnel and station at Cross Hills).

New Development

There was a general consensus that new development should be directed towards settlements which had existing good provision where integrated transport hubs could be established (Option C). In addition, innovative solutions to connect more isolated rural areas to these hubs should be explored.

What Other Plans Tell Us

- 4.39 ***PPS 1: Delivering Sustainable Development:*** states that plan policies should address accessibility for all members of the community to jobs, health, housing, education, shops, and leisure and community facilities.
- 4.40 ***Planning Policy Guidance Note (PPG) 13: Transport:*** sets out the key role that land use planning has to play in delivering integrated transport.
- 4.41 ***White Paper: The Future of Transport 2004:*** sets out the Government's proposals for transport to 2030. Balancing the need to travel with the need to improve quality of life is an underlying objective of the Paper's strategy, which is based around three central themes:
- Sustained investment over the long term
 - Improvements in transport management
 - Planning ahead
- 4.42 ***Making The Connections 2003:*** sets out the Government's strategy for improving access to jobs and key services, such as schools and hospitals, in order to reduce social exclusion.
- 4.43 ***Draft RSS:*** includes an updated **Regional Transport Strategy**, relevant policies of which include:
- Remoter rural sub area policy (Policy RR1)
 - Reduce the need to travel wherever possible by both positive interventions such as improved public transport or by demand restraint and promote modal shift from the car (Policy T1)
 - Seek a consistent approach to parking strategies (Policy T2)
 - Promote improved public transport (Policy T3)
 - Promote the movement of goods by water and rail whilst recognising the key role road has to play in moving freight (Policy T4)
 - Encourage access to tourist locations by public transport and promote the journey component to be considered as part of the tourism offer (Policy T5)
 - Policy T6 is in regard to Airports, and is thus not spatially relevant to Craven
 - Ports and Waterways (Policy T7)
 - Improve access to services in rural areas by improving transport provision but also by innovative means (Policy T8)
 - Support a range of transport and investment priorities that underpin the wider spatial strategy (Policy T9)
- 4.44 ***The Regional Economic Strategy for Yorkshire & Humber 2006-2015:*** includes reference to the importance of transport improvements and accessibility to promote economic development and social inclusion.

- 4.45 **NYCC Local Transport Plan (LTP2) 2006-2011:** The County Council have prepared the second Local Transport Plan for North Yorkshire (LTP2), which covers the period 2006 to 2011. This replaces the current Local Transport Plan, which expired at the end of March 2006.
- 4.46 The aims of LTP2 are to make North Yorkshire a better place by:
- Providing quality of opportunity for all.
 - Protecting and enhancing the environment
 - Improving the safety and health of visitors and residents
 - Increasing economic prosperity
 - Building sustainable communities
 - Reducing the need and demand for travel.
- 4.47 A central focus of LTP2 is the development of Service Centre Transportation Strategies, which will consider all the transport related issues for towns and their rural hinterlands (as opposed to Traffic Management Strategies currently undertaken, which look only at the towns themselves). The transport needs of each service centre will be addressed using schemes and initiatives focused on the following LTP2 objectives:
- Accessibility
 - Safety
 - Environment
 - Congestion
 - Quality of life
 - Economy
 - Efficiency
- LTP2 does not set out any major transport investment proposals for the District.
- 4.48 **The Community Transport Strategy for North Yorkshire:** This is a ten year community strategy which looks at increasing community transport capacity, creating a stable financial environment, establishing a community transport support system, and introducing improved and/or new operational structures. Its objective is to develop community transport provision that is viable, sustainable, thriving, and more comprehensive, across North Yorkshire.
- 4.49 **Craven District Community Plan 2003 – 2013:** The Craven District Community Plan highlights access to services and facilities as an important issue and embeds this issue into the five aims of the Community Plan. Particular transport related issues identified in the Community Plan area as follows:
- The need for flexible rural transport services to enable isolated communities to access services such as health, education, employment and leisure;
 - The need to develop sustainable local, regional, national and international transport links to support business and access for residents and visitors.
- 4.50 **Craven District Council Car Parking Strategy:** The Car Parking Strategy for the District sets out how the Council will meet demand for car parking in order to support the vitality and viability of Craven's main centres. It sets out a series of strategies including giving priority in market towns to short stay visitor car parking, exploring potential of park and ride schemes for Skipton, and appropriate provision of disabled, cycle, coach and HGV parking.

Evidence Base

- 4.51 **North Yorkshire County Council Traffic Management Study:** The County Council's Traffic Management Study for the District's market town of Skipton will also form part of the evidence base for the Local Development Framework.
- 4.52 **Craven Local Strategic Partnership Transport Profile 2007:** This document was prepared for consideration by the Craven LSP as background to the review of the Craven Community Strategy. The document provides details of the current transport network serving the Craven District.

What the Issues and Options SEA/SA Recommends

- 4.53 The most sustainable option would be a combination of Options A (New growth should be directed to where adequate existing transport infrastructure is in place) and Option B (New growth should be directed to where transport improvements can be secured) The Preferred Option would focus on improved public transport provision on the most well-used transport routes and in identified smaller settlements where there is low car ownership and access deprivation. Alternative more innovative solutions also need to be explored to reduce vehicular trips.

Preferred Options Approach: Justification of Draft Policies

- 4.54 The Council recognises that utilising and improving existing public transport and encouraging a modal shift from the car to other forms of sustainable transport will be key if sustainable development in the Plan Area is to be achieved. Whilst it is appreciated that for the majority of our rural population, the private car will remain a key form of transport, there will be scope to encourage modal shift, especially for very short and long distance journeys.
- 4.55 Prioritising development in locations that have convenient access to existing public transport or where improvements to public transport can be provided in a sustainable and cost effective manner will be key to achieving sustainable development.
- 4.56 The Council will encourage housing and employment developments that assist in providing investment in new sustainable transport infrastructure, and which reduce congestion and associated environmental impacts. The Council will seek appropriate financial contributions from developers to fund the construction and where appropriate operating costs of such infrastructure. Contributions will be levied on all schemes expected to directly benefit from such infrastructure.
- 4.57 The Council will set out in its Site Allocations DPD specific site allocations and areas within which all development will be expected to contribute to particular transport infrastructure. This will include all development within or impacting on South Craven being required to make a financial contribution to the Cross Hills Kildwick Level Crossing scheme and a new Cross Hills Railway Station (see Policy INF 4).

Outline of Policy

Policy INF 3: Sustainable Transport

1. The Council will encourage sustainable transport and development through:
 - i) Prioritising development in locations that have convenient access to existing public transport or where improvements to public transport can be provided in a sustainable and cost effective manner
 - ii) Encouraging housing and employment developments, which meet all other appropriate Core Strategy and DPD policies, that assist in providing investment in new sustainable transport infrastructure, and which reduce congestion and associated environmental impacts. The Council will seek appropriate financial contributions from developers to fund the construction and where appropriate operating costs of such infrastructure. Contributions will be levied on all schemes expected to directly benefit from such infrastructure;
 - iii) Adopting the public transport accessibility criteria, as set out in Tables 16.8 and 16.9 of the emerging RSS to guide the allocation of sites in development plans;
 - iv) Improving opportunities to walk, cycle and use public transport and to interconnect between these modes;
 - v) Ensuring that all new major travel-generating developments are supported by a transport assessment and Green Travel Plan;
 - vi) Requiring design and access statements submitted with planning applications to explain how users can access the public transport network.
 - vii) Using the appropriate maximum levels of vehicle parking to meet the needs of development as set out in Draft RSS Policy T2, while:
 - a. Ensuring sufficient public parking in town centres and at railway stations, but still encouraging the use of non-car modes of transport wherever possible;
 - b. Applying a differential approach to parking, so that a lower level of parking would need to be provided by developers in the most accessible areas.
 - viii) Promoting innovative public and sustainable transport solutions to improve accessibility, especially in the more remote areas
 - ix) Promoting extension of the Metro ticketing system and associated infrastructure within the district

Delivery Mechanisms

- 4.58 The policy will be implemented through:
- Sites Allocations DPD
 - The determination of planning applications
 - Joint working with the County Council as the local transport authority.
 - Craven District Council Car Parking Strategy

Rejected Options

- 4.59 Answer 2: Direct all development growth to existing locations where adequate existing transport infrastructure was in place. This would meet sustainable development targets, however, would not necessarily lead to a fair, or equal development of sustainable transport.
- 4.60 Answer 3: Direct all development to locations where improvements to existing infrastructure could be secured. Again this would lead to unfair and unequal transport developments

TRANSPORT INFRASTRUCTURE IMPROVEMENTS

What you told us ...

Investment Priorities

In terms of major investment priorities for improving accessibility within the District, there was a general consensus that priority should be given to:

- Improving the railway crossing at Cross Hills
- A new railway station at Cross Hills
- Extending the Metro ticketing system into Craven District
- Improving pedestrian and cycle routes (including carriage on public transport)
- Addressing public safety issues to encourage use of public transport
- Additional car parking at railway stations
- Tackling Congestion on A59 and addressing routing of heavy goods vehicle through villages

What Other Plans Tell Us

- 4.61 ***NYCC Local Transport Plan (LTP2) 2006-2011:*** LTP2 does not set out any major transport investment proposals for the District.
- 4.62 A bridge replacement for the Kildwick level crossing was originally considered for inclusion in the Major Schemes Programme within LTP2. However, due to the apportionment of regional funding and the priority assessment criteria adopted, the scheme was dropped from the provisional list. Notwithstanding the decision of the County Council to drop the scheme, the Council is committed to resolving this unacceptable constraint to the District economy and impact on the local community.
- 4.63 LTP2 states that the County Council supports in principle the re-opening of the Skipton to Colne railway line. However, the prime responsibility for the rail network lies with the rail industry, not the County Council.

Evidence Base

- 4.64 **A6068- Kildwick Level Crossing:** The Kildwick level crossing on the A6068 is the major transport “pinchpoint” in the District and is a major restriction on the economic and employment opportunities, it being closed to traffic for up to 40 minutes during the peak hour (the road and rail traffic peaks roughly coincide).
- 4.65 The County Council has undertaken analysis that demonstrates that the traffic congestion caused by Kildwick level crossing regularly causes queuing on the A629 roundabout and the dual carriageway. This results in significant road safety issues, problems accessing Airedale General Hospital from the west, and adverse impacts on local accessibility.
- 4.66 **Cross Hills Railway Station:** The provision of a new station at Cross Hills has been the subject of a number of studies undertaken for North Yorkshire County Council and Craven District Council. Generally the case for a new station at Cross Hills is recognised as making a significant contribution to the public transport accessibility of the area. However, despite the various permutations of station location examined, it is clear that a new railway station in the area will exacerbate the congestion associated with Kildwick Level Crossing, either by slowing the approach of trains to the crossing, or holding trains at nearby platforms extending the level crossing closure periods.
- 4.67 It is clear that the reinstatement of the railway station at Cross Hills is therefore predicated on the construction of bridge to allow the removal of Kildwick Level Crossing.
- 4.68 **Skipton to Colne Railway Line:** A joint study was undertaken in 2003 by North Yorkshire and Lancashire County Councils to assess the feasibility and costs of restoring this link between North and West Yorkshire and East Lancashire. The study concluded that it was unlikely in the short to medium term that the re-opening of this route would be viable, funding being the main obstacle and no further work is planned at this time.
- 4.69 **Upgrading of A56:** One way in which relief from heavy traffic might be provided for the towns and villages of South Craven is to divert the strategic lorry route from and to the M65 along an improved A56 rather than the A6068. A joint study by North Yorkshire and Lancashire County Councils is being undertaken but is not yet complete. One option under consideration includes the possible use of part of the disused Skipton to Colne Railway line to reroute part of the alignment of the A56.

What the Issues and Options SEA/ SA Recommends

- 4.70 Specific transport improvements were not dealt with as part of the Issues and Options Consultation stage and therefore were not considered by the SEA / SA.

Preferred Options Approach: Justification of Draft Policies

- 4.71 The Council supports the removal of the Kildwick level crossing and the potential provision of a bridge replacement to carry the A6068 over the railway. Alleviation of this problem would be of benefit to the City Region as a whole and the local area, as well as improving accessibility to the East Lancashire City Region to the west.

- 4.72 The Council continues to support in principle the re-opening of the Skipton to Colne Railway Line as an important element of the District's sustainable transport network. However, given the findings of the 2003 study, it considers that the route should be safeguarded and developed for alternative sustainable transport, such as cycle and footpath route, and possibly short re-routing of the A56 in places, should this be found to be desirable as part of an upgrading.

Outline of Policy

Policy INF 4: Kildwick Level Crossing and Cross Hills Railway Station

1. Requires the Allocations DPD to safeguard land for a road bridge and associated road works to replace the existing A6068 Kildwick Level Crossing at Cross Hills and to enable the provision of a railway station at Cross Hills together with associated access, car parking and public transport infrastructure provision
2. All development within the Glusburn/ Crosshills/ Sutton area will be expected to contribute towards these schemes, in proportion to its share of total residential and business development in the area as set out in the Allocations DPD.

Policy INF 5: Skipton to Colne Railway Line – Safeguarding of Route

1. Requires the Allocations DPD to safeguard the disused Skipton to Colne Railway Line and promote its development for alternative sustainable transport for example as a footpath or cycle route. Where appropriate to consider whether part of the route could be used to re-align short stretches of the A56 as part of its upgrading to a strategic transport route.

Delivery Mechanisms

- 4.73 The policies will be implemented through:
- The Site Allocations DPD
 - The determination of planning applications
 - Section 106 agreements
 - Joint working with the North Yorkshire County Council/ Lancashire County Council as local transport authorities, Pendle Borough Council as adjoining Local Planning Authority, Network Rail and prospective developers

Rejected Options

- 4.74 Major transport investment: It was suggested that a new train station at Cross Hills should be provided. However, together with Kildwick Level Crossing this could cause more congestion problems, in that trains would be slowing and stopping and therefore extending the level crossing closure period.

SUSTAINABLE CONSTRUCTION

- 4.75 Sustainable construction is commonly defined as "the creation and responsible management of a healthy built environment based on resource efficient and ecological principles". Sustainable construction is generally used to describe the application of sustainable development to the construction industry. The construction industry is defined as all who produce, develop, plan, design, build, alter, or maintain the built environment, and includes building material suppliers and manufacturers as well as clients, end users and occupiers.
- 4.76 Therefore, sustainable construction could be best described as a subset of sustainable development, which encircles matters such as tendering, site planning and organisation, material selection, recycling, and waste minimisation.
- 4.77 There are six principles for the sustainable construction commonly referred to:
1. Minimisation of resource consumption;
 2. Maximisation of resource reuse;
 3. Use renewable and recyclable resources;
 4. Protect the natural environment;
 5. Create a healthy and non-toxic environment; and
 6. Pursue quality in creating the built environment.

(Creating, Sustaining and Disseminating Knowledge for Sustainable Construction: Tools, Methods and Architecture Loughborough University.)

What you told us ...

Design Factors

Other policies for inclusion in the Core Strategy might include:

- Policies to encourage energy efficiency and sustainable construction in new developments;
- A requirement for high quality and inclusive design for all development, in order to raise standards and gain community support as a beneficial addition to the local environment;
- A robust design process with the use of skilled designers and appropriate pre-application discussions will be promoted so that proposals can be based on a clear understanding of the local, physical, social, economic, environmental and policy context for development.

What Other Plans Tell Us

- 4.78 ***PPS1 Creating Sustainable Communities, PPS3 Housing, PPG13 Transport, PPS22 Renewable Energy and PPS25*** are of particular relevance to sustainable design and construction.
- 4.79 ***Draft RSS*** for Yorkshire and Humber supports the Regional Housing Strategy by encouraging the provision of low emission housing and sustainable construction. Policy ENV12 encourages the region to reduce, reuse and recycle waste and advises that LDDs must require all significant development proposals to include details of potential waste on site and measures to minimise the use of raw materials during

development and maximise their replacement with recycled materials.

- 4.80 **UK Sustainable Development Strategy (ODPM 1999)** is at the core of policy development in the UK. The UK Sustainable Construction Strategy (DTI 2004) establishes key themes for action by the construction industry, including design for minimum waste, minimising energy in construction and use, preserving and enhancing biodiversity and conserving water resources.
- 4.81 UK Sustainability targets are set out in various strategies including the **UK Waste Strategy (2000) and the UK Energy Strategy (draft 2006)**.
- 4.82 **The Sustainable and Secure Buildings Act (September 2004)** will allow **Building Regulations (2000 as amended)** to address sustainability issues more fully in terms of energy conservation, water conservation and biodiversity and will give additional powers under the Building Act 1984 to improve the sustainability of buildings. Part L of the Building Regulations has been updated (December 2005) and now sets standards aimed at achieving a 20-25% reduction in carbon emissions as compared to previous regulations.
- 4.83 In Craven, the review of the Community Strategy will inform LDF policies for sustainable development in the district.

Evidence Base

- 4.84 The Environment Agency (EA Position Statement August 2003) advises that the energy used in constructing, occupying and operating buildings represents approximately 50% of greenhouse gas emissions in the UK. Promoting sustainable construction is difficult because of the industry's size and fragmentation and the rate of construction is set to increase under the Government's Sustainable Communities Plan.
- 4.85 The EA advises that local authorities should always consider the environmental capacity of an area, particularly its flood risk (PPS25), its water resources and waste management options; all new developments should incorporate appropriate sustainable drainage systems (SUDS).
- 4.86 Voluntary Codes and Standards include BREEAM assessments and EcoHomes and Lifetime Homes standards, which establish performance standards for new developments. As an example, English Partnerships Millenium Communities targets include:
- National Home Energy Rating (NHER relates to energy performance and heat loss) of 10 for new dwellings;
 - EcoHomes and BREEAM ratings of 'excellent';
 - reduced mains water use by 20%;
 - reduced average construction waste to 25m³ per dwelling.
- 4.87 SEEDA and the BRE have developed a Sustainability Checklist to be used for development proposals to give guidance on standards and indicators and to provide a method of assessing the sustainability aspects of development proposals. The DCLG Code for Sustainable Homes will operate from April 2007. This will build on the EcoHomes system and introduce minimum standards for energy and water efficiency, for use of materials, for surface water run-off, waste, pollution, health and well-being, management and ecology.

What the Issues and Options SA/SEA recommends

4.88 No Options were appraised at the Issues and Options Stage

Preferred Options Approach

- 4.89 The preferred policy approach is to require all new development to ensure that the impacts on all natural resources is minimised and that the potential use of renewable and recycled resources is maximised by the use of sustainable methods of construction. Development proposals should be designed to minimise energy and water demand, to minimise construction waste and to promote water conservation and recycling and the use of renewable energy technologies.
- 4.90 The Council will encourage the use of best practice standards such as BREEAM Assessments, EcoHomes and Lifetime Homes Standards, to achieve high quality sustainable design and construction in all new developments, with particular emphasis on energy efficiency and water conservation.
- 4.91 The Council will progress a Supplementary Planning Document (SPD) requiring all new development proposals to incorporate sustainable design and construction objectives and to meet best practice standards, including the 2007 Code for Sustainable Homes.

Outline of Policy

Policy INF6: Promoting Sustainable Construction

1. All new developments will be required to incorporate high quality design and sustainable forms of construction in order to enhance the built environment and support economic, social and environmental objectives for achieving sustainable development.
2. Developers will be expected to achieve high standards in relation to sustainable design and construction by addressing for example energy efficiency, sustainable drainage and waste management. They will be required to provide evidence that they have adequately addressed sustainability issues by reference to accredited assessment schemes such as BREEAM, EcoHomes and Lifetime Homes Standards (or other most relevant standard applying at the time of submitting a planning application).
3. All new developments will be expected to:
 - i) minimise energy demand, improve energy efficiency and promote renewable energy technologies;
 - ii) maximise the re-use and recycling of waste materials and minimise the environmental consequences of waste production;
 - iii) ensure, through careful design and sustainable construction, that the development is usable, durable, adaptable and maximises opportunities, where practical and economically viable, to use recycled materials and

materials from renewable sources in their construction;

- iv) demonstrate by means of a Design and Access Statement that the development provides safe and convenient access for all, addressing the needs of all in society, including people with disability and/or mobility problems;
- v) make efficient and prudent use of natural resources, including water, and incorporate pollution control measures in respect of potential noise, air, water and light where appropriate.

Delivery mechanisms

4.92

- S.106 agreements
- Planning conditions
- SPD guidance for sustainable design and construction
- Design briefs for development sites

Rejected options

4.93 All options discussed at the Issues and Options stage are covered within the Preferred Option Approach.

ENERGY EFFICIENCY/ RENEWABLES

- 4.94 We require power in the forms of electricity and gas to serve us as a society. It is the generation of such electrical power from centralised power stations that causes CO₂ emissions into the atmosphere and this contributes to the greenhouse effect. If as a society, we become more energy efficient, less power will need to be generated and less CO₂ will be emitted into the atmosphere. Our energy bills will be less both domestically and industrially.
- 4.95 Power generated from centralised power stations comes from the burning of fossil fuels – coal, gas and oil. These are non-renewable sources, and as more are extracted from the ground, the resources deplete irreplaceably. Renewable energy consists of generating power from a renewable source – such as the wind, waves, tides, and the sun.
- 4.96 The terms ‘renewable energy’ and ‘energy efficiency’ encompass a broad selection of actions, directives and regulations within local government. In the current political, social and economic climate, the damaging affects of climate change can no longer be ignored. Climate change can be combated, but it is on the brink of being unstoppable. It is imperative that actions are taken urgently, to limit the damage done to the environment, and hinder further destruction. This section of the Core Strategy deals with the policies in the theme of renewable energy and energy efficiency.

What you told us...

Renewable Energy: Scale of Provision from Wind

There is a strong feeling that the encouragement of micro systems should be given strongest emphasis in meeting the wind requirement (Option 3)

Renewable Energy: Scale of Provision from Other Technologies

In terms of other technologies, a balanced approach is preferred (Option D3), with reduction of consumption in households and businesses through the implementation of energy efficiency measures (D1), together with the development of other renewable energy sources (D2) – placing requirements on all developments through the development control process.

What Other Plans Tell Us

- 4.97 **PPS1 (Delivering Sustainable Development)** explains that local authorities should promote energy efficient buildings, the use of combined heat and power and small scale renewable and low carbon energy schemes in developments.
- 4.98 **PPS1 supplement (Climate Change)** is a draft document for consultation (March 2007) that discusses how the planning system needs to respond to climate change. It provides detailed advice to local authorities to prepare their core strategies taking into account their area's potential for accommodating renewable and low-carbon technologies, including micro-renewables to be secured in new residential, commercial or industrial development. It requires them to pay particular attention to opportunities for utilizing and expanding existing decentralised energy supply systems, and fostering the development of new opportunities for decentralised energy from renewable and low-carbon energy sources.
- 4.99 **PPS22 (Renewable energy)** encourages renewable energy developments in locations where the environmental, economic and social impacts can be satisfactorily addressed.
- 4.100 **Draft Energy White Paper (2006)** included a Government target to produce 10% UK electricity from renewable sources by 2010.
- 4.101 **Draft RSS:** Draft Policy ENV5 requires local authorities to improve energy efficiency and maximise the efficient use of power sources through a range of actions including:
- requiring orientation and layout of development to maximise passive solar heating;
 - maximising use of combined heat and power systems, especially by development with considerable energy demands; and
 - requiring Craven District to meet an indicative target of renewable energy generation of 17.6MW by 2010.

Evidence Base

- 4.102 The draft RSS sets out District level renewable energy generation targets to 2010. The District target set for Craven is 17.6MW per year, 17MW of which should be derived from wind. This would broadly equate to 8 no. 2 mega watt wind turbines being located within the district, when taking account of existing provision.

- 4.103 Consultation responses conveyed the strong feelings of local people that the emphasis should be placed on Option 3, the encouragement of micro systems. However, a policy approach that is totally reliant on micro systems would not, by itself, be capable, of delivering the 17MW requirement.
- 4.104 Large scale wind turbines are very unpopular in the District both inside and outside the National Park. However, the draft PPS1 supplement on climate change requires local authorities to 'avoid policies that set stringent requirements for minimising impact on landscape and townscape if these effectively preclude the supply of certain types of renewable energy and therefore, other than in the most exceptional circumstances such as within nationally recognised designations (AONB and National Park), avoid such restrictive policies.
- 4.105 There would appear to be no other way to satisfy the draft RSS target for renewable energy than to accept medium and/or large scale wind turbines. Nevertheless, new technologies are being rapidly developed and the Council is aware that the efficiency of earlier forms of wind turbine can be improved. Therefore one option could be to update or replace existing wind turbines at Steeton, to generate a greater output of electricity on the same site.
- 4.106 At this stage there is insufficient information for us to make realistic assumptions about the availability of renewable and low-carbon technologies and applicable thresholds for their viable delivery or to set out a clear and realistic time-line for when any new standard will be applied, as suggested by the draft PPS1 Climate Change supplement. However, the recommendations of the North Yorkshire study described below have been used to inform the preferred policy approach.

North Yorkshire Sub Regional Renewable Energy Study 2005

- 4.107 A partnership of local authorities in North Yorkshire has commissioned consultants to undertake a sub regional renewable energy study. The project is made up of the following four interrelated elements:
- Review of the technical constraints and opportunities for renewable energy development in North Yorkshire.
 - Preparation of planning guidance on sustainable energy for local planning authorities.
 - Assessment of the sensitivity of the landscape to accommodate renewable energy developments.
 - Preparation of guidance for local authorities on delivering renewable energy as part of their corporate strategies.

What the Issues and Options SA/SEA Recommends

Renewable Energy: Scale of Provision from Wind

- 4.108 Option 6: A balanced combination of options appears to be both the most sustainable and also the most realistic option to meet the District's renewable energy target. Given the current market interest in wind energy, it is likely that a range of wind farm proposals will come forward. Protecting the district's built and natural environment will require the Council to take a proactive approach to methods of assessing renewable energy applications.

Provision from other technologies:

- 4.109 A combination of measures (Option 3) is most sustainable and is necessary to meet the renewable energy targets with least land-take and impact on local communities. Measurable improvements in energy efficiency and the integration of micro-renewables into new development will only become a reality if the District enforces such measures through future planning applications relating to housing, public services and business developments.

Preferred Option Approach: Justification of Draft Policies

- 4.110 The Council are committed to encouraging energy efficiency and the adoption of renewable energy technologies as part of new development (and where appropriate refurbishment) proposals. As well as promoting the adoption of micro scale renewable energy generation, the development of specific larger scale renewable energy generating facilities which can be accommodated within the plan area, having regard to landscape, environmental and social impacts, will be considered.
- 4.111 The Council accepts that the majority of respondents preferred Option 3 micro generation schemes and we will encourage such schemes through the Core Strategy. However, in order to attempt to meet the renewable energy target set out in the RSS and in recognition of our duties as a community to respond to climate change, it is considered that in this specific case it would not be appropriate to discount other options.
- 4.112 Instead we are proposing to progress Option 6: a balanced combination of all the options, as recommended in the SA/SEA. In examining the potential for the development of renewable energy resources and supporting infrastructure, the Council will prioritise the need to avoid adverse impacts on local communities, on the natural and historic environment and on the landscape.

Outline of Policy

Policy INF7: Energy efficiency and renewable energy

1. To promote and encourage the development of renewable energy generation to help meet regional and national targets. Craven will adopt a balanced approach which will encourage the development of on-site micro-generation and the upgrading of existing resources. This approach must be balanced with the reduction of consumption in households and businesses through the implementation of energy efficiency measures, placing requirements on all developments through the development control and Building Regulations process.
2. In order to achieve this aim, at least 10% of the energy to be used in all new-build or conversion schemes for residential, commercial and industrial developments of over 10 dwellings and over 1000m² floorspace area should be produced from Combined Heat and Power and/or on-site renewable energy sources, unless it can be proved that this is not viable. The technologies installed to provide energy for the development should be permanently retained and maintained for as long as the buildings remain.
3. In addition, the Council will encourage the development of other renewable

energy sources such as biomass, hydro, photovoltaic and wind turbines where appropriate. Small and medium scale renewable energy proposals may be acceptable, particularly in the less environmentally sensitive areas of the District, provided they are designed and located so to minimise any potential adverse impacts on existing communities, landscape quality and the natural and historic environment.

4. Larger scale proposals, such as wind turbines, will only be acceptable where it can be shown that they will have only limited adverse impacts on existing communities, landscape quality and the natural and historic environment. The Council will work with renewable energy companies, adjoining authorities and other appropriate organisations to identify suitable locations for large scale renewable energy infrastructure.

Delivery Mechanisms

4.113

- Site Allocations DPD
- Joint working with adjoining local authorities, renewable energy industry bodies and local communities

Options Presented for Discussion

4.114

Renewable Energy: Scale of Provision from Wind

Option 1: The bringing forward of large scale provision of wind turbines

Option 2: The bringing forward of small to medium scale provision of wind turbines

Option 3: The encouragement of micro schemes

Option 4: Encouraging the upgrading of existing renewable energy wind installations

Option 5: Allowing the market to determine the location of wind farms dependant on demand and technical ability. (i.e. a 'do nothing' approach)

Option 6: A balanced combination of the above options

4.115 **Renewable Energy: Scale of Provision from Other Technologies**

Option 1: Reducing consumption in new and existing households and commercial developments through implementing energy efficiency measures (e.g. sustainable urban drainage systems) and through incorporating renewable technology (e.g. solar roof tiles)

Option 2: Developing other renewable energy sources such as biomass and hydro where practical in the District

Option 3: Encouragement of micro systems

Option 4: Do nothing.

5.0 SETTLEMENT STRATEGY

SETTLEMENT HIERACHY

- 5.1 A Settlement Strategy sets out how and where new development should be located whilst taking into account national and regional planning policy on sustainable development and local characteristics. The ultimate goal is to create sustainable settlements with improved accessibility to services, particularly by non-car modes. To work this out an assessment of each settlement is required to find out what the local characteristics are in terms of:
- Range of services and facilities
 - Transport routes
 - Existing businesses
 - Population distribution and composition.
- 5.2 Once this assessment has been done this will give a clearer indication of which settlements can accommodate:
- New development in sustainable locations
 - Limited growth in order to maintain the existing settlement economic, demographic and social structure
 - Limited growth to regenerate settlements in decline
- 5.3 The following section sets out how Craven's Settlement Strategy has been derived.

What you told us...

Economic Drivers and The Local Economy

The growth in the Leeds City Region is an economic driver and the Airedale corridor has been identified for growth in the RSS. This is supported as it will help contribute to the local economy.

Previously Developed Land

Settlement strategy should be based on evidence, environmental capacity, biodiversity and potential transport impacts; policies should ensure that previously developed land will take precedence over Greenfield land.

Sustainable Locations

Preference for the development of sustainable locations with access to facilities and public transport.

Diverse Local Economies

A policy option providing local communities with more choice and flexibility (in terms of housing, jobs and shopping) is supported, as it will help to create more diverse local economies.

Employment Opportunities

Villages were originally self-contained and some were developed further around mill

buildings that are now being converted to housing. Employment opportunities are being lost, creating 'dormitory' villages. This should be avoided.

Rural Economy and Sustainable Growth

The policy option to stimulate the rural economy is welcomed but growth should be restricted to small scale and reflect local needs.

The strategy should allow more sustainable growth in Bentham which has several local employers, provides services for the wider area and is recognised by YHRA and Yorkshire Forward as a local service centre.

The strategy should allow some growth in Settle to help sustain retailing and other services as well as enabling regeneration of the central area to take place.

In the Issues and Options consultation responses the preferred Option was Option 5 (Combined Approach). This option combines elements of each of the earlier options 2-

It proposes the development of those settlements lying along the key transport routes (both rail and road) and aims to identify and strengthen clusters of local service centres.

What Other Plans Tell Us

- 5.4 ***PPS1: Delivering Sustainable Development:*** requires planning authorities to make the principles of sustainable development the central concern of their Core Strategies
- 5.5 ***PPS3: Housing:*** advises that development must make efficient use of available land without prejudicing environmental quality. A greater intensity of development should be encouraged at places with good accessibility to infrastructure and services, for example town and district centres and around good quality public transport routes.
- 5.6 ***Draft RSS:*** The aim of the existing RSS (Dec 2004) is to guide development to sustainable locations and to focus development in main urban areas, market and coalfield towns. The Draft RSS is more specific (in Policies YH1 to YH8) about the desired location of development. It emphasises the need to concentrate development in Regional and Sub Regional Centres, provide for sufficient development in Principal Service Centres for them to fulfil their important role and to allow limited development in Local Service Centres, primarily to meet local need for affordable housing and to enable economic diversification. Skipton is defined as a Principal Service Centre.
- 5.7 ***The Regional Economic Strategy 2006-15 (and draft RSS)*** recognises the importance of the regeneration of the Airedale Corridor. The Regional Settlement Study identifies Settle, Crosshills/Glusburn/Sutton and Bentham as Local Service Centres that should provide a focus for limited housing and economic development.
- 5.8 ***Market Town Programmes:*** Skipton Renaissance Market Town Programme has led to the development of an Initial Business Plan (2005) by the Town Team, including the Town, District and County Councils, the Local Strategic Partnership and Yorkshire Forward. This plan has a Vision to 'maintain and enhance Skipton as a bustling, high quality and dynamic market town and gateway to and from the Yorkshire Dales: a place

which can adapt and grow in response to the future needs of its residents, businesses and visitors while maintaining its unique heritage, beauty and character'.

- 5.9 Various projects are being progressed including the employment of a town centre manager, and improvements to the public realm.
- 5.10 Settle, like Skipton, is a Renaissance Market Town where opportunities for regeneration have been identified. These include expansion of the Victoria Centre as an arts and culture hub, public realm works and traffic management in the town centre, re-use of the police station to provide business support facilities and an indoor leisure, health and sports resource close to the existing schools.
- 5.11 Bentham was one of the first villages to receive Market Towns Initiative funding from the Countryside Agency and Yorkshire Forward in an earlier pilot scheme across Yorkshire and Humber aimed at regenerating rural communities. The funding recognised that Bentham, in particular High Bentham, acts as a service centre for a wider rural area and was intended to enable a partnership structure to be created and an action plan to be progressed.

Evidence Base

- 5.12 ***RSS Settlement Study 2005:*** This looks at the current characteristics, roles and functions of 233 settlements throughout the region. It includes details of services, socio-economic information, rankings and categorisations for Skipton, Glusburn/ Crosshills/ Sutton, Settle and Bentham.
- 5.13 The categorisation put Skipton as a Principal Service Centre, with Glusburn/ Crosshills/ Sutton, Settle and Bentham as Local Service Centres. In terms of location, Skipton and Bentham were identified as “a stand alone settlements outside the urban hinterland” and Glusburn/ Crosshills/ Sutton was “a stand alone settlement inside the urban hinterland”. Settle was classed as “remote”. All were classed as “prosperous”, except Bentham which was “stable”. In terms of function, all except Bentham were classed as employment centres. Skipton and Settle were also seen as tourist centres, while Glusburn/ Crosshills/ Sutton was regarded as a commuter settlement. Bentham was seen as having no dominant role.

Craven Survey of Settlements

- 5.14 The description of settlements below draws upon information gathered during a survey of existing settlements carried out in 2005 which gives the size (indicated by mid-year population estimates at 2005 in *italics*) and the range of facilities offered in each town and village.
- 5.15 Skipton (*14,350*) is the key market town and employment centre, offering a wide range of services and facilities. It functions as the District centre and links to a wide range of settlements. Skipton is in a highly sustainable location in terms of rail and bus access to Keighley, Bradford and Leeds, the Airedale Corridor and the City Region.
- 5.16 To the south, Glusburn/ Crosshills offers a range of local services and employment opportunities for nearby villages including Sutton in Craven (*together 7380*). Although there is no rail connection at present, there is potential to develop a new station and an existing connection to Bradford and Leeds from Steeton/ Silsden train station across the border in Bradford.

- 5.17 Settle, in mid-Craven, is an established market town and is closely related to Giggleswick and Langcliffe (*together 4320*). These closely related settlements have access to rail and bus services into Skipton and beyond, including Leeds and Bradford. There are established employment opportunities in Settle and a reasonable range of shops and other services.
- 5.18 In north Craven High Bentham (*together with Low Bentham 3040*) and Ingleton (*2110*) offer a range of local services for the surrounding rural villages including Low Bentham, Clapham (*700*) and Burton in Lonsdale (*580*). Collectively they support a range of facilities including doctors, secondary school, libraries and banks, which are more than could be provided in smaller villages. High Bentham and Ingleton also have employment sites and offer an hourly bus service to Skipton and High Bentham has a rail connection to Leeds and Bradford via Skipton, and also to Lancaster.
- 5.19 Hellifield (*1150*) and Gargrave (*1710*) are separate villages that offer local services, including doctors' surgeries and a library, on the A65 route and the Settle/Carlisle rail line from Skipton. Cowling (*2110*) is on the A6068 main route to Colne and has a range of shops and a half-hourly bus service. Embsay/ Eastby (*1740*), Carleton (*1090*), and Low Bradley (*1190*) are all close to Skipton, relying on it to large extent for shopping and other services but having some local facilities. Cononley (*1040*) and Farnhill/ Kildwick (*740*) are, like Low Bradley, located within the important open gap between Skipton and Crosshills. All of these villages (like Clapham, Burton and Low Bentham above) offer a range of local facilities, such as post office, small shops, and primary schools but limited employment opportunities (apart from Cononley). All have hourly bus services into Skipton and/or Settle and some have a more frequent service and/ or a railway station.
- 5.20 Elsewhere in the district, small villages that are located in country areas and which have less frequent public transport access to the larger centres include Thornton in Craven (*420*), and Rathmell (*280*), which both have small primary schools, West Marton (*210* with East Marton) which has a post office and a food shop, Wigglesworth which has a post office/shop and garage and Draughton (*320*) with a post office. Apart from village halls and public houses, other rural villages, such as Coniston Cold (*190*), Halton East (*110*), Lothersdale, Newby, and East Marton have very few facilities.
- 5.21 **Town Centre Health Checks:** These were undertaken in 2004/05 by Donaldsons for Skipton, Settle, Bentham, Ingleton and Cross Hills in order for the Council to gain an objective view of each of the centres and factors affecting their current and potential future performance and to assist in the formulation of future planning policy. The Health Check for Skipton is referred to in more detail in the section of Chapter 6 The Economy on Town Centre Uses. The findings for the smaller settlements were as follows:
- 5.22 Settle: a very attractive town, Settle benefits from a wide range of services catering for the community, as well as a retail offer to satisfy day to day needs made up of established independents and commercial multiples such as Booths, providing an excellent range of convenience goods. It lacks provision in the fashion sector. Tourism is a key aspect of Settle, and there are a number of shops providing high quality niche market products. The town appears to trade well, but its vitality and viability requires enhancement. It cannot rely solely upon its immediate resident catchment population, but needs to ensure that it captures an increasing amount of expenditure from the wider surrounding area and from tourists/visitors. Potential environmental improvements to the Market Place will help do this.
- 5.23 Bentham: a small centre providing a valuable service role for its residents and the surrounding area. It performs the role of a local centre reasonably well, but is unlikely

to grow in the foreseeable future. Whilst the centre appears to have contracted over time, it is relatively robust. With the exception of its convenience offer, Bentham is unlikely to attract demand from multiple retailers. Established independents appear to trade well. Whilst there are a number of banks, there are concerns over their future and any loss may impact adversely upon vitality. The railway station is a key link. The weekly market, monthly Farmers' Market and cattle market are an important element in the village's continued vitality, but there are some concerns about the quality of the weekly market.

- 5.24 **Crosshills:** a small service centre, with a number of established independent businesses, which caters for the local residents. The new Co-op helps to break up the linear nature of the centre, whilst providing a key attraction for top up shopping. It is difficult to see sufficient demand for space within the centre to sustain it in its current format over time. It is likely that Cross Hills will contract and centre around the Co-op store. A considerable proportion of convenience expenditure is leaking out and it is unlikely that it will recover much of that leakage, given the attraction of the larger superstores in Skipton and Keighley. Cross Hills does, however, serve its local community very well in respect of top-up shopping and caters for many of its basic everyday comparison needs, but it lacks the range of outlets and goods to satisfy all comparison needs. It has no significant potential for retail growth.
- 5.25 **Ingleton:** is healthy centre which benefits considerably from the tourism trade. The key attractions will continue to attract visitors indefinitely and those visitors will continue to supplement the economy of the village. Without this expenditure there would be very little left in terms of retail and service facilities to cater for residents. The retail offer is limited to small but established independents offering both services and goods to local people as well as niche/tourist shopping. Ingleton is unlikely to expand its retail offer and is likely to remain static. One opportunity to alter this position and provide a greater critical mass to the centre would be to encourage new residential development.

Environmental Capacity / Potential locations for growth

- 5.26 Responses to the Issues and Options consultations stress that the settlement strategy should also take into account the 'environmental capacity' of settlements. In any location, limits are placed on the expansion of a town or village by the potential impact of development on landscape character and visual quality, as well as by physical and environmental constraints such as flood risk and sewage capacity. Therefore, as part of the preparatory work for the Allocations DPD, the Council will progress a study of the main environmental and landscape constraints that may limit the capacity of named settlements to accommodate the projected housing growth. This work should be complete in time to influence also the submission Core Strategy.
- 5.27 In advance of a definitive environmental capacity study, the following assumptions have been made about potential locations for regeneration and growth which have been used to inform the Core Strategy preferred options.

1. Skipton

- 5.28 In line with national and regional policy, but also with development opportunities, the majority of new development should be located in Skipton, with land in close proximity to the bus station and the train station presenting the highest priority for redevelopment and regeneration.
- 5.29 Land along the southern approach into Skipton along Keighley Road and around the south-western fringe of the town centre also offers opportunities to redevelop under-

used sites, secure the re-use of redundant employment premises and introduce mixed use developments including affordable housing. For example, it has been suggested that the existing retail 'sheds' close to the town centre may offer potential for redevelopment for a higher quality mixed use development.

- 5.30 There is some greenfield land in sustainable locations to the south and east of the town which may be suitable for housing. Other greenfield land to the south west of the town centre and north-west of the existing Snaygill employment area is known to be susceptible to flooding. However it offers an opportunity to rationalise and revitalise the existing industrial estate and to create attractive new employment sites for business development, providing flooding constraints can be overcome.
- 5.31 Some businesses located within the town centre and central area of Skipton, including established industrial and educational uses that are on confined or fragmented sites, are looking for opportunities to relocate to more suitable premises. In a town centre that is compact and densely developed, with very little previously developed land available, every opportunity to make sites available for development, for prestige business developments and mixed use housing schemes, will be welcomed.
- 5.32 Land to the west of the town centre, up to and including the existing auction mart site, could be appropriate for a sustainable form of mixed-use development if it can be directly connected into the town centre and to the train and bus stations by means of new pedestrian and cycle routes across the canal and the park. This part of Skipton could be suitable for the relocation of commercial, educational and leisure uses wishing to move out of the town centre, including the rationalisation and improvement of the educational premises.

2. Glusburn / Crosshills with Sutton in Craven

- 5.33 Crosshills, Glusburn and Sutton in Craven are located at the eastern end of the Airedale Corridor and are very well connected into Keighley and Bradford by the Airedale By-pass. However, they suffer from physical constraints including severe delays at the existing railway crossing which affect trans-Pennine traffic on the A6068 route from Colne and Lancashire. These connected settlements have a reasonable level of local services and facilities but no railway station. It seems unlikely that such a facility could be provided unless and until a critical mass of development is created.
- 5.34 These towns are similar to Skipton in terms of their compact form and densely built up centres. Therefore the scale of development needed in the Glusburn/ Crosshills area to achieve significant improvements to the highway and rail network may only be achieved by the release of greenfield sites adjoining the built up area.
- 5.35 Land at Crosshills is being promoted for mixed use development including housing. However, such land may be constrained by flood risk and the need to maintain open 'green wedges' separating Glusburn/Crosshills from Sutton in Craven, Eastburn and Kildwick. Sites may only become sustainable if road and rail accessibility can be improved. Any development must include appropriate levels of affordable housing to help to satisfy the acute local need. Such land would need to be assessed as part of the environmental capacity work and Allocations DPD.

3 Settle with Giggleswick

- 5.36 Settle is a relatively small market town with an established centre and a compact, densely built up core confined by the River Ribble and the railway and uplands to the

east. The only general locations for new business, housing and mixed use development, to sustain the existing community and to allow existing employers to relocate within the local area, appear to be around the southern approach into Settle from the A65. Such development in the open countryside may have an impact on the landscape setting of Settle and Giggleswick, may be partly affected by flooding and would not be well-related to residential areas. The environmental capacity assessment will therefore be critical to finalising how much development should be allowed for by the submitted Core Strategy and in the Allocations DPD.

4 High Bentham

- 5.37 Bentham (including both Low and High Bentham) is comparable in population terms with Settle, but more importantly High Bentham is a key local service centre, serving the relatively isolated northern part of the District, including a cattle market, several banks and shops and a secondary school. Low Bentham is physically separated from High Bentham and should remain so. Different policies are therefore proposed for it as opposed to High Bentham, where, again subject to the environmental capacity assessment, there appears to scope for limited expansion.

5 Gargrave and Ingleton

- 5.38 These settlements provide some local services and have reasonable public transport services. They may benefit from some small scale expansion to help maintain these services. However they are likely to be severely constrained by environmental constraints and any significant expansion would not constitute sustainable development. In Gargrave, in particular, village 'greens' and other important open spaces are essential components of village character and need to be protected from infill development.

6. Other Larger Villages

- 5.39 These villages provide some local services. They are quite small settlements with compact village centres and very limited opportunities for redevelopment of previously developed land. Development should therefore be confined to small-scale infill (subject to the protection of important open spaces), rural diversification and rural exception housing, including allocated sites.

7. Small Villages and Hamlets

- 5.40 These villages have few existing facilities, and are not well served by public transport, so that most development within them would not be sustainable. Development within and adjoining them should therefore be restricted, while allowing some rural diversification and rural exception housing.

Housing Need

- 5.41 In ranking settlements and considering the possible apportionment of new development in Craven, the views from the Issues and Options consultation, the regional context, the above information about existing services and accessibility and the conclusions of the SA/SEA have been taken into account. Another factor has been the 2005 housing needs assessment. On the grounds that the only way to overcome the acute housing needs of the rural wards is to allow some limited development that will provide affordable housing to meet local need, the Council sees a need to allow some limited housing development within a few rural locations, where development would otherwise

be strictly controlled.

- 5.42 The housing needs assessment identifies the total housing requirement by ward within Craven District for the period 2005 – 2010, and calculates the gross shortfall, including elderly accommodation. The following wards have the highest levels of affordable housing need over the 5 years:
- Aire Valley with Lothersdale (including Cononley, Low Bradley and Kildwick) (173 households)
 - Gargrave and Malhamdale (147) –partly in the National Park
 - Glusburn (147)
 - Sutton in Craven (129).
 - West Craven (including Carleton) (93)
 - Ingleton and Clapham (74) –partly in the National Park
 - Barden Fell (74) -mostly in the National Park but including areas east of Skipton).
- 5.43 Although the Skipton wards also contained a high total of housing need (234), this was not high in relation to the total population in Skipton.

What the Issues and Options SA/SEA Recommends

- 5.44 The SEA/ SA concludes that given the level of detail for each option it is very difficult to determine which the most appropriate strategy is. Whilst Options 3 (Emphasis on Protecting and Enhancing the Environment) and 4 (Emphasis on Sustainable Communities) both go some way to being the most sustainable development strategy there are uncertainties associated with the level of protection given to environmental assets associated with Option 4, and for Option 3 whether the strategy will inhibit a diverse economic base by constraining growth outside core settlements and whether it will reduce or increase travel and consumption of natural resources.

Preferred Option Approach: Justification of Draft Policies

- 5.45 The settlement strategy sets out the broad approach to the location of future development in Craven. It seeks to encourage the sustainable growth of larger settlements where public transport and community services and facilities are available, and to restrict development in the more remote and inaccessible rural areas, as described above. It reflects regional guidance in the draft RSS and responds to opportunities for growth presented by the Leeds City Region and Airedale Corridor Development Plans.
- 5.46 National and regional policies require housing development to be located close to existing employment, services and facilities and within easy access of public transport networks to help reduce the need to travel and encourage the use of more sustainable forms of transport. Bearing this in mind, the majority of new development should be located in Skipton with a presumption in favour of brownfield development. The Council will encourage and support the relocation of occupiers of unsuitable sites, provided they remain in the Craven area, and will support the assembly of small land holdings into viable development sites by the use of Compulsory Purchase Order powers where necessary.
- 5.47 Below this level, the strategy sets out a 'hierarchy' of settlements, reflecting their established roles and functions in the district and balancing the need for growth with

the protection of their rural character. While many small towns and villages are exceptionally attractive, the Issues and Options consultation responses reflect the strong concerns of many people in the smaller communities that, without new development, their villages will turn into 'dormitory' settlements, with no local services, schools or opportunities for employment. The hierarchy therefore includes categories of smaller settlements below Local Service Centres according to their size and the facilities they contain. Within these, there is likely to be a need for development which, in line with draft RSS policies, should be aimed mainly at meeting local needs for affordable housing and to allow economic diversification.

5.48 Elsewhere in Craven, growth in the rural villages and development in the countryside should generally be restricted.

5.49 The preferred settlement hierarchy is therefore as follows (see also Map 2):

Table 5.1: Settlement Hierarchy

	Settlement Status	Settlement Name	Comment
1:	Principal Service Centre	<ul style="list-style-type: none"> • Skipton 	<i>Skipton should accommodate a substantial amount of the district's development.</i>
2:	Local Service Centres	<ul style="list-style-type: none"> • Settle (with Giggleswick) • Glusburn/ Crosshills with Sutton in Craven • High Bentham 	<i>Larger service centres would play a lead role in the future development and provision of services in the plan area.</i>
3:	Smaller Local Service Centres	<ul style="list-style-type: none"> • Gargrave • Ingleton 	<i>Limited development would be supported together with new or maintenance of existing levels of services in partnership with other service providers.</i>
4:	Villages with facilities	<ul style="list-style-type: none"> • Burton in Lonsdale • Carleton • Clapham (mostly within the National Park) • Cononley • Cowling • Embsay • Hellifield • Kildwick (with Farnhill) • Low Bentham • Low Bradley 	<i>In villages with facilities development will be restricted to small scale development aimed at meeting local needs.</i>
5:	Small Villages and open countryside including (not a full list)	<ul style="list-style-type: none"> • Coniston Cold • Draughton • East and West Marton • Eastby 	<i>In these small villages with limited facilities, and in open countryside, development will be very restricted.</i>

	Settlement Status	Settlement Name	Comment
		<ul style="list-style-type: none"> • Ickornshaw • Halton East • Lothersdale • Newby • Rathmell • Stirton • Thornhill in Craven • Wigglesworth 	

Outline of Policy

Policy SS 1: Principal Service Centre

1. A substantial amount of the district's development of most types will be directed towards the Principal Service Centre of **Skipton** and should be focused on the most accessible brownfield and degraded sites in order to achieve significant environmental improvements, to assist with the regeneration of Skipton and to reduce the need to travel.
2. Within the existing built up areas of Skipton, residential, business, educational and leisure development will normally be permitted provided:
 - i) it is on previously developed or degraded land or buildings close to the town centre, the railway station and the bus station or to existing employment, services and facilities; and
 - ii) it is within convenient walking distance of public transport services that are or will be made available to serve the development; and
 - iii) the development will achieve 60% affordable housing on-site and/or local employment services, community facilities or infrastructure that will help to make Skipton more sustainable; and
 - iv) any retail, leisure or other town centre uses fulfil the requirements of a sequential test, meet a qualitative and/or quantitative need and would not have a significant adverse impact on the vitality or viability of the town centre; and
 - v) it would not involve the unacceptable loss of existing recreation or amenity open space; and
 - vi) there will be no unacceptable environmental impacts.
3. Elsewhere in and adjoining Skipton, residential and business (excluding retail) development may be permitted on greenfield sites (to be identified in the Allocations DPD) provided the developer can demonstrate that insufficient suitable previously developed land is, or will become, or could be made available in partnership with the Council (using CPO powers to acquire underused, degraded or vacant land within the urban area) in the foreseeable future; and then only where:
 - i) the site is contiguous with the existing settlement boundaries and can be directly connected into existing infrastructure and utilities; and

- ii) the site is close to existing employment, services and facilities; and
- iii) the site is located within convenient walking distance of public transport services that are or will be made available to serve the development; and
- iv) the development will achieve 60% affordable housing on-site and/or local employment, services, community facilities or infrastructure that will help to make Skipton more sustainable; and
- v) it would not involve the unacceptable loss of existing recreation or amenity open space; and
- vi) there will be no unacceptable environmental impacts.

Policy SS 2: Local Service Centres

1. The Local Service Centres of **Crosshills/ Glusburn/ Sutton in Craven, Settle (with Giggleswick)**, and **High Bentham** will play a lead role in the future development and provision of services in the plan area. In these settlements development will be permitted:
 - i) on/in previously developed land or buildings within the settlement boundaries; and
 - ii) on small infill sites between existing buildings; and
 - iii) on other land (to be identified in the Allocations DPD) in close proximity to the village/town centres, the existing or proposed railway stations and/or existing public transport routes which is contiguous with the existing settlement boundaries; and providing
 - iv) the development will achieve affordable housing on-site in accordance with Policy HO6 and/or local employment, services, community facilities or infrastructure that is necessary to meet a local need; and
 - v) it would not involve the unacceptable loss of existing recreation or amenity open space; and
 - vi) there will be no unacceptable environmental impacts.

Policy SS 3: Smaller Local Service Centres

1. In the Smaller Local Service Centres of **Gargrave** and **Ingleton**, limited development would be supported together with new or maintenance of existing levels of services in partnership with other service providers. Development will only be permitted:
 - i) on/in previously developed land or buildings within the settlement boundaries; and
 - ii) on small infill sites between existing buildings; and
 - iii) on other land (to be identified in the Allocations DPD) in close proximity to the village centre or the railway station (where applicable) which is in line with the existing built form, "rounding off" settlement boundaries; and
 - iv) on unallocated rural exception sites; and providing
 - v) it would not involve the unacceptable loss of existing recreation or amenity open space, including open spaces that contribute to the visual

- quality and distinctive character of the village; and
- vi) the development will achieve affordable housing on site in accordance with Policies HO6 or HO7 and/or local employment, services, community facilities or infrastructure that is necessary to meet a local need; and
- vii) there will be no unacceptable environmental impacts.

Policy SS 4: Villages with Facilities

1. In the villages of **Burton in Lonsdale, Carleton, Clapham** (outside the National Park), **Cononley, Cowling, Emsay, Hellifield, Kildwick (with Farnhill), Low Bentham** and **Low Bradley** development will be small scale and aimed at meeting local needs. Development will be strictly limited to:
 - i) previously developed land or buildings within the settlement boundaries; and
 - ii) small infill sites between existing buildings (to be identified in the Allocations DPD);
 - iii) small rural exception allocations on other land (to be identified in the Allocations DPD) in close proximity to the village centre or the railway station (where applicable) which is in line with the existing built form, “rounding off” settlement boundaries; and
 - iv) unallocated rural exception sites; and providing
 - v) it would not involve the unacceptable loss of existing recreation or amenity open space, including open spaces that contribute to the visual quality and distinctive character of the village; and
 - vi) the development will achieve affordable housing on site in accordance with Policies HO6 or HO7 and/or will contribute towards the diversification of the rural economy; and
 - vii) there will be no unacceptable environmental impacts.

Policy SS 5: Other Rural Villages and Open Countryside

1. In other rural villages and in the open countryside outside the defined boundaries of settlements (to be reviewed in the Allocations DPD), most development will be resisted unless exceptional justification can be demonstrated. Such justification may include the conversion and limited extension of existing buildings or other development that is necessary to:
 - i) support the social, economic or environmental regeneration of the countryside by meeting the needs of farming, forestry, recreation and tourism; or
 - ii) meet an identified local need for affordable housing on a rural exceptions site in accordance with Policy HO7; or
 - iii) achieve the viable reuse of an existing building and secure significant environmental improvements and/or conservation of an important landscape feature; or
 - iv) make provision for the generation of renewable energy at a scale that is appropriate to the location.

Delivery Mechanisms

5.50

- Site Allocation DPD
- Determination of planning application

Rejected Options

- 5.51 Option 1: Do Nothing Approach – Retain Existing Local Plan Strategy. This does not take into account economic, environmental and social objectives. The existing Local Plan Strategy was set forward in 1999 therefore is outdated. National and regional policy has changed. This option also fails to focus growth along the Airedale corridor.
- 5.52 Option 2: Emphasis on Developing Existing Economic Strengths. This option offers local communities' economic advancement at the cost of the environment, does not balance both housing and employment and does not emphasise all three sustainability aspects.
- 5.53 Option 3: Emphasis on Protecting and Enhancing the Environment. This option does not follow the LDF in trying to emphasise all three aspects of sustainability, therefore is not in accordance with the concept of sustainability.
- 5.54 Option 4: Emphasis on Sustainable Communities. This does not focus on growth along the Airedale corridor, Glusburn/ Cross Hills to Skipton. This option also has a lack of economic and environmental growth and too much focus on social growth.

Additional Issue to Consider Prior to Submission Core Strategy

Development Limits

The existing Craven Local Plan includes Development Limits, which are settlement boundaries which define areas outside which development will not be allowed unless it for agricultural, forestry or other uses associated with the countryside. The aims of development limits are:

- To direct development to appropriate existing settlements;
- To protect the countryside from inappropriate development;
- To ensure that new development is sympathetic in scale and location to the form and character of the settlement
- To prevent the uncontrolled expansion of settlements and coalescence of neighbouring and distinct parts of settlements; and
- To relate development opportunities in settlements to the number of dwellings required over the plan period;

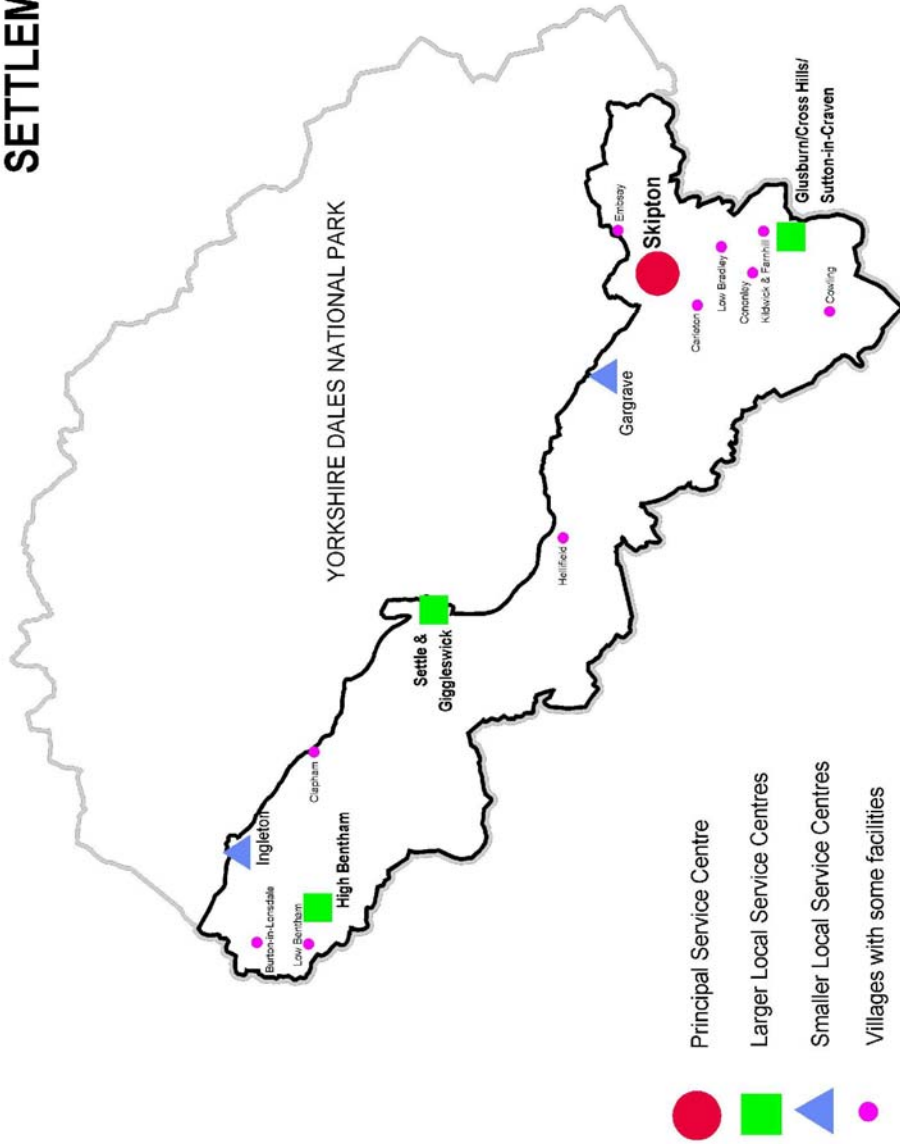
Options for Development Limits

Options for development limits were not put forward at the Issues and Options stage. Views were sought as to where development should take place (refer to "What you Told Us..." section at the beginning of this chapter).

Preferred Option

To define development limits for each settlement identified in the Settlement Strategy. Boundaries will be identified in the Site Allocations Development Plan Document.

MAP 3 SETTLEMENT HIERARCHY



6.0 HOUSING

HOUSING DISTRIBUTION AND LOCATION

What you told us...

Housing Requirement

The LDF should consider whether the housing requirement should be increased above draft RSS figures in order to increase the amount of affordable housing, but some respondents expressed concern that affordable housing targets should not be allowed to drive housing development beyond that set out in the RSS.

Housing Developments

The location of individual housing developments should follow an integrated approach, in which weight is given to the market, housing needs, the environment and sustainability (Option 5)

Greenfield Sites

The development of greenfield sites should be a last resort.

What Other Plans Tell Us

- 6.1 ***PPS3: Housing:*** PPS3 explains that the Government's key housing policy goal is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live.
- 6.2 Local Planning Authorities should set out in Local Development Documents policies to enable continuous delivery of housing for at least 15 years from the date of adoption, taking account of the level of housing provision set out in the Regional Spatial Strategy or emerging RSS. They should identify sufficient specific **deliverable** sites to deliver housing in the first five years and identify a further supply of specific, developable sites for years 6-10 and, where possible, for years 11-15. Where it is not possible to identify specific sites for years 11-15, broad locations for future growth should be indicated. They should also identify those strategic sites which are critical to the delivery of the housing strategy over the plan period, show broad locations on a key diagram and illustrate the expected rate of housing delivery through a housing trajectory for the plan period.
- 6.3 Allowances for windfalls should not be included in the first 10 years of land supply unless there are genuine local circumstances that prevent specific sites being identified. In these circumstances, an allowance should be included but should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends.
- 6.4 ***Draft RSS:*** The overall pattern of housing provision continues strategic restraint in rural areas and places greater emphasis on meeting local needs in these areas. The RSS notes that a strong market in North Yorkshire has led to breaches of previous levels of restraint.

- 6.5 The regional target (RSS Policy H1) for housing development on previously developed land in Craven is 70% minimum from 2004-2021.
- 6.6 The average annual rate of net provision in Craven will be:
- 2004-2011 - 250 dwellings per year;
 - 2011-2016 - 200 dwellings per year;
 - 2016-2021 - 180 dwellings per year;
 - Total dwellings 3800 dwellings over the Plan period.
- 6.7 The Examination in Public Panel Report has made suggestions that the housing figures for Craven are revised down from 200 to 180 dwellings per year during the period 2011-2016. This will give a new allocation of 3700 dwellings over the Plan period. The Panel have also suggested that a numerical target is allocated to Local Authorities for affordable housing. If the Panel Report suggestions are implemented this will have implications for the draft policies in this Core Strategy
- 6.8 LPAs should ensure the provision of homes for a range of size, type and tenure of household that reflects the needs of the area and creates sustainable cohesive and tolerant communities where people want to continue to live.
- 6.9 **The Regional Housing Strategy (2005-2021):** In terms of housing markets, the North Yorkshire sub-regional area, is seen as an attractive place to live, with good transport links, which makes it a high demand, high value area. It continues to be an attractive location for retirement homes, long range commuting and second homes. The resultant pressures mean that affordability is the key priority for North Yorkshire, where house prices have always been the highest in the region.
- 6.10 Key Issues in North Yorkshire are a direct result of its high value housing market, and are said to include:
- Shortage of affordable housing;
 - Displacement & break-up of communities;
 - Increased homelessness;
 - Out migration of young people;
 - In migration of older people retiring;
 - Reduced turnover in social rented stock;
 - Increased provision of flats.

Evidence Base

- 6.11 ***Profile of Craven Housing Market (Craven Housing Needs Assessment Final Report DCHR Nov 2005):*** Craven is part of a sub-national market, strongly connected to the North West and West Yorkshire markets. It is a popular place with high levels of in-migration. Market areas can be clearly defined with reference to this:
- *Relatively self-contained areas* where at least 60% of moving residents originated from within the same ward or within Craven;
 - *High priced rural markets* influenced by both with a regional and national migration flows; and
 - *Locations particularly influenced by geographical proximity to other areas*, e.g. Bradford (including Keighley), Harrogate, Lancaster and Pendle.
- 6.12 The general housing market can be split into a number of sub-markets, South (area south of Skipton); East (Skipton area); North (Settle/Ingleton/Bentham). Average

house prices in 2004 were highest in the eastern areas of the district; prices were lowest to the south of Skipton, notably in Cowling. Across the central part of Craven, price rises have been proportionately higher than those experienced elsewhere in North Yorkshire.

- 6.13 General environment, accessibility to countryside, general reputation and low levels of crime influence people moving into the District (including the National Park). Housing prices to the south of Skipton are particularly influenced by the commuter market.
- 6.14 In-migration is having an impact on local communities (but mainly in the National Park). Demand is increasing house prices and in-migration is changing the characteristics of communities. However, issues facing individual communities are complex and policy responses must be sensitive to local needs. A key priority is to increase the provision of affordable accommodation to counteract the impact of market pressure on the long-term sustainability of local communities.
- 6.15 The age profile of Craven is expected to change over the next few decades. By 2028, 38.6% of the population will be over 60. This is a huge challenge for future housing strategies, in particular developing appropriate support services for older people and developing a range of housing solutions. At present, older people have a strong preference for staying in their own home.
- 6.16 Skipton is now seen as a location for growth in the Leeds City Region Development Plan. Local Service Centres could accommodate a modest level of housing growth.
- 6.17 **Housing Market Assessment:** PPS3 requires the preparation of Strategic Housing Market Assessments (SHMA) to support housing policy. Local authorities in North Yorkshire are commissioning a SHMA but this is not available to inform this Preferred Options report. Craven District Council is currently preparing a local area SHMA. The initial RSS evidence presented by DTZ and confirmed in Ecotec's initial SHMA report identified Craven as having a "unique" market. With this in mind Craven's SHMA aims to identify local market characteristics and what factors affect the housing market. A ²draft methodology has been prepared for consultation to run in parallel with this Preferred Options document. For the purposes of the draft Core Strategy policies information on the housing market contained within Craven's ³Housing Needs Assessment was used.
- 6.18 **PPS3:** Housing also requires Local Authorities to carry out a Strategic Housing Land Availability Assessment. The assessment identifies all types of land and buildings that could contribute towards Craven's future housing supply. A 5-year supply will be identified as part of this assessment. Craven District Council are currently preparing this document and the results will be incorporated into the Submission Core Strategy document.
- 6.19 **Craven Urban Potential Study 2003:** Settlements within Craven were examined to identify land that may be suitable for future residential development up to 2016. These were assessed against various criteria including physical, policy and market constraints and this exercise produced an estimate that around 1845 new dwellings could be provided in the period 2002-2016. The study has been monitored to record housing completions on the identified sites, but in order to update the estimate the Council proposes to undertake a review of the urban potential and urban capacity of the key settlements, taking it forward to 2021 or after in the form of a Strategic Housing Land

² Consultation document Craven's Draft Strategic Housing Market Assessment September 2007 contained in Summary of Evidence Base September 2007

³ Craven's Housing Needs Assessment 2005 summary contained in Summary of Evidence Base September 2007

Availability Assessment in accordance with the latest Government guidance.

- 6.20 **Craven Annual Monitoring Report (2005/06):** The annual monitoring reports (AMRs) provide evidence of past performance of policies. In terms of the delivery of housing completions, the figures are based on Policy H1 of the Craven District (outside the Yorkshire Dales National Park) Local Plan, which made provision for 2,300 dwellings in the plan area between 1991 and 2006 to meet the requirement of the North Yorkshire County Structure Plan, an annualised rate of 153 dwellings up to 2006.
- 6.21 The housing monitoring information demonstrates that, at March 2006, 2807 dwellings were recorded as complete for the period 1991–2006. This represents an over-provision of 507 dwellings (22%) as compared to the Structure Plan housing requirement.
- 6.22 The 2005/06 AMR explains the housing provision figures by means of a Housing Trajectory, which illustrates the number of dwellings completed per year from 2000 as an annualised completion rate of 205 dwellings per year.
- 6.23 The Core Strategy must take into account the numbers of dwellings that could be provided on housing sites allocated by Local Plan Policy H1 and through unimplemented planning permissions. The 2005/06 AMR showed three undeveloped allocated sites with an indicative yield of at least 66 dwellings. As at March 2006, there were also unimplemented planning permissions with a potential yield of 320 dwellings, 254 (79%) of which would be on previously developed land.
- 6.24 Recorded housing completions for the year 2005/06 were 146; 132 of these were 'windfall' units developed on land not allocated for housing, predominantly on seven sites identified in the Urban Potential Study.

What the Issues and Options SA/SEA Recommends

- 6.25 Key recommendations of the SEA/SA are that the LDF should include a housing type and tenure policy that requires all housing developments to be mixed in type, size and tenure. This will help to provide good quality housing to meet local need in desirable locations and also support the integration of different socio- economic sectors of society.

Location of Housing Development

- 6.26 Of the housing options presented during the Issues and Options consultation, in principle Option 5 (*An integrated approach, in which weight is given to the market, housing needs, the environment and sustainability in determining the location of new housing development*) appears to be most sustainable, as it satisfies all of the SEA objectives. It guides development to where there is housing need, where it will respect environmental limits and where the availability of employment and transport routes will enable more sustainable patterns of movement throughout the settlement.

Achieving a Mix of New Housing

- 6.27 Option 4: (*A combination of Options 2 and 3 – see below*) which combines mixed types and tenures of housing on all sites and also enables the release of exceptions sites for 100% affordable housing, will lead to the highest level of affordable housing, thereby encouraging those in need of affordable housing to participate fully in society and the

economy. In some areas this option will help to integrate different socio-economic sectors of society.

- 6.28 Under Option 2 (*Requiring a mix of types, sizes and tenures of housing and a mix of market and affordable housing, on development sites*), the required mix would be based on an up-to-date Housing Needs Assessment. It would be necessary to set a size threshold for eligible sites (RSS suggests 15 units/0.5ha and above) and the percentage of affordable units to be provided (RSS sets minimum of 40%). The involvement of Housing Associations would be likely, but not essential.
- 6.29 Under Option 3 (*Facilitating the release of more sites for 100% affordable housing for local people through an Exceptions Policy*) exceptions sites would not normally receive planning permission for housing and therefore have reduced value, allowing discounts to be passed on to occupiers. Such a policy would involve allocating specific sites for this purpose and would be based on an up-to-date Housing Needs Assessment. Exceptions sites normally involve Housing Associations. No market housing is provided.

Preferred Option Approach: Justification of Draft Policies

Housing Provision and Distribution

- 6.30 Provision must be made for a total of 3650 gross additional dwellings in Craven between 2004 and 2021 (subject to the adoption of the draft RSS). This provision should be phased over three stages in accordance with draft RSS Policy H1.
- 6.31 The average rate of annual completions between 2000 and 2006 was 205 dwellings each year. To achieve the RSS targets of 250 dwellings per annum to 2011, Craven must deliver an additional 45 dwellings each year over and above this average annual rate.
- 6.32 The remaining undeveloped Local Plan allocations could deliver 66 dwellings, but as they have not as yet been brought forward it is doubtful as to whether more than 30 of those numbers are deliverable. Permissions existed for another 320 dwellings at the end of March 2006, but the majority of the previously developed land identified in the Urban Potential Study has already been developed. The numbers of housing completions in 2004 (202 dwellings) were not matched in 2005, when 146 dwellings were completed. However, the Council, through Skipton Developments, has promoted housing development in anticipation of the LDF on certain sustainable brownfield and greenfield sites. On the basis that these, or other similar, "windfall" sites will come forward in the next few years, and that the most sustainable sites in the emerging Allocations DPD could be granted permission in advance of adoption, it is assumed that the current level of approximately 150 annual housing completions will gradually increase to meet the RSS target of 250 per annum in 2-3 years.
- 6.33 While PPS3 states that windfall sites should not normally be included in the first 10 years' land supply, the Council considers that there is evidence from past rates to demonstrate that such land is likely to come forward. It therefore suggests that an allowance is made at this stage for about 650 dwellings between 2006 and 2011 (in addition to the identified commitments), made up of small and large windfall sites and sites such as those being promoted through Skipton Developments. However, it will seek to identify the larger sites which make up this allowance, and demonstrate that they are deliverable, through the updating of the Urban Potential Study and the

Allocations DPD, so that they would mostly shift from windfalls to allocations, with any remaining windfalls being on small sites (or in the form of conversions and reduced vacancies) and robustly justified.

- 6.34 The expected rate of housing delivery is illustrated by the housing trajectory for the plan period as set out in the following Tables 6.1, 6.2 and 6.3. These show the proposed RSS housing requirement for 2004-2011, 2011-2016 and 2016-2021 as against the past annual housing completions achieved between 2004 and 2006 and the predicted housing trajectory thereafter. The tables demonstrate that there will be a shortfall of some 400 dwelling units by 2010/11.
- 6.35 The draft RSS requirement can therefore only be made up by maintaining the 250 dwellings per annum completions up to 2016, i.e. an additional 50 housing completions each year above the draft RSS annual requirement of 200 dwellings in this phase. The Council will need to monitor the rate of completions and manage permissions to achieve this enhanced target by 2016, then control the rate of development at a lower rate in subsequent years.
- 6.36 The trajectory assumes that this will be brought down gradually, in order not to have an abrupt impact on the local economy and workforce. By 2020/2021, completions will be down to the RSS requirement of 180 per annum, a level consistent with current provision.
- 6.37 Although PPS3 requires the Council to predict housing delivery for a period of 15 years from the date of adoption of the Core Strategy up to 2024, the latter part of this period (2021-2024) is not covered by the emerging RSS. An assumption can be made that the 180 per annum rates at the end of the RSS period will be rolled forward. However, it is suggested that, given the difficulties of predicting land supply so far ahead, it would be unwise to expect the Allocations DPD to make provision for this development at this stage, especially since it is likely that much of this could be met from a continuation of small windfalls and from large windfall sites that will have come forward in the meantime (see under Windfall Sites below). Windfall allowance is permitted by PPS3 for the 10-15 year period and the realism of this assumption can in any case be checked by monitoring and future review of the DPD.
- 6.38 As a result, it is considered that the Core Strategy should require the Allocations DPD to identify land to enable the development of 3,300 dwellings (i.e. 3,648 less 348 already built) during the 15 year period from April 2006 to March 2021. This 3,300 figure should only include existing planning permissions or an allowance for development on small windfall sites if the SHLAA includes robust evidence to demonstrate that these are deliverable. No large windfall sites should be assumed, on the basis that the SHLAA will have identified all such sites.

Housing Trajectory 2004-2021

- 6.39 The Housing Trajectory has been taken from Craven's Annual Monitoring Report 2006 for illustration purposes only. As the housing completion rates are likely to vary from year to year an accurate prediction cannot be made only estimation based on past completion rates. The housing situation will be monitored annually through the Annual Monitoring Report and bi-annual Housing Monitoring Reports will be published to aid the Plan, Monitor, and Manage approach. There is a chance the RSS housing allocation figures may change and this will also alter the Housing Trajectory

Table 6.1: RSS first phase 2004-2011

	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11
Draft RSS requirement	250	250	250	250	250	250	250
Housing completions	202 actual	146 actual	150 est.	150 est.	200 est.	250 est.	250 est.
(Shortfall) or surplus	(48)	(104)	(100)	(100)	(50)	0	0
Cumulative shortfall	(48)	(152)	(252)	(352)	(402)	(402)	(402)
Cumulative total	202	348	498	648	848	1098	1348

Table 6.2: RSS second phase 2011-2016

	2011/12	2012/13	2013/14	2014/15	2015/16
Draft RSS requirement	200	200	200	200	200
Housing completions	250 est.	250 est.	250 est.	250 est.	250 est.
Surplus	50	50	50	50	50
Cumulative shortfall	(352)	(302)	(252)	(202)	(152)
Cumulative total	1598	1848	2098	2348	2598

Table 6.3: RSS third phase 2016-2021

	2016/17	2017/18	2018/19	2019/20	2020/21
Draft RSS requirement	180	180	180	180	180
Housing completions	240-est.	225 est.	210 est.	195 est.	180 est.
Surplus	60	45	30	15	0
Cumulative (shortfall) or surplus	(92)	(47)	(17)	(2)	(2)
Cumulative total	2838	3063	3273	3468	3648

Locations for housing development

- 6.40 The general location for housing development to be set out in the Core Strategy must be consistent with the settlement strategy, as described above. It must also be consistent with the recommendations of the sustainability appraisal that housing should be provided in locations that will ensure good accessibility to services and employment (social development), thus allowing the inhabitants to contribute to the economy (social

and economic development) and encourage more localised patterns of travel (environmental objectives), and with the response to the Issues and Options report, i.e. in accordance with a combination of population size and housing need,

- 6.41 Although Skipton has the largest population, Glusburn/Crosshills, Sutton in Craven and the adjoining parishes are identified in the Housing Needs Assessment as having the greatest need for affordable housing. Settle and Bentham are both smaller and located in more sensitive rural locations to the north of Craven and, as described in Chapter 5 (to be confirmed by further work) are likely to have a significantly lower 'environmental capacity' to satisfy the affordable housing requirements of the District. Similarly the smaller villages will need to identify a number of sites that would, either individually or collectively, make provision for local needs.
- 6.42 Table 6.4 indicates what the percentage breakdown of housing development would be if based on (a) population only, (b) housing needs only, (c) a combination of the two (with equal weighting for each) and (d) the combination but with further adjustment for environmental capacity and sustainability considerations (Preferred Allocation). This adjustment increases the allocation in (c) to the District and Local Service Centres by 30%, and decreases the allocation in (c) to the Smaller Local Service Centres by 30% and to the Villages with Facilities by 50%.

Table 6.4: Apportionment of Housing Requirement to Settlements

<i>Location</i>	<i>(a) Population</i>	<i>(b) Housing Need</i>	<i>(c) 50:50 Combination</i>	<i>(d) Preferred Allocation</i>	<i>Dwellings 2006-2021</i>
Skipton	34%	20%	27%	35%	1155
Glusburn/ Crosshills/ Sutton	17%	23%	20%	26%	858
Settle with Giggleswick	10%	6%	8%	10%	330
High Bentham	6%	3%	6%	6%	198
Ingleton and Gargrave (together)	9%	13%	11%	8%	264
Villages with facilities (together)	24%	35%	29%	15%	495
TOTAL					3300

- 6.43 When the Strategic Housing Land Availability Assessment has been undertaken and the environmental capacity work undertaken, the Council will re-examine these allocations in more detail and will if necessary amend the submitted Core Strategy and progress the emerging Allocations DPD to ensure that the LDF can deliver sufficient housing sites to meet the RSS targets.

Mix of housing types and sizes

- 6.44 The Core Strategy will seek to deliver a mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas, both urban and rural. The preferred approach is to require new housing development to provide a mix of dwelling types and sizes appropriate to the location, having regard to an up to date housing needs assessment and the character of the surrounding area.

- 6.45 All new dwellings should be designed in accordance with 'Lifetime Homes' standards to meet the needs of all sections of the community including households with children, people with mobility problems and the elderly. They will also be required to comply with the Code for Sustainable Homes (see Chapter 8).

Previously developed land

- 6.46 One of the main objectives of the LDF and one of the fundamental principles of sustainable development is to make the best use of previously developed land and buildings. This is essential to minimise the amount of greenfield land released for new development. Greenfield development will only be allowed where previously developed land is not available and/ or where this will bring forward essential infrastructure, including transport improvements, to make existing neighbourhoods more sustainable without unacceptable impacts on the district's natural and built environment.
- 6.47 Craven has achieved an average annual rate of some 70% residential development on brownfield land in recent years. In 2004/05, 234 dwellings were completed (new build and conversions) on previously developed land as against 34 dwellings on greenfield sites. In 2005/06, 113 dwelling units were completed on previously developed land, as against 48 units on greenfield sites.
- 6.48 However, the Council believes that the supply of such sites is diminishing and that it would not be able to maintain the development of brownfield sites at 70% through the plan period. It has made representations to the RSS Examination that the target for Craven should be 55%. The Council proposes to examine the potential for previously developed up to 2021 land more thoroughly, through the SHLAA and will use this, together with the report of the RSS Panel, to decide the figure to be included in the submission Core Strategy. In the meantime it maintains that 55% is the appropriate target.

Housing density

- 6.49 The preferred policy approach will be to require housing development to make full and effective use of land, whilst having regard to the character of the surrounding area. High densities have been successfully achieved in Craven in recent years, proving that higher densities do not necessarily equate to a poor quality living environment. A large percentage of future housing sites will be located on previously developed land, within the built up areas of Skipton and the larger villages. The nature of such sites makes them more suited to higher density developments including apartments, to achieve densities of over 50 dwellings per hectare. In such cases high standards of design will be required for the buildings, streets and associated spaces.
- 6.50 In other locations within settlements where there is good access to public transport and community infrastructure, the Council will expect development densities to achieve between 30 and 50 dwellings per hectare, in line with PPS3. Outside the most sustainable locations and particularly in conservation areas, the Council will place greater emphasis on the requirement for development to respect and enhance the character and visual quality of the local area, but this would not necessarily rule out high densities. Most of the need for affordable housing, which will make up 60% provision (see below), is for 1 and 2 bed units, which implies a relatively high density of development.

Windfall sites

- 6.51 The Allocations DPD will carry forward the policies in the Core Strategy and will allocate the most sustainable sites for housing development and other uses. As already stated, it will seek to include predicted large brownfield sites on the basis of the SHLAA shortly to be undertaken; because they will be identified, they will not therefore count as “windfall” sites.
- 6.52 The DPD may also make assumptions about small windfall sites if this can be robustly defended. Such windfall sites are likely to comprise small infill plots within the built up areas; conversions of existing buildings, including former farm buildings; and subdivision of existing properties.
- 6.53 However, inevitably other large sites (i.e. in excess of 10 dwellings or 0.4 hectares) will come forward during the lifetime of the plan that could accommodate a wide range of types of development. In recent years, 'windfall' sites (both large and small) have provided on average over 100 additional dwellings each year across the whole district. The requirement of PPS3 means that these will be in addition to the provision in the Allocations DPD, but, by not allocating land to meet the projected 2021-2024 requirement as described above, it will be possible to make adjustments through the plan, monitor and manage approach to ensure that greenfield sites are not released at the end if sufficient large windfall sites emerge in this way.
- 6.54 When considering whether a 'windfall site' is acceptable, the Council will assess its impact on the overall settlement strategy and its contribution towards the provision of affordable housing. All 'windfall sites' will be expected to provide for at least 60% affordable housing, as outlined in the following section.

Outline of Policy

Policy HO 1: Overall Housing Provision

1. To make provision for 3,300 net additional dwellings on sites to be identified in a separate Allocations DPD between April 2006 and March 2021 (subject to the adoption of the RSS for Yorkshire and the Humber).
2. The number of sites to be identified in the Allocations DPD may be reduced by an allowance for small windfall sites, providing there is robust evidence to demonstrate why such sites cannot be individually identified and that the allowance is realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends
3. The provision will be phased in three stages as follows and the grant of planning permission will need to be made in order to enable completion of the following numbers of dwellings within the periods stated:

Phase	No. dwellings	Comprising
1: 2006-2011	1000	350 commitments, 650 windfalls/ emerging urban allocations.
2: 2011-2016	1250	Allocations in DPD, less any windfall allowance
3: 2016-2021	1050	Allocations in DPD, less any windfall allowance

- The Council will monitor the rate of housing completions and manage permissions to control the rate of development in accordance with this phasing.

Policy HO 2: Housing Provision within Settlements

- Subject to environmental capacity constraints, the Allocations DPD will be required to apportion the total housing requirement in Policy H1 to the key settlements approximately in the following proportions:

Location	Proportion	Dwellings 2006-2021
Skipton	35%	1155
Glusburn/ Crosshills/ Sutton	26%	858
Settle with Giggleswick	10%	330
High Bentham	6%	198
Ingleton and Gargrave (together)	8%	264
Villages with facilities (together)	15%	495
TOTAL		3300

Policy HO 3: Use of Previously Developed Land

- To require all housing developments to make full and effective use of previously developed land whilst taking into account the character of the surrounding area, its landscape and environmental quality. The Allocations DPD will be required to identify sites which give precedence to previously developed land and which, when taken with commitments and any small windfall assumptions and with density assumptions on urban sites, provide 55% dwellings on such land.

Policy HO 4: Mix of New Housing Types and Sizes

- To require proposals for new housing to provide a suitable mix of dwelling types and sizes, having regard to the Craven Housing Needs Assessment 2005 (or subsequent Assessments) and the character of the surrounding area.
- New dwellings should be designed so that they provide flexibility for future adaptations to meet the needs of all sections of the community, in accordance with Lifetime Homes standards and the Code for Sustainable Homes.

Policy HO 5: Housing Density

- In the most sustainable locations within the built up areas of established settlements where there is convenient access to public transport and local services, development should be provided at a density of between 30 and 50 dwellings per hectare. In Skipton and on previously developed land within the Local Service Centres, it may be appropriate to adopt a density higher than 50 dwellings per hectare provided this would enhance the character of the local area.

6.55 **Delivery Mechanisms**

- Site Allocations DPD
- Determination of Planning Applications

Rejected Options

The Location of New Housing Development

- 6.56 Option 1: 'Doing nothing' – The location of new housing development is determined in response to market forces. This option would not always protect the settlement character and may lead to over development in some areas, therefore affecting the sustainability of the area. Not all market led developments are in areas people aspire to live or areas that meet local housing needs. This approach could also mean developments would not occur as readily on previously developed land sites, therefore use of Brownfield sites may be minimal, not meeting environmental requirements as more Greenfield sites may be used.
- 6.57 Option 2: The location of new housing development is determined in response to housing needs within the plan area, identified through up-to date Housing Needs Assessments. This approach does not allow for the environment, sustainability and the market to be taken into consideration, therefore does not allow for sustainable development.
- 6.58 Option 3: The location of new housing development is determined by the need to minimise impact on the environment. This does not necessarily meet housing needs or take into account issues of sustainability e.g. transport links and employment. Housing location should also take into account local issues, environmental impact and market demand.
- 6.59 Option 4: The location of new housing is determined according to the principles of sustainable development (e.g. the availability of previously developed land / redundant or underused spaces, employment opportunities and transport links). This option does not take into account the housing market, housing need or environmental factors and focuses too heavily on where previously developed land is available.
- 6.60 Option 6: A different approach. A mix of Options 2, 3 and 4 was suggested however, this seems to be covered by Option 5 which was the preferred option.

Achieving a Mix of New Housing

- 6.61 Option 1: 'Doing nothing' – allowing the open market to determine the mix of housing provided on development sites. This would mean withdrawing current controls; consequently developments may not meet housing mix needs as only some tenure types, sizes etc would be supplied.
- 6.62 Option 5: A different approach. No different approaches were suggested.

AFFORDABLE HOUSING

- 6.63 **PPS3:** Housing defines affordable housing as:
“Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should:
- Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices.
 - Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.”
- 6.64 This issue is common to most local authorities with house prices increasing well beyond average income levels. The Core Strategy looks at the extent to which affordability is an issue and sets out ways in which affordable housing can be delivered.

What you told us...

Community Needs

Policy approach should aim to achieve a combination of an 'exceptions policy' providing 100% affordable housing for local people (Option 3) with a good mix of house types and sizes and a range of tenures (Option 2) to reflect the needs of the whole community.

Affordable Housing

Policy approach should place emphasis on affordability, especially providing for families, young people and the elderly;

Location of affordable housing should be close to essential services; and integrated with open market housing;

Shared equity affordable housing could be provided, not through new build, but through intervention in the existing housing stock

What Other Plans Tell Us

- 6.65 **PPS3: Housing:** provides useful definitions as follows:
- *Affordable housing* includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market.
 - *Social rented housing* is rented housing owned and managed by local authorities and registered social landlords (RSL); also rented housing owned or managed by other persons and provided under equivalent rental arrangements.
 - *Intermediate affordable housing* is housing at prices and rents above those of social rent, but below market price or rents. These can include shared equity products (eg Home Buy), other low cost homes for sale and intermediate rent.
 - *Low cost market housing* may not be considered, for planning purposes, as affordable housing.
- 6.66 PPS3 advises that Local Development Documents should:
- Set an overall target for the amount of affordable housing to be provided.

- Set separate targets for social-rented and intermediate affordable housing.
 - Specify the size and type of affordable housing that is likely to be needed in particular locations.
 - Set out the range of circumstances in which affordable housing will be required. The national indicative minimum site size threshold is 15 dwellings lower minimum thresholds can be set.
 - Set out the approach to seeking developer contributions to facilitate the provision of affordable housing. The presumption is that affordable housing will be provided on the application site so that it contributes towards creating a mix of housing.
- 6.67 PPS3 also advises that 'where viable and practical, LPAs should consider allocating and releasing sites solely for affordable housing, including using a Rural Exception Site Policy. This enables small sites to be used, specifically for affordable housing in small rural communities that would not normally be used for housing because, for example, they are subject to policies of restraint.'
- 6.68 **Draft RSS:** Policy H3 advises that on developments of more than 15 homes (or sites of more than 0.5ha) LPAs in North Yorkshire should seek over 40% affordable housing. Where opportunities for provision are generally limited to sites below the threshold, a lower threshold should be set.
- 6.69 In rural areas where opportunities are limited, LPAs should identify exceptions sites. Where local evidence shows a different scale of need within a particular part of the area this local evidence should take precedence in any negotiations on provision and may be used to set different targets in DPDs. The greatest challenge will be in the rural areas where the housing market is strong and currently fuelled by in-migration (as in Craven).
- 6.70 Policy H5 advises that local authorities should use the LDF, housing investment programmes, and the granting of planning consents to ensure there is an adequate provision of appropriate sites for gypsies. The North Yorkshire authorities should work together to understand the scale and patterns of site provision needed by the travelling community.
- 6.71 **Regional Housing Strategy 2005 – 2021:** Proposed priorities and interventions for North Yorkshire:
- The provision of affordable housing for rent and low cost home ownership across the sub-region, including market towns and sustainable rural areas;
 - Developing strategic links with key partners, including Yorkshire Forward, house builders and investors in order to co-ordinate action and maximise opportunities for investment and development.
- Using three different measures, the Regional Housing Strategy consistently places Craven in the top 25 / 30% of local authorities in the region in terms of relative affordability of housing.
- 6.72 **Circular 01/2006 Planning for Gypsy and Traveller Caravan Sites:** sets out Government policy for sustainable site provision and effective enforcement and requires local authorities to make provision for sites as identified in the RSS.
- 6.73 ⁴**Craven District Council Interim Planning Policy Guidance Note on Affordable Housing** was adopted by Council on the 2nd July 2007. The guidance sets out the

⁴ Craven District Council Interim Planning Guidance Note is summarised in the Summary of Evidence Base September 2007

Council's position on what percentage of affordable housing the authority requires on each new housing site. It conforms to PPS3 and RSS policy H3. Once the Core Strategy is adopted Interim Guidance will be replaced by the relevant policy.

Evidence Base

6.74 ***Craven Housing Needs Assessment (Final Report DCHR Nov 2005)*** provides several key messages:

- There is substantial evidence of hidden homelessness across Craven - 5.7% of all households across the district had provided some form of temporary accommodation for a total of 2,074 people in the year to June 2005, particularly in rural areas. Around 22% of households providing temporary accommodation were in Skipton; those households supported 25% of all residents who sought temporary accommodation with family and friends in the preceding year. Research has also evidenced 1,624 individuals who have left Craven over the past 5 years as there was no accommodation suitable for them.
- There are limited opportunities for households who cannot access open market accommodation. Demand outstrips supply; a fundamental problem is the low proportion of social rented stock when compared to private rented accommodation.
- The resident population of Craven, as measured in the 2001 Census, was 53,579. The ODPM 2003-based population projections to 2028 indicate the population is expected to increase by around 6,200 by 2028, with a dramatic increase in the number of residents aged 60 and over. 1996-based household projections suggest that the total number of households in Craven is expected to increase by 13% over the period 2001 to 2021 from 22,105 households (2001) to 25,146 (2021).
- The housing needs assessment predicts that from April 2005 to March 2010 there is an expected shortfall of 1,440 dwellings or 288 per year for both general needs and older persons housing. This is further split between the Craven District LDF (238 pa) and Yorkshire Dales National Park LDF (50 pa). The study has also helped identify Parishes where there is a particular need to provide more affordable housing, including Skipton, Sutton in Craven, West Craven, Glusburn and Cononley.
- Research suggests that a range of tenure types for affordable dwellings need to be delivered, with 70.8% social renting and 29.2% intermediate tenure (e.g. shared ownership and shared equity). Most households prefer to occupy a house; most households are looking to occupy two and three bed dwellings.
- Although the overall target of 1,440 is unlikely to be achieved in 5 years, a key priority for the Council must be to increase the provision of affordable accommodation to counteract the impact of market pressure on the long-term sustainability of local communities. A sufficient supply of social-rented and intermediate affordable housing can help address the needs of key workers and those seeking to gain a first step on the housing ladder, free up existing social-rented homes, provide wider choice for households and ensure that sites have a mix of tenures.
- Older people will continue to form the largest cohort of people requiring support and assistance. However, there is a tendency for older people to want to remain in their own homes and survey evidence points to a continued need for independence, coupled with appropriate supported housing when needed.

The breakdown of housing need by ward has been described under the Settlement Strategy in Chapter 5.

6.75 ***The Interim Report of the 'Identifying Gypsy & Traveller Accommodation Needs in Yorkshire and the Humber' Study*** (YHRA May 2006) explains that a survey of 21

local authorities in Yorkshire has included a review of existing evidence of accommodation needs. The existence of significant unauthorised encampments throughout the region points to the need for provision but the housing needs assessment has yet to be carried out. The only official government dataset on the population is the ODPM caravan count, derived from limited and sometimes incomplete information.

- 6.76 There are at present no official permanent or transit sites within Craven although across North Yorkshire there are 8 official sites. The YHRA surveys in July 2005 recorded a total of 16 caravans, 2 on unauthorised sites and 14 on private authorised sites in Craven District. This number has remained consistent from July 2003. In addition, the Craven Housing Needs Assessment identified 6 households where residents described themselves as a gypsy or traveller. The Interim Report has highlighted the need for a more coherent approach towards Gypsy and Traveller accommodation issues at the regional and sub-regional level.
- 6.77 **Craven Housing Strategy 2004-2007:** The provision of affordable housing to meet the needs of local people is Craven District Council's top corporate priority. Key objectives include:
- Ensuring an adequate supply of affordable housing;
 - Ensuring that housing is up to a sufficient decent standard;
 - Prioritising and targeting support to those in greatest need;
 - Working to prevent homelessness;
 - Building on existing partnerships to ensure improved co-ordination of appropriate housing and related services for local people.
- 6.78 **Craven Annual Monitoring Report (AMR) for 2005/06 (Dec 2006):** The need for affordable housing is particularly acute in locations where house prices are high relative to income. In the AMR for 2005/06, the average house price for Craven District is recorded as £197,281, which is over 20% higher than the national average of £163,697 (Source: Land Registry Jan - March 2006).
- 6.79 The AMR includes a core output indicator for affordable housing completions. This explains that, out of a total number of 161 housing completions in the financial year 2005-06, only seven 'discount for sale' affordable housing units, wholly funded through developer contributions, were completed. A further nine affordable housing units were granted planning permission.

What the Issues and Options SA / SEA Recommends

- 6.80 Key recommendations of the SEA/SA based on the Issues and Options presented are that the LDF should include an affordable housing policy which identifies an appropriate percentage requirement for affordable housing based on both settlement size and level of local need. It is suggested that the LDF adopts a 'zero threshold', requiring that all scales of housing development contribute to the development of affordable housing. The release of exceptions sites for 100% affordable housing may also be required to meet the need for affordable housing.
- 6.81 Affordable Housing options: Option 5 (based on settlement size and local need) combines the positive attributes of Options 3 and 4; Option 6 (zero threshold) relates to the overall level of affordable housing provided rather than the spatial mix between affordable and market housing. This option will increase the overall level of affordable housing developed and will ensure that it is spread more evenly within settlements. It

will therefore strongly support objectives relating to reducing inequalities and meeting local housing needs, and will support better social integration.

- 6.82 Conclusion: A combination of Options 5 and 6 will ensure that high levels of affordable housing are provided in the District and that the location of such development provides housing to meet identified need but also where the people will have the greatest access to employment, services and transport options.
- 6.83 Ensuring that housing is provided in such locations will ensure good accessibility to services and employment (social development), thus allowing the inhabitants to contribute to the economy (social and economic development) and encourage more localised patterns of travel (environmental objectives).

Preferred Option Approach: Justification of Draft Policies

- 6.84 The development of new housing attracts in-migration by people working outside the Craven district and directly contributes to the out-migration of local people unable to afford open market house prices. The future sustainability of all Craven's communities is at risk from market pressures unless this trend can be reversed.

Targets

- 6.85 The Housing Needs Assessment (HNA), indicates a need outside the National Park for 238 affordable homes per year arising from households already in unsuitable housing (backlog need), new households forming, existing households expected to fall into need and in-migrant households unable to afford market housing.
- 6.86 This is only just less than the annual RSS requirement for all housing of 250 dwellings per year up to 2011 and greater than the average annual amount of housing release (210 dwellings) allowed for in the RSS over the next 15 years. However, the largest element of need, namely the backlog, is a "one-off", not an annually recurring figure. The Core Strategy proposes to accept that this element cannot be met in the 5 year short term but must be addressed over the longer 15 year plan period, so long as provision also meets emerging new needs so that the backlog does not increase.
- 6.87 The 238 figure (actually 288 District-wide) already takes account of the existing housing stock providing a 'turnover' of some 165 dwellings annually. Over and above this any contribution from the current housing stock, for instance a pilot scheme, being supported by Building Society funders, to assist Housing Associations to buy properties on the open market, can only meet a small proportion of need. However, new housing developments anticipated to come forward in the next few years as a result of current planning permissions are unlikely to make a significant contribution to the overall total as follows:
- Schemes built/on site -55 units
 - Planning permissions granted/ minded to approve – 19units
 - Jephson Housing Schemes in Sutton and Glusburn – 20 units (estimated)
 - Horseclose, Skipton – 50 units (estimated – part of site only)
 - CDC asset sites – 92 units (estimated after discounting)
- 6.88 On this basis the percentage contribution from future new housing development is calculated as follows:

Table 6.5 Calculation of Affordable Housing Target

Type of Need	Need	Period	Annual Need	Comment
Backlog Need-existing Households	1703	Current at Nov 2005	114	Assumes need met over 15 years
New Households	920	5 Years	184	
Existing households falling into need	170	5 Years	34	
Immigrant households	61	5 Years	12	
Total	2854		344	
Less stock becoming available			-165	
Net Housing need in Craven District			179	As opposed to 288
Less provision in YDNP			-50	
Need in the Plan Area			129	As opposed to 238
Total Need over 15 years			1931	109 x 15
Affordable Housing to be built 2006-2009			251	See paragraph 6.87
Remaining need 2009-2021			1680	
Dwellings to be built 2009-2021			2800	From trajectory
Remaining Need as % dwellings to be built			60%	1680 divided by 2800

- 6.89 Assuming that a proportion of the dwellings making up the provision after that period will be windfalls below the 5 dwelling threshold (see below) for affordable housing (leading to an increase in the percentage requirement for other sites) but that some provision will be on sites promoted by Registered Social Landlords for 100% affordable housing, the proportion of affordable housing on other eligible sites would need to be at least 60%. Where this gives a requirement for part of a dwelling, the figure will be rounded up from 0.5 dwellings and above, and down for parts below.

Thresholds

- 6.90 Given the evidence base, it is not proposed to apply flexible thresholds in order to respond to financial and market considerations as it is considered that this would lead to a distortion in the local market and reduced provision of affordable housing in those areas of greatest need.
- 6.91 The policy approach is therefore to apply the same targets and thresholds for Skipton, South Craven and the rural areas. Option 6 'zero threshold' is not thought to be either reasonable or viable, so the threshold for affordable housing provision will be five dwelling units or 0.1 hectares of land throughout the district.

Mix of Tenures

- 6.92 In line with the Housing Needs Assessment, the policy approach towards the mix of tenures required should be:
- 40% open market housing;
 - 60% affordable; of which
 - 71% of affordable, 43% of total to be social rented,
 - 29% of affordable, 17% of total to be intermediate tenure
- 6.93 Affordable housing should be provided as an integral part of any proposed development so that the mix of tenures is dispersed and therefore 'tenure-blind'

throughout the development. The proposed mix of housing on larger sites must achieve a mix of households as well as a mix of tenure and price and must integrate the new housing into the immediate neighbourhood and wider locality. For smaller sites, the mix of housing should contribute to the creation of mixed communities by extending the range of housing choice in the surrounding area.

- 6.94 There will be a presumption that affordable housing for rent will be delivered and managed by Registered Social Landlords and housing associations in order to guarantee that the dwellings will be genuinely affordable and will remain so in perpetuity.

Commuted Sum Payments in Lieu of On-Site Provision

- 6.95 The Council will adopt the approach that if the site is suitable for housing development then it is suitable for on-site provision of affordable housing. The Council has recent experience of housing developments being permitted on the basis of a S.106 financial contributions being agreed for the provision of affordable housing elsewhere in the District. Despite concerted efforts by local housing associations, such alternative sites are very rarely brought forward. Therefore the preferred policy approach adopts the presumption that the provision of affordable housing will be made on the development site itself.

Rural Exception Sites

- 6.96 The settlement strategy seeks to place restraint on housing developments outside the boundaries of existing rural settlements unless they positively contribute to the provision of housing that is affordable by local people.
- 6.97 One form of housing that has been considered for such locations is the development of 'Exception Sites' where new dwellings would not normally be permitted. Such exceptions to policy can only be allowed where clearly justified by local needs and where 100% of the houses would be affordable and would remain so in perpetuity. The policy will only provide for those people who are current residents or who have close family or employment connections within the rural settlement.
- 6.98 Exception sites do not contain any open market housing so land values are generally low; this can have unfortunate consequences such as the land not being brought forward for development, or not paying for its own infrastructure costs and/or not contributing towards facilities for the local community. Past performance suggests that exception sites could not deliver sufficient dwellings to satisfy local needs. Therefore the Allocations DPD will consider whether the allocation of Rural Exception Sites will be appropriate in certain locations where local housing needs are particularly acute, if necessary supported by the use of Compulsory Purchase Order powers by the Council.

Gypsies' and Travellers' Accommodation

- 6.99 Given the absence of official sites in the District, it may be necessary for the Allocations DPD to identify a site or sites for gypsies and travellers. However, the need for this cannot be ascertained until the sub-regional study has been completed. At the very least the submission Core Strategy will need to include criteria for use in deciding planning applications for gypsy sites.

Outline of Policy

Policy HO 6: Affordable Housing Requirements

1. The Core Strategy will require at least 60% of housing on all residential and mixed use development sites (including conversions) to be affordable in accordance with the definitions in PPS3;
2. Affordable housing provision will be required in all developments of five dwelling units or more, or (where the number of dwellings is not specified) for residential sites of 0.1 hectares or more, throughout the district;
3. The required tenure mix on any development site will be (tenure types as defined in PPS3):
40% unrestricted market housing;
43% social rented housing;
17% intermediate tenure.
4. The Council will not grant planning permission for housing development above the threshold in policy 2 (above), unless and until a Section 106 legal agreement is completed to secure the provision of an appropriate number and mix of affordable dwelling units on the development site and to ensure that they remain affordable in perpetuity.

Policy HO 7: Rural Exception Sites

1. Small scale Rural Exception Sites will only be acceptable where there is a proven local need for affordable housing. They will require 100% of housing to be affordable in accordance with the definitions in PPS3. The Allocations DPD will consider whether certain land can be allocated as Rural Exception Sites.

Policy HO 8: Gypsy and Traveller Sites

1. The Core Strategy will set out a criteria-based policy approach that will be used to determine planning applications for proposed gypsy and traveller sites in accordance with Circular 01/2006. It may require the Allocations DPD to identify sites (informed by sub regional study as evidence).

6.100 Delivery Mechanisms

- Exceptions Sites in Allocations DPD
- S.106 agreements
- Purchase of homes from existing stock
- Re-use/conversion of empty properties
- Investment via Sub Regional Housing Partnerships

Rejected Options

- 6.101 Option 1: Doing nothing, - Allowing the market to determine the level of affordable housing on development sites. This was rejected on the basis that the market has

failed up to now to provide an adequate supply of affordable housing.

- 6.102 Option 3: Different thresholds and percentages for settlements or groups of settlements, according to their population size. This option was rejected as it may not meet local housing needs and could create an ad hoc approach. Such an approach would be extremely difficult to implement and a set provision of affordable housing would be easier to deal with.
- 6.103 Option 6: Setting a site-size threshold at “zero”, so that all housing development sites are required to make a contribution towards affordable housing irrespective of their size – from a single plot to a large estate – was not thought to be feasible as it is difficult to decide how many houses should be allocated as affordable on extremely small sites and is often impractical at single plot level. In order to implement this option more clarification is needed.

7.0 THE ECONOMY

- 7.1 The economy encompasses a range of functions that contributes towards sustainable development. Without businesses offering a range of products and services the District would fail. Resident's incomes would be spent on imported goods and services. For an economy to prosper there must be a good balance between imports and exports of products and services that people need or want. This section explores the state of Cravens economy and how it relates to other social and cultural issues. The preferred option sets out a way to ensure all elements of the economy remain prosperous and is able to grow by reacting quickly and effectively to change.

ECONOMIC FACTORS

What you told us...

Employment Needs

Existing industries need to be able to grow and or modernise in order to become more productive and respond to global economic change. There is also a need to diversify the local economy and employment, and address the particular needs of the rural economy

Employment Land

There is a shortage of suitable employment land and premises. A range of sites and property size is required to meet the needs of existing and new employers. Whilst existing employment land in strategic locations should be safeguarded, there should be a flexible approach to facilitate high quality mixed use development. Small to medium businesses – engine of growth

Location of Economic Development

The location of new employment should follow the Settlement Strategy and therefore the preferred locations for new employment should be Skipton, Bentham, Settle and Cross Hills (excluding rural and home based employment which should be district wide).

The overall preferred option is for an integrated approach (Option 5), in which equal weight is given to the market, the needs of businesses, the environment and sustainability.

Strategic Employment Sites

Subject to unavailability of appropriate brownfield sites, strategic greenfield employment sites in the most sustainable locations should be identified on the edge of Skipton, Settle, and Cross Hills. Such locations should be well served by public transport infrastructure and minimise impacts on wider strategic highway network.

Type of Economic Development

The Core Strategy should support and attract employment from a range of employment types; give emphasis to live-work units, tourism, and farm diversification; and encourage high tech development, office development, retail development and mixed use development.

What Other Plans Tell Us

- 7.2 **PPS1: Delivering Sustainable Development:** Aims to enable the provision of homes and buildings, investment and jobs in a way which is consistent with the principles of sustainable development.
- 7.3 **PPS6: Planning For Town Centres:** Sets out Government policy on town centre developments. The Government emphasises the importance of town centres for a whole variety of functions such as shopping, tourism and culture, leisure and recreational uses, commerce and administration. The Government's key objective for town centres is to promote their vitality and viability by:
- Planning for growth and development of existing centres; and
 - Promoting and enhancing existing centres, by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all.
- 7.4 **PPS7: Sustainable development of Rural Areas:** Sets out Government policy for sustainable development of rural areas and requires Local Development Documents (LDDs) to facilitate and promote sustainable patterns of development and sustainable communities in rural areas. This should include policies to sustain, enhance and, where appropriate, revitalise country towns and villages (including through the provision of affordable housing) and for strong, diverse, economic activity, whilst maintaining local character and a high quality environment.
- 7.5 With regards to the siting of development, paragraph 5 of PPS7 outlines that local planning authorities should:
- "Identify suitable sites for future economic development, particularly in rural areas where there is a need for employment creation and economic regeneration.
 - Set out in local development documents their criteria for permitting economic development in different locations, including future expansion of business premises to facilitate healthy and diverse economic activity in rural areas."
- 7.6 **PPG21 Tourism:** Outlines the economic significance of tourism and its economic impact. It explains how to deal with the topic in development plans and development control.
- 7.7 **Planning Policy Note 4: Industrial Development & Commercial Development & Small Firms:** This sets out the Government's aim to encourage continued economic development in a way that is compatible with its stated environmental objectives. The document provides guidance to local planning authorities to be used in formulating a policy framework, which weighs the importance of industrial and commercial development against that of maintaining and improving environmental quality.
- 7.8 Planning Authorities and the planning system have a key role in this process. In particular Local Planning Authorities, when preparing LDFs, should:
- Encourage new development in locations which minimise the length and number of trips, especially for motor vehicles.
 - Encourage new development in locations that can be served by more energy efficient modes.
 - Discourage new development where it would be likely to add unacceptably to congestion.
 - Locate development requiring access mainly to local roads, away from trunk roads to avoid unnecessary congestion on roads designed for longer distance movement.

- 7.9 **Draft RSS:** In economic terms the key aims are:
- To secure more competitive economic conditions by promoting the characteristics of a modern and successful economy.
 - To strengthen the role of existing city and town centres.
 - To provide enough land in sustainable locations to meet the needs of a modern economy.
 - To support the delivery of Regional Economic Strategy objectives for the growth of priority economic sectors and clusters.
 - To safeguard employment land from loss to other uses.
 - To promote the role and development of tourism in a sustainable manner.
 - To support the diversification and strengthening of the rural economy.
- 7.10 As a reflection of diversity, emerging RSS has identified a series of functional sub areas across the Yorkshire and Humber region. The area of Craven District that lies outside the Yorkshire Dales National Park falls into the following two sub regions:
- The Leeds City Region
 - Remoter Rural sub area
- 7.11 The *Leeds City Region* highlights the area north of Bradford up towards Skipton as the Airedale economic corridor. The vision of the Leeds City region is to ‘work together differently: to develop an internationally recognised city region; to raise our economic performance; to spread prosperity across the whole of our city region, and to promote a better quality of life for all of those who live and work here.’
- 7.12 The *Remoter Rural* sub section highlights that development should be focused on the Local Service Centres of Settle and Bentham. The sub area boundary recognises the relative remoteness in physical terms from main urban areas and low population numbers. The proposed policy approach is based upon safeguarding the high environmental quality of the sub area. Small market towns and villages and farms characterise the sub area and are an integral part of the landscape and its character. The generally high quality of landscape and built environment largely results in an enduring attraction for visitors and, for many people as places to aspire to live and work in.
- 7.13 *Draft Policy E1: Creating a Successful and Competitive Regional Economy* sets out the framework for economic policies and decisions.
- 7.14 *Draft Policy E3: The supply of Land and Premises for Economic Development* states that all plans, strategies, and programmes should support the availability of sufficient land in sustainable locations to meet the needs of a modern economy. The pattern and scale of provision of allocated employment land should be determined by local employment land reviews and specifically take account of:
- regional employment and employment land forecasts set out in Table 14.6 and 14.7, unless more detailed sub regional or local forecasts or more up-to-date data are available, and the spatial guidelines in Table 14.8
 - growth in demand for office, retail and leisure uses –to be accommodated mainly in or adjacent to city and town centres
 - decline in the need for land for extensive general industrial uses
 - need to support non-business class employment sectors, including public services, health, sport and leisure, tourism, cultural industries and education and mixed use development
- 7.15 Table 14.6 of draft RSS presents the forecast change in total employment land in use for Craven for the period 2006-2016. It can be summarised as:

- B1 class land (light-foot business): 3 to 4 hectares
- B2 and B8 class land (General Industry and Storage or Distribution) -1 to 4 hectares

This means that the total employment land range forecast is 1 to 8 hectares.

- 7.16 Table 14.8 of draft RSS identifies a need in Craven for small-medium, high quality sites, particularly those suited to accommodate small businesses. In addition an investigation is recommended relating to the ability of Skipton to accommodate new sites suitable for distribution/warehouse uses.
- 7.17 Draft RSS policy E3 also states that Local Authorities should critically review existing employment sites on a 3-year rolling basis. A five-year supply of market-ready sites should be identified and protected. Sites that would undermine the Core Strategic Approach of RSS should be considered for alternative uses/allocations in the following sequence:
1. For employment generating uses other than for business class development
 2. For mixed-use development, including residential uses.
 3. For residential uses only
 4. De-allocation.
- 7.18 *Draft Policy E4: Support for Regional Priority Clusters and Sectors* provides a context for LDF policies to support clusters of types of employment in line with Cluster Development Plans prepared by Yorkshire Forward. Employment land reviews include consideration of the need to provide sufficient quantity, quality and choice of a range of sites, including incubator units, expansion space and larger facilities for priority clusters.
- 7.19 *Draft Policy E5: Safeguarding Employment Land* states that “LDFs should define criteria or areas where it is considered necessary to offer special protection to designated employment sites.” This draft policy encourages a review of employment land.
- 7.20 *Draft Policy E6: Sustainable Tourism* encourages tourism in accordance with the principles of sustainability, quality, distinctiveness, and visitor management. In terms of spatial priorities, LDDs should set out policies which promote tourism and recreational based diversification, and realise the potential of the heritage and cultural assets of the area. Local distinctiveness should be encouraged by encouraging visitors and businesses to use local products and services.
- 7.21 *Draft Policy E7: Rural Economy* provides a context for LDF policy to support the rural economy, in particular the need to support agricultural industry (through farm diversification). In addition it supports economic growth in rural areas by seeking to focus main growth on rural towns. While the policy follows the RSS’s Core Approach of focussing on the role of towns as economic/service hubs, it allows for rural diversification and essential development for agriculture/forestry purposes in the countryside.
- 7.22 ***The Regional Economic Strategy for Yorkshire & Humber 2006-2015:*** The Regional Economic Strategy (RES) complements the emerging RSS. Relevant spatial issues arising from the RES relate to the Urban and Rural Renaissance and Market Towns Initiatives, which are particularly relevant to the settlements of Skipton and Settle within Craven. The rural renaissance programmes will take an integrated approach combining all the issues and assets that are relevant to best effect. In Skipton, for example, the vision of enhancing the town as a bustling, high quality and

dynamic market town that acts as a gateway to and from the Yorkshire Dales will include activity to address the town centre, movement and transport, tourism and environmental quality.

- 7.23 The RES refers to the need to encourage new business start-ups, especially in key sectors and clusters, as well as maintaining existing key regional employment sectors such as financial services and tourism, and diversification of the rural economy.
- 7.24 **The York and North Yorkshire Investment Plan 2004-2009:** The RES will be delivered through the development of five action plans. One of these is the York and North Yorkshire Investment Plan, which sets out the sub-region's priorities for accessing Yorkshire Forward's single pot funding as well as other investment. Two key themes that affect Craven are:
- Theme C which develops the sub regional role of Skipton and South Craven within the Bradford and Leeds City region and explores the economic relationship with West Yorkshire including the role of towns such as Skipton.
 - Theme E which covers the rural uplands and the possibilities for exploiting the natural and cultural environment to create an economic benefit through tourism, business development and a new role for traditional industries.
- 7.25 **Craven Economic Development Strategy 2005 – 2010:** This strategy sets out an economic vision for Craven: *"To have an economy that can sustainably produce 3.5% growth per year."*
- 7.26 The limited availability of new employment land and mix of quality premises to expand or modernise existing employers, as well as accommodate new employers, are seen as key elements in meeting the following objectives, which include:
- Improve performance of existing businesses
 - Reduce barriers to growth of existing businesses
 - Maximise potential of advanced manufacturing and financial services sectors whilst broadening the economic base
 - Support the development of a sustainable modern economy
- 7.27 Tourism is recognised as a key economic factor and the provision of high quality sustainable tourism infrastructure, linked also to rural diversification, is a central priority.
- 7.28 Rural diversification outside of the market towns is a key objective linked to the sustainable exploitation of the area's environmental assets.
- 7.29 **Skipton and Settle Renaissance Market Town Programme:** Launched in July 2002 by Yorkshire Forward, the Renaissance Market Towns (RMT) programme is a pioneering 10-year plan to support sustainable small towns in Yorkshire and the Humber. The aim of the RMT Programme is to boost the economic performance of market towns in line with the RES. The objective is to ensure that the towns together with their hinterlands are places where people will want to, and can, live, work, invest and visit. Within Craven, the market towns of Skipton and Settle are currently taking part in the RMT programme and projects are at varying levels of completion. The aim for both town teams is to ensure that the historic and economic potential of the market towns is preserved and enhanced.
- 7.30 **The Craven Community Strategy (2003):** The Community Strategy recognises a shortage of significant employment land within the district. The GDP is below the national average in the more rural parts of the district. In addition the constraints

experienced by some businesses are also perceived as hindering economic growth. Until recently this included a lack of broadband connectivity.

Evidence Base

- 7.31 ***Craven Business and Employment Needs Study (2005)***: The aim of this study by ECOTEC was to undertake research into business and employment needs in the district with respect to employment land requirements, demand origination and future aspirations. This study enables the development of pro-active interventions within the local economy and the provision of information about current and future demand for sites and premises within the district.
- 7.32 In reflecting national and regional policies, the study found that local planning should:
- be realistic in its assessment of the land needs of businesses and ensure that enough land is made available which is capable of development and well served by infrastructure;
 - monitor the outcomes of employment land take up and review employment policies and programmes so as to be able to assess future demand;
 - reflect the priorities established with the RES, in terms of developing a new economic base and encouraging start up and growth of high value added businesses. Land allocation will need to provide the correct spread of small and large sites. Adequate provision should be made for modern and flexible workspaces for new and expanding businesses;
 - promote the need for adequate infrastructure to serve future sites and premises.
- 7.33 The study found that Craven is performing well in terms of labour market structure and presents a strong business base with positive dynamic swings, despite modest overall economic performance as a result of its small size. Its audit of the economy found that there is a clear opportunity to develop further the knowledge based service sector and build on the benefits that result from this. Craven has an above average business population rate, and considerably high levels of business density and self employment. However, the district suffers from low levels of business formation, which weighs down overall entrepreneurial spirit.
- 7.34 Craven's economic base comprises small businesses employing between 1 and 49 people. There are very few large companies employing 200 or more people. The district's business base and employment structure is predominately distribution, hotels and restaurants and banking, finance and insurance. Manufacturing and construction form a major part of the local economy. This picture has a number of implications:
- The majority of businesses tend to be indigenous with low level of employers moving into the area. The needs of small businesses such as these will need to be reflected the provision of future employment land and premises.
 - In relation to banking and finance, adequate provision will need to be made for office and B1 use developments to accommodate the growth in this sector. This reinforces the need to allocate land and premises which provides flexibility and choice.
 - Manufacturing and construction based businesses are likely to require reasonably large premises with access to major transport corridors.
 - The supply of land and premises currently available on the market appears to be limited and does not meet with modern business requirements, in particular:
 - The availability of suitable and developable employment land is limited in the areas showing the highest demand – Skipton, South Craven and Settle. Development is likely to take place on the remaining allocated land in Settle and South Craven.

(Since March 2004, the site in South Craven has been developed, leaving no available allocated land in this area).

- The majority of developable sites in Skipton have been developed with some of the remaining land located within the areas of demand likely to be developed. However, a number of constraints on the remaining sites, such as flood plain location, will affect the likelihood of development coming forward.
- Constraints around land ownership will affect land coming forward for development in Ingleton for some considerable time.
- Business premises currently available on the market provide limited choice and flexibility in meeting modern day business floorspace requirements.

7.35 Based upon the current level of demand and previous land take up rates the majority of agents interviewed felt that in the region of 2ha of land was required over the next 5 – 10 years. This would equate to approximately 20ha of new developable employment land to be allocated ideally in advance of the LDF.

7.36 A survey of public sector stakeholders and local agents revealed:

- There is a lack of good quality space for small businesses, including “ready to go” premises for digital businesses, high quality space for professional service businesses, small units in managed premises with shared meeting room space for those currently working from home, accommodation for equipment and small batch work for skilled and semi skilled businesses, and small (60 sq ft) low rental workspace units for arts and craft based businesses.
- The digital and food and drink clusters are particularly appropriate to Craven, the latter usually requiring large premises.
- But there is little demand for premises from the manufacturing sector, as the bulk of this work is now moving towards outsourcing overseas.
- Most new companies in the area are involved in logistical operations which require warehouse/distributional facilities to accommodate larger vehicles. There is scope to build on this given the area’s proximity to Leeds and Bradford and the major transport networks.
- There is very little demand in Ingleton and Bentham. Agents have difficulty in marketing any sites and premises in Bentham, apart from some interest in B1 commercial properties such as barn conversions but there is no demand for modern workspace units.
- Demand for large-scale office accommodation is particularly low and likely to remain so.
- The key areas of demand for employment land are Skipton and South Craven close to the main transport networks. Employment land allocation should look to identify a range of developable sites to suit the different demands arising from businesses.
- Size requirements for land and premises were in the region of:
 - Employment Land up to 0.6ha
 - New industrial units 1,000 – 3,000 sq m
 - Office Space 200 – 400 sq m
 - Individual small industrial units 80 – 100 sq m (40– 80 sq m. in Settle)

7.37 The survey provided a useful analysis of the needs of businesses currently operating in Craven. The majority of businesses were small businesses employing less than 10 people and occupying less than 0.4 ha, but with some storage and distribution businesses occupying between 0.4 and 2 ha. The majority of businesses in the sample were based in Skipton. Some businesses saw the lack of expansion potential to be a negative aspect of their business premises. Most businesses that were looking to expand or relocate required premises of less than 50 sq. m. or between 50 and 100

sq.m., with another significant group needing 500-200 sq.m. in Skipton. All were experiencing difficulties locating suitable land or premises, this becoming more difficult as the size requirements increased.

- 7.38 The study sets out the following recommendations:
- The region of 25 – 31ha of employment land be allocated in the LDF;
 - The majority of land to be allocated should fall within the areas of key demand – Skipton, South Craven and parts of Settle;
 - Land should be allocated where is easily accessible to major road networks;
 - Provision should be made to allocate land and premises to accommodate varying and existing and future size requirements;
 - The District Council should work with partners to ensure that all employment land and premises have suitable access to modern IT communications;
 - Where possible the District Council should work with partners to ensure a strong business network is put in place, particularly for business start ups.
- 7.39 **Annual Monitoring Report 2006, Appendix C- Employment Land Take Up:** No employment land was taken up during the year, but this may have been due to the lack of unconstrained sites. Take-up was higher in previous years, averaging 1.95 ha. Per annum between 2000 and 2005, a total of 12.78 ha.. Over the period 1995 to 2005, 21.46 ha. Of allocated employment land was developed. The total area of employment land available in March 2006 was 5.35 ha., of which 3.2 ha. Was in Skipton and Gargrave and 2 ha. In north Craven, most of it in Ingleton.
- 7.40 **Employment Land Review for Craven District outside the Yorkshire Dales National Park:** The draft Employment Land Review (ELR) is based on the ECOTEC report but supplements it in two respects:
- In terms of supply, it considers existing sites in the B1, B2 and B8 uses and not just sites identified in the existing local plan.
 - In terms of demand, it applies the Regional Econometric Model to the local population in order to provide a robust estimate of employment land requirements for the plan area up to 2016.
- 7.41 Its key findings, over and above those from the ECOTEC study are:
- Over half the population of Craven is economically active. The majority of people in Craven work in professional occupations as classified by SOC 2000. These professions require smaller employment densities.
 - Labour supply in all industries is expected to increase by 6 per cent by 2016. Labour supply in engineering is expected to fall by 45% by 2016 and in other manufacturing by 16%. These industries have large employment densities. Industries expected to increase in employment terms (and even more so in output terms) are distribution, hotels and catering (10% employment increase, 35% in output), financial and business services (9% and 45% respectively) and other (mainly public) services (9% and 27% respectively).
 - There is a continuing current gap in the provision of land and premises in and around Skipton and South Craven. The Skipton- Crosshills corridor, with access to the A6068/A629, is the area of greatest current and future demand. Settle also has future demand requirements for business space. The main areas of demand include:
 - Sites and high quality premises to accommodate small businesses including high quality serviced accommodation, incubator and managed workspace.
 - New industrial units (1,000 -3,000 sq.m. or 0.6 ha.) to accommodate B1 related employment uses and other industrial uses including service industries and logistics and distribution.

- A need for new high quality premises for both industrial and business use. Changes to the area's business base and the diversification of some industries mean that many existing premises do not lend themselves to the requirements of new businesses. Access to 'state of the art' telecommunications is an increasing requirement for many businesses operating outside the main towns.
- 37 hectares of new employment land is required by 2016, based on an econometric model using the population for the District as a whole, including the area of the Yorkshire Dales National Park that is located within Craven District.

What the Issues and Options SA/SEA Recommends

- 7.42 Options 4 (location according to the principles of sustainable development) and 5 (an integrated approach with equal weight to the needs of businesses, the environment and sustainability –the preferred option approach) will support a balanced approach between supplying land where it will respond to business need and market forces, while also protecting the environment and encouraging more efficient land use and more sustainable patterns of travel. These are the most sustainable options. This approach does not however indicate whether business need, market forces, social needs or the environment will be an overriding factor where conflicts arise.
- 7.43 In relation to protecting employment land, rural diversification & sustainable rural economy, sustainable tourism, these issues were not dealt with as specific Options and were not therefore assessed.

Preferred Option Approach: Justification of Draft Policies

Employment Land Provision 2006 to 2021

- 7.44 There appears to be a significant difference between the indication of employment land requirement set out in the draft RSS and that recommended by the Craven ELR.
- 7.45 However, Policy E3 of the draft RSS requires local authorities to provide sufficient land in sustainable locations to meet the needs of a modern economy, with the pattern and scale of provision to be determined by local employment land reviews, which should take account of the strategic regional employment and employment land forecasts unless more detailed sub regional or local forecasts or more up-to-date data are available.
- 7.46 Moreover, the RSS figures are net employment land figures; i.e. they include the take up of land to accommodate new employment, against the loss of existing employment land to other land uses, so additional land release would be needed to compensate for this loss of land. On the other hand, the indication given in the ECOTEC report relates to demand for new sites including that needed to replace land or premises vacated by existing businesses and re-used for residential or other non-business use.
- 7.47 In this context, the Council consider that to base future employment land allocations on the outcome of the locally derived ECOTEC study and Draft ELR is consistent with draft RSS guidance.
- 7.48 The Draft ELR proposes an overall requirement of approximately 37ha between 2006

and 2016 which equates to 3.7 ha per annum for the plan area, although this figure is based on employment figures for the district as a whole. Table 7.1 apports this annual figure between the plan area and the YDNP based on a rough estimate of population within and outside the YDNP from the 2001 census. (A more accurate split is not possible because many of the parishes and wards are split by the YDNP boundary).

Table 7.1: Apportionment of Draft ELR Land Requirement

Craven	Craven within YDNP			Craven Outside YDNP		
<i>Total Population of District - 2001</i>	<i>Population 2001</i>	<i>% of</i>	<i>Apportionment of annual employment land</i>	<i>Population 2001</i>	<i>% of</i>	<i>Apportionment of annual employment land</i>
53,620	6,220	11.6	0.43 ha.	47,392	88.4	3.27 ha.

Adjustment for Windfalls, Home Working, Rural Diversification

- 7.49 The econometric model which gives this original land requirement figure is based on Employment Sectors which make up the usual occupiers of B1 (Businesses), B2 (General Industry) and B8 (Storage and Distribution) floorspace. It excludes the key growth area of Distribution, Hotels and Catering and so does not include land for retailing (Use Class A1) and tourism / leisure (Use Classes C2 and A3), although these should be predominantly in existing buildings in town centre locations.
- 7.50 However it does include Financial and Business Services (some of which will be in premises within use class A2) and Other (public) Services. These are key growth sectors making up 78% projected employment growth and 59% output growth 2006-2016, but there is a presumption in national and regional policy that such uses should be in or adjoining town centres.
- 7.51 In order to maximise opportunities for development of existing centrally located premises for appropriate business use, rather than allow all such development to be on new greenfield land release, some such sites may be allocated in the Allocations DPD, but others will emerge as part of the process of business rationalisation and relocation and will therefore be “windfalls”. These could include the re-use by new businesses of premises being vacated by relocating firms and the redevelopment of out-dated industrial buildings for either business or mixed use development. In order to ensure that these are taken account of before allocating greenfield sites, an allowance needs to be made for them.
- 7.52 In addition, part of the employment and output growth predicted by the model will not take place in “conventional” office and factory units but will be taken up by increased home-working making use of recently improved broadband provision and/or will be part of rural diversification, such as barn conversions. The latter will be difficult to predict or identify in the LDF, so once again some allowance is required for these trends.
- 7.53 There is little evidence on which to base such allowances, so at this stage a conservative figure is recommended for monitoring and adjustment during the plan period. The following table suggests the allowances that should be made from within the annual employment land target for employment:

Table 7.2: Calculation of Total Employment Land Requirement

	Annual Land Allowance	Comment
Gross Annual Target	7.65 ha.	For the plan area (outside the YDNP) – from Table 7.1 above
Less allowance for:		
New business development on/in windfall urban sites and premises.	-0.25 ha.	Excluding those specifically identified in the Allocations DPD
Rural diversification.	-0.25 ha.	Excluding tourism and catering businesses.
Working from home	-0.25 ha.	This may increase throughout period as technology and climate change issues increase
Net Annual Target	2.52 ha	Includes greenfield and identified urban sites
Total requirement 2006-16	25 ha.	To be monitored on a 3 year basis
Total requirement 2016-21	12.5 ha.	To be released as Phase 2 if justified by monitoring.
TOTAL 15 year requirement	37.5 ha.	

Distribution of Employment Land

7.54 Having arrived at a net employment land target for Plan area the following broad distribution is proposed based on:

- Settlement strategy (broad locations for future employment land should reflect the preferred settlement strategy.)
- Market demand
- Population and sustainability (minimising travel to work)
- Environmental capacity (to be confirmed prior to submission stage)
- Regional and local economic policy

Table 7.3: Distribution and Phasing of Employment Land

Settlement	Proposed % allocation	Proposed Phasing			Influences/ Comments
		2006 to 2016 Ha.	2016 to 2021 Ha.	Total Ha.	
Skipton	45%	11.25	5.64	16.89	<ul style="list-style-type: none"> • Principal Settlement • Road/ rail connections • Leeds City Region • Demand for relocation of existing businesses – need to link to re-use of existing buildings/ sites. • In addition to town centre and mixed use schemes for non-B1, B2 and B8 uses and to windfalls and existing premises.
South Craven (Glusburn/ Crosshills/ Sutton)	30%	7.5	3.75	11.25	<ul style="list-style-type: none"> • Key Settlements • Leeds City Region • Airedale Corridor

					<ul style="list-style-type: none"> • Demand for logistics and distribution. • Road/ rail connections • Dependent on infrastructure improvements.
Settle with Giggleswick	10%	2.5	1.25	3.75	<ul style="list-style-type: none"> • Key settlement • Demand • Provision linked to regeneration of central area
High Bentham	5%	1.25	0.62	1.87	<ul style="list-style-type: none"> • Key settlement • Lack of demand • Need for small scale local business units.
Ingleton and Gargrave (together)	5%	1.25	0.62	1.87	<ul style="list-style-type: none"> • Need for small scale local business units. • Sustainability
Villages with some facilities (together)	5%	1.25	0.62	1.87	<ul style="list-style-type: none"> • Need for small scale local business units. • Sustainability
Total		25	12.5	37.5	

Size and Type of Premises

7.55 While the type of development coming forward will be determined by market demand, the Council may wish to put policies in place to encourage the scale and type of scheme required, in line with draft RSS policies, the ECOTEC report and the draft ELR, namely:

- high quality small office space for new and existing businesses, including digital industries, in shared, serviced and/ or managed schemes with units of 200–400 sq. m.,
- Individual small industrial units of 80–100 sq m (40–80 sq m. in Settle) in serviced incubator units on flexible terms, and
- larger sites (1,000 -3,000 sq. m. or 0.6 ha.) for B2 and B8 to serve the distribution and logistics and the food and drink industry, and to allow the relocation of existing medium-sized industries from outdated and crowded premises.

Protecting Employment Land

7.56 Draft RSS Policies E3 and E4 require LPAs to rationalise their employment land portfolios. There may be pressures from competing land uses on reduced employment land portfolios. In certain parts of the Region, it is considered necessary to offer protection to employment sites. Draft RSS Policy E5 requires the Council to consider the need to safeguard employment land in specified areas where employment sites are being lost to other uses, principally housing. This is likely to be a significant issue in areas of high demand in Skipton and Settle.

7.57 High-density housing can displace employment to more unsustainable locations. There is also concern that employment land lost to other uses may have an impact on the viability of the remaining business uses, for example where “clusters” of firms in the same business sector serve and support each other. However, the introduction of more residential development into town centres or waterside locations can assist in providing a local market for service and entertainment businesses and can provide a resource to enable businesses to relocate from unsuitable or outdated premises. There is therefore a need for a policy on when the loss of existing employment uses is or is not justified.

Rural Diversification & Sustainable Rural Economy

- 7.58 The rural economy is an important element of the broader Craven local economy. Responses received during the issues and options stage identified very strong support for the continuation of existing agricultural practices, particularly sheep farming, as these are fundamental to the survival of the traditional pasture and fell landscapes of Craven. As described in the Craven Landscape Character Appraisal, the distinctive local character and high visual quality of the landscape is dependent upon its continued management in this way.
- 7.59 There was also a general consensus that the Core Strategy should support the agricultural industry by allowing essential development for agricultural purposes, including farm diversification, and for tourism and recreation purposes, in the rural areas.

Sustainable Tourism

- 7.60 Whilst tourism is already an important component of the Craven local economy, the area's inherent natural attractions and its location adjacent to the YDNP means that there is significant scope for continued growth in employment through development of sustainable tourist facilities. These may include:
- new tourist accommodation within existing settlements or provided as part of rural diversification initiatives
 - tourist attractions in sustainable town or rural locations.

Outline of Policy

Policy EC 1: Employment Land Provision

1. To make provision for up to 37.5 hectares of employment land on a range of sites, including urban brownfield and sustainable greenfield sites, by 2021. This provision will accommodate traditional employment uses (B1, B2, B8), subject to a sequential test being required in relation to specific proposals for B1 office use. The Core Strategy will confirm that employment sites to help to deliver this target will be identified in the Allocations DPD and may specify the size and characteristics of sites, by location, that will be sought to meet this provision, in order to ensure that they are suitable to meet the identified demand.
2. The Core Strategy may make additional provision for other non-business class employment sectors, such as public services, health, sport and leisure, tourism, cultural industries and education. However, this must take account of the availability of land and premises for such uses, on sites in and adjoining Skipton town centre or by redevelopment and re-use of redundant industrial premises, either by ensuring that they can be specifically identified in the Allocations DPD or by making an allowance for a proportion of such development to come forward on windfall sites.
3. The provision will be made in two phases as follows and release of sites in Phase 2 will only be permitted once all sites in Phase 1 have been substantially completed and providing no further significant sites to meet demand have come forward on sequentially preferable windfall sites. Sites to be released during phases 1 and 2 will be identified within the Allocations DPD.

Policy EC1: Proposed Phasing			
	2006 to 2016 (ha)	2016 to 2021 (ha)	Total (ha)
Skipton	11.25	5.6	16.89
South Craven (Glusburn/Crosshills/ Sutton)	7.5	3.75	11.25
Settle with Giggleswick	2.5	1.25	3.75
High Bentham	1.25	0.63	1.87
Ingleton and Gargrave (together)	1.25	0.63	1.87
Villages with facilities (together)	1.25	0.63	1.87
Total	25	12.5	37.5

Policy EC 2: Protecting Employment Land

1. Development involving the loss of employment land must take account of the following:
 - i) Specified conditions and criteria for determining whether an employment area is one which should be protected.
 - ii) Safeguards for existing employment sites in residential areas where they are compatible with residential amenity and contribute to the sustainability and vitality of the neighbourhood.
 - iii) Where sites are no longer suitable for traditional employment use, suitability for mixed use redevelopment, including new kinds of employment uses (e.g. provision for micro-businesses managed community workshops; live-work units), should be considered before residential use.
 - iv) Identified areas to be protected, to be defined in the Allocations DPD.

Policy EC 3: Rural Diversification & Sustainable Rural Economy

1. To promote a strong and thriving rural economy where existing agricultural businesses are supported and where local communities have a range of opportunities for entrepreneurship by:
 - i) Supporting development by existing businesses and new enterprises in farming and farm diversification, tourism and recreation which contribute to the social, economic or environmental regeneration of the countryside;
 - ii) A presumption against change of use of existing rural employment sites including farm premises, unless the developer can prove that existing and alternative employment uses are not economically viable and/or that acceptable alternative provision for employment will be made in a sustainable

location within the local area ;

- iii) A flexible approach to the use, expansion and/or change of use of rural and agricultural buildings to facilitate improved local employment and home working opportunities, whilst not encouraging sporadic and unsustainable development in the open countryside.

Policy EC 4: Sustainable Tourism

1. To support sustainable tourism by:

- i) Recognising the intrinsic value and quality of Craven's natural and built environment, the role of Skipton as a gateway to the Yorkshire Dales National Park, and the important role of tourism in the local economy.
- ii) Encouraging the provision of high quality and sustainable tourist facilities and accommodation, and associated infrastructure.
- iii) Encouraging sustainable tourism and leisure initiatives in locations that help revitalise and sustain rural settlements and where they respect the special quality of Craven's Landscape.

Delivery mechanisms

7.61 Through specific detailed policies in the Site Allocations DPD

Rejected Options

- 7.62 Option 1: 'Market- Led' – The location of new employment development is determined in response to market forces. This option does not necessarily meet local need; rural areas tend to attract less employment development through market forces, therefore urban areas already have a market-led advantage. This approach does not allow for a balance to be found between employment need, environmental factors and sustainability.
- 7.63 Option 2: The location of new employment development is determined in response to the needs of businesses within the plan area. In focusing on social need, a balanced and sustainable approach is not found. This could offer local communities employment development at the cost of the environment.
- 7.64 Option 3: The location of new employment development is determined by the need to minimize impact on the environment (e.g. close to existing transport links). Whilst focusing greatly on environmental impacts this approach does not take into account other factors such as employment demand and the market. In rural areas employment needs may not be met, as there is a minimal/poor provision of public transport in some areas. In areas where public transport links are high-quality and employment development occurs, the benefits of such a development to the local economy may not be felt, as non-local commuters can easily access the employment opportunities.
- 7.65 Option 4: The location of new employment development is determined according to the principles of sustainable development. Although this approach was set forward in line with sustainable development principles it does not specify which sustainable development aspects, business needs, market forces, social needs or the environment, will be an overriding factor where conflict arises, therefore more clarification is needed.

- 7.66 Option 6: A different approach: Different approaches should exist for different areas based on a ranking system. This could lead to a relatively make shift policy system and would be difficult to implement in all areas.

TOWN CENTRE USES

- 7.67 When people think of town centres they usually think of shopping centres. However, town centres provide much more than shopping. Town centres are meeting places for people to socialise with cafes, restaurants, pubs, clubs and leisure facilities. They are also focal points for business transactions and operations often with clusters of similar services (banks, solicitors, estate agents etc). Every settlement has its own village or town centre function. Some settlements have a wide range of services that are diverse enough to serve the District as a whole, others have a smaller range that serve a smaller area of the District. Putting these settlements into categories is known as a hierarchy. PPS6: Planning for Town Centres categorises them as:
- District Centres
 - Local Centres
 - Neighbourhood Centres
- 7.68 The preferred option describes how the settlement hierarchy has been achieved and how it relates to the settlement strategy set out in chapter 5.

What you told us...

The Future Role of Skipton

With regard to a future role for Skipton, you wanted to see an enhancement of the quality of shopping, tourism and culture for all age groups, including families, and preserve the individuality and character of the town and its rural setting.

What Other Plans Tell Us

- 7.69 **PPS 6: Planning for Town Centres:** The Government's key objective for town centres, as set out in PPS6, is to promote their vitality and viability, by planning for the growth and development of existing centres, and promoting and enhancing existing centres. PPS6 advises local planning authorities to develop a hierarchy and network of centres, assess the need for further town centre uses, and plan for the expansion of existing centres as appropriate. The hierarchy should be based on the following definitions:
- **District Centres** will act as the main focus in the District for a range of retail and other uses (for example leisure, entertainment and cultural) to serve their catchment areas. They will typically include groups of shops including one or more supermarkets, banks, building societies, restaurants and a library.
 - **Local Centres** should provide for more localised needs to serve their communities. They will typically include a small supermarket, a newsagent, a sub-post office and a pharmacy.
 - **Neighbourhood Centres** are small parades of shops of purely neighbourhood significance.
- 7.70 **Draft RSS:** Draft Policy E2 states that existing town centres will be strengthened as the main focus for office, comparison shopping, health, education, leisure and

entertainment, cultural, public and business services and other uses which generate a high level of people movements. These uses should not be located outside of these centres if they would undermine the delivery of the RSS's Core Approach. Development, environmental enhancements, accessibility improvements, and town centre management should create a distinctive, attractive and vibrant sense of place and identity for each centre.

- 7.71 The RSS's core approach includes strengthening the role and performance of the Region's main towns and city centres. Despite the recent growth in employment in these areas, many of the Region's main towns and city centres still require an economic, social and environmental "renaissance". These centres need to be regarded as the logical focus of local communities and efficient hubs of connected activity, accessible by public transport.
- 7.72 Draft Policy E2 should be seen as an integral component of the overarching direction of the RSS. It forms a key expression of the central sequential test that applies through PPS 6 and is supplemented by Policy YH8 and the Sub Area approaches.

Evidence Base

- 7.73 ***Retail Analysis and Healthchecks (Skipton and the smaller centres) – Donaldsons (March 2004)***. The report concludes that Skipton is a healthy and vibrant town and performs several distinctive roles:
- Administrative centre for Craven
 - Essential shopping, both food and non-food, for residents and the wider catchment area
 - Centre for leisure activity including evening and sports related
 - Gateway to the Dales, hence tourist function and provision for day-trippers
- 7.74 Skipton has a wide ranging mix of retailers. However, the issue of unsuitable modern shop units is highlighted as a constraint. Other issues raised include the need for further street cleaning, particularly in relation to market days, improved traffic management, improved quality of goods, better permeability and improved awnings for the market.
- 7.75 The Healthcheck looks primarily at the existing supply of shopping in the centres, addressing issues such as diversity of uses, retailer representation, rents, vacant street level property, commercial yields, pedestrian flows, accessibility, customer views and behaviour, perception of crime and safety, and environmental quality. The results for the smaller centres have already been described in Chapter 5.
- 7.76 The work for Skipton also includes surveys of retailers and of households as shoppers, used to define a catchment area for Skipton, i.e. the zones within which more of the population shop in the town than somewhere else. For Skipton this is most of the district, with the exception of Bentham, Ingleton and Clapham, which look to Kendal and Lancaster, and Settle, which is more self-contained. South Craven looks towards Keighley for about half of its comparison goods shopping but most people there still do their main food shop in Skipton. It concludes that some of the 49% comparison shopping which leaks from the district could be clawed back.
- 7.77 Further work is required to project expenditure forward 5 years (as recommended in PPS6 for planning applications) and further forward to 2021, taking into account projected increases in population.

What the Issues and Options SA/SEA recommends

- 7.78 Retailing was not dealt with as a specific issue or option and therefore was not considered by the SEA/SA

Preferred Option Approach: Justification of Draft Policies

- 7.79 The Council consider the protection and enhancement of the vitality and viability of our town centres as focal points for shopping/ commerce/ leisure and culture for the community and visitors as an essential element in its sustainable communities agenda.
- 7.80 The Core Strategy will clarify the roles of, and define the identities of, shopping centres in the District. It is proposed that there should be a hierarchy of centres, in accordance with PPS6 and in accordance with the settlement strategy as outlined in Policies SS 1 to SS 5
- 7.81 The Council will review the existing boundaries of the centres of the District and Local Centres to ensure that they include all appropriate zones/ uses and not just primary shopping areas.

Outline of Policy

Policy EC 5: Maintaining and enhancing town centres

1. The Council will protect and enhance the vitality and viability of the town and village centres in the District. The following hierarchy of centres will be adopted:
 - **District Centre** (Principal Service Centre) - Skipton
 - **Local Centres** (Local Service Centres) – Crosshills/ Glusburn; Settle; High Bentham
 - **Neighbourhood Centres** (Smaller Local Service Centres and Villages with Facilities)Boundaries of District and Local Centres will be defined in the Allocations DPD
2. New retail development will be encouraged in and on the edge of the District Centre of Skipton. In order to maintain their role of meeting people's day-to-day shopping needs, a limited amount of increased retail floorspace will be acceptable within the Local Centres.
3. Proposals for new retail development will be assessed using criteria including:
 - i) Whether the proposed use is consistent with the scale and role of the centre
 - ii) The likely impact on the vitality and viability of this and other centres
 - iii) Whether the proposal would enhance the appearance, safety, accessibility and environmental quality of the centre.

Delivery Mechanisms

- 7.82 The policy will be implemented through:

- The identification of centre boundaries and sites, if appropriate, in the Site Allocations DPD
- The determination of planning applications

Rejected Options

7.83 All options were discussed in the Preferred Option Approach. No alternative options for retailing provision were considered

8.0 ENVIRONMENT AND DESIGN

8.1 This chapter deals with describing the characteristics of Cravens natural and built environment and how design of man-made structures can have a positive or negative effect. Issues explored are:

- Environmental Protection
- Flood Risk
- Conservation, Listed Buildings and Archaeology
- Built Environment and Design
- Open Space and Recreation
- Design and the Reduction of Crime

8.2 First it is important to understand what we mean by the natural and built environment:

- Natural Environment: the physical world, including plants, animals, the landscape, and natural phenomena, as opposed to humans or human creations. The pure definition of the natural environment is those landscapes and habitats that exist without human interference. However, there are very few areas in the world where nature has not been directly affected by human activity. English landscapes have been shaped by human activity and that in turn has affected the wildlife that live in those landscapes.
- Built Environment: human-made buildings and structures, as opposed to natural features. The built environment is distinct from the natural in that it consists of predominantly man-made structures (houses, industrial units; reservoirs, barns, pylons etc).

8.3 This section explores:

- Those elements of the natural and built environment that are worthy of retention and protection because of –
 - Aesthetic beauty
 - Historical significance
 - Rare qualities that contribute to local, regional or national biodiversity (number, variety and variability of living organisms).
- How natural phenomenon (flooding in particular) and human intervention contributes to changes in the natural environment (reduction in biodiversity; climate change; use of renewable and non-renewable resources)
- Use of the natural and built environment for sport, leisure and recreation
 - Open spaces within settlements
 - Countryside as a recreation resource
 - The use and location of buildings for sport and recreation
- Design issues in urban and rural areas including the design and safe spaces to reduce the incidence of crime

8.4 The preferred option sets out how the two environments can co-exist without detracting from characteristics that have been identified as important features.

ENVIRONMENTAL PROTECTION

- 8.5 This section looks at what landscape features (natural and man-made) are important to Craven and contributes to its distinctive character. The preferred option sets out ways in which those important features can be protected and enhanced.

What you told us...

Protection of The Rural Landscape

There is strong feeling amongst those living and working in Craven that the rural landscape is one of the most important assets within the district. Protection should therefore be a priority and reflected throughout the LDF.

There was also concern that the character of Craven's landscapes will change for the worse unless the agricultural industry is supported in its efforts to maintain the distinctive farmed landscapes.

There was broad consensus for adopting a new approach to landscape protection, away from the current local plan approach, so that policy development is informed by landscape character as defined in the Craven Landscape Appraisal (Option 2).

There is a fear that the loss of some of our rural landscape is inevitable if we are to achieve the level of transport/housing/infrastructure needed in the District. The lack of brownfield sites in the district was also highlighted.

What Other Plans Tell Us

- 8.6 ***PPS7 Sustainable Development in Rural Areas:*** aims to raise the quality of life and the environment in rural areas, promote more sustainable patterns of development, promote the development of the English regions and sustainable, diverse and adaptable agriculture sectors.
- 8.7 ***PPS9 Biodiversity and Geological Conservation:*** provides protection for nationally designated sites. It requires plan policies to conserve, enhance and restore the diversity of England's wildlife and geology and enhance biodiversity in green spaces and among developments to support economic diversification and contribute to a high quality environment.
- 8.8 ***Draft RSS:*** proposes policies in relation to landscape as expressed in draft Policy ENV10 which requires development strategies, plans and decisions to maintain and enhance the landscapes and related assets that contribute to the distinctive character of Yorkshire and the Humber.
- 8.9 Draft Policy ENV6 advises that there is a need to increase woodland cover in upland catchments and most parts of functional floodplains, to encourage tree planting in urban areas and to improve public access to woodland areas.
- 8.10 Draft Policy ENV7 provides strategic support for the principle of agricultural diversification and sets out the range of proposals that may be acceptable. The largely rural character of the plan area means that agricultural development is a key aspect of

the overall character and the Core Strategy will need to address the challenges resulting from the restructuring of the agricultural industry.

- 8.11 Draft Policy ENV8 and Biodiversity Study (2004) defines Habitat Enhancement Areas. Extensive areas of Craven district are within Type 1 areas UK, where UK Biodiversity Action Plan (BAP) priority habitats, often of international significance, dominate the landscape. Policies should recognise and seek to maintain and restore the integrity of the region's core biodiversity resource.
- 8.12 **Forest of Bowland AONB Management Plan:** The AONB Management Plan (2004-2009) describes the Forest of Bowland as 'an area of national and international significance because of its unspoiled and richly diverse landscapes and wildlife'. The Bowland Joint Advisory Committee Partnership exists to protect, conserve and enhance the natural and cultural heritage of the Forest of Bowland AONB, to promote the sustainable social and economic development of the area, particularly where such activity conserves and enhances the environment, and to encourage enjoyment of the area where it is consistent with the first two objectives.
- 8.13 The Management Plan advises that new development within the AONB that has a materially adverse impact should only proceed where it is demonstrated that it satisfies a national need. There is an expectation of restoration and after-care should such uses cease. All development is expected to conform to a very high standard of design, local distinctiveness and, whenever possible, should seek to conserve and enhance the AONB's natural beauty.

Evidence Base

- 8.14 Of particular significance to the Craven LDF plan area is the inclusion of part of the Forest of Bowland AONB and the proximity of the adjoining Yorkshire Dales National Park. In addition there are two Registered Parks and Gardens of Historic Interest within the plan area.
- 8.15 **Landscape Character Assessment for Craven District outside the Yorkshire Dales National Park and Forest of Bowland AONB:** The Landscape Appraisal 2002 provides an assessment of the plan area's landscape character types and landscape quality, together with strategies for their management, in line with guidance in PPS7. It provides evidence to inform landscape planning policies and guide development to areas where it may be accommodated without undue detriment. It identifies opportunities for enhancement to landscape character and priorities for action which could be secured via the development control process and design policies.
- 8.16 The report concludes that the landscape of Craven outside the National Park and Forest of Bowland AONB is generally a high quality landscape. There are areas where a combination of conservation and reinforcement of character, where it is being lost, is required. Some areas have been identified as vulnerable landscapes which require a more focused restoration of landscape elements that have declined.
- 8.17 **Biodiversity resource:** The development of national and county-wide Biodiversity Action Plans are seen as a means of improving the management of biodiversity throughout the wider countryside. However, the CRoW Act 2000 led to the mapping of large areas of the Craven and Bowland fells as open country, giving new rights of access to walkers. Increased demand for public access for recreation, and the development of structures related to power generation, water resource management

and communications infrastructure all place increasing pressures on rural habitats. The Craven Local Biodiversity Action Plan has been drafted and was published for consultation in August/September 2007. Biodiversity Action Plans are part of a global initiative, which sets out proposed actions by a partnership of organisations, which aims to halt and reduce wildlife losses. Craven District Council commissioned North Yorkshire County Council to develop a Local Biodiversity Action Plan for the areas of Craven outside of the Yorkshire Dales National Park. The plan looks at ways in which we should protect our plants, animals and habitats. This includes identifying local species and habitats of importance; ensuring biodiversity conservation programmes are developed and maintained; raising awareness and understanding of local biodiversity conservation and providing a starting point for monitoring and evaluation.

- 8.18 **Appropriate Assessment:** The nature conservation value of Craven is demonstrated by the designation of significant parts of the District and adjoining areas of the North and South Pennines as Special Protection Areas (SPA) or Special Areas of Conservation (SAC). Both SACs and SPAs form a European network of sites designed to conserve rare, endangered or vulnerable habitats, wild animals and plants, both on land and at sea, known as Natura 2000 sites.
- 8.19 These European sites are additionally designated as Sites of Special Scientific Interest (SSSIs) under UK legislation. SSSIs are designated by English Nature (now Natural England) to protect sites that are of special conservation interest because of the wildlife they support, or because of the geological features that are found there.

What the Issues and Options SA/SEA Recommends

Protection of the Rural Landscape:

- 8.20 Option 2 (Adopt a new approach where policy development would be informed by the landscape character set out in the Landscape Appraisal 2002) will be integrated with all development decisions and will therefore help to protect the landscape and natural environment across the District responding appropriately to local characteristics. This approach can be used not only to inform decisions on which broad areas have the highest capacity to incorporate development but will also inform decisions on what types and designs of development will be most in keeping with the existing landscape.
- 8.21 In conclusion Option 2 offers a level of flexibility in the protection of the natural and built environment and environmental resources throughout the District, informed by the landscape appraisal. Landscape Character Types can be used to inform decisions on developments across the District and to identify what type and design of development will be most suitable in each of the character areas.

Preferred Option Approach: Justification of Draft Policies

- 8.22 The overall approach of the Core Strategy will be to conserve and enhance the Forest of Bowland Area of Outstanding Natural Beauty (AONB), in line with PPS7 Sustainable Development in Rural Areas and PPS9 Biodiversity and Geological Conservation, which provide protection for nationally designated sites. Elsewhere, the preferred policy approach will be to support the agricultural industry and rural diversification, provided they contribute positively to the character and local distinctiveness of the rural landscape.
- 8.23 Elsewhere, the rural character of Craven will inevitably be affected by the varying forms

of development being proposed in order to allow farm businesses to adapt to new and changing markets. Developments relating to the production of biomass crops and projects for renewable energy generation, to tourism, to woodland creation, flood alleviation, habitat creation, recreation projects, farm shops selling local produce and local waste management schemes are all considered acceptable under draft RSS Policy ENV7. However, these types of projects may give rise to sensitive issues in terms of landscape quality and visual impacts in the more remote rural areas of Craven.

- 8.24 Therefore all new development should have regard to the landscape character of the area, and will only be permitted if it is in keeping with and reinforces the key characteristics of the landscape and maintains its distinctiveness. Criteria will be used to assess whether proposals are acceptable, based on factors such as the likely impact on the visual quality, landscape character, biodiversity value, and environmental assets of the area.
- 8.25 Policies for the protection of landscape character should include policies to safeguard, conserve and restore the distinctive features of Craven's natural processes, geological features, wildlife habitats and biodiversity.
- 8.26 Craven will carry out a scoping report to see if an 'appropriate assessment' is required. This would be in compliance with the EU Habitats Directives (92/43/EEC) and (79/409/EEC) to ensure that the plans and policies in the Core Strategy will have no adverse effects on Europe's rarest flora and fauna species, bird species and habitat types.

Outline of Policy

Policy ED1: Environmental Protection

1. In open countryside outside the defined boundaries of settlements, the conservation, restoration and enhancement of landscape character, natural processes, geological features, biodiversity value and other environmental assets will be given priority over other considerations.
2. Major developments will only be allowed in the Forest of Bowland AONB in exceptional circumstances; small scale development consistent with the Bowland Management Plan, may be acceptable in the AONB provided it conserves and enhances the natural beauty of the area.
3. Elsewhere in the District, development, that is essential for the purposes of agriculture and/or rural diversification, including the conversion of existing buildings, will only be permitted where it is in keeping with and reinforces the key characteristics of the landscape and maintains its local distinctiveness.

8. 27 Delivery Mechanisms

- Bowland Joint Advisory Committee Partnership
- Wildlife Trusts and local conservation groups
- Planning conditions

- Section 106 agreements for the provision of 'green infrastructure'.
- Biodiversity Action Plan

Rejected Options

- 8.28 Option 1: Continuation of existing Local Plan approach will protect the landscape and natural environment throughout the District. However in doing so it may constrain economic growth.
- 8.29 Option 3: Do nothing and leave protection of open countryside to National and Regional Policy. The outcomes of this approach are uncertain but it is unlikely that such an approach will offer a tool by which to assess landscape impacts and to respond to local characteristics.

FLOOD RISK

- 8.30 The incidence of flooding leading to damage of property and loss of possessions has become an important issue in the last few years. This section sets out the national, regional and local perspective and what measures can be used to help prevent and minimise flood risk. The preferred option looks at where new development should be located and what measures can be used to minimise the incidence of flooding.

What you told us...

New Development Locations

In the light of current national and regional policy, the location of new development should be tightly controlled where there is a potential risk of flooding.

There is a consensus that the Core Strategy should concentrate new development in areas free from flooding, while allowing development on some areas with flood risk but with appropriate flood risk measures (Option B4).

Development should not take place where flood risk is high. Proposals must take particular account of the need to ensure protection from, and not worsen the potential for, flooding.

What Other Plans Tell Us

- 8.31 ***Planning Policy Statement 25 (PPS25)***: sets out Government policy on development and flood risk. Its aims are to ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas of highest risk. Where new development is, exceptionally, necessary in such areas the policy guidance aims to make it safe, without increasing flood risk elsewhere and, where possible, reducing flood risk overall.
- 8.32 The guidance explains that climate change over the next few decades is likely to mean milder wetter winters and hotter drier summers in the UK, while sea levels will continue to rise. These factors will lead to increased and new risks of flooding within the lifetime of planned developments.

- 8.33 Local planning authorities (LPAs) are required to prepare and implement planning strategies that help to deliver sustainable development by identifying land at risk and the degree of risk of flooding from river, sea and other sources in their areas, preparing Strategic Flood Risk Assessments (SFRAs) as necessary. Local Development Documents (LDDs) should set out policies for the allocation of sites and the control of development which avoid flood risk to people and property where possible and manage it elsewhere.
- 8.34 **The draft RSS:** explains that Craven District outside the National Park is within the Aire Catchment which drains east into the Humber Estuary. The draft RSS aims to avoid development in high flood risk areas, safeguard water resources and maintain high standards of water quality. However, Craven District is not defined as a High Flood Risk Area in the draft RSS.
- 8.35 Draft RSS Policy ENV1 deals with floods and flood risk. ENV1 states that 'development in high flood risk areas will be avoided, where possible, and flood management will be undertaken pro-actively; allocation of areas for development will take place in line with strategic flood risk assessments'. Flood management will be required to 'provide positive land management for flood alleviation in the upland areas of the Yorkshire Dales, the North York Moors, the Howardian Hills and the Pennines'.

Evidence Base

- 8.36 **Northwest Yorkshire (Craven District Council) Strategic Flood Risk Assessment-Final Report 2006:** In terms of flood risk, the effect of any built development is to reduce the permeability (water absorption) of land, so that a greater volume of rain water runs off the site as 'surface water'. Without suitable drainage, the water can threaten the development itself and increase the risk of flooding to others elsewhere in the river catchment. The Environment Agency therefore requires a Strategic Flood Risk Assessment to be carried out by LPAs to inform the preparation of their Core Strategy and Allocations DPDs, to ensure that catchment-wide flooding issues are taken into account and that high-risk areas unsuitable for development are identified.
- 8.37 In this context, a partnership of the four local authorities in north-west Yorkshire (i.e. Craven, Harrogate, Richmondshire and the Yorkshire Dales National Park) commissioned consultants to undertake a sub regional Strategic Flood Risk Assessment (SFRA) in conjunction with the Environment Agency, as recommended in PPS25 . The aim of this study was to assess the different levels of flood risk (high, medium or low) in north-west Yorkshire and to map these for statutory land use planning purposes. It also provide the information needed to apply the sequential approach required by PPS25.
- 8.38 The study identifies land in Craven District which is within different Zones of Flood Risk, Flood Zone 1 with identifies land in Craven District which is within different Zones of Flood Risk, Flood Zone 1 with Low Probability of flooding, Flood Zone 2 with Medium Probability and Flood Zone 3 with High Probability of flooding, that is land assessed as having a 1 in 100 or greater annual probability of river flooding. The findings will enable the Allocations DPD to apply a Sequential Test (from PPS25) to demonstrate that there are no reasonably available sites in areas with a lower probability of flooding that would be appropriate to the type of development or land use proposed in each location. Within each Flood Zone new development will be directed to sites at the lowest probability of flooding as indicated by the SFRA.

- 8.39 Even in locations where there is a low Flood Risk 1, site layouts should be influenced by the topography so that buildings are not located where surface water collects naturally or flows in extreme weather events. PPS25 advises that it will be necessary to require developers to incorporate infiltration systems or Sustainable Urban Drainage Systems (SUDS) to manage surface water and to minimise run-off from new development onto adjacent land and downstream property and into the river systems.

What the Issues and Options SA/SEA Recommends

- 8.40 Option 3, Low flood risk areas plus risk measures, is similar but less restrictive than option 2 (Low flood risk areas only) and may therefore allow an adequate level of development to meet economic and social needs.
- 8.41 Option 4, the sequential approach, will depend upon the Strategic Flood Risk Assessment but this is likely to guide development to appropriate areas where risk is balanced with the socio economic need for development.
- 8.42 The SA concludes that Option 4 takes the most informed and measured approach to flood risk and balances the need for development with the risk of flooding.

Preferred Option Approach: Justification of Draft Policies

- 8.43 The policies in the Core Strategy will need to be consistent with PPS25 and draft RSS Policy ENV1. They will need to be framed to reflect the findings of the North Yorkshire SFRA when these are known in order to identify areas most at risk of flooding. Development should then be directed primarily to locations where flood risk is relatively low to avoid harm to people and property.
- 8.44 Areas with a high or medium risk of flooding will not be shown on the Core Strategy Key Diagram as they are yet to be established by means of the SFRA, but they will be shown on the Allocations DPD at a later stage.
- 8.45 New development will only be permitted in Flood Risk Zones 3 and 2 when there are no reasonably available sites in areas of lower flood risk and the benefits of the development outweigh the predicted risks from flooding. In such cases the preferred option approach is to ensure that sufficient land is safeguarded from development in order to provide for current and future flood management by means of flood water storage and/or flood defences. It is important to ensure that new development does not have an adverse impact on rivers, streams and other water resources in Craven.
- 8.46 PPS25 requires the surface water drainage arrangements for any development site to be such that, even in an extreme weather event, 'the volumes and peak flow rates of surface water leaving a developed site are no greater than the rates prior to the proposed development', unless specific off-site arrangements are secured by means of a Section 106 agreement. Developers will be required to produce a Flood Risk Assessment at the planning application stage for major proposals within Flood Zones 2 and 3, taking climate change into account.
- 8.47 In all new developments there will be opportunities to reduce the causes and impacts of flooding by creating 'green infrastructure' for flood storage, drainage channels and SUDS that will, at the same time, offer environmental and amenity benefits. The

Council will use the SFRA to inform the Allocations DPD, which will identify opportunities to restore functional floodplain areas where necessary to compensate for the release of future development land in Flood Risk Zones 2 and 3.

Outline of Policy

Policy ED2: Flood Risk

1. Proposals for new development in Craven will be required to respect the water environment of the District and in particular to be aware of the potential impacts of climate change. Sustainable forms of building layout and design and, in particular, sustainable drainage, water conservation and recycling systems should be incorporated into all new developments.
2. Proposals should avoid areas at risk from flooding within the defined Flood Zones 2 and 3 unless there is a proven local need for the development, land at a lower level of risk is not available and the risk can be fully mitigated by engineering and design measures. Planning applications for development proposals within Flood Zones 2 and 3 must be supported by a flood risk assessment in accordance with PPS25.

Delivery Mechanisms

8.48

- Planning applications supported by FRA;
- S.106 agreements to construct and maintain flood risk management measures such as flood water storage, flood defence or alleviation works;

Rejected Options

- 8.49 Options 1, 2 and 3 were rejected as they were not sufficiently supported by consultation responses. Furthermore the SA advised as follows:
- 8.50 Option 1: Do nothing – Locating development where there is market demand will have a negative effect in responding to the effects of climate change, but may support economic growth by taking an unconstrained approach to development.
- 8.51 Option 2: Locating development within the lowest flood risk settlements/sites (free from flooding problems), will constrain the overall level of build and may encourage a higher concentration of households which will result in a greater level of protection for the natural and built environment, more sustainable land use and also a reduction in the consumption of natural resources. The economic and social implications of this option are uncertain. On the one hand, this approach would protect society from the social and economic cost of flooding, but on the other hand, this approach will restrain the development of businesses and homes and may therefore have negative economic and social consequences.
- 8.52 Option 3: Locating development on sites within settlements/sites with some flood risk, if appropriate flood risk measures are taken. As above the social and economic implications of this option are uncertain. New developments could be more susceptible

to the risk of flooding in such areas, implementing flood risk measures creates more cost.

CONSERVATION, LISTED BUILDINGS AND ARCHAEOLOGY

8.53 The historic built environment is made up of:

- Conservation Areas - Section 69 of the Civic Amenities Act 1967 gives local councils the power to designate as Conservation Areas, "areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance". Designation gives control over the demolition of buildings and provides the basis for policies designed to preserve or enhance all the aspects of character or appearance that define an area's special interest.

- Listed Buildings - a building or structure, which the Secretary of State considers to be of special architectural or historic interest. Listing gives a building legal protection from demolition and alterations, which would destroy historic features or affect its character.

The whole of a building is listed - the exterior and interior, together with any outhouse, wall or other structure built before 1 July 1948 within the grounds of the building.

Listed Buildings are graded to show their importance:

- **Grade I** - buildings of exceptional quality
 - **Grade II*** - particularly important buildings
 - **Grade II** - the majority of listed buildings of special interest (94%)
- Archaeological features - Systematic scientific study of remains and monuments of earlier periods. Revivals of architectural styles usually have an archaeological phase in which accurate recording of buildings and details, still in existence, inform modern architectural design.

8.54 This section explores the extent to which conservation areas, listed buildings and archaeology contribute to the character of Craven.

What you told us ...

Protection of Cravens Distinctive Character

The historic environment makes a significant contribution to the distinctive character of Craven and there is no doubt that the LDF should contain a sufficiently robust framework for the protection and where appropriate enhancement of its listed buildings, conservation areas, historic parks and gardens and archaeological sites.

Support is given to an approach which protects the historic built environment and open space within settlements therefore accepting the need for some greenfield development (Option 1).

What Other Plans Tell Us

- 8.55 **PPG15 and PPG16** promote the national objectives for the protection and enhancement of the historic environment.
- 8.56 **Draft RSS** Policy ENV9 deals with cultural heritage and provides protection for historic landscapes and archaeological assets. All development strategies should conserve distinctive elements of the historic environment and enhance local character.

Evidence Base

- 8.57 The heritage resources of Craven comprise listed buildings, archaeological sites, historic parks and gardens, historic street patterns, parks, green spaces and market places. They make an important contribution to the District's distinctive character, identity and sense of place and add greatly to the quality of life for residents and the attractiveness of Craven to visitors.
- 8.58 Craven advises potential developers that new development in conservation areas will be permitted although there is strong emphasis on development that, through appropriate design and layout, will make a positive contribution to the character and appearance of a Conservation Area. The demolition of most buildings in a Conservation Area requires consent, and trees within conservation areas are protected.
- 8.59 The Issues and Options consultation responses indicated that there was support for Option 1, to give a high priority to protection of the historic built environment along with all existing areas of open space within town and village settlements. These were valued as important to the identity of individual settlements and to maintain their open character and sense of space. These respondents accept that their protection will inevitably lead to a need for some development on green field sites outside the development limits of these settlements.
- 8.60 Craven District Council have commissioned work to prepare Conservation Appraisals for the towns of Skipton and Settle. These documents will set out the characteristics of each Conservation Area and will help inform the planning process and residents of features that are required to be retained and maintained in each area. The Conservation Area Appraisals will form part of the evidence base of the Submission document.

What the Issues and Options SA/SEA Recommends

- 8.61 Conclusion: Options 1 - strongly support protecting the natural and built environment and 2 - guided by Assessment of Open Spaces for Craven, have the greatest sustainability benefits, and their impacts will depend upon the level of need for development and the quality of the current historic environment and open spaces.
- 8.62 Option 2 is a practical and pragmatic approach which, if tailored to protecting those historic sites and open spaces that are of high quality, will be the most sustainable option.

Preferred Option Approach: Justification of Draft Policies

- 8.63 The historic environment is strongly protected by national and regional policy guidance. However, in Craven the contribution made by the historic environment to the local economy and to the quality of life of local residents has long been recognised. Distinctive local policies are needed to safeguard Craven's heritage assets from neglect and to encourage developers to realise the design opportunities that present themselves in historic settings.
- 8.64 The preferred option is to preserve and enhance listed buildings and conservation areas whilst recognising that heritage assets can deteriorate over time and that, without efforts to bring them back into beneficial use, they can ultimately be lost. Appropriate new uses of redundant buildings will be permitted where the development proposals secure the long term future of the building with minimal damage to the historic fabric.
- 8.65 New developments within the settings of listed buildings, archaeological sites or conservation areas will be expected to positively enhance the character and visual quality of the local area and the heritage assets by the use of high quality design and innovative forms of construction.

Outline of Policy

Policy ED3: Conservation of the Historic Environment

1. The restoration and re-use of listed buildings and buildings in conservation areas will be supported provided that the proposed uses will secure the long term future of the heritage assets and will be compatible with the location and the character of the surrounding area.
2. Development that fails to contribute positively to the character and visual quality of an area and the way it functions will not be permitted.
3. All new developments will be required to:
 - i) demonstrate by means of a Design and Access Statement that high quality and innovative design measures have been used, showing careful attention to the scale, character, setting and compatibility with their surroundings, materials and proposed use;
 - ii) respect, maintain and enhance the landscape character, street scene, scale and massing of existing buildings and the spaces between them;
 - iii) complement the distinctive landscape character and heritage assets of the surrounding area, particularly as defined in Village or Parish Design Statements or other design statements produced to indicate principles of good design applicable to locally distinctive areas;
 - iv) provide hard and soft landscaping within the scheme appropriate to the location.

Delivery Mechanisms

8.66

- Development briefs and/or landscape/townscape appraisals for prominent sites in conservation areas;
- Village or Parish Design Statements;
- Planning conditions;

Rejected Options

- 8.67 Option 3: Do nothing – in which low priority would be given to protecting the historic built environment. As a result existing areas of open space would be developed according to market forces. Although this approach could encourage an element of town cramming thus creating a dense built environment, it could also result in less green field land being brought forward for development. This Option would be very destructive of the historic environment and had no supporters at the Issues and Options stage.

BUILT ENVIRONMENT AND DESIGN

- 8.68 This section explores the built environment of Craven that has no statutory designations. Some people view this as the “modern” environment where buildings have been constructed for specific uses (industrial units; offices; retail units etc). Modern buildings can either have a negative or positive impact on the surrounding area. Careful design is required to ensure the building is compatible with surrounding buildings and structures but must also contribute to the sustainable environment.

What you told us ...

Quality of Design

The January 2007 event highlighted the density issue within the district’s towns and villages. The historic character of the built environment is one of high density and yet there seems to be a move towards lower densities.

A requirement for high quality and inclusive design for all development, in order to raise standards and gain community support, will benefit the local environment. Schemes such as ‘Living Over the Shop’ could be effectively used in towns like Skipton ensuring a more vibrant High Street and greater evening use.

What Other Plans Tell Us

- 8.69 ***PPS1 Delivering Sustainable Development:*** advises that 'planning shapes the places where people live and work and the country we live in. Good planning ensures that we get the right development, in the right place and at the right time. It makes a positive difference to people's lives and helps to deliver homes, jobs, and better opportunities for all, whilst protecting and enhancing the natural and historic environment, and conserving the countryside and open spaces that are vital resources for everyone'. Good design ensures attractive usable, durable and adaptable places and is a key

element in achieving sustainable development. Good design is indivisible from good planning.

- 8.70 **Draft RSS:** Policy YH1 the overall approach advises that growth and change across the region will be managed in order to raise environmental quality, as a good quality environment is 'critical to the social, economic and environmental well-being of the region'. In draft Policy YH6 the RSS aims to achieve a high standard of design that protects and enhances local settings, character, distinctiveness and heritage.
- 8.71 Draft Policy YH7 explains that the enhancement and protection of rural areas as attractive and vibrant places and communities, providing quality of place and excellent environmental, economic and social resource, will seek to achieve a high standard of design that protects and enhances settlement and landscape diversity and character.

What the Issues and Options SA/SEA recommends

- 8.72 No Options were appraised at the Issues and Options Stage

Preferred Option Approach: Justification of Draft Policies

- 8.73 Good design is essential to achieve sustainable forms of new development that complement and preserve Craven's distinctive environmental and heritage assets. In time, all new buildings and spaces are seen as an integral part of the traditional character of the established settlements, so it is important to maintain a very high standard of urban design and landscape design. Local people feel strongly that 'standard' and 'cloned' developments are not appropriate in Craven.
- 8.74 The Core Strategy will encourage proposals that are designed to create and maintain a sense of place within existing neighbourhoods and which enhance and respect their surroundings. Developers will be required to demonstrate by means of 'access and design' statements how the proposals will reflect and respond to the architectural character of the surrounding built environment and how landscape proposals will be incorporated to enhance the visual quality of the area. Development that does not contribute positively to improving the character and quality of an area, and the way it functions, should not be permitted.

Outline of Policy

Policy ED4: Improving the Quality of New Development

1. High quality and inclusive design for all developments in the District will be required in order to raise standards and gain community support for new development as a beneficial addition to the local environment.
2. A robust design process with the use of development briefs, design codes and appropriate pre-application discussions will be promoted so that proposals can be based on a clear understanding of the local, physical, social, economic, environmental and policy context for development. All planning applications must be supported by a Design and Access Statement.

3. In particular, all new development will be expected to:
- i) adopt appropriate design measures, showing careful attention to the scale, character, setting and compatibility with their surroundings, materials and proposed use;
 - ii) respect, maintain and enhance the character, street scene, scale and hierarchy of existing buildings and the spaces between them;
 - iii) provide an attractive, functional, accessible, safe and adaptable environment;
 - iv) create and contribute to a sense of place both in the buildings and spaces themselves and in the way they are integrated into their surroundings and the historic landscapes in which they are set;
 - v) optimise rather than maximise the potential of the site to accommodate development and contribute to suitable complementary facilities and uses; and
 - vi) contribute to the provision of a network of high quality open spaces which meets the identified needs of the community.

Delivery Mechanisms

8.75

- Development briefs for major sites;
- SPD guidance for sustainable design and construction
- CABE guidance;
- Determination of planning applications

Rejected Options

8.76 Option 3: has the greatest potential to enable development, particularly addressing housing for local need. However, it is likely to have a strongly negative impact on the natural and built environment within the settlements. The loss of open space including informal and formal recreation/sports facilities, could result in the deterioration in people's quality of life and health. It may also lead to deterioration in environmental quality and have a negative "knock on effect" on tourism and associated businesses.

OPEN SPACE AND RECREATION

8.77 Open space is an important aspect of the built environment. It has a number of functions:

- Breaks up the harshness of buildings
- Offers a place of peace and tranquillity
- Can be used as a place of informal recreation (walking, running; children's play area etc)
- Places of formal sport and recreation (organised activities – football, bowls etc)
- Habitats for wildlife

- 8.78 This section those areas that have useful functions and should be maintained and in some cases relocated to more accessible locations, and those that have lost their open space function and could be put to alternative uses.

What you told us ...

Open Space

In terms of open space there was clear support for the protection of existing open spaces within settlements, especially those which contribute to their environmental and historic character.

In relation to open space within settlements, some support was given to an option guided by the Craven Open Space Assessment, which may result in some areas of existing open space being released for development and also accepts some greenfield development (Option 2).

What Other Plans Tell Us

- 8.79 **PPG 17: Sport and Recreation:** This PPG describes the role of the planning system in assessing opportunities and needs for sport and recreation provision and safeguarding open space which has recreational value. Local planning authorities are required to ensure that through the preparation of development plans adequate land and water resources are allocated for organised sport and informal recreation. It says that local planning authorities should take account of the community's need for recreational space, having regard to current levels of provision and deficiencies and resisting pressures for development of open space which conflict with the wider public interest.
- 8.80 It emphasises the need for local planning authorities to protect existing open space and play facilities, unless they have been identified as being surplus following detailed study and assessment.
- 8.81 **Craven Community Strategy:** The adopted Craven District Community Strategy includes: **Aim 4 - Good Health and Social Well Being:** To enhance the general well being of the community, through the achievement of improved health, social care and affordable housing, a reduction in crime, and support for quality of life initiatives through culture, leisure and sport.

Evidence Base

- 8.82 The provision of adequate social and community infrastructure is a fundamental aim of sustainable communities. Consultees at the Issues and Options stage commented that they consider Craven's 'quality of life' to be high, in part because of relatively convenient access to local community facilities such as schools, village halls and local shops. The draft settlement strategy above reflects access to local facilities. However, the draft housing strategy points out that the elderly population of Craven is increasing and there are concerns about the availability of affordable housing and other services for older people, particularly those who do not have access to a car.

- 8.83 It is therefore important to recognise and protect the facilities and amenities that are available to communities, particularly in the more isolated rural settlements, including leisure and recreational facilities, parks and informal open spaces. As described above, the informal spaces within towns and villages are often highly valued for their contribution to the distinctive visual character of the settlement and residents feel that these should not be compromised by unsympathetic development.
- 8.84 ***Assessment of the Existing & Future Needs of the Community for Open Space, Sport & Recreational Facilities within Craven District 2004:*** This study was prepared in accordance with the provisions of PPG17 and comprises a qualitative and quantitative assessment of formal sports, open space and recreational facilities.
- 8.85 The Open Space Study establishes the existing qualitative and quantitative level of provision of recreation facilities and their overall condition, together with a recommended strategy for the improvement of existing and provision of new facilities.
- 8.86 The study establishes local standards for provision and demonstrates that there is a deficiency in formal provision and a surplus in informal provision throughout the plan area. In particular, at the time of undertaking the study there was a deficiency in quality terms in children's and young people's play provision in North and South Craven. The priority Wards for play provision and improvement are Skipton, Bentham, Cowling, Sutton in Craven, Settle and Ribblesbanks, Glusburn, Ingleton and Clapham. There is also a need to increase safety surfacing and to replace out of date equipment across the area.
- 8.87 In terms of playing pitch and outdoor sports facilities, inadequate facilities were identified across the district. However, existing sites have the capacity to meet demand through improvements to existing pitches. Key issues in relation to built sports and recreation facilities were identified including the need for improvements to provide disabled access in certain locations and the need for a four-court sports hall facility in the north of Craven. There is considered to be a good strategic spread of village halls within the district, offering a range of sports and recreation facilities.
- 8.88 The Open Space Study identified the distribution of open space provision, based on the hierarchy of settlements in the adopted Local Plan. It compiled an action plan recommending provision of and improvements to local facilities such as parks and gardens, semi and natural green spaces, green 'corridors', play provision and formal and informal civic spaces. The report advises that 'although there is a surplus of informal open space provision throughout Craven, this surplus is needed to sustain and increase current levels of tourism and must therefore be protected and maintained'.

What the Issues and Options SEA/SA Recommends

- 8.89 In relation to the protection of open space, the SA concluded that:
Option 1: To continue to strongly protect open space within settlements and
Option 2: Continued protection guided by the Open Space Assessment Study would offer the greatest sustainability benefits. The impacts of this protection will depend upon the level of need for development and the quality of the current historic environment and open spaces.
Option 2 is considered to be a practical and pragmatic approach which, if tailored to protecting those historic sites and open spaces that are of high quality, would be the most sustainable option.

Preferred Options Approach

- 8.90 The Open Space Study demonstrates that the existing open space, sports and recreation facilities in Craven are both valued and needed. The preferred policy approach is therefore to maintain and improve existing facilities to meet the needs of the community and to resist loss of existing facilities unless there is a clear case for their replacement in a more accessible location.
- 8.91 Existing recreational facilities and amenity open spaces are important resources in the District, in terms of promoting healthy lifestyles, supporting the amenity of neighbourhoods and helping to attract visitors and tourists. Although there is a nominal surplus of informal open spaces within the District these are considered to be important to the overall character and attractiveness of the area and should be protected. There is a general shortfall in formal open spaces and playing pitch provision within the District, so that proposals which seek to provide new or improve the quality of existing facilities should be supported.
- 8.92 Whilst there is a need to provide sufficient recreational and amenity open space to meet the needs of existing residents, it is also important to ensure that open space needs arising from future developments are met. Therefore the preferred policy approach is to make reference to the standards suggested in the Open Space Strategy and to incorporate them into a Core Strategy policy to inform development control decisions and the contents of Section 106 agreements.

Outline of Policy

Policy ED5: Open Space & Recreation

1. Development proposals and activities that protect, retain or enhance existing recreational and open space facilities or provide new additional facilities, or improve access to facilities, particularly by non-car modes of transport, will be encouraged, provided they are in accordance with the findings of an open space strategy in accordance with PPG17.
2. Development of existing recreational land and buildings and amenity open space will not be supported, unless the asset is no longer required or development secures satisfactory replacement or improvement of the use or amenity of existing spaces sufficient to outweigh its loss.
3. In addition development of existing open spaces which are important elements of the local historic townscape character will not be allowed unless clearly justified by an appropriate Landscape/ Townscape Visual Assessment to identify the impacts such development would have on the character of the settlement and its setting within the wider landscape.
4. All new development will be required to contribute to high quality public spaces and opportunities for leisure and recreational activity.
5. Developers will be required to make appropriate provision on site, or contribute towards the provision elsewhere, of public open space and/or recreation facilities consistent with the findings of an open space strategy in accordance with PPG17.

Delivery Mechanisms

- 8.93 The policy will be implemented through:
- Site Allocations DPD
 - Section 106 agreements and pooling of 'commuted sum' developer contributions
 - The determination of planning applications
 - Joint working with local user groups to improve facilities.

Rejected Options

- 8.94 Option 3: Do nothing - Low priority would be given to protecting the historic built environment. As a result existing areas of open space would be developed according to market forces. Although this approach could encourage an element of town cramming thus creating a dense built environment, it could also result in less greenfield land being brought forward for development.

DESIGN AND THE REDUCTION OF CRIME

- 8.95 There have been many studies undertaken at the national level to ensure design features are incorporated into new developments that help minimise the incidence of crime. These can be features such as ensuring new play areas are overlooked by surrounding houses and are not hidden behind inappropriate landscaping.

What you told us ...

Cravens Settlements

The settlements of Craven are generally perceived by their residents as healthy and safe communities.

What the Issues and Options SA/SEA recommends

- 8.96 No Options were appraised at the Issues and Options Stage

Preferred Option Approach: Justification of Draft Policies

- 8.97 Whilst reported crime throughout the plan area is relatively low by national standards it is important to ensure that this situation remains and even improves. One of the Aims of the Craven Community Strategy (Aim 4: Good Health and Social Well Being) includes reducing crime as a means of enhancing the general well being of the community.
- 8.98 National legislation (Section 17 of the Crime and Disorder Act 1998) requires all local authorities to exercise their functions with due regard to their likely effect on crime and disorder, and to do all they reasonably can to prevent crime and disorder. One of the

government's key objectives for the planning of new housing (in PPS3) is to secure high quality sustainable places where people will chose to live.

- 8.99 The design and layout of new buildings and spaces can make a significant contribution towards reducing the scope for crime and the fear of crime and creating safer and more secure environments. The national 'Secured by Design' guidance is a police initiative supported by DCLG and the Home Office to promote crime prevention measures within new developments.
- 8.100 For example, good design can create active and self-policing public spaces and routes that are overlooked by a mixture of users at different times of the day. Good design can also create layouts that eliminate potential indirect and underused paths and public areas which encourage anti-social behaviour and provide potential escape routes for criminals. Design features that allow natural surveillance, provide adequate lighting of communal areas and support a sense of local ownership by clear demarcation of curtilages and defensible space, all contribute to a feeling of community safety.

Outline of Policy

Policy ED6: Tackling Crime through Design

1. The design of all developments must take account of the need to reduce the opportunities for crime and the fear of crime, disorder and anti-social behaviour, and promote safe living environments.
2. All developments will be required to adopt design measures to reduce the opportunity for crime and anti-social behaviour.
3. For major schemes applicants will be expected to explain how their building and layout designs have dealt with potential crime and fear of crime, in line with 'Secured by Design' guidance, as part of their Access and Design Statement.

Delivery Mechanisms

- 8.101 The policy will be implemented through:
- Allocations DPD
 - SPD guidance for sustainable design and construction
 - The determination of planning applications
 - Joint working with the Police Authority, especially with regard to consultation on major planning applications.

Rejected Options

- 8.102 Variation of design dependent on local circumstances was discussed in the Issues and Options stage, however, this would difficult to implement and can lead to an ad hoc system.

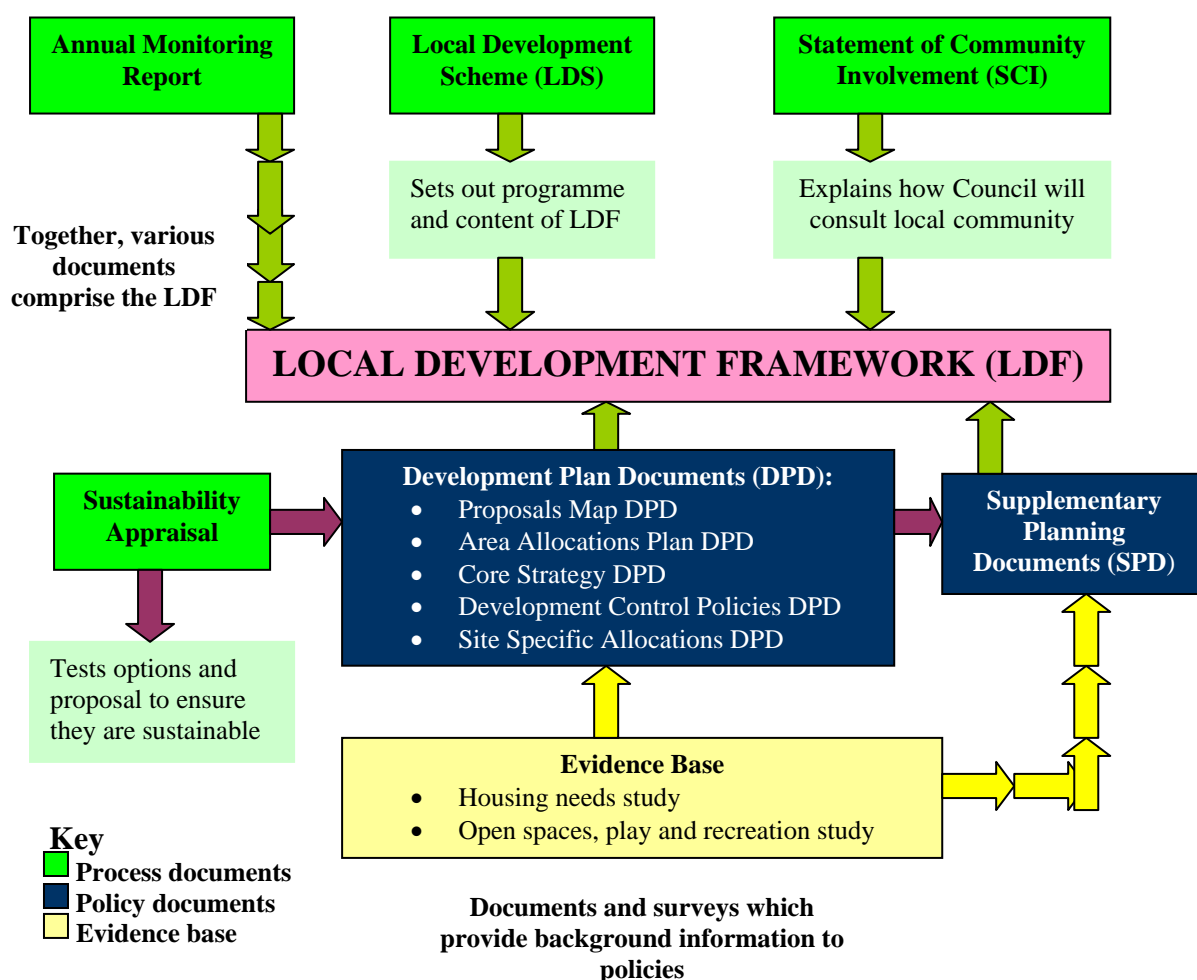
Part C: Annexes

1.0 ANNEX 1: THE NEW PLANNING SYSTEM EXPLAINED

The Local Development Framework

- 1.1 The Planning and Compulsory Purchase Act 2004 ushered in a radically different planning system. The new planning system is complex even to professionals. However, each element has a clear purpose, and once the initial structure is understood, the new system offers much more potential than the old, not least in flexibility and speed of production of plans, and in greater and earlier community involvement. A brief review is presented here, in order to explain the role of the Core Strategy document, and set it in context.
- 1.2 Under the new planning system, two elements will contribute to the new “Development Plan”:
- The **Regional Spatial Strategy (RSS)**, prepared by the Regional Planning Body. In Craven’s case, a new RSS for Yorkshire and the Humber is being prepared by the Yorkshire and Humber Assembly – the draft has now been submitted to the Secretary of State, and has been subject to examination and is expected to be issued in its final form in November 2007. The RSS will set the context for the local level of plans, and in particular may also set a sub-regional level of guidance.
 - The **Local Development Framework (LDF)**, prepared by the District Council, which covers all the Craven Local Planning Authority area (ie. the area of Craven District outside the Yorkshire Dales National Park – for which a separate LDF is being prepared). The LDF must be in general conformity with the RSS.
- 1.3 The new system will take over from the former set of Regional Planning Guidance (now replaced by the RSS), the County Structure Plan (prepared by North Yorkshire County Council) and the Craven District - Wide Local Plan. The Local plan and Structure plan policies are saved until September 2007. Certain policies will be saved until they are replaced by adopted LDD policy.
- 1.4 The Local Development Framework can best be viewed as a *folder*, which contains a number of documents, which will briefly be explained. The Council has already produced a **Local Development Scheme (LDS)**, which will be reviewed at least annually. This sets out the documents that will be contained within the LDF, their broad contents and the timetable for their preparation. The LDS is available on the web-site: <http://www.cravendc.gov.uk/Craven/Residents/PlanningServices/PlanningPolicy/LDF/> as will be all the other documents. The main documents currently proposed to be in the Craven LDF are as follows (each of which is a *Local Development Document*, or LDD):
- **The Core Strategy** – sets out the spatial vision for the area over the whole plan period, together with key spatial objectives and strategic policies. All other LDF documents must be in conformity with the Core Strategy.
 - **Allocations DPD** - The document will set out land designations including some development allocations for the period up to 2021
 - **Proposals Map** – which will show the location of the site-specific allocations, and other designations and constraints, on an Ordnance Survey map base (with large scale inset maps);
 - **Statement of Community Involvement** (or SCI) – the proposals for the involvement of all interested parties, including the general public, which the Council establishes both for the making of the LDF documents, and for consultations about individual planning applications.

- 1.5 All the above documents are termed *Development Plan Documents* (or DPDs), as they constitute part of the Development Plan (with the RSS) – and each is subject to formal processes of preparation, which include examination by an independent inspector, whose report will be binding on the Council.
- 1.6 In addition, **Supplementary Planning Documents** (or SPDs) will be produced to go into the LDF folder. These will be the successors to Supplementary Planning Guidance, and will provide additional guidance relating to the policies identified in Development Plan Documents. Examinations are not held into SPDs, but they will be subject to detailed public consultation (as identified in the Statement of Community Involvement).
- 1.7 Finally, and also to be part of the LDF, the Council will produce an **Annual Monitoring Report** (AMR), which will consider progress on plan production, and the effectiveness of plan proposals. The relationship between all the components in the “folder” is illustrated below:



Spatial Planning

- 1.8 If the structure of the new plans is different, then the approach and purpose of the plan itself is also radically new. The concept of *spatial planning* is intended to be at the heart of the new planning system. Previously, as in the case of the Craven District Local Plan, the focus of the planning system was narrow and regulatory. The Government’s

aim is that the new spatial planning system of RSS and LDF should be much wider and more inclusive. Spatial planning concerns itself with places, how they function and relate together – and its objectives are to manage change to secure the best achievable quality of life for all in the community, without wasting scarce resources or spoiling the environment.

- 1.9 The new process will require the local authority and other agencies to work much more closely together, and to co-ordinate their activities to achieve agreed objectives. For example, the LDF needs to take account of the intentions of agencies concerned with education, transport and health – and the LDF provides a major opportunity, in conjunction with these agencies, to coordinate all these activities as they affect the different parts of Craven. One of the key purposes of the new LDF will be to give a spatial dimension to the Craven Community Strategy.

Plan-Led Development

- 1.10 Although the wider spatial remit of the LDF is very important, the “Development Plan” function of the RSS and LDF will continue to be very significant. The new planning system is described as being “plan-led” because Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires development control decisions to be made in accordance with the Development Plan, unless material considerations indicate otherwise.

Sustainable Development

- 1.11 Whilst the format and context of planning has changed, the Government is clear that the purpose should remain focused on the achievement of *sustainable development*, as the core principle underpinning planning. As PPS1 advises, “at the heart of sustainable development is the simple idea of ensuring a better quality of life for everyone, now and for future generations”. In other words, the objective is to achieve “development that meets the needs of the present without compromising the ability of future generations to meet their own needs.” Achieving sustainable communities is also a key Aim of the Craven Community Strategy.
- 1.12 As a key part of ensuring that the LDF achieves sustainable development, at the same time as the main LDF documents are prepared the Council must undertake a separate and concurrent evaluation of the choices considered, and the options preferred. This evaluation, called a **Sustainability Appraisal (SA)** (and including a **Strategic Environmental Assessment: SEA**) which provides an important context for considering the approach taken, determining whether the choices taken are the most sustainable, and thus influencing the nature of the LDF’s proposals. For all LDDs the Council has commissioned consultants to undertake this work. The SA report relating to the Core Strategy Preferred Options document is available from the Council and is published on the web site *and should be read in conjunction with this report*.

The Evidence Base

- 1.13 In order to plan anything properly, it is essential to have up-to-date and reliable information about what is happening now. Preparing the Local Development Framework is just the same. The Council needed information about important aspects of living and working in Craven such as housing; the local economy; community facilities including schools, shopping and sports facilities; and transportation and the environment which also figure very prominently in people’s daily lives. The main technical studies (all available from the Council web-site) relevant to the Core Strategy

and which form the Council's evidence base are:

The Core Strategy Document

- 1.14 The Core Strategy Preferred Options document has been prepared at a key stage in the LDF process. The views expressed through the previous consultation (Issues and Options), the technical studies which have been undertaken, and the outcome of the Sustainability Appraisal, together with the other important strategic considerations, particularly from the Craven Community Strategy and the RSS (see Annex 3), have all been taken into account. This document provides the Council's response, in the form of the proposed strategy that it is recommended should be followed.

2.0 ANNEX 2: MONITORING

Monitoring and Review

- 2.1 The Core Strategy is the Council's first spatial planning document, and is being prepared as good practice in the new planning system is developing. The most soundly based plan can be undermined or lose relevance as a result of a changing economic climate, changes in public opinion and attitudes and consequent changes in political and government priorities. Global issues such as energy supply, factors such as climate change giving rise to changing patterns of flood risk, all of these may necessitate changes to the plan.
- 2.2 The District's Communities in 2023 will be different to today with different needs and aspirations. In addition, the further one plans into the future, the less reliable one's predictions and assumptions become. Whilst every attempt has been made to produce a Core Strategy that is robust enough to withstand foreseeable changes it is likely that the plan will require modification well before the end of the plan period in 2023
- 2.3 The Submission Core Strategy will contain targets for each policy which will be monitored through a Annual Monitoring Report which the Council is required to prepare. This Annual Monitoring Report identifies progress on the preparation and implementation of the various LDF Documents, identifies resource constraints and considers the implications of any important contextual changes.
- 2.4 The Annual Monitoring Report will be subject to consultation, offering the opportunity for outside bodies to comment on the monitoring and review process. Each year following adoption, the Core Strategy will be evaluated and if a partial or total review is necessary, it will be undertaken.

ANNEX 3: GLOSSARY OF TERMS AND ABBREVIATIONS

Annual Monitoring Report (AMR) A report on how the Council is performing in terms of the Local Development Framework. It includes a review of the Local Development Scheme's timetable and monitors the success of development plan document policies.

Core Strategy (CS) Sets out the long-term vision for the district and provides the strategic policies and proposals to deliver that vision.

Craven Community Strategy (CCS)

(Department for Communities and Local Government) DCLG The Government Department responsible for planning matters.

Development Plan Document (DPD) A document setting out the Council's planning policies and proposals. They are subject to community involvement, consultation and independent examination. A sustainability appraisal is required for each development plan document.

Local Development Document (LDD) Any document within the Local Development Framework. They comprise Development Plan Documents, Supplementary Planning Documents and the Statement of Community Involvement.

Local Development Framework (LDF) This is the term given to the new system of local development documents (LDDs), which will replace the existing Local Plan. Together the LDDs provide the Local Planning Authority's land use and spatial policies for the district.

Local Development Scheme (LDS) A three year programme which shows the local development documents to be produced and the timetable for their production.

Planning Inspectorate (PINS) The Government agency responsible for scheduling independent examinations. PINs employ the planning inspectors who sit on independent examinations.

Planning Policy Guidance (PPG) A series of documents setting out the Government's national land use planning policies e.g. housing, transport, and employment. They are currently being replaced by Planning Policy Statements.

Planning Policy Statement (PPS) A series of documents setting out the Government's national land use planning policies that will replace the previous Planning Policy Guidance notes.

Proposals Map A separate Local Development Document which illustrates on an Ordnance Survey base map all the policies and proposals contained in the development plan documents (DPD) and 'saved' policies. It must be revised each time a DPD is submitted to the Secretary of State.

Regional Planning Guidance (RPG) Produced by the Government Office for Yorkshire and the Humber. It provides a regional spatial strategy within which the Local Development Framework should be prepared. To be replaced by Regional Spatial Strategy.

Regional Spatial Strategy (RSS) Produced by the Yorkshire and Humber Regional Assembly. Sets out the Government's policies within the region.

Spatial Planning Includes economic, social and environmental issues as well as the physical aspects of location and land use.

Sustainability Appraisal (SA) These are required under national legislation for emerging policy and include consideration of social & economic impacts as well as impacts on the environment. The Council's Local Development Scheme incorporates Strategic Environmental Assessments into the definition

Statement of Consultation / Statement of Compliance: A report or statement issued by local planning authorities explaining how they have complied with their Statement of Community Involvement during consultation on Local Development Documents.

Statement of Community Involvement (SCI) A document which sets out how the Council will consult and involve the public at every stage in the production of the Local Development Framework. It also applies to major development control applications. The SCI is not a development plan document but will still be subject to an independent examination

Strategic Environmental Assessment (SEA) An appraisal of the impacts of policies and proposals on economic, social and environmental issues, required by European legislation. Craven District Council is preparing a combined SEA and Sustainability Appraisal

Statutory development plan Consists of the Regional Spatial Strategy and development plan documents. The starting point for the determination of planning applications.

Supplementary Planning Document (SPD) This is a local development document which provides additional advice and information relating to a specific policy or proposal in a development plan document (DPD). It does not have DPD status and will not be subject to independent examination.