



## Shaping Places and Spaces

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

## **Craven District Council**

**Consultation Paper 3:**

### **ECONOMIC STRATEGY & DISTRIBUTION**

**19<sup>th</sup> June – 31<sup>st</sup> July 2006**

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## Economic Strategy & Distribution

### **1. KEY ISSUES**

#### Conference Outcome

During the Shaping Places & Spaces conference delegates were asked to consider the following questions:

#### Which of the following types of employment development should the LDF provide scope for?

The type of employment development that was given the highest priority in terms of provision was:

- the need for small scale workshops, which are well related to rural settlements.

This was followed by:

- small scale businesses within villages; and
- the need for small-medium sized sites to be identified on the edges of towns.

Further statistics show that:

- A total of 33% of delegates felt that it was not important to plan for medium sized sites to be located close to the road network, which would be suitable for warehousing and distribution;
- 15% of delegates felt that large sites located within or on the edge of existing settlements should be encouraged through the LDF; and
- it was also considered that high tech industries requiring a higher skilled workforce should be encourage together with opportunities for home working.

#### How can the rural economy be developed and supported?

The following issues were identified:

- Allow for diversification of the rural economy through conversion of existing building complexes; encouraging development from the private sector through planning policy; increase number of farmers markets; encourage rural enterprises such as tourism and arts through provision of low cost/low tech premises for start up businesses; and encourage the promotion of local foods in shops and restaurants.
- Adopt an integrated approach – respond to needs and support the rural economy.
- Improve roads, public transport links and access to local services and training to address skills deficit within rural areas.
- Provide an adequate supply of housing, including affordable and key worker housing, to encourage relocation of employers from outside the plan area.
- Extend availability of broadband.
- Protect existing employment uses.

#### Should the LDF incorporate policies that:

- Help and support smaller businesses
- Focus on attracting larger employers into the area
- A total of 85% of delegates felt that the LDF should include policies that help and support smaller businesses.
- 40% of delegates agreed that the LDF should also help to attract larger employers to the areas, which therefore indicates that there is a need for the

LDF to include policies that meet the needs of both smaller and larger existing and potential employers.

- In particular, 89% of delegates felt that small scale businesses should be developed in villages.

There is a significant daily net out migration of workers from the plan area. Should the LDF include policies which aim to reduce the current levels of out commuting e.g., through allocating additional employment land?

- A total of 60% of conference delegates felt that LDF policies should aim to reduce current levels of commuting out of the plan area.
- 32% felt this should not be an aim of LDF policies.

Should the LDF contain policies to help guide farm diversification?

An overwhelming 91% of delegates considered that the LDF should help guide farm diversification. Of this percentage the majority identified the need for the LDF to provide opportunities for rural employment sites to be developed, which could include conversion of existing barns into workshops etc. Farm shops, accommodation, leisure facilities, tea rooms and tourist facilities were also identified as being acceptable for types of farm diversification. It is important to note that of all these suggested types of farm diversification were very well supported during the Shaping Places and Spaces consultation event.

Whilst the range of farm diversification discussed above was well supported, it was considered that the extent of farm diversification should be limited and have regard to sustainability and conservation of the rural environment. It was felt that whilst there is a need for small start up workshops within the rural environment, they should not be encouraged within rural isolated locations. Other types of farm diversification to be encouraged were:

- Farm interpretation centres/ manufacture & sales of food
- Caravan and static homes parks.
- Accommodation for walkers.

Are there any other employment related matters which you think require policy guidance in the LDF?

The following issues were identified:

- Need to support existing and new small businesses to maintain the identity of the plan area.
- Encourage premises e.g., live/work units and units above shops that are well linked to both good transport routes and residential areas.
- Encourage energy efficient developments.
- Encourage the following measures in new developments which help people to chose an alternative to car travel to employment areas:
  - Cycle routes/stands;
  - Enhanced pedestrian links;
  - Mixed use development sites which incorporate both housing and employment premises and thus encouraging people to walk to work; and
  - Section 106 Agreements which encourage inward investment in public transport.

## **2. SUMMARY OF NATIONAL & REGIONAL PLANNING CONTEXT: What the Local Development Framework Can and Cannot Influence.**

The role of the Regional Spatial Strategy for Yorkshire and the Humber is to identify key economic sections and provide a spatial framework for employment development across the region to be then taken forward in LDFs.

The employment development strategy set out within the Core Strategy will need to incorporate key aspects of RSS such as:

- Stimulation of the rural economy
- Provide choice and flexibility
- Within the Leeds City Region area of the plan area i.e., Skipton and South Craven incorporate the concept of the Airedale Corridor, which identifies an area north of Bradford to Skipton as an Economic Corridor for growth whilst restraint is proposed for the rest of the plan area within the Leeds City Region sub area.

This strategy will need to be set in the context provided by draft RSS of urban regeneration.

Draft Regional Spatial Strategy does not propose a specific employment land requirement for local authority areas. Instead draft policy E3 sets out a range of land requirements for Craven District of between 1 and 8 hectares for the period to 2016. Draft policy E3 is clear however that this land requirement should only be used as a basis for an employment development strategy and in the absence of a local Employment Land Review. An Employment Land Review is currently being carried out for the plan area and will supplement Craven's Business and Employment Needs Study, which recommends that between 25 and 30ha of employment land be allocated within the LDF. Once the Employment Land Review is completed it will provide a robust employment land requirement for the plan area.

The identification of sites for future economic development will be done through the preparation of the Allocations Development Plan Document rather than the Core Strategy. The draft context that is emerging as part of the Regional Spatial Strategy will however clearly influence the overall approach taken within the Core Strategy.

Section 3 of this paper provides further detail in relation to the national and regional planning context relating to this topic paper.

### **3. OPTIONS**

Based on the issues identified through the Shaping Places and Spaces Conference, and influences from local, regional and national guidance and strategies, a series of options relating to the economy have been formulated.

Key issues identified during the Shaping Places and Spaces Conference in respect of the economy strategy and distribution were the need for LDF policies to provide opportunities for small scale employment development within the rural part of the plan area, including farm diversification, together with opportunities for larger scale employment development within or on the edges of existing urban areas. It was

considered that there is a need for the LDF to contain policies that help and support existing business and to attract inward investment into the plan area.

#### A. Location of Economic Development

It is anticipated that the broad direction and distribution of growth within the plan area, including new employment sites, will be determined by the Settlement Strategy (Consultation Document 1). The options below relate to the location of individual sites for employment development within that overall strategy and the primary determining factors in site selection. In order to identify sites of employment development should emphasis be placed upon:

Option 1: 'Market Led'– The location of new employment development is determined in response to market forces.

Option 2: The location of new employment development is determined in response to the needs of businesses within the plan area, identified through an up-to-date Employment Needs Study.

Option 3: The location of new employment development is determined by the need to minimise impact on the environment (e.g., close to existing public transport links).

Option 4: The location of new employment development is determined according to the principles of sustainable development.

Option 5: An integrated approach, in which equal weight is given to the market, the needs of businesses the environment and sustainability in determining the location of new employment development.

Option 6: A different approach.

#### B. Types of Employment Development

The following set of options have been formulated to allow a preference to be made in terms of whether each option should be applied to the whole of the plan area or specifically to the settlements or group of settlements listed below. This approach would potentially allow different approaches to exist for different areas:

- Skipton
- Local Service Centres<sup>1</sup>
- Villages
- Open countryside

*(Categorisation of settlements are based on the existing settlement strategy set out within the adopted local plan)*

In addition it would be helpful if each option were rated in terms of preference. Opportunities to state a preference to this set of options is provided on the Council's response form attached to this paper.

<sup>1</sup> Local Service Centres: Settle, Giggleswick, Hellifield, Ingleton, High Bentham, Gargrave, Cononley, Glusburn/Cross Hills, Sutton-in-Craven and Cowling.

	Skipton	Local Service Centres	Villages	Open Countryside	Preference of Option (Rank 1-10)
<u>Option 1:</u> Encouraging live/work units, and the enhancement of Broadband technology.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<u>Option 2:</u> Farm diversification schemes.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<u>Option 3:</u> Tourism based enterprises.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<u>Option 4:</u> High technology based development.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<u>Option 5:</u> Warehousing/distribution development.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<u>Option 6:</u> Retail development.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<u>Option 7:</u> The development of offices.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<u>Option 8:</u> A mix of employment uses on new sites.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<u>Option 9:</u> 'Do nothing' – planning policy does not actively encourage any specific economic sectors.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<u>Option 10:</u> A new approach.					

**C. Supporting Local Economic Regeneration**

In order to guide the direction of Core Strategy policy to help support the local economy, please consider the following questions:

1. What approach should be adopted in order to bring forward opportunities for regeneration in key settlements such as Skipton?  
Should the approach be:
  - Influenced by the market
  - Influenced by existing and emerging strategies to encourage regeneration

- Influenced by existing and emerging funding regimes , which provide opportunities for regeneration
  - A combination of the above?
2. Should the LDF safeguard existing employment sites from other land uses?
  3. Should the LDF support the development of the urban economy i.e., by focusing new employment development within or adjacent to existing urban areas and by attracting larger employers to the area?
  4. Should the LDF help and support existing and new businesses by providing a range of different sizes of employment sites?



## **4. INFLUENCES**

### **National Planning Policy Context**

**Planning Policy Statement 1: 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.

**Planning Policy Statement 12: Local Development Frameworks:** and its Companion Guide spells out Government policy and guidance on preparing LDFs.

**Planning Policy Statement 6: 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.

**Planning Policy Note 4: Industrial Development & Commercial Development & Small Firms:** 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.

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.

### **Draft Regional Spatial Strategy For Yorkshire and The Humber**

The Economy chapter of draft Regional Spatial Strategy proposes an overall approach to addressing economic issues within the Local Development Framework. Policies E1 to E7 of draft Regional Spatial Strategy provides such a context and sets an over arching framework within which the Local Development Framework strategy for the economy should be placed. In this regard, and within a plan area context the key proposals are:

- To create a successful and competitive regional economy (Policy E1)

- Supporting the functions and activities of Town Centres (Policy E2)
- Using locally derived employment land reviews to support the bringing forward of land for employment uses (Policy E3)
- A criteria based approach to Safeguarding Employment land (Policy E5)
- Sustainable Tourism (Policy E6)
- Rural Economy (Policy E7)

In terms of determining the level and type of employment land to be brought forward, draft Regional Spatial Strategy does not propose a planning authority level land requirement, leaving this to the discretion of individual planning authorities and informed by employment land reviews. Consequently, draft Regional Spatial Strategy provides a strategic context within which such reviews should be undertaken and subsequent land requirements derived. In addition draft Regional Spatial Strategy also provides a strategic approach to the safeguarding of employment uses.

The Local Development Framework, in the formulation of an employment strategy should account for the draft policy context as set out above. Of particular significance will be the amount of new employment land identified that may emerge, although it is not for this document to identify sites. This will be done through the preparation of the Allocations Development Plan Document. The draft context that is emerging as part of the Regional Spatial Strategy will clearly influence the overall approach taken within the Local Development Framework.

### **The Regional Economic Strategy**

This document is also being reviewed by Yorkshire Forward, the Regional Development Agency for Yorkshire and the Humber. This strategy has the aim of ensuring the region achieves the Government's national economic policy of high and stable levels of growth, shared by everybody and a better quality of life. The Regional Economic Strategy 2003-2012 and the Regional Spatial Strategy should be complementary and provide a regional economic and spatial policy context for Craven's LDF.

Other Spatial Issues arising from the Regional Economic Strategy relate to the Urban and Rural Renaissance and Market Towns Initiatives, which are particularly relevant to the settlements of Skipton and Settle within Craven. This strategy also identifies key economic assets and locations within the region such as the Yorkshire Dales National Park and the Forest of Bowland Area of Outstanding Natural Beauty.

### **The York and North Yorkshire Investment Plan**

The Regional Economic Strategy will be delivered through the development of five action plans. One of which is The York and North Yorkshire Investment Plan 2004-2009, which sets out the sub region's priorities for accessing the Yorkshire Forward's single pot funding as well as other investment. In relation to the Craven economy, the key objectives for the sub region are to build a new economic base in rural areas and to encourage the start up and growth of high value added businesses.

### **Evidence Base**

#### **The Craven Economic Strategy**

The Economic Strategy for Craven sets out the following Economic Vision:

"To have an economy that can sustainably produce 3.5% growth per year."

The aims of the strategy are split between enabling the increase of productivity of the existing economy and establishing the building blocks for industries providing unique value in the future.

To achieve this vision the strategy aims to:

- Increase output from existing businesses
- Increase high growth business start-ups
- Raise productivity of tourism
- Raise productivity of agriculture

#### **Craven Business and Employment Needs Study**

The aim of this study was to undertake research into business and employment needs in the district in order to develop pro-active interventions within the local economy and to inform current and future demand for sites and premises within the district.

The outcomes and findings of the study fall into the following broad categories:

- Land Issues;
- Business Support;
- Skills; and
- Infrastructure.

The study has concluded that there is a lack of supply of employment land and a need to identify more land for employment purposes. In addition, the study also concludes that a significant proportion of the remaining supply of employment land requires significant investment in order to overcome some considerable physical constraints.

The study sets out the following recommendations:

- In the region of 25 - 30ha of employment land be allocated into the forthcoming Local Development Framework;
- The majority of land to be allocated should fall within the areas of key demand – Skipton, South Craven and parts of Settle;
- Land should look to 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;

It is important to note that these are only recommendations made to the Council at this stage for consideration. The spatial aspects of this study will be tested through the LDF process.

### **Employment Land Review for Craven District Outside the Yorkshire Dales National Park**

The aim of this work is to assess the demand for and supply of land for employment and identify an up to date and balanced portfolio of sites in the LDF. This work has built upon the Craven Business and Employment Needs Study and is nearing completion. Once completed it will provide a robust employment land requirement for the plan area, which will inform both the Core Strategy and the Allocations Development Plan Documents.

#### **Other Relevant Initiatives**

##### **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 West Yorkshire and the Humber's Regional Economic Strategy. The objective is to ensure that each group of towns together with their hinterlands are the kind of place where people will want to, and can, live, work, invest and visit.

Within Craven District (outside the Yorkshire Dales National Park), the market towns of Skipton and Settle are currently taking part in the RMT programme and projects within these schemes 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. The spatial aspects of the RMT programme will be tested and realised through the LDF process.

Skipton Renaissance was launched in April 2003, with Craven District Council and North Yorkshire County Council as partners. The Skipton Renaissance Team was formed in February 2004 and leads a co-ordinated approach to the future developments in Skipton. The Town Team is made up of representatives from the Town, District and County councils together with representatives from businesses, colleges, voluntary groups and interest groups. The Renaissance Team has developed an initial plan setting out the overall vision, objectives and then projects that will help to deliver the vision. The Team's strategic vision is:

*"We will 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, business and visitors, while maintaining its unique heritage, beauty and character."*

From this strategic vision a number of projects have been identified to help to deliver the overall vision for Skipton. The majority of opportunities and projects identified in the original Renaissance Vision were ones that would use Craven District Council owned sites. The Council has therefore developed proposals using Council assets as a separate strand of the Renaissance Market Town Programme for Skipton.

### **Settle Renaissance Market Towns Programme**

In December 2005 a business plan for the Settle Renaissance Market Town Team set out the vision

*“To promote Settle as a “Rural Capital” for it’s hinterland by improving services & infrastructure and to create a thriving economy through tourism, culture, creative innovation and entrepreneurship within all Settle’s communities.”*

To achieve this vision the following objectives will be pursued:

1. Provide economic opportunities for the people of Settle through the work of StART and with support from Yorkshire Forward, Craven District Council, North Yorkshire County Council and other partners.
2. Build on Settle’s position as a rural capital in the centre of a landscape of international importance through, improved services and infrastructure.
3. To develop and enhance Settle’s physical and cultural assets for the benefit of the local community, economy and environment.

Further information is relating to the Settle Renaissance Market Towns Programme is provided within consultation paper 1: Vision, Strategic Objectives and Spatial Strategy.

## **5. HOW TO PARTICIPATE**

The options and questions contained within this document are set out on the Economic Strategy Response Form, which is attached.

Please send your comments and responses to the Council by **Monday 31<sup>st</sup> July 2006**.

- It would be helpful to the Council if you could complete the attached Response Form and send it, within the prepaid envelope to:  
Planning Policy  
Craven District Council  
Council Offices  
Granville Street  
Skipton  
North Yorkshire  
BD23 1PS
- Alternately the response form can be completed online via the Council's website [www.cravencd.gov.uk](http://www.cravencd.gov.uk)
- Whilst the use of the response form is encouraged, the Council will also accept comments sent by Email to [ldf@cravencd.gov.uk](mailto:ldf@cravencd.gov.uk)

All responses will be recorded and then considered by the Council in moving to the preferred options stage of preparing the Core Strategy Document.