

**CRAVEN SPATIAL PLANNING SUB-COMMITTEE**

5<sup>th</sup> June 2017

**Present** –Councillors Brockbank, Dawson, Madeley, Shuttleworth (substitute for Barrett), Solloway and Staveley.

**Officers** – Strategic Manager for Planning and Regeneration, Spatial Planning Manager, Planning Officer (Planning Policy), Planning Consultant and Committee Officer.

Apologies for absence were received from Councillors Barrett and Sutcliffe.

Start: 6.30pm

Finish: 7.53pm

The minutes of the Sub-Committee's meeting held on 6<sup>th</sup> April 2017 were confirmed and signed by the Chairman as a correct record.

**Minutes for Report**

CSP.137

**CHAIRMAN AND VICE-CHAIRMAN**

**Resolved** – (1) That Councillor Dawson is appointed Chairman for the current municipal year.

(2) That Councillor Staveley is appointed Vice-Chairman for the current municipal year.

CSP.138

**CONFIRMATION OF MINUTES**

**Resolved** – That the minutes of the Sub-Committee's meeting held on 6<sup>th</sup> April 2017 are confirmed and signed as a correct record.

CSP.139

**LOCAL PLAN VIABILITY APPRAISAL**

Further to Minute CSP.128/16-17, at which the Sub-Committee had received a briefing on the purpose and methodology of the Local Plan Viability Assessment, the Strategic Manager for Planning and Regeneration submitted a report presenting and seeking approval of the Craven Local Plan Viability Appraisal which, if approved, would form part of the evidence base to the Local Plan.

Members were reminded that the National Planning Policy Framework required emerging Local Plans to be tested for viability, stating that plans should be deliverable, therefore proposed sites and the scale of development identified in a plan should not be subject to such a scale of obligations and policy burdens that their ability to be viably developed was threatened. In preparing the viability assessment now presented, the views of all developers, house builders, registered providers, agents and planning consultants on the Council's local plan database had been sought, and 12 external stakeholders had attended a presentation by the Council's consultants, Aspinall Verdi, on 1<sup>st</sup> March 2017. A partial draft of the Assessment and other relevant information from the stakeholder workshop had then been sent to all 100 plus stakeholders to seek their views on the emerging document. Two representations were received and taken into account in producing the final assessment.

Having taken into account the proposed planning obligations/developer contributions on sport and open space, education and highway improvements in Skipton, as well as 40% affordable housing,

the Assessment had concluded that the forthcoming Draft Local Plan was viable and could be delivered. In responding to questions during the course of the ensuing discussion, the Spatial Planning Manager stated that the evidence showed the starting point on affordable housing should be 40%, however, the policy within the draft Local Plan recognised that there may be reasons on individual sites which warranted a lower figure.

**Resolved** – (1) That the findings of the Aspinall Verdi Craven Local Plan Viability Assessment are noted, and that the Local Plan Viability Assessment and Appendices thereto, as now submitted, are accepted subject to minor amendments into the evidence base to support the emerging Craven Local Plan.

(2) That the Strategic Manager for Planning and Regeneration is authorised to make minor amendments to the Local Plan Viability Assessment prior to the forthcoming Pre-Publication Consultation Draft Plan.

CSP.140

### HIGHWAY MODELLING FOR SKIPTON

The Strategic Manager for Planning and Regeneration submitted a report presenting the outcome of work undertaken by the consultants, Jacobs UK Limited, in assessing the traffic impacts of proposed housing developments within Skipton as part of the forthcoming local plan. The primary output of the study had been an assessment of the impact on eleven junctions across Skipton's highway network.

Copies of the consultant's report "Craven Local Plan Modelling Highway Impacts of Local Plan Development in Skipton" had been circulated in full as an appendix to the Strategic Manager's report. If accepted by the Sub-Committee the study would form part of the evidence base to the Local Plan.

In responding to opinions expressed by Members that the level of congestion experienced at some junctions was not reflected in the findings of the modelling exercise, Officers pointed out that the junctions had been assessed using nationally accepted modelling software, and that there was a difference between being able to show there was congestion beyond an acceptable level and perceived congestion. Local experience did not necessarily mean a junction was operating beyond capacity. In any event at the point of submission of applications for planning permission on larger sites, applicants would still need to submit traffic impact assessments at that time, no matter what the Local Plan indicated.

The study had identified four junctions as requiring improvement / increased capacity at an estimated cost of £695,000. Those mitigation measures could be funded by either Section 106 Obligations or Section 278 Highway Obligations.

**Resolved** – (1) That, subject to minor amendments, the Highway Modelling Report for Skipton, as now appended to the Strategic Manager's report, is accepted for publication on the Council's website, and as evidence base to support the Craven Local Plan: Pre-Publication Consultation Draft (Summer 2017).

(2) That the Strategic Manager for Planning and Regeneration is authorised to make minor amendments to the Highway Modelling Report prior to the forthcoming Pre-Publication Consultation Draft Plan.

CSP.141

### LOCAL PLAN TIMETABLE

Further to Minute CSP.130/16-17, the Strategic Manager for Planning and Regeneration submitted a report seeking an adjustment to the Local Plan Timetable.

A pre-publication consultation draft of the Craven Local Plan would be presented to the Sub-Committee on 14th June 2017 and, subject to Member approval, public consultation would commence on that draft on Monday 19th June 2017 for a period of 6 weeks. It was anticipated that the publication version of the Local Plan would then be presented to Policy Committee and Council by the end of September 2017 and, following a further period of consultation, submitted to the Secretary of State by early December 2017.

It was pointed out that the estimated timescale for the Examination of the Local Plan was based on the latest guidance produced by the Planning Inspectorate "Procedural Practice in the Examination of Local Plans" this suggested, subject to the outcome of the examination, adoption of the Local Plan in July 2018.

A copy of the revised timetable had been circulated with the Strategic Manager's report.

**Resolved** – That, the adjusted timetable, as now presented at Appendix A to the Strategic Manager's report, for the preparation of the Craven Local Plan is approved, and that the Local Development Scheme is amended accordingly for publication on the Council's website.

CSP.142

**MEETINGS : START TIME**

Further to Minute CL.946/16-17, the Sub-Committee was asked to agree the normal start time for its meetings for the remainder of the current municipal year.

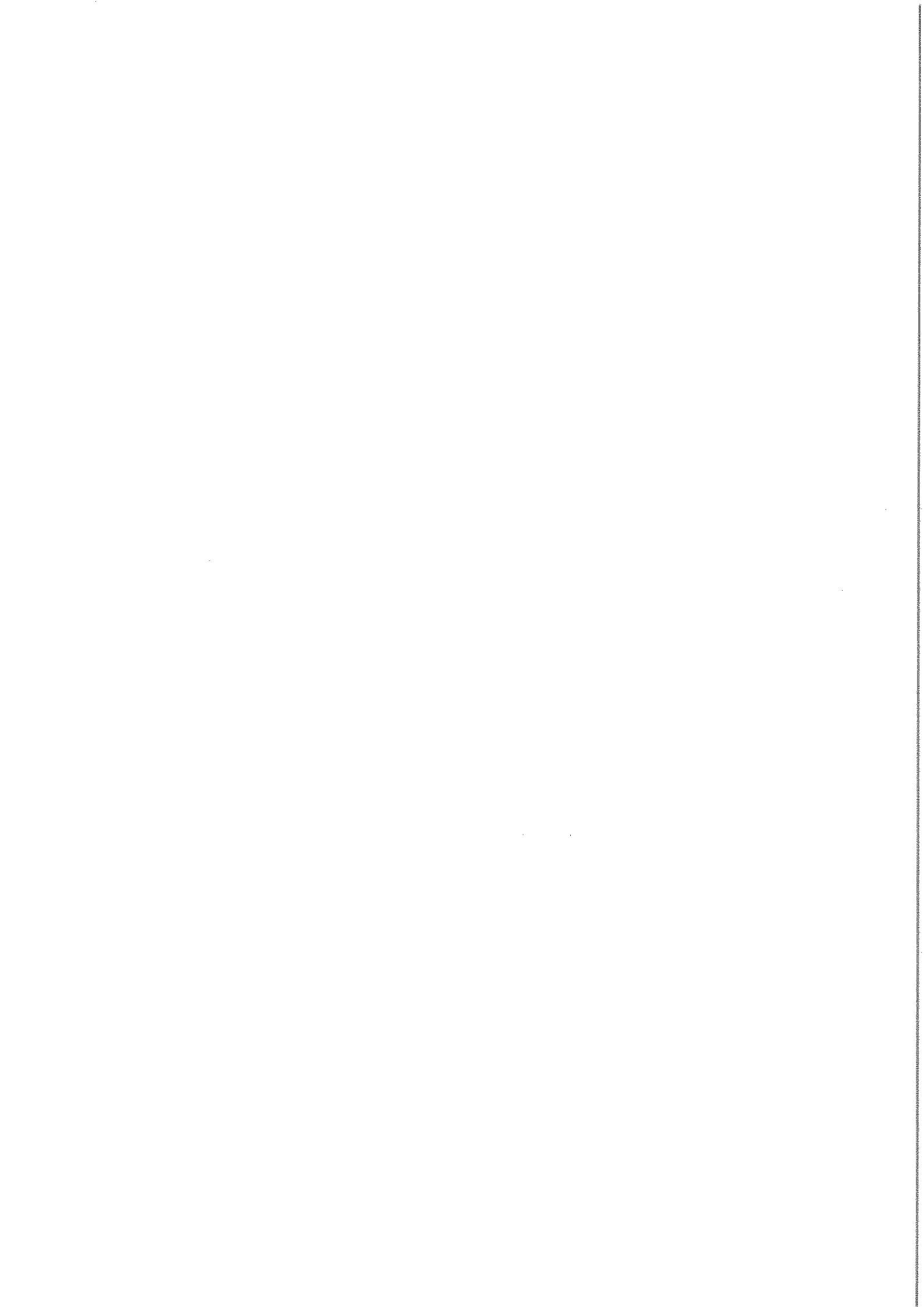
**Resolved** – That 6.30pm is retained as the normal start time for meetings of this Sub-Committee in 2017/18.

CSP.143

**DATE OF NEXT MEETING**

To be held on Wednesday, 14<sup>th</sup> June 2017 at 6.30pm.

Chairman.



**CRAVEN SPATIAL PLANNING SUB-COMMITTEE**

14<sup>th</sup> June 2017

**Present** – Councillors Barrett, Brockbank, Shuttleworth (substitute for Solloway), Staveley and Sutcliffe.

\* In the absence of the Chairman, the meeting was chaired by the Vice-Chairman, Councillor Staveley, with the exception of consideration of the draft Local Plan at Minute CSP.147 for which Councillor Sutcliffe took the Chair.

**Officers** – Strategic Manager for Planning and Regeneration, Planning Officer (Planning Policy), Planning Consultant and Committee Officer.

Apologies for absence were received from the Chairman, Councillor Dawson, and Councillor Solloway.

Start: 6.30pm

Finish: 7.53pm

**Minutes for Report**

CSP.144

**PUBLIC PARTICIPATION**

The following persons addressed the Sub-Committee

a. Mr D Jordan of Giggleswick addressed the Sub-Committee expressing his appreciation to those responsible for the production of the most recent draft of the proposed local plan, and in particular for having taken into account comments and objections submitted by Giggleswick residents, and in so doing excluded sites previously proposed for allocation within the Parish. He also thanked Members for their understanding and sympathy.

b. In addressing Members and commenting on the highway modelling works recently reported to the Sub-Committee, Mr D Walsh of Skipton, drew attention to the benefits and potential role a reinstated rail link between Skipton and Colne could play in the local economy and in easing to some degree parking and traffic pressures. He asked that more positive support for the re-instatement of the Skipton to Colne Railway be written into the Local Plan

c. Mr P Ward of Gargrave Parish Council addressed the Sub-Committee expressing concern that whilst proposed housing allocations for other settlements around the District had reduced, the draft local plan was showing an increase for Gargrave, with the proposed County Council development doubling the previously proposed allocation. He also failed to understand why the Council had not adopted Gargrave's Neighbourhood Plan and why all development within the village was programmed for the first five years of the Plan.

In reply the Planning Consultant, David Feeney, indicated that it would be possible to look at delivery timescales, although his understanding was that the County Council's intention was to proceed with its extra care development as soon as possible. Despite being extra care the scheme formed part of the housing allocation which had resulted in Gargrave's allocation being increased by 50 units. In responding to a further question from Mr Ward regarding the number of applications for housing development currently lodged with the Planning Department for housing development in Gargrave, Mr Feeney stated that on-going applications could not be taken into account, however should any be successful in obtaining consent the allocations for the village would be reviewed.

## HOUSING GROWTH OPTIONS

Further to Minute CSP.123/16-17, the Strategic Manager for Planning and Regeneration submitted a report seeking the Sub-Committee's approval of the Housing Growth Options Paper as a background document to be published alongside the Pre-Publication Draft Craven Local Plan for consultation in June 2017.

Members were reminded that the Council had a responsibility to set its own housing requirement and the Options Paper now before the Sub-Committee, set down how the Council had considered the issue of what the plan's housing requirement should be. Disregarding any policies, priorities and constraints relevant to planning for housing in the District, the Options Paper concluded that the full objectively assessed housing need for the Craven Local Plan should be 182 dwellings per annum between the years 2012 and 2032 realising 3,640 dwellings by 2032. However when taking into account the following considerations, four growth options (A, B, C and D) for sustainability appraisal and assessment had been identified:

- Housing need and delivery in adjacent local planning authorities
- The components of housing need: affordable housing
- Housing and economic strategy, policy and related evidence
- Delivery: Land availability
- Delivery: Past rates and the housing market
- Environmental impact
- Infrastructure

Housing Growth Option A: 145 dwellings per annum (2,900 dwellings) from 2012 to 2032 (This option was based on the annual average number of dwellings completed (net) over the past 9 years and broadly reflected the number of dwellings required to support the latest job growth forecasts for the District)

Housing Growth Option B: 182 dwellings per annum (3,640 dwellings) from 2012 to 2032 (This option represented the objectively assessed housing need for the Craven Local Plan Area, but excluded provision for the estimated housing need within that part of the Craven District covered by the Yorkshire Dales National Park (YDNP))

Housing Growth Option C: 214 dwellings per annum (4,280 dwellings) from 2012 to 2032 (This option represented the objectively assessed housing need for the whole of the Craven District including that part of the District within the YDNP)

Housing Growth Option D: 350 to 400 dwellings per annum (7,000 to 8,000 dwellings) from 2012 to 2032 (This growth option would result in the potential for the District to meet all its need for affordable housing assuming 40% of all new homes could be affordable)

Having assessed the above options\*, the Paper provided reasons for rejecting Options A, B and D, and accepting Option C as the most appropriate housing requirement for the Craven Local Plan. The paper also drew attention to the challenges faced by the Park Authority in identifying land for housing due to its significant environmental constraints, and some ongoing uncertainty over the ability of the Park to meet the housing needs of that part of Craven District's Housing Market Area within the National Park

As previously indicated the position would be reviewed after a period of five years.

**Resolved** – That the Craven Local Plan Housing Growth Options Paper as appended to the Strategic Managers report now submitted, along with its Sustainability Appraisal

(Annex 1), is adopted as a background document to support the Pre-Publication Draft Craven Local Plan, and for publication as part of the forthcoming consultation.

\* Summary of reasons given within the Options paper for rejecting Options A, B and D, and accepting Option C replicated in the appendix to these minutes.

CSP.146

**OBJECTIVELY ASSESSED HOUSING NEED AND THE DUTY  
TO CO-OPERATE - NATIONAL PARK AUTHORITY**

Further to Minute CSP.123/16-17, the Strategic Manager for Planning and Regeneration submitted a report updating the Committee on the position in respect of the relationship between the Yorkshire Dales National Park Local Plan, and the emerging Craven District Local Plan in delivery of the objectively assessed housing need for the Craven Housing Market Area. To formalise the cross boundary relationship between this Council and the Yorkshire Dales National Park Authority, and demonstrate compliance with the duty to co-operate, a memorandum of understanding covering the following points had been drafted:-

- the Objectively Assessed Housing Need (OAHN),
- the Objectively Assessed Employment Need (OAEN),
- apportionment between Craven District Council and Yorkshire Dales National Park Authority, and
- strategy alignment

A copy of the draft memorandum had been circulated with the Strategic Manager's report

**Resolved** – (1) That the content of the Strategic Manager's report is noted and accepted.

(2) That the Draft Memorandum of Understanding (MOU) as now submitted is approved.

(3) That the Strategic Manager for Planning and Regeneration is granted delegated authority to sign the Memorandum of Understanding on behalf of Craven District Council and arrange for it to be signed by the Yorkshire Dales National Park Authority.

CSP.147

**PRE-PUBLICATION DRAFT LOCAL PLAN - CONSULTATION**

Further to Minute CSP.130/16-17, the Strategic Manager for Planning and Regeneration submitted a report presenting the pre-publication draft Craven Local Plan and seeking approval to its publication for a six week period of public consultation. An addendum to Appendix C (Infrastructure Delivery Plan) to the draft Plan was circulated at the meeting; the addendum highlighted the need for additional work to be carried out in determining appropriate contributions from development sites in Skipton in respect of works listed within the Skipton Traffic Study.

To assist Members understanding as to how sites had been selected for inclusion in the draft plan, the Planning Consultant, David Feeney, delivered a brief presentation summarising the residential and employment site selection process and the factors taken into account in producing sustainability appraisals and analysis.

**Resolved** – (1) That, publication of the pre-publication draft Craven Local Plan, including appendices A, B and C, as amended by the addendum now submitted, together with the policies and inset maps, is approved for a period of consultation commencing Monday 19<sup>th</sup> June 2017 and ending on Monday 31<sup>st</sup> July 2017.

(2) That steps are taken to ensure the consultation exercise is widely publicised and notification given as to where information and the draft Local Plan can be accessed.

(3) That officers are asked to give due consideration to the possibility of a public drop in session or sessions being held as part of the consultation exercise.

(Councillor Staveley declared an interest in the above matter under Paragraph 15 of the Council's Code of Conduct, having presided over the appointment of Councillor Sutcliffe to chair consideration of the item he moved to the public seating area taking no part in the Sub-Committee's discussion and vote on the draft Local Plan.)

CSP.148

**DATE OF NEXT MEETING**

To be held on a date to be arranged in consultation with the Chairman and Members of the Sub-Committee.

Chairman.



### **Minute CSP.145 : Housing Growth Options Paper**

Extract : Summary of the reasons recommended within the Housing Growth Options Paper for selecting the Local Plan's housing requirement.

#### **Housing growth option A: 145 dwellings per annum (2,900 dwellings) from 2012 to 2032**

Option rejected because, whilst indicating a relatively good scoring on environmental impact in the Sustainability Appraisal (SA) and a good alignment with the latest jobs growth forecast for the District (Experian REM 2016), it fails to meet the full objectively assessed need for housing (FOAN) and would not represent the positive planning for growth required by the NPPF. This option would not meet the full objectively assessed need for affordable housing (FOANAH).

#### **Housing growth option B: 182 dwellings per annum (3,640 dwellings) from 2012 to 2032**

Option rejected. It scores reasonably well in its environmental impact (SA), and would be able to be met without the need to encroach into higher flood risk land or risk adverse impacts on the District's heritage. It would meet the full objectively assessed need for housing (FOAN) in the Craven Local Plan Area. However this option fails to recognise that some of the YDNP's housing need is likely to be met within the Craven Local Plan Area (outside of the National Park) and runs some risk that the housing need for the District as a whole may not be met. (It would be reliant on all the remaining housing need of the District being accommodated in the YDNP- this is a risk because of the current supply of housing in the YDNP Local Plan includes some reliance on windfall housing and the YDNPA is committed to reviewing its housing land allocations to identify more land for housing in the latter part of the plan period. This will be a challenge without environmental harm). This option would not meet the full objectively assessed need for affordable housing (FOANAH).

#### **Housing growth option C: 214 dwellings per annum (4,280 dwellings) from 2012 to 2032**

Option accepted is accepted as the preferred housing requirement for the Craven Local Plan. It would contribute better towards meeting the need for affordable housing than Growth Option's A and B. It aligns better than Growth Option B with the Council's Housing and Economic Strategies. This level of growth should ensure that the FOAN for the Housing Market Area (HMA) of the District as a whole will be met in the most sustainable locations across the District and minimise environmental harm in the Yorkshire Dales National Park. The moderate environmental harm likely to arise from providing for this level of housing is considered to be outweighed by the above benefits. This option is considered the best realistic option for minimising the impacts of an ageing population, the creation of balanced and inclusive communities, maximising the workforce potential to support existing local businesses and for maximising affordable housing. Any higher growth than 214 dwellings per annum runs the following risks:

- undermining the stability of the YDNP's population by encouraging more people to move into Craven District, in particular young adults and people of working age,
- adversely impacting on sensitive environmental designations, and
- increasing the lengths of travel to work through the lack of jobs within Craven District for the resident population.

**Housing growth option D: 350 to 400 dwellings per annum (7,000 to 8,000 dwellings) from 2012 to 2032**

Option rejected. Although it is the only option that could potentially meet the full objectively assessed need for affordable housing (FOANAH), it could not be met without significant risks to the environment and an unsustainable pattern of growth. It would result in the unnecessary loss of significant areas of land of medium to high risk of flooding. This option appears unrealistic and undeliverable when compared with historic completions rates in the District which have reflected market demand. It runs the risk of saturating the market and undermining viability and delivery of that level of housing. It would be in conflict with the Council's Economic Strategy and Local Plan Objectives and be out of alignment with the Local Plan evidence contained in the Craven Local Plan Employment Land Review (March 2017). It is likely to undermine a key objective of the Yorkshire Dales National Park Authority's Local Plan to make the Park more attractive for young adults and people of working age; and it is likely to result in high levels of out of District commuting by residents seeking work not available in the District.

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**CRAVEN SPATIAL PLANNING SUB-COMMITTEE**

22<sup>nd</sup> August 2017 (draft subject to confirmation)

**Present** – The Chairman (Councillor Dawson) and Councillors Brockbank, Shuttleworth (substitute for Solloway), Staveley and Sutcliffe. Also in attendance Councillors Brown, Foster, Hull, Mason and Thompson.

**Officers** – Strategic Manager for Planning and Regeneration, Spatial Planning Manager, Planning Consultant and Committee Officer.

Apologies for absence were received from Councillors Barrett and Solloway.

Start: 6.30pm

Finish: 7.18pm

**Minutes for Report**

CSP.149

**PRE-PUBLICATION DRAFT LOCAL PLAN – RESPONSE TO CONSULTATION**

Further to Minute CSP.147/17-18, the Strategic Manager for Planning and Regeneration submitted a report summarising the level of the response to the recent public consultation exercise in respect of the pre-publication draft Craven Local Plan, and presenting an overview of the key challenges arising therefrom.

The consultation exercise had generated approximately 830 comments made by 227 individual respondents, most of which had been received in the final few days of the consultation period. North Yorkshire County Council would be submitting a combined written response from all relevant County Council services, but had requested an extension to the closing date for receipt of comments to enable the response to be agreed by the relevant portfolio holders; its response was expected before the end of August 2017. Analysis of the issues raised by respondents was ongoing, however the key challenges to emerge could be summarised as follows

a. Challenges had been made to the robustness of the Council's evidence base which supported the spatial strategy and policies of the Local Plan, in particular:-

- The evidence base on Demographic Forecasting, the Strategic Housing Market Assessment (SHMA) and the Employment Land Review(ELR) which underpinned the preferred housing growth option for the Local Plan under Policy SP1: Meeting Housing Need, and
- The evidence base on Whole Plan Viability which underpinned the 40% affordable housing target in Policy H2: Affordable Housing.

b. A challenge had also been made to the soundness of the methodology used for the selection of Local Green Space sites under Policy ENV10: Local Green Space.

Members were reminded that for the Council to progress the Local Plan to the formal publication stage, it was required to publish what it believed to be a 'sound' plan. The challenges highlighted above represented significant challenges to the soundness of the plan, and as such responses were being sought from the consultants commissioned to prepare the relevant evidence base studies. On receipt of that input the barrister advising the Council on the preparation of the Local Plan would advise on how best to proceed. In commenting on the challenge to the soundness of the methodology used for the selection of local green space sites, the Spatial Planning Manager pointed out that the methodology used was derived from the national Planning Policy Framework and had followed national guidance, this had been augmented by local input and other evidence,

including that provided by the Ecological Data Centre in York and the Campaign for the Protection of Rural England.

During the course of the ensuing discussion, and in accordance with Procedure Rule 23.7, the Chairman invited input from all Members in attendance. On conclusion of the debate it was moved, and

**Resolved** – That the key challenges emerging from the consultation exercise in respect of the pre-publication draft Craven Local Plan conducted in June / July 2017 are noted.

CSP.150

**DATE OF NEXT MEETING**

To be held, at 6.30pm on Wednesday, 4<sup>th</sup> October, 2017 unless advised otherwise by the Barrister advising the Council on the preparation of the Local Plan. (Minute CSP.149 refers)

Chairman.