



Craven Local Plan Examination

Matter 4

Appendix 2

**PROPOSED MODIFICATION TO POLICY SP4 AND
EXPLANATORY TEXT**

Matter 4–Spatial Strategy and Housing Growth (Policy
SP4)

Hearing Day 3 – Thursday 11 October 2018 (Week 1)

September 2018

PROPOSED MODIFICATIONS TO POLICY SP4 AND EXPLANATORY TEXT OF THE SUBMISSION DRAFT PLAN

SPATIAL STRATEGY AND HOUSING GROWTH

- 4.36 In arriving at the preferred spatial strategy, consideration has been given to the roles of settlements, their respective functions and level of services and consideration of their ability to accommodate growth and improve the mix of housing. The Settlement Hierarchy Background Paper: September 2018, which draws upon evidence on settlement services and characteristics gathered by the Council in 2012 and 2015, provides the justification for the settlement hierarchy contained in this policy.

Settlement Hierarchy

- 4.37 The market town of Skipton is the largest town in the District and plan area (by a considerable margin), located in the south of the plan area in the strategic 'Aire Gap' through the Pennines linking Yorkshire with Lancashire. It contains the administrative functions of the District Council and is the base for a range of North Yorkshire County Council services. Skipton has the largest town centre, offers the widest range of employment opportunities, goods and services in the District and plan area and is well connected with the A road network and rail network. Skipton is therefore identified as a Tier 1 Principal Town Service Centre in the settlement hierarchy.
- 4.38 The market towns of Settle and Bentham, and the villages of Glusburn/Crosshills, Ingleton and Gargrave are all smaller settlements than Skipton. However, the market towns of Settle and Bentham serve a wide rural hinterland in the mid and north sub areas of Craven and this elevates their role and function in the settlement hierarchy to Tier 2 Key Service Centres.
- 4.39 Glusburn/Crosshills, Ingleton and Gargrave ,whilst acting as local service

centres, do not have as substantial or wide a role in the plan area as Settle or Bentham, or as in the case of Glusburn/Crosshills, are not subject to the levels of constraint that limits their development potential. As such Glusburn/Crosshills, Ingleton and Gargrave perform a tertiary role in the settlement hierarchy as Tier 3 Local Service Centres.

4.40 At the next level, are villages with basic services and some of these villages with basic services that are bisected by the Yorkshire Dales National Park boundary. They these are Tier 4 settlements and they provide a minor service role within the rural areas. Smaller villages and hamlets and farmsteads in open countryside fall within Tier 5 of the settlement hierarchy. Their service role is generally limited to the residents of the settlement itself and their immediately adjacent local rural community.

4.41 The settlements included in the settlement hierarchy are presented in Table 2 below:

Table 2 – Settlement Hierarchy

Tier	Role and Function	Settlement
1	Principal Town Service Centre	Skipton
2	Key Service Centres	High and Low Bentham, Settle
3	Local Service Centres	Gargrave Glusburn and Crosshills Ingleton
4a	Villages with Basic Services	Burton-in –Lonsdale Carleton Cononley Cowling Farnhill and Kildwick Hellifield Low Bradley Sutton-in-Craven
4b	Villages with Basic Services	Bolton Abbey

	Bisected by Yorkshire Dales National Park boundary	Clapham Embsay Giggleswick Long Preston
5	Small villages and hamlets and open countryside	All other villages and hamlets in the plan area not listed in Tiers 1 to 4b above. <u>These include Draughton, Broughton, Coniston Cold, Draughton, Lothersdale, Newby, Rathmell, Thornton-in-Craven, West Marton and Wigglesworth.</u>

Distribution of Growth – Preferred Option

- 4.42 To meet the aims and objectives of the draft local plan and to respond to the issues identified in it and in the underpinning evidence, the following spatial strategy for the distribution of growth is the preferred option to deliver sustainable patterns of development in Craven. A number of alternatives have been considered and assessed in the Sustainability Appraisal (SA) and were subject to consultation in April/May 2016 and June 2017. The SA concluded that the preferred option is the most sustainable option to meet the aims and objectives identified and there were no substantive objections to the preferred spatial strategy.
- 4.43 Both the settlement hierarchy and preferred growth distribution strategy recognise the primacy of Skipton as the principal town in Craven and focus for growth, along with the settlements of Settle and High Bentham as secondary centres for growth as key service centres in the mid and north sub areas.
- 4.44 In recognition of the relative function of settlements, whilst taking account of physical constraint, a lower level of growth is directed towards Glusburn/Crosshills, Ingleton and Gargrave, as Tier 3 local service centres.
- 4.45 As set out above, Tier 4 settlements comprise villages with basic services (4a) and villages with basic services that are bisected by the YDNP boundary (4b). Overall, a limited level of growth is directed towards Tier 4 settlements, however allocated growth is not directed to Bolton Abbey and Long Preston as Tier 4b settlements for the following reasons:-

- The majority of the built settlement of Long Preston is located within the Yorkshire Dales National Park and no land has been made available to allocate growth in the very small part of the village located in the Craven Plan area;
- Bolton Abbey is not to be allocated housing growth in the spatial strategy in view of the significance and sensitivity of its heritage assets.

4.46 Growth at Tier 5 level of the strategy relates to those villages and hamlets not identified in this policy, ~~and also the open countryside.~~ Low levels of growth are directed towards these ~~areas.~~ settlements

4.47 However, ~~in~~ order to ensure that the plan's balanced sustainable spatial strategy is implemented, the focus of growth will be through the delivery of the plan's land allocations for housing and employment, and any opportunities that come forward during the plan period on previously developed land or other appropriate land within Tier 1 to 5 ~~2, 3, 4a and 4b~~ settlements.

4.48 To assist the implementation of the spatial strategy, a sequential preference in this policy has been given to the delivery of the plan's site allocations for housing and employment. A plan led approach to town and country planning is one of the core principles of the Government's National Planning Policy Framework (NPPF). This sequential preference seeks to ensure that planning for housing in Craven is genuinely plan led.

4.49 Nevertheless it will still be appropriate to support the release of land for housing in addition to the plan's land allocations and ~~previously developed land within the areas~~ main built up areas. For example, circumstances may change in relation to the availability of land allocations. If these or other circumstances mean that land may not come forward during the plan period, and the planned growth for a settlement is clearly not being delivered, then other sustainable housing development adjoining ~~within~~ that settlement will be supported. The planned level of growth in a particular settlement is the amount of dwellings which the plan estimates should be built in that settlement by the end of the plan period and is shown in the table within Policy SP4. The Council will assess, on an annual basis, the performance of each settlement in meeting its planned growth levels. It will publish this information.

also on an annual basis and thereby make councillors, developers and local communities aware of whether there is a need for a particular settlement to provide for additional housing.

- 4.50 Rural exception sites in accordance with Policy H2 will be supported. There may be environmental, economic and/or social circumstances that mean the benefits of a proposal to the local environment, economy or community indicate land release on unallocated land on the edge of a main built up area should be supported. Meeting a special housing need or providing an environmental ~~Housing need, economic prosperity and environmental~~ enhancement may be relevant to the consideration of these proposals.
- 4.51 All proposals on unallocated land for new homes on the edge of Tier 1, 2, 3, 4a and 4b settlements will need to accord with all relevant policies of this local plan and any neighbourhood plans. In addition there are criteria that are particularly relevant to proposals on the edge of settlements. These seek to avoid a significant increase in the planned level of growth that could undermine the spatial strategy and the role of settlements in the settlement hierarchy. Other criteria are given in this policy to ensure that the impact of the proposal on the character and appearance of the settlement and countryside is acceptable. Impact on settlement form and size are also considered appropriate to assess. ~~The traffic impact of proposals on the local highway network must be acceptable and prospective applicants should seek advice from North Yorkshire County Council, the Highways Authority, on the evidence required to demonstrate the extent of the traffic impact of the proposal.~~
- 4.52 The plan does not allocate land for housing in the small Tier 5 settlements. The majority of suitable housing sites in these villages are likely to be below the plan's threshold for allocation (less than 5 dwellings). Housing in these settlements is to be supported where it can be demonstrated that it is necessary to maintain a sustainable, vibrant and healthy rural economy and communities, but clearly these settlements' only have access to few or no services and sustainable growth to them is very limited. For this reason proposals should be small in scale compared to the size of the settlement, unless there are environmental, social and economic reasons why not.

Compliance with other relevant policies in this plan, in particular those in relation to good design (Policy ENV3) and the countryside and landscape (Policy ENV1), will ensure that the local impact of such proposals will be acceptable. Rural exception sites in accordance with Policy H2 of this plan will also be supported.

- 4.53 Land outside ~~not adjoining~~ a Tier 1 ~~to 5~~, ~~2, 3, 4a and 4b~~ settlements' main built up area (as defined in this policy) and not allocated for development in this plan ~~and not well related to a Tier 5 settlement~~, will be classified as open countryside. Here, in addition to housing supported by Policy SP4 I) and J), support for individual housing proposals will be limited to those which meet the special circumstances identified in the NPPF. ~~and the criteria in this policy.~~ Compliance with other relevant policies of this plan will ensure the local impact of these types of proposals will be acceptable.

DRAFT POLICY SP4: SPATIAL STRATEGY AND HOUSING GROWTH

A sustainable pattern of growth will be promoted to deliver the spatial strategy of the plan over the plan period 2012 to 2032. This will be achieved by:-

- A. Directing most growth towards Skipton as the Tier 1 settlement (Principal Town Service Centre);**
- B. Directing a level of growth to Settle and Bentham to underpin and enhance their roles as Tier 2 settlements (Key Service Centres);**
- C. Directing a proportionate level of growth to Glusburn/Crosshills, Gargrave and Ingleton to underpin their roles as Tier 3 settlements (Local Service Centres);**
- D. Directing limited growth towards Tier 4a settlements (Villages with Basic Services) to sustain their vitality and function;**
- E. Directing limited growth towards Tier 4b settlements (Villages with Basic Services Bisected by the National Park Boundary) to reflect their roles as tourism hubs or gateways on the edge of the Yorkshire Dales National Park;**
- F. Directing a low level of growth to Tier 5 settlements and open countryside to support a sustainable, vibrant and healthy rural economy and communities;**
- G. Delivering growth on sites that have planning permission and sites that are allocated for development under Policies SP5 to SP11;**
- H. Supporting proposals for additional housing growth on non-allocated ~~previously~~**

developed land within the main built up area* of Tier 1 ~~to 5 2, 3, 4a and 4b~~ settlements provided they accord with all other relevant local plan and neighbourhood plan policies;

I. Supporting the release of non-allocated sites for housing that adjoin the main built up area* of Tier 1 to 4 settlements (except Bolton Abbey and Long Preston) where:-

- a) it can be demonstrated that the planned growth in the spatial strategy for the settlement will not be delivered during the plan period, or
- b) it is a rural exception site in accordance with Policy H2 of the local plan, or
- c) development is justified by special economic, environmental and /or social circumstances, such as satisfying an unmet need for housing a specific group of the community, or a substantial enhancement to the entrance of a settlement, or the provision of new homes, which include affordable homes, on countryside that is enclosed on three sides by the main built up area.

Proposals justified under a), b) or c) above, will be supported provided proposals:-

- i) are consistent with the role and function of the settlement in the spatial strategy;
- ii) are proportionate to the size of the settlement;
- iii) are complementary to the settlement's form, character and appearance;
- iv) would conserve the character and appearance of the countryside;
- v) would avoid contributing towards the coalescence of settlements;
- ~~vi) would generate traffic that can be satisfactorily accommodated by the highway network; and~~
- vi i) accord with all other relevant local plan policies or neighbourhood plan policies.

J. Supporting proposals for housing adjacent to ~~in~~ the main built up areas* of Bolton Abbey, Long Preston and Tier 5 settlements which is necessary to maintain a sustainable, vibrant and healthy rural economy and communities, and provided the proposal is :-

- a) small in scale compared to the size of the settlement and no more than 5 dwellings, unless justified by special economic, environmental and/or social circumstances such as those set out in Criterion SP4 I c); or
- b) for an affordable housing rural exception site in accordance with policy H2; or
- ~~e) required in order to secure significant improvements to the environment or conservation of designated heritage assets in accordance with the National Enabling Policy; or~~
- c d) justified through the neighbourhood planning process, and

d e) the proposal accords with all other relevant policies in the local plan.

K. Supporting individual proposals for new homes in the countryside outside the main built up areas* of Tier 1 to 5 settlements. and not on land allocated for development in the plan away from existing settlements provided that :-

a) the proposal accords with the NPPF; regarding isolated homes in the countryside;
and

b) the proposal accords with all other relevant local plan and neighbourhood plan policies; and

~~c) one or more of the following special circumstances apply:-~~

~~i) the proposal would meet an essential need for a rural worker to live permanently at or near their place of work in the countryside;~~

~~ii) the proposal is required in order to secure significant improvements to the environment or conservation of a designated heritage asset in accordance with the National Enabling Policy,~~

~~iii) the proposal is for the re-use of one or more redundant or disused buildings and would enhance the immediate setting.~~

**The main built up area is defined as ~~the~~ a settlement's closely grouped buildings and any spaces between these groups of buildings ~~continuous built form of the settlement and excluding~~es:*

*1. Individual buildings, ~~or~~ groups of dispersed buildings, or ribbon development
¹which are clearly detached from the ~~main~~ continuous built up area of the settlement, and*

2. Gardens, paddocks and other undeveloped land within the curtilage of buildings on the edge of the settlement where land relates more to surrounding countryside than to the built up area of the settlement, and

3. Agricultural buildings and ~~associated~~ land on the edge of the settlement, and

4 Outdoor sports and recreational facilities and other formal open spaces on the edge of the settlement.

1) Ribbon development is road frontage housing forming a narrow linear built form on one or two sides of the road

Guidelines for the distribution of new dwellings to deliver the spatial strategy is set out in the table below:-

Tier	Settlement	Proportion of housing growth (%) at 230 net dwellings pa	<u>Guideline for Planned Housing Provision Growth 2012 to 2032</u> (Approx number of NET dwellings pa)
1	Skipton (Principal Town Service Centre)	50%	<u>2,300</u> (<u>115pa</u>) 415
2	Settle (Key Service Centre for mid sub area)	10.9%	<u>501</u> (<u>25pa</u>) 25
2	Low and High Bentham (Key Service Centre for north sub area)	10.9%	<u>501</u> (<u>25pa</u>) 25
3	Glusburn/Crosshills (Local Service Centre)	3.5%	<u>160</u> (<u>8pa</u>) 8
3	Ingleton (Local Service Centre)	3.5%	<u>160</u> (<u>8pa</u>) 8
3	Gargrave (Local Service Centre)	3.5%	<u>160</u> (<u>8pa</u>) 8
Tier	Settlement	Proportion of housing growth (%) at 230 net dwellings pa	<u>Guideline for Planned Housing Provision Growth 2012 to 2032</u> (Approx number of NET dwellings pa)
4a	Villages with Basic Services		
4a	Burton in Lonsdale	0.4%	<u>18</u> (<u>1pa</u>) 4

4a	Carleton	1.2%	<u>55</u> <u>(3pa)</u> 3
4a	Cononley	2.5%	<u>115</u> <u>(6pa)</u> 6
4a	Cowling	0.8%	<u>37</u> <u>(2pa)</u> 2
4a	Farnhill and Kildwick	0.4%	<u>18</u> <u>(1pa)</u> 1
4a	Hellifield	0.8%	<u>37</u> <u>(2pa)</u> 2
4a	Low Bradley	0.8%	<u>37</u> <u>(2pa)</u> 2
4a	Sutton in Craven	1.2%	<u>55</u> <u>(3pa)</u> 3
4b	Villages with Basic Services that are bisected by the National Park boundary		
4b	Bolton Abbey	0%	0
4b	Clapham	0.8%	<u>37</u> <u>(2pa)</u> 2
4b	Embsay	2%	<u>92</u> <u>(5pa)</u> 5
4b	Giggleswick	0.8%	<u>37</u> <u>(2pa)</u> 2
4b	Long Preston	0%	0

<u>5</u>	<u>Villages</u>		
5	<u>All Tier 5 Villages Small Site Allowance</u> Other villages and open countryside and plan area small site allowance	<u>6% 1.3%</u>	<u>3 14</u>
	<u>Open Countryside Small Site Allowance</u>	<u>4.7%</u>	<u>11</u>

Craven District Council

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If you would like to have this information in a way that's better for you, please telephone **01756 700600**.

