



PART B:	RECOMMENDATIONS TO COUNCIL
REPORT TO:	PLANNING COMMITTEE
DATE:	11 OCTOBER 2017
REPORT OF THE:	GARY HOUSDEN HEAD OF PLANNING
TITLE OF REPORT:	THE RYEDALE PLAN. LOCAL PLAN SITES DOCUMENT AND POLICIES MAP.
WARDS AFFECTED:	ALL

EXECUTIVE SUMMARY

1.0 PURPOSE OF REPORT

1.1 For Members to agree the Local Plan Sites Document and Policies Map for formal publication and submission for independent examination. Members are aware that the examination is the formal process that is designed to scrutinise the 'soundness' of the documents to ensure that they are capable of adoption as part of the Development Plan.

2.0 RECOMMENDATIONS

2.1 It is recommended that:

- (i) The Sites Document at Appendix 1 of this report is agreed for formal publication and submission for examination
- (ii) The Policies Map at Appendix 2
<http://www.ryedaleplan.org.uk/local-plan-sites/local-plan-sites-document> of this report is agreed for formal publication and submission for examination
- (iii) Members note the summaries of the comments received following consultations in 2015 and 2016 at Appendices 3 and 4
<http://www.ryedaleplan.org.uk/local-plan-sites/local-plan-sites-document>
- (iv) Authority is delegated to the Head of Planning in conjunction with the Chairman of the Planning Committee to make any necessary minor typographical and grammatical changes to the Sites Document and to correct any technical mapping inaccuracies and glitches prior to the formal publication of the documents

- (v) Authority is delegated to the Officer team to provide a response to all questions, issues and matters raised during the examination and to the Head of Planning to agree minor modifications to the Plan and Main Modifications for consultation as part of the examination process
- (vi) Delegate Authority to the officer team to make a request to the Inspector appointed to examine the Plan to recommend, if necessary, modifications to the documents which would make them sound
- (vii) To update the Local Development Scheme in order to specify the dates for the subsequent formal stages in the process as outlined in paragraph 6.34

3.0 REASON FOR RECOMMENDATION

- 3.1 To progress the completion of the Development Plan for the period 2012-2027.

4.0 SIGNIFICANT RISKS

- 4.1 Members are aware that the policies of the development plan will be challenged through the examination process and that there are a range of risks inherent in the plan-making process. However, it is considered that there are no specific risks associated with the recommendations of this report. Indeed, it is considered that there are greater risks associated with not progressing the submission of the documents.

5.0 POLICY CONTEXT AND CONSULTATION

- 5.1 Members are aware that the Ryedale Plan - the development plan for Ryedale is to consist of a number of Development Plan Documents. The Sites Document and Policies Map are key parts of the Ryedale Plan. The Sites Document contains site specific development and protection policies which are aligned to the strategic policies in the Local Plan Strategy. The Policies Map is designed to replace the 2002 Ryedale Local Plan Proposals Map. It is the purpose of the map to illustrate geographically the application of the policies in the development plan (the adopted policies in the Local Plan Strategy as well as the proposals in the Sites Document.) The new map has been produced to be used electronically.
- 5.2 The Ryedale Plan contributes to the delivery of a number of priorities in the Council Plan and Community Strategies. It also facilitates the delivery of the strategies of partners including, for example, the Local Economic Partnership.
- 5.3 Once agreed by Members, the documents will be published for a formal period of consultation. All of the 'proposed submission documents' will be made available as part of this process. These include the Sites Document, the Policies Map, the Sustainability Appraisal Report, a consultation statement and other supporting documents. The representations received will be submitted to the examination along with the documents and considered as part of the examination process.
- 5.4 The policies and proposals in the Sites Document and reflected on the Policies Map, have been directly informed by all of the consultation on the Ryedale Plan which has been on-going since 2009. In particular, this includes the Sites and Strategy public consultation in Summer 2009 as well as consultation on Preferred Sites and Site Options in October 2015 and consultation on Visually Important Undeveloped Areas

(VIUA's) in October 2016. In addition, since the adoption of the Local Plan Strategy in 2013, on-going consultation with all statutory consultees as well as landowners and developers has helped to inform the policy choices proposed in the Sites Document.

6.0 REPORT

Local Plan Sites Document

6.1 The Sites Document is the element of the Development Plan that will contain site specific policies. These include policies for the protection of specific sites as well as land allocations to meet the development requirements which are already established in the Development Plan as part of the Local Plan Strategy (LPS). Members are familiar with the Local Plan Strategy and are aware of the level and type of development that the District needs to plan for. It is important to note that the process of preparing the Sites Document is not an opportunity to revisit or revise the development requirements that the District already is committed to planning for through the policies of the LPS.

6.2 Members are also aware that the site selection process has been an iterative process over a number of years and has been informed by a range of information relating to:

- the amount of development to be provided in different places
- the social, economic and environmental merits of sites individually and in combination (derived for example, from technical studies or statutory consultees)
- the deliverability of sites (including confirmation that landowners have made sites available and are aware of policy implications and the operation of the Community Infrastructure Levy)
- technical evidence
- public consultation responses

6.3 Much of this information has been compiled and held as part of the 'Site Selection Methodology' (SSM). It is designed to assess the individual merits of sites and to allow the comparative merits of sites to be considered. The SSM was itself subject to consultation prior to its application and is, in effect, the sustainability appraisal which has been used to inform site choices. Members are familiar with the application of the SSM. The assessment of sites using the SSM was the subject of briefings prior to the consultation on preferred sites and site options at the end of 2015 and the SSM tables were made available as part of that consultation. The SSM tables are continually updated to reflect the on-going receipt of information and consideration of that information. The latest SSM tables are appended to the Sustainability Appraisal Report.

Proposed development sites - Housing

6.4 The Sites Document at Appendix 1 includes a list of proposed housing land allocations in Policy SD2. Members are reminded that the proposed amount of land allocations is a function of:

- how much housing has already been developed since the start of the plan
- the sites that have planning permission for residential development
- policy approach in the LPS to ensuring the plan has sufficient flexibility in its land supply to deliver planned housing requirements with certainty

- 6.5 Members are aware that the Local Plan Strategy commits Ryedale to delivering a target of 200 homes per annum (a minimum of 3,000 homes between 2012-2027). To provide flexibility in order to ensure that planned housing requirements will be delivered, it commits the authority to identifying an additional 20% supply (600 homes); to identifying land to meet the full housing requirement and by identifying this land at those places where the plan directs growth (the Market Towns and Service Villages). The aim is to provide sufficient flexibility and choice in the land supply to ensure that planned requirements are met with certainty and to provide flexibility if any committed sites (sites with planning permission) fail to come forward. Members are also aware that the more flexibility that is built into the plan in terms of housing land supply, the more likely the Local Planning Authority will be able to continually demonstrate a deliverable 5 year housing supply in the plan period.
- 6.6 Against this background, taking account of completions and existing commitments at the Market Towns and Service Villages, there is an outstanding requirement to plan for/ allocate land for circa 1,081 dwellings. The proposed sites included in Appendix 1 amount to an indicative yield of circa 1, 097 dwellings. These figures do not take into account any future housing which comes forward from windfall/unanticipated sources or from housing that will be delivered within the area of Helmsley within the National Park.
- 6.7 Consultation on site options for the market towns and preferred sites for the villages was undertaken at the end of 2015. The consultation was used to explain the reasons why individual sites and combinations of sites had been taken forward for further consultation as well to outline why other sites had been discounted from the process. A summary of the responses received to that consultation is Appendix 3 of this report. The consultation, together with further technical information and/or deliverability information has enabled officers to recommend residential land allocations. This has been the subject of recent briefings for Members and is outlined in summary below.
- 6.8 Two sites are recommended as housing land allocations at Malton and Norton - the large Norton Lodge Site and the Ryedale House site. Members will recall the 2015 consultation consulted on two broad options for addressing residual housing requirements at Malton and Norton - a Norton emphasis (using the Norton Lodge site) or a Malton emphasis (using land at Castle Howard Road and Peasey Hills). The options were identified on the basis that they provided the only opportunities to provide land for additional primary school provision which is necessary to cater for additional growth at either town. Clearly, as is evident from consultation responses at Appendix 3, there are a range of views opposing or supporting either of these options for a variety of reasons.
- 6.9 On balance, the decision to recommend the allocation of the Norton Lodge site has been informed by a number of considerations, but in particular:
- Highway modelling that indicates benefits associated with the Scarborough Road-Beverley Road link road that will be provided as part of the scheme
 - The ability to access the site to and from the Brambling Fields full movement junction
 - Commitment of developers to delivering a policy compliant affordable housing contribution, land for new primary school provision and the link road
 - Deliverability of the site which is currently being promoted by two major housebuilders
 - Site is less sensitive in landscape terms than alternative options/choices

- 6.10 The redevelopment of the Ryedale House site provides a rare opportunity to provide additional housing in Malton on a previously developed site without a significant net increase in road traffic. The site also lends itself to the provision of some flats which form a very small proportion of the existing housing stock in the District. The deliverability of the site is informed by confirmation that the site would be attractive to the market and that social housing provider partners have indicated an interest in working with the Council on the redevelopment of the site. The Ryedale House site was not a site that was identified as part of the Malton site 'option's package in 2015. Although the site has been put forward for consideration through the plan making process, at that time it was considered that insufficient information was available to demonstrate that the site would be developable. Whilst, the Council has not finalised decisions in terms of its asset review, a decision to allocate the site would help to confirm the sites availability and is consistent with the recent decision to prepare a business case to support the move to new premises and for housing to be built on the Ryedale House site.
- 6.11 Two residential sites are proposed at Pickering. In summary, they are the sites which are considered to be the most appropriate combination of sites to deliver residential development requirements whilst at the same time minimising the loss of historic strip field systems. These sites are two of three sites which were consulted on in 2015 as preferred site options. The third site - the large site for circa 300 homes off Firthland Road is not included as a proposed allocation in the Plan. The site had been progressed on the basis that it provided, amongst other things, the opportunity to secure land for new primary school provision at the Town. North Yorkshire County Council has recently reviewed the position in relation to school places and there is no longer a requirement for a new school to meet the needs arising from the scale of development left to plan for. It is considered that this does alter the balance between the need to release a site and to continue to protect sites that form the historic strip field system in Pickering which the Plan aims to protect. It should be noted that the two proposed site allocations can also be directly accessed from main roads.
- 6.12 In terms of Kirkbymoorside, Members will recall that two distinct options for meeting residential requirements at the town were consulted on in 2015. A package of small sites around the towns or an alternative option of allocating land to the south of the A170 in order to help facilitate the relocation of the Sylatech business. Sylatech has stated that this development option is critical to the firm's plans to relocate to Pickering. Officers are of the view that to date, it has not been demonstrated to any convincing extent that the latter option would result in the relocation of the business and which would justify the growth of the town in a direction which is generally contrary to the Local Plan Strategy. For this reason, the alternative option of using a package of smaller sites has been progressed and on that basis three small sites are proposed for allocation at Kirkbymoorside. It should be noted that this does not prevent the Sylatech business and adjacent landowners from progressing development to support the relocation of the business through the planning application process.
- 6.13 Two sites are proposed for allocation at the Service Villages. The land to the south of Aspen Way, Slingsby was consulted on as a Preferred Site at the end of 2015. However, the proposed site allocation at Amotherby is different to the site which was consulted on as a Preferred Site last year. This follows the receipt of further information confirming that the site adjacent to the school is deliverable and that the landowners are prepared to make land available for a kiss and drop facility for the school to relieve traffic pressure in the village which is associated with the school.

This has meant that the site performs better than competing sites in Amotherby in the site selection methodology. Additionally, further information relating to the site (between BATA and the church) which was identified previously as a preferred site has cast significant doubt over the extent to which constraints, particularly noise can be addressed.

Proposed development sites - Employment and Retail

- 6.14 The draft Sites Document recognises that existing commitments address most of the outstanding need for further land for employment and retailing. For the reasons outlined in the document, the allocation of employment land is limited to land south of the existing Thornton Road Industrial Estate, Pickering and a 'broad location' for future employment development is indicated in the Eden Camp area of Old Malton, to be released if required in the plan period. In terms of retailing and in summary, it is proposed that the Malton Town Centre Commercial Limits are expanded to include the existing Livestock Market Site (LMS) and that outstanding space requirements for non-food retailing are met through the redevelopment of buildings and space within Town Centre and Northern Arc. The approach is aimed at facilitating the redevelopment of the LMS site and is proposed in the context of the recent history of applications for retailing at the Town.
- 6.15 Members are aware that three sites for the expansion of existing businesses (BATA at Amotherby; Malton Foods at Amotherby and Sylatech, Kirkbymoorside) were identified under the previous development plan. Each of these businesses have confirmed that they may still be required by these companies in the future. Clearly however, the sites have not been required to any significant extent to date. So as not to prejudice the long term operation of these business it is considered that the expansion sites should continue to be identified in the plan. However it is considered that the Development Limits (drawn around these expansion sites) should be pulled back to the existing boundaries of the business site. This will ensure that the principle of development for other uses is not established in the event that the sites continue to not be needed.

Proposed additional Visually Important Undeveloped Areas (VIUA's)

- 6.16 Members are aware that VIUA's are a longstanding local policy designation in the Development Plan which area aimed at protecting undeveloped spaces that are considered to contribute significantly to the character and form of settlements.
- 6.17 Following a report to Planning Committee in September 2016, consultation on a number of potential new VIUA sites was undertaken. The responses received are summarised at Appendix 4 of this report. In general, the proposed sites have been well received by local communities and local councils, but have met with some opposition, for the most part, from landowners and their representatives. The proposed VIUA sites were at Welburn; Slingsby; Amotherby; Hovingham; Ampleforth; Pickering; Norton and Old Malton.
- 6.18 It is considered that the sites proposed as VIUA's in 2016, meet the purpose of the designation. Development requirements for the plan period can be met without requiring these sites and for these two reasons, they are proposed as new VIUA sites in the Sites Document.

- 6.19 As part of the consultation, a number of additional sites have been proposed as VIUA's by respondents. These are:
- Land at Folliot Close, Malton
 - Land to the south of Westgate Lane, Old Malton and north of Peasey Hills, Malton
 - Land to the north and south of Castle Howard Road, Malton and within the A64
 - Land to the north of Middleton Road, Pickering
 - Land to west of Welham Road, Norton and east of Langton Road, Norton
- 6.20 Members will be aware that the Castle Howard Road Sites and the site to the north of Peasey Hills are sites that the Council has consulted on as the development option for the Principal Town which provide a Malton emphasis. The application of the Site Selection Methodology has recognised that the Castle Howard Road sites have landscape merit and, that as fields on the edge of the Town they form part of the setting of the Town. Similarly, the SSM recognises that the open nature of the land north of Green Lane at Peasey Hills contributes to the setting of Old Malton and its Conservation Area. Notwithstanding this, the sites were consulted on as a development option 'package' on the basis that they represented a site combination which would allow residual development requirements to be provided at the Principal Town with the ability to secure land for additional primary school provision.
- 6.21 The completion of the Site Selection process and supporting technical evidence, has enabled Officers to recommend the allocation of the Norton Lodge site to address, for the most part, the development requirements of the Principal Town. Land at both the Castle Howard Road and Old Malton are not required to address residential requirements for this plan period and the extent to which these sites may be required in the longer term will depend on the development strategy of a future plan and the role of Malton as determined in a future planning strategy. Against this context as well as consultation responses seeking their designation as VIUAs, it is appropriate for this Plan to consider the merits of these sites as VIUAs.
- 6.22 In terms of the Peasey Hills site, representations have been received which make the point that the contribution that the land to the north of Peasey Hills makes to the setting of the Grade 1 Listed St Mary's Priory Church had been underestimated in Site Selection Methodology. Officers have revisited the site in the light of comments made and have revised the SSM. There are points along Westgate Lane and Rainbow Lane which afford significant views of the church across the site. It is considered that the contribution of the site to the setting of the listed asset had been previously under estimated and therefore, the SSM has been revised accordingly.
- 6.23 For the reasons outlined above, the land to north of Peasey Hills is now proposed as new VIUA designation in the draft document.
- 6.24 Officers have considered consultation responses which seek the designation of the Castle Howard Road sites. The sites do provide an attractive rural edge to the town and have strong landscape character. However, it is considered that the sites do not provide a strong appreciation of the traditional form and character of the town and in this respect, in an undeveloped state they do not make a significant contribution to the setting of the Town and the role of setting in helping to appreciate the form and character of the town and in the identification of VIUA's.

- 6.25 Officers have also considered requests to designate land to the north of Middleton Lane in Pickering and further open land around the edge of Norton as VIUA's. The land at Pickering is already identified as an Area of High Landscape Value in the Plan and is similar in character to much of the wider area to the north of the and west of the Town. It is considered that in itself, the open nature of the site, whilst forming part of the setting of the Town does not make a significant contribution to the built form and character of the Town. In this respect, it is considered that the site itself does not make a significant contribution to the setting of the Town and the role of setting in helping to identify VIUA's.
- 6.26 Whilst Officers appreciate the reasons why further land at Norton has been requested as a VIUA, particularly in relation to impact on the horse racing industry, this is not in itself a reason for the designation. It is considered that wider stretches of land further to the west of Welham Road and east of Langton Road have less of an influence on an appreciation of form and character of Norton (and Malton) and in this respect, they make a limited contribution to the setting of the Town and the role of setting in helping to identify VIUA's.
- 6.27 The land at Folliot Ward Close is considered to contribute to the form and character of this part of Malton and on that basis, has been included as a new VIUA in the Sites Document.
- 6.28 Inevitably proposed new VIUA's will attract formal objections from some parties and the merits of the proposed new VIUA's will be considered as part of the examination process.

Policies Map

- 6.29 The Policies Map provides a geographical illustration of the policies of the Ryedale Plan and has been produced as an electronic interactive map. On adoption it will replace the 2002 Proposals Map.
- 6.30 All of the development land allocations proposed in the Sites Document together with new proposed VIUA's and committed development schemes are shown on the map.
- 6.31 Existing policy tools such as Development Limits, Town Centre Commercial Limits and Areas of High Landscape are carried forward by the Local Plan Strategy and are mapped accordingly. Changes to these are limited to:
- consequential amendments to boundaries as a result of the proposed allocation of land or to reflect committed development sites
 - to address cartographical anomalies in the mapping of the 2002 Proposals Map; Ordnance Survey positional accuracy and minor adjustments to the National Park boundary which have been made since previous maps were prepared.
- 6.32 A summary of the main changes to the Policies Map is as follows:
- Inclusion of proposed development sites;
 - Inclusion of new VIUA's;
 - Repositioning of development limits to take account of new development sites and committed development schemes;
 - Repositioning of development limits to exclude land identified for the expansion of existing employers;

- Inclusion of the broad area of the 'Northern Arc';
- Repositioning of the Malton Town Centre Commercial Limits to take account of the committed development scheme on the Livestock Market Site;
- Identification of further sites as existing employment areas and areas of open space to reflect up to date information;
- Adjustments to the boundaries of the following VIUA sites: land at Old Malton; grass verge, Thornton-le-Clay; land to the north of the A170, Ebberston; land to the East of the Cricket Pitch, Flaxton; Land to the south of Old Malton Road, Staxton and;
- The following sites are no longer shown as VIUA's:
 - The Showfield, Malton
 - Land South of Coronation Farm, Old Malton
 - Land to the east of Beckett Close and west of Station Road, Nawton
 - The Lodge, 103 Middleton Road, Pickering

Local Development Scheme

6.33 It is a procedural requirement that development plan documents, such as the Sites Document and the Policies Map are produced in accordance with the Council's Local Development Scheme (LDS). The LDS specifies that these documents will be produced by the Council. A resolution to agree the documents for publication and submission will enable the dates for these key milestones to be updated and confirmed in the LDS.

6.34 It is considered that the LDS should be revised to show the following milestones:

- Publication - November 2017
- Submission - March 2018
- Anticipated Adoption - December 2018

7.0 IMPLICATIONS

7.1 The following implications have been identified:

- a) Financial
Budget provision exists for examination costs based on estimated costs.
- b) Legal
The Sites Document and Policies Map will form part of the Development Plan for Ryedale on adoption
- c) Other (Equalities, Staffing, Planning, Health & Safety, Environmental, Crime & Disorder)
A range of assessments including, Sustainability Appraisal and Strategic Environmental Assessment and Habitat Regulation Assessment have been undertaken to inform the preparation of the Ryedale Plan.

8.0 NEXT STEPS

8.1 A range of administrative tasks and supporting documentation need to be completed before the plan can be formally published. Publication of the documents is a formal stage of consultation for six week period. The representations received at this stage are those that are considered during the examination period. It is anticipated that the documents will be submitted for examination in March 2018.

8.2 Prior to the formal publication of the Plan, the next meeting of Planning Committee (October 2017) will be asked to consider and finalise detailed responses to the comments received following the previous Site Options and VIUA consultations.

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Background Papers:

Planning Committee Reports: 27 September 2016; 31 March 2015 and 28 April 2015
Sites Consultation material (2015)
VIUA Consultation material (2016)
Ryedale Plan Local Plan Strategy
Technical Evidence Documents
Habitat Regulation Assessment
Sustainability Appraisal Report

**A number of the background papers are available for inspection at:
www.ryedaleplan.org or are available in the Members Room.**

A paper copy of the Report and Appendices are also available in the Members Room.