

**Yorkshire Dales
National Park
Authority**

Local Plan 2023-2040

**Consultation No. 3
Exploring our
options:
*Building new homes***



YORKSHIRE DALES
National Park Authority

Contents

About this consultation	3
Introduction	4
Part 1: Spatial and housing strategy	6
1. Relationship with neighbouring areas.....	6
2. Settlement hierarchy.....	9
3. Small settlements and rural hamlets.....	14
4. Housing target.....	15
5. Apportionment.....	19
6. Growing Sedbergh, Hawes and Grassington.....	24
7. Housing mix.....	25
8. Local projects.....	28
Part 2: Housing development capacity	29
9. Spatial strategy.....	29
10. Sites already allocated for development.....	30
11. Newly identified housing development sites.....	33
12. Infilling and development boundaries.....	34
13. Protected open space.....	37

List of tables and figures

Table 1: Planned growth.....	7
Figure 1: Local Plan sub areas and their relationships with towns.....	8
Table 2: Local Plan sub areas and their relationships with towns	8
Figure 1: Small towns and large villages.....	13
Table 3: Proposed Local Plan service settlements.....	13
Table 4: Housing completion scenarios	18
Table 5: Distribution of property by Royal Mail database (Address base plus).....	21
Table 6: Possible new housing targets by sub area, based on existing housing distribution	24
Table 7: List of settlements likely to be suitable for new build housing.....	29
Table 8: Undeveloped sites without detailed planning permission	30
Table 9: Allocated business sites and proposed uses.....	32
Table 10: Definitions used by different Local Plans covering the National Park	35

About this consultation

This consultation is about where development, particularly housing development, should go. We would like to hear your views about where building should take place. Waiting until the planning application stage to make your views known is often too late to influence the principle of developing land, so please get involved now.

The local plan process will involve making some difficult decisions. We fully understand that development can be contentious, but the Local Plan needs to do all it can to meet the needs of the area. We want to make sure that we are planning for the right amount of development in the right places, while at the same time protecting what is most important. This consultation is the start of a process that will ensure the decisions we take are as consistent and transparent as possible.

How to respond to this consultation

There are 30 questions embedded Parts 1 and 2 of this consultation document and you can submit your answers and comments using the response form. Part 2 is accompanied by maps to help you identify development capacity in your town or village, as well as a 'Call for Sites' form where you can nominate sites for development. All of these documents and maps are available on our [website](#).

We invite you to send your response to us by e-mail to localplan@yorkshiredales.org.uk or by post to FREEPOST Yorkshire Dales.

Alternatively you can also leave us a voicemail by calling 01969 652334 and a member of the Planning Policy team will get back to you.

The deadline for responses is Friday 26th February 2021.

What happens next?

We will consider the response to the spatial options to help us choose a preferred development strategy. We will assess the suitability of all the sites proposed for development. Then, the Draft Local Plan will set out the Authority's proposed approach to both issues.

Introduction

- i. The National Park Authority is preparing a new Local Plan that will guide future decisions on development after 2023. We have already heard about the issues people feel will be key over the next 20 years and how ambitious people feel the plan should be with regard to a new housing target, the approach to low carbon and the future of farm development.
- ii. This consultation is taking a more focused look at the options around housing growth, one of the central parts of planning policy. It is divided into two parts: spatial and housing strategy and housing development capacity.

Part 1: Spatial and housing strategy

- iii. The part of the Local Plan that determines the future pattern of development is referred to as the 'spatial strategy'. The purpose of the spatial strategy is to determine the amount of development required over the plan period and then to direct it to the places that will bring the best shared benefits for the community, the economy and the environment. It is important because new development such as housing and employment are long lasting and intensive uses of land so need to be directed to the most appropriate locations.
- iv. The Local Plan will contain spatial strategies, policies and maps that will:
 - indicate the relationship of the National Park to surrounding towns;
 - identify a list of towns and villages in the National Park where development, particularly new housing, will be focused;
 - contain an indicative annual target for housing completions;
 - decide how to apportion the target across the National Park;
 - set out a target mix for new house types, sizes and tenures;
 - decide whether there are other development projects beyond housing allocations that could usefully be promoted in each part of the Local Plan area.

Part 2: Housing development capacity

- v. The Local Plan is required to provide as much certainty as possible - for developers, communities and businesses - about where development will be permitted. The Local Plan therefore needs to contain policies and maps that also:
 - identify larger sites that are allocated for new house building;
 - give clear guidance on where smaller 'infill' and 'rounding off' developments may take place; and,
 - protect important open spaces against development.
- vi. This will ensure that the Local Plan creates a clear presumption either in favour, or against, development taking place.

- vii. A Strategic Housing Market Assessment for the National Park has been carried out and has recommended that at least 50 additional dwellings are provided every year. The Local Plan will set a target for new housing provision taking into account this evidence and past housing provision. We also recently consulted on the level of ambition people want to see in new housebuilding and will be using these responses to inform a new target.
- viii. Whatever target is set, the Authority needs to try and identify enough developable land to try and meet it. The National Park Authority needs to carry out an assessment of land availability to consider where the future supply of housing land will come from. This consultation will help to inform our assessment of land availability.
- ix. Although some housing will continue to come from the conversion of existing buildings, newly built housing has a more important role to play. The Local Plan needs to provide certainty about the places where these new build houses will be developed and so we need to develop a clear idea about the land that is suitable, available, and achievable.

Part 1: Spatial and housing strategy

Part 1 covers the following topics:

1. **Relationship with neighbouring areas:** the connections between the National Park and the larger surrounding towns and the identification of functional sub areas to break the local plan up into smaller parts.
2. **Settlement hierarchy:** categorisation of the Park's towns and villages in terms of their size, purpose, accessibility and capacity for future development.
3. **Small settlements and rural hamlets:** the options for new housing in small villages, hamlets and farmsteads.
4. **Housing target:** deciding how much land the Plan should release. This question was initially asked as part of Consultation No.2 but is being followed up here alongside more detailed evidence around demand and household projections.
5. **Apportionment:** the potential options for distributing the housing target between areas and settlements.
6. **Growing Sedbergh, Hawes and Grassington:** the option to focus development in these more sustainable service settlements.
7. **Housing mix:** the types, tenures and size of housing needed over the next 20 years.
8. **Local Projects:** listing potential new development projects in each local plan sub area.

1. Relationship with neighbouring areas

- 1.1. The National Park is an extensive area of beautiful landscape but is not itself a housing market, a travel to work area or a self contained social network. Communities living inside the National Park look outwards for most of their services. Consequently the future development needs of the area are strongly linked to the wellbeing of larger towns and other accessible places, outside its boundaries.
- 1.2. The nearest centres with the best range of services are Skipton, Richmond/Catterick, Lancaster, Harrogate, Kendal, Darlington, Northallerton and Penrith. Over the next 20 years their housing, employment, retail, health, leisure and transport connections are all planned for expansion or improvement.
- 1.3. Within the North Yorkshire part of the local plan area a non statutory framework has been produced in cooperation with the local planning authorities. This sets out the priorities for growth in that area up until 20501. The Spatial Framework identifies the pre 2016 National Park as lying within part of the 'Moors and Dales' sub area. It defines its role as a regional 'place maker' and as a centre for natural capital, health, recreation and flood management. Its objective is the long term sustainability of communities and the conservation of the Park's special environmental qualities. The nearest major growth area to the National Park is the Airedale Corridor linking Skipton, Colne and Bradford. There is currently no equivalent spatial strategy for Cumbria or Lancashire.

¹ York, North Yorkshire, East Riding and Hull, Spatial Framework: A Vision for Growth, Directors of Development, 2019

1.4. Smaller towns on the edge of the Park such as Kirkby Stephen, Kirkby Lonsdale, Bentham, Settle and Leyburn have also been identified for growth in neighbouring local plans (Table 1), but at a more modest rate. Together with the larger towns these are the places that attract National Park residents for daily work, shopping and leisure. Their District and County Councils agree that their expansion over the next 20 years and their continued success will be fundamental to the future social and economic wellbeing of the National Park.

Table 1: Planned growth

Larger centres	Currently planned housing growth ²
Catterick/Richmond	2,133 by 2028
Darlington	2,350 by 2026
Harrogate	2,005 by 2035
Kendal	1,773 by 2025
Lancaster	3,455 by 2034
Northallerton	840 by 2035
Penrith	2,178 by 2032
Skipton	1,402 by 2032
Smaller centres	Currently planned housing growth ²
Appleby	392 by 2032
Barnard Castle	Not yet determined
Bentham	501 by 2032
Gargrave	118 by 2032
Ingleton	105 by 2032
Kirkby Lonsdale	75 by 2023
Kirkby Stephen	305 by 2032
Leyburn	189 by 2032
Settle	361 by 2032

1.5. It is also true to say that these towns benefit from their access to the National Park and its range of special qualities which contribute towards local quality of life and a visitor economy. In particular the Park has a superb network of rights of way and extensive open access areas which are key assets for local health and wellbeing. The neighbouring towns can market their proximity to these nationally recognised assets as a way to attract people, business and services to locate there.

1.6. The growth of neighbouring towns has however come with some costs. For example some of their schools are now at capacity and may not be able to expand on their current sites. This could offer opportunities for schools and other services inside the Park which may have falling rolls and spare capacity, to benefit from some of this additional demand. The National Park can be divided into six sub areas for the purpose of spatial strategy (Map 1 and Table 2). Each area is defined by a road network, a river catchment and its connection to larger population centres outside the Park boundary. Four of the areas benefit from stations along the Settle-Carlisle railway which also gives them an additional connection to Leeds and Carlisle.

1.7. Identifying functional sub areas is a way to apportion development across the whole local Plan area and resist the inevitable demand to concentrate development in just a handful of popular locations.

² Currently adopted neighbouring Local Plans and Core Strategies

Figure 2: Local Plan functional sub areas and links to surrounding towns



Table 2: Local Plan sub areas and their relationships with towns

Local Plan sub-area	District	Larger towns	Smaller towns
1. Mallerstang upper Lunesdale and Westmorland Dales	Eden	Penrith Kendal	Kirkby Stephen Appleby Shap
2. Dentdale, Garsdale, Rawthey Valley & and Lunesdale	South Lakeland/ Lancaster	Kendal Lancaster	Sedbergh Kirkby Lonsdale
3. Swaledale & Arkengarthdale	Richmondshire	Darlington Northallerton Richmond/Catterick k Garrison	Leyburn Barnard Castle Kirkby Stephen

4. Wensleydale, Bishopdale & Coverdale	Richmondshire	Darlington Northallerton Richmond/Catterick Garrison	Hawes/Gayle Leyburn Kirkby Stephen
5. Ribblesdale & Chapel le Dale	Craven	Skipton Lancaster	Bentham Settle/Giggleswick Ingleton Kirkby Lonsdale
6. Wharfedale, Littondale, Langstrothdale & Malhamdale	Craven	Skipton Harrogate	Grassington/Threshfield Gargrave Pateley Bridge

Q1. Does the table and map above accurately represent the National Park's functional sub areas and their relationship with settlements?

2. Settlement Hierarchy

- 2.1. During the 'setting the agenda' consultation the point was raised that new homes should be located near to existing services and public transport routes, to minimise future vehicle movements and mitigate climate changing emissions. Indeed it has long been national policy to focus new development into the more sustainable places such as brownfield land and sites within walking distance of jobs, public transport, schools, shops and existing households³. This is because more sporadic development in isolated places generates more movements of vehicles, services and people. In addition they place demands on existing services or require the development of entirely new services in non optimal locations. Locating intensive and permanent new land uses such as housing within existing larger settlements is considered a more efficient use of future public and private resources and a strategy to patronise and hold on to existing services.
- 2.2. Part of the role of the Local Plan is to categorise settlements in terms of their size, purpose, accessibility and capacity for further development. This is referred to as a 'settlement hierarchy'. Respondents to the 'setting the agenda' consultation supported a hub-based approach in which new development is located in the places with the best provision of services. An opposing view however was that prioritising sustainable locations would be an urban centric approach and would penalise rural communities which do not already have access to services such as public transport.
- 2.3. It is important that the Local Plan avoids a simple reactive strategy such as 'every application on its merits' because development plans are required to set consistent and fair criteria and there is an expectancy from Government and from local stakeholders that the Plan will intervene where necessary, to avoid harm. One way to achieve this is by setting a positive spatial strategy based on a logical settlement hierarchy that will maximise existing resources and minimise future burdens on public and private services.

³ Para 78 NPPF

Current settlement hierarchy

- 2.4. The current settlement hierarchies are set out in the [various local plans](#) and core strategies which overlap the National Park. They categorise:
- Large towns
 - Smaller towns
 - Large villages
 - Small villages and hamlets
- 2.5. The **large towns** are Lancaster (a city), Kendal, Penrith, Harrogate, Northallerton, Darlington Skipton and Richmond/Catterick Garrison , all of which are outside the Local Plan area (Table 2). These provide the fullest range of services such as hospitals, larger-scale retail and industrial employment to very extensive rural catchments.
- 2.6. The **smaller towns** inside and on the edge of the Park function as local service centres. In reality some are service-rich villages, rather than towns, but ‘town’ is used here for ease of reference. They provide a range of key services such as secondary schools, food shopping, visitor facilities and general practice health care. In an area of very low population density such as the Dales, smaller towns and larger villages still command big catchments and act as hubs for tourism, jobs and business activity. They usually have some form of public transport connecting them to the larger towns.
- 2.7. Hawes, Grassington and Sedbergh are currently designated service centres in the 2015 Local Plan⁴. The nearby settlements of Threshfield and Gayle were also included in the designation because they were considered to share a close physical and functional relationship to Grassington and Hawes respectively. On the edge of the National Park Ingleton and Settle are recognised as having a cross boundary function, providing important services to National Park communities.
- 2.8. The range of facilities and the links to the larger towns from these settlements make them the most sustainable places for planned housing and employment growth, and to accommodate new community services. They do not, however, have capacity for new estates of hundreds of homes or large scale business developments that would likely conflict with their wildlife and heritage assets, as well as their sensitive landscape settings.
- 2.9. Below the level of smaller towns are a range of **large villages** which have a reduced service function normally centred around primary schools, shops, pubs or village halls. In the National Park these tend to be compact groupings predominantly made up of housing, dispersed along the sides of the larger dales or more open settings in the case of the Eden villages. Many large villages still have capacity for new housing either on infill plots, through conversion of existing buildings or possibly through the development of small sites on their periphery.
- 2.10. Below the level of large villages are the numerous **small villages, hamlets** and scattered farmsteads which are part of the distinctive character of the National Park. These are generally not regarded as sustainable places for planned housing growth but could have capacity for some very small scale managed ‘windfall’ development (See para 5.1).

⁴ Settlement Services 2020

A new settlement hierarchy

- 2.11. The Authority would like to consult on the option of a simple two tier settlement hierarchy. This would be defined by settlement size (the number of residential and commercial addresses) and the provision of services that are hubs of community activity ie. schools, shops, pubs and health services.
- 2.12. The first category would be '**towns**'. It is suggested that the following criteria could be used to differentiate towns from villages in the context of the National Park:
- seven or more of the nine key community services (secondary school, primary school, shop selling everyday essential items, public house, health centre, town/village hall, bank, permanent cashpoint, repair/fuel garage);
 - a definable core of at least 500 Royal Mail addresses⁵.
- 2.13. If these criteria were used then three towns wholly within the National Park - Sedbergh, Hawes/Gayle and Grassington/Threshfield - would fall into this classification. This would mean that three out of the six Local Plan sub areas would not have a designated town wholly within them (Table 3). The Westmorland Dales, Ribblesdale look to towns just outside or split by the Park boundary, notably Kirkby Stephen and Settle/Ingleton while, in the case of Swaledale the nearest service towns are Hawes in the Park and Richmond/Catterick a short distance outside.
- 2.14. The second category would be '**large villages**'. Most of these still have opportunities for further conversion, rounding off, infill or development of gap sites without harm to their character or the quality of the surrounding landscape. New small scale housing or business development will usually bring benefits in terms of improved support for community services. The following criteria could be used to differentiate large villages from smaller villages and hamlets:
- an identifiable core of 40 Royal Mail addresses AND
 - EITHER at least one key service (a school, village hall/institute, shop selling everyday items or pub) OR close proximity (1.5km) to a town
- 2.15. It is considered that using these criteria, which will result in over 50 large villages being designated, will provide a good geographic distribution of opportunity right across the National Park, offering scope for new small scale development, in conformity with national policy for rural areas.
- 2.16. There is no exact science to determining these criteria but we have attempted to keep them flexible and not too restrictive for the future. The general contraction in fixed services across deeply rural areas means that even some of the larger villages in the National Park now have few key services surviving. We have therefore proposed a low threshold of just one key service – either a school, village hall/institute, village shop or pub. These key services are generally regarded as focal points that bring a wide range of people together in the community.

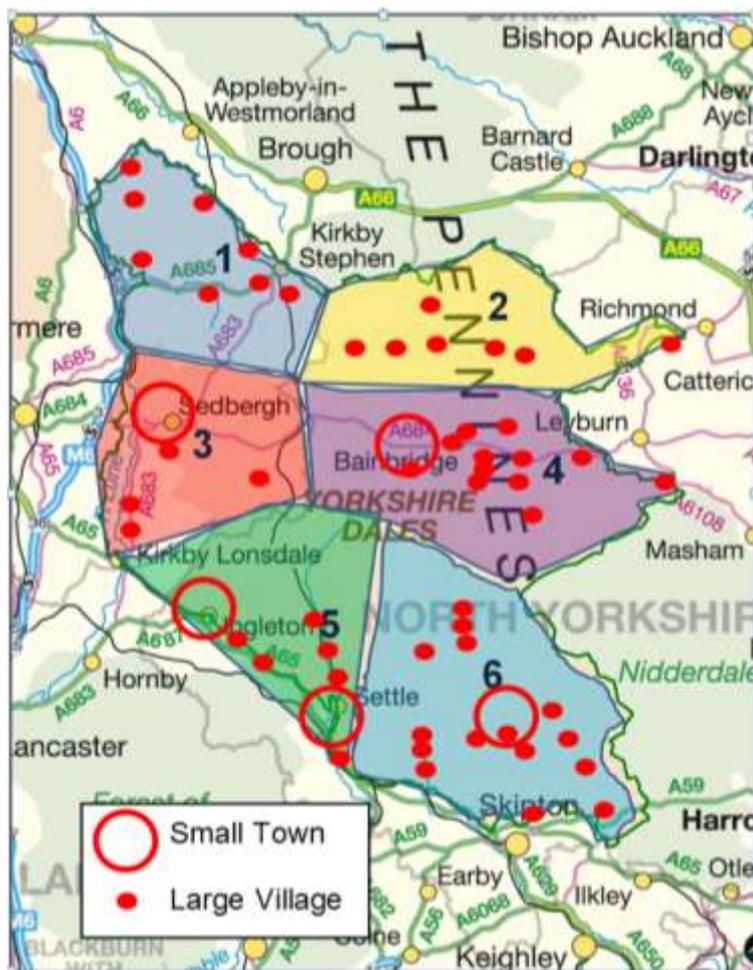
⁵ Address Base Plus data – we have used this data because it is not possible to accurately monitor populations at the level of individual settlements and it provides a consistent methodology across the whole National Park

2.17. These key services are typically found within the core of larger villages but where they are located outside, or between settlements, they will still be considered as contributing to the nearest settlement's service function. To introduce further flexibility into the settlement hierarchy we will regard proximity of 1.5km (reasonable walking distance⁶) to a town as representing a workable services cluster and thereby categorise both settlements accordingly.

2.18. In terms of settlement size we are proposing 40 properties, alongside the low service threshold, as the size threshold for a larger village. This figure is taken from the current National Park Local Plan. It is indicative of there being an established year-round residential community large enough to withstand the ebb and flow of properties in and out of holiday and second home occupancy. This critical mass in a nucleation provides better guarantees of service and infrastructure availability and the likelihood of a wider range of opportunities for bringing sites forward for development. It also gives a scale of settlement that is suited to providing for general housing needs rather than very specific local needs.

2.19. If the criteria above are used this would yield three towns that are wholly inside the National Park, two that are split by the Park boundary and 52 large villages. This would embrace two thirds of National Park addresses and provide a good spread of opportunity to locate the majority of new build housing (Figure 2 and Table 3).

Figure 3: Small towns and large villages



⁶ Approximately a 10 minute walk

Table 3: Proposed Local Plan service settlements

Local Plan sub-area	Towns (wholly inside or split by the National Park boundary)	Large Villages
1. Mallerstang upper Lunedale and Westmorland Dales	N/A	Crosby Garrett, Crosby Ravensworth, Great Asby, Maulds Meaburn, Nateby, Newbiggin on Lune, Orton, Ravenstonedale/Coldbeck
2. Dentdale, Garsdale, Rawthey Valley & and Lunesdale	Sedbergh	Barbon, Casterton, Dent, Millthrop
3. Swaledale & Arkengarthdale	N/A	Grinton, Gunnerside, Hudswell, Langthwaite, Low Row/Feetham, Muker, Reeth
4. Wensleydale, Bishopdale & Coverdale	Hawes/Gayle	Askrigg, Aysgarth, Bainbridge, Burtersett, Carlton, Carperby, East Witton, Newbiggin (Bishopdale), Thoraby, Thornton Rust, West Burton, West Witton
5. Ribblesdale & Chapel le Dale	Ingleton Settle/Giggleswick	Austwick, Clapham, Horton-in-Ribblesdale, Langcliffe, Long Preston, Stainforth
6. Wharfedale, Littondale, Langstrothdale & Malhamdale	Grassington/Threshfield	Airton/Scosthrop, Appletreewick, Arncliffe, Bolton Abbey/Bolton Bridge, Buckden, Burnsall, Cracoe, Embsay, Hebden, Hetton, Kettlewell, Kirkby Malham, Linton, Malham, Starbotton

Q2. Are there better criteria to categorise Towns and Large Villages in the Dales?

Q3. Are there any additional small settlements that should qualify as a service village because they function as part of a cluster of settlements offering joint services?

3. Small settlements and rural hamlets

- 3.1. Below the level of towns and large villages are numerous small villages, hamlets and farmsteads. These settlements are too small to have retained services of their own and are therefore dependent on other places. Under current policies operating across most of the National Park, housing is occasionally permitted in these locations, but is limited to conversions of traditional farm buildings or to meet the specific needs of land-based rural workers.
- 3.2. There is a case for allowing a carefully managed amount of new housing, in some of these smaller settlements. During the 'setting the agenda' consultation and in previous Local Plan discussions, there has been local support for a strategy that would permit some new rural homes outside of larger villages. As an example, the Eden District Local Plan, which covers part of the National Park, provides scope for some new build housing in villages and hamlets as small as 10 properties. The Upper Eden Neighbourhood Plan, which was adopted in 2012, went further in allowing new housing in even more isolated locations.
- 3.3. A strategy that targeted a small number of new houses within the countryside below the level of large villages might assist grass roots sustainability in the National Park. There could be social benefits in terms of supporting family business succession, rural employment, staff accommodation, home working, multi generational living and flexible accommodation for rent. A carefully managed policy could extend housing opportunity beyond the list of towns and large villages in Table 3, thereby making a contribution to community sustainability and supporting rural social networks over the longer term.
- 3.4. If judged desirable such a strategy could see smaller settlements being treated as a third tier of the hierarchy and fulfilling a specified (albeit small) proportion of the local plan housing target, through a planned supply of very small scale housing sites to meet local housing need and some wider market demand. Alternatively it could operate as an exception to general policy, providing a windfall element of housing supply that targets specific housing needs such as local employment, first time buyers, younger households and home working.
- 3.5. There will undoubtedly be some concern at the prospect of allowing new build housing outside of larger settlements and potentially away from services. This might include the impact on the special landscape and perhaps the tranquillity of some quieter areas. Isolated homes tend to be more expensive to build and live in and place additional strains on service providers, whether that be social care or refuse collection. There will also be scrutiny of a policy that knowingly increases carbon intensive journeys although probable emissions are likely to be small in proportion to overall actual emissions from the Park.

- 3.6. If this policy option were to be pursued, the scale of new permissions in these more isolated locations, would need to be very carefully managed to avoid undermining the settlement hierarchy's overall approach of concentrating new development in the better connected and serviced towns and villages. This could be achieved by setting a limit on the total amount of housing that would be permitted outside of towns and larger villages, by controlling the number of dwellings that might be permitted cumulatively in individual settlements and by limiting the size of individual sites to one or two dwellings only. If development in these locations were focussed on meeting locally derived housing needs (see 4.4 above), this would help to regulate market demand for new build outside of the larger settlements and ensure that the additional locational flexibility does not merely increase the existing over-supply of second homes or dormant permissions.
- 3.7. Policy safeguards would be needed to avoid harmful impacts to the special qualities of the National Park such as its sensitive landscapes and dark skies. The housing growth consultation, which runs alongside this one, considers various tools for regulating the release of land for housing, such as the allocation of sites, choosing between development boundaries or criteria-based policies and designating important green spaces to protect against development in the wrong locations.

Q4. Should there be flexibility to permit new homes outside of the two tiers of towns and larger villages in Table 3?

Q5. Should this be as an exception to policy for the purpose of addressing specific local housing needs, or should it be a deliberate part of the Local Plan strategy to deliver part of the annual housing target?

Q6. Should the more isolated siting of these homes away from services and utility routes be dependent on off grid solutions for their heating and power?

4. Housing target

- 4.1. Consultation No 2 'Exploring our options - Ambitions' provided the first opportunity to comment on a housing target for the National Park. This paper is providing a further opportunity to engage in that issue but this time supported by more evidence in depth and rejecting the option of zero new homes, for reasons given below.
- 4.2. The Local Plan is required to release land so that builders can construct a range of new homes. For a long time now it has been a national objective to significantly increase the delivery of new housing across England⁷. The Government provides a 'standard methodology' for calculating local plan housing targets. This does not, however, apply in National Parks because of their small populations and the complexities of matching their landscape boundaries to travel to work and

⁷ 'Delivery' means finished and occupied houses. Planning authorities can however only deliver 'planning permissions' (land with development consent for new housing). It is therefore normal to have a supply of extant permissions which remain unfinished. The rate at which permissions are completed varies across the country and is dependent on the state of the local economy, access to finance and other factors that are outside the scope of the planning system.

housing market areas⁸. The advice from Government is that in areas where the standard methodology does not apply, planning authorities should instead calculate their own local plan housing requirements⁹, focusing on the local needs of the area but also having regard to government approved household projections¹⁰.

4.3. The Yorkshire Dales National Park Authority, in co operation with neighbouring authorities has therefore commissioned a strategic housing market assessment (SHMA) for the local plan area¹¹. The SHMA analyses local demographic data and applies the Government's preferred household projection to estimate the amount of additional housing needed between now and 2040. The Authority is mindful however that some of these assumptions may change and that would affect the findings. The Authority will therefore keep this matter under review and revise it if necessary. The purpose here is to report the findings of the SHMA and set out options around the quantity of housing the Local Plan could aim for. As well as meeting demand new housing is also needed to raise the overall quality of the stock and help deliver more efficient heating and modern amenities.

Dwellings needed 2023-2040

4.4. In terms of existing stock there are an estimated 12,688 dwellings in the Yorkshire Dales National Park, for 10,806 resident households¹². This reveals an unusually high proportion (21%) of second homes, holiday lets and other properties that are not being permanently occupied. Since the occupancy of the existing stock cannot currently be influenced by local planning policy any additional need will have to be met through the construction of new dwellings. If recent trends continue however, the population of the National Park (est. 23,488 in 2017) is forecast to decline. This is because the number of deaths each year is exceeding the low birth rate and because more people are now leaving the National Park than are moving into it, creating negative net migration.

4.5. Using the Government's preferred household projection, the SHMA forecasts that the population of the National Park could decline 9% by 2040. If that happens the supply of homes will exceed demand and more of the existing stock would probably become second homes and holiday lets.

4.6. Some of the respondents to the 'Setting the Agenda' consultation in January 2020 and again in response to the 'exploring the options' consultation in October 2020, consider that the Local Plan should not attempt to plan for any more housing because of the lack of demand and because they feel the landscape and the local infrastructure is already at capacity. Other respondents believe that more housing is needed and they point to a lack of affordable homes and a lack of modern smaller units designed for the elderly or first time households.

4.7. The objective assessment in the SHMA takes its evidence from the Government's preferred 2014 based, national household forecast which is itself based on historic trend data. It indicates that the local plan area does not require any new housing over the next 20 years because its population is projected to decline quite sharply, resulting in a surplus of existing dwellings. A falling population would however be bad for community vitality, local business, and key services such as village

⁸ National Park boundaries have been drawn according to the area's natural beauty, wildlife and cultural heritage. They reflect landscapes of particular distinction, rather than areas of shared social or economic characteristics.

⁹ Para 78 English National Parks and the Broads. UK Government Vision and Circular, March 2010

¹⁰ Paragraph: 014 Reference ID: 2a-014-20190220, Planning policy guidance

¹¹ Yorkshire Dales National Park, Strategic Housing Market Assessment, Arc4, November 2019

¹² Estimated by Edge Analytics for 2019

schools. Setting the local plan housing target in line with the forecast contraction in households would effectively be planning for decline and would be in conflict with the ambition of the Management Plan to maintain the National Park as a place that is ‘*Home to strong, self-reliant and balanced communities with good access to the services they need*’. One of its specific objectives is to ‘*Undertake a 5-year programme of measures to promote the National Park as a place to live for younger, working age households (18-44 years) to help halt the decline in their numbers*’¹³.

4.8. A more sustainable strategy is therefore considered necessary to avoid depopulation. The proposal is to plan for new housing that goes beyond just supporting existing households to stay but would also attract new households to move into the National Park, perhaps on the back of increased demand for home working and possible job creation in the environmental and land management sectors. The SHMA made the following observation:

4.9. ‘*Population and household projections for the YDNP show an overall reduction in people and households over the period 2023 to 2040. However, through positive planning which supports dwelling growth, overall household numbers are predicted to increase. This in turn results in the improved sustainability of communities and helps to redress the rapidly ageing population profile of the YDNP*’.¹⁴

4.10. The proposal then is to plan for ‘dwelling led’ growth and net inward migration, rather than simply follow the current forecast towards decline. The SHMA modelled three dwelling led scenarios (please note that these options do not correlate directly with the options represented in Consultation No.2 – Exploring the options: Ambitions):

- Option 1 70 dwellings per annum
- Option 2 50 dwellings per annum
- Option 3 30 dwellings per annum

4.11. Compared with most district-wide local plans housing growth at this level would be very modest. This is because, despite its large area, the population of the National Park is very small and consequently household growth is small and demand for new housing is low. Fifteen additional families moving into one of the main dales each year might be regarded as a success.

4.12. There are those that will request a higher target on the basis that a greater level of policy intervention might yield more homes and thereby have a bigger affect on stemming decline. The Local Plan is however required to be realistic in terms of its likely level of delivery and it must recognise the constraints operating within the local plan area and a National Park landscape. Ultimately the Local Plan will be tested by an independent Planning Inspector so its housing target will have to be based on evidence of need and likelihood of delivery in terms of completed homes.

4.13. A target in the range 30 to 70 dwellings per annum (dpa), as modelled by the SHMA, would conform to the National Planning Policy Framework because it would facilitate growth in excess of Government projection. The middle to low target of 30-50dpa dwellings per annum would also be

¹³ Objective F2, National Park Management Plan 2019 -2024

¹⁴ Page 8 ‘Overall Housing Need’ Yorkshire Dales National Park, Strategic Housing Market Assessment, Arc4, November 2019,

realistic in terms of actual delivery because it would lie within the range of past rates of completion monitored over the last 11 years, provided enough deliverable sites can be found to fulfil this level of completion going forward. An unrealistically higher target would face scrutiny, particularly in the context of government policy which seeks to protect the qualities of National Parks and specifically advises against large scale development within designated landscapes¹⁵. Good, developable sites remain hard to find in the National Park and so there may well be difficulties in finding enough deliverable sites to fulfil a high target.

4.14. Table 4 indicates the theoretical impact each of these scenarios would have on population change, household change and net migration between 2017 and 2040. It takes into account the Park's very high vacancy rate which means that more than one dwelling is required to generate each additional household.

Table 4: Housing completion scenarios

Dwellings per annum ¹⁶	Change 2017 - 2040					
	Population change	Population change %	Household change	Household change %	Net migration	Dwellings
1 70 dpa	1,246	5.3%	1282	11.9%	5,152	1610
2 50 dpa	323	1.4%	916	8.5%	4,278	1150
3 30dpa	-601	-2.6%	550	5.1%	3,427	690
10 dpa (reference only)	-1525	-6.5%	183	1.7%	2,576	230

4.15. The elderly age-profile within the National Park means that population growth will be more constrained than in younger populations elsewhere in the country. Even with the highest housing led scenario of 70 dpa population growth would only be a modest 5.3% over 23 years.

Option 1: 70 dwellings per annum

4.16. 70 dpa would be double the average number of houses completed each year between 2009 and 2019 in the pre extension National Park area. Prior to the economic downturn in 2009 70 dpa was achieved in a number of years, but only because of the completion of several unusually large sites. If it could be achieved every year in future it would mean building **1,190** new homes between 2023 and 2040. This would be very ambitious and could not rely on windfall development alone to deliver the range of homes required to fit the type of households identified in the SHMA. New sites would need to be allocated that are larger and more numerous than those allocated in previous local plans.

¹⁵ Para 172 NPPF

¹⁶ These are indicative targets for completed homes per annum (rather than approval of planning permissions)

4.17. A problem is that the bigger house builders are not active in the National Park, choosing instead to focus on larger sites in the more accessible towns around the periphery (Table 1). Given the historical evidence of low build rates and the inertia in turning permissions into completions, there would seem little prospect of doubling output to reach and then maintain 70dpa. The likelihood is that releasing land against an unrealistically high target will simply increase the backlog of unbuilt sites. The natural beauty of the landscape, the extent of wildlife designation and the density of its historical heritage, coupled with the physical constraints of topography and infrastructure, mean that the National Park has a shortage of unconstrained land for house building, even for sites smaller than 20 units. There is a risk that pressure to release a high number of sites quickly, could lead to longer term harm to landscape, heritage or other special qualities, as trade offs are inevitably made in pursuit of the target.

Option 2: 50 dwellings per annum

4.18. A target of 50 dpa would equate to **850** new homes over the Plan period. It is estimated that this level of completion should be sufficient to halt population decline. Fifty completions a year should accommodate sufficient additional households to offset the current trend of net outward migration. Stabilising the population would improve community sustainability and at least slow the otherwise rapidly ageing profile. A target of 50 dpa would still be ambitious compared to the average of 35 completions a year in the old National Park area. Delivery since 2009 has been slow despite a good supply of permissions. Fifty dpa is the recommended target in the SHMA.

Option 3: 30 dwellings per annum

4.19. A third scenario would be to set the target at 30 dpa (**510** new homes over the Plan period). This would be equivalent to the average rate of completion since 2009 so should be achievable based on recent levels of delivery. However, according to the SHMA, 30dpa would not be a sufficient level of completion to reverse the forecast population decline. It would therefore not achieve the objectives in the National Park Management Plan and would do less than the other options to halt the shrinking labour force.

Q7. Which of the three options is the most appropriate housing target for the Local Plan between 2023 and 2040?

Q8. Is there any other good evidence to support an alternative realistic target?

5. Apportionment

5.1. The planning strategies of the current local plans which cover the National Park mainly rely on 'windfall' sites for new housing. Windfall means 'unplanned' sites that conform to local policy criteria, rather than sites that are deliberately identified and allocated for development. Common examples of windfall include infill plots, gap sites, subdivision of existing dwellings and change of use permissions such as barn conversions.

- 5.2. With the extended National Park now covering parts of five districts and urgency in national policy to build more homes, a more planned approach to the distribution and delivery of housing is warranted. The new Local Plan is likely to include objectives about stemming depopulation and supporting existing services to safeguard rural communities. Relying only on a demand-led strategy would mean unequal distribution of growth and inefficient use of infrastructure. The Local Plan needs to make sure that all its sub areas have the opportunity to grow sustainably and so part of its purpose is to lead development into the locations that will benefit from it.
- 5.3. Cross boundary discussions and agreements with neighbouring authorities are likely to support apportionment of new housing by sub area, even if the numbers are small. Understanding the contribution that the Local Plan will make to each District will help with planning for the wider housing market area outside the Park boundary. Apportionment of new housing in each area is a way of supporting the role of the Park's towns and villages for their residents, for local business and for the visitor economy. Infrastructure providers such as the County Councils, water, electricity and communications companies will also want to know where development is being planned, to help them organise their own future services inside the Park.
- 5.4. Apportionment will also inform other stages of the Local Plan, notably the options around the supply of land. Having some idea of the amount of development envisaged, even if it's only modest, will help communities to understand the impact new house building will have in the places they live.

How should housing be distributed throughout the Park?

- 5.5. Assuming that radical options such as building all new homes in settlements outside or on just a few large sites inside the National Park, are ruled out, then planned development might be apportioned by a more conventional strategy, such as following the current distribution of households. Table 5 indicates the distribution of existing properties, represented here by the Royal Mail address database.¹⁷

¹⁷ This includes business addresses as well as residential addresses but excludes some second homes and holiday letting properties which do not receive mail

Table 5: Distribution of property by Royal Mail database (Address base plus)¹⁸

Local Plan sub-areas	Proposed Towns		Proposed Large Villages				Small villages, hamlets and isolated properties
1. Mallerstang upper Lunedale and Westmorland Dales 1296 addresses 10% of National Park	N/A – no proposed town in this sub area		Crosby Garrett Crosby Ravensworth Great Asby	Maulds Meaburn Nateby Newbiggin on Lune	Orton Ravenstonedal e/ Coldbeck	719 addresses = 56% of sub area	577 addresses 44% of sub area
2. Dentdale, Garsdale, Rawthey Valley & and Lunesdale 2566 addresses 20% of National Park	Sedbergh	1042 addresses 41% of sub area	Barbon Casterton	Dent Millthrop		410 addresses 16% of sub area	1114 addresses 43% of sub area
3. Swaledale & Arkengarthdale 1209 addresses 9% of National Park	N/A – no proposed town in this sub area		Grinton Gunnarside Hudswell	Langthwaite Low Row/ Feetham	Muker Reeth	699 addresses 58% of sub area	510 addresses 42% of sub area
4. Wensleydale, Bishopdale & Coverdale 2702 addresses 21% of National Park	Hawes/Gayle	558 addresses 21% of sub area	Askrigg Aysgarth Bainbridge Burtersett	Carlton Carperby East Witton Newbiggin Thoralby	Thornton Rust West Burton West Witton	1322 addresses 49% of sub area	822 addresses 30% of sub area
5. Ribblesdale & Chapel le Dale 1555 addresses 12% of National Park	Ingleton Settle/ Giggleswick	173 addresses 13% of sub area	Austwick Clapham	Horton Langcliffe	Long Preston Stainforth	917 addresses 59% of sub area	440 addresses 28%

¹⁸ For settlements split by the National Park boundary only addresses within the National Park have been counted, however the total size of the settlement has been used to determine whether it meets the threshold of 40 properties in Section 3 above.

6. Wharfedale, Litchford, Langstrothdale & Malhamdale 3669 addresses 28% of National Park	Grassington/ Threshfield	1036 addresses 28% of sub area	Airton/Scosthrop Appletreewick Arnccliffe Bolton Abbey/ Bolton Br. Buckden	Burnsall Cracoe Embsay ¹⁹ Hebden Hetton Kettlewell	Kirkby Malham Linton Malham Starbotton	1526 addresses 42% of sub area	1107 addresses 30%
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¹⁹ This is the proportion within the Local Plan area

- 5.6. Table 6 applies the current distribution of address points (table 5) into the three housing target options of 30 dwellings per annum, 50 dpa and 70dpa (para 5.9). The figures are shown over the full Local Plan period up to 2040. They are also shown annually, but often as a range, rather than an exact figure, because of the degree of error introduced by rounding such small numbers.
- 5.7. The figures are also broken down to show the split between towns and the remainder of each sub area. The figure for the remainder area is likely to be concentrated in the larger villages but subject to the outcome of this consultation, some of the housing growth might be distributed further down to the level of hamlets and below (see Section 3). For this reason the figures have not been broken down to the level of individual villages. In reality good sites for house building are not going to be available in every settlement in proportion to their size. Instead it will be for the whole network of settlements to provide for the level of housing growth that is eventually chosen. The housing development capacity consultation that is running alongside this one seeks opinions on where the best sites for development are located. Once more is known about the capacity of towns and villages to accommodate future development, including their constraints and their land availability, options about how much housing will go into each settlement can be investigated. This will happen later in the Plan process.
- 5.8. Consultees are asked to consider Table 6 carefully and factor it into their response to the questions under Section 4 (housing target). It is important to understand the reality of the housing target. For example, if you live in Wharfedale, and your preference is to significantly increase house building to boost community sustainability, then you may well opt for 70 dpa. That equates to around 22 houses a year in the sub area, which may sound manageable, but over the 17 year Plan-period, it would require 146 houses in Grassington/Threshfield and a further 218 in the other villages in the sub area. Or, if you live in Sedbergh, is 8 or 9 houses a year (147 over the Local Plan period) ambitious enough? Does the town have capacity for more than that?

Table 6: Possible new housing targets by sub area, based on existing housing distribution

Local Plan sub-areas	Local Plan annual housing target options	Sub-area housing requirement		Delivered in main town			Delivered in remainder of the sub area	
		Total 2023-40	Annual	Town	Total 2023-40	Annual	Total 2023-40	Annual
1. Mallerstang upper Lunedale and Westmorland Dales	30dpa	43	2-3	N/A			43	2-3
	50dpa	72	4-5				72	4-5
	70dpa	101	5-6				101	5-6
2. Dentdale, Garsdale, Rawthey Valley & and Lunesdale	30dpa	88	5-6	Sedbergh	63	3-4	25	1-2
	50dpa	146	8-9		105	6-7	41	2-3
	70dpa	204	12		147	8-9	57	3-4
3. Swaledale & Arkengarthdale	30dpa	42	3	N/A			42	2-3
	50dpa	70	4-5				70	4-5
	70dpa	98	5-6				98	5-6
4. Wensleydale, Bishopdale & Coverdale	30dpa	114	6-7	Hawes/Gayle	34	2	80	4-5
	50dpa	189	11-12		56	3-4	133	7-8
	70dpa	265	15-16		79	4-5	186	10-11
5. Ribblesdale & Chapel le Dale	30dpa	67	3-4	Ingleton &	12	0-1	55	3-4
	50dpa	112	6-7	Settle/ Giggleswick	20	1-2	92	5-6
	70dpa	157	9-10		28	1-2	129	7-8
6. Wharfedale, Littondale, Langstrothdale & Malhamdale	30dpa	156	9-10	Grassington/ Threshfield	63	3-4	93	5-6
	50dpa	260	15-16		104	6-7	156	9-10
	70dpa	364	21-22		146	8-9	218	12-13
TOTALS	30dpa	510		ALL TOWNS	172	10-11	338	19-20
	50dpa	950			285	16-17	664	39-40
	70dpa	1190			400	23-24	789	46-47

5.9. The questions which follow are designed to gauge opinion about how to distribute the weight of new housing between towns, large villages and other smaller and remoter places.

Q9. Should the housing target be equally apportioned in relation to settlement size and services within each sub area, or should it be unequally apportioned so that growth is more concentrated in particular settlements?

Q10. Should a fixed proportion of new housing be distributed to sites below the level of towns and large villages listed in Table 5 (i.e. to smaller villages, hamlets and other remoter locations) ?

Q11. Is there a better way to apportion housing across the Local Plan area ?

6. Growing Sedbergh, Hawes/Gayle and Grassington/Threshfield

- 6.1. During the 'setting the agenda' consultation the point was made that Sedbergh with the best concentration of services and employment in the Park, should be identified as a priority for new housing and business growth. The suggestion is that it would benefit from a disproportionately larger share of future development. The town has not grown significantly over the last 10 years, with only 41 new homes being completed. Recently the bank closed and the high street has struggled to retain footfall. The Sedbergh Economic Partnership, which was established to support regeneration, is supportive of a growth strategy because it would further its ambitions for the town and the surrounding area.
- 6.2. The figures in Table 6 assume a distribution of housing growth based on the existing proportion of properties in each area. An alternative option would be to plan for an **unequal distribution**, so that some settlements grow by more than their 'fair share' and others by less. So, for example, an equal distribution in the South Lakeland sub area would, under a 70 dwellings per annum target, see 147 dwellings built in Sedbergh up to 2040, and 57 spread between villages including Dent, Barbon, Casterton and Millthorp. If it is considered that Sedbergh has capacity to grow by more than 147 dwellings and/or that these villages do not have capacity for 57 dwellings, then perhaps more growth could be concentrated in Sedbergh?
- 6.3. Similar arguments may also apply to Hawes/Gayle and Grassington/Threshfield. A planned increase of households, in excess of their current development rates and their proportional populations, might better support their high streets and their future vibrancy as service centres for the extensive rural areas that surround them.
- 6.4. Housing growth aimed at households with children would support more pupil numbers at their schools and widen the range of new homes with modern amenities. A stable population with more working age people might provide more scope for local business and a wider social and volunteer network within the community. If the towns are more vibrant they will also function better as tourism centres generating additional spending. The three towns are well distributed across the local plan area so their appropriate growth would spread the benefit across the National Park.

Q12. Should the Local Plan aim to grow new housing and employment activity in Sedbergh, Grassington/Threshfield and Hawes/Gayle at a disproportionately higher level than their settlement size?

7. Housing mix

7.1. The 'setting the agenda' consultation during the winter of 2019/20 attracted a lot of comment about the type of housing needed in the National Park.

- There was strong support for more affordable homes which is a particular issue for the young;
- Some people thought there should be more smaller homes and flats built at higher densities to keep them affordable;
- Others thought that there should be more intergenerational properties with space for grandparents and/or young adults and new homes capable of adaptation;
- Some felt that the public sector should build more housing to speed up overall delivery and widen the range of new property. There was also support for community led schemes, social housing and new homes for rent;
- In terms of house type there was a view that the Park needs more bungalows and should permit the conversion of more buildings into 'granny annexes'.

7.2. The Strategic Housing Market Assessment looked into these issues analysing national indicators and considering the local data around household size, price and lettings. The consultants interviewed developers active in the local market. They reported on the type of housing likely to be needed over the next 15 years and made a number of recommendations about dwelling size, type and affordability. These are summarised below:

7.3. In terms of number of bedrooms the SHMA recommends that the annual mix should aim at:

- 15% one-bedroom
- 36% two- bedrooms
- 38% three- bedrooms
- 11% four or more-bedroom

7.4. In terms of dwelling type the recommendation is:

- 55% houses
- 25% flats
- 20% bungalows

7.5. The scale of affordable housing shortfall was assessed using the latest housing register data from 2019. The SHMA took account of Government guidance and the cost of buying and renting property in the local market.

For buying, the assumption was made that households can afford up to 3.5 times their household income and this was compared to the cost of properties in the lower quartile of the market. In terms of rental the SHMA used lower quartile rents and assumed that a household could spend up to 25% of household income.

7.6. Together these assumptions identified a shortfall of **30 affordable dwellings across the National Park each year**. The SHMA recommended that this gap should be met by provision of:

- twenty affordable rented²⁰ dwellings each year (90% 1 and 2 bedroom and 10% 3 or more bedroom); and,
- ten intermediate tenure²¹ dwellings each year (overall mix of 60% 2 bedroom and 40% 3 bedroom).

7.7. With the SHMA's recommended overall annual housing target of 50 dwellings per year (para 5.17), the Plan could aim for up to 30 dwellings to be affordable leaving 20 available for open market purchase and other tenures in line with para 6.3 and 6.4. A higher target would not necessarily increase viability or yield more affordable housing. There is a risk it would simply yield more market homes or more dormant sites.

7.8. The SHMA also identified evidence around the ageing population and levels of disability. It recommended that:

- one new dwelling per year be built to Building Regulations M4(3) wheelchair accessible standard; and,
- twenty five percent of new dwellings should be built to M4(2) standard.

7.9. The SHMA recommendations are based on evidence and modelling but it is recognised that the housing policies that go into the final version of the Local Plan will also have to be tested for their financial viability. That means that irrespective of the evidence of need for affordable housing and other specialised housing types, the policies must still be able to deliver sufficient financial reward to incentivise landowners and house builders. Viability testing will be undertaken later in the Local Plan process so that it can inform the draft policy.

Q13. Do you think that the range of bedroom sizes and dwelling types recommended in para 7.3 and 7.4 sounds about right?

²⁰ Meets all of the following conditions: (a) the rent is set in accordance with the Government's rent policy for Social Rent or Affordable Rent, or is at least 20% below local market rents (including service charges where applicable); (b) the landlord is a registered provider, except where it is included as part of a Build to Rent scheme (in which case the landlord need not be a registered provider); and (c) it includes provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision. For Build to Rent schemes affordable housing for rent is expected to be the normal form of affordable housing provision (and, in this context, is known as Affordable Private Rent).

²¹ Starter homes, discount market sale and other mechanisms as defined in the glossary to NPPF

Q14. Subject to viability testing, do you think the mix of affordable housing tenures recommended in para 7.7 is suitable?

Q15. Do you think the Local Plan should restrict the type and size of new housing built?

8. Local Projects

8.1. The Local Plan should aim to have some ambition beyond just appropriate regulation of new development. It could be made more distinctive and proactive by identifying beneficial developments in each area of the Park. These would be additional to any land allocations or broad areas of development permitted by the Plan.

8.2. These projects would not necessarily have to have finance in place now but would need to demonstrate that they are realistic and could take place during the next 20 years. They might include such things as an innovative new use for a brownfield site, a new use for an important traditional building or perhaps the creation of new trails linking neighbouring towns to the National Park landscape.

8.3. For proposals to be included in the Plan, and therefore to be supported in principle, they would need to be demonstrably beneficial to the public interest in terms of their contribution to the economy, community and the environment. They should also be beneficial or at least neutral in relation to national park purposes. The preparation of the Local Plan is an opportunity to list these opportunities by area and present them for public scrutiny.

Q16. Should the local plan identify potentially beneficial development projects in each area? Can you suggest any specific projects?

Part 2: Housing development capacity

Part 2 is split into five sections that provide some further background information about the different policy issues affecting the identification of land for development or protection.

9. Spatial strategy
10. Sites already allocated for development
11. New housing development sites
12. Infilling and development boundaries
13. Protected open space

9. Spatial strategy

9.1. Section 2 of this consultation discusses a potential settlement hierarchy of the new Local Plan. Although the settlement hierarchy hasn't been finalised yet, it is clear that the majority of new build housing will be located in towns and larger villages that have the best service provision and transport links.

Table 7: List of settlements likely to be suitable for new build housing

Local Plan sub-area	District	Towns/villages likely to be suitable for some new build housing
1. Mallerstang upper Lunedale and Westmorland Dales	Eden	Crosby Garrett; Crosby Ravensworth; Great Asby; Maulds Meaburn; Nateby; Newbiggin on Lune; Orton; Ravenstonedale/Coldbeck
2. Dentdale, Garsdale, Rawthey Valley & Lunesdale	South Lakeland	Barbon; Casterton; Dent; Millthorpe; Sedburgh
3. Swaledale & Arkengarthdale	Richmondshire	Grinton; Gunnerside; Hudswell; Langthwaite; Low Row/Feetham; Muker; Reeth
4. Wensleydale, Bishopdale & Coverdale		Askrigg; Aysgarth; Bainbridge; Burtersett; Carlton; Carperby; East Witton; Hawes/Gayle; Newbiggin (Bishopdale); Thoraby; Thornton Rust; West Burton; West Witton
5. Ribblesdale & Chapel le Dale	Craven	Austwick; Clapham; Horton-in-Ribblesdale; Ingleton; Langcliffe; Long Preston; Settle/Giggleswick; Stainforth
6. Wharfedale, Littondale, Langstrothdale & Malhamdale		Airton/Scosthrop; Appletreewick; Arncliffe; Bolton Abbey/Bolton Bridge; Buckden; Burnsall; Cracoe; Embsay; Grassington/Threshfield; Hebden; Hetton; Kettlewell; Kirkby Malham; Linton; Malham; Starbottle

9.2. There will undoubtedly continue to be a need for a small amount of new build housing, to meet specific needs, in smaller settlements like hamlets and individual farmsteads. Section 3 deals with this issue and there is an opportunity there for people to comment on whether new build housing should be allowed in these smaller settlements. Whatever the Local Plan decides to do about this particular issue, it is the larger towns and villages that are likely to have more capacity for general needs housing, so it is these settlements (listed in Table 7 above) that we are most interested in hearing about.

10. Sites already allocated for development

10.1. As part of the process of identifying new land for housing development, we need to look very closely at the situation in relation to sites that have already been allocated for development in the current Local Plan.

Sites currently allocated for housing development

10.2. The current Local Plan allocated 22 sites for housing development but, to date, few have received full planning permission and even fewer have turned into completed developments.

10.3. The sites that remain undeveloped and that have so far do not have detailed planning permission are listed in the table below:

Table 8: Undeveloped sites without detailed planning permission

Settlement	Site ref	Site name	Notional capacity ²²	Site area (ha)
Airton	49	South of John Brown Cottage	4	0.089
Austwick	9	South West of Pant Head*	8	0.259
Cracoe	24	South of The Croft	4	0.285
Dent	32 A	West of Glebe Fold	8	0.292
	8	South West of Ghyllside	12	0.219
Giggleswick	088	North of Netherfield	8	0.290
Grassington	203	North of Moody Sty Lane	20	0.643
Hawes	80	East of Northgate	6	0.205
	81	North of Auction Mart	2	0.078
	139	South of Kirkbrides Way	15	0.496
Horton in Ribblesdale	71	North of Hillcroft Barn*	8	0.787
Long Preston	61	West of Grosvenor Farm	9	0.313
Millthorp	4	South of Derry Cottages	10	0.318
Reeth	86	Land to rear of Arkle Terrace	4	0.202
	136	Land off Arkengarthdale Road	2	0.096
	211	East of Park Lea	10	0.216
Sedbergh	69	West of Shaldon	30	1.256
	123	East of Rawthey Gardens	6	0.277
Threshfield	75/126	South of Institute	10	0.409

* Planning application approved in principle, but awaiting completion of a legal agreement.

²² This figure is for guidance only. The minimum density requirement of 35 dwellings per hectare should be met unless otherwise justified by the factors set out in Policy C1 (Housing in settlements). The notional figure shown in this table is derived from certain assumptions about the developability of the sites according to known constraints and does not carry any policy weight.

10.4. Although there has been some level of discussion regarding almost all of these sites, it is now nearly eight years since they were first allocated for development. We need to understand whether there is any point in reallocating these sites if there is little chance of them being developed within a reasonable timescale.

10.5. We are therefore inviting both the owners of/agents for the sites concerned, and the communities that would be affected by them, to give us their views about whether these sites should continue to be identified for housing development:

Q17. Do you consider that these allocated housing sites still satisfy the following three key tests set out by the Government – are they:

- **Suitable**

- **do these sites remain suitable for development?**
- **is there any new information about development constraints that wasn't known or fully understood when the sites were first allocated?**
- **are there better alternative sites (see section 11 below);**

- **Available**

- **has there been a change of ownership or circumstance that now means the landowner is not willing or cannot release the site for development?**

- **Achievable**

- **can the barriers that have prevented their development over the last 8 years be overcome? If so, what needs to change?**

Sites currently allocated for business development

10.6. In addition to the allocated housing sites, the current Local Plan also allocated twelve sites for business development. Although some of these sites have secured a re-use, or been the subject of a planning application, a number remain without a clear future. Some of these are in locations away from residential areas and services, so would not be considered suitable for housing in line with the Local Plan's spatial strategy.

10.7. The remaining four sites are all on the edge of settlements and are a mixture of previously developed 'brownfield' sites that have potential for redevelopment, and small undeveloped greenfield sites. With the exception of Baliol School, which was first allocated in the 2015 Local Plan, these sites have been earmarked for business development since 1996, yet have failed to be come forward.

10.8. A list of these sites is below together with the type of uses that are likely to be permissible under current policy. They can also be found on the maps that accompany this consultation.

Table 9: Allocated business sites and proposed uses

Site	Size (ha)	Uses allowed under current Local Plan policy
Former Baliol School and grounds, Sedbergh	2.01	Offices, light industrial, hotels/guest houses, residential care facilities (including extra care), health/education and other public facilities, leisure uses, live/work units.
Land north of Dales Centre, Reeth	0.32	Offices, light industrial, financial/professional services, live/work
Cragg Hill Road, Horton in Ribblesdale	0.48	Offices, light industrial, general industrial, storage and distribution
Part of the former Weatheralds site and land adjoining²³, Askrigg	0.32	Offices, light industrial, general industrial, storage and distribution, hotels/guest houses, residential care facilities (including extra care), live/work, visitor accommodation.

10.9. We would like to hear views on these sites:

Q18. Is there scope for any of these business site allocations to be used for housing, or a mixture of housing and business development?

²³ Not including the part of the site now occupied by Bainbridge Vets, Askrigg Brewery and Peacocks Coal Merchant.

11. *Newly identified housing development sites*

11.1. If we are to deliver the housing the National Park needs, we need to find new sites for housing development. Part of this consultation is therefore a **'call for sites'** – we are asking landowners and communities to identify sites that they feel could be developed for housing in the coming years.

11.2. Sites should be:

- *Suitable*: In a location suitable for the provision of new build housing (see spatial strategy above); and have potential for development without harming the character and appearance of the surrounding area, the amenity of neighbouring properties, wildlife or the historical environment; and are free from other constraints such as flood risk or contamination.
- *Available*: The landowner is willing to release the land for development and there aren't any restrictive covenants, or land in third party ownership that would prejudice the site's release.
- *Achievable*: The landowner has a realistic expectation of the commercial return possible either for the sale of the land or the completed development, taking account of site constraints and likely requirements to provide or contribute towards affordable housing provision and infrastructure.

11.3. We want to hear from as many **landowners** as possible. We are most interested in sites capable of delivering 5 or more houses. While greenfield sites remain important, we are particularly keen to hear about any previously developed (brownfield) land that could be suitable for housing development.

Q19. Do you own land that can be considered suitable, available and achievable for future housing development?

11.4. If so, please complete our standard 'Call for Sites' form and provide an accompanying map to clearly show the boundaries of the land being suggested.

11.5. We also want to hear from **communities**:

Q20. Do you think there is capacity for more housing development in your town/village? If not, why not?

Q21. If so, can you identify any sites that you think would be particularly suitable, available and achievable? What are the things we need to be aware of (constraints and opportunities) with these sites?

Q22. What extra infrastructure might be needed to support further development in your town/village?

- 11.6. We would also be interested to hear from those bodies and companies responsible for providing **utilities and infrastructure** e.g. highways, water and electricity supply, foul and surface water drainage, education and social care.

Q23. Are there parts of the National Park that have particular infrastructure pinch points that might constrain the development of new housing? If so, what investments or changes are needed to resolve the issue?

12. *Infilling and development boundaries*

- 12.1. Although the Local Plan needs to provide as much certainty as possible about which sites will be developed for new build housing, there needs to be some flexibility to allow some ‘windfall’ development. This is small scale ‘infilling’ and ‘rounding off’ of settlements, typically small-scale developments of 4 or less houses.
- 12.2. Judgements on the acceptability of this sort of scale of development can normally be taken at the planning application stage, rather than through a site allocation in the Local Plan. Nonetheless, the Local Plan needs to set out the broad parameters for where this additional windfall housing development can take place. There are two alternative approaches currently in operation across the National Park:

Housing development boundaries

- 12.3. Across most of the National Park (Richmondshire, Craven and the parishes of Sedbergh, Dent and Garsdale) housing development boundaries have been used to show ‘settlement limits’ within which infilling will be permitted. They are not an attempt to define the boundaries of a particular community, but simply a tool for restricting housing development so that it doesn’t become too sporadic.
- 12.4. These boundaries are typically drawn quite tightly around the built up core of the settlement, meaning most opportunity for new build housing comes from infilling small gap sites and garden land, with little scope for developing sites on the settlement edge.
- 12.5. If the housing development boundary approach is retained in the new Local Plan, it will be an opportunity to review how and where they are drawn, according to a set of clear and consistent guidelines. This might mean drawing them less tightly and allowing them to embrace more small plots of land on the settlement edge that are deemed to have capacity for development.
- 12.6. The development boundary approach has the benefit of certainty in the form of a clear boundary on a map that is readily understood by everyone. The boundaries, as currently drawn, provide only limited scope for infilling. The Authority estimates that, excluding infill sites on garden

land²⁴, there are around 90 plots of land that are potentially suitable for infill housing within the development boundaries currently mapped. These plots could notionally deliver around 180 houses, the bulk of which would be 1 or 2 house developments.

12.7. Despite this, there is no guarantee that a plot of land within a development boundary will automatically be acceptable. Other planning requirements relating to design, impact on neighbours and highway safety will also need to be satisfied, so the degree of certainty provided by housing development boundaries is far from absolute. Excessive infill of settlements can have a range of negative impacts that policies will need to continue to guard against.

Criteria-based approach

12.8. In the areas that were designated as part of the National Park in 2016 (Eden, Lancaster and parts of South Lakeland) a less fixed 'infill and rounding off' policy currently applies. This allows case by case judgements to be made according to a set of criteria, instead of a line drawn on a map.

12.9. The amount of flexibility for windfall development offered by this approach obviously depends on the criteria used, although it undeniably offers less certainty than a line drawn on a map. The definitions used in these current Local Plans can be found in the table below.

Table 10: Definitions used by different Local Plans covering the National Park

Local Plan	Criteria used
Eden	Infill - fills a modest gap between existing buildings within the settlement Rounding off - provides a modest extension beyond the limit of the settlement to a logical, defensible boundary
South Lakeland	Infill - building taking place on a vacant plot in an otherwise built-up street frontage Rounding off - the completion of an incomplete group of buildings on land which is already partially developed, in such a way that will either complete the local road pattern or finally define and complete the boundaries of the group. Such rounding off should not: <ul style="list-style-type: none"> • change or distort the character or tradition of the group or the settlement in any undesirable way; • extend the grouping in such a manner that, when the development has taken place, undeveloped areas remain or further land is opened up where pressure for development is likely to occur; • cause undesirable backland development unrelated to a proper street layout; • cause development which pre-empts the provision of public services or gives rise to demands for improvements or extension to services which may not be proposed at that time.
Lancaster	Doesn't use 'infill' and 'rounding off' terminology but requires that development on non-allocated sites should: <ul style="list-style-type: none"> • Be well related to the existing built form of the settlement; • Be proportionate to the existing scale and character of the settlement

²⁴ Although there is nothing in current policy on housing development boundaries to prevent garden land being developed for infill housing, the Authority has to exclude such plots from its calculations of windfall housing capacity.

- unless exceptional circumstances can be demonstrated;
- Be located where the environment and infrastructure can accommodate the impacts of expansion;
 - Demonstrate good siting and design in order to conserve and where possible enhance the character and quality of the landscape;
 - Consider all other relevant policies.

Q24. What do you think is the best technique for controlling where small scale 'windfall' housing development can be located – is it drawing boundaries on a map or using criteria?

Q25. If drawing boundaries is your preferred approach:

- Do the boundaries that are currently mapped provide appropriate opportunities for infilling without allowing settlements to expand too freely?
- If not, how and where would you redraw them?
- Are there particular small plots of land that should be embraced by the boundaries?

Q26. If you'd prefer a criteria-based approach:

- What should the criteria be?
- How do we ensure that the criteria strike a balance between providing opportunity of small scale housing in and around settlements, without allowing the loss of too much garden land, important views etc?

Q27. Is it better to allow small extensions to the settlement edge, rather than concentrate development within the existing built up confines of the settlement?

13. Important open space

- 13.1. The Local Plan can protect open space against development to preserve it for current and future generations. This would apply to any development, not just new build housing, however this is generally the type of development that places the most pressure on open spaces in and around towns and villages.
- 13.2. Protected open spaces have some sort of intrinsic value that makes them very difficult to replace. They are often, but not always, publically accessible spaces, and include village greens, churchyards, playgrounds and sports fields.
- 13.3. There is already a network of open spaces across the National Park protected by existing planning policies and designations (around 680 plots in total), but these have all been identified at different times using different processes, so it is important that the new Local Plan reviews these protections to see if they are still fit for purpose.
- 13.4. To qualify for protection, open spaces should be demonstrably important in terms of:
- *Beauty*: does it allow important public views into or out of the settlement, contributing to it's character and setting, or connecting it with the wider landscape;
 - *Historical significance*: does it contribute to the setting of, and/or allow key views of historical buildings; or does it contribute to an understanding of the historical development of the settlement;
 - *Recreational value*: Does it provide a valued sporting or recreational resource for the local community, whether as a formal or informal activity;
 - *Tranquillity & natural resources*: Does it provide a buffer between roads and residential areas, does it allow flood water flows or storage; or
 - *Wildlife*: Does it provide an important habitat or opportunities for people to connect with nature.
- 13.5. We would expect protected open spaces to be small plots of land within, or immediately adjacent to towns and villages. Often it is the local community that is best placed to identify them.
- 13.6. This consultation is accompanied by a series of maps of towns and villages across the National Park where important open spaces have already been identified. We are asking landowners and communities to review these maps and to let us know:

28. Are the plots already identified as important open spaces still worthy of protection? If not, why not?

29. Are there any additional plots that you feel should be protected through the new Local Plan?

30. Are the criteria above appropriate? How should they change?