



PANNAL & BURN BRIDGE
NEIGHBOURHOOD DEVELOPMENT PLAN
2021-2035

POLICY INTENTIONS DOCUMENT – JUNE 2021

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1. INTRODUCTION AND BACKGROUND

What is a Neighbourhood Plan?

The Government's Localism Act of 2011 empowered communities like Pannal and Burn Bridge, including Walton Park, to be able to shape their future through Neighbourhood Plans, which will become enshrined in the local council's (Harrogate's) Development Plan for the next 15 years or so. The Neighbourhood Plan will be informed by local opinions on a variety of planning matters, such as the safeguarding of the local countryside and green spaces, the protection of built heritage, the retention and addition of community facilities and the addressing of traffic issues.

Where are we in the process?

Pannal and Burn Bridge Parish Council first became aware of the potential offered to its residents and businesses by Neighbourhood Planning during 2016 and started a programme to inform itself about the legislation and its procedures. In September 2016 work on a Neighbourhood Development Plan was delegated, by the parish council, to a steering group and associated focus groups – covering Landscape and Environment, Transport Traffic and Sustainability, Housing and Community Facilities. In August 2017, Harrogate Borough Council approved the parish's application for Neighbourhood Area designation.

A 2015 parish-wide Community-led Plan Survey and a 2018 Save Crimple Valley Survey, together with subsequent focus group work, provided a clear initial idea of the key issues, themes and priorities for the local community. Based on this early work, and a scoping report undertaken by commissioned consultants in late 2018, this initial 'Policy Intentions Document' has been produced. This sets out suggested policy and land use intentions, together with other community actions, which the parish council is minded to include in its final draft plan, hopefully to be published for formal consultation in early 2022. This current document enables the community to take the opportunity to comment and suggest improvements and additional matters which can be incorporated in the final draft plan.

What's next?

Following this current consultation, the final draft plan will be prepared, taking on board comments from the community and a wide range of stakeholders and statutory consultees, together with evidence gathered from research studies currently underway. It will then be published for a formal six week statutory public consultation. After further modification, the 'Final Plan' will then be submitted to Harrogate Borough Council for further scrutiny and independent examination to ensure it complies with legal obligations. It will finally be put to a community referendum of the people of the parish, and hopefully come into force sometime in 2023.

2. VISION AND AIMS

Introduction

The vision statement below is aspirational. It paints a picture of how the parish council and its community would wish the parish to be in 2035. There is no guarantee that this will happen but it nonetheless constitutes an achievable, if challenging, ambition for all involved in the life of Pannal, Burn Bridge and Walton Park. The aims which follow the statement are designed to help achieve the

vision. The planning policies and actions which form the core of this document (Section 3) will work to deliver the aims and, through them, the vision itself.



Vision for Pannal, Burn Bridge and Walton Park

The Pannal, Burn Bridge and Walton Park of 2035 will be built on the pillars of environmental, transport and social sustainability – valuing the past, while taking full advantage of new technological developments.

The parish’s villages will still remain proudly separate from the built-up area of Harrogate, both buffered and characterised by the Crimple Beck and its valley which lend the villages their distinctive rural, agricultural feel. This treasured countryside gap will enjoy even greater protection against development, while offering enhanced recreational opportunities and improved access for all, to enjoy its rich wildlife and landscape. The valley’s landmark beck bridges –at both Pannal and Burn Bridge – and the iconic views afforded of the Crimple Valley Viaduct, will have been conserved, alongside a newly identified list of locally valuable heritage assets.

Though strengthened in its own distinct identity, the parish will have retained and expanded its local and wider connectivity through more frequent and better quality rail links to Harrogate, Leeds, York and all points between, bolstered by a modernised Pannal Rail Station. The Public Rights of Way and cycle network will have been similarly enhanced, thereby further promoting local sustainable travel. Meanwhile, a local rural road network, in keeping with a rural parish, will survive, no longer over-burdened by unwanted commuter traffic.

The settlements themselves will be home to a genuinely mixed community, boasting enhanced facilities and activities for the old, young and all between, with an emphasis on real community cohesion and support. Pannal’s share of Harrogate’s housing allocation will have been successfully integrated, providing a mix of housing appropriate to local needs, enabling the young to stay local and the old to downsize. Such a mix will have helped both to sustain and support the growth of the area’s community facilities and services.

By 2035, the parish will not have gone, and of course literally cannot go, back in time. It will however be secure in its self-contained 'village' status, moving with the times, comfortably retaining a rural village feel and hosting a mixed pro-active community with a 'can-do', 'will-do' attitude, fully justified in saying that it 'has-done' in its delivery of its Neighbourhood Plan ambitions.

How the plan aims to achieve the vision

- By protecting, enhancing and extending a green space network of landscape, wildlife and recreational value throughout the parish;
- By identifying and conserving the parish's local heritage assets;
- By ensuring that all new development is in keeping with existing historical, architectural and landscape quality;
- By improving transport infrastructure and services, alleviating congestion and developing better routes and facilities for cyclists and public rights of way users;
- By protecting, improving and supporting further provision of community and recreational facilities, services and activities;
- By ensuring that homes of the right types are built to meet the needs of local people;
- By positively influencing the building of any further new housing in the area;
- By securing and supporting the growth of appropriate local employment opportunities;
- By ensuring that new development sites are laid out and designed in the best possible way, relative to their characteristics, surroundings and neighbouring uses.

3. POLICY INTENTIONS AND NON-PLANNING COMMUNITY ACTIONS

Introduction

The Neighbourhood Plan, once 'made' (i.e. adopted) will be a statutory planning document with the same status as the Harrogate Local Plan. As such, planning applications will be judged by reference to it. It is therefore essential that the final plan is written in the form of legally enforceable planning policies and proposals.

For the purposes of this 'Policy Intentions Document' however, and for ease of understanding, it is the basic intentions of policies and proposals which are set out here in plain English, together with some background and justification. Final policy wordings, together with full evidence and detail, will be presented in the final draft plan. All policy intentions are in conformity with policies in the adopted Harrogate Local Plan.

The policy and land use intentions are presented in six sections below, respectively covering:-

- The Green and Natural Environment
- The Built Environment: Heritage, Development and Design
- Traffic, Transport and Travel
- Community Facilities and Services
- Housing
- Economic Development

The six sections also include lists of non-planning community actions identified by the focus groups, based on community survey findings. These will not form part of the statutory plan, but are nonetheless important in presenting a holistic view of the community's overall approach in respect of the plan's various themes.

THE GREEN AND NATURAL ENVIRONMENT

Many aspects of the green and natural environment registered strongly as topics of concern in the 2015 community survey. These cover the keeping of rural character, maintaining the separation from Harrogate and the importance of the Green Belt for wildlife. The valued peacefulness of the area was also something which came through loud and clear. In a separate Save Crimple Valley survey carried out in spring 2018, these concerns were wholeheartedly corroborated by the vast majority of respondents, who made clear their use of and views on this special landscape/Green Belt area and the need to preserve it from development. There was in addition support in 2015 for allotments.

In response to these clear messages, the parish council's intention is to look at including a variety of planning policies in the Neighbourhood Plan, addressing 'green and blue infrastructure' (i.e. the network of green areas and watercourses/bodies which thread through and 'pepper-pot' the parish); the Crimple Valley Special Landscape Area ('building on' existing HBC policy); green space protection, enhancement and creation (including possible 'Local Green Space' sites to be protected as identified by the Landscape and Environment Focus Group); and possibly nature conservation, trees, hedgerows and woodlands, subject to further consideration of existing HBC policies on these matters – it is not the role of the Neighbourhood Plan to duplicate existing policies. It will also, via its non-planning community provisions, identify any actions that can be taken in respect of further protecting and monitoring local natural assets and learning more about them

POLICY INTENTION GNE1: GREEN AND BLUE INFRASTRUCTURE

Policy will identify and protect a green and blue infrastructure network of open spaces across Pannal and Burn Bridge, while also supporting its enhancement and extension.

POLICY INTENTION GNE2: CRIMPLE VALLEY SPECIAL LANDSCAPE AREA

Policy will require the design of all development to respect the distinctive landscape features of the area, relative to its documented character, and will set out clear layout and design criteria to this effect, including in respect of important views and vistas.



POLICY INTENTION GNE3: LOCAL GREEN SPACE PROTECTION

Policy will identify and protect locally important green areas as Local Green Spaces, to be shown on a 'Neighbourhood Plan Map', from development and change of use which would adversely affect their value to the local community, including:-

- Allen Wood;
- Crimple Meadows Recreation Ground;
- Pannal Village Green aka 'The Green';
- Sandy Bank Wood;
- Long Acres Recreation Ground;
- Pannal Cricket Club Ground;
- Pannal Community Park;
- Crimple Seasonal Wetland (near Almsford Bank).

POLICY INTENTION GNE4: GREEN SPACE ENHANCEMENT

Policy will support the enhancement of both identified Local Green Spaces and other green space areas where this would increase their value to the local community.

POLICY INTENTION GNE5: PROVISION OF NEW GREEN SPACE

Policy will support the provision of new green space to meet evidenced green space deficiencies in the parish, in particular, allotments, tennis courts and a bowling green.

POLICY INTENTION GNE6: BIODIVERSITY/NATURE CONSERVATION

Policy may be developed to address gaps in or strengthen existing HBC policy.

POLICY INTENTION GNE7: TREES, HEDGEROWS, WOODLANDS

Policy may be developed to address gaps in or strengthen existing HBC policy.

Non-Planning Community Actions

ACTION: Pursue 'Important Hedgerow' status for eligible hedgerows, including the 'Spring Lane Hedge' (NB north side of lane, encircling field to north).

ACTION: Seek funding for tree/woodland planting.

ACTION: Pursue Local Nature Reserve (LNR) status for Allen Wood (together with associated tree planting) and Sandy Bank Quarry.

ACTION: Pursue Country Park status for area of Special Landscape Area north-east of the Church of St Robert of Knaresborough.

ACTION: Pursue Village Green status for The Green.

ACTION: Undertake species recording and priority species listing.

ACTION: Pursue Local Geological Site status for Marchup Grit formation at Sandy Bank Quarry.

ACTION: Monitor/record Harrogate Till Aquifer discharge/effects.

THE BUILT ENVIRONMENT: HERITAGE, DEVELOPMENT AND DESIGN

Pannal and Burn Bridge has a rich local built heritage which the community is keen to conserve. The Landscape and Environment Focus Group, set up by the parish council's Neighbourhood Plan Steering Group, has already done significant initial work in reviewing the area's built heritage assets, scoping out possible Neighbourhood Plan heritage provisions, and identifying local buildings and structures of potential local heritage value. While the 2015 community survey did not expressly address heritage issues, it is clear from the large majority of respondents who advocated keeping the area's rural character and viewed over-development as a threat to village identity, that the general issue of development and design in relation to the area's existing character is one of concern.

A significant part of Pannal Village, including a stretch of the Crimple Beck, already enjoys conservation area status via the designation of the Pannal Conservation Area, originally in 1993 and confirmed with boundary amendments in 2011. This affords it statutory protection against adverse development. It is considered by the parish council that the current conservation area designation may however exclude adjacent and satellite areas which, it is felt, may also be worthy of the same protection. Conservation area status for these areas could possibly be pursued as appropriate by the council under the Neighbourhood Plan umbrella, but in the meantime the plan will look to put in place 'Local Heritage Area' policies to provide at least interim protection for any such areas.

Pannal and Burn Bridge is also rich in terms of its individual heritage buildings and structures, a number of which (twelve, including the grade II* Parish Church of St Robert of Knaresborough, Spacey Houses Farm and several properties on Main Street) have been 'listed' by Historic England and are as such already protected. Other 'character' buildings however, such as the Methodist Church Hall, remain relatively unprotected against unsympathetic development. The Neighbourhood

Plan intends to introduce policy in order to protect what makes them important and to encourage appropriate enhancement, subject to owner agreement.

In recognition of the community's expressed concerns regarding rural character and village identity, it is considered that the plan should also include development and design policies reflecting the distinctive character of all parts of the parish. The parish council is looking to commission work on 'Design and Design Codes' which will help to inform detailed policies on development and design throughout the Neighbourhood Area.

POLICY INTENTION BE1: PANNAL CONSERVATION AREA - DEVELOPMENT AND DESIGN

Policy will require the design of all development, within and adjacent to the parish's conservation area, to respect its distinctive architectural, historic and landscape features and integrity, relative to its documented character, and will set out clear layout and design criteria to this effect, including in respect of important views and vistas.

POLICY INTENTION BE2: LOCAL HERITAGE AREAS

Policy will identify and define a Local Heritage Area or Areas on a 'Neighbourhood Plan Map', possibly including the three candidate areas of 'All Saints', 'Burn Bridge – Malthouse Lane' and 'Hill Foot/Hill Top Lane'.

POLICY INTENTIONS BE3-BE5: LOCAL HERITAGE AREAS – DEVELOPMENT AND DESIGN

Policy will require the design of all development within identified Local Heritage Areas to respect their documented characteristics in line with clear layout and design criteria to this effect.

POLICY INTENTION BE6: PROTECTION AND ENHANCEMENT OF NON-DESIGNATED HERITAGE ASSETS

Policy will identify, protect and support the sympathetic enhancement of Non-Designated Heritage Assets to be shown on a 'Neighbourhood Plan Map', including:-

- Methodist Church Hall;
- Methodist Church;
- Wesley Cottage.

POLICY INTENTION BE7: PANNAL, BURN BRIDGE AND WALTON PARK CHARACTER AREAS – DEVELOPMENT AND DESIGN IN NON-HERITAGE AREAS

Policy will require the design of all development to respect the distinctive architectural, historic and landscape features and integrity of the areas' of Pannal, Burn Bridge and Walton Park in which they are to take place, relative to their documented character, and will set out clear layout and design criteria to this effect. These criteria will cover important views/vistas and development in edge of village/countryside areas.

TRAFFIC, TRANSPORT AND TRAVEL

The 2015 Community-led Plan Survey clearly highlighted a range of problems around rat-running, traffic congestion, parking hazards (around the school, Methodist Church and on pavements) and inadequate parking, particularly at the 'station end' of Pannal. It also showed strong support for

measures such as a 'Park and Stride' car park to address school parking problems and for cycle paths and more footpaths. The parallel young people survey revealed high levels of enthusiasm for cycling and a strong desire for more safe cycle routes. More recent work by the Transport, Traffic and Sustainability Focus Group has endorsed these findings.

Accordingly, the Neighbourhood Plan will seek to put in place policies covering improved walking/cycling/horse-riding provision; new car parking provision to serve the school; enhanced car parking standards for new development in areas with existing parking problems; and highway improvements to address congestion and rat-running.

Regarding rat-running and traffic congestion, there is a particular concern that new housing development for west Harrogate, as confirmed in the recently adopted Harrogate Local Plan, will further exacerbate existing problems in the parish. The parish council has raised these concerns with HBC, which is now in the process of preparing a 'Parameters Plan' to in turn update its Infrastructure Delivery Plan, to include new road infrastructure to mitigate against such problems. The Neighbourhood Plan's final provisions regarding highway improvements will be guided by the outcomes of HBC's work.

The community survey also revealed great concern over issues of speeding, non-enforcement of limits and lack of speed signs, together with heavy vehicle use of the area's roads. It is proposed that these be addressed by a series of community actions.



POLICY INTENTION TTT1: IMPROVED WALKING, HORSE RIDING AND CYCLING PROVISION

Policy will seek to protect, improve and extend the area's walking, cycling and horse-riding route network, to be identified on a 'Neighbourhood Plan Map'.

POLICY INTENTION TTT2: CAR PARKING STANDARDS FOR NEW DEVELOPMENT IN THE VICINITY OF PANNAL STATION AND PANNAL PRIMARY SCHOOL

Policy will require development in the vicinity of Pannal Station and Pannal Primary School to provide off-street parking at least in accordance with, and ideally in excess of, indicative parking standards for the type of development proposed. Exact areas affected to be identified on a 'Neighbourhood Plan Map'.

POLICY INTENTION TTT3: PROTECTION OF PANNAL STATION CAR PARK

Policy will protect car parking capacity at Pannal Station Car Park.

POLICY INTENTION TTT4: NEW CAR PARKING PROVISION

Policy will support development which provides new 'Park and Stride' parking provision on land to the rear of the Church of St Robert of Knaresborough, to be identified on a 'Neighbourhood Plan Map', subject to conformity with other policies in the Neighbourhood Plan and the Harrogate Local Plan.

Any such development will include provision of electric vehicle charging points and any other requirements necessary to make the development acceptable to the local community.

POLICY INTENTION TTT5: HIGHWAY IMPROVEMENT SCHEMES

Policy will support development which would bring about or contribute to the following highway improvements:-

-A61/Pannal Bank turning lane or lanes;

-Traffic calming in areas of evidenced problems, to be identified on a 'Neighbourhood Plan Map', subject to the agreement of local residents.

Policy will also support development which brings about or contributes to a scheme or schemes to alleviate traffic congestion on the west side of Harrogate.

Non-Planning Community Actions

ACTION: Introduce Pannal School scheme to discourage Main Street parking.

ACTION: Encourage increased walking to school.

ACTION: Introduce 'lollipop person' or other crossing control mechanism at zebra crossing at school start/end times.

ACTION: Lobby for peak time traffic flow optimisation at A61 intersections.

ACTION: Lobby for parish-wide 'in transit' HGV ban and signage relocation.

ACTION: Lobby for traffic calming measures, including two digital speed signs at Pannal village entry points.

ACTION: Initiate a rail utilisation study/survey.

ACTION: Lobby regarding more frequent trains and increased capacity.

ACTION: Lobby regarding improved station facilities, including better disabled access.

ACTION: Introduce 'park and stride' permit scheme.

ACTION: Introduce a parish council school form prize for reduced car usage.

ACTION: Consider how evolving technology can address the transportation needs of parish residents.

COMMUNITY FACILITIES AND SERVICES

The 2015 community survey indicated that the people of Pannal, Burn Bridge and Walton Park greatly value community facilities on the doorstep, including the post office, local shops, doctor and dentist surgeries, garage and pub in Burn Bridge. On the other hand, the lack of a pub in either Pannal or Walton Park was also highlighted, as was a perceived need for a local café/restaurant facility.

The Neighbourhood Plan is therefore looking to put in place policies both to protect existing facilities and to encourage the provision of new. In particular, the parish council, while acknowledging the proposed provision of new educational facilities at Pannal Primary School and the requirements for the development, as set out in the adopted Harrogate Local Plan (Policy PN20), seeks to complement HBC policy by setting out additional local development requirements designed to achieve an even more successful new build.



POLICY INTENTION CFS1: PROTECTION AND ENHANCEMENT OF COMMUNITY FACILITIES

Policy will resist the loss of community facilities and services, potentially including:-

- Pannal Cricket Club;
- Pannal Sports Community Club;
- Pannal Golf Club;
- Pannal Memorial Hall;
- Pannal Scout Hall;
- Church of St Robert of Knaresborough & Chapter House;
- Pannal Methodist Church & Church Hall;
- Pannal Primary School;
- Pannal Post Office & Village Store;
- The Doctors Surgery in Pannal;
- Pannal Dental Clinic;
- Pannal Co-op Store;
- The Black Swan, Burn Bridge;
- Pannal Motor Centre.

POLICY INTENTION CFS2: PROVISION OF NEW COMMUNITY FACILITIES

Policy will support development which provides for the improvement of existing or provision of new community services and facilities, including:-

- Public house – in Pannal and/or Walton Park;
- Café/restaurant;
- Public conveniences – ideally in association with recreation facilities.

POLICY INTENTION CFS3: EDUCATIONAL FACILITIES FOR PANNAL PRIMARY SCHOOL – DEVELOPMENT REQUIREMENTS AND ASPIRATIONS

Policy will set out a concept statement/outline development brief for the site, in order to make clear the key site constraints and requirements that would need to be satisfied for the successful development of educational facilities on this site, including:-

- tree/hedgerow retention along south and north boundaries;
- compensatory planting for trees/hedgerows lost;
- new buffer planting to the Special Landscape Area to the north;
- electronic vehicle charging points in existing and any new car parking;
- footpath access from the east/Ringway Footpath.

HOUSING

The 2015 community survey indicated that a clear majority of respondents saw no need for new housing development in the parish, with less than 20% feeling there was a need. Amongst those who saw a need, the highest priorities were identified as starter homes and retirement homes. Very few respondents reported a family member having to move out of the area due to a lack of either suitable or affordable housing.

In the more recent Housing Needs Survey carried out in May/June 2018 by the Housing Focus Group (taking in 257 households/27% of the parish), results suggest that a large majority of respondents would support relatively small scale development, designed to specifically meet identified local

needs, and that there is a strong general awareness that need does exist. The survey identifies a threefold need:-

- Downsizers and people with special needs – 1-3 bedrooms with bungalow preference;
- ‘Up-sizers’ and ‘upgraders’ – larger properties, predominantly detached;
- Young adults and young couples – 1-3 bedroom ‘affordable’ starter homes.

In response to this evidence, the Neighbourhood Plan is likely to include a housing policy specifying a required housing mix, in line with above identified local needs.

It will also include a policy setting out a brief or tests for any proposed small scale or infill housing in the area. This would seek to ensure that local concerns are reflected in decisions on whether sites are identified for such housing and/or in the way that housing schemes are actually designed and delivered on the ground.

In addition, and in recognition of the fact that irrespective of Local Plan housing policies and allocations, developers are still at liberty to submit planning applications for housing – including large scale housing - on unallocated sites, a further policy is suggested, setting out local tests that would be applied alongside Local Plan tests, in order to determine the in principle acceptability of any proposal sites for new housing development.

POLICY INTENTION H1: HOUSING MIX

Policy would require that the mix of new houses built satisfies the specific needs of the local community, based on evidence of that need in an up-to-date local housing needs assessment.

POLICY INTENTION H2: SMALL SCALE AND INFILL HOUSING DEVELOPMENT

Policy will set out criteria or tests against which any proposals for small scale/infill housing development (of less than 10 units or on sites 0.4ha or less) will be assessed in order to determine the suitability and acceptability of proposal sites for such development.

POLICY INTENTION H3: DEVELOPMENT ON NON-ALLOCATED HOUSING SITES

Policy will set out local criteria or tests against which any proposals for housing development on non-allocated sites (with capacity of 10 or more units or of 0.4ha or above) will be assessed in order to determine the suitability and acceptability of proposal sites for such development. Criteria/tests will include coverage of highways/traffic and pollution issues.

Non-Planning Community Actions

ACTION: Establish a Community Land Trust.

ECONOMIC DEVELOPMENT

The general topics of economic development and employment in the parish were not covered by the 2015 community survey and have yet to be addressed in any detail by either the steering group or

any of its focus groups. As such, the views of the community on this matter are very much welcomed.

The Harrogate Local Plan includes the Dunlopillo Site as an existing employment site to be protected and enhanced (Policy EC1). It additionally identifies a new 12.7ha employment site at 'South of Almsford Bridge' (Policies PN18 and DM2) together with a set of requirements governing its implementation. Full planning permission already exists for a mixed use development at 'Land at Dunlopillo', including a commercial area comprising office and retail floorspace, in line with Local Plan Policy PN15.

There is the potential through the Neighbourhood Plan to protect further valued employment sites within the parish and to set out further locally derived development requirements in respect of the newly allocated 'South of Almsford Bridge' employment site. As such, these possibilities are set out as policy intentions below.

POLICY ED1: PROTECTION OF EXISTING EMPLOYMENT SITES

Policy will safeguard the following existing employment sites in respect of their current uses and other suitable alternative commercial uses to be defined:-

- Almsford Bridge – covering the current ATS Euromaster, Mercedes-Benz, Pannal BP/Marks & Spencer and Costa Coffee sites;
- Crimple Hall – covering the current Garden Centre, Café/Bistro and Gift Centre sites;
- Spacey Houses – covering the current Stratstone BMW site.

POLICY ED2: EMPLOYMENT SITE SOUTH OF ALMSFORD BRIDGE – DEVELOPMENT REQUIREMENTS AND ASPIRATIONS

Policy will set out a concept statement/outline development brief for the site, in order to make clear the key site constraints and requirements that would need to be satisfied for the successful development of employment uses on this site, including:-

- Working hours restrictions
- Building height restrictions
- Transport assessment to take full account of current A61 traffic volumes, including to/from Crimple Hall and Pannal Sports Club sites, and of existing Crimple Hall and Pannal Sports Club accesses.
- Electronic vehicle charging point infrastructure in all car parking areas