

Pannal and Burn Bridge NDP

Focus Group Reports: Planning and Non-Planning Dimensions of Recommendations and Issues Raised

Final Report



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1. Introduction

The Brief

This report was commissioned by Pannal and Burn Bridge Parish Council in respect of its Pannal and Burn Bridge Neighbourhood Development Plan (NDP).

The brief concerns a series of reports produced by the council's NDP focus groups, their relevance from a planning point of view and the council's need for guidance on this matter. In order to fulfil this brief, the following work has been agreed:-

- Review of focus group documentation, including appendices;
- Research of existing planning policy/other policy or designations in relation to focus group report recommendations – NB it has been assumed that the currently draft policies of the emerging/submitted Harrogate and District Local Plan will have been adopted by the time the NDP is submitted and that, as such, the NDP will be examined against these policies;
- Provision of a brief report regarding the feasibility of including planning policies in the NDP to implement the recommendations.

The report covers the work of three of the council's four NDP focus groups:-

- Landscape and Environment;
- Transport, Traffic and Sustainability;
- Housing.

Report Structure

On the basis of the above, the report is set out as follows:-

- Landscape and Environment – planning and non-planning dimensions;
- Transport, Traffic and Sustainability - planning and non-planning dimensions;
- Housing - planning and non-planning dimensions;
- Advice Summary – summarises recommended planning and non-planning actions by theme/topic area.

The 'planning dimensions' part of each section considers each subject area of the focus group reports that has been assessed as having a planning dimension, capable of being addressed via a planning policy within the NDP.

The advice provided is within the context of the basic condition requirement that NDPs be in general conformity with the strategic elements of the Local Plan. The district council has indicated that the 'strategic elements' are those included in Chapter 3 (Harrogate District Growth Strategy) of the submitted Harrogate and District Local Plan (i.e. those policies prefixed with 'GS'). It has further indicated that it is proposing an amendment to paragraph 2.17 of the submitted plan, to include the following new wording – "other local plan policies and the plans of other organisations, together with emerging evidence, will also inform the development of neighbourhood plan policies". Finally, it has also confirmed that, on adoption, the new Local Plan will replace all the saved policies in the

Local Plan (2001) and Local Plan Selective Alteration (2004) and all the policies in the Core Strategy (2009).

It is recommended that all non-planning matters be included in the NDP, either in a separate subsection at the end of each themed section (e.g. green environment, built environment etc.) or in a stand-alone 'non-planning actions' chapter near the end of the NDP.

2. Landscape and Environment

Planning Dimensions

Crimple Valley Special Landscape Area

Recommendation CV1 states that “the landscape around the parish should remain protected by the existing Special Landscape Area (SLA) designation”.

Draft Policy NE4 of the emerging Harrogate District Local Plan proposes continued SLA policy protection for the Crimple Valley as defined on its accompanying Policies Map. The NDP cannot exceed the strength of this policy protection. There may be scope for a more nuanced NDP policy approach providing additionality to the Local Plan, within the context of the Local Plan policy, depending on what policy content might be envisaged.

The draft housing allocations PN17 and PN19 are located within land covered by the SLA designation, clearly indicating that under the provisions of draft Policy NE4, development is permissible. NDP planning policy cannot challenge this policy approach.

The focus group report presents evidence from 2015 and 2018 community surveys regarding support for protection of the Crimple Valley. The parish council has questioned whether the findings of the 2018 survey ‘hold water’, given that the vast majority of respondents are resident outside the parish/Neighbourhood Area (NA). It is considered that this evidence is admissible, given that consultation on NDPs is required to involve people who live, work and carry out business in the NA.

Views and Vistas

The focus group report states that “from a number of locations within the parish there are cherished views and vistas that embrace the wider landscape setting of the village, including the Grade II* listed Victorian viaduct”.

Although there is no recommendation flowing from this statement, the issue of publically-enjoyed views and their protection is a planning issue which could be addressed via NDP planning policies. Emerging Local Plan Policy NE4 (clause D) addresses views. It is recommended that any such approach be in the context of Local Plan policy and should be linked to other NDP policies, e.g. relating to the Pannal Conservation Area (NB Map 6 of the conservation area character appraisal identifies ‘key views’) or the SLA for Crimple Valley related views etc..

Green Belt

Recommendation CV2 states that “the landscape around the parish should remain protected by the current Green Belt designation”.

Green Belt protection is provided by national planning policy, as set out in the 2018 National Planning Policy Framework (NPPF), and in the emerging Local Plan (Policy GS4 Green Belt plus the Policies Map). NDP planning policy cannot add to this protection as Green Belt is an

excluded matter for NDPs.

Local Green Space

Recommendation GS1 states “designate Local Green Spaces to protect land from changes which would adversely affect their value to the local community”.

There is currently no designated Local Green Space in the parish. The power to designate Local Green Space (LGS) through NDPs is set out in paragraphs 99-101 of the NPPF and supported by emerging Harrogate District Local Plan Policy NE6. Candidate sites must be rigorously assessed against NPPF criteria. It is recommended that this be undertaken using a survey pro-forma for each site, clearly assessing each site against each individual criterion and summarising the overall assessment conclusion as to whether to designate or not. The detailed boundary of each site should be clearly defined on an Ordnance Survey base at an appropriate scale.

Green Infrastructure

Recommendation GS2 states “improve and include provision for networks of interconnected green spaces”.

In planning parlance, ‘networks of interconnected green spaces’ translates as ‘green infrastructure’. The council’s Green Infrastructure SPD, adopted in 2014, signals a clear intention to afford protection, enhancement and appropriate management to river corridors and other infrastructure features. It includes a checklist for applicants and developers. The emerging Harrogate District Local Plan builds on this and contains two policies covering green infrastructure:-

- GS7 Health and Wellbeing - covers improvement of the quality and quantity of green infrastructure (clause I);
- NE5 Green Infrastructure – comprehensive provision.

The treatment of green infrastructure in plans is fully supported by the new NPPF.

None of the adopted or emerging Local Plans, or the SPD, have mapped or defined green infrastructure within the parish. There is an opportunity to do so through the NDP and to develop an associated policy to provide protection, guide any new development and seek extensions and enhancement. Policy will need to be in the context of the NPPF and of Local Plan policy. It is recommended that local green infrastructure be mapped and defined using guidance in the SPD and the broad scale mapping already undertaken in the 2009 Yorkshire and the Humber Green Infrastructure Mapping Project.

Trees, Hedgerows, Woodland

Recommendation GS3 states “protect significant trees and hedgerows, and promote the planting of additional native hedgerows and trees. Embrace the Northern Forest and other new funding opportunities for linking and enlarging woodland areas”.

The emerging Harrogate District Local Plan contains a number of policies variously addressing the protection and planting of trees and hedgerows:-

- NE3 Protecting the Natural Environment – protection of ancient woodland (NB widely defined), aged and veteran trees in most circumstances – clause D;
- NE4 Landscape Character – protection, enhancement, restoration of trees, woodlands, hedgerows - clause A;
- NE7 Trees and Woodlands – tree protection (including trees subject to Tree Preservation Orders - TPO), enhancement, provision of new, replacement of lost.

The NDP cannot exceed the strength of this policy protection. There may be scope for a more nuanced NDP policy approach providing additionality to the Local Plan policies, within the context of these Local Plan policies, depending on what policy content might be envisaged.

The part of the recommendation relating to the Northern Forest and other funding opportunities is non-planning in nature and is considered under ‘Non-Planning Dimensions’ below.

Footpaths, Bridleways, Cycle Paths

Recommendation GS5 states “protect and enhance the condition of existing public footpaths, bridle paths and create new cycle paths. Provide new linking paths where required or where development creates further opportunities”.

The emerging Harrogate District Local Plan contains various policies addressing new walking and cycling routes/facilities:-

- GS7 Health and Wellbeing – promotion, support and enhancement of health and wellbeing by facilitating movement on foot and cycle (clause A); protection and enhancement of PROW (clause I);
- TI1 Sustainable Transport – promotion of the creation of walking and cycling routes (clause C) and improved accessibility in rural areas (clause F);
- TI4 Delivery of New Infrastructure – including walking and cycling facilities;
- HP5 Public Rights of Way – protection of PROW and enhancement.

Policy GS7 is a strategic level policy. The NDP cannot strengthen this overall policy approach. There may be scope for a more nuanced NDP policy approach providing additionality to the Local Plan policies, within the context of the strategic and other policies, depending on what policy content might be envisaged. In particular, an approach which identifies particular desired improvements or additions to the network, adding local additionality, is recommended.

Biodiversity/Geodiversity

Recommendation EB1 is “to preserve local habitats important for biodiversity conservation and priority species”.

The emerging Harrogate District Local Plan contains a number of policies variously addressing the preservation and improvement of biodiversity:-

- NE3 (Protecting the Natural Environment) – protection of local sites, i.e. SINC's (clause B); protecting priority habitats, networks, species identified in the Harrogate Biodiversity Action Plan (clause C); protecting irreplaceable habitats (clause D);
- NE4 (Landscape Character) – maintenance of biodiversity quality of a range of habitats (clause A);
- NE7 (Trees and Woodlands) – tree protection (including TPO'd trees), enhancement, provision of new, replacement of lost.

The NDP cannot exceed the strength of this policy approach. There may be scope for a more nuanced NDP policy approach providing additionality to the Local Plan policies, within the context of the Local Plan policies, depending on what policy content might be envisaged.

At a local level, the emerging Local Plan identifies one SINC within the NA. If there are additional sites containing habitats/species considered to be locally important for their biodiversity, it is recommended that these be considered for assessment with a view to possible LGS designation through the NDP (see Local Green Space above).

Recommendation EB2 is “to maintain physical continuity of habitats for the maintenance and enhancement of natural biodiversity”.

The emerging Harrogate District Local Plan contains two policies addressing continuity of green space, including by definition, habitats within them:-

- NE5 (Green Infrastructure) – covering protection, enhancement and extension;
- NE3 (Protecting the Natural Environment) – protecting networks identified in the Harrogate Biodiversity Action Plan (clause C); increasing the connectivity of habitats (clause F).

It is recommended that the NDP develop a green infrastructure policy approach, linked to mapping and network definition in order to action this recommendation (NB see ‘Green Infrastructure’ above).

Recommendation GH3 is “to aim for designation of the Marchup Grit formation at Sandy Bank Quarry as a Local Geological Site”.

The recommendation as stated constitutes a non-planning action (see below) rather than a planning policy matter for the NDP. As a means of providing protection against development, it is recommended that the site be considered for assessment with a view to possible LGS designation through the NDP (see above).

Geology and Hydrology

Recommendation GH2 states that “for any building development on land on or near the Harrogate Till aquifer, the parish council should require a geotechnical survey at the early strategic stage of any planning application”.

Emerging Harrogate District Local Plan Policy NE2 (Water Quality) states that “developers shall undertake thorough risk assessments of the impact of proposals on surface and groundwater systems considering appropriate avoidance measures before incorporating appropriate mitigation

measures where necessary". It further states that "development will not be permitted where it would prejudice the quality or quantity of surface or ground water" (clause A).

It is difficult to see how NDP planning policy could strengthen this policy approach. In any event, the parish council cannot, as a matter of planning policy, require a geotechnical survey from developers as recommended, as it is not the principal planning authority. It can of course commission and fund such a survey itself.

Built Heritage Assets

Recommendation HA2 states "list buildings within the parish that are considered to be heritage assets".

Recommendation HA3 states "make a preliminary list of non-designated heritage assets as an on-going project".

Emerging Harrogate District Local Plan Policy HP2 (Heritage Assets) covers the protection of both designated and non-designated heritage assets in relation to development proposals, including archaeological sites. Further information is available for all designated assets, with some (e. g. conservation areas) shown on the Policies Map. There is no local listing of non-designated assets.

It is understood that the word 'list' in 'Recommendation HA2' is used in the technical sense of formal listing through Historic England (HE). Listing by HE is not an NDP planning policy matter. Aspirations to list heritage assets should be pursued by approach to HE, with accompanying evidence compiled in accordance with HE published guidance.

The referencing of designated heritage assets within the NDP is a useful exercise in respect of presenting a total picture of the NA's 'heritage offer'. It is recommended that such references be included either as an NDP appendix or preferably as part of the NDP evidence base, with key examples provided in any NDP section dealing with heritage assets.

The 'listing' of non-designated heritage assets, following a thorough assessment of candidate assets based on HE and District Council (NB ref Heritage Management Guidance SPD) guidance, represents the potential basis of a NDP planning policy covering their protection and enhancement.

The focus group report and its recommendations make no mention of the Pannal Conservation Area. There is scope within the NDP to include a policy covering development and design within the conservation area, based on the recommendations of the conservation area character appraisal. There is scope also to develop a policy/policies covering potential extensions to or satellites of the conservation area (i.e. 'Local Heritage Areas') in order to provide at least interim guidance on development/design in such areas pending consideration of future conservation area status by the district council.

Non-Planning Dimensions

Trees, Hedgerows, Woodland

Recommendation GS3 states “protect significant trees and hedgerows, and promote the planting of additional native hedgerows and trees. Embrace the Northern Forest and other new funding opportunities for linking and enlarging woodland areas”.

Aspects of this recommendation are non-planning in nature:-

- Tree Protection – additional Tree Preservation Orders for trees should be pursued through non-planning policy means;
- Hedgerow Protection – protection of ‘important hedgerows’ (as legally defined) should be pursued through non-planning policy means, under the provisions of the 1997 Hedgerow Regulations;
- Northern Forest/other funding opportunities – pursuit of funding is a non-planning matter.

Local Nature Reserves

Recommendation GS4 states “establish a Local Nature Reserve in combination with tree planting”.

The establishment of Local Nature Reserves is a non-planning matter and is usually the responsibility of district councils where they have a legal interest in the land to be designated. Any tree planting on designated reserves is also likely to be a non-planning matter (unless linked to agreed development) and in any case with the permission of the reserve owner/manager.

Country Parks, Common Land, Village Greens

The focus group report states that “there are currently no Country Parks, or Common Land designations; there are no registered Village Greens... in the parish”.

Although there is no recommendation flowing from this statement, it should be noted that the establishment/designation of all of the above are non-planning matters, subject to their own procedures and processes as administered by different bodies, e.g. the district council in the case of country parks.

Biodiversity/Geodiversity

Recommendation EB3 is “to continue species recording and priority species listing”.

Species recording and listing are not planning policy matters. Any such work should be linked into existing structures and processes already in place for Harrogate and the wider North/East Yorkshire area.

Recommendation GH3 is “to aim for designation of the Marchup Grit formation at Sandy Bank Quarry as a Local Geological Site”.

Pursuit of such a designation is not an NDP planning policy matter. It is recommended that

designation be pursued as a non-planning action through the existing structures and processes already in place for Harrogate and the wider North/East Yorkshire area.

Geology and Hydrology

Recommendation GH1 concerns “continued monitoring and recording of aquifer discharges and their consequences”.

Monitoring and recording of aquifer discharges and their consequences are not planning policy matters.

Built Heritage Assets

Recommendation HA1 states “develop policies to inform residents, visitors, and new residents of the nature, location and details of heritage assets in the parish”.

Provision of information regarding heritage assets is not a planning policy matter. Such provision should be pursued as non-planning actions.

Recommendation HA2 states “list buildings within the parish that are considered to be heritage assets”.

Listing by Historic England (HE) is not an NDP planning policy matter. Aspirations to list heritage assets should be pursued by approach to HE, with accompanying evidence compiled in accordance with HE published guidance.

3. Transport, Traffic and Sustainability

Planning Dimensions

Traffic Control

Recommendation R2 states “ensure free-flowing traffic” and covers the following proposals:-

- **Increase provision of parking at Pannal Station;**
- **Pannal School ‘park and stride’ scheme.**

Emerging Harrogate District Local Plan Policy TI1 (Sustainable Transport) includes promotion of the provision of better parking at rail stations (clause C).

There is scope for a more locally oriented NDP planning policy encouraging increased parking provision at Pannal Station and perhaps setting out requirements for any such provision. If a suitable ‘opportunity site’ could also be identified and shown on the NDP Proposals Map, this would strengthen the policy.

There is similar scope in respect of a ‘park and stride’ scheme. Again, if a suitable ‘opportunity site’ could also be identified (e.g. behind the church as suggested in the focus group report, although it is now understood that there are problems with this site which would preclude its identification) and shown on the NDP Proposals Map, this would strengthen the policy. There is little higher level planning policy support for such new parking provision. Clause A of emerging Local Plan Policy TI3, covering “the need to provide safe, secure and convenient parking at appropriate levels” could be cited. Similarly, the traffic congestion justifications used in relation to Policy TI1. The NDP should also be mindful of NYCC guidance and advice on traffic/parking issues. Evidence regarding local problems and need would also be beneficial.

Recommendation R3 proposes “the relocation of Pannal Primary School to the Dunlopillo site”, with a requirement of access from the A61.

The emerging Harrogate District Local Plan includes a draft allocation (Site PN20 – adjacent to Pannal Primary School) for educational facilities under the provisions of Policy TI6. This involves the expansion of the existing facility. It also identifies the Dunlopillo site as ‘key employment site’ EC1p.

The pursuit of ‘Recommendation R3’ via a NDP planning policy would be in conflict with both of those policies. It would also be in conflict with already approved plans for the Dunlopillo site and as such undeliverable within the plan period. Deliverability of policies is a requirement of the NPPF and as such forms part of one of the basic conditions which NDPs must satisfy.

It is stated that this is a ‘longer term recommendation’ but unclear whether this would be within or beyond the 2035 NDP time horizon. If beyond the time horizon, the NDP could remain silent on the matter in terms of planning policy (thereby avoiding a planning policy conflict), while still including /pursuing it as a non-planning action if still practically feasible.

Recommendation R4 is for a ‘Harrogate Western Bypass’

A ‘Harrogate Western Bypass’ proposal is not included in the emerging Harrogate District Local Plan or in the North Yorkshire Local Transport Plan 2016-2045.

It is unclear from the information provided whether any of the route of such a bypass would fall within the NA. If so, the aspiration could be addressed through a suitably worded planning policy and illustrated on the NDP Proposals Map. If not, the recommendation cannot be addressed via a planning policy, but could be included as a non-planning action (see below).

Recommendation R5 concerns “the introduction of effective traffic calming mechanisms” and covers the following proposal:-

- **All new residential, commercial and industrial development must provide adequate, state-of-the-art traffic calming mechanisms.**

Recommendation R2 states “ensure free-flowing traffic” and covers the following proposal:-

- **Peak time traffic flow optimisation at A61 intersections, through traffic light phasing and possible turning lanes.**

Emerging Harrogate District Local Plan Policy TI4 (Provision of New Infrastructure) covers the delivery of new highway and transport infrastructure through new development, where there is a demonstrable need and subject to further criteria. This effectively addresses the above proposals as strongly as it is possible so to do.

Calming mechanisms cannot be subject to a blanket requirement across an area as proposed. NDP planning policy cannot exceed the strength of the overall Local Plan policy approach.

There is scope for more nuanced NDP planning policy approaches, which identify and evidence areas of demonstrable need (e.g. the A61/Pannal Bank junction) and link them to development which may take place in the vicinity of those areas over the plan period.

Parking Provision

Recommendation R6 concerns the “introduction of specialist parking areas”, for:-

- **Station users;**
- **School users;**
- **Football club users.**

See section on Recommendation R2 under ‘Traffic Control above.

Recommendation R8 states “all new developments to provide sufficient parking” (NB supporting text amplifies that this in fact means parking in excess of minimum standards).

Emerging Harrogate District Local Plan Policy TI3 (Parking Provision) states that proposals for development should take suitable account of a number of factors, including parking standards as prepared by NYCC.

NDP planning policy cannot exceed the strength of the Local Plan policy approach. It must be

assumed that in normal circumstances, the standards set will provide sufficient parking. In general terms, the setting of parking standards via NDP policy has been identified by Government as an excluded matter, except where localised exceptional circumstances and problems can be clearly demonstrated. As such, there is scope to develop NDP planning policy but limited to potential development sites or areas of the NA where clear evidence can be presented regarding local problem areas. There is no scope for a blanket policy requiring parking in excess of minimum set standards.

Reducing Private Car Utilisation

Recommendation R12 states “encourage cycling but not on footpaths” and proposes appropriate signs and penalties to discourage on-footpath cycling.

The encouragement of cycling is addressed under ‘Footpaths, Bridleways, Cycle Paths’ above (2.Landscape and Environment).

Future Transport Environment

Recommendation R13 states “provision of electric vehicle charging points”, proposing points within residential, retail and commercial developments, and a minimum of one fast charging point per household in new residential development.

The emerging Harrogate District Local Plan contains two policies addressing electric vehicle charging points:-

- TI1 Sustainable Transport – promotes the provision of electric vehicle charging points for both cars and bikes (clause C);
- TI3 Parking Provision – states that development proposals should take suitable account of “means to encourage the use of low emission vehicles as part of the proposal, including the ability to provide electric vehicle charging points”.

The NDP cannot exceed the strength of the Local Plan’s basic policy approach. There is scope however for a more nuanced policy approach, in particular with regard to the setting and recommendation of standards for charging point provision in parking areas. There seem to be no such current standards for Harrogate.

Non-Planning Dimensions

Traffic Control

Recommendation R1 proposes “pro-active expansion of the Community Speed Watch (CSW) scheme”.

The operation and expansion of this scheme is not a planning policy matter (NB it is understood that this scheme has now been implemented. As such it does not appear in the ‘Advice Summary’ below).

Recommendation R2 states “ensure free-flowing traffic” and covers the following proposals:-

- **Pannal School scheme to discourage Main Street parking;**
- **Encouragement of increased walking to school;**
- **Prioritisation of Pannal residents in school place allocation;**
- **Double yellow lines at Main Street and Crimple Meadows;**
- **Main Street zebra crossing relocation;**
- **Introduction of ‘lollipop person’ or other crossing control mechanism at zebra crossing at school start/end times;**
- **Peak time traffic flow optimisation at A61 intersections, through traffic light phasing and possible turning lanes;**
- **Parish-wide ‘in transit’ HGV ban and signage relocation;**
- **HGV access approval by parish council.**

None of the above are planning policy matters, with the exception of turning lanes which are dealt with under ‘Planning Dimensions’/‘Traffic Control’ above.

It should be noted that prior parish council approval of HGV access to the parish is unlikely to be feasible.

Recommendation R4 is for a ‘Harrogate Western Bypass’

This aspiration could be included as a non-planning action if the envisaged route of such a bypass falls outside the NA (and, indeed if it also falls inside). Its planning dimension is considered under ‘Traffic Control’ above.

Recommendation R5 concerns “the introduction of effective traffic calming mechanisms” and covers the following proposal:-

- **Erection of two digital speed signs at Pannal village entry points.**

The introduction of such mechanisms is not a planning policy matter.

Parking Provision

Recommendation R7 states “discourage parking outside of specialist parking areas” and includes a proposal for a ‘Parking Watch’ scheme.

The proposed scheme and discouragement generally are not planning policy matters.

Reducing Private Car Utilisation

Recommendation R9 states “introduce measures to increase train utilisation” and covers the following proposals:-

- **Rail utilisation study/survey;**
- **Updated rolling stock;**
- **More frequent trains and increased capacity;**
- **Improved station facilities, including better disabled access;**

None of the above constitute planning policy matters, with the possible exception of improvements to station facilities. More information is needed regarding envisaged improvements in order to ascertain whether there are planning dimensions here that could be translated into NDP planning policy.

Recommendation R10 states that “pupils living within ten minutes’ walk of the school should walk to school”. This covers the following proposals:-

- **Issue of ‘park and stride’ permits only to those living greater than ten minutes from the school;**
- **Parish council sponsored form prize for most reduced car use.**

Neither of the above constitute planning policy matters.

Recommendation R11 concerns the “provision of an alternative to the private car” including the following proposals:-

- **Investigate local demand for a community bus service;**
- **Consider idea of parish autonomous vehicles at appropriate time.**

Neither of the above constitute planning policy matters.

Recommendation R12 states “encourage cycling but not on footpaths” and proposes appropriate signs and penalties to discourage on-footpath cycling.

The specific proposals above do not constitute planning policy matters. The encouragement of cycling generally is a planning policy matter and is addressed under ‘Footpaths, Bridleways, Cycle Paths’ above (2.Landscape and Environment).

4. Housing

Planning Dimensions

Green Space

Recommendation GS1 states that “the Special Landscape Area north of the parish should be maintained as protected green space”.

This is addressed under ‘Crimple Valley Special Landscape Area’ above (2.Landscape and Environment).

Recommendation GS2 states that “the Green Belt status of land to the south and west of the parish should remain protected from development for housing or related expansion”.

This is addressed under ‘Green Belt’ above (2.Landscape and Environment).

Recommendation GS3 states that “future housing in the parish should be appropriate to the setting and character of the area”.

In respect of future housing or any other development within or in the setting of Pannal Conservation Area, this is addressed under ‘Built Heritage Assets’ above (2.Landscape and Environment).

In respect of future housing development elsewhere within/throughout the NA, the emerging Harrogate District Local Plan contains three policies addressing development appropriate to local setting and character:-

- HP3 Local Distinctiveness – all clauses applicable;
- HS8 Extensions to Dwellings – states that development of extensions should have no adverse impact on the character or appearance of surrounding areas;
- DM1 Housing Allocations – sets out site requirements for draft allocation sites PN17 and PN19.

NDP planning policy cannot exceed the strength of this policy approach. There is scope for more nuanced NDP policy regarding Pannal-specific character and appearance, but this should be based on a NA-wide character area assessment. There is also scope for supplementary policies in respect of site requirements for sites PN17 and PN19 addressing local concerns and aspirations which Local Plan policy does not cover.

Population Changes

Recommendation PC1 states that “future house building in the parish should be small scale”.

The emerging Harrogate District Local Plan includes two policies relating to the scale of future house building within the NA, predicated on Pannal’s status as a ‘Primary Service Village’ within the

settlement hierarchy:-

- GS2 Growth Strategy to 2035 – states that Primary Service Villages will receive housing allocations to help meet the overall housing growth identified for the district.
- DM1 Housing Allocations – identifies two sites with the potential to deliver 349 dwellings in the NA up to 2035.

Policy GS2 is a strategic level policy with which NDP planning policies must be in general conformity. Further, NPPF states that NDPs cannot deliver less development than proposed within the Local Plan. As such, there is no scope for NDP planning policies to propose small scale development, instead of the level of development proposed by the Local Plan, as this would constitute a clear conflict with strategic and national policy. There is scope for the NDP to propose sites to deliver small scale development, but it should be noted these would then be in addition to any sites allocated through the Local Plan.

There is additional scope for NDP planning policy to set out ‘tests’ to help determine the suitability of further housing development proposals on non-allocated sites.

Recommendation PC2 states that “future housing growth in the parish should evolve progressively, meeting the needs and wishes of current residents”.

The issue of progressive evolution of housing growth is addressed immediately above, i.e. the nature of housing growth is set by strategic level Local Plan policy and the NPPF.

Regarding housing to meet the needs and wishes of current residents, emerging Harrogate District Local Plan Policy HS1 (Housing Mix and Density) states that proposed mix should be informed by detailed local market assessments. Given the existence of an up-to-date Housing Needs Assessment (HNA) for the NA, there is clear scope for a Pannal-specific housing mix policy based on HNA evidence and supported by any other existing community survey findings.

Lack of Infrastructure

Recommendation FH1 states that “future housing development should not increase traffic density and pollution”.

Future housing development within the NA is addressed above under ‘Population Changes’, including the two draft site allocations identified in the emerging Local Plan. There is no scope through NDP planning policy to ‘vet’ either site in terms of its impact on traffic density or pollution. It is presumed that such assessments have already been carried out as part of the site selection /allocation process undertaken by the district council. There may be scope in any supplementary NDP planning policies concerning these sites to attempt to mitigate traffic density and pollution impacts.

Impact on traffic density and pollution could form part of the ‘tests’ for any NDP planning policy on non-allocated development sites, as suggested above.

Recommendation FH2 states that “a survey to identify appropriate infill sites suitable for new housing and community amenities should be commissioned” *

*** The following infill sites have been suggested – • Dawcross Farm • Field adjacent to Black Swan Pub (previous SHELAA) • Corner Spring Lane (previous SHELAA) • Near park & stride (bottom PN19) • Pannal Ave infill • Replace playing field on Dunlopillo site development.**

A survey as such is not a planning policy matter. The results of such a survey could however form the basis of a NDP planning policy regarding infill housing development. It is unclear from the information so far presented what is the intention behind the proposed survey. It should be noted that any infill housing sites identified in NDP planning policy would be additional to those forming draft allocations in the emerging Local Plan. If it is to be used to underpin site identification in the NDP, the survey format should be of a suitable and recognised type for housing site assessment.

Recommendation FH4 states that “the possibility of HBC releasing land in the parish for self-build should be explored”.

Emerging Harrogate District Local Plan Policy HS3 (Self and Custom Build Housing) is supportive of self-build housing and states that “communities preparing Neighbourhood Plans will be encouraged to consider the identification of sites specifically for self and custom-build projects within their neighbourhood plan area”. It is recommended that any exploration of self-build be within the context of emerging Local Plan policy. It should be noted that such sites could, in theory, be either /both within allocated sites and newly identified sites, subject to sites assessment.

Recommendation FH5 states “explore the Rural Housing Exception policy via a Community Right To Build under the Localism Act”.

Community Right to Build is a separate planning power to NDPs and could be pursued separately or in parallel to NDP development. (NB the emerging Local Plan does not seem to include any specific policy on Rural Exception Sites, unlike the Core Strategy).

Non-Planning Dimensions

Lack of Infrastructure

Recommendation FH3 states that “a Community Land Trust should be established to create a range of affordable and retirement housing and amenities that fit proven needs and wishes”.

The establishment of a community land trust is not a planning policy matter.

5. Advice Summary

Planning Dimensions

The advice of this report is that NDP planning policy address focus group topic areas and recommendations as follows:-

Landscape and Environment

POLICY: Crimple Valley Special Landscape Area (SLA) – nuanced within the context of Local Plan policy.

POLICY/POLICIES: Important Views and Vistas – linked to SLA (ref above), Pannal Conservation Area (ref below) and other policies as appropriate.

POLICY: Protection of Local Green Space (LGS) – including local sites with biodiversity/geodiversity value, based on robust assessment.

POLICY: Green Infrastructure – protection, development guidance, enhancement and extension, linked to mapping/boundary definition on Neighbourhood Plan Map and including areas of continuous habitat.

POLICY: Trees, Hedgerows, Woodland - nuanced within the context of Local Plan policy.

POLICY: Footpaths, Bridleways, Cycle Paths - nuanced within the context of Local Plan policy, linked to identified improvements and additions as shown on Neighbourhood Plan Map.

POLICY: Biodiversity/Geodiversity - nuanced within the context of Local Plan policy.

POLICY: Non-Designated Heritage Assets (Built Heritage Assets) – protection and enhancement of identified assets, based on robust assessment, within the context of Local Plan policy.

POLICY: Pannal Conservation Area (CA) – Design and Development – linked to CA character appraisal provisions.

POLICY: Local Heritage Area(s) – guidance on design/development for potential CA extensions /satellites (NB should any such potential areas exist).

Transport, Traffic and Sustainability

POLICY: Pannal Station Increased Parking Provision – possibly including development requirements and linked to site on Neighbourhood Plan Map.

POLICY: Park and Stride Car Park - possibly including development requirements and linked to site on Neighbourhood Pan Map.

POLICY: Harrogate Western Bypass – aspirational, subject to part of envisaged route falling within NA.

POLICY: Priority Traffic Calming Areas – subject to robust evidence of demonstrable need.

POLICY: New Traffic Turning Lane(s) - subject to robust evidence of demonstrable need.

POLICY: Car Parking Standards for Specified Problem Development Sites/Areas – subject to robust evidence.

POLICY: Electronic Vehicle Charging Points – nuanced within the context of Local Plan policy, including setting of recommended standards for provision.

Housing

POLICY: Pannal Character Areas – Development and Design – linked to character area assessment.

POLICY: Small Scale Housing Development – including identified sites.

POLICY/POLICIES: Sites PN17 and PN19 – Development Requirements and Aspirations- including regarding traffic density and pollution impact mitigation.

POLICY: Development on Non-Allocated Housing Sites – ‘tests’ to help determine the suitability of further housing development proposals, including regarding traffic density and pollution impacts.

POLICY: Housing Mix - based on HNA and community survey evidence.

POLICY: Infill Housing Development – including identified sites.

Non-Planning Dimensions

Landscape and Environment

ACTION: Pursue TPOs for eligible unprotected trees.

ACTION: Pursue ‘Important Hedgerow’ status for eligible hedgerows.

ACTION: Seek funding for tree/woodland planting.

ACTION: Pursue Local Nature Reserve (LNR) status for identified site and associated tree planting.

ACTION: Pursue Country Park, Common Land and Village Green status for identified sites as appropriate.

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.

ACTION: Develop public information regarding built heritage assets.

ACTION: Pursue listing of suitably evidenced heritage assets with Historic England.

Transport, Traffic and Sustainability

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

ACTION: Encourage increased walking to school.

ACTION: Lobby for prioritisation of Pannal residents/children in school place allocation.

ACTION: Lobby for double yellow lines at Main Street and Crimple Meadows.

ACTION: Lobby for Main Street zebra crossing relocation.

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: Investigate feasibility of HGV access approval by parish council.

ACTION: Pursue Harrogate Western Bypass aspiration.

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

ACTION: Implement measures to discourage parking outside of specified parking areas, including a 'Parking Watch' scheme.

ACTION: Initiate a rail utilisation study/survey.

ACTION: Lobby regarding updated rolling stock.

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: Investigate local demand for a community bus service.

ACTION: Consider the idea of parish autonomous vehicles.

Housing

ACTION: Establish a Community Land Trust.