

Ryedale Core Strategy

Accommodating growth and managing change in Ryedale

Ryedale Local Development Framework

Contents

1. INTRODUCTION.....	2
1.1 Where are we now?.....	2
1.2 How will we move forward?.....	2
1.3 What happens next?.....	3
1.4 What happens next?.....	3
2. LEVELS OF NEW DEVELOPMENT.....	5
2.1 How much development are we talking about?.....	5
2.2 What does this level of development mean?.....	6
2.3 Has anything changed?.....	6
3. LOCATION OF DEVELOPMENT.....	8
3.1 Where will new development go?.....	8
3.2 How is this different to planning in the past in Ryedale?.....	9
3.3 How did we classify and 'rank' settlements in the hierarchy?.....	10
3.4 Defining 'Services Villages'.....	11
3.5 What has changed.....	12
4. HOUSING DISTRIBUTION.....	14
4.1 How much new development should go to different places? 'Slicing the housing cake'.....	14
4.2 Our view?.....	16
4.3 How much should go where?.....	16
5. EMPLOYMENT LAND DISTRIBUTION.....	18
5.1 How much employment land will go to different places? Slicing the employment land 'cake'.....	18
6. VISIONS FOR THE MARKET TOWNS.....	20
6.1 Shaping different places.....	20
6.2 How should the Towns grow?.....	21
7. HOUSING NEED AND AFFORDABLE HOUSING.....	25
7.1 Addressing Housing Needs.....	25
7.2 'Exceptions Sites'.....	25
7.3 Affordable Housing Contributions.....	25

1. INTRODUCTION

1.1 Where are we now?

Throughout 2004/5 local residents and stakeholders helped the Council to prepare a new planning and development strategy for Ryedale up to 2021. The 'Core Strategy'. It marked the first step in replacing the current development plan by identifying:

- The level of new housing and employment development that should take place in Ryedale in the future
- Where new development should take place
- The sorts of changes that will happen in different places
- The types of development required to best meet the needs of the District

In 2005, after widespread consultation, the Council submitted the new strategy to the Secretary of State for independent scrutiny by a planning inspector. Following this examination in July 2006, the strategy was found 'unsound' in three limited areas, these being:

- Lack of detail over the distribution of new housing development
- Generalised policies that were not locally distinct
- Lack of specific targets and indicators to monitor the performance of the strategy

The Inspector did however, support many element of the Council's approach.

As the Core Strategy was found unsound, it cannot be adopted and used by the Council. A new document must be prepared, consulted on and submitted to another examination.

1.2 How will we move forward?

The Core Strategy remains the first document that the Council has to produce as part of the new Local Development Framework, the collection of documents that will, over time, replace the Ryedale Local Plan. Without the Core Strategy, only limited progress can be made in providing a supply of new land for new homes and employment - essential if local priorities for enhancing job opportunities and building more affordable homes are to be achieved.

Additionally, the Core Strategy will represent an up to date, planned approach to accommodating new development, designed to give clarity and certainty to local people, employers and investors. It is only once a Core Strategy is

adopted that the Council can, with any certainty, resist speculative proposals for new development.

The Council has two options in terms of a way forward. We could:

- Start the Core Strategy 'from scratch' and repeat much of the wide ranging consultation work already undertaken, or
- We can undertake the additional consultation and work necessary to specifically address the concerns identified by the planning inspector, carry out relevant updates and produce a 'revised' Core Strategy

Members of the Council have given this issue considerable thought and after having taken legal advice and advice from both the Government Office and the Planning Inspectorate, it is the Council's view that the most appropriate way forward is to prepare a 'revised' Core Strategy. This would:

- Ensure that the time and effort of local people and other stakeholders who have helped shape the strategy is not wasted, but remains relevant
- Build on the progress made to date and in particular, the many positive comments made by the Inspector about the key policy choices made

(NB: The Inspectors Report can be viewed on the Council's web-site www.ryedale.gov.uk)

1.3 What is the role of this document?

Preparing a revised Core Strategy is not simply a question of making changes to the former document and consulting on them. Some 'new' issues that will have to be included in the strategy, such as the level of housing development for different settlements, must be informed through consideration of and consultation on different options.

This is the purpose of this document. We are asking a number of key questions aimed at getting your views on these options.

Equally, it is important that the implications of any changes to national or regional policy or any other evidence used to shape the strategy are fully considered before a revised and up to date strategy is prepared. This document summarises some of the key policy choices that formed the strategy and considers the implications of any recent change in evidence.

1.4 What happens next?

Members of the Council will consider all of the responses made to this document as part of the process of preparing a revised Core Strategy. We will then consult on the 'preferred' Core Strategy in September 2007 before submitting the document to the Secretary of State for another examination. Your comments will be invited as part of each of these stages.

Important Note!

The revised Core Strategy will be, in effect, a new document and anyone can make comments as part of this and subsequent consultations, even if you have not made any comments before. You can answer some or all of the key questions posed in this document. Please send us any comments that you may wish to make on any of the issues raised in this document.

Please send your comments to:

**Ben Murphy
Forward Planning & Economic Development
Ryedale District Council
Ryedale House
Malton
North Yorkshire
YO17 7HH**

Email: ourfuture@ryedale.gov.uk

**PLEASE SEND YOUR COMMENTS NO LATER
THAN ?? JULY**

2. LEVELS OF NEW DEVELOPMENT

2.1 How much development are we talking about?

The 2005 Core Strategy suggested that approximately 3,500 new homes would be built in Ryedale up to 2021 and that 45 hectares of land would be provided for employment purposes.

The amount of new housing proposed:

- Generally equated with housing figures for Ryedale that were included in the Draft Regional Spatial Strategy (RSS) prepared by the Yorkshire and Humber Regional Assembly. (It is the role of the RSS to establish levels of housing growth for all local authorities in the region and the Core Strategy has to be in general conformity with the RSS.) The precise figure in the draft RSS amounted to 3460 units;
- Was not significantly out of step with past planned levels of housing provision for the District and was considered deliverable in terms of past completion rates;
- Was at a level that would allow affordable housing need to be addressed, although not met. A much greater level of housing would be needed for this to be the case.

The amount of new employment land proposed:

- Reflected the outcomes of the Ryedale Employment Land Review, commissioned by the Council to determine future employment land requirements for the District.

To control the pace at which new housing development occurs in the future, the draft RSS expressed housing figures as annual rates for 3 phases over the period 2004-2021. For Ryedale, these provided for gradual slow down in house-building rates over that period. This reflects a strategic objective of the RSS to regenerate the regions main urban areas and ensure that they are the focus for new housing growth. The RSS aims to reverse past trends of out migration from the cities into the more rural parts of the region, such as Ryedale.

The revised Core Strategy will, therefore, need to express the District's housing figure as an overall total and as annual rates.

2.2 What does this level of development mean?

- It is important to recognise that the level of new housing development will not meet affordable housing need in Ryedale. The acute need for affordable housing in Ryedale outstrips the number of homes that the District will be allowed to provide between 2004-2021. Maximising the delivery of affordable housing from the relatively 'finite' levels of housing development will be a key challenge for Ryedale.
- Not all of these homes can be provided on brownfield or 'previously developed land'. Greenfield land will be needed.
- The District will not be able to deliver new homes at the rate outlined in the Regional Spatial Strategy during the early years of the LDF.

A combination of the new RSS, the expiry of the planned life of the Ryedale Local Plan in 2006 and the introduction of the new planning system (that requires that the supply of land for different uses is not established in detail until after the Core strategy is produced) means that most new housebuilding in the District will occur later, during the period 2011-2017, once a new supply of housing land is identified in a 'Housing Delivery' document as part of the LDF .

2.3 Has anything changed?

Since the production of the 2005 Core Strategy, the draft Regional Spatial Strategy has been scrutinised at an Examination in Public. The report of the panel appointed to undertake the examination was published in May 2007. The report does not suggest that the role of Ryedale in the region should fundamentally change. The District as a rural area, is not expected to accommodate significant change in terms of development. Indeed, the Panel's report suggests that the level of new housing in Ryedale should be slightly lowered to a total of 3310 homes between the period 2004-2021 - an overall reduction in 150 units and that a 'slow down' in the rate of the provision of new homes should occur earlier than outlined in the Draft RSS.

This is illustrated in the table below –

	2004-2011	2011-2016	2016-2021	Total
Draft RSS	230	200	170	3460
Panel Report	230	170	170	3310

At the present time, the government is considering the Panels report and it will not be until later this year before Ryedale will know whether the figures outlined in the report will be included as proposed changes to the Draft RSS.

The outcome will have implications for the Core Strategy and will need to be included/addressed as a revised Core Strategy is written.

The RSS Panel has suggested that regional employment land forecasts are updated as part of the preparation of a revised RSS. However, it is unlikely that this would result in a revision to the amount of employment land we need to meet future requirements. 45 hectares represented the outcome of a local employment land study, which remains up to date. The Panels' report into RSS does not suggest any alteration to the policy of establishing employment lands requirements through local employment land studies.

More information on the Regional Spatial Strategy is available by visiting the Government Office for Yorkshire and the Humber's website:

www.goyh.gov.uk

Key Question 1

Do you agree with our analysis of issues about overall levels of development? If not, how should the Core Strategy approach this matter?

3. LOCATION OF DEVELOPMENT

3.1 Where will new development go?

The 2005 Core Strategy looked to distribute development on the basis of a settlement hierarchy. This was:

Principal Service Centre
Malton and Norton (the primary focus for new development)
<i>Followed by:</i>
Local Service Centre
Pickering
<i>Then the:</i>
Other Local Service Centres
Kirkbymoorside and Helmsley
<i>Then the 10:</i>
Service Villages
<ul style="list-style-type: none">• Amotherby and Swinton• Ampleforth• Beadlam and Nawton• Hovingham• Rillington• Sherburn• Sheriff Hutton• Slingsby• Staxton and Willerby• Thornton-Le-Dale

The settlement hierarchy aimed to set out a framework to assist the planned distribution and allocation of land for development. It established the places where we would look to identify sites to meet our housing and employment land requirements. We discuss in more detail later in this document, the way in which we selected and positioned settlements in this hierarchy.

It is important to understand that new housing and employment would also come forward from 'windfall' or infill sources in these settlements and in some of the smaller villages. In the smaller villages we proposed that all new housing development should be restricted to meeting the needs of local people. We also said that we would continue to support, in principle, small - scale employment activity in and on the edge of villages.

Responses to previous consultations clearly supported this approach and we think that it is vital that this settlement hierarchy forms the basis of the new Core Strategy.

A clear objective behind this strategy is to enhance the role of the Market Towns as service centres for Ryedale, whilst at the same time encouraging limited development in the smaller villages where it meets the needs of local people.

In our view, this approach means that in general–

- An appropriate balance can be achieved between the need to build more homes and provide more jobs, alongside the need to protect Ryedale's countryside. New development will be directed to locations in or on the edge of the main settlements and importantly at those locations that have the greatest concentrations of 'brownfield' land.
- The scale of future development will reflect the role of different settlements. Settlements will grow in a way which respects their existing integrity and character.
- Most new housing and employment will be directed to those settlements that already have a range of services and employment opportunities. This will help to reduce the need to travel by car and will also help to support and sustain existing services.
- New housing development is targeted at those settlements that have the highest levels of affordable housing need
- New jobs will be created in the places where employers tell us they need to locate to be successful
- Ensure that the new homes built in the smaller villages do not contribute to in-migration and place further pressure on the housing market.

Significantly, as the Council can only plan for a limited number of new homes, slowing the rate of building down in the villages to a level that reflects the needs of local people, will allow more homes to be built in the Market Towns and Service Villages. This will provide better access to existing services. It will also allow more homes to be built on sites that are bigger than 'infill' plots. This means that we are more likely to secure more affordable homes as part of the development of these larger sites.

3.2 How is this different to planning in the past in Ryedale?

The approach suggested is not radically different to previous planning policies in Ryedale, but there are important changes.

Under the Ryedale Local Plan, the last development plan prepared for Ryedale, new development was directed to the Market Towns and some larger villages, with infill development and 100% affordable housing schemes ('Exceptions Sites') supported in or on the edge of the other smaller villages.

Under this plan, the majority of new development did take place in the Market Towns, but a very significant proportion arose in the villages, including many of the smaller villages. The main concerns associated with this past trend are-

- A significant proportion of new homes are being built in locations with very limited access to services, fuelling a need to travel by private car
- The trend has not led to a significant increase in new services to these areas or prevented the decline of some services
- It has not addressed affordable housing need in the villages
- Significant patterns of in-migration

The proposed approach is similar except it will result in –

- A greater concentration of new housing and other forms of development in the Market Towns than occurred in the past
- Infill plots in the smaller villages being used to satisfy local housing needs as oppose to the demands of in migrants. It is anticipated that this will slow down the rate at which new homes are built in the villages.

Key Question 2

Is this generally the correct approach for the broad location of development? If not, why?

3.3 How did we classify and 'rank' settlements in the hierarchy?

We identified three types of settlements –

- **Principal Service Centre**, Malton and Norton
- **Local Service Centres**, including the other Market Towns and **Key Service Villages** and then
- The **'non-service'** or smaller villages

The terms Principal Service Centre and Local Service Centre have arisen from the draft Regional Spatial Strategy and the way in which it seeks the distribution of development across the Region. A regional settlement study, commissioned to inform the RSS, looked at the functional classification of over 230 settlements across the region in terms of their service roles, functions, levels of prosperity and relationships to other settlements. Through this work, Malton/Norton was defined as a Principal Service Centre serving Ryedale. This is in recognition of the much wider range of jobs, shops and

services that Malton/Norton has in relation to the other towns in Ryedale and that the District's only mainline railway station and hospital are located at the twin towns.

The draft RSS then leaves it to Local Authorities to define Local Service Centres in their areas.

Clearly, the other Market Towns in Ryedale provide a range of services to their local communities and those communities in their surrounding hinterlands and on this basis, we think that it is entirely appropriate that each of the other towns are included in the Core Strategy as a Local Service Centre.

However, it is important that the Core Strategy recognises the difference in the range of services and facilities available in each of the other towns, as well as the individual ability of each of them to accommodate more development.

Although Pickering, Kirkbymoorside and Helmsley are all classed as Local Service Centres in the settlement hierarchy, Pickering is ranked above the other two in recognition of its size and role in comparison with the other two towns. Not only is it significantly larger in terms of population, it also provides a greater number of employment sites as well as a wider range of town centre commercial and retail premises. Generally, Pickering has better public transport links than the other two northern market towns and acts as a public transport node connecting services that operate along the A169 and the A170. For these reasons, it is 'ranked' above Kirkbymoorside and Helmsley, for the purposes of distributing development.

Key Question 3

Do you think this approach reflects the roles of different settlements in Ryedale? If not, why?

3.4 Defining 'Service Villages'

The identification of service villages was one of the more controversial aspects of the examination into the 'old' Core Strategy. Service Villages were identified on the basis of three services that were considered important for a place to have if it was going to be an appropriate place for planned, new, small scale housing sites in the rural area. These included –

- A shop
- A school and
- A reasonable bus service (defined as a service which would allow someone without access to a car to travel to and from work at an

employment area, or attend an appointment during the day in one of the Districts 'higher order' centres)

The three criteria reflect the important need for us to guide development to locations that improve access to services and reduce the need to travel by private car – even in rural areas. When we consulted on the way in which service villages should be defined, over two years ago, the majority of respondents felt that these three criteria were the most important services that should define a 'service village' for the purpose of locating new housing schemes in villages.

3.5 What has changed?

We think that the settlement hierarchy and the selection/position of the different settlements remain appropriate for Ryedale. As far as we are aware, there has not been any significant change in the roles of individual settlements or in the type/level of services that they provide.

Draft RSS, identifies Principal Service Centres in the region and Malton and Norton was the only Principal Service Centre identified in Ryedale. Following the RSS Examination, the panel report suggests that it should be for Local Planning Authorities to identify Principal Service Centres, based on a range of criteria that will be included in a revised RSS. At this stage, a decision on whether this will form policy in a revised RSS is not clear.

In our view, we think that it would be unlikely that this would result in any of the Districts other Market Towns being classed as Principal Service Centres alongside Malton and Norton. Additionally, through our earlier consultations, many local people supported the settlement hierarchy and the classification of settlements within it. Responses indicated that the hierarchy reflected local experiences and perceptions of the roles of the Market Towns in Ryedale.

Since the 2005 Core Strategy was prepared, the Council has commissioned a new Housing Needs/ Housing Market Assessment Study, which has identified changes in affordable housing need. Affordable housing need exists in Ryedale, but the new study is showing much lower levels of affordable housing need in Malton and Norton than the previous one.

A number of issues influenced the preparation of the settlement hierarchy, not least, national and regional policy that is established to guide the distribution of development. The establishment of the hierarchy was not 'driven' by any one factor or issue. It aimed to establish an optimum way of distributing development to address local issues, in the face of sometimes competing strategic policy and local aspirations.

Clearly, the policy to focus new housing development at Malton and Norton did reflect the high level of unmet affordable housing need identified through

the previous study. However, it should be stressed that the new study still reveals that, of individual settlements, Malton and Norton are still displaying the highest level of affordable housing need, which broadly correlates with population distribution and which will remain a challenge to address.

Key Questions

- 4. As well as Malton/Norton, do you think any other settlements in Ryedale should be classed as a Principal Service Centre? Why?**
- 5. Is the classification of Pickering, Kirkbymoorside and Helmsley as local service centres appropriate, based on their size and role?**
- 6. Have village services changed? Are there any villages, which should be classed as service villages or no longer identified as service villages?**
- 7. Are there any other ways in which Service Villages should be defined?**

4. HOUSING DISTRIBUTION

4.1 How much new development should go to different places? 'Slicing the housing cake'

The distribution of new housing development has to follow the settlement hierarchy. We have said that Malton and Norton will be the primary focus for new housing, followed by Pickering, then the other Local Service Centres and then the service villages. Using this as a basis, there are a number of ways that the amount of new housing could be distributed between settlements in the settlement hierarchy.

To help you consider what level of development might be appropriate for different places, we have set out below two broad approaches. The housing figures used to illustrate this are taken from the 2005 Core Strategy and the provision it made for 3500 new homes to 2021. As the Core Strategy has to conform to regional policy, the majority of new housing has to be concentrated at Malton and Norton. This is a 'given' that will influence any approach for the distribution of development in Ryedale.

Approach 1 – Balance between the Principal Service Centre and Local Service Centres

Under this scenario, Malton and Norton would accommodate at least 50% of the District's new housing. Any figure lower than this would not be in line with regional policy. The remaining 50% or 1750 homes would then be distributed, in accordance with the settlement hierarchy, to the other Local Service Centres and Service Villages.

Approach 2 – Stronger 'urban' / Principal Service Centre focus

Under this scenario, Malton and Norton would accommodate a significantly higher proportion of new homes, for example, between 60-70% or 2100-2450 new dwellings. The remaining homes would then be distributed, in accordance with the settlement hierarchy, to other Local Service Centres and Service Villages.

Some of the key likely implications of these approaches are outlined below:

	Advantages	Disadvantages
Approach 1	<ul style="list-style-type: none"> • Will conform with national and regional policy. • The level of development is likely to provide enough contributions to enable the delivery of A64 junction improvements. • Allows for more development to be distributed to other settlements in order to assist in addressing their housing needs • Significantly address the affordable housing need in the Districts Principal Service Centre 	<ul style="list-style-type: none"> • Will require Greenfield as well as brownfield land releases in and around the twin towns. • Will not meet the aspirations for growth identified by the Malton and Norton Renaissance Market Town team • Will demand infrastructure improvements, particularly for education, transport and health provision in Malton/Norton and Pickering.
Approach 2	<ul style="list-style-type: none"> • Greater proportion of new housing will be located in the most accessible location in the District • Would require less Greenfield land releases at the other Local Service Centres • Would place less of a strain on existing services at the other Local Service Centres 	<ul style="list-style-type: none"> • Would further limit the ability to address affordable housing need and provide housing choice outside Malton and Norton • Would require large Greenfield expansion to accommodate the level of growth at Malton/Norton.

Key Questions

- 5. What is your view on housing distribution?**
- 6. Which approach is most appropriate for Ryedale?**
- 7. Can you think of any other ways in which we could distribute new housing?**

We consider that the 2005 Core Strategy was broadly prepared along the lines of Approach 1. This in principle, was thought to balance regional requirements and local aspirations. It concentrates the majority of development at the Principal Service Centre, whilst retaining a level of new housing that will assist in addressing housing requirements elsewhere.

4.2 How much housing should go where?

Within this approach, there are several ways in which levels of housing can be apportioned to the Local Service Centres. A selection of these is outlined below:

	Malton/Norton	Pickering	Kirkbymoorside/Helmsley	Service Villages
	At least:	Up to:	Up to:	Up to:
Option 1	50% (1750 new dwellings)	25% (875 new dwellings)	15% (525 new dwellings)	10% (350 new dwellings)
Option 2	50% (1750 new dwellings)	20% (700 new dwellings)	15% (525 new dwellings)	15% (525 new dwellings)
Option 3	50% (1750 new dwellings)	25% (875 new dwellings)	10% (350 new dwellings)	15% (525 new dwellings)
Option 4	50% (1750 new dwellings)	20% (700 new dwellings)	10% (350 new dwellings)	20% (700 new dwellings)

Option 1: accords with the settlement hierarchy. It identifies levels of development that decreases through the various tiers of the hierarchy. In **Options 2-4:** the level of new housing reflects the fact that it would be distributed between two settlements, Kirkbymoorside and Helmsley, and between the 10 villages in the Service Village category.

The levels suggested above are expressed in terms of 'floors' ('at least') and 'ceilings' ('up to'). The Core Strategy does not have to express levels of development in absolute terms. It is important that it provides sufficient guidance to provide a strategic indication of the scale of growth in different locations. At the same time, it is important that it is flexible enough to reflect more detailed, later work that will be undertaken in selecting individual sites.

We are keen to get your views on what is an appropriate level of new housing for the different settlements. We think that the following points are relevant considerations –

- There are large areas of high quality landscape adjacent to Pickering, Kirkbymoorside and Helmsley that will influence the extent to which the towns can grow. 875 (25%) new homes in Pickering and 525 (15%) in Kirkbymoorside and Helmsley may be difficult to

accommodate without harming the character of these areas or placing existing employment sites under pressure.

- 700 (20%) of new homes to the Service Villages may be difficult to achieve without changing their character. This would mean an average of 70 new houses in Services Villages.
- 50% of new housing at Malton and Norton is deliverable in terms of sites that have been put forward and the Council is confident that at this sort of level sufficient funds will be generated to undertake the A64 junction improvements.

Key Questions

- 8. Which option do you think is most appropriate? Why?**
- 9. Is there another combination of proportions that you think is better? Why?**

5. EMPLOYMENT LAND DISTRIBUTION

5.1 How much employment land will go to different places? Slicing the employment land 'cake'

There are a range of existing employment sites across Ryedale, from purpose built industrial estates concentrated in our larger settlements to smaller scale sites in villages and converted buildings in the wider countryside.

Through the Core Strategy and the Local Development Framework, we have the opportunity to add to the current supply of employment land in the District. We need to make sure that we will allocate enough land for future employment needs, and that this helps us to cater for the types of employment that we need to strengthen and diversify our economy and meet our local need for better paid jobs. We also have to make sure that new employment sites are in the places where employers want to locate in order for them to be successful.

The Draft Regional Spatial Strategy suggests that the amount of land to be allocated for future employment uses should be informed by an Employment Land Study. The Ryedale Employment Land Study was finalised in 2006. It included a full market assessment of existing employment land in Ryedale and potential new sites that have been put forward primarily by landowners and developers. Together with economic forecasting, it made recommendations for the amount of new land that would be required for specific employment uses in different areas.

In total, the study suggests that approximately 45 hectares of employment land will need to be allocated to meet requirements up to 2021. It suggests sites that, when added up, give the following split:

Malton/Norton	79.5%
Pickering	16%
Kirkbymoorside/Helmsley	4.5%

The proportions broadly reflect the settlement hierarchy and given that the figure of 45 hectares is itself an outcome of local requirements, in our view these proportions should form the basis for the identification and distribution of employment land allocations. This will form part of later work that we will undertake, once we have agreed the Core Strategy.

It is important to note that the Employment Land Study did not explicitly recommend the allocation of specific sites in the Service Villages, although it did take account of existing sites in these settlements. We will look to support the allocation of small employment sites in the Service Villages where

it can be demonstrated that this would enhance local employment opportunities.

It is also important to remember that as well as allocating land for future employment uses, we will also continue to support, in principle, small scale employment development to meet local needs in or adjacent to the smaller non service villages and through the conversion of rural buildings.

Key Question 10

Are there any other ways in which you think we should distribute employment land?

6. VISIONS FOR THE MARKET TOWNS

6.1 Shaping different places

Our strategy looks to build on the role of the Market Towns in Ryedale, to enhance them as places to live and work and to strengthen their roles as service centres for the whole District.

We are very keen that the Core Strategy provides a strong indication of the sorts of changes that will happen in each of the different towns. We want your views on what sorts of things should stay the same where you live and what should change. We have outlined a few ideas below.

Malton/Norton

- Stronger retail, entertainment and leisure offer to reduce the need for local people to travel to adjacent centres outside of the District
- Broader economic activity, with added strength in banking, science and knowledge related sectors. Creating stronger links with the York economy.
- Provision of a new technology and business park, including enterprise centre and varied employment opportunities
- Improved A64 junctions at Brambling Fields and Musley Bank
- Improved bus/rail facility
- Redevelopment of key brownfield and town centre sites
- High quality pedestrian friendly town centres
- Housing sites to provide a range of market and affordable housing types of a range of sizes

Pickering

- Enhanced recreation and leisure facilities
- Town Centre/Beckside public realm improvements and enhancements
- Redevelopment of town centre brownfield sites
- New Business Park to assist in diversifying the economy into higher added value sectors
- Traffic management measures to reduce congestion, particularly on the A170
- Enhancing the role of Pickering in providing a gateway to sustainable tourism
- Housing sites to provide a range of market and affordable housing types of a range of sizes

Kirkbymoorside

- Provide new Homes and employment land to meet local needs
- Safeguard existing retail facilities

- Enhance the town centre conservation area
- Facilitate improved community facilities

Helmsley

- Build on Helmsley's role as tourist centre
- Facilitate public realm improvements and conserve the strong historic fabric of the town
- Establish a masterplan for the south east corner of the town for mixed employment and housing
- Improved facilities for users of public transport and pedestrians

Key Questions

11. **What are your views on the future roles of the market towns? Are there any specific things that you think should happen in your town?**

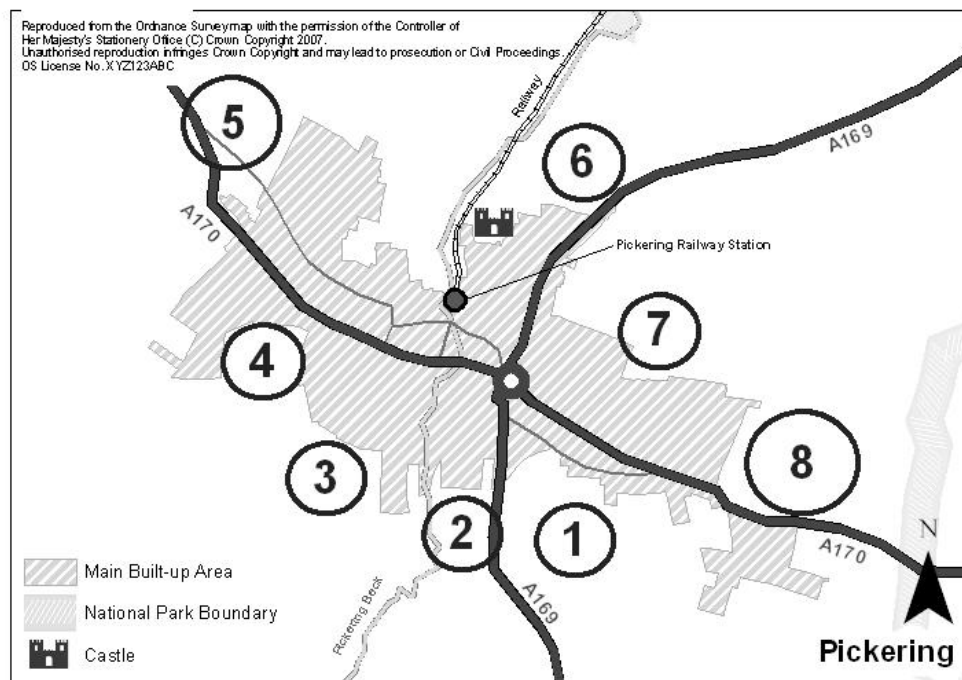
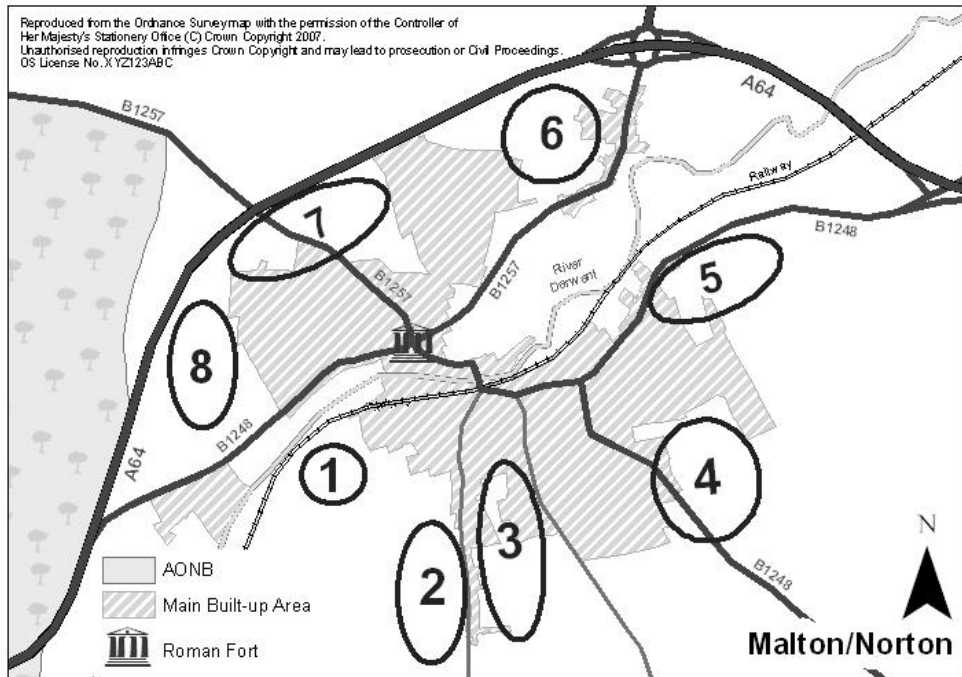
6.2 How should the Towns grow?

We will look to accommodate new development within each of the towns and will look to use previously developed land as a priority. However, it is likely that each of the towns may need to expand outside of their current development limits.

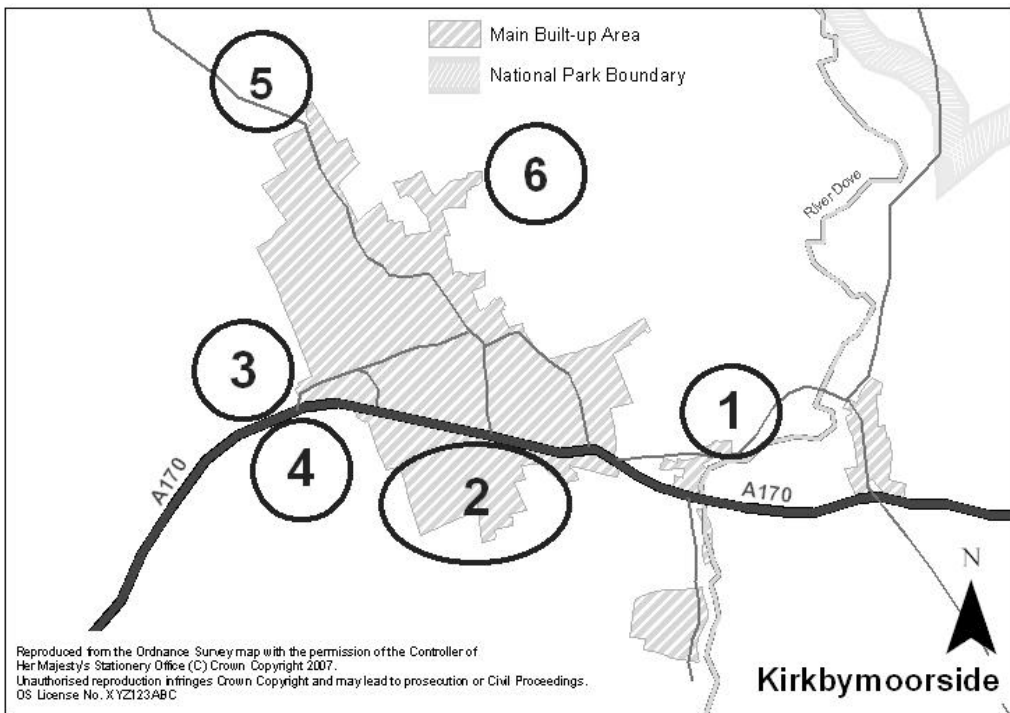
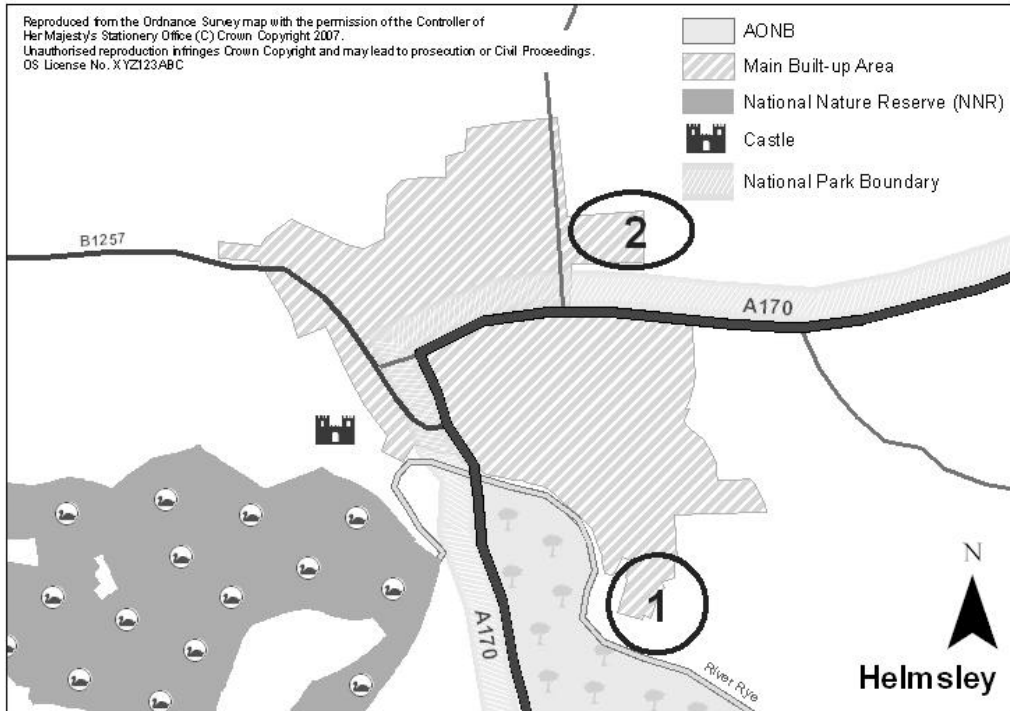
The identification of specific sites for new housing and employment development will be work that we undertake at a later stage, once we have made further progress in establishing the 'strategic' approach to distributing development through the Core Strategy. Nevertheless, we are keen for your views on how the Market Towns might expand.

Please have a look at the maps overleaf:

POTENTIAL LOCATIONS FOR NEW HOUSING



POTENTIAL LOCATIONS FOR NEW HOUSING



Reproduced from the Ordnance Survey map with the permission of the Controller of Her Majesty's Stationery Office (C) Crown Copyright 2007. Unauthorised reproduction infringes Crown Copyright and may lead to prosecution or Civil Proceedings. OS License No. XYZ123ABC

Key Questions

- 12. How do you think each of the Towns should grow?**
- 13. Which direction or broad location is more suitable in each town?**
- 14. Are there any areas where we should avoid putting new development? Why?**

7. HOUSING NEED AND AFFORDABLE HOUSING

7.1 Addressing Housing Needs

We are keen to ensure that new housing built in Ryedale reflects the needs and requirements of our communities.

The 2005 Core Strategy identified some of the main housing issues that we will need to address. They are –

- The acute need for additional affordable housing
- Providing a better balance or 'mix' of new housing
- Catering for the needs of an ageing population
- Catering for the needs of Gypsies and Travellers

We will prepare detailed policies to address these issues as part of our Housing Delivery Document, which we will produce once the Core Strategy is agreed.

However, in order to reflect the enormous challenge that the District faces in addressing affordable housing need, we believe that it is appropriate to include additional detail in the Core Strategy about our approach to securing more affordable housing in Ryedale.

The need for affordable housing in Ryedale is acute. A research study undertaken by the Joseph Rowntree Foundation indicates that Ryedale is the one of the most unaffordable areas in the Country in which to live, due to the imbalance between local house prices and local incomes. This is illustrated by the initial findings of our new housing needs study, which reveals an unmet need for 292 new units each year. This is a level of need that clearly outstrips the number of homes we are allowed to provide each year.

The Council cannot insist that all new homes built in the District should be affordable. It can however, use its influence as a planning authority to increase the numbers of affordable homes built in the District.

Essentially, there are two ways in which we can do this:

7.2 'Exceptions Sites'

As a planning authority we can grant planning permission for small-scale 100% affordable housing schemes on the edges of settlements to meet local affordable housing need. These are known as 'Exception Sites' because they are given permission in locations where housing would not normally be

allowed. They are only supported on the basis that they will address the specific affordable housing needs of local communities.

We believe that these sites are a sensitive way in which the affordable housing needs of some of our smaller communities can be met. We have employed a rural housing enabler to work with Parish Councils and landowners to assist in bringing these sites forward and this process is gaining momentum all of the time. On this basis we think that this is an approach that we should continue to support in principle.

To supplement this, we are also considering allocating small sites on the edges of some of our smaller 'non service' villages for 100% affordable housing.

Key Questions

- 15. Do you think we should allocate land for small- scale affordable housing sites on the edges of the smaller villages? Why?**

7.3 Affordable Housing Contributions

The main way in which we can increase the numbers of affordable homes is to negotiate with developers to provide affordable housing as part of new housing developments. Although these homes are subsequently bought by Housing Associations or directly by local people at an affordable price, much of the cost of providing them is offset against the land value of the site. Because of this, we have to make it very clear through our policies, how many affordable homes we will expect developers to provide and the site size threshold we will use to trigger this provision.

Currently, the Council's policy is that it will seek 35% of all new homes to be affordable on sites of 15 (or 0.5 hectares) or more units in Malton/Norton and Pickering and on sites of 5 units (0.2 hectares) elsewhere.

The Draft Regional Spatial Strategy suggests that in areas of high need, such as Ryedale, on developments of 15 (or 0.5 hectares) or more homes, local authorities should seek over 40% of new homes as affordable. It also encourages the lowering of site thresholds in areas where the supply of new housing sites is likely to be limited to those which are smaller than 0.5 hectares.

At the moment, affordable housing is provided in line with our existing policy and in the case of one larger development, 45% of the units were secured as affordable. There is evidence therefore, that some sites in Ryedale are capable of delivering additional numbers of affordable homes.

Clearly, increasing the target for affordable housing and/or decreasing the current site thresholds, would result in additional affordable housing provision in Ryedale. There are however, a number of issues that will influence this.

It is very important for example that the level of affordable housing provided as part of housing schemes results in housing development where different housing tenures can sit together successfully. The relative proportions of affordable housing and market housing may influence this. Equally, it is important that any requirement for affordable housing does not make development unviable, either in terms of the amount of affordable housing we will require or in terms of the size of site, which will be expected to provide it. It is also important that the opportunities for providing affordable housing from housing sites reflects housing land supply and our strategy for distributing development.

Through this consultation, we are keen to get your views and particularly those of developers and landowners on the implications of increasing our affordable housing target and lowering site thresholds.

Key Questions

- 16. Should we increase our affordable housing target?**
- 17. What level of affordable housing do you think we should seek? Why?**
- 18. Should we set a different target for the Market Towns and Villages?**
- 19. Should we lower the site size thresholds that will 'trigger' the contribution?**