



# North York Moors Local Plan

## Topic Paper – Settlement Hierarchy

This paper has initially been prepared for Members of the Development Plan Working Group. Future versions may be issued to support public consultation. It has been created to facilitate debate and discussion over the best way of planning for the long term future of the North York Moors National Park.

The paper runs through some of the key decisions to be made around the overall spatial strategy and whether to revise the settlement hierarchy set out in the current Core Strategy (2008). The purpose of the settlement hierarchy is to indicate the locations in which some new development may be acceptable, and if so for what type of development.

**August 2016**

This is a discussion paper and nothing in it should be taken to indicate any future direction of policy

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# 1. Introduction

- 1.2 Our goal for the North York Moors Local Plan is to encourage the most sustainable forms of development and maintain or enhance the vitality of rural communities, whilst meeting our statutory duties to conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park and promote its special qualities.
- 1.3 Any local plan needs to find a way of indicating the best locations for future development and it does this via its spatial strategy. Local plans, including our own 2008 Core Strategy and Development Management Policies document typically express their spatial strategy through a settlement hierarchy. The hierarchy is created to reflect the relationship between towns and villages and to show how we see particular settlements developing in the future. It directs different types of new development into particular areas so that, when assessing individual proposals, we can take a view on whether the location is the right one in terms on the needs of the whole National Park, as well as looking at specific site based factors.
- 1.4 This paper has been written to run through how we approach our new spatial strategy, the pros and cons of whether we need a settlement hierarchy and if so, how we produce one. It contains the background evidence we have at present to help inform these decisions and indicates where we need to do more work.

# 2. Policy context

- 2.1 The new spatial strategy must deliver existing policy objectives including those in the National Planning Policy Framework (NPPF), paragraph 28 of which says that to support a prosperous rural economy local plans should:
- Support the sustainable growth and expansion of all types of business and enterprise in rural areas;
  - Promote the development and diversification of agricultural and other land-based rural business;
  - Support sustainable rural tourism and leisure developments ...which respect the character of the countryside and diversified farm businesses and
  - Promote the retention and development of local services and community facilities in villages.
- Paragraph 55 of the NPPF also says that “to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby. Local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances.”
- 2.2 Government policy on new housing in National Parks is further articulated in its 2010 Circular ‘**English National Parks and the Broads**’<sup>1</sup>. This states that “*the Parks are not suitable locations for unrestricted housing*” and that the expectation is that new housing will be focused on *meeting affordable housing requirement, supporting local employment opportunities and key services*” (paragraph 78).
- 2.3 There also two recently adopted area plans that need to fit in with our new strategy. **The Helmsley Plan** produced jointly with Ryedale District Council and adopted July 2015 sets out the future development of the town up to 2027. The Plan has several housing and employment allocations which amount to a minimum of 150 new homes and up to 1.9ha of employment land. It fits in with our current Core Strategy which identifies Helmsley as our single first tier ‘Local Service Centre’. The **Whitby Business Park Area Action Plan** produced jointly with

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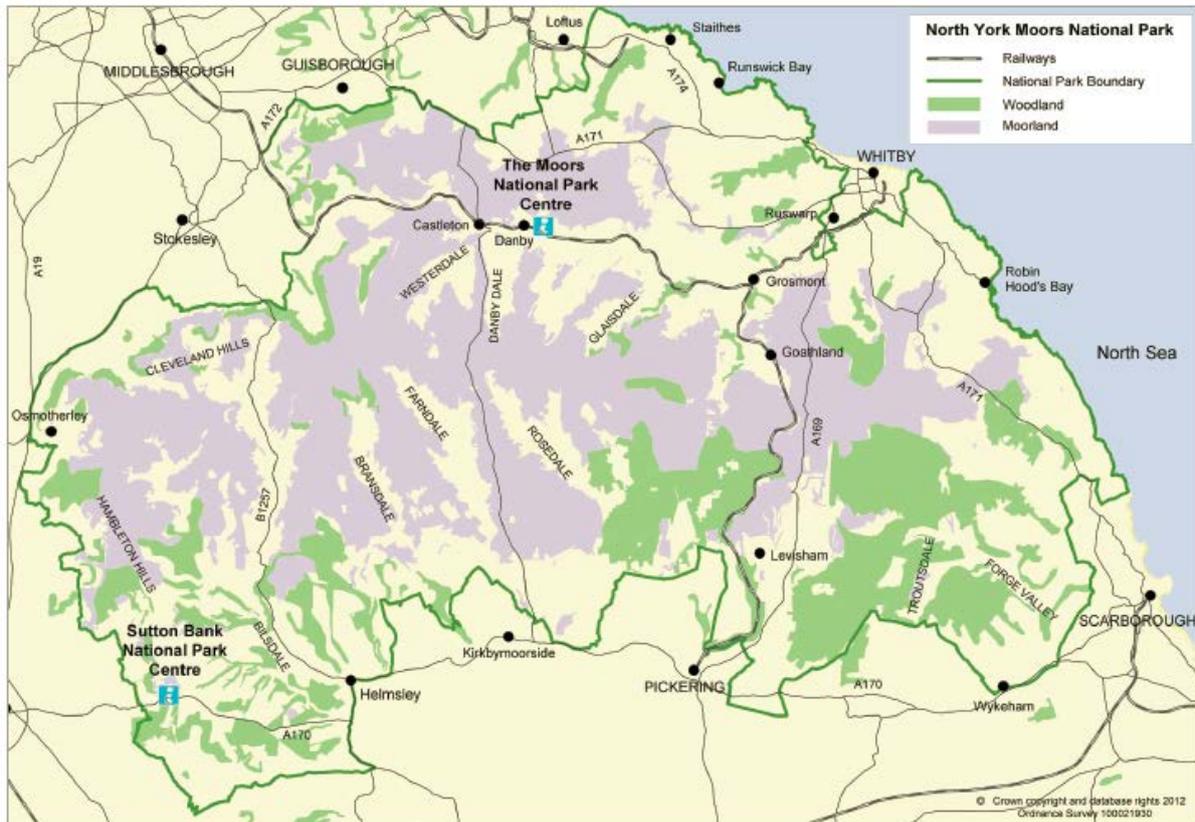
<sup>1</sup> Department of Environment, Food and Rural Affairs, English National Parks and the Broads, UK Government Vision and Circular, March 2010.

Scarborough Borough Council and adopted November 2014 identifies the existing role of the Business Park and sets out its future expansion.

### 3. The Geography of the North York Moors National Park

3.1 The map below shows the geography of the National Park.

**Map 1: Geography of the North York Moors National Park**



3.2 The Park has a total area of 1,436 sq. km, (143,608 hectares) and is home to around 24,000 residents. Its single town is Helmsley which lies at the south west edge and has approximately 1,515 people. There are then around 93 villages scattered throughout the National Park, some of which are very small and do not have any services. One obvious geographic feature is that the bigger settlements tend to be close to or on the edge of the National Park, including Helmsley, Thornton le Dale, West and East Ayton, Sleights, Osmotherley and Swainby. Several of these larger settlements are also split by the National Park boundary. Half of the town of Helmsley (and about two thirds of its residents) lie outside the National Park boundary in Ryedale. Parts of Ampleforth and Thornton Le Dale are also within Ryedale and part of Sleights is within Scarborough. This means that the larger towns and villages serving the National Park area often have a cross boundary influence and serve outside areas as well.

3.3 The main transport routes are the A171 which serves the coast and the north-east part of the Park and the A170 which is the main east-west link to the south of the Park. The A169 and B1257 provide important north-south links across the moors and another important geographic feature is the east-west link provided by the Esk Valley and the railway line between Middlesbrough and Whitby.

### 4. The current settlement hierarchy

4.1 Our current Core Strategy (2008) divides places within the National Park into five tiers:

- Local Service Centre – Helmsley
- Service Villages – 7 large villages near the edge of the Park with good services
- Local Service Villages – 6 villages with more limited services
- Other Villages – the majority of villages – 70 in total – with limited or no services
- Open Countryside

The top level of the hierarchy (Helmsley) came from the now revoked Yorkshire and Humber Regional Spatial Strategy. Below this, settlements were categorised based their transport links and an audit of services carried out by the Authority. The spatial strategy aimed to focus development in places which would reduce the need to travel, especially for basic services and amenities, while allowing for some flexibility in smaller settlements.

- 4.2 The table on the next page shows the settlements in the three upper levels of the hierarchy and the types of development supported in each tier. For housing, current policies allow market housing development (with an affordable element) on sites of any size within the main built up areas of Helmsley and the seven 'Service Villages'. In 'Local Service Villages and 'Other Villages' housing development is restricted to local needs housing on small infill sites (unless it is affordable housing on an exception site). New development for employment and training uses are supported primarily in the three upper tiers of the hierarchy.
- 4.3 The distribution of planning permissions granted between 2008 and 2016 for housing and employment and training facilities are shown in Appendices 1 and 2. They indicate that the current settlement hierarchy has been largely successful in directing housing development as intended but less successful in relation to new employment and training facilities. Points to note are:
- Nearly 30% of new housing units were in Helmsley and the Service Villages suggesting that development is being focused in the larger settlements as planned.
  - Although 38% of new housing units were in Other Villages (the smallest type of settlement) these were spread among 53 different villages and were generally in small schemes of one or two units – flowing from the Authority's definition of infill sites. This is a reasonable scale of development for these individual small villages.
  - Open market housing developments in the Service Villages have not delivered the amount of affordable housing anticipated by Core Policy J; 22 affordable units were permitted in Service Villages but these were all on exception sites.
  - Employment permissions have been spread across different types of settlement and include a wide range of facilities from shops, micro-breweries, car sales and offices/workshops in Helmsley and the Service and Local Service Villages to light industry, joinery workshops, estate offices, therapy facilities, equestrian and dog care facilities in Other Villages and Open Countryside locations. There have been a considerable number of new employment and training facilities approved within the two lower tiers of the hierarchy, 'Other Villages' and 'Open Countryside'. They were mainly the conversion of traditional rural buildings to form new small-scale economic uses, most as part of farm diversification schemes.

**Table 1: Current settlement hierarchy**

<b>Tier</b>	<b>Settlement</b>	<b>What's suitable – market and Local Needs Housing (Core Policy J)</b>	<b>What's suitable - Affordable housing (Core Policy K)</b>	<b>What's suitable - Employment and Training (Development Policy 10)</b>	<b>What's suitable - Community Facilities (Core Policy I)</b>
<b>Local Service Centre</b> (Market town)	Helmsley	Open Market Housing with 40% affordable on sites of 0.1 hectares or two or more dwellings	Rural exceptions for affordable housing adjacent to the built up area	Reuse of existing buildings or expansion of an existing facility, or new buildings where there is no other suitable accommodation	Provision of new health, sport, education and other community facilities within the main built up area.
<b>Service Villages</b> (A shop selling food, a primary school and 'good' public transport links, on the edge of the Park)	Ampleforth Easington Guisborough (part) Scalby Sleights (part) Thornton-le-Dale (part) West and East Ayton	Open Market Housing with 40% affordable on sites of 0.1 hectares or two or more dwellings	Rural exceptions for affordable housing adjacent to the built up area	Reuse of existing buildings or expansion of an existing facility, or new buildings where there is no other suitable accommodation	Provision of new health, sport, education and other community facilities within the main built up area.
<b>Local Service Villages</b> (Self-contained settlements within the Park with some limited services)	Fylingthorpe Hinderwell Osmotherley Lythe Staites Swainby	Local needs housing on infill sites/as conversions (local occupancy only)	Rural exceptions for affordable housing adjacent to the built up area on sites of more than one dwelling	Reuse of existing buildings or expansion of an existing facility, or new buildings where there is no other suitable accommodation	Provision of new health, sport, education and other community facilities within the main built up area.
<b>Other villages</b> (Very limited or no facilities.)	48 smaller villages	Local needs housing on infill sites/as conversions (local occupancy only)	Rural exceptions for affordable housing adjacent to the built up area on sites of more than one dwelling where it contributes to the sustainability of the settlement	New development where a suitable site is not available in higher tiers or the immediate area, for expansion of an existing facility, or reuse of an existing building where it would not adversely affect the character of the area.	Provision of new health, sport, education and other community facilities within the main built up area where there are no suitable sites in the tiers above.
<b>Open countryside</b> (No development, or sporadic development or isolated buildings)		Essential dwellings for farming, forestry or other land management activities, replacement of existing dwellings, conversions to holiday lets.	n/a	Re-use of an existing building where local character is not affected, where the building is of sound construction and where access and storage space can be provided.	Provision of new health, sport, education and other community facilities within the main built up area where there are no suitable sites in the tiers above.

## 5. What do other National Parks do?

- 5.1 We have also looked to see what approach the other eight English National Parks take to their spatial strategy (see Appendix 4 for details). All adopt a conventional settlement hierarchy approach based on the size, services and links of their settlements, with the exception of the Peak District and the South Downs:
- The Peak District adopts a simplified approach which aims to direct 80-90% of new development to Bakewell and 63 named settlements where affordable housing, community facilities and small-scale retail and business premises may be suitable. Market housing is not allowed, and their policy takes a 'rural exceptions' approach to the provision of affordable housing as well as other forms of development. The Peak's reasoning for this is that "*National Park settlements exist at a level beneath most conventional hierarchies.....offering scope only for exceptional development requiring a rural location, such as to meet local needs for affordable housing*".
  - The South Downs adopts an "area" led approach by defining five landscape character areas plus open countryside, supporting different levels of growth and types of development in each.

In the remaining National Parks the settlement hierarchies have between 2 and 4 tiers.

## 6. Do we still need a settlement hierarchy?

- 6.1 When the Core Strategy was adopted in 2008, identifying a settlement hierarchy was a requirement imposed via the Regional Spatial Strategy for the Yorkshire and Humber. Local planning authorities are now free from that constraint and the Authority could choose not to have a settlement hierarchy at all but to articulate its spatial strategy in other ways, for example:
- Having an 'area' based approach similar to the South Downs which would be based on landscape character and sensitivity to development;
  - Looking at groups of villages rather than individual settlements, recognising their interdependence and relationship with one another and considering the whole group in terms of suitability for different types of development;
  - Not categorising different areas or settlements at all but adopting an approach similar to the Peak District with policies that require all development within the National Park to be justified as having an 'exceptional' need for the location within a protected area.
- 6.2 Continuing with a traditional settlement hierarchy would have a number of advantages. It is a way of directing development into appropriate locations without having to allocate individual sites and gives a clear message to potential developers about what types of proposal would be acceptable in different places. It is also a way of ensuring that existing villages with services continue to have development activity/population to maintain those services. It could be used to implement particular policy objectives e.g. supporting development that would allow a particular village to become a 'service hub' for surrounding smaller settlements.
- 6.3 However, there are disadvantages with a formal settlement hierarchy, particularly as it can quickly become out of date as services or facilities in individual villages change. It can also be inflexible, preventing a good development proposal being approved simply because it is in a village which has been assigned to a particular tier in the hierarchy. Not setting a formal hierarchy would avoid these problems. Instead, we could rely on the 'development opportunities' exercise to plan future development in suitable locations and allocate sites as part of the new Local Plan before taking a very restrictive 'case by case' approach to further windfall development.
- 6.4 Before deciding what is likely to be the best approach, we need to consider what the policy objectives are for our spatial strategy and find out what capacity there is within villages to

accommodate any new growth that may be considered desirable. We also need to know what communities' own aspirations are for the future of their villages.

- 6.5 The fundamental policy objective for the spatial strategy is to encourage sustainable development that is consistent with the conservation of the National Park's landscape, environment and special qualities and supports the vitality of local communities. However, within that broad objective there are a number of detailed questions which will influence the strategy:
- a) If our objective is to maintain the current population of the National Park, do we need to allow for new employment development to ensure that we retain working age people as well as older people? If so where would we want that development to be located?  
Farming, forestry and tourism provide the bulk of the Park's employment and these are spread across the Park. However, new forms of economic activity are also emerging and if good internet services are available, these small scale businesses may not need to be tied to larger settlements with better services and transport links.
  - b) Do we want to adopt a very restrictive approach to new development in general to ensure that the existing tranquil nature of the Park and the majority of villages is retained?
  - c) Do we still consider that it is important to support and concentrate new development in existing larger villages with services to ensure that they remain strong and vibrant communities?
  - d) Should there be a change of approach for the smallest villages in order to give priority to landscape considerations in these particularly sensitive locations? Given the limited pressure for new housing in the National Park over the plan period, housing development in the smallest villages could be restricted to conversion of existing buildings for local needs/ affordable housing or essential farming/forestry/land management uses with no new build housing development permitted at all.
  - e) Do we need to recognize the specific tourism service function of certain settlements e.g. Danby, Goathland, Robin Hood's Bay?
  - f) Does the development of the York Potash mine at Dove's Nest Farm mean that it may be sensible to allow some small support business development in appropriate settlements in the north-east of the Park?
- 6.6 The view that we take on these and other issues will influence whether it is appropriate to continue with a traditional settlement hierarchy and, if so, which types of development should be supported in each tier. We also need to wait until we have responses to the initial community consultation and call for sites in order to take into account the potential for new development in different villages and communities' specific needs and aspirations.

## **7. If we keep a settlement hierarchy how should it be reviewed?**

- 7.1 If we decide to keep a settlement hierarchy for the new Local Plan, we should review whether the existing one is still appropriate. Questions for a review include how many tiers it is useful to have to reflect the way villages are functioning today and achieve our policy objectives, and whether individual settlements are still in the 'right' group.
- 7.2 There is no set way of way of defining a settlement hierarchy but plans in the past have typically grouped settlements according to size, the services they offer, such as schools, shops, health and leisure facilities, the availability of public transport and their function in the wider area (their 'sphere of influence').
- 7.3 An important criterion for the existing hierarchy was a settlement's access to other centres using public transport. However, given the sparsity of the National Park population and the steady decline in public transport in recent years, it may be appropriate to put less emphasis on access to public transport in the new Local Plan. An alternative would be to review the settlement hierarchy using a combination of number of facilities, existing employment opportunities and transport links, the physical size of the main built up area and their links with other settlements.

- 7.4 The presence of a primary school is a key facility in many villages, attracting other community activities which use it as a venue, and perhaps should be given greater weight. A General Practitioner and general store where food can be bought are also key services for sustainable local communities. Availability and speed of broadband is important at present since it affects whether villages can support small businesses. However, recent Government commitments to improve broadband speeds including in remote rural areas suggests that this may become less of an issue in future.

## **8. Initial work on a review of the settlement hierarchy**

- 8.1 In order to inform our discussions, we have done some initial work on the settlement hierarchy, looking at the physical size of villages in the National Park, the services they offer and their links with neighbouring communities.
- 8.2 Figure 1 below shows the distribution of settlements based on the number of different address points within their main built-up area. It shows that the vast majority of small villages with fewer than 200 address points do not fall naturally into groups but steadily increase in size from smaller to larger settlements. There are 65 villages in this group and, apart from Hinderwell, Lythe and Scalby they all fall within the Other Villages tier in our current hierarchy.
- 8.3 At the other end of the scale, 4 settlements are notably larger than the next ones in the series – Thornton le Dale, Helmsley, Sleights and Staithes. In between there are 13 medium sized villages which include Service Villages (e.g. Easington and Ampleforth), Local Service Villages (e.g. Osmotherley, Fylingthorpe and Swainby) and Other Villages (e.g. Robin Hood's Bay and Goathland).
- 8.3 Figure 2 shows the number of different types of facilities in each settlement taken from the 2015 Community Facilities Survey – this survey is carried out every three years as part of the Authority's regular 'State of the Park' monitoring. Fifteen types of facility have been recorded including primary school, village hall, pub, general store, GP, chemist, bank, garage, ATM, children's play area, other leisure areas and mobile library. The survey shows the range of facilities available in each community but does not distinguish between say a village with 1 shop and another with 4 or 5 shops. As expected the shape of Figure 2 is similar to Figure 1 with the same larger settlements generally having the greatest range of facilities. A full list of the settlement facilities for each village will be available at the meeting.

Figure 1: North York Moors National Park - Size of settlements

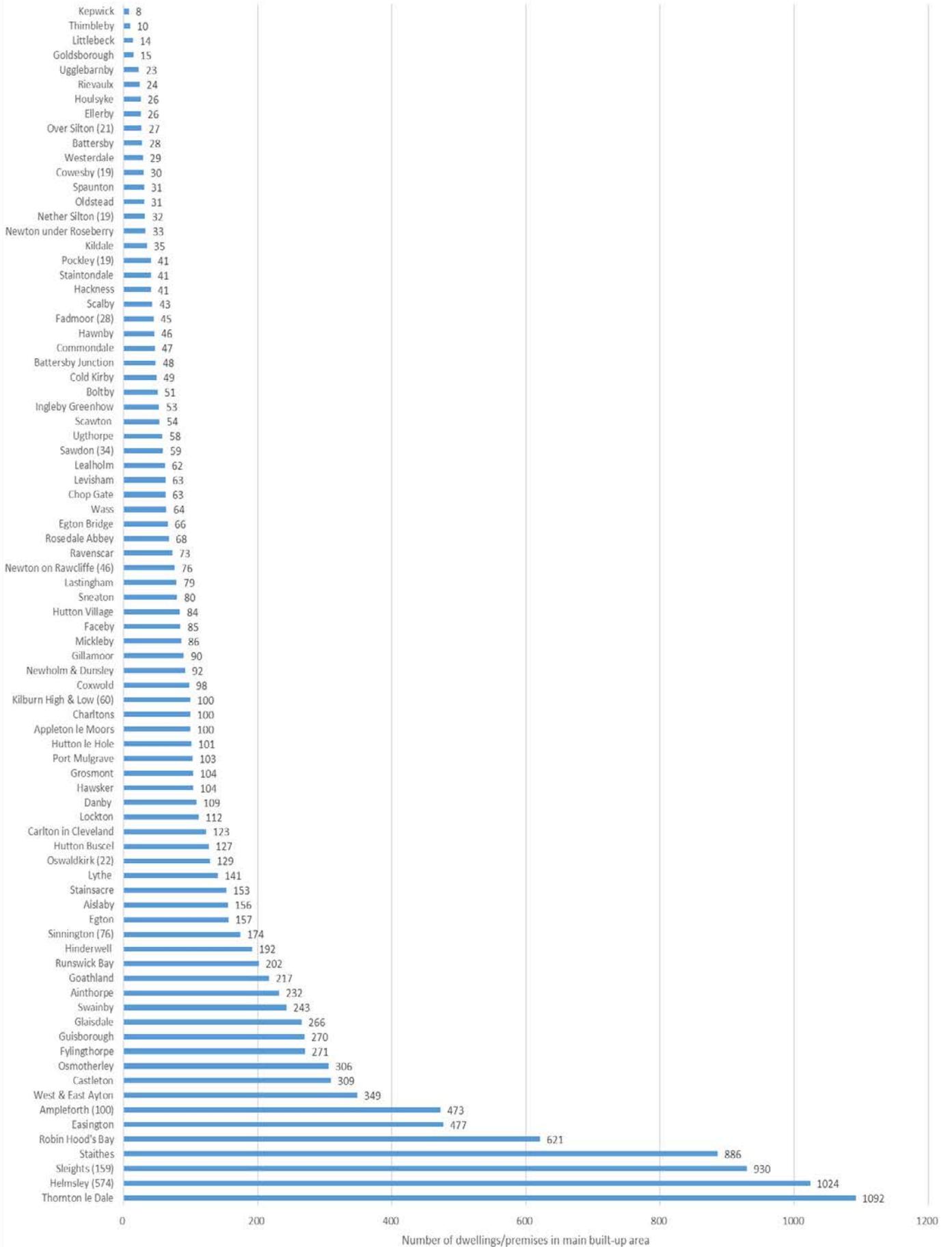
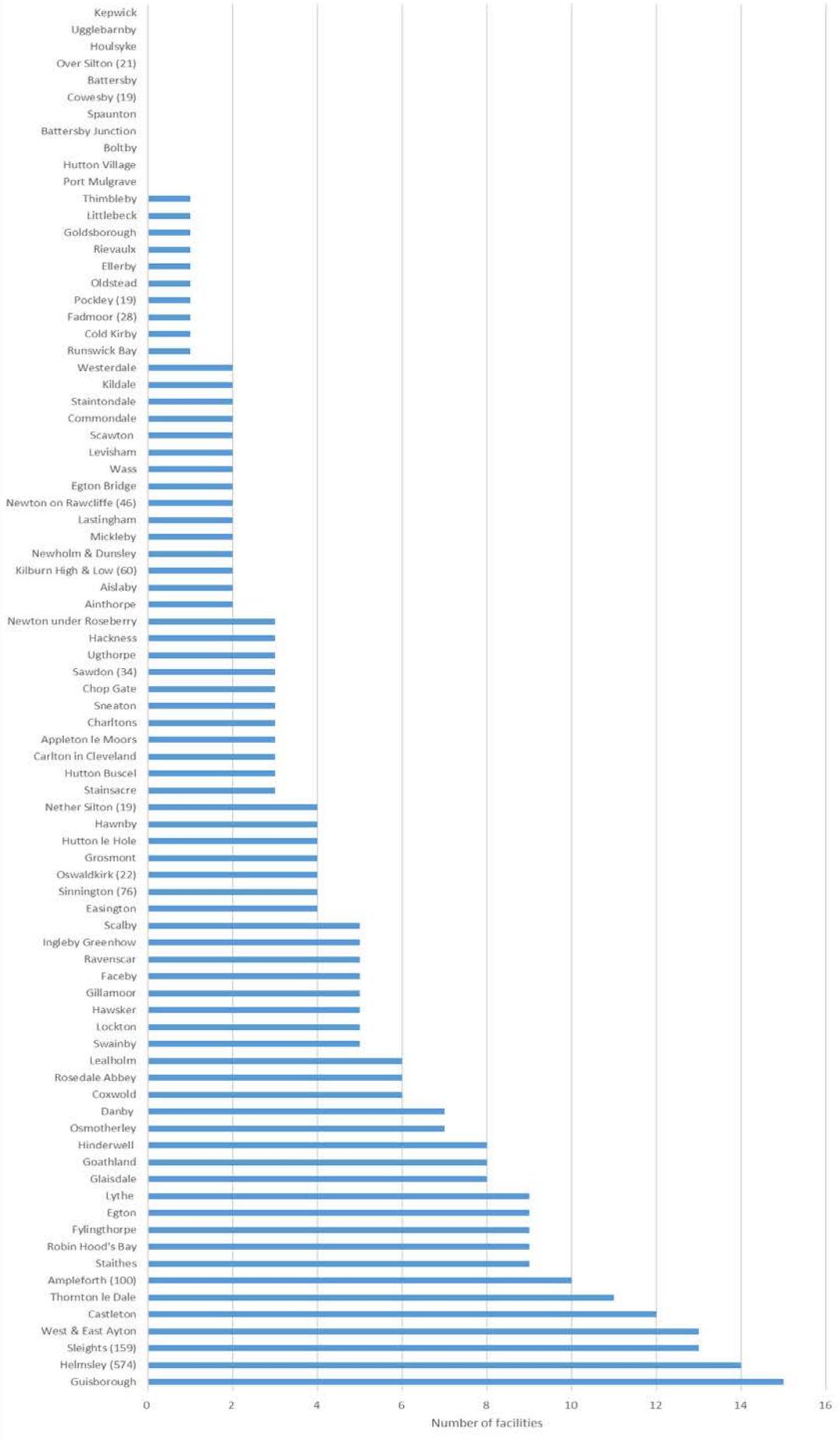


Figure 2: North York Moors National Park - Facilities in Settlements



- 8.4 In order to consider the function of villages more closely, we looked at six key facilities which are particularly important for a thriving and sustainable community. These are primary school, GP, post office, general store, garage and ATM. The following table shows which settlements have these key facilities.

**Table 2: North York Moors – Villages with Key Facilities\***

	All 6 key facilities	5 key facilities	4 key facilities	3 key facilities
Helmsley	X			
Sleights	X			
West and East Ayton	X			
Thornton le Dale		X		
Castleton		X		
Ampleforth			X	
Staithes			X	
Lythe			X	
Glaisdale			X	
Goathland			X	
Hinderwell			X	
Robin Hood's Bay				X
Fylingthorpe				X
Egton				X
Osmotherley				X
Lealholm				X

\* Key facilities: Primary school, GP, post office, general store, garage, ATM. (Excludes Guisborough)

- 8.5 Our initial work suggests that the large group of Other Villages in the current settlement hierarchy is still appropriate. It is still the case that the majority of villages in the Park are small in size with few facilities and would not be sustainable locations for significant new development. It is less clear how the larger settlements should be grouped in any new hierarchy. Looking at size and range of facilities together, it seems that Sleights, West & East Ayton and Thornton le Dale (possibly also Castleton although it lacks a GP) could all be considered alongside Helmsley as important local centres and it would be useful to gather more information about these settlements to be able to compare their functions and get a better understanding of their respective roles.
- 8.6 It is also not clear that the distinction between Service Villages and Local Service Villages is still justified – most of the Local Service Villages have between 8 and 10 different types of facilities, nearly as wide a range as the majority of Service Villages (10 – 13). The former Local Plan (2003) distinguished between smaller and larger settlements and, if we decide to keep a settlement hierarchy, it may be appropriate to consider a 4-tier approach for the future:
1. Helmsley (and potentially one or more of the other 'top four')
  2. Larger villages – say up to 15 settlements with a good range of facilities
  3. Smaller villages – the remaining villages with few facilities
  4. Open countryside.
- 8.7 It is apparent that there are some individual cases which should be reviewed in any new hierarchy:
- Castleton is a medium sized village which has a good range of facilities (12) and serves other communities in the Esk Valley but was categorised as an Other Village because of poor public transport links. It should be in a higher tier to reflect its role in the local area.

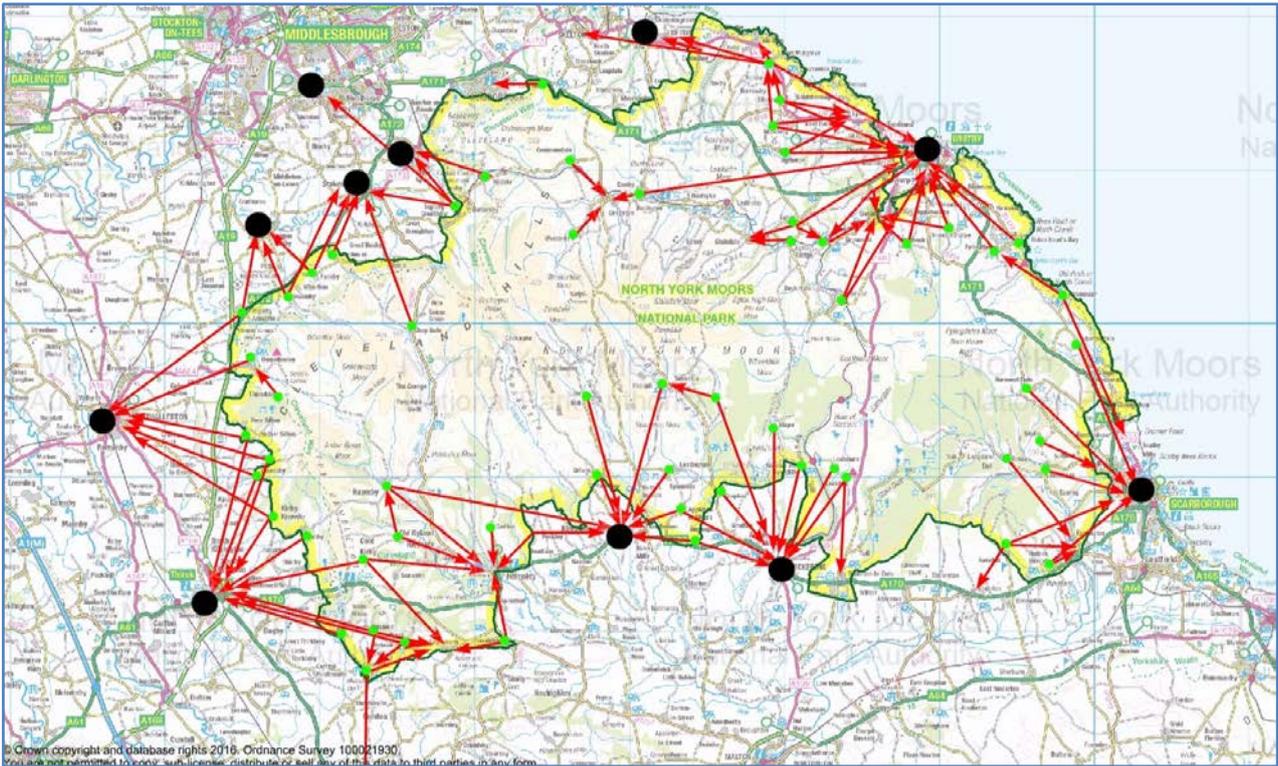
- Egton, Robin Hood's Bay, Glaisdale, and Goathland are also medium sized 'Other Villages' where the number of facilities they offer (8 or 9) suggests they may be in the wrong place in the settlement hierarchy.
- Swainby is a Local Service Village but has in recent years lost its post office and only shop. It now has just 5 facilities, although these do include a primary school.
- Easington is a Service Village because of its size, position at the north east boundary of the Park and reasonable transport links to Loftus and Teesside but has only 4 facilities, none of which are key facilities.
- Scalby and the part of Guisborough located in the Park are both 'urban fringe' communities which look to their larger centres (Scarborough and Guisborough) for their facilities and services. Scalby is one of the smallest settlements in the Park. In the case of Guisborough Hutton Village and small part of the Hunters Hill housing estate lie within the Park boundaries, and there very limited (or no) opportunities for new development. Both are categorised as Service Villages but should be reviewed as there is an argument that any further development that is needed should take place outside the Park boundary.

8.8 We have also started some work on transport links and other linkages between communities. Most villages do have a bus service but in many cases (particularly along the Esk Valley) it is a limited service, operating for example on alternate Thursdays or as a seasonal service or community bus which requires pre-booking. The vast majority of bus services within the Park do not operate at times to get people to and from work at the beginning and end of the day. Commuter services tend to follow the periphery of the Park, for example there are services from Scarborough to Pickering, Thornton le Dale to Malton and York, Scarborough to Whitby, Whitby to Middlesbrough and Swainby to Northallerton. However, services on the Esk Valley railway (Middlesbrough to Whitby) have been extended and now provide better links to Whitby for villages along the valley – another point in favour of Castleton being placed in a higher tier in any new hierarchy.

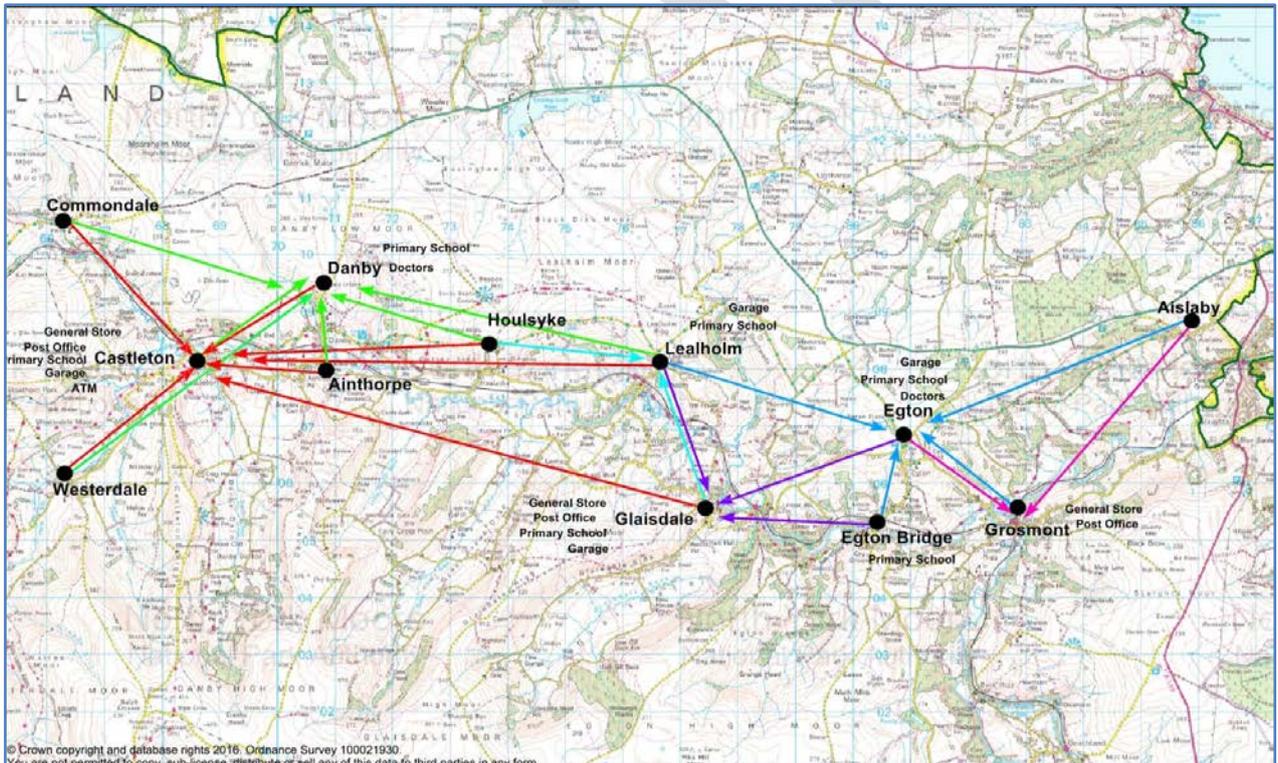
8.9 Figure 3 below shows where people go to access services that are not available in their own village. It is taken from the Community Facilities Survey and shows that:

- As was the case in 2008, communities generally use the larger centres just outside the Park boundary for services that are not available locally – Thirsk, Northallerton, Pickering, Stokesley, Kirbymoorside, Scarborough, Whitby and Redcar are all used by residents of the National Park and have an important role in providing a wider range of facilities in one place and the larger supermarkets that people use for a weekly shop. Our settlement hierarchy need to understand and reflect the fact that larger centres outside the National Park will have a major impact on where people access services, and take this into account when identifying settlements within it.
- Whitby in particular is a key service centre for the north-east of the Park. As well as being used by residents from a wide area, its tourism function means that there is a strong interdependence between the town and the surrounding parts of the National Park.
- Within the Park, Helmsley, Ampleforth, Sleights, Lythe, Hinderwell and Castleton act as service centres for neighbouring villages.
- Villages along the Esk valley seem to act as a group or 'cluster'. Although individual settlements have few services, as a group they provide all 6 key services for the wider locality. Figure 4 shows the services and linkages in more detail and the interdependence of this group of villages could be recognised in any new hierarchy.

**Figure 3: North York Moors National Park: Centres used for services not available locally**



**Figure 4: Services and linkages in the Esk Valley villages**



## 9. Next steps

- 9.1 This paper has considered a number of aspects of the Park's current settlement hierarchy and raised questions for discussion by Members. Those discussions could lead to the following possible conclusions and approaches to the next stages of the Local Plan work:
- a) The current settlement hierarchy is broadly working in directing new development to appropriate locations in the National Park and should be retained as it is;
  - b) The settlement hierarchy should be retained with minor amendments, for example, moving some of the Other Villages to a high tier in the hierarchy;
  - c) The settlement hierarchy is too inflexible and should be abandoned altogether in favour of a planned approach where future development sites are allocated as part of the new Local Plan;
  - d) A settlement hierarchy should be kept but reviewed to see whether it is still appropriate to divide villages into three tiers and whether it should include the facility for clusters of settlements to be identified.

## Appendix 1: Housing planning permissions 2008 - 2016 (excluding annexe units)

Settlement Hierarchy Tier	No. of Open Market dwellings	No. of Restricted Occupancy dwellings	No. of Affordable dwellings	Total no. of dwellings granted permission	% of total housing per tier
Local Service Centre	33	1	9	43	13
Service Villages	26	1	22	49	15
Local Service Villages	0	15	36	51	16
Other Villages	3	81	41	125	38
Open Countryside	3	55	0	58	18
All locations	65	153	108	326	100

The number of permissions granted do not include two large scale developments allocated through the Helmsley Plan for 60 units on land north of Swanland Road and the 60 unit extra care facility and 35 residential units

For information: Restricted Occupancy includes restriction such as Agricultural Workers; Local Connection; Managers Accommodation; Staff Accommodation; Camphill Village Trust (Botton Village).

## Appendix 2a: New Employment and Training Facilities 2008 – 2016

Settlement Hierarchy Tier	No. of new units/facilities created	% of total per tier
Local Service Centre	7	14
Service Villages	3	6
Local Service Villages	14	27
Other Villages	10	19
Open Countryside	10	19
Whitby Business Park	8	15
All locations	52	100

## APPENDIX 2b: New Employment and Training facilities permissions 2008 – 2016: details

Ref No.	Address	Location	Tier	Settlement Hierarchy	No. of units	Description
2009/0104	The Old Stables	Helmsley	1	Local Service Centre	6	creation of 6 shop units (approx. 300 square metres) for Use Class A1
2014/0149	18 Bridge Street	Helmsley	1	Local Service Centre	1	change of use of and extension to building to form micro-brewery with ancillary shop, viewing gallery and bar
2009/0332	Tiger Inn	Easington	2	Service Village	1	change of use of part of car park to car sales business
2009/0693	The Stables	TLD	2	Service Village	1	permanent use of centre for the promotion and sale of arts and crafts
2011/0053	Townend Farm	Easington	2	Service Village	1	replacement multi-function purpose building including horse stables and livery, training and education facility for vocational skills for agriculture, arboriculture and horticulture
2010/0697	Osmotherley wood yard	Osmotherley	3	Local Service Village	12	construction of 12 offices/workshops
2011/0266	The Captain Cook Inn	Staithe	3	Local Service Village	1	change of use of part of premises to form micro-brewery
2014/0748	Underwood	Osmotherley	3	Local Service Village	1	Alterations to buildings to enable it to be used as a warehouse building (Class B8), rather than as its previous bus depot.
2010/0085	Carr End Farm	Glaisdale	4	Other Village	1	use of land for the siting of a timber pre-fabricated building for use as a storage and repair workshop in connection with grain testing business
2010/0401	The Old Rectory	Kildale	4	Other Village	1	alterations to outbuildings to form gallery/photographic studio
2010/0583	The Blue Bell	Ingleby Cross	4	Other Village	1	change of use of public house storage/computer room to form massage and reflexology room
2010/0676	Former Methodist Chapel	Staintondale	4	Other Village	1	change of use of former chapel to holistic therapy and teaching centre
2010/0906	Low Farm	Mickleby	4	Other Village	1	change of use of agricultural building to indoor equestrian school and livery with ten stables
2014/0612	store adj. Kirkdale Cottage	Egton	4	Other Village	1	change of use of agricultural store to joinery workshop and store
2014/0705	Old Stores	Coxwold	4	Other Village	1	change of use of part of dwelling to office (Use Class B1)
2015/0064	Eskdale Engineering	Ruswarp	4	Other Village	3	construction of building to house 3 no. industrial units (Use Class B2)
2008/0841	Seaton Hall	Staithe	5	Open Countryside	1	conversion of outbuildings to provide holiday accommodation, B1 office space and venue for wedding ceremonies/receptions and themed holiday breaks
2009/0351	Grinkle Park	Easington	5	Open Countryside	1	conversion of outbuildings to catering classrooms, office and stores
2011/0587	Hill Top Barn	Lealholm	5	Open Countryside	1	conversion of domestic building to holistic/natural therapy studio
2012/0592	Aireyholme Farm	Great Ayton	5	Open Countryside	1	conversion of barns to form educational centre and toilet block
2013/0146	Stonely Woods	Fadmoor	5	Open Countryside	1	change of use from residential to use as a shooting lodge and corporate events venue
2014/0158	Dean Hall	Sneaton	5	Open Countryside	1	change of use of workshop/store to general industrial workshop/store (Use Class B2)
2015/0246	Mibry Hill	Whitby	5	Open Countryside	1	change of use of buildings to form dog grooming and day care facility
2015/0390	Pexton Sawmill	Dalby Forest	5	Open Countryside	1	construction of drying shed, store and boiler house
2015/0492	Wykeham Grange	Wykeham	5	Open Countryside	1	use of buildings for the maintenance, repair and refurbishment of caravans and motorhomes
2016/0019	West Acre Lodge	Boltby	5	Open Countryside	1	construction of estate office building
2008/0547	Enterprise Way	Whitby		WBP	8	erection of 8 no business and industrial units (use classes B1 and B2)

## Appendix 3: Settlement Hierarchy approach by other English National Parks

<b>Dartmoor, Core Strategy 2006-2026</b>		
Local Centre	8 settlements	Local housing need, with at least 60% of projected housing being met within these settlements. Employment opportunities. Commercial activities.
Rural Settlements	34 settlements	Small scale housing to meet local affordable need. Small scale development to sustain local enterprises and facilitate growth. Small scale new services and safeguarding existing.
Outside	Remaining villages	Development solely for agriculture and forestry, service infrastructure and reuse of traditional buildings when the asset would otherwise be lost. Householder development and development to promote NP purposes.
<b>Exmoor, Publication version of new Local Plan</b>		
Local Service Centres	3 largest settlements	New development to consolidate employment and services to help address needs of the NP as a whole, the surrounding area, and the local community. The influence of Dulverton in particular also extends to areas outside the NP boundary. It is considered that the needs of the parish outside the NP (including Battleton) should be met within Dulverton.
Villages	Smaller than Local Service Centres but have a number of services and facilities and act as focal points. Some villages and surrounding communities function collectively by sharing their facilities.	Development in the 'Villages' will help maintain or enhance their communities by providing for a diverse economy, help retain and enhance key services and facilities (which are often vulnerable to closure), and address the housing needs of local communities.
Porlock Weir	Has a number of shops and businesses and other community facilities; it would in other circumstances be considered as a 'Village'.	Porlock Weir is at risk of coastal flooding and erosion with a policy of 'no active intervention'. Owing to these significant constraints, policies allow for the relocation of existing development and infrastructure that is at risk of being lost to coastal change or the provision of housing to address the local affordable housing needs of Porlock Weir. Additional small-scale business premises where this is directly related to industries associated with Porlock Weir.
Open Countryside:	Open countryside (including hamlets and closely grouped dwellings such as farmsteads)	Development considered being exceptional in relation to the reuse of existing buildings for residential use where they are well related to a hamlet or farmstead, to provide homes for rural workers or people in local affordable housing need, succession farm dwellings and extended family dwellings. Small rural communities that are not identified in the settlement hierarchy, but have an established, closely grouped number of dwellings within a contiguous built form, and are separate from other named settlements, plus service provision in the form of a shop, pub or community meeting place/hall, are considered to be appropriate locations for self-build opportunities to meet local affordable housing needs.
<b>New Forest, Core Strategy 2010</b>		
Major urban areas outside the NP	Provide wide range of services, facilities and employment enjoyed by residents of the NP.	Outside NP so no policies relate to this tier.
Larger towns and	8 settlements	Outside NP so no policies relate to this tier.

settlements outside the NP		
Defined Villages in the NP	Provide important community facilities, affordable housing, local employment, and range of services.	Small scale development to meet local need housing including employment, retail and community facilities.
Rural Settlements in the NP	Numerous small dispersed settlements throughout the Park	Provision of affordable housing on rural exception sites, some limited employment opportunities and essential local community facilities.
<b>South Downs, Preferred Options,</b>		
Coastal Plain	Includes large towns and cities such as Southampton, Portsmouth, Chichester and Worthing.	Limited growth is proposed recognising the sensitivity of the predominantly open landscape. Small-scale opportunities for further growth in settlements will be delivered. Any growth in the Coastal Plain should, as appropriate, deliver multiple benefits through ecosystem services. These may include provisioning services such as farming and regulating services such as water management.
Dip Slope	Extends along the entire length of the South Downs. This Broad Area includes villages and parts of country estates.	Moderate-scale growth, which is proportionate to the size of settlements and the landscape's capacity to accommodate further development. Any growth in the Dip Slope should deliver multiple benefits through ecosystem services such as viticulture and regulating services such as water management.
Western Downs	Extends outwards to the north and west. It is close to the historic city of Winchester.	Limited growth recognising the relative tranquillity and sense of isolation in this Broad Area. Any growth should deliver multiple benefits through ecosystem services such as aquaculture and cultural services such as tranquillity.
Scarp Slope	The historic market town of Lewes is located on the Scarp Slope and there are many picturesque spring-line settlements at the foot of the chalk Scarp Slope.	The focus of development in this area will be in Lewes, reflecting the scale, accessibility and strategic importance of this market town as a service and employment centre. Small-scale growth, which is sensitively planned to reflect the Scarp Slope setting and important views. Any growth should deliver multiple benefits through ecosystem services such as water management and cultural services such as the arts.
Western Weald	Three of the National Park's four main settlements are located in the Western Weald, namely Petersfield, Midhurst and Petworth. These historic market towns serve a wide rural hinterland, which includes a number of mainly dispersed settlements.	The focus of development in this area will be in the market town of Petersfield, reflecting the scale, accessibility and strategic importance of this settlement as a service and employment centre. Moderate scale growth will be supported in the two smaller market towns of Midhurst and Petworth and the large village of Liss, which provides sustainable development consistent with the scale and function of these settlements and further enables each town to meet its own needs and those of the surrounding areas. Small-scale growth, which is sensitively planned to reflect the Scarp Slope setting and important views. Any growth in the Western Weald should deliver multiple benefits through ecosystem services such as biodiversity and provisioning services such as timber.
Open countryside	Outside of settlements.	Development proposals will not normally be permitted outside of settlement boundaries and the countryside will be protected in accordance with relevant policies in the Local Plan and national policy. In exceptional circumstances, development in the open countryside will be permitted, where it is demonstrated to the satisfaction of the Authority that it is in accordance with the policy for the relevant Broad Area and it forms a rural exception site, or sustains the rural economy, or there is an essential need for a countryside location, or it is an appropriate reuse or redevelopment of an

		existing building(s).
<b>Peak District, Core Strategy, 2011-2026</b>		
<p>A key reason for not requiring a settlement hierarchy in the normal sense is borne out by the fact that National Park settlements exist at a level beneath most conventional hierarchies operating at the rural level within which allocations would not normally be made and offering scope only for exceptional development requiring a rural location, such as to meet local needs for affordable housing. The Authority considers its development strategy is consistent with the approach in neighbouring rural areas (paragraph 3.32)</p> <p>The majority of new development (including about 80 to 90% of new homes) will be directed into Bakewell and 63 named settlements, with the remainder occurring in other settlements and the rest of the countryside.</p> <p>In Bakewell and the 63 named settlements there is additional scope to maintain and improve the sustainability and vitality of communities across the National Park. In or on the edge of these settlements new build development will be acceptable for affordable housing, community facilities and small-scale retail and business premises. Other than in Bakewell, no development boundaries will be drawn.</p>		
<b>Lake District, Core Strategy, 2010-</b>		
Rural Service Centres	Locations which are self-sufficient, provide local employment, range of housing types, public transport, strong links with hinterland	At least 50% of development will be facilitated in rural service centres. Development to be delivered through allocated sites, individual development opportunities and through the use of exception sites for affordable housing.
Villages	Smaller range of services and facilities.	Approximately 20% of development will be facilitated in villages. Development delivered through individual development opportunities and where identified housing need is high, will look to allocated sites and use exception sites for affordable housing.
Cluster communities	Smaller settlements and hamlets	No more than 30% of development in Cluster communities and the Open Countryside. Only small scale development to meet local needs.
Open Countryside		Only development to meet an essential need for a rural location or to help sustain an existing business including farm diversification, or provision of a proven and essential housing need or redevelopment of an existing building.
<b>Yorkshire Dales, Publication version of Local Plan, 2015-2030</b>		
Local Service Centres	The National Park hubs for community and visitor services such as housing, employment, retail, transport meeting places, leisure facilities, information and accommodation.	New housing development. New build live/work units. Rural exception sites. Business locations and support them as hubs for the rural economy and social infrastructure. Gypsy and travellers if within one and a half miles of a Local Service Centre or Service Village. Dedicated extra or residential care facilities.
Service villages	A settlement that provides a range of services to communities within an immediate area.	New housing development. New build live/work units. Rural exception sites. Gypsy and travellers if within one and a half miles of a Local Service Centre or Service Village. Dedicated extra or residential care facilities.
Small settlements	A settlement with an identifiable core but very limited services.	Rural exception sites. New accommodation for rural workers.
Open countryside		New accommodation for rural workers.
<b>Northumberland, Core Strategy, 2009-2024</b>		
Local Centres	Alwinton, Elsdon, Falstone, Greenhaugh, Harbottle, Holystone, Lanehead and Stannersburn	Focus for new local needs development within the National Park.

Smaller Villages and hamlets	Charlton, Ingram, Kirknewton, Rochester, and Stonehaugh	Contributes to the provision or protection of village services.
Open Countryside		Development limited to the reuse of existing buildings. New buildings are only permitted where it can be demonstrated that the development cannot take place in an identified Local Centre, Smaller Village, or through the reuse of an existing building.

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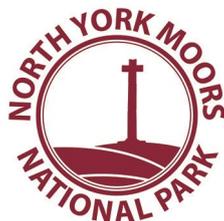
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