

**HAMBLETON DISTRICT COUNCIL**

**Report To:** Cabinet  
19 July 2011

**Subject:** NORTH NORTHALLERTON DEVELOPMENT AREA (NDA) MASTERPLAN  
FRAMEWORK AND DESIGN GUIDANCE

**Northallerton & Brompton Wards  
Scrutiny Committees**

**Cabinet Member for Housing and Planning: Councillor Tim Swales**

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**1.0 PURPOSE AND BACKGROUND**

Purpose

- 1.1 The Masterplan Framework and Design Guidance for the North Northallerton Development Area (NDA) has been completed. The purpose of the document is to provide additional detail to the policies contained in the Local Development Framework (LDF), ensuring that the aspirations for high quality sustainable development in the LDF are achieved; to speed up the planning application and development process; and to provide planning and design guidance against which to assess planning applications.

Background

- 1.2 The Masterplan builds on and develops the policies and proposals in the adopted LDF Allocations document. Policy NM5 establishes the key elements of the development: e.g. approximately 950 new homes, 40% of which should be “affordable”, 11.5ha employment land, community facilities, open space, recreation land and a new link road. The Masterplan has been drawn up through a process of consultation with the community, key stakeholders and Members, including the Northallerton Area Forum. This consultation is additional to that which was undertaken during the LDF process. Input from local Members and the community, particularly through the Area Forum has influenced the development and final form of the Masterplan. The Masterplan shows some changes to the original LDF Allocation proposal but these do not alter the overall principles and approach set out in the LDF. A full copy of the Masterplan Framework and Design Guidance is available to view in the Members Lounge and on the website.

Content

- 1.3 The “*Ingredients Schedule*” at Annex A sets out the amount of development that is to be delivered by the Masterplan based on the uses and housing densities.
- 1.4 The Masterplan Framework at Annex B is a key output of the work. This illustrates the form of development proposed. The Framework has been developed from a series of ‘layers’, each covering different aspects of the Masterplan: land-use, movement, open space and landscape and character areas and a copy has been placed in the Members’ Lounge.
- 1.5 The east-west link road location and design reflects the findings of the traffic modelling work which showed that a more meandering design would not provide sufficient relief to the town from traffic. The route is located south to reduce its visual impact on the Brompton Gap and to result in a shorter/cheaper bridge spanning of Brompton Beck and the railway. This achieves an appropriate balance between creating a pedestrian-friendly environment, with good opportunities for “place-making,” with greater efficiency of traffic movements east-west.

- 1.6 Significant areas of open space are identified for example at Halfway Park (the “Brompton Gap” area), the Village Green (at the Village Centre off Darlington Road), the green link access road, North Beck Corridor and the edge of development. Halfway Park seeks to provide a new park at the heart of the development which will include a new local sports hub based around the existing recreation provision. It aims to create an attractive place integrating sport and informal parkland. The Village Green is located at the new gateway into both the town and the new development off Darlington Road and provides the setting for the village centre. The framework includes allotments which are shown on the indicative Masterplan.
- 1.7 A Character Area Framework sub-divides the development with the aim of creating character and local distinctiveness. The following character areas are defined: Darlington Road Business Park, Village Centre, Hawthorne, Halfway Park and Stokesley View. The Village Centre is the largest of the character areas and accommodates “a community hub” off Darlington Road with a commercial focus including potentially half a dozen small shops with homes or workspace above and a hotel/family pub orientated around a village green. There is a second hub located around the road fork of Brompton Road/Stokesley Road which builds on the existing shop, school, Council offices and leisure centre. This hub provides a focus for further community facilities, potentially including a primary school, health/community facility and changing rooms linked to the sports facilities.
- 1.8 The Masterplan provides for a mix of different types and sizes of dwellings, including some elderly persons accommodation and retirement development and potential opportunities for some self-build. The development should deliver about 350 “affordable” homes. Housing densities vary between 25-35 dwellings per hectare, reducing densities to blend better with the countryside edge and raising them around the community hubs and more urban parts of the site to aid sustainability and integration.
- 1.9 There is a detailed section on Design Guidance which development in the NNDA will be expected to follow. This is based on nationally accepted best practice and on the local context. The Design Guidance encourages an approach which attempts to re-interpret the characteristics of design found in Northallerton and its surrounding villages.
- 1.10 A number of illustrative sketch designs have been provided in Section 8 of the Masterplan to demonstrate how the principles in the Masterplan can be applied. There are sketch plans for 3 sample areas: the Village Centre, Stokesley View and Halfway Park/Hawthorne. Each sketch is explained in detail within the Masterplan and how they apply the Design Guidance principles.
- 1.11 The Northallerton Area Forum at its meeting on 21 June 2011 supported the approval of the Masterplan and the preparation of a Planning Performance Agreement. It also recommended that Cabinet visit the site.

### Delivery

- 1.12 The Council will seek to work with private sector partners to achieve the aspirations and requirements set out in the Masterplan as the scheme moves into the delivery stage. This is proposed to be undertaken through the development of a Planning Performance Agreement (PPA) which will identify and allocate tasks to each development partner. However, the private sector will take a lead in development delivery and risk, with the entire development being privately funded.
- 1.13 PPAs are a project management tool, aimed at improving the efficiency of the planning application process by setting out who will do what and when. They are a way of achieving collaboration between applicants, the local authority and other stakeholders. The PPA for North Northallerton, will make clear the responsibilities for the delivery of infrastructure and

the timing of this. Further work is required to determine the phasing and trigger points for social and physical infrastructure that these will be included within a PPA.

- 1.14 Meetings with developers and agents have been positive in relation to the potential PPA approach for North Northallerton. The PPA process is anticipated to take between 12-18 months. Following this, planning applications for the North Northallerton site could be expected by the end of 2012.

## **2.0 DECISION SOUGHT**

- 2.1 Members are asked to approve the document as guidance and a framework against which planning applications relating to the NNDA will be prepared.
- 2.2 Members are also asked to approve the preparation of a Planning Performance Agreement with developers/landowners for this development which will identify and allocate key tasks for which partners in the process will be responsible for delivering in relation to the preparation of a planning application.

## **3.0 LINK TO CORPORATE PRIORITIES**

- 3.1 The recommendations of this report relate to the corporate priorities of Housing and Planning, Leisure and Health and Partnerships within the Council Plan 2011 - 2015. The Masterplan Framework and Design Guidance provides a mechanism for delivering development identified in the LDF Allocations Document which includes market housing, affordable housing, open space and employment land. All of which have related targets in the Council Plan.

## **4.0 RISK ASSESSMENT**

- 4.1 Risks associated with approving the recommendations.

<b>Risk</b>	<b>Implication</b>	<b>Prob*</b>	<b>Imp*</b>	<b>Total</b>	<b>Preventative action</b>
Developers may wish to depart from the Masterplan Framework.	The NNDA would not be developed as broadly envisaged in the Masterplan.  Adverse impact on the reputation of the Council.	3	4	12	Robustly promote development in accordance with the Masterplan.  Develop a Planning Performance Agreement.
Infrastructure (e.g. link road) may not be delivered as proposed.	Public dissatisfaction.  Existing infrastructure over capacity.  Adverse impact on the reputation of the Council.	3	4	12	Develop a Planning Performance Agreement.  Ensure delivery through the Development Management process.
The PPA process causes undue delay due to disagreement between delivery partners.	The NNDA delivery would be delayed and put at risk as a result of disagreement.	3	4	12	Develop a planning Performance Agreement.  Consider CPO if necessary.

#### 4.2 Risks in not approving the recommendations:

<b>Risk</b>	<b>Implication</b>	<b>Prob*</b>	<b>Imp*</b>	<b>Total</b>	<b>Preventative action</b>
Aspirations for high quality sustainable development not achieved.	The NNDA will be developed in an uncoordinated and piecemeal way.  Public dissatisfaction that the aims and objectives for the development are not achieved.	4	5	20	Approve recommendations
Development delayed by lengthy planning application process.	Development required by the community does not take place (e.g. affordable housing, employment).  Other areas less suitable for development come under pressure. Planning "by appeal" etc.  Adverse impact on the reputation of the Council.	4	4	16	Approve recommendations
Partners and developers lose confidence in the Council.	Adverse impact on the delivery of other projects.	4	4	16	Approve recommendations
Investment in the Masterplan process wasted (£85,000)	Adverse impact on the reputation of the Council	4	4	16	Approve recommendations

Prob = Probability, Imp = Impact - Score range is Low = 1, High = 5

4.3 Overall the risks of not agreeing to the recommendations of this report are greater than the risks of agreeing to them.

### **5.0 SUSTAINABILITY IMPLICATIONS**

5.1 The Masterplan Framework and Design Guidance builds on the policies and proposals, including those relating to sustainability issues, set out in the LDF Allocations document. Therefore, the Masterplan Framework sets out a sustainable approach to developing the North Northallerton Area. However, non-implementation of the broad framework as set out may lead to development being undertaken which is less sustainable.

5.2 The overall sustainability appraisal of the North Northallerton site undertaken for the LDF Allocations document showed only one negative impact of development. This related to potential adverse impact on the landscape and townscape of the area. The Masterplan addresses this through its placemaking approach to development, ensuring that the Design Guidance within it mitigates any such adverse impacts as far as possible.

### **6.0 FINANCIAL IMPLICATIONS AND EFFICIENCIES**

6.1 There are no implications for the delivery of infrastructure (including the link road) as all funding for this will be provided by the developers.

6.2 There are some resource implications for the Council in terms of staff time related to this work. This will entail officer support and input into the Planning Performance Agreement process, pre-application discussions with developers and landowners and also in the determination of subsequent planning applications received.

## **7.0 LEGAL IMPLICATIONS**

7.1 There are no legal implications relating to the content of this report or its recommendations.

## **8.0 SECTION 17 CRIME AND DISORDER ACT 1998**

8.1 There are no issues to raise in relation to the content or recommendations of this report.

## **9.0 EQUALITY/DIVERSITY ISSUES**

9.1 There are no equality/diversity issues arising from the content or recommendations of this report.

## **10.0 RECOMMENDATION(S)**

10.1 It is recommended that the Council:

- (1) adopts the North Northallerton Masterplan Framework and Design Guidance as additional planning guidance for the development of Allocation NM5 in the LDF;
- (2) approves the preparation of a Planning Performance Agreement with developers and landowners.

**MICK JEWITT**

### **Background Documents:**

North Northallerton Masterplan Framework and Design Guidance (May 2011)

Hambleton LDF Allocations Development Plan Document (December 2010)

Hambleton District Council Plan 2011-2015

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## Ingredients Schedule: NNDA Masterplan Framework &amp; Design Guidance (May 2011)

Ingredients	Extent	Comments
<b>Community Infrastructure/hub(s)</b> <ul style="list-style-type: none"> <li>- Retail/pub/hotel</li> <li>- Education</li> <li>- Community/health local centre</li> </ul>	Retail: <1000sqm Pub: <1.5 acres Hotel: <60 bed <b>Total: 1.17 ha</b>  1.34 ha (off site) 0.58 ha (off site)	Requires main road frontage  NYCC review, off site PCT, off site
<b>Commercial/ Employment</b> <ul style="list-style-type: none"> <li>- B1, B2</li> </ul>	<b>7.25 ha</b>	Smaller users – typically 1000-3000sqft
<b>Residential – 922 homes (40% affordable)</b> <ul style="list-style-type: none"> <li>- 269 homes @ 25 dph</li> <li>- 474 homes @ 30 dph</li> <li>- 179 homes @ 35 dph</li> </ul>	<b>32.32 ha</b> 10.99 ha 16.10 ha 5.23 ha	Area figures include residential roads and small incidental open spaces.
<b>Open space/recreation</b> <ul style="list-style-type: none"> <li>- Outdoor sports pitches</li> <li>- Amenity Space (Formal)</li> <li>- All age play areas</li> <li>- Teenage facilities</li> <li>- Allotments &amp; Orchards</li> <li>- Amenity Space (Informal)</li> <li>- SUDS (inc flood attenuation storage)</li> </ul>	<b>15.14 ha</b> 7.11 ha 3.32 ha 0.65 ha 0.50 ha 0.48 ha 1.40 ha 1.68 ha	
<b>Access Road/Infrastructure</b> <ul style="list-style-type: none"> <li>- 6m width</li> </ul>	<b>3.32 ha</b>	Influence of <i>Manual for Streets 2</i>
<b>Energy Centre</b> <ul style="list-style-type: none"> <li>- Energy Centre</li> </ul>	0.5 ha (off site)	
<b>TOTAL</b>	<b>59.20 ha</b>	

Indicative Masterplan Framework – North Northallerton Development Area Masterplan Framework and Design Guidance (May 2011)

