

RIPON NEIGHBOURHOOD PLAN TO 2030

Made 10th April 2019



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FOREWORD

In October 2011 five Ripon organisations - Ripon City Council, Greater Ripon Improvement Partnership, Ripon Chamber of Trade and Commerce, Ripon Civic Society and the Chapter of Ripon Cathedral - together sought Harrogate Borough Council's support to request Government to add the City to the list of places wishing to prepare a Neighbourhood Plan.

On behalf of the partners I am pleased that after several years work, the contribution of the volunteer team and assistance from Harrogate Borough Council has resulted in this Plan for Ripon.



Councillor Pauline McHardy

The Right Worshipful the Mayor of Ripon



New Year's Eve celebrations in Ripon Market Place

1. INTRODUCTION

- 1.1.1 The opportunity, if not the imperative, for a Neighbourhood Plan arose from the state of the national economy following the financial crisis of 2008 and the effect upon town centres and personal spending. A Neighbourhood Plan was seen to give the Ripon community a means of planning for those issues that mattered.
- 1.1.2 The Neighbourhood Area, the parish of the City of Ripon, was designated in December 2012. The Plan was named the Ripon City Plan. (see map pages 6-7)
- 1.1.3 In 2011 the Plan's priority issues were:
- revitalisation of the city centre including use of empty shops, parking and use of land
 - rebalancing and growth of the local economy
 - provision of community infrastructure and financial benefit from new development in the city
 - making neighbourhood development orders where desired to speed up development
 - realising the potential of Ripon's built and natural environment, especially for tourism and business growth
 - promoting more sustainable growth which respects the setting of Ripon.
- 1.1.4 Most of these issues remain a priority for the city but several events and the output from public consultation, as well as the normal passage of time, has resulted in this Plan having a somewhat broader ambition and content than originally anticipated.
- 1.1.5 In 2013, the Ministry of Defence had announced the intention to close the Claro Barracks, part of the military estate in Ripon. The Army has been a significant feature of Ripon life since the First World War when extensive barracks were established for the training of troops. This association has continued. Whilst the Ministry of Defence has yet to confirm the implementation timetable it is extremely likely that the Army will have left Ripon several years before the end of the Plan in 2030. The built-up area of the military estate has been included within the Ripon development limit since the 2001 Harrogate District Local Plan and, when vacated, will become previously developed land. Public consultation revealed a wish that the Plan should not ignore the impending changes at the barracks.
- 1.1.6 The Plan has regard to the National Planning Policy Framework (NPPF), notably growth (both economic and household), the Core Strategy adopted in 2009 and policies saved from the 2001 Harrogate District Local Plan. Advice and assistance has been received from Harrogate Borough Council (HBC) on the emerging Harrogate District Local Plan that is being prepared for the period up to 2035.
- 1.1.7 The Ripon City Plan boundary is the civil parish boundary. This is a historical and administrative boundary and results in some anomalies with adjoining parishes. Part of the Ripon built-up area lies in Littlethorpe Parish to the south and west. The village of Sharow to the north east of Ripon is in effect contiguous with the city and is closer to the Market Place than some parts of Ripon itself. It is for the emerging Local Plan to address this cross-boundary relationship.
- 1.1.8 Significant public response in early consultations suggested projects that would make Ripon a better place. These projects are outside what a Neighbourhood Plan can address. However, these would be key actions for partners to deliver within the Plan's overall approach to regeneration. The City Development Initiative is the current lead mechanism for promoting, co-ordinating and, in some instances, delivering these projects. Accordingly, these projects are included in the Plan as **Community Actions**.

2. RIPON IN CONTEXT

2.1 RIPON'S HISTORY

- 2.1.1 The city's origins are at least thirteen hundred years old dating from when Saint Wilfrid built his church in the seventh century. The continuation of this ecclesiastical role encouraged and supported the development of the settlement through mediaeval times. At various times Ripon has been a centre for metal and coating industries. Market charters, the grant of city status, traditions including the Hornblower and the establishment of the Ripon see in 1836 have marked this continuity. The railway opened in 1848 and the College followed in 1862. The arrival of the Ripon Camp in the First World War marked the beginning of an association with the military that has endured for over a century.

2.2 RIPON'S SETTING

- 2.2.2 Ripon is a small, visually attractive city with the Cathedral's towers soaring above its roof-scape and tree cover. Beyond the city, the edge of the Pennines is clearly visible and the North York Moors and Hambleton Hills rise behind the Vales of York and Mowbray. Respecting this setting is an important starting point for the Plan, especially with regard to the proximity of the Studley Royal and Fountains Abbey World Heritage Site and the Nidderdale Area of Outstanding Natural Beauty (AONB). Yet the visual setting hides other factors that are important in assessing development potential and the opportunities for Ripon to grow that are an essential part of this Plan.



Ripon seen from Plompton Hall Lane

- 2.2.3 The confluence of the rivers Ure and Skell is on the east of the city; the Skell having been joined by the River Laver in the west of the city. The river valleys have quite different characters. The Ure is the wider with substantial wash land. The Skell flows through the urban area in a tight channel and along with the Laver flows through the countryside to the west in steeper sided valleys. The Ure, rising high in the Pennines, has flowed for many miles before reaching Ripon whilst the much

shorter Skell and Laver are affected by rapid runoff from riparian land. Accordingly, high water levels are common and flood risk high. However, following investment on the Laver after the floods of 2007 the Skell no longer presents its previous risk through the city. Works on the Ure around the North Bridge have enabled the washlands to the north of the city and to the east of the A61 bypass to function more effectively.

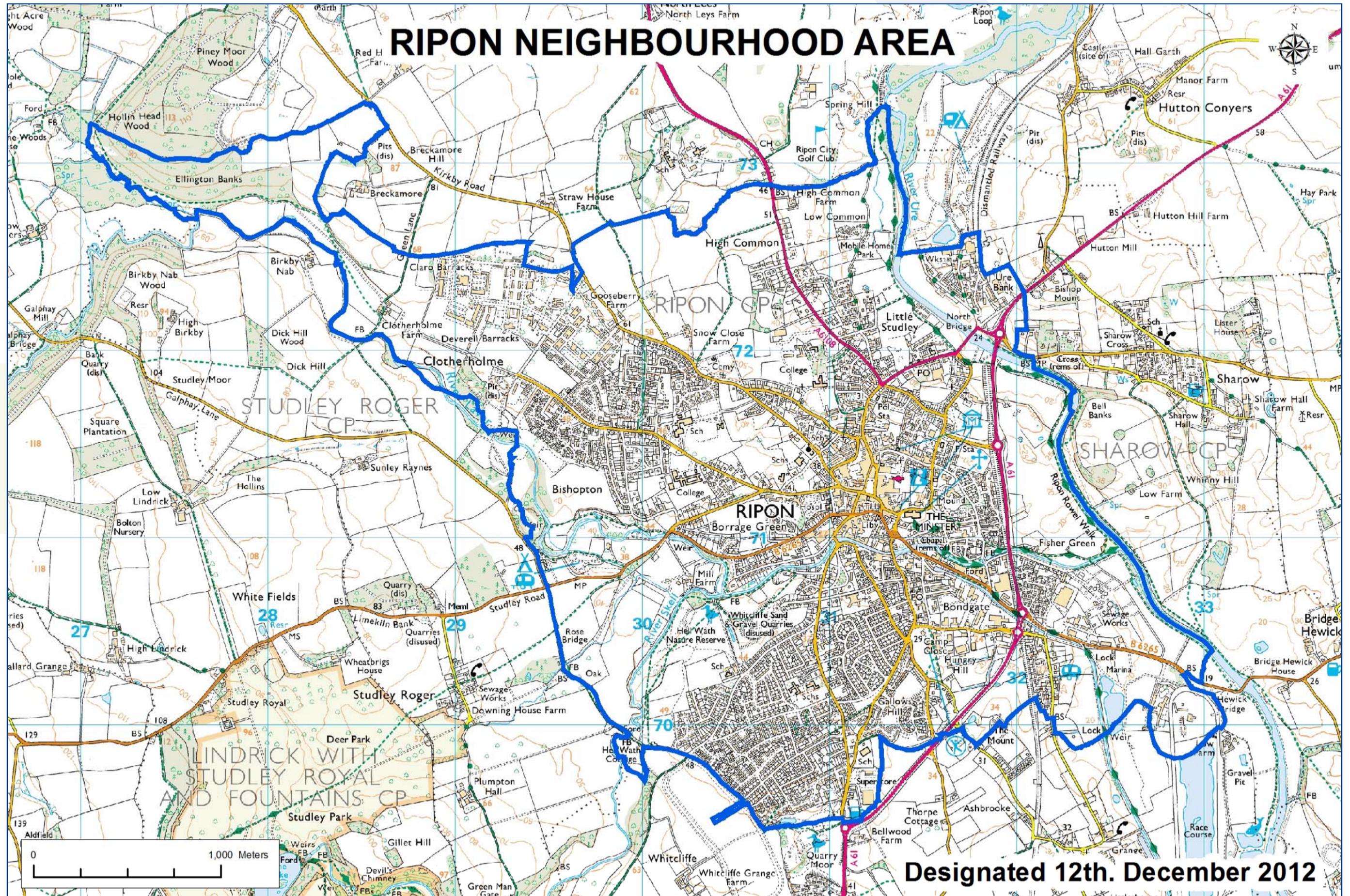
- 2.2.4 Floodwater is visible, gypsum dissolution much less so. Large parts of the city sit on potentially challenging geology. Planning practice since 2001 has required special consideration to be taken of land stability.

2.3 PLANNING RIPON

- 2.3.1 The 2001 Harrogate District Local Plan promoted change for Ripon, notably in the allocation of land for employment, and protection of recreation open space. Special Landscape Areas (SLA) were designated, and a Development Limit introduced. The city's regeneration had been promoted by a Civic Trust project in the early 1990s and further initiatives by the then Prince of Wales's Institute for Architecture. The Ripon by-pass was opened in 1996 removing much through traffic from the Market Place. This allowed the Ripon Canal to be fully re-opened and enabled environmental action in the Market Place and at the Cathedral funded from the Heritage Lottery Fund and the Government's Single Regeneration Budget in the mid-2000s. The West of Market Place retail and car parking development opened in 2009 accompanied by the completion of Marshall Way which removed yet more traffic, but not all, from the Market Place.
- 2.3.2 Yet significant changes such as the closure of Ripon and York St John's College campus in 2001 and earlier the closure of the railway in 1968 have proved to have had long lasting effect. The city's population has grown through the construction of housing estates at Doublegates in the 1990s and the former College in the 2000s. Smaller infill and niche housing developments have added to the city's housing stock in recent years, notably close to the city centre. Land allocated for employment and business has been taken up.

2.4 CONSERVING RIPON

- 2.4.1 Ripon's built heritage is protected by two conservation areas and 283 listed buildings, 3 scheduled ancient monuments and a registered park and garden.





Thursday Market Day in Ripon

2.5 RIPON'S PEOPLE

- 2.5.1 Ripon currently comprises four administrative wards: Minster, Spa, Ure Bank and Moorside, following the Boundary Commission changes in May 2018 to provide four areas of equal number of voters from the previous three wards. The City Plan's data on Ripon however, is based on the three ward system, Minster and Spa, north-east and north-west of the River Skell, and Moorside forming the south of the city.
- 2.5.2 The 2011 population of Ripon was 16,700 (11% of the Harrogate District), up 5% from the 2001 population of 15,922. Spa and Minster Wards increased in population over the previous decade whilst Moorside fell reflecting the location of housing growth. There were 1020 single person households aged 65+ making up 15% of total households, a higher percentage than across the district. The ONS mid-year estimates for 2014 showed little change in the city's population.
- 2.5.3 Continuing with 2011 data, 8.6% of the population were born outside the UK, 5.3% of whom had arrived in the UK since 2001. Minster Ward had twice the district rate of non-UK nationals registering for work (1.14%) than both the district and Spa Ward. Moorside Ward had a significantly lower level of non-UK nationals (0.16%).
- 2.5.4 Ripon's residents were predominately White British (92.4%) compared with the district level (91.7%). English was the first language for 92% of residents marginally lower than for the district with Polish being the largest non-English first language followed by Latvian, Russian and East Asian languages.

2.6 RIPON'S HOMES

- 2.6.1 In 2011, Ripon had 17% of dwellings in Council Tax Band A (the lowest): this is lower than 24.8% nationally, but higher than the district (11.5%). Whilst Ripon dwellings in bands E to H (the highest) provide 17.1% of the housing stock, this compares with 30.6% across the district.
- 2.6.2 Ripon residents have more second addresses in the UK than residents in the district (4.3% compared with 3.5%); 1.1% have a second home outside the UK compared with 1.8% of those across the district.

2.6.3 One fifth of Ripon dwellings have 4 or more bedrooms compared with 27.2% across the district; the reciprocal is that Ripon has nearly 80% of its dwellings with up to 3 bedrooms compared with 72.6% across the district.

2.6.4 Ripon has more overcrowding than in the district with 7% of households at 1.5 persons per bedroom compared with 5.6% across the district; 12.9% of households have between 1 and 1.5 persons per bedroom compared with 10.7% across the district.

2.7 RIPON AT WORK

- 2.7.1 Of Ripon's working-age population, 73% were economically active in 2011, more than across the district (69%); similarly, more were in full-time employment (44.6% compared with 40.6%) as well as in part-time employment (15.6% compared with 14.9%). However, whilst 13.3% were self-employed across the district, this compared with 9.6% in Ripon.
- 2.7.2 Ripon's residents have fewer qualifications than do residents in the district overall, but they are better qualified than in England as a whole in people with professional qualifications and in those with 5 GCSEs at grades A - C.
- 2.7.3 In industrial occupation, Ripon residents are more likely than those in both the district and England to be engaged in: public administration and defence; wholesale and retail trade, repair of motor vehicles and motor cycles, and construction. They are also employed more than are district residents in: accommodation and food services; transport and storage; sewerage services, waste management and remediation activities; and manufacturing. These activities can be found in the Ripon's established employment areas as well as the city centre, and at Melmerby between Ripon and the A1(M).
- 2.7.4 Ripon residents are under-represented at district level in: human health and social work; education; administrative and support service activities; professional, scientific and technical activities; real estate; financial and insurance activities; information and communication; agriculture, forestry and fishing. This is perhaps surprising as regards the latter category. However, it is clear that, following the closure of the Ripon and York St John College in 2002, the dominance of Harrogate town centre and the location of further education and health facilities in that town, Ripon's residents would be under-represented in those categories or otherwise subject to commuting out of the city. The protection of those employment areas more likely to provide more office-type accommodation is important for the Plan. Revitalisation of the city centre would assist. Although the level of self-employment is lower than in the wider district, home-working may be important contribution to Ripon's economy. People engaged in web-based businesses and consultancy services are able to choose Ripon as an attractive place to live and carry on business.



Saturday morning shopping in the city centre



Dallamires Lane Industrial Estate

2.8 DEPRIVATION IN RIPON

- 2.8.1 At a superficial level Ripon appears to be a stable, reasonably prosperous settlement. There are no obvious manifestations of social stress, ample indicators of wealth and culture and of being a place where many households live from choice.
- 2.8.2 The most recent data on the degree of multiple deprivation in the city are the Indices of Deprivation 2015 England revealed at Lower Layer Super Output Area (LSOA). There are 11 LSOAs in Ripon being subdivisions of the city's three wards, Minster, Moorside and Spa. Ripon has three LSOAs in the upper half of national multiple deprivation, one in Minster Ward and two in Moorside Ward, but none in the most severe categories.
- 2.8.3 There is clear evidence that parts of Minster Ward and Moorside Ward in the south of the city suffer greatest multiple deprivation within Ripon. This is of particular concern regarding education, skills and training and is relatively significant also in certain of the less deprived parts of the city.
- 2.8.4 Health, deprivation and disability in parts of Moorside Ward is a further concern. Accordingly, as far as possible and having regard to non-spatial matters, proposals for new public facilities related to education, health and recreation might best be located closer to these more deprived areas or include sustainable proposals for accessibility.

2.9 HEALTH AND WELLBEING (DATA AT 2012)

- 2.9.1 There is somewhat lower life expectancy in Minster and Moorside Wards than for the district. Child health concern regarding increase in obesity over early school years is considerably higher than in the district whereas for adults this is slightly higher than the district but lower than the national average. Participation in active recreation is three times as high in west Ripon than in the east which is the lowest in the whole district. Disability claimant numbers are slightly higher (3.7%) than in the district but considerably lower than the national average (5.2%).

2.10 COMMUNITY SAFETY

- 2.10.1 The incidence of burglary has shifted across the city to the west revealing a demonstrable fall in Moorside Ward. Anti-social behaviour is falling although Minster Ward experiences higher levels but this is likely to reflect the presence of the city centre. There are generally few dwelling fire and rescue incidents in Ripon. Road safety accident rates are higher in Minster Ward than across the district, probably again owing to increased opportunities for vehicle against pedestrian and cyclist accidents in the city centre. The other wards experience lower than district accident rates.

2.11 ENVIRONMENTAL QUALITY

- 2.11.1 Homes in Minster and Moorside Wards have substantially higher domestic energy usage than those in the district and the nation. This may be attributed in Minster Ward to a high percentage of solid wall homes and homes off the gas network, but these factors do not appear to apply to Moorside Ward. Spa Ward has more homes off the gas network than Minster Ward and only half the number of solid wall homes but has similar domestic energy usage to the district and the nation.
- 2.11.2 Air quality in the city is below average levels in the district. An Air Quality Management Area has been designated in part of the city centre in the Low Skellgate area as a result of poor quality air caused by traffic congestion.



Ripon's main public transport link, the No.36 bus to Harrogate and Leeds

2.12 ACCESSIBILITY AND TRANSPORT

- 2.12.1 Deprivation data from 2010 revealed that Ripon residents generally have better accessibility to services than elsewhere in the district other than for access to a post office in Moorside Ward and access to a primary school in Spa Ward.
- 2.12.2 Ripon households own fewer cars and vans than those across the district and this may account for a slightly lower use of car or van for the journey to work. More Ripon residents walk or take public transport to work than the district average.



Tour de France day in Ripon, 2014

2.13 CONCLUSIONS

- 2.13.1 The primary observation is that Ripon follows national indicators reasonably closely but less so when compared to the district. This may be attributed to the higher than average performance of the district as a whole and notably Harrogate town compared with national averages. The implication for the Plan is the need to improve accessibility to services in those parts of the city that demonstrate relative deprivation.
- 2.13.2 The Plan needs to encourage economic development that retains and improves existing employment areas and provides opportunities that broaden the sectors in which Ripon residents conventionally find work.
- 2.13.3 The Plan needs also to recognise the constraints placed upon Ripon by its physical setting and the parish boundary.

3 THE STRATEGIC CONTEXT

3.1 NATIONAL PLANNING POLICY FRAMEWORK

Published: March 2012 by Department for Communities and Local Government

- 3.1.1 The National Planning Policy Framework (NPPF) sets out the contribution that the Planning system can make to the achievement of sustainable development and the presumption in favour of sustainable development. This guidance is directed primarily to local planning authorities; in Ripon's case this is Harrogate Borough Council (HBC).
- 3.1.2 The following is an extract from paragraph 184 which is of relevance to the Ripon City Plan:
- "...Neighbourhood Plans must be in general conformity with the strategic policies of the Local Plan...and... should Plan positively to support them. Neighbourhood Plans and orders should not promote less development than set out in the Local Plan or undermine its strategic policies."*
- 3.1.3 The NPPF states that the purpose of the Planning system is to contribute to the achievement of sustainable development. Furthermore, the Planning system performs a number of roles - economic, social and environmental - gains from which should be sought jointly and simultaneously in guiding development to sustainable solutions. This means also taking local circumstances into account so as to respond to the different opportunities for achieving sustainable development in different areas.
- 3.1.4 In paragraph 16, the NPPF advises in relation to the presumption in favour of sustainable development that:
- "The application of the presumption will have implications for how communities engage in neighbourhood planning. Critically, it will mean that neighbourhoods should:*
- develop Plans that support the strategic development needs set out in Local Plans, including policies for housing and economic development,
 - Plan positively to support local development, shaping and directing development in their area that is outside the strategic elements of the local Plan; and
 - identify opportunities to use Neighbourhood Development Orders to enable developments that are consistent with their neighbourhood plan to proceed."
- 3.1.5 An additional national dimension is Planning Practice Guidance (PPG). Recent advice is given to those bodies preparing Neighbourhood Plans to consider the identification of reserve sites so as to be robust in the face of an emerging Local Plan's proposals for growth.

3.2 GENERAL CONFORMITY WITH THE STRATEGIC POLICIES OF THE LOCAL PLAN

- 3.2.1 HBC had adopted a Core Strategy in 2009 that provided a direction and ambition for the city's development through concentrating on previously developed land and avoiding the use of green fields. It was recognised that the detail would matter, and whilst a proposed Sites and Policies Development Plan Document (SPDPD) was eagerly awaited it was clear from initial consultation responses to HBC from Ripon in 2011 that there would be matters that should be addressed in greater detail and perhaps challenged.
- 3.2.2 Policies had been saved from the 2001 Harrogate District Local Plan that have implications for Ripon. These included for example development limits, landscape protection and unstable land.
- 3.2.3 The requirement that the Plan be in general conformity with the strategic policies of the Local Plan has been respected from the outset. It was recognised that it was likely that not only would strategic policies be found in the Core Strategy and "saved" policies but also in the proposed SPDPD. The withdrawal of this document from Examination in June 2014 exposed the emerging Ripon City Plan to matters with which the SPDPD had been expected to deal.
- 3.2.4 HBC moved rapidly to start work on a new Local Plan, but the key concern was what role, if any, should Ripon City Plan assume regarding settlement growth and land allocations. Planning Practice Guidance anticipated circumstances where a Neighbourhood Plan would be prepared in advance of an emerging Local Plan. Notably, shared awareness of the emerging evidence base would be needed. This would be particularly important for Ripon regarding full objectively assessed housing need, employment land and the range of strategic opportunities for growth in the district.
- 3.2.5 The availability of substantial areas of land at the military estate offered an opportunity for Ripon City Plan to contemplate making allocations. The now lost SPDPD had also proposed allocations. The quest for additional employment land for the local economy had been a founding ambition of the Plan. Accordingly, there was enthusiasm to include allocations in the Plan in order to prepare as comprehensive a plan for the city as possible.
- 3.2.6 This ambition was informed by publication of the 2013 Strategic Housing Land Availability Assessment (SHLAA) from which it was evident that there was interest in development of land between Kirkby Road and Palace Road. This area, being greenfield and with evidence of unstable land as well as having infrastructure implications, was not an option that should be considered by the Plan.

- 3.2.7 The next task was identifying housing and employment land targets for Ripon.
- 3.2.8 A new Strategic Housing Market Assessment (SHMA) for the district was commissioned which it was expected should provide guidance on the housing market and affordability in the northern part of the district. Ripon's position within a separate North Yorkshire housing market area including parts of Hambleton and Richmondshire districts had been identified in the 2011 SHMA. It was not until March 2015 that interim guidance emerged on the objectively assessed housing need. This work revealed that there would be only a single district wide figure and not one for the Ripon area which could be used in preparation of the Plan. A final SHMA was published in September 2015 and a further update in June 2016.
- 3.2.9 In July 2015 HBC published Issues and Options for Growth. Five scenarios continued to identify Ripon as one of the three principal settlements within the district and, other than a single option meeting growth by a new settlement in the district generally (related to the A1(M)), it appeared that Ripon would still be providing an amount of growth. Unfortunately, no range of growth was suggested for Ripon, however broad. Whilst redevelopment of the military estate gave some assurance of brownfield land yield for both housing and employment, there was no indication of what role would be played by greenfield sites, both within and adjacent to the city.
- 3.2.10 A report on the sites submitted for consideration under the HBC "call for sites" was published in January 2016 and a Strategic Housing and Employment Land Assessment (SHELAA) in July 2016. This provided information on the deliverability of sites including the anticipated development yield and brownfield / greenfield classification. A district-wide annual windfall allowance was reported by HBC in January 2016.
- 3.2.11 Despite this assembly of evidence from HBC, there was still no indication of the range of growth that the emerging Local Plan might expect Ripon to deliver. Without now the likelihood of a target and given the length of time Ripon City Plan had been in preparation it was decided that the initial intention to allocate sites could no longer be pursued.
- 3.2.12 Growth would continue to be addressed in the Plan but instead of an allocation of sites this would need to be through the potential of brownfield land in Regeneration Areas and anticipated windfall housing development. Ripon's setting and environmental and heritage assets would be protected as would the better existing employment areas. Provision of community facilities would be promoted. The city centre would be strengthened and connectivity and Planning obligations addressed. This approach, it was considered, would ensure that the Plan would be in robust general conformity with the strategic policies as understood.
- 3.2.13 The Draft Ripon City Plan was published in September 2016 for public consultation (Regulation 14). A Preliminary Draft Ripon City Plan (PDP) had been published for public consultation in September 2014.
- 3.2.14 The Draft Local Plan was published by HBC in November 2016. This allocated several sites classified as Ripon totalling 1294 dwellings. These included within the parish boundary, brownfield land at the military estate (yielding somewhat less than would be expected in Ripon City Plan), the site of the former Cathedral Choir School and a greenfield site for 20 dwellings at Springfield Close within the parish boundary. Of particular significance was the allocation of a site at West Lane, Ripon for 430 dwellings directly abutting the existing Ripon settlement but outside the parish boundary (and thereby the competence of the Plan). No comment or evidence was provided as to whether this total constituted a fair share of the district's growth.
- 3.2.15 Following a further review of the objectively assessed housing need and a Housing and Economic Development Needs Assessment (HEDNA) a further consultation was published by HBC in August 2017. This allocated two further sites for housing in Ripon, one greenfield, the other brownfield completing the area of development potential at the military estate suggested in the PDP.
- 3.2.16 The issue of the proportion of district growth has caused further difficulties for the preparation of the Plan because of the economic and infrastructure implications. The Plan addresses issues such as protection of employment areas, sites for education, city centre car parking, new shops, recreation facilities and traffic measures; all matters relating to growth of the Ripon. A de facto acknowledgement from HBC of a higher than directly proportionate level of growth for Ripon would provide evidence for investment in Ripon, for example, through further rounds of the Local Growth Fund and other programmes.
- 3.2.17 Within the evolving context of the emerging Local Plan the Ripon City Plan is nonetheless submitted as being in general conformity with the strategic policies of the Local Plan and displays a high level of local distinctiveness.
- 3.2.18 This topic is addressed in greater detail in the Basic Conditions Statement.

4 PREPARING THE PLAN

4.1 GETTING STARTED

- 4.1.1 Ripon City Council set up a City Plan Committee comprising local people and City Councillors, the former being in the majority. This committee has exclusive decision-making competence for Ripon City Plan matters. A working group of local people with relevant skills and local knowledge was invited to take responsibility for preparing the Plan.
- 4.1.2 The designation of the Neighbourhood Plan area allowed work to begin on the formal phases of development of the Plan. An exploratory consultation was held between April and June 2013 under the strap-line of "Ripon City Plan - Making a Better Place" inviting the local population to 'Tell us what you think - How could Ripon be better for you?'



The Ripon City Development Manager discussing the City Plan with pupils from the Greystone Community Primary School (now Outwood Primary Academy Greystone) in the Council Chamber

- 4.1.3 The consultation process throughout Plan preparation is presented in greater detail in the Consultation Statement.
- 4.1.4 A survey questionnaire in the form of a newsletter was distributed across the City and beyond to households, businesses and organisations. It was made available also in neighbouring parishes whose residents use Ripon as a centre for their various business, leisure and cultural activities.
- 4.1.5 The questionnaire identified six topics to "make a better place":
- Getting around – transport
 - Earning and spending - businesses and shops
 - Looking after Ripon - environment
 - Healthy Ripon - Community, voluntary and health
 - Living and learning - homes and education
 - Meeting and greeting - attractions

- 4.1.6 Several issues mentioned general maintenance and management of the city such as better bus routes, traffic measures, rents and rates and adult education. These are beyond the competence of a Neighbourhood Plan and would be followed up separately by others. However, a number of projects could complement the emerging Plan and would be taken forward alongside the Plan's policies.
- 4.1.7 During this period contact was made with the three statutory environmental bodies, Environment Agency, Natural England and the then English Heritage, to learn of their approach to the Plan and matters that needed to be considered, especially as regards Strategic Environmental Assessment.
- 4.1.8 Although the original six themes had been useful to most people, some changes were needed, and eight themes progressed:

- strengthening the city centre
- improving accessibility
- protecting and allocating sites for community purpose
- conserving and enhancing the city's character
- contributing to meeting the need for new homes
- facilitating regeneration
- attracting resources
- opportunities for complementary projects.



The City Plan Focus Group

4.2 VISION AND OBJECTIVES

4.2.1 The City Plan Committee wanted to be clear with the community how preparation of the Plan would proceed following the initial consultation. This was set out by way of a Mission Statement as follows:

Mission Statement

“Our aim is to draw up a Plan for the city of Ripon that will provide a framework for its physical change into the 2020s – making Ripon a better place.

Ripon will change, as does every place. We want the Plan to provide the best opportunities for development, enhancing the city’s good points, protecting our unique and irreplaceable assets and grasping the chance to play a stronger role in our area of North Yorkshire.

We will invite your perceptions and ideas for what you want Ripon to become and will consult you as we reach important stages in drawing up the Plan. After all, you will have to vote for the Plan to be approved.

There will be things you suggest that would make Ripon a better place but which we may not be able to include. This is because the Plan has to focus on policies and proposals for how land and buildings are used.

Some changes, for example, new traffic control measures, more regular environmental maintenance, different parking charges or frequency of bus services cannot be included. Others, such as provision of a new swimming pool or hospital, could be beyond what the Plan can propose with confidence. We will try and find the best way to include them, record your concerns and do our best to get them taken on by other means. We will tell you what we have done.

Although our Plan needs to be aware of what Harrogate Borough Council’s Local Plan says about the role of Ripon, we can put our local knowledge and understanding to good use in the policies and proposals we think should be included.

Ripon does not exist in isolation of its wider area of North Yorkshire although the Plan is restricted to within the city boundary, so we will ensure that in preparing the Plan we seek out information that will help make the city better for its neighbours and visitors as well as its residents and businesses.”

4.2.2 A key piece of work, the Vision and Objectives, was then prepared. It was important to introduce objectives for the Plan that would demonstrate a clear link between vision and eventual policies, so a relatively lengthy vision was drafted. Additionally, sub-objectives were prepared to pick up specific consultation responses and further guide policy development and identification of project proposals. Accordingly:

Ripon City Vision

By 2030 the city of Ripon will be the acknowledged centre of the predominately rural area of western North Yorkshire between the A1 and the Yorkshire Dales National Park north of the Harrogate and Knaresborough urban area and south of Richmondshire and Bedale. It will be:

- a meeting place of choice for culture, leisure and tourism for residents and visitors
- a centre for financial and commercial services, well-connected to high quality digital communications for business and home-working
- providing services and skills to the agri-economy and industry
- a convenient, accessible and attractive place for all to live including families, the long-distance commuter, retirees, the elderly and native Riponians (young people was added following a later focus group)
- offering a predominately local, independent and specialist shopping experience including weekly markets and a choice of significant supermarket shopping
- a place that facilitates healthy living and life-long learning

The city centre’s Georgian, Victorian and mediaeval townscape and historic street pattern will be conserved with the Cathedral Precinct and the Market Place, Spa and Northern Quarters integrated for the enjoyment of residents and visitors alike. New development will balance the desire to retain local distinctiveness whilst displaying the best of contemporary architectural innovation. The city will be known as a place to visit for excellent public art.

The city’s attractive countryside setting, including its waterways, the Studley Royal and Fountains Abbey World Heritage Site and neighbouring villages, will be protected and enhanced to maintain its distinctiveness.

Ripon itself will be seen as a city of urban villages. These will guide the character of development and be reflected in the inevitable changes that arise from the city’s growth and changing role.

Walking and cycling will be encouraged by the quality of the public realm and careful and innovative management and maintenance of highways, footpaths and bridleways.

Comprehensive facilities for active recreation will add to Ripon’s attractiveness as a place to live and work.

4.2.3 A set of Objectives was prepared to give substance to the Vision and guide policy development. These were:

Ripon City Plan Objectives

- To strengthen the city centre as the meeting place of choice for Ripon residents and visitors
- To improve accessibility within Ripon and beyond
- To protect, and where appropriate allocate, sites for community purposes including health, leisure and recreational uses
- To conserve and enhance the physical character of Ripon and its setting through policies for the design of new development; encouragement of high quality architecture, delivery of public art and environmental improvement action
- To contribute to meeting the need for new homes
- To facilitate the regeneration of Ripon
- To identify the opportunities and constraints in attracting resources for the delivery of proposals
- To identify opportunities that arise during the preparation of the Plan for projects that will complement delivering the vision (some of which may be led by Ripon City Council through the City Development Initiative)

4.2.4 These objectives are of equal importance and together support not only preparation of the Plan but also applications for funding and other resources relevant to implementing the Plan’s proposals. The objectives are further amplified by sub-objectives (shown at the beginning of each policy section in Chapter 5).

4.2.5 Some respondents had expressed interest in being further involved and were invited to Focus Group meetings in September and December 2013. The Focus Group met again in April 2014 to confirm the Vision, Objectives and sub-objectives and to consider the question of Options.

4.3 OPTIONS

4.3.1 At the time, the Plan sought to allocate sites. Harrogate Borough Council (HBC) was firmly of the opinion that a sustainability appraisal would be needed and that options should be identified. This prompted a review of both what the consultation had revealed about growth and local knowledge of the city.

4.3.2 There was no specific mandate for growth although there was acceptance of “organic” or incremental growth to support regeneration. Whilst some sections of the community, including business, informally welcomed the prospect of a larger population, others disputed the anticipated benefits this might bring.

4.3.3 Visitors and residents alike appreciate the good quality environment enjoyed by the city and its built and cultural heritage. Whilst protecting these assets, it is recognised that flood risk and unstable land are risks that have had and will continue to have a clear spatial impact on the city’s development.

4.3.4 From what was learned from the consultations, investigation of issues and local knowledge as well as initial work to prepare a strategic environmental assessment it appeared that options for appraisal required a local approach. Owing to the wide incidence of physical constraints, notably flood risk, unstable land and the quality of the city’s landscape setting, it would be inappropriate to contrive different spatial options for comparison. This would be contrary as well to the prevailing Core Strategy. There would be no purpose in pursuing land allocations for example on greenfield sites on the city’s rural northern edge or to the east of the bypass where there is high flood risk. However, it could be possible to plan for different levels of change within the city based on different degrees of development intervention. These options were given individual titles:

Ripon Regulated

The baseline: Ripon under HBC’s Core Strategy and “saved” Local Plan policies and the current traffic and transport arrangements promoted by North Yorkshire County Council (NYCC).

Ripon Refreshed

Regeneration of the city centre including actions for the City Development Initiative and definition of discrete quarters, regeneration areas outside the city centre, minimal allocation of sites for development and positive protection of environmental assets and corridors.

Ripon Renaissance

“Guiding what opportunities may come from the military estate”. We have the opportunity to consider the implications of release of not only Claro Barracks but also prospective release of Deverell Barracks. This could include the potential for employment land and buildings, housing, the need for playing fields and sports facilities, traffic circulation and other community facilities.

Ripon Repositioned

Taking a look at what Ripon may offer as HBC reviews its Local Plan.

4.3.5 Each option would include those which precede it. This approach was discussed with the Focus Group in April 2014 who advised that for the Plan to add value it should take forward the Ripon Renaissance option. It was felt that only HBC was in a position to provide guidance on wider growth of the city, Ripon Repositioned, both within and beyond its boundaries and that this needed to come from a future review of the Local Plan.

4.4 PRELIMINARY DRAFT RIPON CITY PLAN

- 4.4.1 The decision to introduce this additional stage followed advice from Planning Aid (April 2013) that owing to the size of Ripon and the possible complexities that consultation could reveal, a single Regulation 14 consultation on the Draft Plan might be at risk of substantial further revision and delay. This Preliminary Draft Plan (PDP) was presented to the Focus Group in July 2014 who felt that the PDP had met their expectations and the manner in which issues had been addressed within the general competencies of a Neighbourhood Plan and the circumstances of the emerging Local Plan. The PDP was published for consultation between September and November 2014. (A listing of responses is included in the Consultation Statement.)
- 4.4.2 Following analysis of responses and with overall support from respondents a further period of consultation, evidence gathering, and policy composition was embarked upon culminating in presentation of a Draft Plan to the City Plan Committee in November 2015; the policies being supported by the Committee.



The Preliminary Draft Plan consultation process, September to December 2014

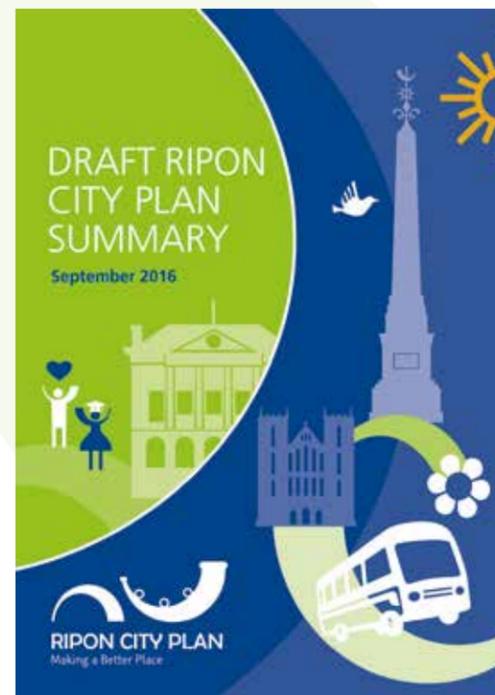
4.5 IMPLICATIONS OF THE EMERGING LOCAL PLAN

- 4.5.1 HBC had been releasing evidence for the new Local Plan throughout this period. Reports on employment land and retail centres were of particular interest to Ripon City Plan preparation. In March 2015, HBC had published an Interim Strategic Housing Market Assessment that had suggested an annual housing need. In July 2015, HBC published Issues and Options for Growth and in November 2015, draft Development Management policies. This flurry of material from the emerging Local Plan required close consideration especially as the Plan was seeking to allocate land for the provision of new homes. A final Strategy Housing Market Assessment (SHMA) was released in early 2016 but yet further information on the objectively assessed full housing need was published in June 2016. Unfortunately, the SHMA did not dis-aggregate the housing need requirement within the district. Additionally, it was not proving possible to obtain strategic guidance on the likely disposition of growth across the district and the role that Ripon might need to play. This resulted in re-appraisal of the intention to allocate sites in the Plan and a decision not to do so.

- 4.5.2 Following assessment of the 2016 Strategic Housing and Employment Land Assessment (SHELAA), sites with planning permission for housing along with potential for windfall housing development and the potential of the proposed Regeneration Areas it could be demonstrated that, without the Plan explicitly allocating sites for housing (or employment), the prospective yield from these sources would offer a substantially larger proportion of growth in Ripon than had the previous Core Strategy providing "a fair share" of the district's growth.
- 4.5.3 This approach also recollected that the Core Strategy expected Ripon's growth to focus on the city's substantial brownfield potential.

4.6 DRAFT RIPON CITY PLAN

- 4.6.1 Although the City Plan Committee had supported the Draft Plan, the change in approach to site allocation gave the opportunity for the policy framework to be refreshed.
- 4.6.2 This resulted in a reduction in the number of policies. Some policy topics were discarded, others merged whilst others were substantially re-written. The Policies Map (including the City Centre inset) was similarly revised. The emerging Plan has been subject to Sustainability Appraisal.
- 4.6.3 With this work in place, and following further approval by the City Plan Committee, the Draft Ripon City Plan was published for consultation in September 2016.
- 4.6.4 This topic is addressed in greater detail in the Consultation Statement.



5 THE POLICIES

5.1 INTRODUCTION

- 5.1.1 The Ripon City Plan's policies support the Vision and Objectives (Chapter 4). These eight objectives have been developed into sub-objectives informed by the specific responses from public consultation. These are set out at the end of the introduction to each section where appropriate.
- 5.1.2 The context for each policy section is provided by reference to relevant objective(s) and an introduction. The individual policy wording is followed by justification for the policy.
- 5.1.3 Evidence in support of each policy section is contained in a separate background document. These supporting documents refer to:
- National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG)
 - The Local Plan
 - Reports and information from public, practitioner and industry bodies
 - HBC reports and commissioned evidence
 - Reports prepared for this Plan and by other Ripon organisations
- The policy sections are as follows:
- A. Sustainable Ripon
 - B. Growth and Regenerating key parts of the city
 - C. Strengthening the City Centre
 - D. Supporting the Ripon Economy
 - E. Providing New Homes
 - F. Enjoying Open Spaces and providing Community Facilities
 - G. Connecting Ripon
 - H. Protecting the Environment and our Heritage
 - J. Planning Agreements

5.2 SECTION A - SUSTAINABLE RIPON

Introduction:

- 5.2.1 The planning system is charged with promoting "sustainable development". This means facilitating growth in the right locations, especially for housing, and promoting the well-being of places. It means as well ensuring that development, whilst meeting today's needs, does not create greater problems in the future. Additionally, protecting Ripon's natural environment and green space, built and cultural heritage, economy, business and the city centre along with transport are together essential to supporting a sustainable future for the city.
- 5.2.2 The policies in this section set the scene for promotion of sustainable development and protection from its impacts over the Plan period. It is necessary to consider the physical constraints that face Ripon and the landscape quality of its location. Accordingly, the Plan seeks to guide development to those parts of the city that would have least environmental impact and risk.
- 5.2.3 Historically, the city has developed on higher ground close to the rivers Ure, Skell and Laver on the edge of the Nidderdale Upland. This means that the city is visible from some distance in most if not all directions. The city's historic skyline is well known. The contribution of both open land and woodland to the west of the city is a major contributor to the Studley Royal Park World Heritage Site. The city's landscape setting is a most significant element in defining its character.
- 5.2.4 The proximity of the rivers means that Ripon has been affected by severe flooding in the past. The River Ure floodplain significantly limits development potential on the north and east sides of the city and the Rivers Laver and Skell have resulted in flooding. Recent investment by the Environment Agency has been designed to reduce this risk.
- 5.2.5 Yet there are clear opportunities for development within the city by using sites and buildings that are vacant or redundant, do not show apparent signs of poor ground conditions and where an alternative use would assist in refreshing the city. In particular there are opportunities for new housing that can be identified within a reasonable walking distance of the Market Place so as to offer accessibility to the city centre's facilities and attractions. There is the exciting opportunity offered by the prospective redevelopment and reuse of the military estate and other regeneration areas. There is the need also to be clear about protecting the better existing employment areas and open sites in recreational use and for amenity. This comprehensive approach will ensure that Ripon's opportunities for the city's future development are Planned well.

Objectives:

This section of the Plan contributes to all eight objectives:

- To strengthen the city centre as the meeting place of choice for Ripon residents and visitors
- To improve accessibility within Ripon and beyond
- To protect, and where appropriate, allocate sites for community purposes including health, leisure and recreational uses
- To conserve and enhance the physical character of Ripon and its setting through policies for the design of new development; encouragement of high quality architecture, delivery of public art and environmental improvement action
- To contribute to meeting the need for new homes
- To facilitate the regeneration of Ripon
- To identify the opportunities and constraints in attracting resources for the delivery of proposals
- To identify opportunities that arise during the preparation of the Plan for the City Council (leading through the City Development Initiative).

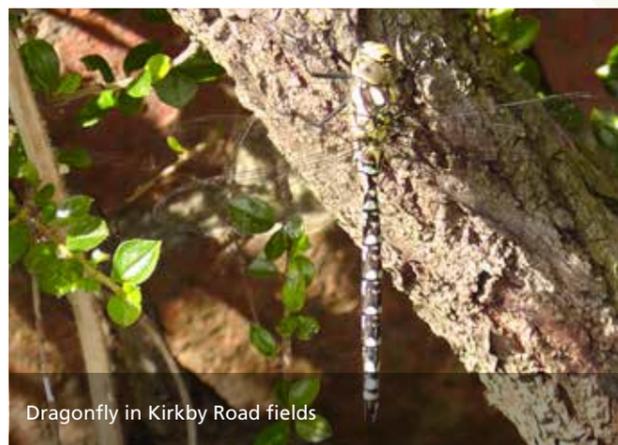
Accordingly, the following policies (A1-A3) will apply:

Policy A.1 – Sustainable Development

A presumption in favour of sustainable development will be exercised across Ripon.

Justification for A.1:

5.2.6 This policy demonstrates the locally distinctive and particular ways in which the growth of Ripon contributes to sustainable development. It is necessary for the Plan to meet the requirements of the NPPF regarding the presumption in favour of sustainable development. This Plan also has to be in general conformity with the strategic policies of the Local Plan.



Dragonfly in Kirkby Road fields



Special Landscape Area at Hell Wath

Policy A.2 - Landscape Character

The Special Landscape Areas (SLAs) shown on the Policies Map provide a high quality and scarce landscape resource important to the setting of Ripon in the River Ure Valley and Rivers Skell and Laver Valleys. Development should protect the landscape setting of Ripon and to help achieve this, proposals impacting upon SLAs should have regard to:

- characteristics and condition of the existing landscape
- contribution of the landscape to the setting of Ripon
- geographic extent of the visual impact (the extent not to be confined to the city boundary)
- characteristics and condition of the existing urban boundary
- visual impact of the proposal upon the landscape setting
- protection of the landscape setting
- opportunity for enhancement of the landscape setting

Justification for A.2:

5.2.7 Extensive areas of open land, countryside and woodland surround and define Ripon. In several locations the built-up edge of the city intrudes upon this landscape character owing to building frontages that are neither designed to present an intended frontage for the city nor by providing inadequate property curtilage that would allow site landscaping to mature and integrate with the wider setting.



The Cathedral dominates the skyline of Ripon, seen here from Knaresborough Road

Policy A.3 - Skyline

Proposals for development which are on previously undeveloped land or which are generally of greater height than neighbouring buildings or structures will be required to be supported by an assessment of their impact upon the city's skyline.

Justification for A.3:

- 5.2.8 Ripon is fortunate in the high quality of its landscape setting. This is both an environmental asset and a development constraint. Views into the city from most if not all directions are quite splendid and rightly need to be protected. The prominent impact of light colour roofing and upper floors is current evidence of the care that is required to prevent intrusion upon these views.
- 5.2.9 The views across the city toward the North York Moors are quintessentially important to the county's landscape. Ripon Cathedral, the Obelisk, Holy Trinity Church, St Wilfrid's Church and Ripon Grammar School clock tower together define and punctuate the city's skyline.
- 5.2.10 There are also key views across the city toward How Hill nearby to Fountains Abbey and toward Blois Hall Farm, the latter protected in the World Heritage Site buffer zone. The buffer zone is yet to be adopted into the Local Plan. The "corridor" shape of the buffer zone across the city could result in a "two-tier", selective approach to the city's skyline; this would be unacceptable as well as difficult to administer.
- 5.2.11 The policy seeks to protect the places named in paragraphs 5.2.9 and 5.2.10 but not to prevent additional features within the skyline that are of the highest quality. It will incorporate also the intention of the World Heritage Site "buffer zone".

5.3 SECTION B - GROWTH AND REGENERATING KEY PARTS OF THE CITY

Introduction:

- 5.3.1 The Core Strategy (2009) proposed Ripon's growth through regeneration and re-use of previously developed land. Whilst public consultation revealed an equivocal approach to growth, there was support for Ripon to decide its own approach to growth. The proper planning of the extensive military estate showed a desire for comprehensive and integrated regeneration of the city rather than simply reacting to individual development proposals.
- 5.3.2 This Plan supports growth through redevelopment of brownfield land and buildings for housing and employment but without the allocation of sites. Accordingly, it is important to take a positive and proactive approach to identification of those areas in the city that offer the greatest scope for regeneration. Relying upon incremental change is not likely to produce the wider benefits of a creative regeneration approach.
- 5.3.3 Although a small city, Ripon offers, owing to its atmosphere, scale and potential, the opportunity to deliver sustainable development by the creation of new 'urban villages'.
- 5.3.4 The City Council supports the comprehensive regeneration of these areas, namely Bondgate Green, Ure Bank and Clotherholme (the former military estate) as it considers that this would contribute to the regeneration of the city. Each area has its own focus and scale by which to offer substantial benefits to the city as a whole. (Naturally, the city centre is also a key focus for the city's regeneration and it is subject of the separate following policy section C.)

- 5.3.5 The scale of Clotherholme and the assets within the military estate of potential economic and community benefit demand that a masterplan and development strategy are prepared and understood before any individual development is started. The risk of incremental and uncoordinated development is otherwise high. The ability to prepare a masterplan is facilitated by the single ownership of the military estate at this time.
- 5.3.6 There is less opportunity for a masterplan approach at Bondgate Green or Ure Bank owing to the fragmented ownership. However, some sites are of a scale that to ensure proper planning development briefs will be appropriate to guide submission of development proposals.
- 5.3.7 Orbital traffic to the west of the city is drawn into the city centre owing to the extent and quality of the existing highway network. Early public consultation revealed that the sports clubs between Studley Road and Mallorie Park Drive at the time were contemplating relocation. Without endorsing these ambitions, it has remained appropriate for the Plan to highlight the opportunity to address orbital traffic at this location.
- 5.3.8 The 2001 HDLP designated a development limit for Ripon. This remains an important measure within which to focus the city's regeneration.
- 5.3.9 The indicative areas of each regeneration area are shown on the plan on pages 22-23.



Undeveloped historic warehouse at the Canal Basin, Bondgate Green



Former industrial buildings with potential for attractive riverside frontages, Bondgate Green

Community Action B.1 - Bondgate Green

The City Council supports the regeneration of the area lying generally along Bondgate Green between the River Skell and the Ripon Canal and Firs Avenue and would like to see this area become the Bondgate Green urban village. The City Council considers the area suitable for a mix of residential, small scale workspace, hotel, recreational and cultural uses, coach parking and would lend support to proposals for comprehensive redevelopment of vacant sites (including by the relocation over time of existing builders' yards and trade counters) and the restoration and re-use of premises. The City Council would like to see proposals that:

- protect, reveal, enhance and do not obscure views of Ripon Cathedral
- contribute to permeability of the area by formation of new paths between the canal basin, Bondgate Green and River Skell and the enhancement of highway crossing points
- follow principles of good quality design, in particular reflecting the characteristic brickwork and masonry of the area
- enhance the appearance of the Bondgate Green (B6265) corridor by being of similar height equivalent to domestic three storey development (with roof)
- provide frontage enclosure to the back of footways by way of boundary walling and/ or walling with ornamental railings
- manage the avenue tree planting, replacement and new tree planting
- As regards redevelopment of the existing warehouses between Bondgate Green, Firs Avenue and the river:
 - reduce the visual intrusion of the over-dominant and bland warehousing, any redevelopment "repairing" the gap in the street frontage
 - offer the potential to further increase building height within the site itself
 - introduce a new public space within the site connecting between Bondgate Green and the river to enhance the sense of place and permeability, especially for pedestrians
 - introduce a signature building at the junction of Firs Avenue with Bondgate Green to enhance the legibility of the area
 - allocate the riverside for housing, taking the form of apartments above ground level parking incorporating flood protection measures as an integral element of design and a riverside landscape scheme
- Enhance the River Skell corridor by:
 - protection and enhancement of riparian habitat
 - connecting with riverside public rights of way
 - contributing to the repair and or replacement of the pedestrian footbridges at Alma weir and Firs Avenue ford
 - management of riverside tree planting, replacement and new tree planting

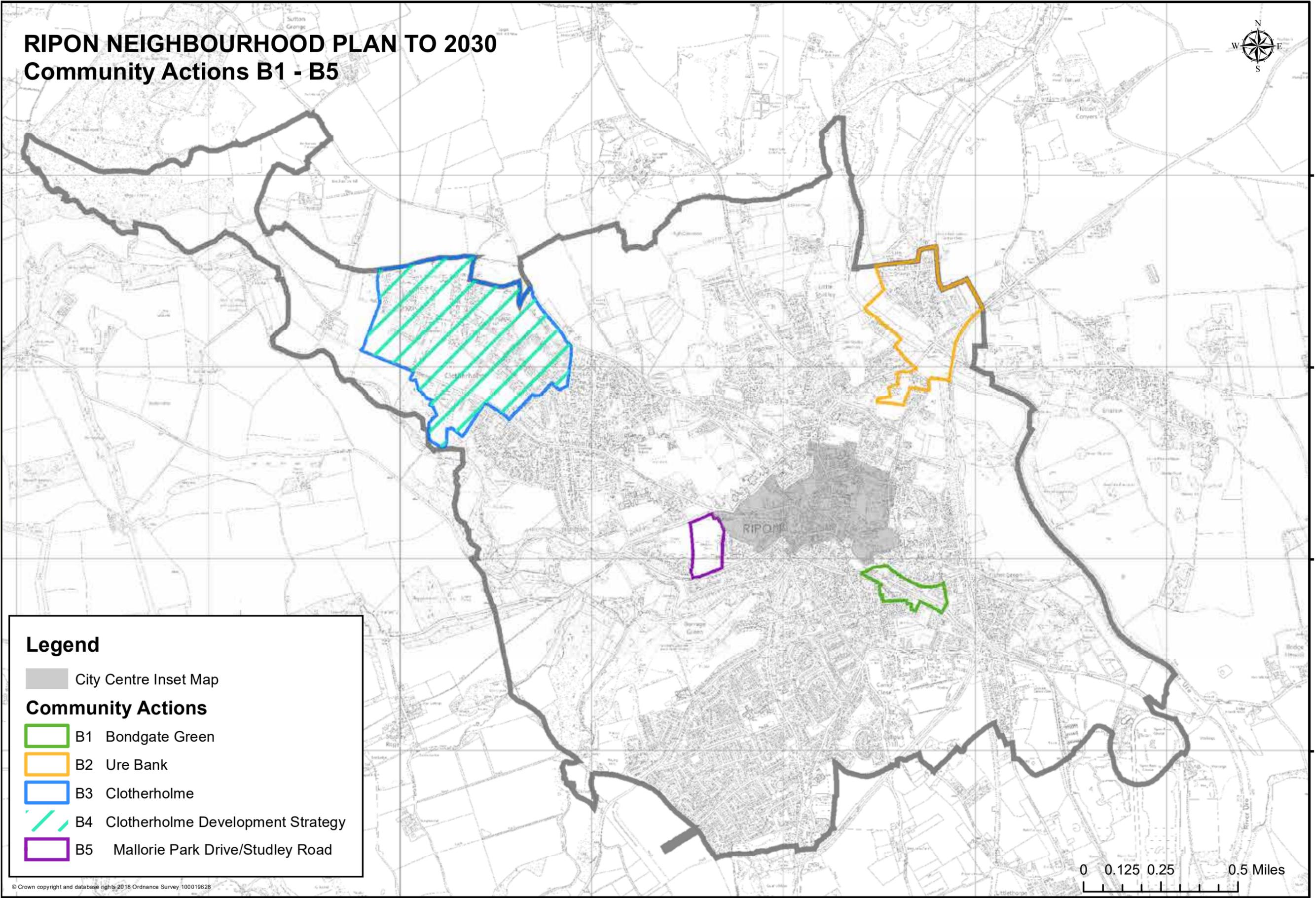
RIPON NEIGHBOURHOOD PLAN TO 2030

Community Actions B1 - B5



Legend

- City Centre Inset Map
- Community Actions**
- B1 Bondgate Green
- B2 Ure Bank
- B3 Clotherholme
- B4 Clotherholme Development Strategy
- B5 Mallorie Park Drive/Studley Road



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Justification for Community Action B.1:

- 5.3.10 The opportunity to create a new urban village straddling the B6265 "gateway" to the city is based on an assessment of current land use and environmental assets. Through bringing together the river and canal corridors with reuse and redevelopment of vacant sites and (following the relocation of) trades' counters, a mix of housing, business and cultural uses can be delivered in an improved environment. Planning permission has been granted for development of two sites for housing and there is clear potential for additional housing as part of a mixed-use area.
- 5.3.11 Design principles address the identifiable character areas of Bondgate Green corridor, warehousing and riverside. These show how new buildings could create pleasant places, permeability and legibility of the area and ensure that the presence of the river is taken into account to minimise flood risk.
- 5.3.12 This would be a good location for a hotel within walking distance of the city centre and cultural and arts spaces could be provided in some of the modern vacant substantial warehouse buildings. Owing to the proximity of the city centre, retail use (other than ancillary) is not supported in this location.



Alma Weir, the River Skell at Bondgate Green

Community Action B.2 - Ure Bank

The City Council supports the regeneration of the area of the historic crossing of the River Ure, its riparian environment and existing principal business and residential uses to be consolidated as the Ure Bank urban village, this area being suitable in particular for business uses owing to its proximity to A61 (Ripon by-pass).

The City Council will encourage proposals for more efficient use of existing employment sites and their environmental improvement for small scale and modern business premises. As well as the development of the vacant site on Hutton Bank for business use.

The City Council will encourage revitalisation of the former Maltings, a listed building, for business, community, recreational and cultural uses. The City Council supports the reuse and restoration of other heritage assets associated with the former railway and would not like to see other development proposals constrain the separate reuse of these heritage assets.

In the event that relocation of either of the two heavy industrial businesses is considered the City Council would be supportive of proposals for residential redevelopment will be supported, in part so as to facilitate the reduction of heavy vehicle traffic on existing residential property.

The inclusion of local convenience shopping either as a small-scale development or as part of wider development proposals is supported by the City Council owing to the lack of provision north of the city centre.

South of the river, vacant land and the former Station Hotel are considered by the City Council to be suitable for a mix of hotel, residential uses and visitor parking.

The City Council would like to see development proposals in the area demonstrate that they meet the following development principles:

- protect, reveal and do not obscure views of Ripon Cathedral and other key views to skyline features
- include in-site landscaping and tree planting, especially to improve the appearance of existing employment sites
- do not contain site lighting that introduces glare into the night sky and the residential neighbourhood
- follow principles of high quality design, in particular as regards scale and materials
- incorporate means of enclosure to make a clear distinction between public and private space
- facilitate overlooking of public space to improve surveillance and security
- facilitate permeability by supporting the creation of additional and alternative routes, especially for pedestrian and cyclists
- enhance the River Ure corridor by:
 - protection and enhancement of riparian habitat
 - connecting with riverside public rights of way
 - contributing to the environmental improvement of the North Bridge and its setting
 - management of avenue and river side tree planting, replacement and new tree planting.

Justification for Community Action B.2:

- 5.3.13 Ure Bank is an existing mixed-use area with a range of type and size of businesses (including purpose built small units), terraced housing and more recent estate housing. There is a park homes estate beyond the city boundary accessed through the area.
- 5.3.14 There are two large employment sites that dominate the northern part of the area. Some employment sites are underused and there is vacant land suitable for business use of a type and scale that addresses neighbouring residential amenity. The vacant Maltings, a listed building at risk, could be regenerated by residential or business use and it could be used also for community and cultural purposes reinforcing the mixed-use character of the area.
- 5.3.15 This is the northern entrance to the city crossing the River Ure valley with views as far as the Cathedral. The area has direct access with the A61.
- 5.3.16 The vacant former auction mart is within the south part of the area. Whilst this site suffers from demonstrable unstable ground conditions the limited development potential offers a good location for a hotel, perhaps incorporating the former Station PH.
- 5.3.17 The River Ure valley is protected already as an SLA and would be enhanced by further opportunities for landscaping and tree planting.
- 5.3.18 The issue for Ure Bank is the conflict between its important and established role as a jobs and business location within the city and the environmental impacts of business operations and traffic upon the residential parts of the area.



The former C19 Maltings, Ure Bank Top, a major redevelopment opportunity



Former Station Hotel and adjoining Auction mart forms a prominent site within the southern part of the Ure Bank Regeneration Area



The River Ure at North Bridge, the medieval gateway into Ripon. The former C19 Maltings, Ure Bank Top, a major regeneration opportunity

Community Action B.3 - Clotherholme

The City Council supports the comprehensive redevelopment proposals for that area of the military estate shown on the Policies Map as a Regeneration Area for what will become the Clotherholme urban village, proposals for this area to include a substantial quantity of housing and range of accommodation, employment and business premises, recreation and community provision and necessary infrastructure.

Owing to the scale of development being a substantial urban extension to Ripon, and the opportunity afforded by the particular ownership the City Council would like to see a masterplan for the area be prepared, having regard to:

- urban design
- green infrastructure
- retention of existing military premises (to be specified) for employment, community, education and recreational purposes in the Claro Barracks built up and technical areas
- retention of existing sports fields for creation of a sporting village
- incorporation of the military roads between Kirkby Road, Clotherholme Road and Galphay Lane into the public highway network
- mix, tenure and size of new dwellings
- archaeological investigation of the military occupation of the area
- the precautionary identification of a site (of not less than 1.6 hectares) for a primary school
- the allocation of a site for local shopping and associated community facilities
- the physical measures required to enable phased release of land and premises from military use
- management of the maintenance, conservation and enhancement of the remaining open land and woodland within the military estate beyond the Regeneration Area taking account of the Nidderdale Area of Outstanding Natural Beauty (AONB).

Proposals will be required to demonstrate how they abide by the development principles set out in the masterplan in order to be supported.



Aerial view of the Clotherholme Regeneration Area.
(Courtesy of Google Maps)

Justification for Community Action B.3:

- 5.3.19 Following the announcement in 2013 of closure of Claro Barracks there was much support and encouragement for this Plan to be the means for Ripon to set out how the military estate should be used once it is vacated.
- 5.3.20 Whilst the alienation timetable is likely to evolve, this Plan, with its horizon of 2030, has still the obligation to recommend the approach to redevelopment of the military estate whenever and however this should become available.
- 5.3.21 Deverell Barracks closed in 2015. The DIO submitted Claro and Deverell Barracks and additional military land to the south of Clotherholme Road to HBC for inclusion in the Strategic Housing and Employment Land Availability Assessment (SHELAA) "call for sites"
- 5.3.22 The military estate will be Ripon's major "brownfield" site. Regeneration needs to include re-use of good quality buildings for a range of businesses, educational and community uses. Such buildings would be more expensive to develop as new today and their continued use is an important contribution to sustainable development.
- 5.3.23 Retention of the military playing fields for public use, the opportunity to allocate sites for local community needs and protection of the natural environment and landscape will all contribute to sustainable development.
- 5.3.24 Incorporation of the military roads as strategic additions to the city's highway network may well be a valuable opportunity to reduce traffic congestion on the west side of the city and in the city centre.

Community Action B.4 - Clotherholme Development Strategy

In the event of a phased release of the military estate, The City Council will seek to encourage development proposals to consider:

- financial contribution toward the provision of new off-site highway infrastructure and traffic management measures required to alleviate the effects of additional traffic upon the city centre as generated by the development
- the release of the military sports fields along Clotherholme Road.
- Upon the release of the former Deverell Barracks:
 - the opening to public use of the highway between Clotherholme Road and Kirkby Road (known as Chatham Road) and the financing of any costs required to bring this highway to adoptable standards
 - the conservation of an exemplar timber barrack block as a local heritage asset regarding the history of the Ripon Camp
- Upon release of land and buildings south of Clotherholme Road and the Laver Banks training grounds:
 - a management plan for the maintenance, conservation and enhancement of woodland, open land and riparian environments south of Clotherholme Road and within the Laver Banks training grounds and the financing of any costs for measures arising from the management plan
- Upon release of the Claro Barracks built up and technical areas:
 - The opening to public use of the existing military highway, including the River Laver bridge, to Galphay Lane and the financing of any costs required to bring this highway to adoptable standards and improvements as may be required to the junction of Galphay Lane and Studley Road (B6265)

Justification for Community Action B.4:

- 5.3.25 The Clotherholme Regeneration Area comprises six parts: the Deverell Barracks, land and buildings south of Clotherholme Road, the Laver Banks training area, the Claro Barracks built up area, the Claro Barracks technical area and the sports fields.
- 5.3.26 The scale of the military estate and the evolving timescale for alienation of military premises means that there will be a phased release of land for redevelopment.



Deverell Barracks awaiting a new use

Community Action B.5 - Mallorie Park Drive / Studley Road

Should the development of the existing private sports pitches at Mallorie Park Drive or Studley Road be proposed, the City Council will seek to encourage any such development to include provision for a new highway joining Mallorie Park Drive and Studley Road.

Justification for Community Action B.5:

- 5.3.27 The initial public consultation revealed that the adjoining Ripon Football Club and Ripon Rugby Union Football Club had ambitious expansion plans but that these were prevented due to the presence of the other. The success of the clubs also created significant traffic and parking problems in the predominately residential neighbourhood.
- 5.3.28 Previously, women's rugby and hockey clubs have had to relocate from Ripon to Thirsk owing to shortage of playing pitches. Other sports have been unable to set up their own facilities in the city. Additionally, the prospective loss of the military playing fields and concern regarding the lack of orbital options for traffic on the west of the city were significant concerns arising from public consultation.
- 5.3.29 NPPF guidance on protection of playing fields and saved Local Plan policy has previously discounted the Ripon Football Club grounds on Mallorie Park Drive, included in the 2013 SHLAA and 2016 SHELAA, for development. The Ripon Rugby Union Football Club grounds had not been formally considered for development.
- 5.3.30 The site of the two sports clubs is on the edge of the windfall housing zone having reasonable accessibility on foot to the city centre and would offer the opportunity for a range of housing tenures. This could include not only market housing but also affordable and social housing, housing tenures attractive to the elderly as well as special needs and extra care housing.

5.4 SECTION C - STRENGTHENING THE CITY CENTRE

Introduction:

- 5.4.1 The Plan's Vision sees the city centre as the hub of the city by being the "meeting place of choice". This role was reflected in the Core Strategy (2009) which saw the city centre forming the main service and employment centre for extensive rural areas in the northern part of the District and as its second largest shopping centre. The Core Strategy saw also some opportunity for further development East of Market Place including car parking and environmental improvements.
- 5.4.2 The Harrogate District Local Plan: Publication Draft (January 2018) states that proposals for the improvement of Ripon city centre will be dealt with through the Neighbourhood Plan.
- 5.4.3 Strengthening the city centre means recognising its different roles and being clear about the different needs of residents, workers and visitors. Change occurs constantly, for example in the occupation of the street frontages. Community and business expectations are expressed on single issues, such as the amount and quality of parking and the intrusion of traffic circulation. Public facilities can appear to be under constant review, notably health and recreation provision. Opportunities are revealed, such as bringing out the potential in backland and underused property, often contributing to a steady flow of additional dwellings. Sometimes a major opportunity is presented such as the purchase in 2017 of the Sharow View Workhouse for cultural and community benefit. Plans for the Cathedral precinct offer major opportunities not only for the city centre but the city itself.
- 5.4.4 Consideration of these differences and drivers of change supports the identification of city centre quarters, each with its own atmosphere yet together adding to the city centre's vitality and viability.
- Market Place Quarter: the city's central meeting point, which will continue to be the main shopping area (including the Market Place, Marshall Way, North Street and Kirkgate shops) and the principal arrival point for the city centre, containing the central car parks and bus station. Much of the city centre's food and drink offer is on or close to the Market Place increasingly supporting an evening economy. The improvement and expansion of the quarter with regard to shopping and parking are important to strengthening the city centre.
 - Northern Quarter: a significant cultural and community part of the city centre well-connected to the Market Place Quarter and a significant residential area with potential for expansion. The quarter contains important city centre facilities, the Workhouse Museum and the Prison and Police Museum along with Community House (a centre for the voluntary sector), Allhallowgate Methodist Church Hall and the Curzon Cinema.
 - Cathedral Precinct Quarter: The Cathedral is the oldest building in Ripon and is the principal landmark on the city's distinctive skyline, visible for several miles around the city in most directions and

attracting close to 100,000 visitors each year. The Cathedral authorities are seeking to substantially increase visitor numbers both for its sustainability and to benefit Ripon's economy. To do so, it is necessary to overcome the several limitations to the building's capacity through providing additional accommodation. (The imposing Cathedral west front faces Kirkgate across Minster Road and this processional route leads to the Market Place.) The Cathedral churchyard provides a striking setting to the south-east and the Courthouse Museum adds presence to the public gardens north of Minster Road. However, the Cathedral precinct is disconnected from public car parking in the north and is interrupted by Minster Road. Connecting the Cathedral Precinct Quarter with the Market Place and Northern Quarters, "East of Market Place", would be an important initiative for strengthening the city centre.

- Spa Quarter: Provides the largest area of protected open space for the city centre, the enhancement of which through integration of currently separated Spa Park and Spa Gardens, is significant for the city centre's atmosphere and amenity. The quarter contains the city's largest hotel and two important community facilities, Ripon Hospital and Ripon Spa Baths, development proposals for which are highly significant to the role of the city centre. There are opportunities through partnership to increase the amount and availability of car parking at Ripon Hospital for wider public access. The Spa Quarter is a significant residential area with potential for expansion.

- 5.4.5 Encouraging change in the quarters needs to be put in context by setting out development principles against which proposals should be tested.
- 5.4.6 Whilst shopping remains a principal city centre function and although Ripon is the district's second largest shopping centre, greater flexibility in protection of retail frontages and encouraging broader acceptance of non-retail uses, especially food and drink, would promote greater vitality. There are opportunities to create more active retail frontages. New shops to improve the city centre's comparison shopping offer should be developed.
- 5.4.7 Out-of-centre retail and leisure proposals need to be tested for their impact upon the Market Place Quarter (main shopping area) and the wider city centre.
- 5.4.8 Heritage undoubtedly contributes to the city centre's overall atmosphere and attraction to residents, businesses and visitors alike. Conservation of upper floors and backland continues to offer development opportunities yet there are several landmark buildings in need of revitalisation. Restoration of original features should be part of any development proposals involving historic buildings.
- 5.4.9 Environmental improvement is necessary to enhance the public realm in all quarters and bring back into use currently vacant or underused backland and buildings, notably in Kirkgate Yards and Allhallowgate Yards. It should also form part of the Ripon Hospital / Spa Baths

and Ripon Workhouse developments. The enhancement and connection of footpaths and the public right of way network, the integration of Spa Park and Spa Gardens and the commissioning of public art are all important to environmental improvement in the city centre.

- 5.4.10 The city centre needs effective car parking to support its role as a meeting place. In particular, greater numbers of day-time visitors are to be encouraged to support the city centre visitor sector and for whom public transport options are limited. The evening economy is less constrained by car parking. Expansion in numbers of visitors to the Cathedral and Ripon Museums will put pressure upon existing car parking, especially long-stay. The primary opportunity is to improve the efficiency of the large parking areas east of Market Place and to explore any potential for managed public use of existing health service parking.
- 5.4.11 Ripon has a shortage of hotel beds. There are opportunities to provide new accommodation in the city centre.
- 5.4.12 Despite the presence of the city by-pass and the recent construction of Marshall Way, through traffic continues to intrude upon the Market Place, Westgate and Duck Hill and to the west of the city centre especially on the narrow Park Street and Blossomgate. Through traffic on Minster Road is detrimental to the Cathedral precinct.
- 5.4.13 It is important that planning decisions strengthen the city centre. The following policies identify the encouragement that should be given to proposals and the development principles that should be followed. To fail to address these is likely to deter the investment important to securing the city centre's vitality and viability.



Ripon - "The meeting place of choice"

Objectives:

This section of the Plan contributes to the following objectives:

To strengthen the city centre as the meeting place of choice for Ripon residents and visitors by:

- reviewing the use and design of the Market Place and its facilities
- promoting highway improvements that redirect vehicular traffic away from Market Place
- promoting uses that support the creation of an evening economy
- designating ‘quarters’ to promote cultural and leisure destinations
- reviewing the desirability of protecting shops from other city centre uses
- identifying replacement and/or additional sites for car and coach parking

To improve accessibility within Ripon and beyond:

- designating safe pedestrian routes and cycleways that assist connecting the urban villages of the city and the city centre and beyond

To protect, and where appropriate allocate, sites for community purposes including health, leisure and recreational uses:

- the hospital and associated primary care facilities
- swimming pool

To conserve and enhance the physical character of Ripon and its setting through policies for the design of new development; encouragement of high quality architecture, delivery of public art and environmental improvement action

- city centre environmental action areas

To contribute to meeting the need for new homes

- anticipating the opportunity for using windfall sites for new housing

To facilitate the regeneration of Ripon

- designating a Cathedral Precinct
- providing tourist accommodation

Accordingly, the following policies and community actions (C.1-C.7) will apply:

Policy C.1 - City Centre Quarters

In addition to business and residential uses, the following types of development will be supported where they contribute to the vitality and viability of the city centre.

- Market Place Quarter:
 - additional comparison shopping
 - additional hotel accommodation
 - public parking improvement
 - footpath improvement
 - improvement of the Kirkgate Yards
 - improvement to the Market Place and to Westgate
- Spa Quarter:
 - additional community facilities, notably as regards health care
 - public parking improvement
 - enhancement and integration of the Spa Gardens and Spa Park
 - use of the Spa Baths Pump Room
- Northern Quarter:
 - additional cultural and community facilities
 - footpath improvement
 - improvement to the Allhallowgate Yards
- Cathedral Precinct:
 - enhanced visitor facilities for Ripon Cathedral and facilitate the Cathedral’s operational and music requirements and parochial role
 - reduce vehicular traffic within the precinct
 - integrate the Cathedral forecourt with Kirkgate and the Courthouse Gardens
 - enable visitor access throughout the Courthouse Museum
 - revitalise Minster House coach house
 - enhance and conserve the churchyard including the management of tree cover and the protection and restoration of boundary walls and other means of enclosure
 - improve the connectivity of the precinct with the Bondgate Green Urban Village

Continued

Policy C.1 - City Centre Quarters - Continued

All proposals for development should demonstrate that they:

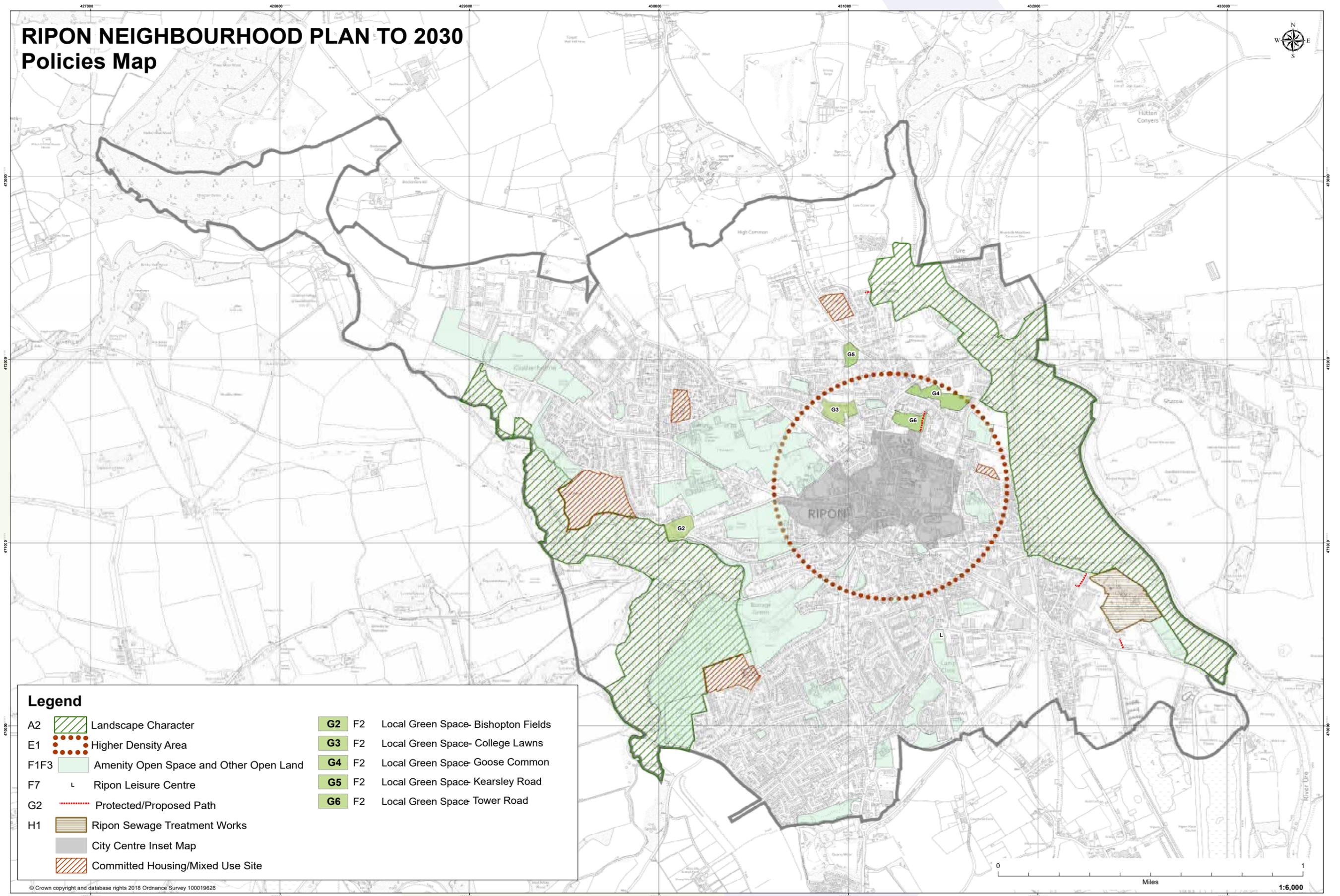
- are of a scale proportionate to the streets scene
- are built of sustainable materials, durable and easy to maintain
- are of high quality (including innovative) design
- promote active frontages
- avoid unintentional gaps in frontages
- incorporate means of enclosure to make a clear distinction between public and private space
- facilitate over looking of public space to improve surveillance and security
- facilitate permeability by supporting the creation of additional and alternative routes, especially for pedestrians
- contribute to enhancing the legibility of the area
- protect established views and reveal new views
- restore lost or damaged original architectural detail to historic buildings
- contribute to enhancement of public realm (including public art) and footpaths

Justification for C.1:

- 5.4.14 Identification of the different quarters and their complementary roles reflects the changing functions of the city centre. Accordingly, the policy recognises particular proposals that are appropriate to each quarter that would enhance the city centre’s vitality and viability.
- 5.4.15 The policy sets out development principles that proposals need to address. These apply to the whole city centre. Important contributors to the success of the city centre are its atmosphere and sense of place. Linking the quarters effectively and animating the city centre streets is sought by the development principles so that the visitor “knows where they are” and can enjoy a strong and recognisable street scene, one that is both legible and permeable, with which to do so.
- 5.4.16 The Market Place has been the centre of Ripon for over eight hundred years and this role, now “the meeting place of choice”, is not likely to change. It is in this quarter that additional and revitalised shopping provision should be focused. Opportunities for additional hotel accommodation in the quarter would encourage visitors to use the city centre, visiting its attractions and supporting the evening economy.
- 5.4.17 Kirkgate is an important historic street linking the Market Place and the Cathedral. There are significant issues arising from backland comprising the Kirkgate Yards Improvement Area.
- 5.4.18 Vehicle access and car parking to the east of Market Place, along with the bus station, means that this is the principal arrival point for the city centre, yet there are clear issues in effectively connecting various destinations that challenge the legibility, permeability and overall accessibility of the quarter and its neighbours.

- 5.4.19 Despite its obvious physical prominence there is a strategic need for the Cathedral to be better connected within the city centre for visitors. The Cathedral has significant constraints upon its operation and its ability consequently to attract additional visitors, of importance to the visitor economy. Encouraging proposals that would overcome these constraints is an important purpose of this policy.
- 5.4.20 Enjoyment of the public realm between the Cathedral and its churchyard with the Courthouse Garden is interrupted at present by Minster Road, despite the sensitive design of the Cathedral forecourt. Integration of the Cathedral’s land interests either side of Minster Road could create a safe, quiet and traffic-free environment, reduce the risks to the historic fabric from traffic vibration and better integrate this green infrastructure. This could also improve the quintessential Ripon view of the Cathedral west front from Kirkgate and pedestrian connectivity with the Market Place.
- 5.4.21 The Cathedral performs a unique role across much of Yorkshire as well as in the locality for visitors and the wider community alike. This Plan supports the need for the Cathedral to be able to overcome its accommodation constraints and emphasises that this is important for Ripon as a whole, as well as for the Cathedral authorities. Any proposal for new building outside the cathedral to meet this need will be scrutinised in depth by many organisations, the outcome of such a process being beyond the competence of this Plan.
- 5.4.22 As regards the wider Cathedral Precinct, there would appear to be potential for building at the Cathedral stone yard, enlargement of the Old Deanery Hotel (given its unique location), the Cathedral’s private car parks and appropriate use of the Cathedral Hall and Minster House coach house. A significant opportunity arising from the Cathedral stone yard would be the completion of public access throughout the Georgian Courthouse. The Cathedral’s own masterplanning activities are encouraged to take forward these opportunities.
- 5.4.23 Meeting places for residents and visitors are important to the city centre and the Northern Quarter provides two of Ripon’s three museums, the cinema, restaurants and meeting rooms. It is also a significant residential area. The quarter contains vacant and underused buildings which may be suited to cultural and community uses. There are environmental and public realm concerns and opportunities to improve these aspects of the quarter, notably at Allhallowgate. Support for these opportunities will reinforce the distinct atmosphere of the area.
- 5.4.24 The attractive open landscape in Spa Quarter is as an integral part of the city centre. The hospital and swimming baths serve the whole of Ripon as major community facilities yet are poorly related to Spa Gardens. In the quest for improving the city centre as a destination in its own right this quarter’s distinctive atmosphere and quality need to be recognised. The quarter will be more permeable by investment in public realm. The importance of investment in the Spa Hotel, Ripon’s largest hotel set in attractive grounds, is encouraged.

RIPON NEIGHBOURHOOD PLAN TO 2030 Policies Map



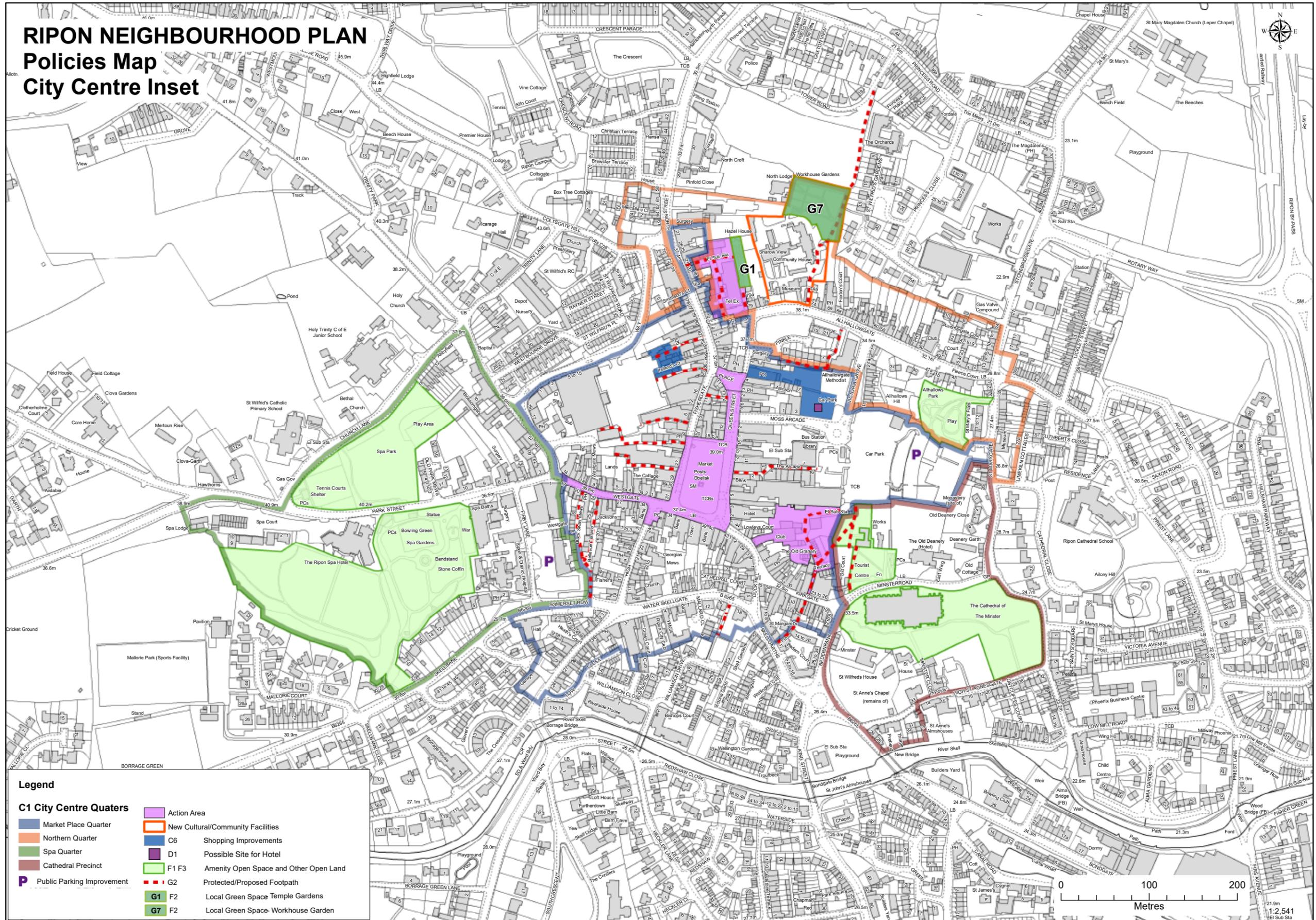
Legend	
A2	Landscape Character
E1	Higher Density Area
F1F3	Amenity Open Space and Other Open Land
F7	Ripon Leisure Centre
G2	Protected/Proposed Path
H1	Ripon Sewage Treatment Works
	City Centre Inset Map
	Committed Housing/Mixed Use Site
G2	F2 Local Green Space- Bishopton Fields
G3	F2 Local Green Space- College Lawns
G4	F2 Local Green Space- Goose Common
G5	F2 Local Green Space- Kearsley Road
G6	F2 Local Green Space Tower Road

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RIPON NEIGHBOURHOOD PLAN

Policies Map

City Centre Inset

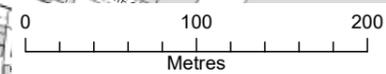


Legend

C1 City Centre Quarters

- Market Place Quarter
- Northern Quarter
- Spa Quarter
- Cathedral Precinct
- P Public Parking Improvement

- Action Area
- New Cultural/Community Facilities
- C6 Shopping Improvements
- D1 Possible Site for Hotel
- F1 F3 Amenity Open Space and Other Open Land
- G2 Protected/Proposed Footpath
- G1 F2 Local Green Space- Temple Gardens
- G7 F2 Local Green Space- Workhouse Garden



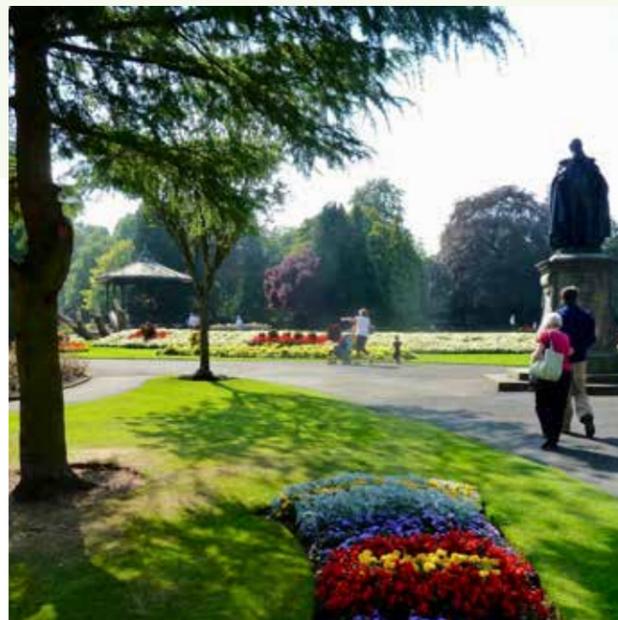
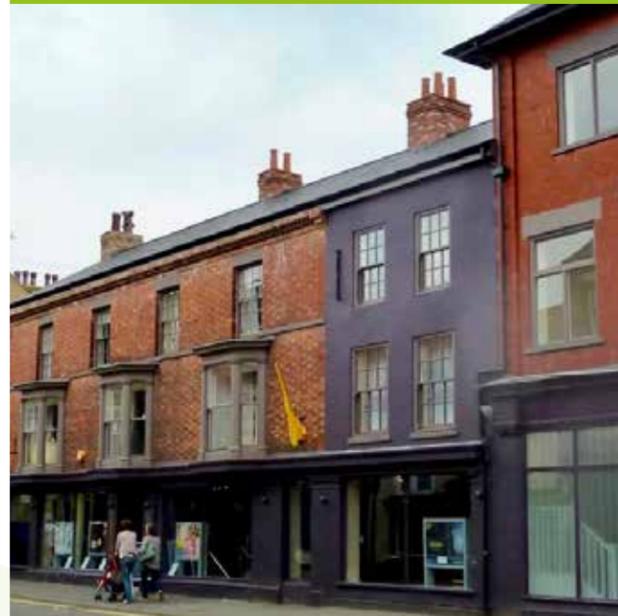
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Ripon - "The meeting place of choice"

Market Place Quarter



Northern Quarter



Spa Quarter



Cathedral Precinct

Policy C.2 - East of Market Place Improvements

Proposals to improve legibility, permeability and accessibility between the Cathedral Precinct, Kirkgate Yards, central car parks, the bus station, shopping developments and Allhallowgate in the Cathedral Precinct, Market Place and Northern Quarters will be supported, particularly where they achieve the following:

- realisation of development opportunities such as the Cathedral stone yard, vacant and landmark buildings, new shops and opportunities arising from improvement in the capacity of public car parks
- improvement in the capacity of the public car parks, including the feasibility of introducing additional parking deck(s) between the Cathedral and St Marygate car parks, including co-ordination of management of on- and off-street parking
- public realm and environmental improvement
- improved quality of routes for pedestrians, cyclists, local service vehicles (including to the rear of Kirkgate, Market Place East and Court Terrace) and contributing to the reduction in vehicular traffic within the Cathedral Precinct itself
- revitalisation of Kirkgate Yards Action Area
- installation of accurate, integrated, legible and well-designed signage for the area (extending throughout the city centre)



East of Market Place requires more and better screened parking to meet demand and protect views of the Cathedral.

Justification for C.2:

5.4.25 This policy recognises the need to better connect the key assets of the city centre, and to encourage co-ordinated action between the principal partners and land owners. The principal arrival point for the city centre and its attractions, and in particular for the visitor unfamiliar with the city, are the car parks east of Market Place (accessed from A61). Routes to the Cathedral, the Market Place and the Courthouse, Workhouse and Prison and Police Museums all emanate from this point. The central car parks also serve the Sainsbury's supermarket, shopping developments and hotels.

5.4.26 The majority of land is owned by HBC and the Cathedral. There are other significant land owners in the Kirkgate Yards, notably Sainsbury's.

5.4.27 The vitality and viability of the city centre is an economic and cultural concern for Ripon and its partners. Accordingly, this policy brings together proposals that would encourage improvements. It is important that these proposals are seen as a comprehensive and integrated approach by partners working together. This capability would be fundamental, if not vital, in seeking support for bids to appropriate public bodies and other organisations to fund improvements.

5.4.28 The Cathedral Chapter published proposals for the Cathedral Precinct in April 2016. These recognised the pressing need for improved visitor facilities to display artefacts and treasures, and to provide hospitality and restrooms. The Cathedral's strong music tradition seeks improved accommodation in order to sustain the song school. Furthermore, there is a need to provide alternative storage for Cathedral furniture and other bulky items that currently inhibit effective display of the building itself as a heritage and spiritual asset in its own right. It is unlikely that these needs all can be provided within the Cathedral itself. Despite its physical prominence more needs to be achieved to integrate the Cathedral, the Market Place and city centre parking.



Existing car parking and shop frontages east of Market Place

- 5.4.29 There are currently 700 off-street car parking spaces serving the city centre and 250 on-street parking spaces. Studies show that for much of the week this is a sufficient supply of spaces although concern about under-supply is expressed at key times such as Thursdays (market day), Saturday morning and during major events, especially when the Market Place is closed to short stay parking. The principal public parking areas are east of the Market Place (Cathedral, St Marygate and Victoria Grove car parks) and west of Market Place (Marshall Way and Blossomgate). There are small areas of private car parking for frontage businesses rear of Market Place and Westgate, on Finkle Street, behind Kirkgate and North Street.
- 5.4.30 The city centre needs to provide additional car parking to support its role as a meeting place. In particular, greater numbers of day-time visitors are to be encouraged to support the city centre tourist sector and for whom public transport options are limited. The evening economy is less constrained by car parking. Expansion in numbers of visitors to the Cathedral and Ripon Museums will put pressure upon existing car parking, especially long-stay.

- 5.4.31 Whilst management measures may offer some greater effective use of existing parking, the primary opportunity is to improve the efficiency of the large parking areas east of Market Place. The change in ground level and use of the existing embanking between the short-stay Cathedral car park and the long-stay St Marygate car park provides an opportunity to expand parking provision. This could include re-allocation of long-stay spaces, for example, to enable the relocation of the existing coach park. How far such a proposal would justify enabling development is a matter for investigation.
- 5.4.32 Kirkgate Yards is an important backland area in several ownerships, the appearance and arrangement of which make this an uninviting public area and has detracted from making best use of buildings that are variously unsightly and/or historic and inhibit efficient use of land. Additionally, vehicular access to the Sainsbury's store, the Unicorn and Royal Oak, houses, apartments and upper floor flats is restricted. In particular, the need for frontage vehicular access to premises on Kirkgate inhibits the vitality of this important link between the Market Place and Cathedral. Rationalisation of roads, yards and parking areas could offer alternative vehicle access to Kirkgate properties and improved pedestrian circulation.



Kirkgate Yards

Policy C.3 - Northern Quarter Improvements

Proposals to improve the legibility, permeability and accessibility of Allhallowgate with the Market Place Quarter will be supported, particularly where they achieve the following:

- realising the potential of the Workhouse Museum
- public realm and environmental improvement, including safe highway crossings and formalising and enhancing footpaths
- revitalisation of Allhallowgate Yards Action Area
- exploring the potential of surplus accommodation at the existing telephone exchange for community use

Proposals will be expected to conform to the development principles set out in Policy C.1.



The Workhouse Museum



Allhallowgate Yards offer the opportunity for mixed use redevelopment alongside environmental improvements

Justification for C.3:

- 5.4.33 Allhallowgate is one of the oldest highways of Ripon and one of the city centre's heritage assets.
- 5.4.34 The former Sharow View Workhouse buildings are currently in use as the Ripon Workhouse Museum and Community House, accommodation for the voluntary sector. Following purchase of the Sharow View site in 2017, the Ripon Museum Trust can now take forward the opportunity to consolidate, restore and expand the museum to increase visitor numbers and to reinforce its role as the most complete former workhouse in the north of England. The Workhouse is one of the three Ripon "Law and Order" museums along with the Prison and Police and Courthouse Museums.
- 5.4.35 The development and diversification of third sector activities can be facilitated through the continued use of Community House.
- 5.4.36 The Allhallowgate Yards to the east of North Street reveal a poor environment with inadequate distinction between public and private space, surveillance and security issues, and indifferent quality and condition means of enclosure. There are also underused and vacant premises. Temple Gardens, a disused burial ground maintained by volunteers is the one highlight.
- 5.4.37 The poor appearance of the telephone exchange and its curtilage and of the backland to the rear of premises on North Street harms the vitality of the quarter and detracts from current and future footfall in the area generated by the museum, community uses, restaurants and housing. Environmental and public realm improvement would greatly enhance this area.
- 5.4.38 Crossing of Allhallowgate by pedestrians is restricted by on-street parking and Finkle Street, the link with Old Market Place and the Market Place itself is a point of vehicle and pedestrian conflict.
- 5.4.39 A pedestrian way passes through the Sharow View site which could provide a more significant route between the city centre and the north of the city if protected and developed as part of the area.



Redevelopment at the Hospital car park and Black Swan Yard could provide limited windfall residential use and increased parking provision

Policy C.4 - Spa Quarter Improvements

Proposals to improve the legibility, permeability and accessibility of Park Street and Firby Lane with Westgate and the Market Place Quarter will be supported.

Community Action C.4 - Spa Quarter Improvements

The City Council would like to see a comprehensive approach to development proposals affecting Ripon Hospital and Ripon Spa Baths. In this regard, in the event that either community facility, in whole or in part, should become surplus before the other, the City Council will seek to encourage development proposals would proceed as follows:

- (a) if Spa Baths is vacated first then the premises should be made available to facilitate improvements to Ripon Hospital and/or other health services; the front range being a listed building, should retain public access to its notable interior
- (b) if Ripon Hospital is vacated first (alternative hospital premises having been provided elsewhere in Ripon) and is not required for alternative health services, the listed hospital buildings may be converted for residential use and the remainder of the site made available for residential use incorporated within an extension of the Spa Gardens, owing to its accessible location
- (c) should the Spa Baths become available following (b) then, other than the front range being retained for a use permitting public access, the premises shall be made available for residential use within an extension of the Spa Gardens owing to its accessible location.

Justification for C.4: and Community Action C.4:

- 5.4.40 Facilities at Ripon Hospital are not considered to best meet current standards by the health services. Similar concern exists over the maintenance of Spa Baths. It is unclear whether either or both of these premises, in whole or part, may become surplus during the Plan period. What is clear is that each provides important and valued community facilities within the city centre for residents and visitors. As both premises in effect share a single site the cessation of one would offer opportunities for the enhancement of the other and, subsequently, the wider city centre. This policy is important for the sustainability of important community services in the city centre and encourages the key partners to agree this co-ordinated approach. It would not preclude other uses in due course.
- 5.4.41 The attractive Spa Baths Art Nouveau style front range, a listed building with notable tiled interior, should be retained for a use with public access. HBC as owner should initiate a partnership to facilitate such a development. HBC consulted in 2016 upon provision of new public swimming facilities at the Ripon Leisure Centre. (This proposal is likely to be taken forward.)
- 5.4.42 Firby Lane is a substandard one-way carriageway with inadequate pedestrian provision. Development proposals need to include substantial improvement to the public realm to address traffic concerns for users and in recognition of the wider heritage setting of the locality.
- 5.4.43 Environmental improvements, notably the better integration of the Spa Gardens and Spa Park, improvement of Park Street for pedestrians and cyclists and connection to Westgate (Market Place Quarter)
- 5.4.44 The Spa Gardens and Spa Park, both functionally and aesthetically, are separated by Park Street, itself a busy highway with poor footway provision. Measures should be sought to better integrate these two pieces of green infrastructure. Park Street continues with Westgate to the Market Place.



Spa Baths showing the need for improved pedestrian access to the gardens and park

Policy C.5 - Market Place, Westgate and west of Market Place Improvements

Proposals to improve legibility, permeability and accessibility of the Market Place, adjoining streets and the Marshall Way car park will be supported, particularly where they achieve the following:

- public realm and environmental improvements in the Market Place and Old Market Place and Marshall Way car park
- installation of accurate, integrated, legible and well-designed signage for the area (extending throughout the city centre)
- finding a sustainable solution to the conservation and presentation of the historic telephone kiosks and cabmen's shelter
- consideration of the requirements for sustaining the market as a traditional feature of the city centre's vitality
- reallocation of highway space on Westgate with regard to pedestrians, cyclists and other vehicles
- proposals to remove extraneous traffic

Justification for C.5:

- 5.4.45 The Market Place is the central meeting place in the city centre from which Westgate provides the link with the Spa Quarter. The weekly market is a long-standing Ripon tradition and its contribution to the animation and vitality of the Market Place and wider city centre should be supported.
- 5.4.46 The Market Place and Kirkgate were subject to comprehensive environmental improvement in 2007, notably, enhancement of footway, carriageway, other surfaces and street lighting. The approach taken at the time should be refreshed having regard to new uses for the Market Place, notably events, and its sustainable maintenance.
- 5.4.47 The opening of Marshall Way to the west of the city centre in 2009 did not see a significant reduction in through traffic from the Market Place and its adjoining streets, notably Westgate, Low and High Skellgate and Duck Hill owing to the limitations of the scheme. The issue of congestion is recognised in NYCC LTP4.
- 5.4.48 Westgate is an important street for trading but is hampered by the narrow width of footways and the demands of service vehicles. It is also the principal link to the Spa Quarter and Ripon Hospital and other health service provision.



Narrow pavements on Westgate which restrict pedestrian movement



Historic telephone kiosks and cabmen's shelter, southern end of the Market Place

Policy C.6 - Shopping Improvements

Support will be given to enhancing the viability and vitality of the city centre through the development of new shops suitable for comparison shopping at the locations shown on the Policies Map - City Centre Inset.

Proposals should demonstrate accessibility from Finkle Street and the Arcade and should respect the amenity of occupiers of nearby dwellings on Victoria Grove and Finkle Close. Existing mature trees should be protected.

Justification for C.6:

- 5.4.49 Recent development has provided the city centre with a good range of convenience shopping. Additional comparison shopping has been recommended in the Harrogate District Retail Study (2014) and it is important to show where such modern shops may be provided in order to meet this need.
- 5.4.50 The development of new shops at Moss' Arcade and Victoria Grove offers the scale of development opportunity to meet the requirements of mainstream high-street retailers.
- 5.4.51 There is a smaller scale opportunity to develop new shops by restoring and extending vacant buildings fronting onto the Marshall Way retail development and public car park, so removing eyesores and forming a "second market place". This development could be of greater interest to independent traders. The site is bounded by one of the two ginnels between North Street / Fishergate and the Marshall Way car park and includes the potential to incorporate an additional ginnel to improve permeability. Over time several mature trees have grown within the site. These trees are important features partly defining the amenity of the Marshall Way car park and their retention is an important consideration for the development.



Victoria Grove



Opportunities for active shopping frontages



Redevelopment area off Marshall Way with scope for sensitive and small scale infill

Policy C.7 - Sequential Test Area, Impact Test Thresholds and Protected Shopping Frontage

For the purposes of determining proposals for retail development, sites within the defined Market Place Quarter of the city centre will be treated as "in centre" locations in accordance with the NPPF. For the purposes of determining proposals for B1 offices, leisure uses, or for other main town centre uses defined by the NPPF, the outer boundary of all city centre quarters will be treated as "in centre" locations in accordance with the NPPF.

An Impact Assessment as defined by the NPPF must support proposals for retail and leisure developments of the following sizes and in the following locations as shown on the Policies Map having regard to the size of the city

- 1000 square metres or more for convenience and comparison retail located outside of the Market Place Quarter but within the city centre
- 1000 square metres or more located outside the city centre for retail, but within the development limit.
- 1000 square metres or more of leisure development located outside the city centre but within the development limit

Justification for C.7:

- 5.4.52 National Planning policy gives strong direction to the location and protection of town centre uses within defined centres. The impact of development that might harm a centre is required to be tested against prospective sequentially preferable sites. Where an application fails to satisfy the sequential test and/or is likely to have a significant impact on the city centre, it should be refused in accordance with the NPPF.
- 5.4.53 A Ripon city centre boundary had been defined in the 2001 HDLP. The Harrogate District Retail Study (2014) recommends that this boundary be amended slightly. The approach taken in this Plan by defining particular quarters and analysis of the changing pattern of shop location in the city centre proposes that the Market Place Quarter provides a more reasonable and robust boundary for the retail sequential test area. The sites proposed for new shops are both within the Market Place Quarter.



Market Place Quarter protected shopping frontages

5.5 SECTION D - SUPPORTING THE RIPON ECONOMY

Introduction:

- 5.5.1 The Plan is not proceeding in an economic strategy vacuum. HBC has published an Economic Growth Strategy for 2017-2035 (EGS). The York, North Yorkshire and East Riding Local Enterprise Partnership (LEP) updated its Strategic Economic Plan (SEP) in 2016, running up to 2021. Yet the common feature of both documents is the generality of their guidance for Ripon.
- 5.5.2 The EGS is concerned to promote and support "good growth" in the district "to achieve a sustainable and resilient economy by 2035 (featuring new higher value jobs, an increase on Gross Value Added (GVA) and a boost in average wages to at least the regional average)".
- 5.5.3 This will focus on four sectors: creative and digital, logistics, financial and professional services and scientific research and development. However, the strategy is silent upon the contribution of the rural economy, market towns, the hospitality and visitor sectors on delivery of good growth. Locationally the strategy acknowledges two existing employment areas in Ripon (addressed in this Plan) and the prospect for expansion of the Melmerby business park.
- 5.5.4 The SEP deals with a wide geographical area, noting particular challenges of:
 - median wages below national average and a skew toward lower-paid fast-growing sectors (e.g. care/tourism/retail)
 - areas of greater deprivation and weak market demand on the coast
 - affordability of housing coupled with ... low house building rates in some areas.
 There is a focus on five priorities of which
 - successful and distinctive places and
 - a well-connected economy
 are of most immediate spatial interest for Ripon, notably unlocking the housing growth, fast-tracking employment sites and improving east-west road and rail connectivity. However, none of the LEP priorities have any practical bearing upon Ripon.
- 5.5.5 Ripon faces a dilemma about its role and purpose. On the one hand it may be seen as a market town acting as a service centre for a wider rural area and generating employment from the provision of services to this area. On the other, as the regional and national economies change, so a role as a dormitory town with employment increasingly sought elsewhere (characterised by longer distance commuting) becomes more prevalent. The former appears to be the preferred role, for example, in the Core Strategy, whilst the latter continues to be more evident, especially with the growth in population over recent decades and the loss of local facilities and transport provision.

- 5.5.6 Four other factors are also evident; the ageing population, the changing nature of work, accessibility to workplaces and the lack of employment land. Each is relevant. The ageing population is a result of the trends in longer life expectancy and improved health. Ripon is a city of choice for retirement. This supports city centre, recreational and cultural activities which offer employment and eventual health and care work. Some households choose Ripon owing to current secondary education policy, others because the environment makes it a pleasant place to live whilst carrying on business which is less location dependent. Local high-speed broadband supports on-line business activity, including for those businesses “working from home”.
- 5.5.7 Land for employment has been limited in Ripon for several years and most realistically available land now has been developed. Nearby business parks and industrial estates provide job opportunities for Ripon workers, notably at nearby Melmerby. Imminent completion in 2018 of further upgrading of the A1 to motorway standard will improve accessibility to work outside the city with both Teesside and Leeds city regions providing opportunities. However, alternatives to the use of the private car are limited. Whilst there is a relatively frequent bus service between Ripon, Harrogate and Leeds city centre, many work places are dispersed. The frequency of bus service offered to other centres such as York, Northallerton and Richmond is low, and journeys are longer than would be taken by car. There is no rail service to Ripon, the nearest stations being at Thirsk and Harrogate.



College Business Park

- 5.5.8 Therefore, the Plan needs to protect the employment areas that do exist in Ripon whilst recognising the severe limitations on allocating further sites. Job opportunities will continue to be provided and created in the service sectors, despite generally low wage levels, and through home-working as Ripon focuses on its role as “a meeting place of choice”. In this regard jobs and job creation in the hospitality sector is an important contribution to the city. Consequently, the Plan seeks the protection of existing hotel rooms and promotion of new hotels through the identification of sites.
- 5.5.9 Ripon’s role as a visitor destination is important for the local economy despite generally low wage levels in the sector. The proposals for major development at the Cathedral and Workhouse Museums are supported for their significant economic impact.

5.5.10 The city centre is a key focus for Ripon’s economy and regeneration and is the subject of the preceding policy section.

Objectives:

This section of the Plan contributes to the following objectives:

- To strengthen the city centre as the meeting place of choice for Ripon residents and visitors
- To facilitate the regeneration of Ripon by:
 - protecting sites for employment and training
 - providing tourist accommodation

Accordingly: the following policy (D1) will apply:

Policy D.1 - Protection and Provision of Hotels

Change of use of a hotel

Proposals involving the change of use of a hotel with 20 or more lettable bedrooms will be supported only where clear evidence is provided to demonstrate that they are no longer viable, including:

- evidence that the hotel has been actively marketed at existing use value for at least 12 consecutive months; and
- occupancy rates for the last three years of operation; and
- capital expenditure in the last five years of operation.

A site is shown at Victoria Grove on the Policies Map as being suitable for the development of a new hotel.

Justification for D.1:

- 5.5.11 Ripon is a visitor destination and needs to facilitate longer stays by visitors. There is a shortage of hotel rooms in some categories as well as hotels of sufficient size to accommodate coach parties.
- 5.5.12 The protection of hotel rooms from redevelopment proposals is important to maintain Ripon’s role as a visitor destination.



The Spa Hotel

5.6 SECTION E - PROVIDING NEW HOMES

Introduction:

- 5.6.1 The provision of more housing is a key element of Sustainable Development.
- 5.6.2 The Final Strategic Housing Market Assessment (SHMA) prepared for the emerging Local Plan in 2015 proposed a full, objectively-assessed requirement of housing need of 557 dwellings each year and whilst this is not a housing target as such, weight had been given to it for plan making and monitoring. The SHMA did not disaggregate the requirement to parts of the district.
- 5.6.3 It will be important not to waste available land so seeking appropriate housing density will be important. Yet density needs to reflect local distinctiveness.
- 5.6.4 There is some demand from people interested in self-build and custom housebuilding. The Plan proposes a way to provide plots for self-builders.
- 5.6.5 A significant concern from consultation is the affordability of homes in Ripon. However, there is no information available from the SHMA to promote an affordable housing policy for the city alone and given the frequent introduction of new priorities and initiative by Government it is concluded that affordable housing matters at this time will depend upon the Local Plan.

Objectives:

This section of the Plan contributes to the following objectives:

- To contribute to meeting the need for new homes by
 - allocating sites for new open market homes and new affordable homes
 - anticipating the opportunity for using windfall sites for new housing
- To facilitate the regeneration of Ripon by:
 - designating mixed-use areas
 - providing a strategic basis for the redevelopment of the military estate including the requirement for masterplanning a new urban village affordable and market housing.

Accordingly, the following policies (E.1— E.2) will apply:



Attractive and sensitive high density housing in the city centre, Allhallowgate/Stonebridge Gate

Policy E.1 – Density and Size of New Market Homes

All proposals will be expected to deliver housing at a density of not less than 30 dwellings per hectare. Higher densities of not less than 40 dwellings per hectare will be sought on sites within the area defined by the outer boundary of higher density on the Policies Map.

These requirements may be relaxed where it is demonstrated that development at such densities would be detrimental to local character or amenity or there are other constraints upon the site itself which would prevent these densities being achieved.

These requirements may be relaxed also where it is demonstrated that development at such densities on sites which border onto open countryside, SLAs and sites of nature conservation interest would be detrimental to the city’s setting and natural environment. This is to ensure that sufficient space is provided within the development (including both public areas and residential curtilages) in order to accommodate a mature perimeter tree canopy.

Justification for E.1:

- 5.6.15 A neighbourhood approach to site density is appropriate and locally distinctive to Ripon especially as regards achieving higher densities in and around the city centre and protecting the city’s landscape setting. Planning policy can seek the creation of mixed communities through the placing of site density requirements.



Perimeter tree planting helps to screen housing from open country as here at Hell Wath

Policy E.2 - Support for self-build and custom housebuilding

All proposals for residential development of sites for above 20 units should reserve a minimum of 5% of plots for disposal to self-builders subject to appropriate demand being identified. These plots should be offered for disposal not later than two years from the start of site preparation works. Plots which have not been sold within a further two years shall revert to the developer subject to the conditions of disposal not being unreasonable.

Justification for E.2:

- 5.6.7 Under the Self-build and Custom Housebuilding Act 2015 local authorities are required from April 2016 to keep registers of individuals and associations of individuals who wish to acquire serviced plots of land to bring forward self-build and custom housebuilding projects. Evidence from practitioners advised that there is a known but unquantified demand for plots for self-build housing in the city and surrounding area. However, it is not possible for the Plan to identify individual plots.
- 5.6.8 The allocation of large sites upon which Ripon's housing land supply substantially rests is a matter for the Local Plan. A policy to reserve sites for self-build and custom housebuilding within the site layout offers a way forward, as long as the commitment is time limited. It may be that house-builders will find it attractive to provide serviced plots.
- 5.6.9 An indirect output from such development is the opportunity for creative, innovative and site-specific architecture, an aspiration of the Plan.

5.7 SECTION F - ENJOYING OPEN SPACE AND PROVIDING COMMUNITY FACILITIES

Introduction:

- 5.7.1 Ripon sits in attractive countryside between the edge of the Pennines and the Vale of York. This countryside extends into the north of the city boundary within which are around fifty separate open space sites comprising playing fields, school grounds, parks and playgrounds, allotments and undeveloped land. Additionally, some sites have nature conservation interest.
- 5.7.2 The 2001 Harrogate District Local Plan protected both amenity and recreational open space including school sites. In addition, it introduced SLAs. Public consultation revealed concern to give strong protection to the city's open spaces.
- 5.7.3 The Plan continues policies that seek protection of open space sites for enjoyment of amenity and recreation purposes. There are other community facility considerations including future needs for additional school sites and for indoor recreation and leisure that could require the use of current open space sites. Other community facility needs in the south of the city may need to make use of land otherwise allocated, for example, for employment.

Objectives:

This section of the Plan contributes to the following objectives:

- To protect, and where appropriate allocate, sites for community purposes including health, leisure and recreational uses:
 - public open space/amenity space
 - playing fields
 - swimming pool
 - the hospital and associated primary care facilities
- To facilitate the regeneration of Ripon:
 - providing a strategic basis for the redevelopment of the military estate including the requirement for masterplanning a new urban village.

Accordingly, the following policies (F.1-F.6) will apply:



Amenity Open Space in the heart of the city between Clothholme and Kirkby Roads

Policy F.1 - Amenity open space and other open land

Development proposals on open space and other open land which are shown on the Policies Map and City Centre Inset and which make a significant contribution to the visual amenity and character of the city, must demonstrate that the development respects local character and protects biodiversity and does not reduce opportunities for informal recreation.

Justification for F.1:

- 5.7.4 Ripon enjoys open land within its boundary. Some is countryside and farmland on the edge of the city, whilst other sites are playing fields, school grounds, parks and playgrounds, allotments and undeveloped land. Additionally, some sites have nature conservation interest. The theme that is common to them all, whether in private or public ownership, is their contribution to the overall amenity of the city.

Policy F.2 - Local Green Space

The areas listed below and identified on the Policies Map are designated as areas of Local Green Space, which will be protected in a manner consistent with the protection of land within Green Belts:

- Temple Gardens G1
- Bishopton Fields G2
- College Lawn G3
- Goose Common G4
- Kearsley Road G5
- Tower Road G6
- Workhouse Garden G7

Justification for F.2:

- 5.7.5 Certain amenity open spaces, but not all, meet the criteria set out in paragraph 77 of NPPF to be designated Local Green Space. The sites identified meet the criteria. Support for the Plan provides an impetus for them to receive this classification.



Goose Common, Princess Road

Policy F.3 - Protection and replacement of recreation open space

Owing to the shortfalls in sporting provision and oversubscription in Ripon, development proposals that involve the loss of existing outdoor public and private sport and recreational facilities will not be supported unless:

- the applicant can demonstrate that there is a surplus of similar facilities in the area and that its loss would not adversely affect the existing; or
- a satisfactory replacement facility is provided in a suitable location, accessible to current users, and at least equivalent in terms of size, usefulness, attractiveness and quality; or
- in the case of playing fields, where sports and recreation facilities can best be retained and enhanced through the development of a small part of the site, the benefits of which should clearly outweigh the loss of this land.

Justification for F.3:

- 5.7.6 Recreation open space includes playing fields, other sports grounds and playgrounds in both public and private ownership. There is a shortfall of playing fields for some sports within the city, but it has not proved possible to allocate sites for new facilities. Accordingly, it is important to protect existing facilities from development proposals.



Paddies Park Play Area

Policy F.4 - Allotments

Proposals will be supported for the laying out of additional allotment subject to respecting local character and residential amenity.

Justification F4:

- 5.7.7 The existing allotment belts across Ripon are fully subscribed with waiting lists. In order to address this shortage of plots it is proposed that additional allotment belts should be developed on vacant and undeveloped land as extensions to existing belts at Kirkby Road and Boroughbridge Road. Allotments assist in promoting healthy lifestyles and the production of locally-grown fresh produce.



Kirkby Road Allotments



Holy Trinity Junior School

Policy F.5 - Community Facilities Priority Area

Proposals for the development of community facilities relevant to achieving improvements in community health and education in south Ripon will be supported subject to such development respecting local character and residential amenity and not resulting in harm to highway safety.

Justification for F.5:

5.7.8 Recent analysis of Ripon revealed that there is evidence of parts of Minster Ward in the south of the city suffering relative greater multiple deprivation within Ripon than other parts with regard to health, deprivation and disability. Accordingly, proposals for new public facilities related to health and other community uses might be located closer to these more deprived areas.

Policy F.6 - Ripon Leisure Centre

Further development of the Ripon Leisure Centre to include the provision of an indoor swimming pool, additional accommodation for indoor recreation and outdoor all-weather playing surfaces (such external illumination having regard to minimising impact on neighbouring homes) will be supported.

Justification for F.6:

5.7.9 Recent analysis of Ripon revealed that there is evidence of parts of Moorside Ward and Minster Ward in the south of the city suffering relative greater multiple deprivation than other parts of Ripon. Accordingly, as far as possible, proposals for new public facilities related to education, health and recreation might be located closer to these more deprived areas.

5.7.10 The existing Ripon Leisure Centre is sited in protected recreational land. It is understood that this would be the preferred site for relocation of the swimming baths by HBC as it is both available and offers the opportunities for enhancement of service provision. It is in a reasonably accessible part of the city for those without access to private transport and could be the location for further investment in indoor recreation and associated facilities as well as replacement outdoor playing facilities such as all-weather surfaces.



Ripon Leisure Centre

5.8 SECTION G - CONNECTING RIPON

Introduction:

- 5.8.1 The Plan is required to promote sustainable development. In order to make best use of the opportunities for growth in Ripon it is important that the Plan includes sustainable transport measures. These need to support the "meeting place" role of the city centre for residents, workers and visitors alike, addressing accessibility through walking, cycling and mobility enhancement and supporting alternatives to use of the private car.
- 5.8.2 There is good reason to promote the contribution that selective road projects could have for accessibility and environmental improvement. The North Yorkshire Local Transport Plan 4 (2016-2046) (NYTP4) identifies Ripon as a priority area in which to address traffic congestion. Consultation revealed concerns about orbital traffic on the west of the city and traffic congestion in the city centre. The Plan suggests practical additions to the public highway network and how these may be delivered.
- 5.8.3 Low and High Skellgates have poor air quality arising from traffic. Whilst the Highway Authority has no current proposals, Ripon is recognised in NYTP4 as a priority for reduction in traffic congestion. Further investment in highways needs to be encouraged as basic infrastructure for the growth of Ripon.
- 5.8.4 There are significant gaps in the footpath network that inhibit permeability within the city centre and outer areas. Some paths in established daily use are not definitive rights of way.
- 5.8.5 Restrictions imposed by the historic road pattern detract from re-allocating carriageway space to cycling. Ripon is on the "Way of the Roses" National Cycle Route 688 and this is of economic importance for the city's tourism sector. Off-road improvements appear necessary to enhance this route as well as making connections into it from neighbouring tourist destinations, towns and villages and facilitating cycling to and from the city's schools and employment areas. A cycling strategy for the Ripon area is included as a Complementary Project to determine appropriate infrastructure.
- 5.8.6 It is important that new development takes into account the needs of those with impaired mobility in order to promote equality and accessibility for all and with regard to deprivation.
- 5.8.7 Connections between Ripon and locations further away are constrained through the lack of alternatives to private transport, both bus and rail. The Ripon, Harrogate and Leeds bus service is the only Key Bus Service Corridor within the District. Improvements to the Ripon and York corridor and between Ripon, Melmerby employment area and Thirsk town and railway station are a priority. Bus services between Ripon and the Nidderdale AONB including the Studley Royal and Fountains Abbey World Heritage Site are limited.

5.8.8 Re-opening the railway through Ripon would further improve accessibility. NYCC Strategic Transport Priorities of 2015 identifies improving access to high speed and conventional rail. Support will be given to transport industry partners in provision of a new railway between West Yorkshire, Harrogate and the North. Should a new railway pass through the city (utilising such of the original route that may be suitable) a station close to the by-pass for public transport interchange and access to the city centre should be promoted.

5.8.9 These measures aim to promote sustainable transport within Ripon and support and encourage sustainable development.

Objectives:

This section of the Plan contributes to the following objectives:

- To strengthen the city centre as the meeting place of choice for Ripon residents and visitors
 - promoting highway improvements that redirect vehicular traffic away from the Market Place
- To improve accessibility within Ripon and beyond
 - designating safe pedestrian routes and cycleways that assist connecting the urban villages of the city and the city centre and beyond
 - promoting Access for All
 - promoting a sustainable network of local bus services within the city and beyond (including to York and Thirsk)
 - setting out an approach for reinstatement of the railway through Ripon
- To protect, and where appropriate allocate, sites for community purposes including health, leisure and recreational uses;
- To contribute to meeting the need for new homes;
- To facilitate the regeneration of Ripon;
- To identify the opportunities and constraints in attracting resources for the delivery of proposals
- Consider the infrastructure requirements of Ripon's regeneration and development
- To identify opportunities that arise during the preparation of the Plan for projects that will complement delivering the vision (some of which may be led by Ripon City Council through the City Development Initiative)
 - influence the strategies of others for making Ripon a better place

Accordingly, the following policies and community actions (G1-G5) will apply:



Community Action G.1 - Possible New Highways

The City Council will request the Highway Authority to investigate the feasibility, practicality and deliverability of new highways to improve circulation and accessibility, reduce congestion, improve air quality and facilitate public realm improvement. In particular, the City Council are interested in investigating scope for:

- incorporation of roads within the military estate into the public highway network to improve accessibility and reduce congestion in the city centre
- linking Mallorie Park Drive and Studley Road to reduce congestion in the city centre
- measures in the Low Skellgate and High Skellgate vicinity for air quality management and reduction of congestion
- traffic management measures in the Spa Quarter and Cathedral Precinct to improve pedestrian and cycling circulation.

Justification for Community Action G.1:

5.8.10 The Highway Authority does not have any declared highway schemes within Ripon nor can this Plan assume this responsibility. However the City Council would like to suggest how new highways could play a part in regeneration of the city and sustainable development.

Policy G.2 - Footpaths and public rights of way

Footpaths shown on the Policies Map and City Centre Inset will be protected from disconnection by development proposals. Where such footpaths are not yet complete this will be encouraged in order to improve accessibility and permeability.

Developments that would result in the loss of, or harm to, the recreational and/or amenity value of an existing public right of way will not be supported. Development proposals involving the diversion of a public right of way will only be supported where the alternative route is convenient, attractive and equal to, or better than, the existing route.

Justification for G.2:

5.8.18 Walking is an essential contribution to sustainable transport. It is important for accessibility and for health. The character of Ripon, especially the city centre, includes footpaths, ginnels, courts and riverside paths. Relatively few of these are defined rights of way. The remainder are vulnerable to closure and it is important to provide a means of protection for these paths, especially where they complete a route.



Policy G.3 - Cycling

The provision of facilities for cyclists including storage and parking and the provision of cycle paths will be supported.

Justification for G.3:

5.8.12 Cycling is an essential part of sustainable transport for accessibility and health. It can be also a significant option for travelling to work or to school. Whilst many cycle routes are provided within the highway it is extremely likely that for routes of any length off-road cycle paths will be necessary. This is the case in Ripon where many routes into and across the city centre are restricted by the historic street pattern. There are important orbital routes, especially connecting employment areas and the secondary schools, that are not available to cyclists. The "Way of the Roses" recreational cycle route 688 is totally dependent upon carriageways within the city boundary. A significant shift in cycling in Ripon needs better connectivity and off-road provision and this can be sought through incorporation in development proposals and bespoke projects supported by a comprehensive cycling strategy for the city (and its hinterland).

5.8.13 The City Council will encourage the provision of financial contributions toward the preparation and publication of a Ripon City cycling strategy and programme of works. This strategy should identify the location of off-road cycle paths and the co-ordination and integration measures to be provided within existing or new public highways.

Policy G.4 - Mobility

The provision of facilities for people with mobile impairment will be supported.

Justification for G.4:

5.8.14 Whilst there are regulatory regimes that address disability it is important that sustainable development in Ripon is socially and economically inclusive seeking appropriate mobility provision wherever possible.

Community Action G.5 - Railway Reinstatement

The City Council will encourage the opening of a railway through Ripon in order to improve accessibility for passengers and to provide an alternative to private transport. Owing to development of parts of the original track-bed this support recognises that an alternative route would need to be defined. This should provide for a passenger station with interchange to local bus services and car parking to facilitate accessibility for the city and its hinterland.

Justification for Community Action G.5:

- 5.8.15 Reinstatement of the former railway line has been advocated for many years. Ripon is the largest town in Yorkshire without its own railway station and is over ten miles from the nearest ones at Thirsk and Harrogate. This is a notable disadvantage in securing sustainable transport and sustainable development.
- 5.8.16 Whilst some of the surviving track-bed is protected in the Harrogate District as a walking / cycling path this is not continuous and no part of the route within Ripon is so available for public use.
- 5.8.17 Recently, concern has been expressed for the resilience of the East Coast Main Line owing to the lack of a diversionary route between Northallerton and York. The reinstatement of the Northallerton – Ripon – Harrogate - Wetherby railway would provide an alternative route for East Coast rail freight and diverted traffic, as well as reinstatement of passenger services calling at Ripon. The NYCC Strategic Transport Priorities published in 2015 focused on the generality of access to high speed and conventional rail services and hubs without at this stage any promotion of options. Specifically, 75% of the North Yorkshire population should be within 20 minutes of a conventional railway station, which Ripon is clearly not at present.
- 5.8.18 This Plan recognises fully that this is a regional, if not national, infrastructure matter that the City Council considers should be pursued.



5.9 SECTION H - PROTECTING THE ENVIRONMENT AND OUR HERITAGE

Introduction:

5.9.1 Policies in this section seek to protect Ripon's natural and built environment assets. There is a well-developed general regulatory framework for many of these topics that the Plan does not seek to replicate. Additionally, HBC has put in place a number of relevant supplementary and advisory documents. This section provides policies relating to local character, public art and external lighting.

Accordingly, the following policies (H1-H3) will apply:



Ripon Sewage Treatment Works

Policy H.1 - Ripon Sewage Treatment Works

Where possible, development proposals to improve the Ripon Sewage Treatment Works facility should incorporate measures to help screen and/or soften the appearance of the works.

Justification for H.1:

5.9.2 Associated with the riverside environment is the location of the sewage treatment works close to the Rivers Skell and Ure. The industrial appearance of the works is prominent on the edge of the city and the busy entrance route of the B6265. It is anticipated that Yorkshire Water may invest further in the works in the future and this may provide an opportunity to address matters relating to the visual impact.



'Alice in Wonderland' tree sculpture in the Spa Gardens

Policy H.2 - Public Art

The provision of Public Art, or financial contributions towards its provision, will be supported.

Justification for H.2:

5.9.3 Given Ripon's attractive architectural heritage it is surprising that there is little in the way of art installations within the street scene and open spaces. The Market Place obelisk is an obvious exception and the statue to the First Marquess of Ripon in Spa Gardens is also significant owing to the subject's family's contributions to the city and the Studley Royal estate. There is opportunity for provision of creative and innovative public art and this was recognised as an outcome from early public consultation.



Light pollution from commercial sites on Boroughbridge Road

Policy H.3 - External Lighting

Proposals for external lighting requiring planning permission must demonstrate how they respect local character, residential amenity and biodiversity.

Justification for H.3:

5.9.4 Ripon sits on the edge of the countryside with several perimeter areas of the city comprising employment areas with extensive open storage and other parking areas. External lighting is provided on these sites to meet site security requirements, but this can be obtrusive and create upward light spillage. Light pollution impacts upon the appearance of the city at night and its visibility within the nighttime countryside. Of particular importance to Ripon is the significant external lighting of the Cathedral. The lighting of perimeter sites can conflict with the quintessential view of the Cathedral towers soaring above the city.

5.10 SECTION J - PLANNING OBLIGATIONS

Introduction:

- 5.10.1 Development proposals may have impacts beyond the application site either of their own making or through cumulative impact with other proposals. Should it not be possible to control these impacts by planning conditions, applicants could be required to enter into agreement with the local planning authority to mitigate such impacts or to contribute toward wider public benefit arising from the proposal.
- 5.10.2 There are District-wide requirements for contributions toward items such as the provision and maintenance of new open space facilities, of additional school places and provision of affordable housing which may be secured through established procedures.
- 5.10.3 In the consultation stages some topics, clearly important to the respondents, were highlighted which cannot be directly addressed through the formal planning process of a neighbourhood plan but yet relate to the Plan's objectives. The previous sections of this chapter have identified a series of complementary projects. These provide evidence for wider public benefit that may be derived through planning agreements. Some projects will provide further steps that are beyond the capacity of this Plan such as the masterplanning of the regeneration areas and the preparation of local strategies for Ripon. Others will address environmental improvements and community facilities. (See Appendix A)
- 5.10.4 The identification of complementary projects evident through the preparation of the Plan provides evidence for the wider public benefit that may be delivered through Planning Agreements. (See Appendix A)
- 5.10.5 The Community Infrastructure Levy (CIL) has yet to be introduced in the Harrogate District. At such time as CIL funds are earned, the city should be able to enjoy a distribution of such funds for wider public benefit. This arises from a Ministerial statement regarding those parishes where a Neighbourhood Plan has been made.
- 5.10.6 A CIL should be an outcome of the emerging Harrogate District Local Plan. The levy would be based upon the projects and types of infrastructure required for delivery of the Local Plan. These would be revealed in the Regulation 123 list. It may be that individual complementary projects are included in the list. However, this would mean that such projects would no longer be eligible to receive financial contribution through Planning Agreements.

Objectives:

This section of the Plan contributes to the following objectives:

- To strengthen the city centre as the meeting place of choice for Ripon residents and visitors;
- To improve accessibility within Ripon and beyond;
- To protect, and where appropriate allocate, sites for community purposes including health, leisure and recreational uses;
- To conserve and enhance the physical character of Ripon and its setting through policies for the design of new development; encouragement of high quality contemporary architecture, delivery of public art and environmental improvement action;
- To facilitate the regeneration of Ripon;
- To identify the opportunities and constraints in attracting resources for the delivery of proposals;
- To identify opportunities that arise during the preparation of the Plan for projects that will complement delivering the vision (some of which may be led by Ripon City Council through the City Development Initiative).

Accordingly, the following policy (J.1) will apply:



Planning Obligations can help benefit the active enjoyment of Ripon's environment through the funding of better and more comprehensive signage

Community Action J.1 - Planning Obligations

Applicants for planning permission may be required to enter into Planning Agreements in order to mitigate the wider impacts of the development, the management of on-going elements of the proposals and the contribution to cumulative public benefit in the city as set out in a priority list of measures specific to the city of Ripon.

Justification for Community Action J.1:

- 5.10.7 This policy sets out, where appropriate, to seek financial or other contributions through Planning Obligations to a range of measures specific to Ripon. Such agreements should address the following measures:
- Strategies and Plans for matters of public benefit e.g. sports development, cycling, landscape enhancement
 - Environmental improvement, investment in sustainable transport e.g. the costs of traffic regulation and highway measures related to the promotion of cycling and walking, revenue support for bus services, way marking and signage
 - Provision and maintenance of community facilities and environmental improvement, especially to support action through the voluntary sector
 - Provision of public art.
- 5.10.8 This is not a priority list as such but gives an indication of the types of projects for which more explanation is provided in Appendix A.
- 5.10.9 This Plan has no competence as regards the CIL, nor is there any current indication of a forthcoming district-wide CIL which is significant as Neighbourhood Planning Bodies can expect a share of CIL.
- 5.10.10 The proposing of a policy regarding Planning Obligations is not only for applicants and District-level decisions makers but also to provide clarity on those matters that are important for Ripon's local distinctiveness.
- 5.10.11 Ripon City Council will also work with the appropriate agencies and organisations to develop funding bids to deliver the Plan's objectives, policies and complementary projects.



6 MONITORING AND REVIEW

6.1 Monitoring of the Plan is important and is likely to take the following form. The immediate purpose of monitoring will be to reveal the effectiveness of the Plan's policies. New information will emerge which as well will show changes to the city. This will be published by Government agencies, NYCC and HBC. Updated and new information could be collected by Ripon City Council and its neighbourhood partners as well, dependent upon capacity.

6.2 Some monitoring should be carried out at frequent intervals, other topics could be reviewed over longer periods. A comprehensive review of information would be necessary to inform any decision to review the Plan. This would include consideration of the status and content of the Local Plan and its evidence base prevailing at the time. Planning decisions would be monitored to assess the use and effectiveness of the Plan's policies.

6.3 A schedule of what information to collect and review is likely to include:

6.4 Complementary projects are not part of the Plan's policies, but annual monitoring of progress should be carried out by Ripon City Council.

6.5 A more comprehensive review after five years would be appropriate including: an assessment of how the Plan's objectives are being achieved, an update of the statistics contained within the Parish Profile, emerging neighbourhood issues and review of policy context. This approach, in conjunction with the cumulative annual reports, will inform any decision on whether a formal review of the Neighbourhood Plan is necessary.

Topic	Provider	Interval	Notes
Background information			
Population	NYCC	Annual Parish estimates	Expectation of a full national census in 2021.
Deprivation	ONS Indices of Deprivation	Next issue	
Health	CCG	Latest available on request	Information on school occupancy
Education	HBC (Economic Development Service)	Latest available on request	Information on school occupancy
Employment and business	HBC (Economic Development Service)	Latest available on request	Additional information for the YNYER LEP provided by NYCC.
Traffic and parking	NYCC HBC - off-street parking	Latest available on request	
Ongoing required information			
Housing	HBC (Planning Service) - Planning permissions, completions, location (re Policy E.1)	Annual or more frequent on request	HBC Annual Monitoring Report would be consulted for district overview
City centre property occupancy and use (re Policy C.2)	Ripon City Council	Annual	Continuation of time series
Planning Agreements	HBC (Planning Service)	Latest available on request	
Regeneration Areas and city centre quarters	Ripon City Council	Biannual	Progress on development and change
Employment Areas	Ripon City Council	Biennial	Progress on development and change
Environmental indicators	HBC (Planning Service)	Latest available on request	Include British Geological Survey



'Fred and Bones', one of the Silhouette Soldiers produced as part of the Ripon Community Poppy Project

APPENDIX A: CITY DEVELOPMENT INITIATIVE

1. COMPLEMENTARY PROJECTS

- 1.1 This Plan is required to focus on presenting Planning policies that will guide the future development of Ripon. However, it is allowed to include projects that would assist in delivering these policies.
- 1.2 Throughout the previous chapter proposals have been identified for complementary projects. These are projects that have been suggested through the public consultations and that relate to the Plan's objectives. Sometimes it has been important to recognise that it is better to suggest direct action rather than suggest a policy that may not be effective. Some projects are required as part of the implementation of a policy e.g. a Cycling Strategy and Action Plan.
- 1.3 The Plan will seek to fund (as may be required) the implementation of the complementary projects through Planning obligations and agreements. Complementary projects may be funded in partnership with other bodies having similar aims and objectives and when timing can be agreed. (For example, the National Trust is seeking assistance from the Heritage Lottery Fund for an environmental management project covering the catchment area of the River Skell. This could support riverbank habitat improvement and management within the city.) Ripon City Council will liaise with prospective organisations and seek opportunities in order to deliver the complementary projects outlined in the Plan.
- 1.4 Ripon City Council will seek to influence annual and other budget decisions by Harrogate Borough Council and North Yorkshire County Council on housing, open space and recreation, economic development, community facilities and transport. Ripon City Council will also work with the appropriate agencies and organisations to develop funding bids to help achieve the Plan's policies, objectives and complementary projects. The National Lottery, UK Government programmes, LEP programmes and the recently established Local Fund.

1.5 The projects are:

B. Growth and Regenerating Key Areas of the City

- Clothholme Regeneration Area Masterplan

C. Strengthening the City Centre

- City Centre Signage and Wayfinding Strategy and Delivery Plan
- Car Park Improvement and Capacity Study
- Victoria Grove Retail and Hotel development prospectus
- Cathedral Precinct Masterplan
- Market Place, Westgate and West of Market Place Environmental Improvement Action Plan
- Kirkgate Yards Environmental Improvement Action Plan
- Allhallowgate Yards Environmental Improvement Action Plan
- Spa Gardens and Spa Park Environmental Improvement Action Plan

F. Enjoying Open Space and Providing Community Facilities

- Arts and Culture Centre Viability Study
- Ripon Sports Development Strategy

G. Connecting Ripon

- Ripon Integrated Transport Strategy (including the following as appropriate)
- Park and Ride Feasibility and Viability Study
- Public Paths Protection and Improvement Action Plan
- Cycling Strategy and Action Plan
- Railway Reinstatement Feasibility Study
- Bus Connectivity Improvement Plan

H. Protecting our Environment and Heritage

- Riverbank Habitat Improvement and Management Plan
- Local List of Undesignated Heritage Assets
- Public Art Strategy and Delivery Plan

A description of each identified complementary project, a schedule of prospective partners and timing is set out in a supporting document.



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Making a Better Place

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