

EXAMINATION HEARING STATEMENT  
– MATTER 4

CRAVEN LOCAL PLAN

CHATSWORTH SETTLEMENT TRUSTEES (CST) (BOLTON ABBEY  
ESTATE)

 Rural Solutions

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# Rural Solutions

## EXAMINATION HEARING STATEMENT – MATTER 4

LOCAL AUTHORITY  
CRAVEN DISTRICT COUNCIL

LOCAL PLAN  
CRAVEN LOCAL PLAN

ON BEHALF OF  
CHATSWORTH SETTLEMENT TRUSTEES (CST) (BOLTON ABBEY  
ESTATE)

ISSUE DATE  
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## I. INTRODUCTION

- 1.1: This Examination Hearing Statement has been prepared on behalf of Chatsworth Settlement Trustees (CST) (Bolton Abbey Estate), in advance of hearing sessions for the emerging Craven Local Plan (emerging CLP).
- 1.2: This statement addresses our direct responses to the Inspector's Matters, Issues and Questions (MIQs) on Matter 4.
- 1.3: Our responses to questions are provided in section two and for clarity responses are set out directly under questions from the Inspector.
- 1.4: CST has made detailed submissions on previous versions of the plan and therefore our responses are proportionate in terms of detail.
- 1.5: However, by way of introduction to the responses it is considered helpful to confirm that, with regard to its development needs and opportunities, CST has engaged with CDC and other key stakeholders in an ongoing and rigorous way, over a number of years. This includes the following:
- CST has engaged in the Craven Local Plan (CLP) process throughout its production process. (NB. CST did the same in relation to the Yorkshire Dales National Park Local Plan)
  - CST submitted detailed representations to CDC in October 2014, May 2016, July 2017 and February 2018
  - CST has actively engaged with officers of the council at all levels on an ongoing basis. CST has also actively engaged with other stakeholders, together with CDC or individually. Stakeholders include Historic England (HE, Yorkshire Dales National Park Authority (YDNPA) and Natural England (NE)
  - CST has actively engaged with key, statutory stakeholders in the preparation of The Bolton Abbey Heritage Landscape Management Plan 1993 (by English Nature et al) and, most recently, the Bolton Abbey Development Options Appraisal Study (BADOAS) 2017 (by Lichfields). Both of these documents have informed the preparation of the emerging CLP, with the BADOAS underpinned by an up-to-date evidence base comprising the following independently-prepared technical documents; The Bolton Abbey Heritage Capacity Assessment (by FAS); The Bolton Abbey Landscape Capacity Assessment (by Gillespies); The Bolton Abbey Transport Statement (by Arup); The Bolton Abbey village Masterplan (by CST); The Bolton Abbey Visitor Accommodation Needs Assessment (by Frey Consulting); The Bolton Abbey Staff Accommodation Needs Assessment (by Frey Consulting); The Bolton Abbey Ecological Statement (by BLE); The Preliminary Bolton Abbey Heritage Assessment (by ArchHeritage); The Preliminary Bolton Abbey

Landscape Appraisal (by Gillespies); and The Bolton Abbey Estate Tourism Development Strategy (by CST)

- The BADOAS report adopted a robust process of analysis using SWOT and “EIA-style” techniques to arrive at the preferred option i.e. the most appropriate location for tourism development within the Core Visitor Area (CVA)
- From the outset the method of production of the BADOAS report was open to scrutiny by key stakeholders (including CDC, YDNPA, HE, NE and the EA) throughout its preparation and changes were made to the report to reflect their feedback
- Community consultation formed a key part of the BADOAS process, allowing CST to present its long-term proposals for Bolton Abbey and the CVA and to take on board feedback
- It is understood that no objections to the inclusion of Bolton Abbey within the CLP’s settlement hierarchy or for the plan’s support for tourism-led development, have been received from residents or other stakeholders
- CST strongly supports the CLP and its inclusion of Bolton Abbey within the settlement hierarchy and its positive policy approach (EC4/EC4A to Tourism-Led Development at Bolton Abbey
- CST considers the submitted CLP to be sound.

1.6: If the Inspector has any queries in relation to the contents of this statement in advance of the examination hearing sessions we would be pleased to answer these.

## 2. RESPONSE ON MATTER 4 – SPATIAL STRATEGY AND HOUSING GROWTH (POLICY SP4)

### ISSUE 1 – SETTLEMENT HIERARCHY

#### Q1. How was the hierarchy established?

- 2.1: CST wishes to make the following comments, principally in relation to the settlement hierarchy as it relates to Bolton Abbey.
- 2.2: For clarity Bolton Abbey, consists of three distinct areas with a number of services, as listed below:

Bolton Abbey village: Church; village hall; post office / shop; short stay public car park; delicatessen; bus stop; tea room / café; bookshop; public toilets.

Bolton Bridge: Bistro; gym/health spa; hotel; bus stop; tea room; garage; cricket club; small farm shop.

Bolton Abbey Station: Railway station; business centre; bus stop; café.

- 2.3: Representations to the emerging CLP process have emphasised that Bolton Abbey, situated at the very eastern end of the plan-area provides a service village function to a number of communities both inside and outside of the National Park. Maps submitted to CDC earlier in the plan-making process, which clarify its service provision and spatial relationship with other settlements are attached at appendix I.
- 2.4: In addition, as outlined at paragraph 4.42 of the submission CLP a number of options were considered by CDC and were the subject of sustainability appraisal. The sustainability appraisal considered that the preferred option is the most sustainable.
- 2.5: It is also important to note that CDC, in accordance with the duty to co-operate has actively engaged with the YDNPA in relation to villages bisected by the national park boundary.
- 2.6: CDC, in including Bolton Abbey in its settlement hierarchy, as a Tier 4 Bisected Village with Basic Services, has also had regard to the examination and adoption of the Yorkshire Dales Local Plan (YDLP). Bolton Abbey is included in the YDLP as a Service Village, having been included in this tier following ongoing liaison and representations by CST
- 2.7: CDC has also engaged with various stakeholders including Historic England and Natural England who have raised no objection to Bolton Abbey's inclusion within the settlement hierarchy.

- 2.8: Officers of CDC and YDNPA have attended a number of meetings with CST and various stakeholders at Bolton Abbey to discuss future development with cross-boundary implications.
- 2.9: CDC has carefully reviewed the submissions of CST, on earlier drafts of the Local Plan regarding the need for development and capacity to accommodate development in Bolton Abbey, in identifying Bolton Abbey as a Tier 4 Bisected Village with Basic Services.
- 2.10: These representations have been supported by a number of technical studies (see para 1.5, fourth bullet point). CST has engaged with the LPA over a number of years including representations from 2014 on earlier versions of the plan.
- 2.11: It is considered that in relation to Bolton Abbey as a bisected village with services, CDC, in including the village in its settlement hierarchy, has complied with the duty-to-cooperate with other authorities and stakeholders, as advised by paragraph 24 of the NPPF.

**Q2. Does it take into account sufficient factors? Is the hierarchy of settlements consistent with the Framework which seeks to actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable?**

- 2.12: It is considered that the settlement hierarchy takes into account sufficient and a wide-range of factors. Many of these are outlined above (in the answer to Q1).
- 2.13: As outlined in previous representations on the Local Plan, Bolton Abbey is a sustainable settlement which requires additional development to be made more sustainable. Bolton Abbey as a settlement includes three distinct areas: Bolton Abbey village, Bolton Bridge and Bolton Abbey Station.
- 2.14: CST has made it clear in representations to the CLP that Bolton Abbey fulfils a dual-role, as not only an important tourism destination but also a service village function for surrounding communities.
- 2.15: This is acknowledged by CDC who note at paragraph 7.21 of the submission draft CLP that, Bolton Abbey:
- 'comprises land at Bolton Abbey village and Bolton Bridge, and **provides a range of services to its community and those of smaller related settlements nearby in the National Park.**' (emphasis added).*
- 2.16: The extent of services available at Bolton Abbey is clarified at paragraph 2.2 and in the maps at appendix 1.
- 2.17: Bolton Abbey also includes a number of residential properties. CST has identified via a staff accommodation needs survey (included as Appendix 4 of the BADOAS report) that employees travel a long distance to work at Bolton Abbey. From both a commercial and sustainability perspective it is desirable that CST can offer local staff accommodation.

2.18: Specifically in relation to transport services it is noted that:

1. Bolton Abbey benefits from bus stops in all of the three constituent parts noted above, with numerous services, providing links to larger centres e.g. Ilkley; and,

2. Bolton Abbey is intersected by a major eastern gateway into the Yorkshire Dales National Park (the B6160). Therefore the village provides a 'service centre' to not only residents of Bolton Abbey and visitors to it, but also to residents of Wharfedale travelling through the village travelling to or from their home or place of work. Additional development e.g. farm shop, at Bolton Abbey, as supported by its inclusion in the settlement hierarchy would therefore add to the sustainability of not only the village, but also the wider area.

2.19: In relation to sustainable locations for development and making the fullest possible use of walking and cycling opportunities, CDC acknowledges that tourism-led development (delivered in accordance with policy EC4a) will provide sustainability benefits, as the plan states at paragraph 7.24 that:

'7.24 The Bolton Abbey Estate proposals refer mainly to tourism-led development to support and diversify visitor operations at Bolton Abbey, **improving cycling and walking infrastructure and providing facilities such as a farm shop and eating / drinking establishments, which will also benefit the local community.**' (emphasis added)

### Q3. Have settlements been appropriately identified in the hierarchy?

2.20: CST considers that Bolton Abbey has been appropriately identified as a Tier 4 Bisected Village with Basic Services in the settlement hierarchy for the following reasons:

- The identification of Bolton Abbey as a Tier 4 Bisected Village with Basic Services accords with the identification of Bolton Abbey as a Service Village in the YDLP
- The village benefits from multiple services as outlined in response to Q2
- The suite of technical documents, noted at paragraph 1.5 (bullet point 4) of the statement have identified that there is both a need for and capacity for new development in the village
- Development in the village will help to enhance the sustainability of Bolton Abbey and surrounding villages in accordance with NPPF paragraph 78.

2.21: The inclusion of Bolton Abbey in the settlement hierarchy will foster the delivery of new development that will ensure that the vitality of the rural community of Bolton Abbey, as well as surrounding communities who can benefit from services within it, will be enhanced by new and enhanced service provision.

Q4. What is the justification for identifying Villages with Basic Services Bisected by the Yorkshire Dales National Park Authority (Tier 4b) separately from other Villages (Tier 4a)? Does the Local Plan propose a different approach for development falling in Tiers 4a and 4b?

- 2.22: The CLP appears to make a relatively limited distinction between Tier 4a and Tier 4b settlements, with criterion E of draft policy SP4 referencing the opportunity, in relation to tier 4b settlements only, 'to reflect their roles as tourism hubs or gateways on the edge of the Yorkshire Dales National Park'
- 2.23: CST has been clear through its engagement with CDC that Bolton Abbey does play an important role as both:
- A tourism hub - By way of context, CST's Yorkshire Estate provides 160 full time equivalent jobs at Bolton Abbey, manages 450,000 visitors per year and contributes c.£8m of enabled Gross Value Added to the local economy each year (Source: New Economics Foundation); and,
  - An important gateway on the edge of the Yorkshire Dales National Park, acting as a local 'service centre' for communities within and adjoining the National Park.
- 2.24: Draft Policy SPII 'STRATEGY FOR TIER 4A AND 4B VILLAGES WITH BASIC SERVICES AND BISECTED VILLAGES WITH BASIC SERVICES' combines the spatial approach in relation to both Tier 4A and 4B settlements stating that:
- 'Tier 4 settlements will receive a limited amount of growth that underpins their role and function as settlements with basic services and to ensure ongoing sustainability.'*
- 2.25: However, it goes on to state that:
- 'Villages with basic services and/or tourism function which are bisected by the National Park boundary also receive an appropriate level of growth on the following sites:'*
- 2.26: The policy approach to Bolton Abbey is, as with Clapham, Embsay and Long Preston, one of not allocating new housing in these settlements.
- 2.27: In relation to Bolton Abbey, the plan specifically does not allocate a development site in the village for reasons outlined at paragraph 7.26 of the Local Plan.
- 2.28: Whilst CST originally sought the allocation of a specific site within the village, through its liaison with CDC and other stakeholders as listed, it understands and appreciates the rationale for Policy EC4A providing a more policy-based approach for supporting tourism led-development in this location.
- 2.29: CST considers this approach is sound.
- 2.30: CST supports the identification of Bolton Abbey as a Tier 4b settlement, however if the Inspector was minded to combine the policy approach for Tier 4a and 4b settlements, it would not object to that approach.

**Q5. How were villages in Tiers 4 and 5 determined? What factors were taken into account in deciding whether or not a village was identified in Policy SP4?**

2.31: As outlined in response to earlier questions, it is understood that Bolton Abbey has been identified as a Tier 4 settlement, based on a number of sound factors:

- Submissions by CST identifying the need for development in Bolton Abbey to both support its role as a custodian of the Bolton Abbey Estate and to ensure Bolton Abbey becomes a more sustainable settlement
- The availability of a substantial number of services in Bolton Abbey
- Submissions by CST identifying the capacity of Bolton Abbey to accommodate development
- Submissions by CST identifying the role that Bolton Abbey plays as a local service centre for communities at the south-eastern end of the Dales (and eastern edge of the CLP plan-area)
- Liaison with the YDNPA and acknowledgement of the authority's identification of Bolton Abbey as a service village within its adopted Local Plan, as found sound by the Secretary of State.

## ISSUE 2 – HOUSING GROWTH

Q1. How was the distribution of housing growth between the settlements established, and what evidence supports it? Is it justified?

- 2.32: Following extensive liaison between stakeholders, CST confirms that it supports the approach taken by the CLP, of providing a supportive policy context for tourism-led development at Bolton Abbey rather than providing a specific allocation in the village.
- 2.33: As a result of no land being directly allocated there are no specific housing numbers allocated to Bolton Abbey in the plan.
- 2.34: However, CST intends to bring forward small-scale residential development at Bolton Abbey and this would be supported by policy EC4a, which provides support for a number of land uses including:
- ‘ Other development (e.g. residential and commercial) which conforms to policies elsewhere in the Local Plan.’*
- 2.35: Draft Policy SP4: Spatial Strategy and Housing Growth would support the delivery of housing on previously developed land within a Tier 4b settlement stating that:
- ‘H .Supporting proposals for additional housing growth on non-allocated previously developed land within the main built up area\*\* of Tier 1, 2, 3, 4a and 4b settlements provided they accord with all other relevant local plan and neighbourhood plan policies;’*
- 2.36: One of the general locations (the central car park) highlighted for development on the Bolton Abbey inset map, has been the subject of initial Masterplanning work, shared with stakeholders, which included a small amount of residential development as part of a new village green concept.
- 2.37: The delivery of the same as part of a mixed-use tourism led scheme, would conform to the council’s policy on housing growth.
- 2.38: The council’s Draft Policy SPI correctly takes the approach of identifying a *minimum* housing requirement of 230 houses net additional dwellings per annum.
- 2.39: Small-scale residential development at Bolton Abbey would therefore be a windfall development contributing to housing delivering in the plan-area.
- 2.40: Furthermore small scale residential development will complement Bolton Abbey’s existing role which includes residential properties and will help to support existing services, some of which are part-subsidised by CST.

**Q5. How will the spatial distribution of housing support sustainable communities in the Local Service Centres and Villages? Is Policy SP4 consistent with paragraph 55 of the Framework? Will there be enough growth in small, medium and large villages to help support sustainable rural communities?**

- 2.41: As identified in response to earlier questions the delivery of small-scale housing has always formed part of CST's intentions for mixed-use tourism-led development at Bolton Abbey over the plan-period.
- 2.42: Whilst Bolton Abbey does not receive a site allocation (or allocation of housing numbers) new small scale residential development, delivered as part of mixed use development, will support its role as a service village and will support the local community within the area, by providing additional residents at the same time as additional services. This will help to provide a critical mass of residential properties which can enhance the sustainability of Bolton Abbey.
- 2.43: Mixed use development incorporating some residential development will support Bolton Abbey's role as a tourism centre, employment centre (the estate's offices are in the centre of the village and the estate provides 160 FTE jobs) and service centre for the surrounding area.
- 2.44: As such the approach will conform to paragraph 78 of the NPPF in its entirety and new housing development delivered by CST at Bolton Abbey will enhance the vitality of both the community and the village, which provides services to the residents of other villages nearby.

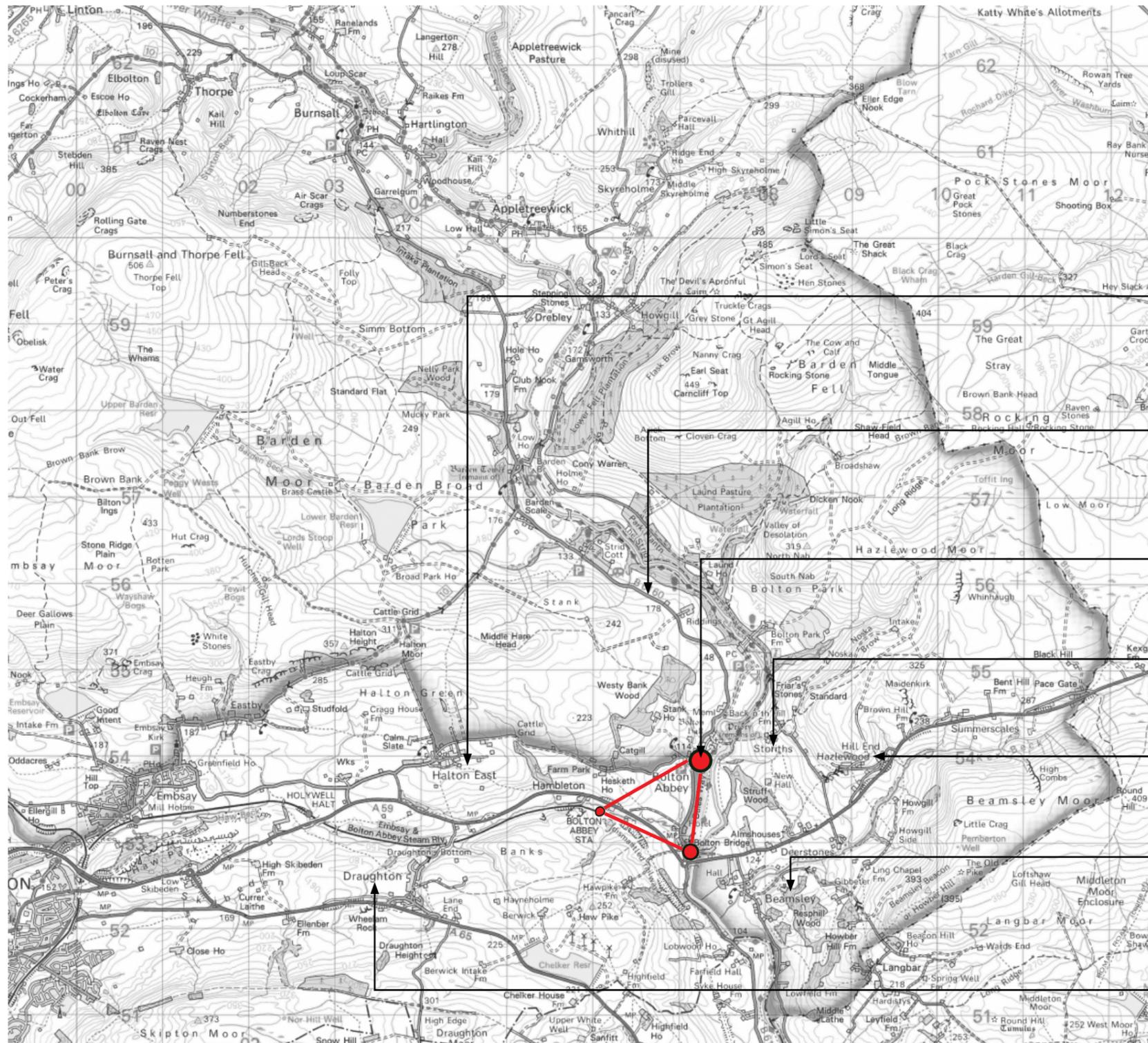
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APPENDIX I - BOLTON ABBEY SERVICE VILLAGE -  
SPATIAL CONTEXT AND BOLTON ABBEY SERVICE  
VILLAGE MAPS

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# Bolton Abbey Service Village - Spatial Context



**Halton East** - Has very limited services. Bolton Abbey provides the closest Post Office, public house and shop to the village.

**B6160** - Significant road access between southern Wharfedales communities such as; Burnsall, Appletreewick and Skyreholme. Bolton Abbey provides easy 'stop-and-shop' facilities with short stay car parking.

**Bolton Abbey Service Village**

**Storiths** - Has very limited services. Bolton Abbey provides the closest Post Office, public house and shop to the village.

**Hazlewood** - Has very limited services. Bolton Abbey provides the closest Post Office, public house and shop to the village.

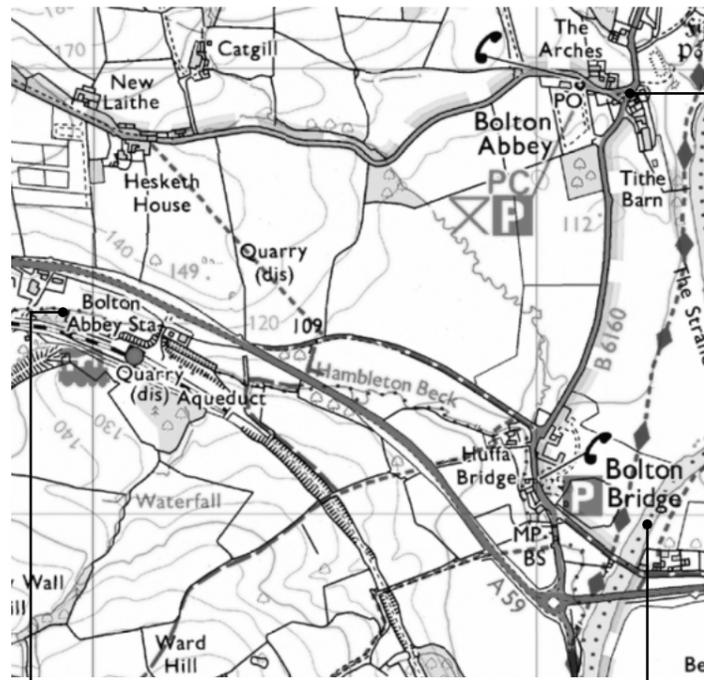
**Beamsley** - Has very limited services. Bolton Abbey provides the closest Post Office, public house and shop to the village.

**Draughton** - Has very limited services. The nearest public house / restaurant is at Bolton Abbey and Bolton Abbey Post Office is the most accessible.

# Bolton Abbey Service Village

The map below shows the numerous services available within Bolton Abbey village.

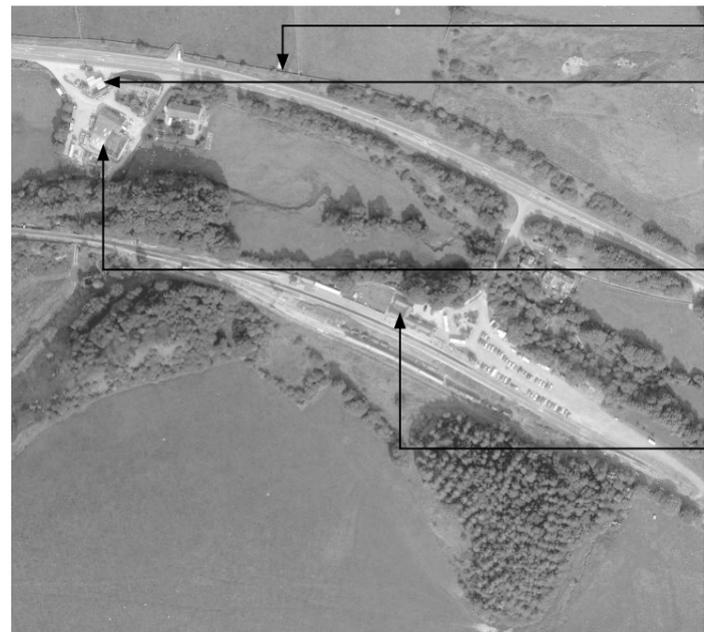
Bolton Abbey Village



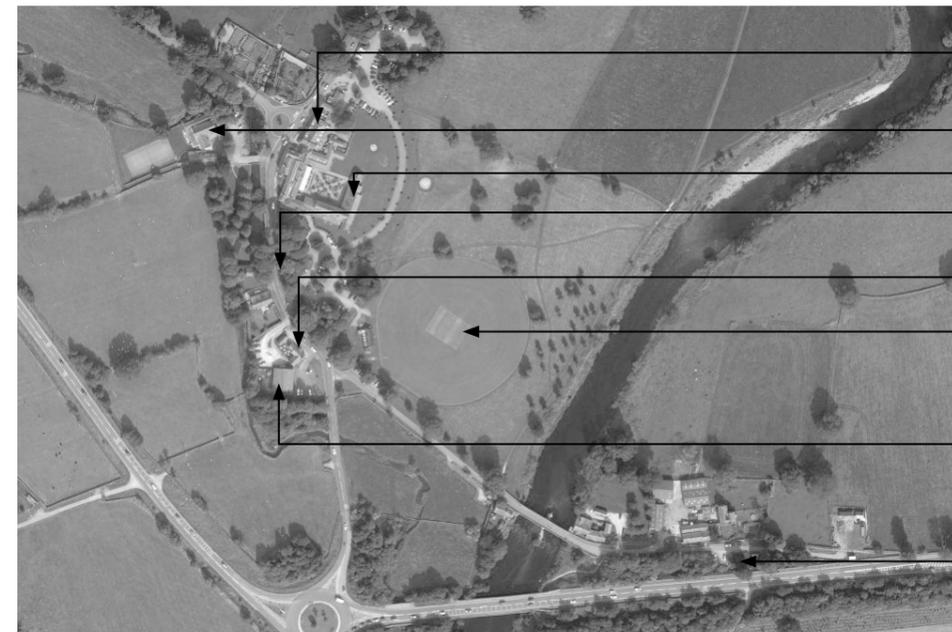
- Church
- Village Hall
- Post Office / Shop
- Short Stay Public Car Park
- Delicatessen
- Bus Stop
- Tea Room / Cafe
- Bookshop
- Public Toilets

Bolton Abbey Station

Bolton Bridge



- Bus Stop
- Cafe
- Business Centre
- Railway Station



- Bistro
- Gym / Health Spa
- Hotel
- Bus Stop
- Tea Room
- Cricket Club
- Garage
- Farm Shop

**NB:** Other services not specifically annotated on the above plans: Café / restaurant (Cavendish pavilion); tourist Information office; large main car park / coach park; and, church.