



EXAMINATION HEARING STATEMENT – MATTER 15

CRAVEN LOCAL PLAN

CHATSWORTH SETTLEMENT TRUSTEES (CST) (BOLTON ABBEY
ESTATE)



Rural Solutions



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EXAMINATION HEARING STATEMENT MATTER 15

LOCAL AUTHORITY
CRAVEN DISTRICT COUNCIL

LOCAL PLAN
CRAVEN LOCAL PLAN

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

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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 15.
- 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, which forms part of this eight hundred plus page document
 - 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 TO INSPECTORS MATTERS, ISSUES AND QUESTIONS (MIQS) – MATTER 15

MATTER 15 – RURAL ECONOMY AND TOURISM (POLICIES EC3, EC4 AND EC4A)

ISSUE 2 – TOURISM – Policy EC4

Q1. Are the key locations for tourism development under Policy EC4 identified on the Policies Map? Is it clear to decision-makers, developers and local communities which areas Policy EC4 relates to?

- 2.1: Yes the policies map is clear in so far as it relates to Bolton Abbey. The plan area wide map shows Bolton Abbey as a ‘key location for tourism development’ and the inset map shows the three ‘general locations for development within the Core Visitor Area at Bolton Abbey’ to which EC4a relates (main village car; land to north-west of the B6160 / A59 roundabout; and, land north of the highway spur (part of former A59) to the west of the B6160 at Bolton Bridge).
- 2.2: It is considered that the identification of ‘key locations’ on the policies map is appropriate as part of the local plan process. Any greater level of detail on locations would require / comprise an allocation; any lesser detail would not provide the plan-led certainty required by CST.
- 2.3: The ‘key location for tourism development’ identified in policy EC4 and on the plan area wide proposals map is then expanded upon by the inset map for Bolton Abbey, which identifies three ‘General locations for development within the Core Visitor Area at Bolton Abbey EC4a’.

Q2. Is it clear to decision-makers, developers and local communities what uses are permitted at the key locations for tourism development?

- 2.4: ‘Key locations for tourism development EC4’ are annotated on the plan-area wide Submission Policies map, and these locations include Bolton Abbey/Bolton Abbey Station.
- 2.5: In terms of tourism development policy EC4 acknowledges the ‘range of sporting, recreational, cultural, arts, wildlife and leisurely activities that people may wish to engage in as tourists’.
- 2.6: In terms of clarity, and as it relates to Bolton Abbey only, policy EC4 is expanded upon by detailed policy EC4a. Policy EC4a clarifies the uses acceptable at Bolton Abbey (see paragraph 2.32 of this report).
- 2.7: Therefore, as it relates to Bolton Abbey as a ‘key location for development’, it is considered that the plan provides clarity on the forms of tourism development that will be permitted by virtue of *both* the EC4 definition of the different types of activities that tourists may wish to engage in, and the more detailed clarification of the mix of uses that will be permitted at Bolton Abbey as referred to in policy EC4a.

Q3. How were key locations for tourism development identified? What process did the Council follow in deciding which sites to include in the Local Plan?

- 2.8: In terms of how Bolton Abbey/Bolton Abbey Railway Station was identified as a key location for tourism development, there are a number of factors:
- 2.9: Firstly, prima facie Bolton Abbey is a renowned existing tourism location that is extremely well known locally, regionally and is relatively well-known nationally. Historic England's consultation response on the publication draft CLP confirms that:

'it is one of the key attractions of this part of North Yorkshire, and makes a considerable contribution to the tourism economy of the surrounding area.'

- 2.10: It was therefore logical for CDC to identify Bolton Abbey/Bolton Abbey Station as a place to expand upon an existing tourism offer, in particular as CST was engaging with CDC on development needs and opportunities.
- 2.11: Secondly, CDC has been made aware through its ongoing engagement with CST, of the need for additional development at Bolton Abbey and in particular the lack of self-catering accommodation and wet weather play facilities, which significantly diminish the diversity of Bolton Abbey's offer. These threats were identified in the Bolton Abbey Tourism Development Strategy 2014 (appendix 2 of the BADOAS).
- 2.12: Thirdly CDC is aware from engagement with key stakeholders such as HE and the YDNPA, that these organisations understand CST's desire to expand the tourism offer at Bolton Abbey and support or do not object to this desire or the delivery of well-conceived tourism development.

Q4. Are there any factors which indicate that a key location for tourism should not have been identified in the plan? Are all of the locations justified and sound?

- 2.13: For the reasons identified above it is considered that there are no factors which indicate Bolton Abbey/Bolton Abbey Station, as a key location for tourism should not have been identified.
- 2.14: There are sound reasons for the identification of Bolton Abbey/Bolton Abbey Station as a key location for tourism in policy EC4 and on the proposals map. Indeed, the BADOAS report provides detailed analysis as to why Bolton Abbey / Bolton Abbey Station represents an appropriate location for tourism development (see Sections 6 and 7 of the BADOAS, in particular).
- 2.15: Also it is understood that there have been no objections to the identification of this key location from consultees.

ISSUE 3 – TOURISM-LED DEVELOPMENT AT BOLTON ABBEY – POLICY EC4A

Q1. What is the justification for identifying a Core Visitor Area at Bolton Abbey? What is it based on and how has it been defined?

- 2.16: It is important to note that the CVA at Bolton Abbey has not been specifically defined by CDC. The CVA has been identified by CST for many years as part of its internal planning process and demonstrates the key areas visited and used by visitors to the estate. The CVA is not restricted to the CLP plan-area and stretches north into the Yorkshire Dales National Park.
- 2.17: The BADOAS report, as referenced above, has considered the opportunities for new development to be spread or concentrated in different parts of the established CVA. As noted at paragraph 1.5, the BADOAS process has involved consultation with a variety of statutory and non-statutory stakeholders, including the local community.
- 2.18: The inset map identifies the part of the CVA within the plan-area only. An earlier draft incorporated the entire CVA stretching into the National Park, but it is understood part of the CVA has been removed from CLP's map at the request of the YDNPA.

Q2. Is the mix of uses permitted under Policy EC4A restricted to the Core Visitor Area?

- 2.19: Over the CLP plan-period it is envisaged that 95% of new development within the cross-plan area boundary CVA will take place in the 'three general locations indicated on the Policies Map (Inset Map No. 24)' and with 5% taking place within the Yorkshire Dales National Park.
- 2.20: It is anticipated by CST that the mix of uses outlined in EC4a, will take place within the part of the CVA that sits within the CLP plan-area.
- 2.21: However, whilst EC4a would provide direct support for a development of these uses within CLP's part of the CVA, the policy would equally not create a restriction on appropriate development outside of the CVA.
- 2.22: If for example a development came forward *outside* the CVA (for example a barn conversion) which was otherwise acceptable under the general tourism policies of the plan and the NPPF it could be accepted as such and the CLP does not create a restriction against this.

Q3. What is the justification for permitting residential and commercial uses under Policy EC4A, which specifically relates to tourism-led development? How does this correspond with paragraph 4.45 of the Plan which states that "Bolton Abbey is not to be allocated housing growth in the spatial strategy in view of the significance and sensitivity of heritage assets"?

- 2.23: The LPA's justification for its approach to development at Bolton Abbey under EC4a is referred to at paragraph 7.20-7.27 of the submission CLP with paragraphs 7.24-7.27 of specific relevance.

- 2.24: In particular 7.24 of the plan references CST's desire to deliver small scale housing development and commercial development in addition to tourism development at Bolton Abbey.
- 2.25: In terms of the need for residential development, studies undertaken by CST e.g. staff and visitor accommodation surveys (referenced at paragraph 1.5) identify the need for new small-scale residential development at Bolton Abbey.
- 2.26: In addition masterplanning work has been done by CST, and presented to and discussed with CDC and key stakeholders, for the central car park area at Bolton Abbey village (see Figure 7.3 within the BADOAS).
- 2.27: Drawing on the village's 18th century form and layout, the indicative masterplan has been developed around a new village green concept, to which small-scale residential development is considered important both in terms of the green's spatial function and the ability to achieve mixed-use development on a viable basis.
- 2.28: Residential units delivered may be occupied by staff, visitors or long-term residents (on a rental basis).
- 2.29: Furthermore, it was a specific suggestion of CDC that a rural office development may form an element of mixed-use development at Bolton Abbey, and CST supports this.
- 2.30: In terms of the non-allocation of a site at Bolton Abbey in the plan, HE had raised concerns about the allocation of the central car park site for two reasons:
- Firstly, in terms of the amount of development that CST wishes to deliver over the plan-period, HE felt that this would be better to be dispersed rather than concentrated on a single site. The BADOAS and CLP (policy EC4a) identify three locations for larger scale development and HE support this approach.
 - Secondly, HE felt that an allocation, in advance of a detailed design proposal being reviewed by it would be inappropriate. EC4a's reference to a masterplanning exercise with HE and other stakeholders addresses this issue.
- 2.31: In addition, CDC was also reluctant to allocate this site on the basis that its allocation process is generally only identifying land for residential or B-class uses. Whilst these elements form part of proposals for a mixed-use, tourism-led development at Bolton Abbey, CDC did not consider, in principle that tourism-led uses/developments should form part of its allocations process.

Q4. Is it clear to decision-makers, developers and local communities what uses are permitted at the general locations illustrated on the Policies Map?

- 2.32: Yes, it is considered clear on the basis that policy EC4a defines the uses which would be appropriate at Bolton Abbey as:

'- Tourism facilities, including but not limited to, farm shop, play barn and eating/drinking establishments;

- New build visitor accommodation;

- *New infrastructure necessary to promote and improve cycling and walking;*
- *Other development (e.g. residential and commercial) which conforms to policies elsewhere in the Local Plan.'*

- 2.33: It is larger scale development of these types which the policy supports at the (three) general locations.
- 2.34: Therefore it is clear that any of the above developments could take place at the three locations, with the policy making it clear that a mix of uses would be anticipated.
- 2.35: It is important to note that as part of the extensive process of liaising with CDC and other stakeholders, it has not been identified that some of the above uses would only be acceptable in certain locations. For example there is no reason to conclude, that one or more of the specific mix of uses may only be acceptable in a single 'general location for development'. All of the mix of uses could be delivered at any of the general locations for development.
- 2.36: As noted by the draft policy, EC4a clarifies that a masterplan process will guide development, prior to the submission of a planning application(s).

Q5. What is the justification for identifying general locations for larger scale development?

- 2.37: Firstly, as outlined above CST's original intentions were for the allocation of a single site (the car park area) at the centre of Bolton Abbey village.
- 2.38: However, due to HE's concerns alternative approaches were considered, with the development required by CST and appropriate to Bolton Abbey's role a village with services, to be dispersed more widely.
- 2.39: One of the major points of justification for identifying the general locations for larger scale development is the BADOAS report, referenced in a footnote (48) to page 188.
- 2.40: The BADOAS, produced in a consultative way with key statutory and non-statutory stakeholders, appraised the suitability and sustainability of four different spatial options for development within the CVA.
- 2.41: Based on a robust evidence base – comprising a suite of independently produced, technical reports – the BADOAS identified a 'composite' spread of development at Bolton Abbey village and Bolton Bridge village, with complementary small-scale development in the YDNP as being the most appropriate strategy.
- 2.42: From a plan-marking perspective, it was identified by CST and stakeholders that to provide clarity for Development Management Officers at the implementation stage, and to provide certainty for CST for business planning purposes, locations for development should be identified.
- 2.43: The identification of general locations for development in the policy provides the optimum balance between plan-led certainty and flexibility arising from ongoing business planning; masterplanning work; and, engagement with stakeholders.

2.44: The approach taken has been shaped by stakeholders and Historic England notes in its consultation response on the publication draft plan that:

'This Policy provides an appropriate framework in which to consider future development proposals. As such it will help to ensure that proposals for future tourism and mixed-use development in this area not only support a sustainable future for Bolton Abbey itself but are delivered in a manner which will also conserve the numerous significances of this area that are set out in Paragraph 7.20.'

Q6. How were the locations for larger scale development considered? What factors were taken into account? Are they justified, effective and consistent with national planning policy?

2.45: Following on from the response above which considers the appropriateness of identifying 'general locations for development', it is primarily the BADOAS process which has identified which locations were selected.

2.46: The principles of the BADOAS process are described in section one of the study.

2.47: The Executive Summary of the BADOAS describes its approach:

'This study comprises a robust, objective and systematic appraisal to firstly define and assess "strategic" options (i.e. broad locations) for development, and then secondly consider "detailed" options (for the preferred strategic option). As such, it is similar to an Environmental Impact Assessment (EIA) insofar as the team sought to identify and evaluate the capacity and sensitivity of receptors, predict broad magnitude of impacts, assess the significance of related effects and prescribe mitigation measures accordingly.'

2.48: The BADOAS considered four strategic options for delivering development within the CVA:

- 1. Development within the YDNP only*
- 2. All development in Bolton Abbey village*
- 3. All development in Bolton Bridge village*
- 4. Most development in Bolton Abbey village and Bolton Bridge village with some small-scale development in the YDNP.'*

2.49: In taking into account a variety of environmental and technical considerations, the fourth option was considered the most appropriate and sustainable way for delivering new development, with paragraph 8.4 of the BADOAS noting that that:

'Having taken all relevant factors into account, it is considered that the preferred development option represents the best way forward in terms of the scale and balance of proposed development, and also that the detailed options provide for the right locations for the types of development concerned.'

2.50: It is this option which has been taken forward into the CLP (as it relates to development outside the YDNPA) and this option has been supported by

stakeholders both informally and through HE's consultation response on the publication draft plan.

2.51: The proposed general locations for development may be considered justified, effective and consistent with national policy on the basis that:

- Justified – the BADOAS clearly outlines in a rigorous way how the strategy of incorporating the majority of development in the CVA in the three locations identified in the CLP plan is the best of the reasonable options identified.
- Effective – CST is an experienced business operator and developer and has only considered options through the BADOAS process which would be deliverable (section 8 of the BADOAS addresses delivery). The options assessed by the BADOAS have been considered with stakeholders to assess their effectiveness in terms of, for example, protecting (and enhancing), heritage interests.
- Consistent with national policy – paragraph 172 of the NPPF states that major development in national parks should take place in exceptional purposes. The delivery of larger scale development in the CLP part of the CVA is consistent with this policy. The delivery of a mix of uses on the three general locations identified, which will in turn help to sustain CST's roles as a custodian of Bolton Abbey and its heritage and environmental interest, is considered consistent in particular with the following specific paragraphs of the NPPF: 8, 24-27, 78, 83-84, 91(a), 92(a), 185.

Ends.

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