



Supporting document

**Silo House**, Home Farm, Swinton Grange, Braygate Lane, Swinton,  
Malton, North Yorkshire YO17 6QT

Applicant : Commercial Development Projects Ltd

Revision -: 18.01.21

Design statement  
Access  
Flood risk



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## Introduction

This document has been written to accompany a planning application for the conversion of eight metal grain silos to the north west side of the development of Home Farm which is a model farm on the Swinton grange estate.

The application follows a preapplication enquiry and subsequent dialogue with officers which has taken place over the last 12 months (ref 20/00726/PREAPP).

Home Farm, Swinton Grange lies within the Howardian Hills Area of Outstanding Natural Beauty (AONB) and is situated some distance to the north of Braygate Lane which is the road leading from Castle Howard to Malton. The farm buildings were the agricultural hub of the wider Swinton Estate and largely constructed in a single phase to reflect the best practice of the period as a 'model farm'.

The slow fragmentation of the estate, together with modern farming practice has rendered the buildings redundant. Over the last two years the applicant has been slowly converting the buildings to residential use following consent granted 09.10.2019 ref 19/00550/MFUL



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## Site existing

Home farm is not listed but is a significant landscape feature as a collection of buildings in the open countryside. It is made up of a series of elements, some residential and others more functional. The predominant materials are brick with some stone detailing on the better buildings. Roofs are covered with clay pantile.



Home farm house and outbuildings (plot 1)



Anna cottages (plot 2)



The stables and veterinarian's office (plot 3)



The barns south elevation (plots 4)



The barns north elevation (plots 4)



The silos in relation to main barns



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## Site existing

The predominant materials are brick with some stone detailing on the better buildings. Roofs are covered with clay pantile. Later roof coverings to the two enclosed fold yards are in asbestos sheet and the steel portal framed structures to the north side are in a mixture of profiled metal sheet and mineral fibre.



Aerial view of Home farm



Silos on approach



Small bins (west)



Large bins (east)



North east access



Small bin access



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## Site existing

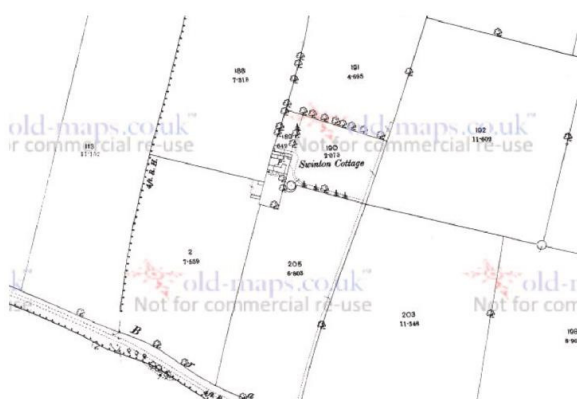
Home Farm is a non-designated historic asset and a relatively rare example for this area of a model farm. Mr Colin Briden has prepared a historic building assessment to accompany the original application for conversion which can be made available. The original intention was to demolish the grain silos - but we feel that they contribute positively to the legibility of the farm and are interesting forms within the landscape.

The first edition Ordnance Survey plan 1854 shows a small farmstead named Swinton Cottage on the site and this would have included parts of the existing farm house. This had accumulated additional outbuildings when surveyed for the second edition 1892 plan. At the turn of the century however the farm and surrounding land were purchased by Nathaniel, 1st Lord Rothschild and he built Swinton Grange as a wedding present for his daughter Charlotte Louise Adela Evelina, (known as Evelina) (1873-1947). Evelina married Clive Behrens (1871-1935) on 4 October 1899 and they moved to Yorkshire, where the couple's three children were raised at Swinton Grange. The farm benefitted from their investment becoming the hub for a wider agricultural enterprise for the whole estate.

It seems certain that the farm buildings were constructed according to theories which had first been laid down in the middle of the C19 when, with the encouragement of Prince Albert, agricultural engineers had begun to look at contemporary factory practice as a model for constructing farm buildings on scientific principles. Although later in date than most the large central block at Swinton Home Farm is a direct descendant of such Victorian model farms. These characteristically comprised the following standard elements:

- A spacious rectangular plan for cowsheds with storage and processing on the north side, livestock in sheds to the south, and horse and implement sheds to either side;
- A farmhouse set in one corner – often the south-west corner – for privacy and fresh air;
- A power source: usually steam but occasionally water (at Swinton there were first stationary engines and then electric motors);
- A logical progression through the farm buildings of materials from feeds to manure, usually in tubs working on tracks, sometimes with turntables, and assisted where possible by gravity;
- The rigorous control of animal waste and a corresponding emphasis on the importance of manure.

In addition, as at Swinton, there were often separate buildings housing pigsties, milking parlours, byres, and loose boxes. The buildings were generally given an industrial character by their large scale and the deliberate choice of imported non-local building materials.



Extract from 1892 Ordnance Survey

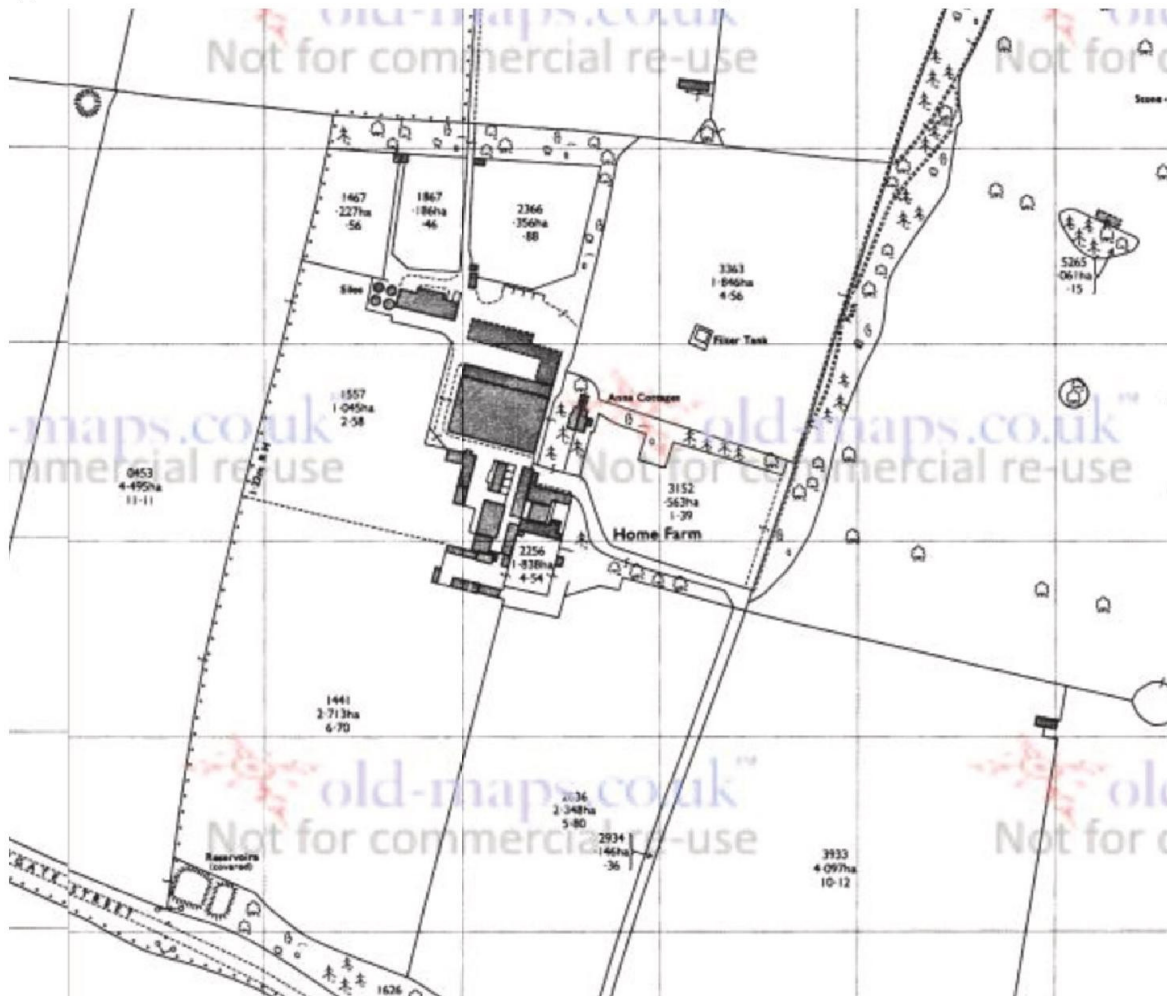


Extract from 1911 Ordnance Survey

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## Site existing

The grain silos appear as a later addition possibly reflecting a shift to more arable farming. There are eight bins in total the four to the west are smaller and appear older. On the 1969 Ordnance survey four silos are evident but these are next to the barn. It would appear that these were later moved to the west when the more modern and larger silos were added.



Extract from 1969 Ordnance survey

The farm buildings were not intended by their builders to be necessarily attractive but fulfilled a particular purpose. They are however distinctive forms which became quite familiar in the C20 as more farmsteads used this method of storage. The silos are in good condition and no indication of water penetration.



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## Site proposed

Our proposals seek a new use for the silos at Home Farm Swinton. A use which will allow the conservation of the silos within the Area of Outstanding Natural Beauty. We feel that the forms contribute positively to the landscape and that a modern contemporary home can be formed from the volume. Given the location which is next to the communal energy centre for the development and by reason of the construction techniques we aim to employ, the house will achieve Passivehaus standard.

The silos exhibit both historic merit in the model farm context and they make a positive contribution towards the traditional farming landscape as a whole. We feel that the cylindrical volumes topped by the conveyor housings have a very pleasing architectural form and they are a striking feature in the landscape. The removal of the structures would weaken the longer distance views of the collection of buildings rather than enhancing it.

The silos have an interesting structural composition. The external envelope is formed with lightweight vertical steel ribs bearing on a thick concrete base, with the curved sinusoidal steel sheet forming the cylindrical walls. As the bins are filled with grain the steel sheet is put into tension and the structure becomes more rigid.

The eight silos were constructed in two phases. There are four smaller bins (diameter 5.5m and height 3.6m). and four larger structures (diameter 6.3m and height 5.4m). They are all in good condition and were apparently used quite recently, although the newer larger units are in better visual condition. The concrete bases on which the silos sit is slightly lower than the surrounding ground level and it would appear that the excavated material has been mounded up directly to the west where the trees and undergrowth forms a fairly impenetrable barrier. Our intention would be to reform these bases prior to erection of the central steel frame for the recessed link building.



Home farm Swinton, aerial view from north west

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## Site proposed

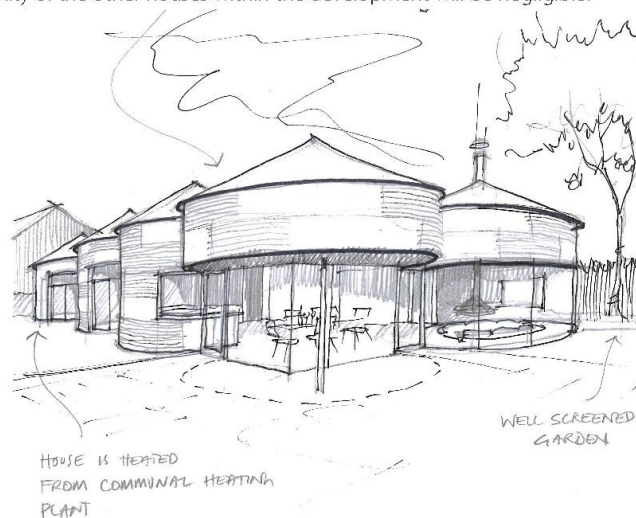
We have given some thought as to how we could convert the buildings, retaining the form but creating a super insulated MVHR dwelling. The buildings will perform to Passivhaus standard with what little heat demand required provided for my means of the communal green energy centre in the barn adjacent to the silos.

The construction sequence in principle would follow the sequence below:

1. Carefully dismantle overhead conveyor and supports. Refurbish for reuse
2. Remove conical roofs from each bin. Set aside for replacement
3. Cut 'inside' openings to bins where conversion requires
4. Form new insulated concrete base
5. Crane in prefabricated steel frame and insulated timber 'bin' linings and link walls
6. Form timber roof at lower level (all single storey)
7. Restore conical roofs and re-erect conveyor as services and MVHR system
8. Finish conversion

The new house would therefore be timber framed within each of the existing bins with a steel frame for the link building and low level roof (possibly using SIPs dependant on radius). It will all be single storey and will in principal have new openings to the north and west. We want to limit the openings as much as possible using the recessive gaps between the cylinders or horizontal elements. Much of the quality of the design will be in the detail consideration of these openings and how the material junctions are considered.

As part of the current proposals we are looking to lift the base of the most north-westerly bin but keep the roof and the form above. Please see concept sketch below. Note that openings look away from the communal heating barn which is on the east boundary so any effect on the amenity of the other houses within the development will be negligible.





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## Access

The property has been designed to meet the requirements of Part M of the Building Regulations (*Access to and Use of Buildings*) as a minimum standard. Level access is proposed from car parking and garage bays as well as external areas. This will include to the front door via a ramped approach. Wheelchair users can access all areas of the single floor plan and level thresholds to the large windows to the garden deck allow full availability. WC provision is available at ground floor level with an outward opening door.

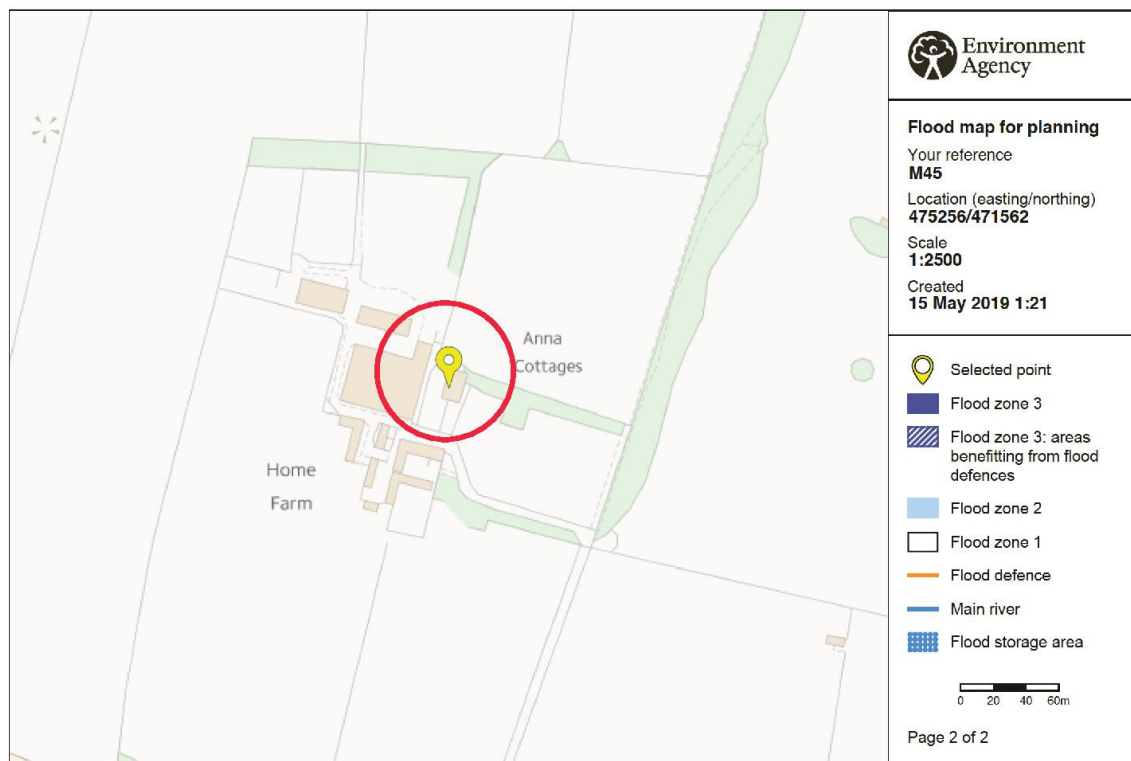
The proposals include all the principal accommodation on the one level and with wide corridors allow for ease of use for both ambulant disabled and wheelchair users.



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## Flood risk

From information available on the Environment Agency website, it has been determined that the property falls outside the area prone to significant flooding risk as demonstrated below on the Environment Agency flood risk map.



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Extract from Environment Agency Flood Risk Map

Key

 Development Site



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# Planning and Heritage Statement

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Proposed residential conversion of Agricultural  
Silos, Home Farm, Swinton Grange, Malton

February 2021

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## Appendices

Appendix 1	Pre-application Written Response (Reference: 20/00726/PREAPP) provided by Ryedale District Council dated 28 <sup>th</sup> September 2020
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# 1. Introduction

## Introduction

- 1.1. Savills (UK) Ltd have been instructed by the applicant to provide a Planning and Heritage Statement to support a full application for the redevelopment of 8no. Grain Silos at Home Farm, Swinton Grange to create a bespoke residential dwelling (Class C3). A key component of this application is permission is sought for the residential dwelling without a Local Needs Occupancy (LNO) restriction.
- 1.2. This statement should be read in conjunction with the following reports and plans submitted in support of the application:
  - Application forms and relevant certificates
  - CIL Questions and Assumption of Liability Form
  - Design, Access and Flood Risk Statement
  - Landscape and Visual Impact Assessment
  - Arboricultural Report
  - Updated Ecological Appraisal.
  - Viability Assessment

## Plans

- M45 EX10 01B - Location Plan
  - M45 06 EX50 01 - Existing Site Plan
  - M45 06 EX50 02 – Existing Elevations
  - M45 06 AR50 02 - Proposed Elevations
  - M45 06 AR50 01A – Proposed Plans
  - 163.3 – Proposed Landscape Masterplan
- 1.3. This statement assesses the key planning issues arising from the proposed development having regard to policy at a national and local level. It considers the existing site, its context and the proposed development, provides an overview of the Development Plan and other material considerations against which the acceptability of the proposed development will be assessed and evaluates the proposals against these policies.

## 2. Background

- 2.1. The Swinton Grange Estate had been in the ownership of the Behrens family since the late 1800's. The original house at Swinton Grange was built for Evelina Rothschild on her marriage to Clive Behrens. They had three Children and the Estate was taken over by their Son, Col. William Behrens, who ran the Estate from 1935 until 1989, with his farm manager, Mr C Bowles.
- 2.2. The Estate was a truly mixed arable and livestock Estate and boasts a fine example of a model dairy farm at Home Farm, with a superb range of traditional buildings now offering vast potential.
- 2.3. This application forms another component of the ongoing renewal of the farm, much of which underway or has been recently completed through Permission 19/00550/MFUL.
- 2.4. The application was instigated following discussions with the Conservation Officer on site as part of the previous application proposals. At this meeting, the value of the Grain Silos, their contribution to the wider Howardian Hills Area of Outstanding Natural Beauty (AONB) landscape and the possibility of their re-use as part of the legacy of the Estate, was discussed.
- 2.5. Following this a formal pre-application enquiry was sought, the details of which are summarised in Section 4 and contained in full in **Appendix 1**.
- 2.6. It is clear from the ongoing improvements to the historic farm, the applicant is committed to preserving and enhancing the historic and natural assets on site to ensure that the legacy of the Estate remains intact for the benefit of future generations.
- 2.7. In order to achieve this aim, the applicant has developed appropriate viable uses for all of the redundant buildings to ensure that they are restored and maintained for the future to produce a sensitive redevelopment of the site.



### 3. Site Context

#### The Site and Location

- 3.1. The Home Farm site is located approximately 2 miles west of Malton, the District's main settlement. Swinton village is located approximately 1.5 miles north of the site situated off Malton Road, alongside Amotherby and Broughton villages. The site is also approximately 18 miles (29km) north of York and sits within the original Swinton Grange Estate.
- 3.2. This application site area extends to a total area of 0.5ha. The site includes the 8no. Grain Silos, totalling a Gross Floor Area of 230m<sup>2</sup> along with a defined new curtilage.
- 3.3. Access is currently gained to the site via an open entrance and track off Braygate Street. Public footpath number 25.93/61 runs south-north along an access road on the eastern side of the site and links to B1257 to the north. There is also a historic western access which has been reinstated as part of the proposals.

#### Statutory and Non-Statutory Designations

- 3.4. The current Development Plan (Ryedale Local Plan, 2013) recognises Malton as the primary focus for growth. Amotherby and Swinton are recognised as Local Service Centres.
- 3.5. In the Local Plan Sites Document and Policies Map (2019) the site is situated within the Howardian Hills Area of Outstanding Natural Beauty (AONB).
- 3.6. The site does not contain any formally designated heritage assets nor does the site fall within a designated Conservation Area. However, it is agreed that the model farm buildings represent non-designated heritage asset due to their age, significance and quality (as outlined in the Heritage Assessment prepared by Colin Briden, submitted as part of Application 19/00550/MFUL).
- 3.7. The site is also situated within general proximity to Close Farmhouse which is a Grade II Listed Building (UID: 1296510) located approximately 1.2 miles east of the site. As such great care has been taken to ensure that the buildings and character of the area are preserved and enhanced, however it is visually separated by intervening vegetation and topography.
- 3.8. The Environmental Agency's Flood Zone Map shows the site to be located entirely within Flood Zone 1 which indicates that the site has low probability of flooding (less than 1 in 1,000 annual probability of river or sea flooding).
- 3.9. There are no sensitive ecological designations within 2 miles of the site.

### Planning History

- 3.10. The main application of relevance to this proposal, is the most recent application (Ref: 19/00550/MFUL) on site, for:

*Works to existing farmhouse to include alterations and extensions to form a five bedroom dwelling to include change of use and alteration of adjacent outbuildings to form a triple garage, stabling, tack room, workshop, summer house and an open sided covered area, amalgamation and alteration of 2no. semi-detached cottages (Anna Cottages) to form 1no. four bedroom dwelling to include erection of part two storey/part single storey rear extension, detached double garage and amenity area, change of use, alteration and extension of detached stable block to form 1no. three bedroom dwelling with attached double garage and amenity area, change of use, alteration and extension of barns grouping to form 2no. four bedroom dwellings, 2no. three bedroom dwellings and 1no. two bedroom dwelling with covered amenity areas, garaging and shared parking, repositioning of agricultural barn partially housing communal heating system controls and ground source heat pumps with photovoltaic array on roof and for storage of land management and grounds maintenance equipment and removal of existing portal frame barns and 8no. metal silos together with use of both the existing eastern site access and the western access adjacent to the reservoir with a new track along the western edge of the site.*

- 3.11. Much of the development associated with this permission is either underway or recently completed.

## 4. Proposed Development

- 4.1. This Planning Statement forms part of a Full Planning Application for the conversion of the 8no. Grain Silos into 1no. 2 bedroom residential dwelling, with garaging and private garden to the rear. The proposals seek permission for the dwelling without a LNO restriction.
- 4.2. The existing silos were originally constructed in two phases and include:
- 4no. smaller bins located on the western side with a diameter of 5.5m and height of 3.6m; and
  - 4no. larger bins located on the eastern side, with a diameter of 6.3m and height of 5.4m.
- 4.3. The bins are in good condition (the larger bins are in better visual condition) and have been used up until recently. The buildings will be timber framed within each of the bins, with a new steel frame for the proposed link building and low level roof. The buildings will all be single storey and will have new openings to the north and west. The new openings have been limited, as much as possible, using the recessive gaps between the cylinders or horizontal elements.
- 4.4. The buildings will perform to Passivhaus standards and the design will represent the sensitive re-use and adaptation of a building that forms an important feature of the rural landscape.

### Pre Application Advice

- 4.5. On 31<sup>st</sup> July 2020 a formal pre-application was submitted to Ryedale District Council. A written response to the pre-application submission received on the 28<sup>th</sup> September 2020 (Ref: 20/00726/PREAPP) reproduced at **Appendix 1**.
- 4.6. The written response considered the principle of the development. As the site is within the open countryside Local Policies SP1 and SP2 apply to new residential development. Policy SP2 states that in the open countryside new housing can take the form of the '*Conversion of redundant or disused traditional rural buildings and where this would lead to an enhancement to the immediate setting for Local Needs Occupancy*'.
- 4.7. The response states that the silos are considered to fall within the definition of redundant or disused traditional rural buildings and therefore the principle of development is supported by Policies SP2 and also SP9 (The Land-Based and Rural Economy). However, as a result of the open countryside location under Policy SP2 Local Needs Occupancy restrictions would be applied to the dwelling.



- 4.8. The officer noted that the applicant wishes the development to be exempt for the LNO requirement. Even though it is stated this conflicts with Policy SP2, it is understood from conversations with the Case Officer, that an argument could be made on viability grounds for this to be removed
- 4.9. The pre-application advice also provided the following comments:
- The silos are of architectural and historic merit in the model farm context and make a positive contribution towards the traditional farming landscape as a whole. Any forthcoming application would need to include a piece of work to better understand the significance of the silos (for example as a landscape feature or as a building itself)
  - There is need for further clarification relating to financial viability, risk to the developer, the structural risk of the buildings and the overall heritage and landscape benefits of redevelopment.
  - It is acknowledged that the viability highlights that LNO restrictions would result in serious viability issues and confirms that affordable housing may also have an impact on deliverability of the scheme.
  - The silos are considered to have architectural and historic merit in the model farm context and make a positive contribution towards to tradition farming landscape as a whole.
  - The AONB Manager supports the principle of development – consideration of impact of nearby views should be considered but states 'the change to the public perspective will be minimal'.

## 5. Planning Context

- 5.1. Section 38(6) of the 2004 Planning and Compulsory Purchase Act requires that all planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise.

### Development Plan

- 5.2. For the purpose of Section 38(6), the Development Plan comprises:

- Ryedale Local Plan Strategy (September 2013)
- Ryedale Local Plan Sites Document (June 2019)
- Adopted Policies Map (June 2019)

### Ryedale Local Plan (2013)

- 5.3. The adopted Development Plan sets out the Council's policies and proposals for the use and development of land and buildings. It includes broad policies for guiding development, taking into account national and regional planning policy. The Strategy outlines broad locations for future housing growth.

- 5.4. The relevant adopted Development Plan policies include:

- Policy SP 1 (General Location of Development and Settlement Hierarchy) - Establishes a hierarchy of settlements which will be the main focus of Ryedale's future development requirements. Malton is designated as the Principle Town in Ryedale and is the Council's first choice in locating new development. The proposed development site is located 2 miles to the west of Malton centre. Whilst located outside of any existing settlement boundary, the site is within acceptable walking and cycling distances from Malton, and residents have easy access to services and facilities.
- Policy SP 1 goes on to provide guidelines for developments within Malton stating that development opportunities exist on greenfield sites on the edges of the towns for low/medium density family housing, accommodation to address the needs of a local ageing population and new business space.
- Policy SP 2 (Delivery and Distribution of new housing) – outlines the sources of new housing that will contribute to the districts overall supply. The policy accepts the principle of the reuse and conversion of rural buildings. However the policy goes on to state:
  - Conversion and Redevelopment of Previously Developed Land and buildings within Development Limits, restricted to Local Needs Occupancy.
- The policy imposes much stricter criteria than national policy which is permissive of the reuse of previously developed land and rural buildings and advocates new rural housing in the NPPF. This will be touched upon later on in this section with specific regard to national policy (NPPF).

- Policy SP 4 (Type and mix of new housing) – highlights the need to increase housing choice and to provide high quality housing. The policy goes to state the new housing developments, the re-use of empty properties and improvements and adaptations to existing homes are all successful ways of conforming to SP 4.
- Policy SP 9 (The Land-Based and Rural Economy) – emphasises that there will be support for the conversion of existing buildings for residential uses.
- Policy SP 12 (Heritage) – emphasises that the historic environment will be conserved and where possible appropriate, enhanced. The policy states that;

*“In considering and negotiating development proposals, the Council will seek to protect other features of local historic value and interest throughout Ryedale having regard to the scale of any harm or loss and the significance of the heritage asset. Proposals for Enabling Development necessary to secure the future of a heritage asset which would be otherwise contrary to the policies of this Plan or contrary to national policy will be carefully assessed against the policy statement and guidance provided by English Heritage - Enabling Development and the Conservation of Significant Places. In addition to the criteria embodied within the national statement, in considering the extent to which the benefit of an Enabling Development proposal outweighs a departure from this Plan or national policy, the following local criteria will also be used to inform the decision making process.”*

- Policy SP 13 (Landscapes) – outlines the need to protect the special qualities, scenic and natural beauty of the local character of Ryedale, this application with specific consideration to the Howardian Hills Area of Outstanding Natural Beauty.
- Policy SP 14 (Biodiversity) – emphasises that biodiversity in Ryedale will be conserved, restored and enhanced. The policy goes further to state that proposals which would have an adverse effect on any site or species protected under international or national legislation will be considered in the context of the statutory protection which is afforded to them.
- Policy SP 16 (Design) – states that developments will be expected to create high quality durable places that are accessible, well integrated with their surroundings and which reinforce local distinctiveness, provide well connected public realm and protect amenity and promote well-being.
- Policy SP 17 (Managing Air Quality, Land and Water Resources) – outlines that land resources will be protected and improved by prioritising previously development land, requiring the use of sustainable drainage systems and techniques and requiring developers to demonstrate how development proposals will seek to minimise water consumption. In relation to air quality the policy states that supporting measures to encourage non-car based means of travel or use of low emission vehicles will help protect and improve air quality.



- Policy SP 19 (Presumption in Favour of Sustainable Development) – highlights the importance of sustainable developments and that when considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework.
- Policy SP 20 (Generic Development Management Issues) – focuses on the character, design, amenity and safety and access, parking and servicing of new developments emphasising these are some of the most important considerations for new developments.
- Policy SP 21 (Occupancy Restrictions) – states that to meet local housing need in the non-service villages of new market housing will be subject to a local needs occupancy condition where this accords with Policy SP2.
- Policy SP 22 (Planning Obligations, Developer Contributions and the Community Infrastructure Levy) – outlines that new developments will contribute to the place making objectives and aspirations of the Plan and to infrastructure necessary to support future development in the District.

### Ryedale Site Allocations DPD and Adopted Policy Map

- 5.5. The site is unallocated in the Local Plan Sites Document.
- 5.6. Within the District Policy map the site sits within an Howardian Hills Area of Outstanding Natural Beauty (Policy SP14). Within close proximity to the site there are a number of Scheduled Monuments (Policy SP12) and a Site of Special Scientific Interest (SP14) located along Braygate Street approximately 1 mile from the site.

### **Supplementary Planning Guidance/ Documents**

#### Howardian Hills AONB Management Plan

- 5.7. The AONB was designated in 1987 and a new Management Plan was adopted on 1<sup>st</sup> April 2019 for the period 2019-2024. The AONB designation seeks ultimately to preserve and protect the landscape, however, farmstead buildings such as those in this proposal are key within the landscape setting.
- 5.8. Swinton Grange is identified as an Historic Environment Priority Site in the Management Plan. The Plan states:

*“Estates and grand houses at Castle Howard, Gilling, Newburgh, Nunnington, Hovingham, Howsham, Hovingham, Brandsby, Kirkham, Firby, Whitwell, High Hutton, Ganthorpe, Swinton, Hildenley, Wiganthorpe, Dalby and Sproxton are all still recognisable to a greater or lesser extent today...”*

*The history of religious and private Estates in the Howardian Hills has resulted in a large stock of traditional stone-and-pantile farmhouses, farm buildings, cottages and village houses, many of them in ‘estate villages’.”*

- 5.9. The new Management Plan includes a more specific reference to enabling development than the 2014-2019 plan and lists as a key issue over the period 2019 -2024 "*The condition of non-designated assets, particularly designated landscapes not on the Historic Register*".
- 5.10. Planning decisions should ensure that any new development is compatible with the aims of AONB designation and has regard to social, economic and environmental sustainability and encourage high standard in both the design of new development within the AONB and the management of existing buildings/features.

### **Other Material Considerations**

#### National Planning Policy Framework (NPPF) (2019)

- 5.11. The revised National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied. It is therefore a vital tool in ensuring that we get planning for the right homes built in the right places of the right quality at the same time as protecting our environment.
- 5.12. The revised National Planning Policy Framework emphasises that developments should reflect the recommended approach in planning guidance, with specific reference to the new standardised input.

#### Section 2 - Achieving Sustainable Development

- 5.13. The Revised NPPF reaffirms that the purpose of the planning system is to contribute to the achievement of sustainable development.
- a) **an economic objective** - *to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;*
  - b) **a social objective** - *to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and*
  - c) **an environmental objective** - *to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.*

- 5.14. The Framework explains that these are *three overarching objectives*, and later clarifies that the objectives are interdependent and need to be pursued in mutually supportive ways.
- 5.15. Importantly, paragraph 11 confirms that development which accords with an up to date Development Plan should be approved without delay unless material considerations indicate otherwise, stressing that to deliver sustainable development planning needs to address potential barriers to investment, including a lack of infrastructure, services and housing.

### Section 5 - Delivering a Sufficient Supply of Homes

- 5.16. Paragraph 79 on Rural Housing states that planning policies and decisions should avoid the development of isolated homes in the countryside unless one or more of the following circumstances apply:
- a) *there is an essential need for a rural worker, including those taking majority control of a farm business, to live permanently at or near their place of work in the countryside;*
  - b) *the development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets;*
  - c) *the development would re-use redundant or disused buildings and enhance its immediate setting;*
  - d) *the development would involve the subdivision of an existing residential dwelling; or*
  - e) *the design is of exceptional quality, in that it:*
    - i. *is truly outstanding or innovative, reflecting the highest standards in architecture, and would help to raise standards of design more generally in rural areas; and*
    - ii. *would significantly enhance its immediate setting, and be sensitive to the defining characteristics of the local area*

### Section 11 – Making effective use of land

- 5.17. Paragraph 118 states that planning decisions should promote and support the development of under-utilised land and buildings.

### Section 12 – Achieving well-designed places

- 5.18. Paragraph 124 states the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.
- 5.19. Paragraph 127 states that decisions should ensure developments will:
- a) *will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
  - b) *are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*



- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
  - d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
  - e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*
  - f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users<sup>46</sup>; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.*
- 5.20. Paragraph 131 states that in determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.

### Section 15 – Conserving and enhancing the natural environment

- 5.21. Paragraph 170 states planning policies and decisions should contribute to and enhance the natural and local environment by:
- a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);*
  - b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland;*
  - c) maintaining the character of the undeveloped coast, while improving public access to it where appropriate;*
  - d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;*
  - e) preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans; and*
  - f) remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.*

- 5.22. Paragraph 172 states that great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas, and should be given great weight in National Parks and the Broads.

Section 16 – Conserving and enhancing the historic environment

- 5.23. Paragraph 200 of the NPPF states that Local Planning Authorities should look for opportunities for new development within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.
- 5.24. Paragraph 202 continues that Local authorities should address whether the benefits of a proposal for enabling development which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the dis-benefit of departing from the policies.

## 6. Planning Assessment

6.1. This section considers the key matters relating to the proposed development in the context of relevant planning policy, as well as material considerations. It is important to emphasise that Section 38(6) of the Planning and Compulsory Act 2004 states that applications must be determined in accordance with the relevant Development Plan unless material considerations indicate otherwise.

6.2. The detailed analysis of the planning policy framework in the previous section demonstrates that the following issues are of particular importance:

- Principle of Development
  - Policy Position
  - Significance of Silos
  - Heritage and Landscape Impact
  - Viability
  - Planning Balance (Summary)
- Other Development Management Considerations, including:
  - Transport and Highways
  - Flood Risk and Drainage
  - Ecology

6.3. This section of the report addresses these issues in turn.

### **Principle of Development**

6.4. The proposals seek the sensitive re-use and conversion of 8 no. grain store buildings located in the north-west area of Home Farm into a unique and bespoke residential dwelling without a LNO restriction.

#### Policy Position

6.5. Policy SP2 in the Plan relates to Delivery and Distribution of new housing and accepts the principle of the reuse and conversion of rural buildings. The silos are considered to fall within the definition of redundant or disused traditional rural buildings and therefore the principle of development is supported by Policies SP2 and also SP9 (The Land-Based and Rural Economy).

6.6. Policy SP2 is in general conformity with national policy, with the NPPF para 79 permitting the conversion and reuse of isolated new homes in the countryside (part c) where they would lead to an enhancement of the immediate setting and/or lead to the viable re-use of a heritage asset (part b).



- 6.7. However SP2 of the Ryedale Local Plan goes on to enact a much stricter policy than in the NPPF, incorporating a local occupancy rule. This is in contrast to the NPPF, which doesn't differentiate the need between market homes and local occupancy.
- 6.8. As such it is extremely clear that substantial weight should be given to the material considerations of the NPPF and the unrestricted reuse of land and buildings for homes in accordance with paragraph 79 part b) and c).
- 6.9. Further, Policy SP12 of the Plan relates to the development of heritage assets. Whilst the silos are not designated heritage assets, they are none the less of historic interest and are worthy of preservation, as endorsed by Ryedale's Conservation Officer and the AONB Manager in the pre-application response (see **Appendix 1**).
- 6.10. It is accepted that the proposals for a dwelling are not in full conformity with Policy SP2 of the existing Development Plan as the proposals do not incorporate a LNO restriction.
- 6.11. However, much like the wider Home Farm proposals, it is considered that through material considerations (NPPF) and other elements of the Local Plan, such as policy SP12, the conversion of the silos to a dwelling without a LNO can be established through viability and heritage linked benefits of the scheme.
- 6.12. It is understood from our pre-application discussions that Ryedale are able to support a scheme of this nature in principle, subject to the details of the case being made, further details of which are outlined below.

### Heritage and Landscape Value of the Silos

- 6.13. The developments are being promoted under local plan policy SP12 and paragraph 79 of the NPPF (part c). The purpose of the development is to enable retention of the silos as important landscape and heritage features and enable their re-use as an important part of the wider AONB landscape.

### *Historic Context and Significance*

- 6.14. Under the custodianship of the applicant there is an ongoing commitment to preserve and enhance the historic and natural assets of Home Farm to ensure that the locally significant legacy that exists remains intact for the benefit of future generations.
- 6.15. The applicant has proven their commitment to this by identifying appropriate viable uses for redundant buildings to ensure that they are restored and maintained to ensure the long term sustainability of the farm, as per the previous planning approval in 2019.

6.16. Home Farm is a non-designated heritage asset and a relatively rare example of a model farm. Previous heritage assessments prepared by Colin Briden. The previous application included the removal of the silos, however following discussions with the Conservation Officer and Case Officer it was collectively agreed that they contribute positively to the legibility of the farm and are interesting forms within the landscape.

6.17. Indeed, the pre-application response states:

*"the silos are of some architectural and historic merit in the model farm context and make a positive contribution to the traditional farming landscape as a whole."*

6.18. The first edition Ordnance Survey plan 1854 shows a small farmstead named Swinton Cottage on the site and this would have included parts of the existing farm house. This had accumulated additional outbuildings when surveyed for the second edition 1892 plan. At the turn of the century however the farm and surrounding land were purchased by Nathaniel, 1st Lord Rothschild and he built Swinton Grange.

6.19. Under the Behrens' the farm benefitted from their investment becoming the hub for a wider agricultural enterprise for the whole estate, with the buildings constructed according to theories which had first been laid down in the middle of the C19 when agricultural engineers had begun to look at contemporary factory practice as a model for constructing farm buildings on scientific principles. Although later in date than most the large central block at Swinton Home Farm is a direct descendant of such Victorian model farms.

6.20. The grain silos appear as a later addition possibly reflecting a shift to more arable farming. There are eight bins in total the four to the west are smaller and appear older. On the 1969 Ordnance survey four silos are evident but these are next to the barn. It would appear that these were later moved to the west when the more modern and larger silos were added. Whilst the silos were not intended to be attractive, they fulfilled a particular purpose and are, however, distinctive forms which became quite familiar in the C20 as more farmsteads used this method of storage.

6.21. It has already been established that the wider site is of historic and architectural interest and is deemed a non-designated heritage asset due to the model farm dating back to the late 1800s. The silos form an important part of the site's development, historic narrative and contribution to the wider rural landscape, as discussed below.

### *Contribution to the Landscape and AONB*

6.22. The Site is located within the Howardian Hills AONB, which is a high quality designated landscape. Many of the AONB characteristics identified within the Howardian Hills Management Plan apply to the wider study area. As such it can be seen a microcosm of the AONB and its 'special qualities', which are so valued nationally.



- 6.23. The AONB Management Plan (2019) specifically identifies estates and grand houses such as at Swinton Grange as an Historic Environment Priority Site in the Management Plan. As such there is a clear desire to keep the buildings which represent these recognisable locations intact. It is clear that the farm, as a collective entity, is a historic representation of the workings of the Swinton Grange Estate.
- 6.24. The AONB designation seeks ultimately to preserve and protect the landscape and scenic beauty. The silo buildings within this proposal do lie within the landscape setting and represent the rural characteristics of the area.
- 6.25. The Silo buildings make a positive contribution to the rural landscape setting, with the Landscape and Visual Impact Assessment (LVIA) concluding the proposed retention and conversion of the Silos, to a dwelling, is an imaginative proposal to utilise a redundant building, thereby retaining part of the agricultural character, history and development of Home Farm.
- 6.26. Given the proposed site is small and its treatment sensitive to the wider Home Farm grouping, study area, landscape character areas and AONB effects on the landscape character are minimal. To achieve this, thought has been given to the careful siting and treatment of windows and new openings in the silos, combined with utilising landform and existing and proposed vegetation.
- 6.27. The proposal seeks to maintain and improve landscape condition/quality and it is not considered to have a significant impact on the landscape character of the AONB or Character Areas long term; being neutral to minor beneficial. Short term, the visual effects are deemed to be predominately reversible and moderate adverse, due to temporary construction activities. Medium term they are predominately minor adverse and long term, neutral / no change. The LVIA concludes that in conclusion there are no over-riding landscape or visual reasons identified to suggest that the Proposed Development would cause significant levels of harm to the existing landscape or visual amenity.
- 6.28. The AONB has specific regard for the landscape and scenic beauty of the area. Therefore it is not just the buildings which need careful consideration but also the space around the converted buildings. The modest curtilage afforded to the new dwelling will ensure that the wider historic setting and landscape character is not eroded by domestic paraphernalia and car parking. To continue the existing landscape of the area additional landscaping will as much as possible not depart from the existing natural features – expand when receive landscape report. This is in support of the AONB management objectives.
- 6.29. To conclude, the proposed development as a whole retains and repairs a fairly unique grouping of buildings, of which the silos clearly form part of. The conversion of the silos will allow their retention, which is considered to be highly desirable in heritage and landscape terms, and can be done so with minimal changes to AONB landscape character and negligible adverse visual effects.
- 6.30. It is clear that the proposal is compatible with the aims of the AONB designation and that the design of the scheme has clearly considered the rural location of the farm and the natural beauty of the AONB.



### *Heritage and Landscape Impact*

- 6.31. The silos exhibit both historic merit in the model farm context and they make a positive contribution towards the traditional farming landscape as a whole. The cylindrical volumes topped by the conveyor housings have a very pleasing architectural form and create a striking feature in the landscape. It is considered that the removal of the structures would weaken the longer distance views of the collection of buildings, rather than enhancing it.
- 6.32. The proposals seek a new use for the silos at Home Farm Swinton, through their conversion to a modern contemporary home within the volume of the buildings. The use will allow the conservation of the silos within the AONB so that their form can be retained and will maintain their positive relationship to the landscape and farm setting.
- 6.33. The collective buildings have considerable historic interest and their preservation and restoration, including that of the silos is therefore highly desirable. The buildings now have very little use as traditional farm buildings and in order to restore and bring them back into use, their conversion to residential while unique, is considered to be optimal to ensure their long term sustainability.
- 6.34. Having established that their conversion to residential is permissible in policy terms and their restoration regarded as highly desirable in heritage and landscape terms, the ability to ensure the scheme is financially viable is an important element of the proposals.

### *Viability*

- 6.35. The current planning proposals are for conversions of the Silos. There is clearly a deficit associated with bringing the structures into a residential use. The proposals are based on a thorough understanding of cost associated with the conversion of the properties, the development finances and the realisation that in order for a heritage deficit to be addressed, a capital receipt must be freed to ensure the viability of their restoration.
- 6.36. Please see Viability Assessment for further information.

### Planning Balance (Summary)

- 6.37. Whilst in conformity on all other matters with the Development Plan, the proposed scheme is not fully consistent with Development Plan policy SP2 in that it does not accept a LNO condition. It is therefore contrary to this Development Plan policy. It will also involve development in the setting of the Howardian Hills AONB.

- 6.38. In reviewing the first two points, this is not a national policy position and therefore there is inconsistency with the 2019 NPPF which under paragraph 213 results in a diminished policy weighting. In respect of the second point it is considered that the landscape impact will be limited and therefore it is considered within the policy limits of what constitutes acceptable change. In pre-application discussions it has been acknowledged that the change to the public perspective will be minimal and the AONB Manager supports the principle of development.
- 6.39. In heritage impact terms, set out at SP12 the conversion of the silos, rather than their removal, would maintain the setting of Home Farm providing a use that would sustain their story in terms of the use of Swinton Grange and their role in the traditional farming landscape.
- 6.40. As outlined, the development is promoted on the basis that it will allow for the long term sustainable future of these important landscape and heritage assets. Their significance and desirability for retention has been described above. The impacts of the LNO condition on the development have been calculated and this leads to a negative residual land value (see Viability Assessment).
- 6.41. It has therefore been demonstrated that there is a clear case for the removal of the LNO which would allow the re-use, conversion and long term viability of the silos and there are weighted policy grounds under the NPPF (para 79 and 202) supporting this approach.
- 6.42. The following policies also provide further weighting in support of the proposals:
- Paragraph 118 of the NPPF which states that substantial weight should be given to the value of using suitable brownfield land and land regeneration. The wider site within which the proposal sites can largely be described as PDL land, with a large quantum of agricultural built form;
  - Paragraph 59 in respect of boosting the supply of new homes;
  - Paragraph 131 of the NPPF, given the outstanding design quality proposed (set out in further detail in the subsequent section); and
  - Paragraph 200 of the NPPF, given the proposal enhancing and making a positive contribution to the non-designated Home Farm asset.
- 6.43. In respect of s106 contributions the scheme would not be able to accept any other s106 contributions if this were applicable given the viability position. It is understood that this is acceptable as it is in accordance with policy SP3 which allows for a discussion to be had following the findings of viability assessments in relevant circumstances. This is therefore a neutral point.
- 6.44. In reviewing the balance of policies, their weighting and the scheme's impact the principle of development is clearly established.

### Development Management Considerations

#### Design

- 6.45. It is considered that the conversion of the silos represents a highly sensitive and quality design response to these important assets that maintains the setting of the model farm and rural landscape.
- 6.46. The NPPF encourages exemplary design and it is considered this application demonstrates this, with paragraph 131 stating *"in determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings."*
- 6.47. The detailed design considerations are fully described in the Design and Access Statement that is submitted in support of this application, a summary of the main principles and issues are outlined below.
- 6.48. The silos have an interesting structural composition. The external envelope is formed with lightweight vertical steel ribs bearing on a thick concrete base, with the curved sinusoidal steel sheet forming the cylindrical walls. As the bins are filled with grain the steel sheet is put into tension and the structure becomes more rigid.
- 6.49. The eight silos were constructed in two phases. There are four smaller bins (diameter 5.5m and height 3.6m), and four larger structures (diameter 6.3m and height 5.4m). They are all in good condition and were apparently used quite recently, although the newer larger units are in better visual condition.
- 6.50. The concrete bases on which the silos sit is slightly lower than the surrounding ground level and it would appear that the excavated material has been mounded up directly to the west where the trees and undergrowth forms a fairly impenetrable barrier. The intention is to reform these bases prior to erection of a central steel frame for the recessed link building.
- 6.51. The new house would be timber framed within each of the existing bins with a steel frame for the link building and low level roof.
- 6.52. The buildings will all be single storey and will in principal have new openings to the north and west. The openings will be limited as much as possible using the recessive gaps between the cylinders or horizontal elements. Much of the quality of the design will be in the detail consideration of these openings and how the material junctions are considered. As part of the proposals the base of the most north-westerly bin will be removed, but the roof and the form kept above.



- 6.53. Any openings look away from the communal heating barn which is on the east boundary so any effect on the amenity of the other houses within the development will be negligible.
- 6.54. The buildings are structurally sound and the proposed methodology of how the buildings would be converted is outlined in the Design and Access Statement.
- 6.55. In summary the conversion, in principle, would be as follows:
1. Carefully dismantle overhead conveyor and supports. Refurbish for reuse
  2. Remove conical roofs from each bin. Set aside for replacement
  3. Cut 'inside' openings to bins where conversion requires
  4. Form new insulated concrete base
  5. Crane in prefabricated steel frame and insulated timber 'bin' linings and link walls
  6. Form timber roof at lower level (all single storey)
  7. Restore conical roofs and re-erect conveyor as services and MVHR system
  8. Finish conversion
- 6.56. The buildings will perform to Passivhaus standard with what little heat demand required provided for my means of the communal green energy centre in the barn adjacent to the silos.

### Transport and Accessibility

- 6.57. The NPPF and Local Development Plan requires plans and decisions to take account of whether safe and suitable access can be achieved.
- 6.58. The site benefits from a suitable highway access using the existing agricultural entrance and reinstating a disused access track to Swinton Grange to the south west. Appropriate highway visibility can be achieved within the applicant's land ownership in line with adopted highway standards.
- 6.59. The addition of a new dwelling using the road network will not create any adverse impact on the surrounding local highways network.
- 6.60. In terms of parking, the design utilises the two silos as garage bays for car parking which are accessed from a gravel drive.
- 6.61. The public footpath which runs down the eastern side of the site will be maintained to ensure the enjoyment of the open countryside, the model farm setting and to preserve links by foot between the village, the open countryside, and nearby towns and villages.
- 6.62. The access and transport position of the proposals is therefore considered acceptable.

### Flood Risk and Drainage

- 6.63. A Design and Access and Flood Risk Assessment is included as part of this application. There is no known flood risk at the site. The Environment Agency Flood Risk Map identifies the site to be within Flood Zone 1. A review of information available on the Environment Agency's website outlines that the site, in its current state, is not at risk from flooding from rivers, reservoirs and surface water.

### Ecology and Biodiversity

- 6.64. Ecological Policy considerations are outlined in the relevant Acts, NPPF and the Council's Local Plan and Core Strategy Policy SP14.
- 6.65. A Phase 1 Habitat Survey was conducted as part of the previous application. The assessment concluded the proposed development will not result in any adverse effects on protected sites and that there are therefore no insurmountable matters present at this stage which would prevent the delivery of the site from an ecological perspective. This has been updated for the purpose of this application and is included within the application package.

### Trees

- 6.66. JK Arboriculture carried out an initial arboricultural survey and implication study for the whole site as part of the previous application.
- 6.67. An updated report has been undertaken to inspect the trees around the silos in respect of the current proposals to develop this area.
- 6.68. The principally young trees within the fenced area were given a 'B' classification in the report of 2019 for group, rather than individual value. With the exception of a maturing stunted tree within the western boundary hedge which is in poor condition, the young trees appear healthy but relatively small and thin.
- 6.69. The report concludes that these trees should not be a constraint on developing the site as they could be easily replaced with more appropriate species of an eventual mature size in scale with the proposed development. Please see the submitted Arboricultural Report and Proposed Landscape Masterplan for further details.

## 7. Conclusions

- 7.1. This Planning Supporting Statement has been prepared in support of the proposed full application for the conversion of 8no. silos into a residential dwelling at Home Farm, located off Braygate Street.
- 7.2. Whilst the principle of converting the silos is considered to be permissible under policy SP2, the same policy requires such new dwellings to be subject to an LNO condition. Having reviewed the heritage and landscape significance of the buildings and the viability associated with its conversion it is clear that the principle of development can be seen within the context of paragraph 79 of the NPPF (part c in particular) and the resulted heritage linked development. The viability appraisal demonstrates a negative land value and as such it is clear that any LNO conditions are to be avoided.
- 7.3. However these heritage benefits, supported through Strategic Policy 12 and paragraph 202 of the NPPF, enable the development to be considered suitable even though the application is not fully in accordance with the Development Plan.
- 7.4. There will be clear benefits achieved through the conversion and conservation of the buildings within a carefully considered landscape design. The delivery of the site will also provide a number of other benefits including:
- The provision of an exemplar bespoke home of outstanding and imaginative design, which should be significant weight as outlined by paragraph 131 of the NPPF.
  - The reuse of brownfield land and land regeneration in line with Paragraph 118 of the NPPF.
  - The provision of new homes, supported by paragraph 59 in respect of boosting the supply of new homes; and
  - The proposal's enhancement and positive contribution to the non-designated Home Farm asset, supported by Paragraph 200 of the NPPF.
- 7.5. The character of the AONB has been considered whilst developing the plans, and has resulted in sensitive design approach without compromising the form of the buildings and open nature of its surroundings to a fundamental degree.
- 7.6. There are no significant adverse impacts arising from the proposed development in terms of heritage, landscape, highways or environmental impacts which would significantly and demonstrably outweigh the clear benefits.
- 7.7. We do not consider there to be any adverse impacts of the development to significantly and demonstrably outweigh the benefits when assessed against the adopted policies when taken as a whole and as such we therefore respectfully ask that Planning Permission is granted for the scheme.



## **Appendix 1 – Pre-application Advice**