



PLANNING, DESIGN AND ACCESS
STATEMENT

The Former Abattoir,
Nunnington.

A large, stylized graphic of the letters 'ELG' in white, set against a dark green, semi-circular background that resembles a dome or a hill.



PLANNING STATEMENT

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1. INTRODUCTION

1.1 This Planning Statement has been prepared by ELG Planning to accompany a planning application at The Former Abattoir, Nunnington, for the demolition of the existing buildings and the erection of 3 dwellings.

1.2 This supporting statement will provide the planning policy justification for this proposal; clearly demonstrating its compliance with the development plan and key material planning considerations. A fundamental consideration in this respect will be the presumption in favour of sustainable development as enshrined in the National Planning Policy Framework and an assessment of the proposals on that clear basis.

Structure of the Statement

1.3 The structure of this statement is as follows:

Section 2 discusses the context of the site.

Section 3 describes the development proposals

Section 4 sets out the relevant planning policies and context

Section 5 goes through the planning considerations.

Section 6 draws conclusions on the overall findings of this statement.

2. SITE CONTEXT

- 2.1 The application site is situated to the rear of Smiths cottage, which fronts Low Street. There is a small garden area to the rear of Smiths Cottage, with another area of hardstanding - which mainly provides access to the existing buildings on the site. There are a number of built elements on the site such as earlier stone outbuildings and a later breeze block modern addition, which encompassed the former abattoir.
- 2.2 The site also includes an area of land to the south of Smiths cottage that consists of a paddock area and an outbuilding constructed out of rubblestone. To the north of the site is Honeysuckle Cottage, with Smiths Cottage and Low Street to the east. To the south is Ryemoor Cottage and to the west/south-west are numerous hedgerows and mature trees.
- 2.3 The character of the area is residential with an element of rurality, largely due to the narrowed nature of Low Street, the presence of grassed side verges, and the setting back of properties that are located along Low Street.

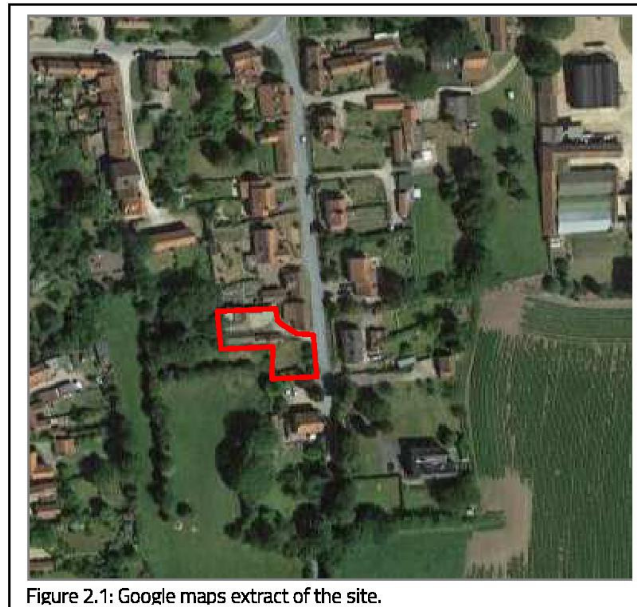


Figure 2.1: Google maps extract of the site.



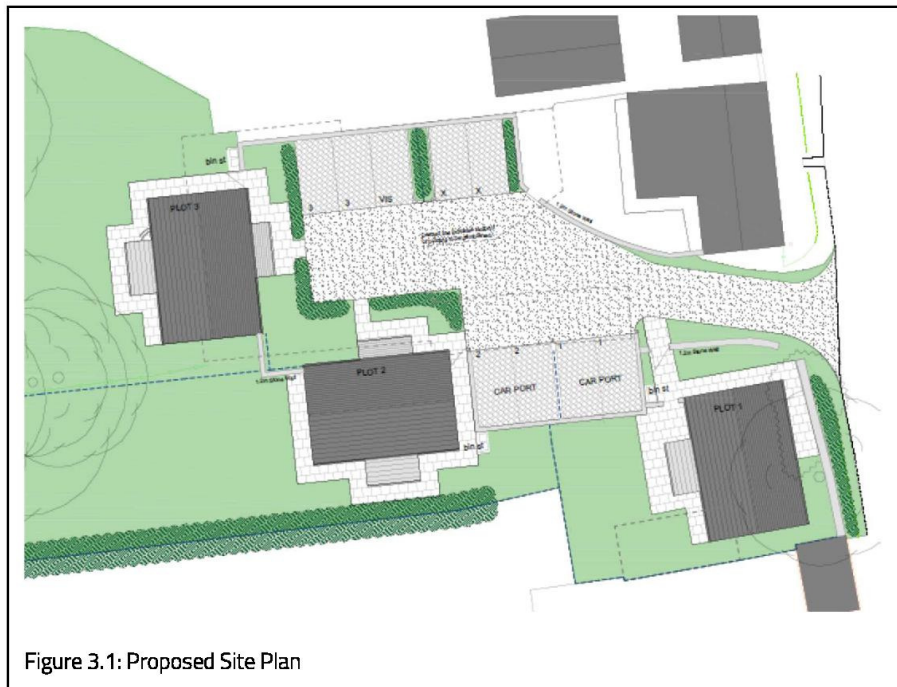
Planning History

2.4 The site has been subject to the following planning applications that are deemed pertinent on this occasion:

- **16/01773/FUL** – Erection of 2no. two-bedroom dwellings with parking and amenity areas following demolition of existing abattoir buildings. Approved: 12th April 2017.
- **18/01009/73** – Variation of condition 02 of approval 16/01773/FUL to add the parishes of Ampleforth and Byland with Wass to those classified as adjoining parishes. Approved 16 November 2018.

3. PROPOSED DEVELOPMENT

- 3.1 The proposed development is for the demolition of the existing buildings on the site and to erect 3 residential dwellings. It is proposed that Plot 1 will be situated on the paddock area to the south of Smiths cottage. Plot 2 will face northwards and will be situated where the existing stone outbuilding towards the centre of the site are at present. Plot 3 will be located to the west of the site and will take up part of the footprint of where the existing modern breeze block building that housed the former abattoir is situated.
- 3.2 As is visible in Figures 3.1 and 3.2, the development has been sensitively designed to ensure that the new dwellings are commensurate with the character of the area, make use of the site in an efficient and sustainable manner, whilst protecting amenity and reinforcing local distinctiveness.



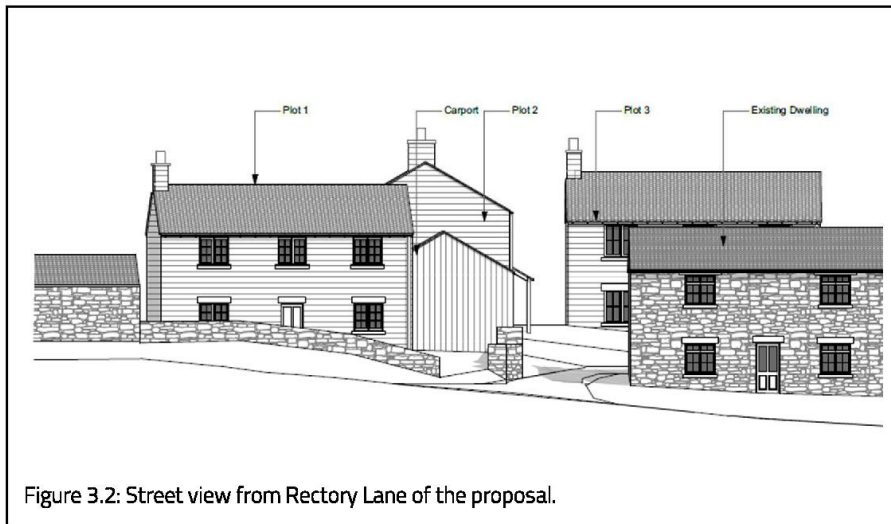


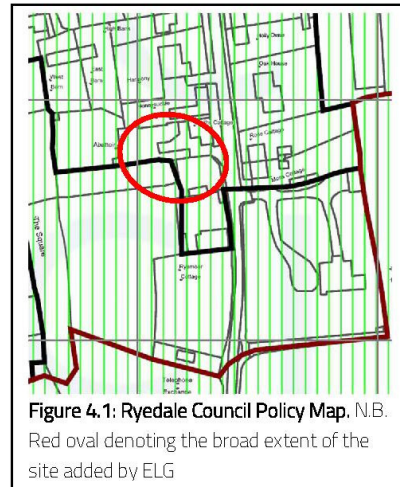
Figure 3.2: Street view from Rectory Lane of the proposal.

- 3.3 Over recent months the Estate have surveyed their existing housing stock and identified that they have a lack of family properties within their portfolio for Estate workers. The estate owns 25 cottages in total however the split is disproportionate with there being 10 no. 2 bedroomed properties, 7 no. 3 bedroomed properties, 5 no. four bedroomed properties and 3 no. 6 bedroomed properties. At present, they have identified a need for 3 bedroomed family dwellings to provide modest and affordable accommodation, as opposed to much larger and more expensive 4 or 5 bedroomed properties.
- 3.4 In undertaking such assessment, the Estate have already identified end occupiers who are waiting to move into family properties. The estate relies on retaining their workers and therefore to do so any shortcomings in available accommodation needs to be addressed. The scheme therefore proposes 3 bedroomed properties as opposed to much larger 5 – 6 bedroomed houses for example.

4. PLANNING POLICY CONTEXT

The Adopted Development Plan

4.1 The adopted development plan for the area currently consists of at present, the Ryedale Plan – Local Plan Strategy (adopted 2013), Local Plan Sites Document and associated policies map (adopted 2019) and the Regional Spatial Strategy (saved policy relating to York Green Belt). Together these make up the Development Plan for the area together with the National Planning Policy Framework (NPPF) (2019).



4.2 As shown in Figure 4.1, the application site (broadly indicated by the red oval) is mainly situated within the development limits of Nunnington – denoted by the black line which depicts the development limit boundary. The site also falls within the Nunnington Conservation Area (denoted by the maroon line). The entirety of Nunnington is situated within the Howardian Hills AONB (as denoted by the green vertical stripes in Figure 4.1).

4.3 Therefore, in light of the above, the following policies are considered to be of relevance to the current proposals:

Ryedale Plan – Local Plan Strategy

- SP1 – General Location of Development and Settlement Hierarchy
- SP2 – Delivery and Distribution of New Housing
- SP3 – Affordable Housing
- SP4 – Type and Mix of Housing

- SP12 – Heritage
- SP13 – Landscapes
- SP16 – Design
- SP17 – Managing Air Quality, Land and Water Resources
- SP18 – Renewable and Low Carbon Energy
- SP19 – Presumption in Favour of Sustainable Development
- SP20 – Generic Development Issues
- SP22 – Planning Obligations, Developer Contributions and the Community Infrastructure Levy

National Planning Policy Framework

- 4.4 The revised NPPF was published in February 2019 and sets out the Government’s planning policies for England and how these should be applied. The NPPF must be taken into account as it is a material consideration in planning decisions.
- 4.5 The NPPF confirms that the purpose of the planning system is to contribute to the achievement of sustainable development and, in order to achieve this purpose, the planning system has three overarching objectives, which are interdependent and need to be supported in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):
- **An economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and co-ordinating the provision of infrastructure;
 - **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;

- **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.

4.6 Paragraph 10 of the NPPF confirms a presumption in favour of sustainable development is at its heart, which should be seen as a golden thread running through both plan-making and decision taking.

4.7 Paragraph 118 supports the development of under-utilised land and buildings where they could be used more effectively, especially if this would help to meet identified needs for housing. Whilst the NPPF (Paragraph 121) states that Local Planning Authorities should also take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose.

4.8 Section 16 of the NPPF relates specifically to heritage assets and conservation matters and is of relevance given the sites location within a Conservation Area. A suitable assessment of 'significance' is required in this regard being the key element of what makes a heritage asset (conservation area) worthy of its designation and protection. Equally not all elements of a conservation area will contribute towards its significance (paragraph 201) and paragraph 192 of the NPPF does enable local authorities to take into account 'the desirability of new development making a positive contribution to local character and distinctiveness'.

4.9 Paragraph 193 relates to heritage assets and states: *"When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance."* This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.



- 4.10 Paragraphs 195 and 196 go on to make a distinction between proposals that will lead to “substantial harm” to a designated heritage asset and proposals that will have “less than substantial harm”.

- 4.11 Throughout this planning statement the relevant parts of the NPPF will be highlighted and discussed when deemed to be necessary.



5. PLANNING CONSIDERATIONS

5.1 Taking into account the proposed development, and site context, the main planning considerations in relation to the development proposals are considered to be:

- Principle of development;
- Heritage;
- Landscape;
- Design;
- Access and Highways;
- Contamination; and
- Ecology.

Principle of development

5.2 A reasonable starting point would be the principle of development. Policy SP1 identifies Nunnington as an 'other village' within which development is restricted to that '*which is necessary to support a sustainable, vibrant and healthy rural economy and communities.*' Development which makes a significant contribution to the environment or conservation of heritage assets is acceptable under policy SP1.

5.3 Policy SP1 states that development limits are defined on the adopted Policies Map. It is worth noting that a small proportion of the proposal is situated marginally outside the development limit boundary. This is to ensure that the dwellings have a spatiality that is similar to other properties within the locality of the site. As aforementioned, due to the proposal being sensitively designed, the existing hedgerows to the south/south-west of plot 2, are to remain *in situ*. The existing mature hedgerows provide a significant natural barrier when the site is viewed from the south/south-west.

- 5.4 Moreover, due to the presence of the existing hedgerows and other mature planting to the south/south-west of the site the boundary depicting the development limit is not plainly visible, therefore, it is somewhat arbitrary for the development limit boundary to be situated where it is at present. The existing hedgerows that would remain in situ as part of the proposal would be a more suitable and definitive boundary to the village.
- 5.5 Policy SP2 relates to the distribution of new housing, and notes that within the limits of ‘other villages’, the following is permissible:
- *Infill development (small open sites in an otherwise continually built up frontage) restricted to Local Needs Occupancy; and*
 - *Conversion and Redevelopment of Previously Developed Land and buildings within Development Limits, restricted to Local Needs Occupancy*
- 5.6 As outlined above, the majority of the proposal falls within the development limits. Parts of the development would reuse previously developed land – the buildings used as part of the former abattoir, whilst another part would utilise the small plot of land to the south of Smiths Cottage (the paddock). Although there is a small outbuilding on the southern part of the paddock, it would constitute as being a small plot of open land.
- 5.7 To the north of the paddock area is Smith Cottage and the hardstanding that provides access to the other building on the application site. The paddock area fronts Low Street – which is to the east, and Ryemoor cottage is to the south, along with the earlier stone outbuilding that are to the north-west of the paddock area. Consequently, the paddock part of the application site would lend itself favourably to an infill development, as permitted under Policy SP2, whilst the rest of the site would be deemed acceptable under the same policy, owing to the fact that it would be a redevelopment of a previously developed site within the development limits.

5.8 Furthermore, as aforementioned, prior to the submission of this application the Estate undertook a survey of their existing housing stock within their portfolio and identified a clear need for family dwellings. The existing portfolio of cottages is heavy skewed towards couples with 2 bedroomed cottages forming 40% of the estates properties. Modest family accommodation, namely 3 bedroomed properties, currently only totals 28% or 7 properties in the existing portfolio. As discussed previously it is essential for the estate to maintain employees and to do so a greater number of appropriate level family accommodation needs to be provided to cater for the needs of their staff and their growing families. This application has been submitted to address the clear shortfall of family sized dwellings within the estate portfolio. In addition, the proposals would result in a more equal balance between 2 and 3 bedroomed properties, taking the number of 3 bedroomed properties to 10 in total. It should also be noted that the Estate has identified end occupiers for the proposed properties.

5.9 Policy SP19 discusses the presumption in favour of sustainable development, which is a fundamental aspect running through the heart of the NPPF. SP19 states:

'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. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.'

5.10 In our view the scheme is a sustainable form of development, socially this benefits the village reinforcing its vitality and the estate by retaining members of staff and their families. The benefits that would arise as a result of the scheme being completed would considerably outweigh the marginal, if any, detriment that is considered to arise from this proposal. Therefore, the scheme is compliant with policy SP19.

5.11 Furthermore, in the Officer's Report of the previously approved application (16/01773/FUL), it is noted that the redevelopment of the site is considered acceptable in principle, given the development is



situated on previously developed land within the development limits, subject to Local Needs Occupancy. As highlighted above, an assessment has already been conducted and the proposed development in this instance meets a need which has been identified.

- 5.12 Given the location of the site, the fact that the existing built form is not commensurate with the surrounding use and/or character of the village, it is envisaged that the proposed development would certainly be a better form of development than at present and would be compliant with Policy SP20.

Heritage

- 5.13 As previously highlighted, the site is situated wholly in the Nunnington Conservation Area. There are no Listed Buildings within a close proximity of the site and none within the same street. The likelihood that the proposal would have a detrimental impact on any Listed Buildings is minimal, due to the topography of the area and the intervening development, this would restrict any views to or from any designated assets that are further afield.
- 5.14 Policy SP12 seeks to ensure that development proposals within the District preserve and where possible enhance designated heritage assets.
- 5.15 As highlighted in the Heritage Statement - also submitted as part of this application - there are a number of breaks/ green elements along Low Street, however, there are no individual green sites of high value that contribute to the openness of the Conservation Area. The site is not specified on the Policies Map as a 'Visually Important Undeveloped Area'.
- 5.16 As aforementioned, part of this application encompasses a site to the south of Smiths Cottage, which is known as the paddock, and at present is a small green parcel of land. Although, the proposal includes new development on the parcel of land (the paddock) for the siting of Plot 1, it is envisaged that the proposal would not adversely impact the conservation area. This is due to the fact that the site is

enclosed by mature trees and other shrubbery along the eastern boundary which fronts Low Street. Therefore, direct views of the paddock are limited, thus the paddock cannot be viewed as an open green space as such.

5.17 Despite the proposal including a new built element on a previously undeveloped site (the paddock), it is considered that it would be in keeping with the existing character of the streetscape along Low Street and the Conservation Area. Therefore, we would determine the proposed development to be compliant with SP12.

5.18 Along Low Street are a number of infill developments, which are also situated within the Conservation Area. These infill developments are situated above street level and so are situated in a prominent position when viewed from Low Street. In comparison, the paddock – the site of Plot 1 as part of this application – is much more secluded and is less prominent than other infill developments along Low Street. Plot 1 would be closer to street level than the other infill developments, thus reading better in terms of the context in which Plot 1 will be viewed.

5.19 Paragraph 200 of the NPPF requires that:

'Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and 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.'

5.20 This proposal presents a form of development that would not significantly harm the Nunnington Conservation Area or any other designated heritage assets. In addition, the proposed development would be more in keeping with the existing streetscape and character of the area than at present. The development would provide a similar use (residential) to that of the surrounding area, which would be



beneficial to neighbouring sites. Therefore, in our view this proposal provides an opportunity for the site to be redeveloped in a manner beneficial to the Conservation Area.

- 5.21 In light of the above, and as discussed in more detail in the submitted Heritage Statement, the proposed development would not result in a form of development which would perpetuate significant harm to the designated heritage asset (Nunnington Conservation Area) and would be compliant with both local and national heritage related policies.

Landscape

- 5.22 As aforementioned, the whole village of Nunnington is located within the Howardian Hills Area of outstanding Beauty (AONB). Policy SP13 is clear that development that detracts from the natural beauty and special qualities of the AONB will not be supported.

- 5.23 As previously mentioned, the application site includes a number of buildings which were formerly used as an abattoir and a parcel of land to the south of Smiths cottage, used as a small paddock. At present, the primary view of the built elements that make up the former abattoir (made up of a range of dilapidated stone outbuildings and a later modern breeze block building) is from Low Street. When viewed from the street the existing built elements appear incongruent and out of context with the surrounding residential properties.

- 5.24 Therefore, the proposed development provides a better option than at present and would be more in keeping with the area and the context of the site. Despite the proposal including the erection of Plot 1 on the paddock area, when Plot 1 is viewed from Low Street against the back drop of the other two plots and the neighbouring properties of Smiths cottage and Ryemoor cottage, Plot 1 would establish a tangible relationship with the existing streetscape.

- 5.25 In addition to the above, the existing hedgerows to the south of the application site will remain *in situ* as they provide a natural barrier between the edge of the settlement and the open countryside. The hedgerows will significantly limit any view of the development from the south/south-west, which will obscure any 'domestic' affect. The hedgerows create a better physical edge to the settlement boundary than the arbitrary development limit boundary – as discussed above.
- 5.26 Therefore, we consider the proposal would be in keeping with the area and would not adversely harm the qualities of the AONB. As a result, the proposal would be compliant with policy SP13.

Design

- 5.27 Policies SP16 and SP20 outline design and general development standards that all development schemes across the District must adhere to. Such include the need to ensure all new development protects amenity and well-being. It is clear that the proposal has been carefully considered and well designed. The scheme has been designed so that the amenity of the neighbouring properties and the amenity of those who will occupy the dwellings are protected, which has been achieved through the siting and orientation of the three dwellings.
- 5.28 Policy SP16 declares that new development must demonstrate that the context of the site in terms of location, siting, form, layout, and scale have been carefully considered. This is most certainly the case in this instance with the proposed development clearly incorporating these aspects into the scheme. It is clear from the submitted drawings that the scheme has endeavoured to reinforce the local distinctiveness of not only the immediate area but the village as a whole, through the use of materials that are in keeping with existing properties and the use of soft and hard landscaping that are commensurate to the streetscape.
- 5.29 It is evident that the scheme has been well contextualised and would positively contribute to the character of the area by providing a form of development that is more in keeping than at present.



Therefore, the proposal complies with both policy SP16 and SP20, as the scheme demonstrates an acceptable form of development from a design perspective.

Access and Highways

- 5.30 The proposed development will utilise the existing access arrangements which currently services the Abattoir and egresses onto Low Street. At present, there does not appear to be any highway safety concerns with the existing access arrangements and given there will be not alteration to the access where it egresses onto Low Street, it is considered that no new highway safety concerns will be perpetuated as a result of the development utilising the existing access.
- 5.31 On the development site itself the shared driveway will provide access to two car ports which will provide vehicle parking for plot 1 and plot 2, as well as 5 other parking spaces, two of which belong to plot 3 and the other spaces will be for visitor parking.
- 5.32 Although the proposed development will result in an increase in the amount of traffic using the local road network it is considered that the increase will not be significant and it will not be deemed detrimental to the surrounding area.
- 5.33 In the Officer's Report of the previously approved application (16/01773/FUL), it is stated that Highway consultees raised no major issues with the previous proposal. Their only recommendations were for a number of conditions to be applied to the consent, such as the proposed parking provisions must be continuously maintained in an adequate manner and the customary conditions of wheel washing facilities and details of construction traffic during the construction phase must be provided to the Local Authority and subsequently discharged prior to commencement onsite. The proposed access and highway related aspects of the proposal are not too dissimilar than that approved under the previous application. Therefore, it is considered that the highway related aspects of the proposal would be considered compliant with Policy SP20 of the adopted Local Plan.



5.34 Paragraph 109 of the NPPF states: *“Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.”*

5.35 It is considered that the proposed development will not give rise to significant highway safety concerns nor will it perpetuate minor implications which cumulatively would warrant refusal on highway grounds. Therefore, we consider the proposed development to be acceptable from a highway safety perspective.

Contamination

5.36 The site is a mix of paddock land and concrete hard surfacing and therefore the risk of pollutants is low. The previous approval on site was subsequently conditioned to ensure that no start was made on site until an investigation and risk assessment was carried out. Nothing has changed on site and therefore we would seek a similarly worded condition.

Ecology

5.37 The application submission includes an updated Bat Survey which concludes that there is no substantial or material changes to the findings of the Wold Ecology Bat Report (2016). The document also includes details of the bat boxes which are proposed to be incorporated within the development. The previous approval conditioned this work and therefore we would seek a similarly worded condition.



6. CONCLUSIONS

6.1 To conclude, it is considered that the proposals are acceptable in all respects, having regard to the relevant development plan policies, and the NPPF. This is because:

- The scheme seeks the erection of 3 no. 3 bedroomed dwellings to address the estates lack of modest family level accommodation which is required to meet the needs of employees and their growing families.
- The proposal is considered to assist the estate in retaining members of staff by addressing a need which is reinforced by the fact that end occupiers of the proposed dwellings have already been identified.
- The proposal would provide a form of development that would be more in keeping with the surrounding land uses and built form, than at present.
- The development would be a sustainable form of development and would not have a detrimental impact on the character of the area, the AONB or the Nunnington Conservation Area.
- It is evident that the context of the site has been incorporated into the scheme, through the siting, scale, and layout, amongst other aspects and the use of local materials to ensure the proposal reinforces local distinctiveness.
- The existing hedgerows to the south of the site will remain *in situ* and will provide a more tangible natural barrier between the open countryside and the edge of the settlement.

6.2 Due to all of the above, we respectfully request that the Council resolves to grant planning permission for this demonstrably policy compliant form of development without delay, in line with the NPPF presumption in favour of sustainable development, subject to any conditions deemed appropriate on this occasion.