

Stovell & Millwater Ltd

Chartered planning and development consultants

5 Brentnall Centre, Brentnall Street
MIDDLESBROUGH, TS1 5AP
Tel: 01642 232397
www.davidstovellandmillwater.co.uk
Company Number 09544180

Our ref: HN/20/001 Date: February 2020

**REPRESENTATIONS
ON
PARISH OF INGLEBY ARNCLIFFE DRAFT NEIGHBOURHOOD
PLAN FOR (2018-2035)
REGULATION 14 PRE-SUBMISSION CONSULTATION**

BY

YORK DIOCESE



**Former Ingleby Arncliffe Church of England Primary School,
High Street, Ingleby Arncliffe DL6 3NA**

REPRESENTATION STATEMENT: PARISH OF INGLEBY ARNCLIFFE: DRAFT NEIGHBOURHOOD DEVELOPMENT PLAN (2018 – 2035): PRE-SUBMISSION REGULATION 14 CONSULTATION

Client: Diocese of York

Site: Ingleby Arncliffe C of E Primary School, High Street, Ingleby Arncliffe DL6 3NA

Our ref: HN/20/001

Date: February 2020

Preliminary Matters

1. These representations on the Draft Neighbourhood Development Plan (2018-2035) (DNDP) are made by the Diocese of York who wishes to maintain their objection to the DNDP as it relates to the housing allocation under **Policy P1**. Reference is also made to **Policy P4**. These objections should be viewed as the Diocese supporting the Parish in its objectives to secure further housing in the village, ideally by a comprehensive development scheme by Beyond Housing, but wishing to ensure that this is not to the disadvantage of the Diocese. They wish to assist in providing a more robust solution than is presently being brought forward by the Plan, which will provide all parties with fall back positions if the Beyond Housing scheme, for whatever reason, does not proceed.
2. The representations against the Plan are also submitted in the knowledge that a planning permission exists for the development of the Diocese land for 4 dwellings (Ref. 19/01448/OUT).
3. The DNDP appears to be a single issue Plan. That is to provide additional housing (upto 18 within the next 5 years) for the village. This would be a mix of dwelling types including affordable housing.
4. The representations are based on the Draft Neighbourhood Development Plan for 2018-2035. *Pre-Submission Regulation 14 Consultation* (DNDP) downloaded from the Parish Council website. It appears that the DNDP document on the website does not include a Proposal Map. Whilst this may not be required by the Neighbourhood Plan we consider this would have been very helpful. Reference is made to an Indicative Layout Plan prepared by BSBA Architects in Appendix A of the DNDP document. We have taken this as indicating the proposed alteration to the Village development limits boundary. It is not presented on an OS Plan of the village to a recognised scale.

The Site and Its Surroundings

5. The site allocated for housing under **Policy P1** is in two distinct separately owned parts. (1) The Diocese land, which contains the school building, is included within the Village

Development Limits has planning permission for 4 dwellings (Ref 19/01488/OUT). (2) The North Yorkshire County Council land which is the former school playing field, has reverted to rough pasture and is outside the village development limits.

6. The school was built in about 1972 and closed in December 2017. It is a single storey building of 1970's design which sits well back from the road and the neighbouring terraces and individual buildings that front onto the main street. It has a series of hipped roofs which is again typical of 1970's design. The site owned by the Diocese is about 0.2 hectares (0.7 acres) in size.
7. The DNDP provides an extensive explanation of the social and economic structure of the village and it is not our intention to expand upon this in this document. There is less explanation of the character and appearance of the village although there is a requirement in **Policy P4: Key Guiding Principles for Development** that *"Proposals for new development will be expected to reflect the highest standards of design and respect the scale, layout and appearance of existing buildings within the vicinity in order to protect and enhance the character of Ingleby Arncliffe and Ingleby Cross."*
8. For assistance we attach as **Appendix 1** a copy of our Design and Access Statement submitted as part of the planning application for the extant planning permission for 4 dwellings (Ref 19/01448/OUT). This includes a chapter on the character and appearance of the village as it relates to the development of the school site. Briefly, the site is included in a line of development, generally characterised by substantial 2-storey terraced and detached properties, mainly stone built, with occasional render and sporadic brick built houses. The village heritage is agriculture and this influence is felt in the traditional design and form of the buildings.

Main Representation Issues

9. We have five main Representations against the DNDP. These are: -
 - 1) The evidence base provided by the November 2016 Housing Needs Survey is out of date and not robust enough to support **Policy P1** in the DNDP. In addition to a need for the first 5 years, a total need for the Plan Period needs to be set.
 - 2) The extension to the Development Limits for **Policy P1** is based on an Indicative Layout Scheme that is flawed and not suitable for such a purpose. Development Limits should be based on a village plan and reflect features on the ground.
 - 3) There is no clear advice on the character and appearance of the Village required to assess compliance with **Policy P4**.
 - 4) There is no need to allocate the Diocese land for housing in the Plan. It already forms part of the village development envelope and has planning permission for housing.
 - 5) Delivery is uncertain. It should not be assumed that a comprehensive housing scheme with the NYCC land would be available within 5 years and the DNDP needs to set out alternatives and provide more certainty.

Housing Need

10. We do not believe that the evidence base provided by the November 2016 Housing Needs Survey on which the present scheme is based, can be considered to be sufficiently robust for a development plan document. The 2016 survey pre-dates the closure of the school in December 2018 and was undertaken at a time when the future of the school must have been in doubt owing to the low number of children attending it and this could easily have influenced how people identified the need.
11. We accept that there would be housing need within the village which this has been constrained by planning policies that have drawn the development limits tightly round the existing settlement preventing any development to occur and this could have contributed to the closure of the school. However, any housing survey undertaken before the school was closed must be considered in doubt because of the importance during the survey period of increasing children number to keep the school sustainable. The circumstances surrounding housing need are now much different. A Housing Needs Survey needs to be undertaken after the closure of the village school to illustrate the present scale and nature of the housing need.
12. The Plan only deals with the need for housing for the first 5 years of the Plan. An anticipated total for the Plan Period needs to be considered and brought forward. At this stage this could simply be a total figure. Whilst accepting that a five year review would be anticipated, this needs to be prepared in the light of the planned growth for the Plan Period. At present this is ignored by the Plan.

Development Limits and Indicative Plan Layout

13. The extension to Development Limits seems to be defined by an Indicative Layout in Appendix A of the DNDP which we believe is flawed for defining development limits for Policy P1. It would normally be the case that Development Limits follow clear natural boundaries on the ground rather than a hypothetical or artificial line on a plan, unless there are any exceptional circumstances which do not seem to be the case.

Indicative Plan

14. The Indicative Plan Layout has been prepared by BSBA Architects for Beyond Housing. Its main purpose appears to be to indicate the area required to accommodate a mix of 18 dwellings of the type identified by the 2016 Survey for Beyond Housing. The scheme represents one option. There will be others, some of which will require more land than the scheme illustrated. The layout plan, by itself, should not be used to define the extension of the new development limits. A separate study needs to do this and on a normal OS base. This could also bring into consideration other locations within the village.
15. The additional land is tightly drawn around the proposed scheme for 18 dwellings and there appears to be no flexibility if, for whatever reason, this particular approach is not considered

appropriate and another scheme evolves which requires additional land. Five initial observations on the scheme which could result in requiring additional land are: -

- The local planning authority (lpa) may have concerns over the introduction of the “Quarter House”, (4 back to back dwellings) fronting the street, in terms of its scale, massing and appearance. It could be viewed as being out of keeping with the adjoining buildings and streetscape and against well established development plan policy on this issue. It could also be contrary to **Policy P4: Key Guiding Principles for Development** in the DNDP. A redesign could increase the land take needed.
 - The lpa might also have concerns over the rear gardens of the bungalows. It is normal practice to seek a minimum of 9 metres to the boundary where it backs onto open land to provide some protection for any future development. The distances do not seem to be that much. Any alteration could involve increasing land take.
 - The layout does not provide for a vehicular link west to serve other Diocese land which could be a requirement. Should it be needed this would increase the land take needed.
 - Also the layout does not provide for a vehicular link northwards to access any surplus NYCC land. Should this be a requirement it would increase the land take needed.
 - The housing need survey is out of date. If a new survey is undertaken it could produce a different housing requirement which might need more land.
16. In our opinion the Indicative Plan should not be used to dictate the amount of land needed for amendments to the development limits to accommodate further housing for the village under **Policy P1**.
17. In our opinion it is clearly sensible to include all the NYCC land whether or not this is developed in the first five years, within the development limits. It would provide a clear boundary on the ground. It also seems to us that there would be good reason to incorporate the children’s play area within the development limits as well. This forms part of the village.
18. We consider the village needs to be treated as one settlement. We do not believe that having the development limits line separating out different parts of the village is a consistent or sensible position for the Plan to adopt, notwithstanding different planning authorities. Whilst there is no Duty to Co-operate, it seems to us that it does need consistency of approach in how it deals with that part of the village which is within Hambleton District and that part which is within the National Park. This needs to be addressed further.

Character and Appearance

19. **Policy P4: Key Guiding Principles for Development** provides for *“Proposals for new development will be expected to reflect the high standards of design, and respect the scale, layout and appearance of existing buildings within the vicinity in order to protect and enhance the character of Ingleby Arncliffe and Ingleby Cross”*. Given this policy there needs to be some clear advice within the DNDP on the character and appearance of the area if **Policy P4** is to be relevant. We have attached at Appendix 1 our Design and Access Statement for the recent

planning application within which a character and appearance assessment of the village has been provided as it relates to the Diocese land. Our clients invite the Parish to use the information as a basis for extending it throughout the village and incorporating it into the DNDP should they wish.

20. The aim of “protect and enhance” in the policy is a high bar, particularly where valued judgements are used to determine compliance. It is more often the case that development is acceptable provided there is no material effect on character and appearance. We would suggest consideration is given to replace “and” with “or”. It would then read “protect or enhance”.

Removal of Diocese land from designation under Policy P1.

21. We believe the Diocese land should be removed from the allocation under **Policy P1**. This allocation need only relate to the North Yorkshire County Council (NYCC) land which is outside the development limits. The Diocese land is already allocated for housing. The Diocese land is within development limits, developed, has planning permission for 4 dwellings and could be considered as allocated for housing. There is no need for the Diocese land to be included within the **Policy P1** site and it should be removed from this designation. There is no need for its inclusion to facilitate development. Indeed it could work against securing a comprehensive scheme. The NYCC land is in rough pasture outside the developments limits where its allocation for housing within the DNDP would be needed.

Land availability/deliverability

22. Delivery of housing has not been comprehensively assessed. There is over reliance on one site and one housing provider for delivery. Negotiations with Beyond Housing on the purchase of the land commenced about March 2019. The background to negotiations upto date does not support the underlying assumption contained in the DNDP that an early comprehensive development by Beyond Housing is likely to occur within 5 years or after.
23. If Beyond Housing is genuinely interested in ensuring the early development of the land we could reasonably have expected them to have seriously moved to secure the Diocese land which would then enable them to control the NYCC land. From our observation no serious approach has been made. In this regard there has to be an assumption that the commitment of Beyond Housing to a comprehensive development for housing is uncertain.
24. The proposed DNDP would bring substantive benefits to the NYCC. It brings none to the Diocese. The respective positions need to be respected by parties interested in securing a comprehensive solution. The key to delivering housing development would seem to us to be the Diocese land. We believe this should be recognised and reflected in the acquisition process. If the Diocese land is viewed simply as brownfield land that needs to be first reclaimed before it can be developed and value correspondingly depressed to enable enhanced land values for the NYCC land behind, then it is likely that a comprehensive solution could be difficult to achieve in the foreseeable future.

25. It seems to us that the Parish Council are aware of the difficulties associated with the delivery of the proposal under Policy P1. The Background Chapter to the Neighbourhood Plan states that: - *The site has been assessed and the development is considered achievable, with the cooperation of the landowners. The remaining policies within the plan are intended to address circumstances in which the site does not come forward for development to deliver the local identified housing need* [our emphasis]. We do not believe that the remaining policies within the plan do this. The Parish have recognised that delivery of the site for housing cannot be assumed. It is necessary for the DNDP to recognise this in its policies and proposals. Clearly policies need to be incorporated to indicate where alternative sites would be considered should the **Policy 1** site not become available. This has not occurred.

Summary

26. We believe we have demonstrated that the evidence base provided by the November 2016 Housing Needs Survey is out of date and not robust enough to support **Policy P1** in the DNDP. One of the aims of the DNDP should be to provide advice and policies on meeting housing needs of the village upto 2035. In our opinion the document does not achieve this. The approach to housing provision after 5 years is not properly covered.
27. We consider that the proposed extension to the Development Limits for **Policy P1** is based on an Indicative Plan not suitable for such a purpose. The development limits for the village needs to be reviewed and revised as a separate study. We feel it would be more sensible for it to reflect features on the ground.
28. There is no clear advice within the DNDP on the character and appearance of the Village required to assess compliance with **Policy P4**. We consider it important that this is included if **Policy P4** is to have any relevance.
29. We do not believe there is any need to allocate the Diocese land for housing in the Plan. It already forms part of the village development envelope, it has a planning permission for housing and as such can already be considered as being allocated for housing.
30. Representing, in our opinion, the key delivery stakeholder for this site, we feel it should not be assumed that a comprehensive housing scheme with the NYCC land would be achievable within 5 years. Negotiations with the preferred developer, Beyond Housing, have been protracted. Notwithstanding comments in the Plan document, there is no other policy in place to guide development should the NYCC land not proceed for housing. The DNDP needs to set out alternatives, in the event that the site does not come forward.

APPENDIX 1

Stovell & Millwater Ltd
Chartered Town Planning Consultants

DESIGN AND ACCESS STATEMENT

Proposed Housing Redevelopment of
Former Ingleby Arncliffe Primary School

Ingleby Arncliffe C of E Primary School, High Street,
Ingleby Arncliffe DL6 3NA

Client: York Diocese
Council: Hambleton District Council
Our Ref: HN/19/002
Date: July 2019

Contents

Introduction	3
Site Context.....	4
Site Description.....	4
Constraints.....	5
Site Analysis	5
Character and Appearance	8
Local Characterisation.....	8
Design Principles.....	11
Use	11
Amount	11
Layout.....	11
Scale	12
Appearance	12
Access and Parking.....	13
Impact on Protected Trees	14
Drainage and Surface Water Management	15
Conclusion.....	16

Introduction

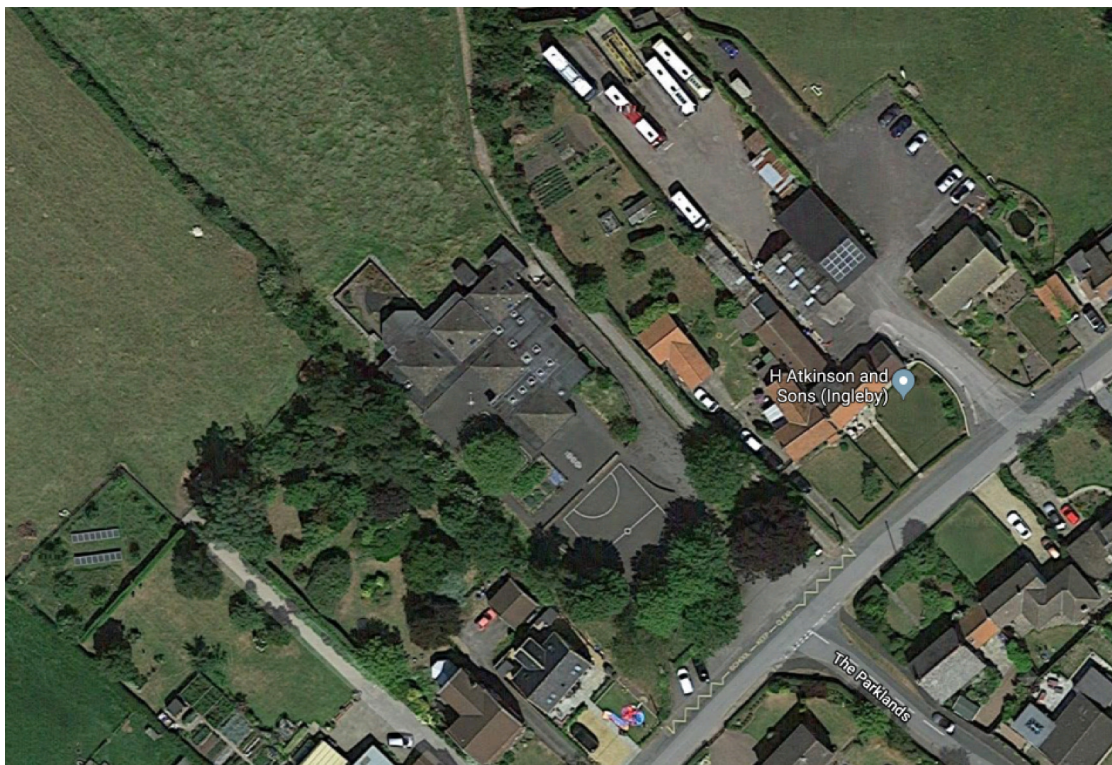
1. This Statement is in support of a planning application for a proposed residential development on the site of the former Ingleby Arncliffe Primary School. The proposed development has been designed following a thorough characterisation of the surrounding context, site analysis and surveys, taking into consideration access requirements and residential amenity.

Site Context

2. The proposed development site is in the village of Ingleby Arncliffe in what is predominantly a residential area as a result of the historic development of the village, later modern development, and the conversion of adjoining buildings, such as the Chapel. The site adjoins a quiet village street which is lightly used by local traffic.

Site Description

3. The site is currently occupied by the former Ingleby Arncliffe Primary School. The school, built in 1972 was closed in December 2017. The remainder of the site is occupied by the former school playground and other associated outbuildings. A significant proportion of the site on the street frontage is occupied by trees (see Constraints below).



Aerial View of the Site © Google



View of the existing former Ingleby Arncliffe Primary School buildings

Constraints

4. The site is within Development Limits as set by the Hambleton Local Plan (2010). A topographic and tree survey has identified the key features of the site including trees and the existing drainage. The trees on site are covered by Individual Tree Preservation Orders based on data from the Hambleton District Council Interactive Map. There are two hedgerows adjoining the site and a Public Right of Way to the north east of the site. The existing building is not suitable for re-use and is surplus to requirements. There is no known contaminated land within the site.
5. There are adjoining dwellings to the north east and south west of the site, presenting side elevations and bordered by substantial hedges.

Site Analysis

6. The plan below identifies the key features and aspect of the proposed development site. On a south east alignment, the site presents little in terms of potential overshadowing of adjoining properties. The existing vehicular access benefits from a significant set-back from the carriageway and this is complemented by a pedestrian access to the south west of this. There is a footway either side of the site entrance.

The site is well connected to the existing village and its services including a public house, shop and café and village hall.





Internal view of the site showing the blank gable of the adjoining converted Chapel

Character and Appearance

Local Characterisation

7. The village of Ingleby Arncliffe (inc. Ingleby Cross) is a former agricultural village with a variety of historic buildings relating this heritage and new development dating from the Twentieth Century. There are a range of building types within the village ranging from historic landmarks, such as the water tower, to more generic suburban style housing. The best of the character of village can be characterised as:
 - One to two storey cottages and houses constructed of stone or occasionally render with pantile roofs, water tabling and kneelers being a common feature of gable ends;
 - Substantial front gardens with some tree planting therein;
 - Sporadic houses constructed in brick;
 - Traditionally formed openings (however later adaptations have eroded this characteristic); and
 - The adaptation of buildings from either agricultural or ecclesiastical use.
8. There are some dormer windows in the village, however these are rare. Away from the main frontage development stretches back into the countryside along perpendicular lanes.



Converted Chapel, adjacent to the proposed development site



Typical street view



Later development behind the main frontage

Design Principles

Use

9. The proposed development is purely residential, there is no compelling reason to provide a mix of uses in what is predominantly a residential area.

Amount

10. The proposed development will provide 4no. detached new dwellings, with associated gardens.

Layout

11. The layout of the proposed development has been designed to provide natural surveillance over the new access road and the new public open space that will be provided adjoining the Public Right of Way to the north east. The orientation of the new dwellings has been chosen to minimise the impact on the adjoining properties in terms of amenity and overshadowing. The layout reflects the character of the village in terms of the relationship of the buildings to the street, featuring front gardens and a direct connection to the front door.
12. The southernmost dwelling is 13m from the blank gable of the adjoining converted chapel, which is screened by a substantial hedge, some 11m from the rear.



Proposed Layout NTS

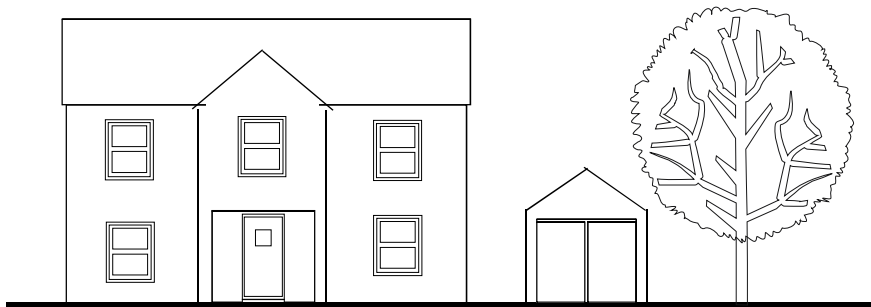
13. The layout has been designed to retain a village feel with a narrowing to the north east to create visual interest and reduce vehicle speeds within the development. Plot 4 will present a gable to the road. The layout incorporates a significant amount of public open space, benefitting from natural surveillance and providing a setting for the development and the existing trees.

Scale

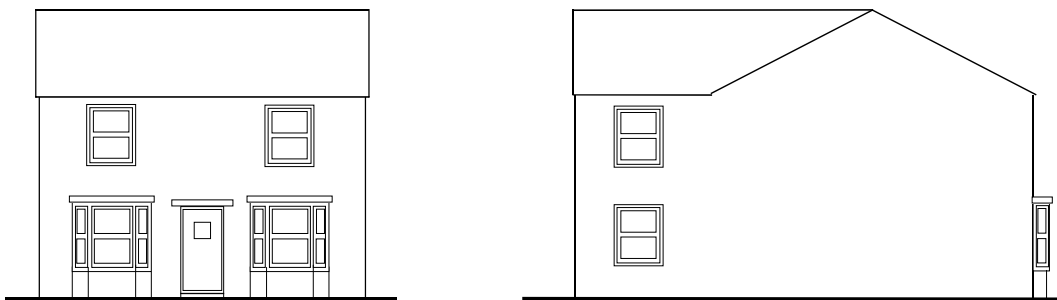
14. The proposed dwellings are to be two storey with standard domestic floor to ceiling heights.

Appearance

15. The proposed dwellings are to be finished in local stone with traditional details or render, roofs are to be pitched with pantiles. The building footprints have been designed to allow for a traditional roof pitch. The design of the proposed dwellings has been based on the character of the village.



Plots 1 and 3 - Indicative House Type - Elevations



Plot 4 - Indicative House Type - Elevations

Access and Parking

16. A new 5.5m access is proposed in the location of the current vehicular access. This road will have a 1.5m footway on one side. The width of the road and its alignment will facilitate further development in the future to the north west and west of the proposed development site. The number of houses served from the proposed access does not require a footpath at both sides of the road. A link to the PROW is to be provided, crossing the access road via a raised crossing table to further reduce traffic speeds. The existing pedestrian path would be diverted through the trees if possible, to join the side of the carriageway and proposed footway. In the case of further development in the future the adjoining PROW could be connected to the carriageway to the north west, facilitating a greater number of dwellings. Turning heads will be accommodated within the scheme which, for the purposed of this application, should be considered as a private shared drive with the ability to be adopted in the future.
17. Parking spaces for two cars per dwelling will be provided in curtilage.

Impact on Protected Trees

18. The proposed development will have an impact on one protected tree to facilitate the creation of the access to an adoptable standard. Whilst access is possible using the existing width and arrangement the proposed development has been 'future proofed' to allow for further development in the future on the land adjoining.

19. The affected tree is a sycamore (T3) identified in the tree survey as being of moderate quality and recognised for its arboricultural qualities as opposed to group value. The loss of this tree would be mitigated elsewhere on site in the proposed public open space. The loss of this tree if required in widening the access is not considered to be harmful if adequately mitigated.

Drainage and Surface Water Management

20. The proposed development is in Flood Zone 1.
21. The proposed development will be designed to minimise surface water run-off through the incorporation of permeable surfaces, water butts and extensive garden areas. The quantity of development does not warrant the inclusion of a SuDS system.
22. Foul drainage is to be handled via the existing sewage network already serving the site.

Conclusion

23. The proposed scheme has been developed based on a thorough analysis of the opportunities and constraints of the site and a characterisation of the area. The proposed development will make a positive contribution to the character and appearance of the village, add to housing supply and choice.