

North York Moors National Park Authority

Scarborough Borough Council (North) Parish: Danby	App No. NYM/2019/0077/FL
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Proposal: creation of car park to serve existing village centre (revised scheme to NYM/2018/0374/FL)

Location: land adjacent to Botton Village Store, Botton Village

Applicant: The Camphill Village Trust Limited, c/o Agent

Agent: Indigo Planning, fao: Miss Hannah Payne, St James Tower, 7 Charlotte Street, Manchester, M1 4DZ

Date for Decision: 08 April 2019

Grid Ref: 469574 504223

Director of Planning's Recommendation

Approval subject to the following conditions:

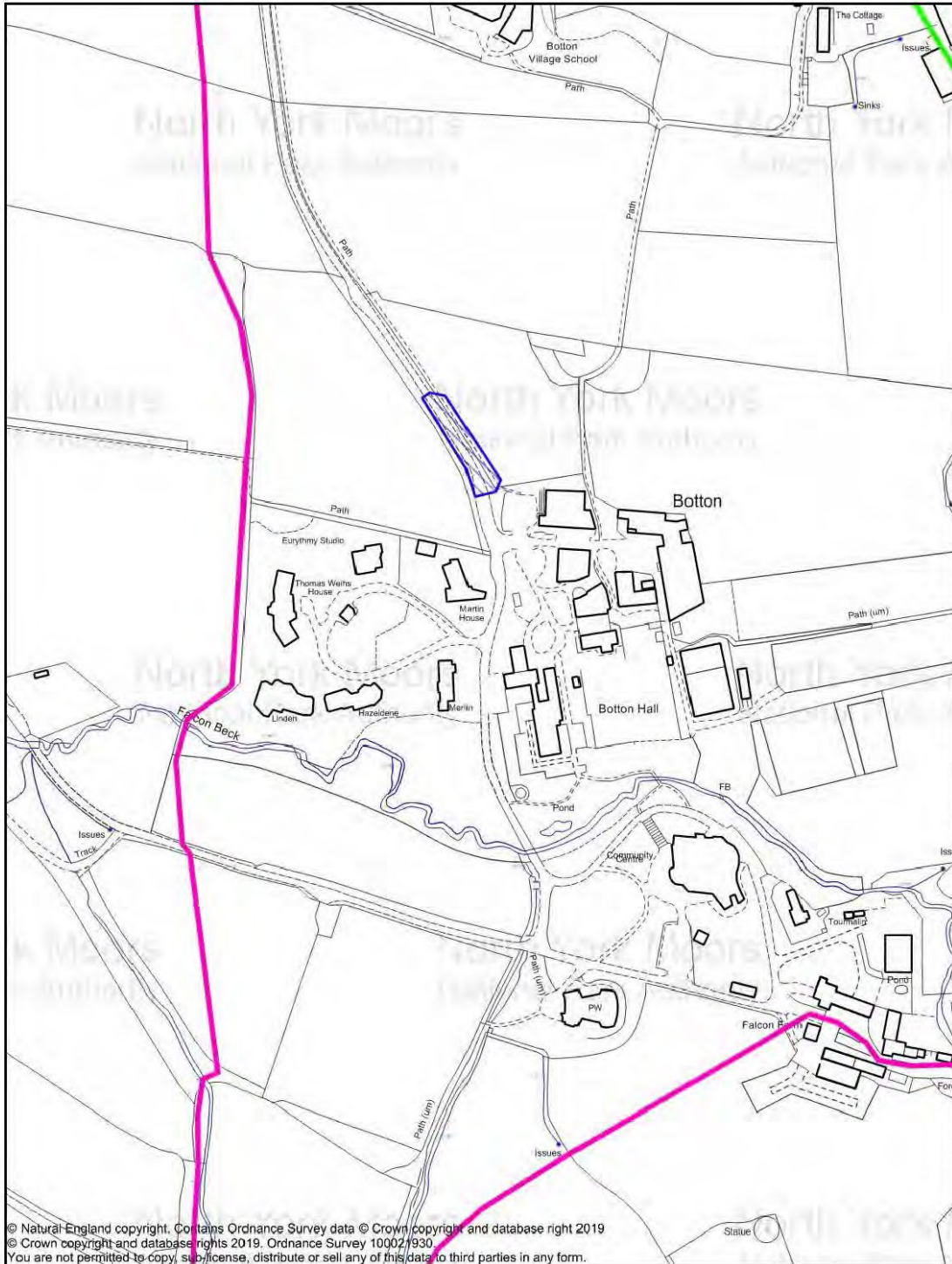
1. TIME01 Standard Three Year Commencement Date
2. PLAN01 Strict Accordance With the Documentation Submitted or Minor Variations - Document No's Specified
3. WPDR09 Withdrawal of PD Part 2 Class A - Gates, Walls, Fences
4. GACS00 No external lighting shall be installed in the development hereby permitted until details of lighting have been submitted to and approved in writing by the Local Planning Authority.
5. DRGE07 Surface Water Discharge via Oil Interceptor
6. MATS00 The hard surfacing of the car parking spaces hereby permitted shall be Tobermore Bracken Tegula sets and shall thereafter be so maintained. The hard surfacing of the raised traffic calming table shall be Tobermore Natural Tegula sets and thereafter so maintained. The repositioned walkway shall be Tobermore Charcoal Tegula sets and thereafter so maintained. The external face of the retaining wall shall be finished with Tobermore Grand Retaining Wall blocks.
7. LNDS01 Landscaping Scheme Required (tree and hedge based perimeter screen to both sides).
8. MISC00 Prior to any use of the car parking hereby approved commencing, full written details of
 - Details of a scheme of signage to discourage parking within the village centre.
 - Details of any barrier gate to restrict parking beyond the car park within the village centre and Falco neighbourhoods.



North York Moors National Park
Authority
The Old Vicarage
Bondgate
Helmsley YO62 5BP
01439 772700

Application Number: NYM/2019/0077/FL

Scale: 1:2500



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Consultations

Parish – Object. There is confusion within the application as it states that 28 parking spaces are to be lost and only 22 car spaces created, fail to see how less parking will resolve the parking issues.

Highways – Request clarification of car space dimensions and height of retaining wall. Revised plan provided. Views awaited.

Natural England – No objections.

Police – Traffic – Views awaited.

Site Notice Expiry Date – 28 March 2019

Others –

Alastair & Ann Barron, Malton
Jacqui Gough, Plymouth
Mr Bjorn Riis-Johannssen, Hornby
Jackie Riis-Johannssen, Bedale
Lucinda Riis-johannessen, Bedale
Susan Hurst, Gosforth
Carolyn Collin, York
Tim Colin, York
Max White, Camberley
DM White, Camberley
Nicole Quayle, Durham
Dr Brendan Quayle, Durham
Duncan Cameron, Brighton
Fran Francis, Hull
Ilona j McGivern, Lealholm
Stehen McGivern, Lealholm
Emmeline King-Evans, Aldershot
Anita Bennett, Bristol
Brian Knight, Herne Bay
Peter Woods, Danby
Simon Burdis, Milnthorpe
Marja Lee, Chagford
Graeme Ugle, Yelverton
Marion McKay, Callander
Philippa Unwin, Halstead
William Fisher, Rescare
William Hannay, Harrogate
AT Thornton-Berry, Leyburn
Bridget Thornton-Berry, Leyburn

All the above are concerned about or object for one or more of the following reasons:

- It appears that the car park is part of a larger 'masterplan' for the village and without details of the other future developments.
- Would be a loss of organic farmed land.
- The area marked as future playground should be retained as a car park.
- Would be likely to lead to an increase of traffic around the narrow lanes of Botton which will conflict with vulnerable adults walking on the roads daily.

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Others continued

- Botton is a very special place for learning disabled adults; the car park could lead to safeguarding issues.
- Question whether there is a safety justification, there are blind spots with end-on parking and cars move very slowly.
- Site will be unattractive and visually intrusive.
- There are 105 car spaces within 300 metres of the centre and a new car park is not needed.
- Outside the main built up part of the village.
- Refute the agent's implication that objections from addresses outside Botton should carry less weight, many objectors have power of attorney of people at Botton who cannot engage with the planning system fully due to their learning difficulties.

Background

Botton Village comprises eight dispersed 'neighbourhoods', located in a relatively remote part of the National Park at the head of Danby Dale with twin road access from the Blakey Road, Castleton and Ainthorpe. Following the donation of the land and buildings by the Macmillian publishing family, Botton was established in 1955 as a dedicated community for learning for disabled adults. The community live and work together with a close harmony with nature. There is a Church, a theatre, a Steiner school, shop, various workshops & farms. The Community is funded by a mix of donations from benefactors, a modest sum from social care providers and principally from produce produced by the Community and sold including organic meat and high-end dairy products and craftwork. The neighbourhoods are linked by a series of private roads and paths, some paths with low level bollard lighting to promote walking. It is one of the National Park's most 'atypical' communities and has had its own planning policy in previous Local Plans. There has also been a history of the Camphill Village Trust (CVT) explaining their aspirations for Botton to the Authority so it can take account of their aspirations/needs where possible. The Development Plan Working Group recently approved a new planning policy for inclusion in the forthcoming 2019 National Park Local Plan, although that cannot be given any weight yet due to the early stage of the Plan.

In recent years, the original long standing co-worker extended family residential care model was challenged on the grounds of its safeguarding arrangements/ employment law arrangements/taxation procedures. This has resulted in changed carer arrangements with more commercial arrangements now in place for how Botton is run and managed with an associated increase in vehicle movements.

In April 2017, the CVT approached the Authority to advise that following a difficult period, they were looking to concentrate on ensuring Botton has a sound future for the next 60 years. The Trust had drawn up some long term 'aspirational' sketch plans for future potential village enhancements with the title 'Masterplan'. A scheduled Pre-application Member Presentation at the April Planning Committee was cancelled by CVT as the plans had not been presented within Botton Village. In brief those sketch plans comprised: shop extensions, establishment of an enhanced size replacement car park, play area, conversion or rebuilding of a welcome centre/teaching rooms, glazed walkway between existing craft shops and relocated recycling centre. Also in recent times, a number of objectors have approached the Authority with their concerns about how the previous Botton ethos of volunteer led approach making a living from the land without harming the environment is being replaced with a commercially minded approach led by paid employees.

Members may recall that also in 2017, the Committee considered an application for relatively modest extensions to the shop & café to form a café, terrace and weatherproof disabled access/toilet at the June Planning Committee. At that Meeting there were several objections

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Background continued

to the extensions mainly on the twin grounds of attracting more visitors which could cause safeguarding issues for vulnerable members of the community and piecemeal development of part of a larger 'masterplan', full details of which were not before the Community or Committee. Following a lengthy discussion, Members considered that the improvements to the retail offer of Botton were acceptable in their own right and delegated approval to the Director of Planning subject to no adverse impact on bats from a subsequent Bat Emergence Survey. That permission was issued on the 3 October 2017.

Later in 2017, a planning application was received to establish a new formal car park on part of a field used as the Botton village summer overflow car park area. Permission was refused as Members considered that a formal car park with the associated land form modifications and associated lighting would be visually intrusive on a site which is particularly prominent when view from the areas around Stormy Hall and from places along top Castleton Rigg road. A slightly tweaked re-application of that proposal is currently lodged with the Authority but has been put on hold as the applicants have submitted an alternative proposal for end-on parking along the main entrance road which Officers had suggested would be a more sympathetic approach. That proposal is the subject of this application.

This application relates to a proposal to create a 20 space car park on land adjacent to the main road into the village centre close to the existing village shop/café. The site is close by the existing six herringbone end-on spaces. In brief the proposal envisages local widening of the existing road to the north into the bank of an agricultural field with a repositioned walkway to separate pedestrians and cars above a 1.35m retaining wall and additional landscaping. The road would be made into a raised table adjacent to the parking to reduce traffic speed and focus attention on the spaces available to discourage traffic proceeding beyond into the village centre. Details of any complimentary measures to capture car parking at this point have been requested and Members will be updated at the Meeting. There are several immature trees where the digging is to take place and would be lost, the applicants tree advisers indicate the trees are too big to transplant effectively and the scheme now involves the planting of 26 new trees to fill the gaps in the existing treed hedge along the west side of the road and establish new trees along the eastern side where the previous trees would have to be removed.

Main Issues

National Planning Policy contained in the 2019 NPPF states, amongst other things, that great weight should be given to the conservation of protected landscapes such as National Parks and that a core planning principle is that planning should be a creative exercise in finding ways to enhance and improve places where people live their lives including managing patterns of growth to make the fullest use of sustainable transport including walking and cycling.

Development Policy 24 of the adopted NYM Core Strategy and Development Policies document (Nov 2008) states that transport infrastructure in the form of public car parks will be permitted where they form part of a co-ordinated approach to traffic management, will help solve existing identified parking problems and will benefit both existing communities and visitors to the Park. Design Policy 3 seeks to maintain the character of the Park by ensuring a high standard of design is incorporated to protect the quality of the environment, includes appropriate landscaping, does not adversely affect the amenities of neighbours and provides car parking in line with adopted standards.

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Main Issues continued

The Authority is subject to the 'Public Sector Equality Duty' where relevant, in brief this requires the Authority to have due regard to the impacts of developments and decisions on people with 'protected characteristics' which include people with learning difficulties.

The key issue is considered to be whether there is sufficient justification for a new car park which will have some visual impact on the character and appearance of the area.

The proposed location is well located in relation to the main centre of Botton Village close by the village shop/store café and at the main gateway to the village. It lies adjacent to the roadway and takes screening advantage of existing treed hedge from views from Stormy Hall and the Castleton Rigg road in a way the other proposals did not and were consequently much more visible. The refused application was not only in a more visually prominent and open location but was also significantly larger in area and provided for 41 car parking spaces. The application has been the subject of pre-application discussions to achieve a significantly less intrusive form and reduced scale of parking. Whilst a number of objectors feel the new site will be as visible as the previously refused site, Officers do not concur, the design and location result in a much reduced visual impact and the scheme does not warrant refusal on visual impact grounds.

The applicants advise that their justification for the parking relates not to possible future developments for which there is no funding for, but for current parking and access issues with visitor parking distributed throughout the village centre and they would like to focus as much visitor car parking at the entrance to the village and encourage walking along the narrow roads as carried out by most of the community of 120-300 people. The idea is to 'capture' visitor cars at the edge of the village. Officers are aware of the narrow nature of the private village roads and understand the rationale behind 'capturing' visitor cars at the gateway into the village and seeking to prevent their dispersal through the village. Given the landscaped nature of the site and proposal together with the practical location adjacent to the shop & café, the scheme is supported as providing a reasoned traffic management justification for the net additional 14 car parking spaces (six existing ones would be lost as part of the design and safety considerations).

In terms of the 'Public Sector Equality Duty', given the relatively high number of representations received on behalf of those Botton residents with learning difficulties it is not considered that the traditional methods of public consultation have deprived people with 'protected characteristics' meaningful input into the planning application process. The design has incorporated a relocated walkway to ensure anyone with 'protected characteristics' and reduced appreciation of highway safety issues are provided with a route well away from any vehicle turning and parking movements and to generally facilitate walking within the settlement. Reducing parking within the village centre neighbourhood could also be an advantage to those with reduced appreciation of highway safety issues. As such the duty does not weigh against approval.

There is a reference in the application to the potential for a car park adjacent to the shop/café being converted to a children's play area. This is not part of the application and the applicants are aware that any desire to pursue that idea would need to be the subject of a separate application.

Contribution to Management Plan Objectives

Approval is considered likely to help meet Understanding Policy U8 which seeks to encourage local communities to be engaged in developing and managing local access.

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Explanation of how the Authority has Worked Positively with the Applicant/Agent

The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against all material considerations, including Planning Policies and any representations that may have been received and subsequently determining to grant planning permission in accordance with the presumption in favour of sustainable development, as set out within the National Planning Policy Framework.