Yorkshire Dales National Park Authority

Application Code: R/56/497
Committee Date: 12/02/2019
Location: Dodds Hall Barn, Beggarman's Road, Gayle, Hawes

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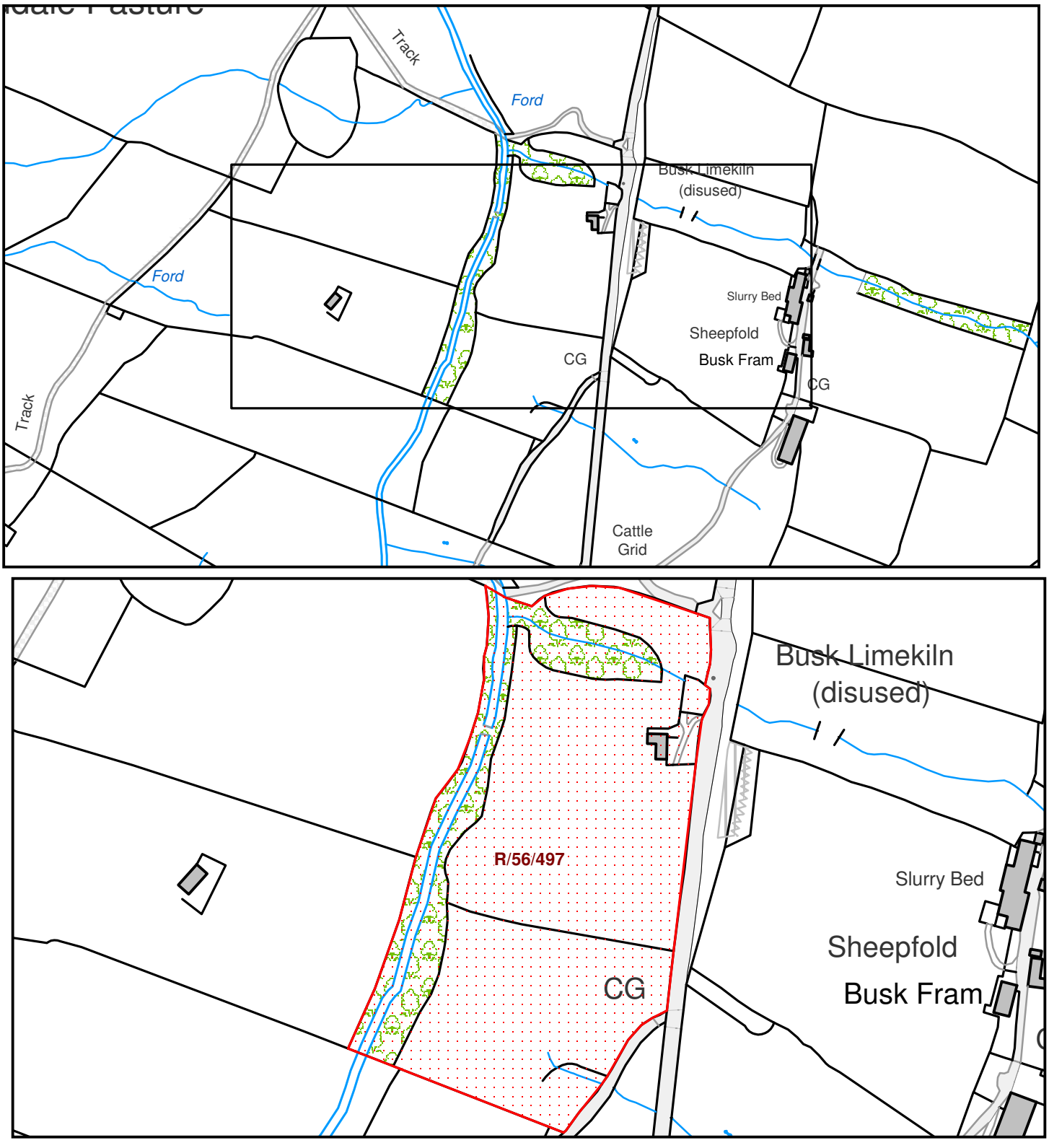

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Schedule No:11

Application No:	R/56/497		
District:	Richmondshire		
Parish:	Hawes		
Applicant's Name:	Ms C Penman,		
Grid Ref:	SD86148742		
Received by YDNP:	04/06/2018	**Officer:**	Paul Martinson

PROPOSAL: **full planning permission for conversion and extension of barn to provide visitor accommodation and manager's dwelling, change of use of land for equestrian purposes, provision of all weather riding surface, car parking and erection of stable building**

LOCATION: **Dodds Hall Barn, Beggarman's Road, Gayle, Hawes**

CONSULTEES

Hawes & High Abbotside PC

This is an interesting if not intriguing planning application and generated a debate amongst Parish Councillors, who all eventually voted in favour of the proposal. It offers a completely new dimension to the all-important tourist sector in the Upper Dales, horse assisted learning, although it appears that some of the benefits between linking a state of flourishing mental health using the horses to what is on offer at the proposed centre could just as easily be of interest to local residents.

It appears that the applicant has been very successful in Cyprus with a similar enterprise, very highly rated by Trip Advisor, although several Councilors were quick to point out that the weather in the Upper Dales is completely different, particularly in winter. The site and the surrounding landscape entirely fits the description of a wilderness, although the town of Hawes is just 7 minutes' drive away or a lovely walk along footpaths taking around 25 minutes to reach the wide range of facilities in this key service centre in the Upper Dales.

Resolution: The Chairman, Councillor John Blackie, a member of the YDNPA Planning Committee, commented that his preliminary view was very much in favour of the application as it was a barn conversion which provided both residential accommodation and the base for enterprise. Parish Councilors agreed wholeheartedly and voted to strongly support the application on these grounds

Hawes and High Abbotside Ward	No response received.
NYCC - Area 1 Richmond Highway Depot	Recommends conditions.
North Yorkshire Building Control	No response received.
Senior Listed Building Officer	Contrary to the supporting documents, the barn is quite unusual due to its height/size and type/plan. From the limited info available, it seems of one construction phase, although some of the openings seem to have been inserted at a later date. The HER (MYD56012) describes its former layout as: 'Gable entry plan with 3 doors to north gable but also a cart door to west elevation and hogg area to the south end'. The low entrance on the SW corner into the hogg house seems to have been designed for animal access only and an unusual feature on such a building. The external stairs and 'floating' FF extension with balcony and covered GF terrace underneath has a harmful impact on the heritage significance of the barns and Dales vernacular architecture in general, and would be visible from the road.
CEHO Richmondshire DC	No objections. The amended plans show new locations of the proposed borehole and package treatment plant such that their locations no longer appear to be an issue.
Fire & Rescue Service	Water supplies and access satisfactory.
Harrogate Police Station	No comments to make.
North Yorkshire County Council	No response received.
Environment Agency	No comments to make.
Wildlife Conservation Officer	This report of activity surveys undertaken at Dodds Barn found no evidence of bats using the barn. Conditions connected to nesting birds and provision of a Barn Owl nest box and an informative note concerning bats are recommended. With respect to biodiversity enhancement in line with Policy W2 of the Local Plan, this could take the form of installation of bird and bat boxes.
Yorkshire Water Services Ltd	No response received.
Minerals Officer	No concerns in respect of a mineral safeguarding area.
Visitor Services Manager	No response received.
Trees & Woodlands	No tree constraints in relation to this application and therefore no objections. There may be an opportunity here for some tree planting as part of any landscaping

plan.

PUBLIC RESPONSES

None to date.

RELEVANT PLANNING POLICIES

L1(15) - Heritage assets

L2(15) - Conversion of traditional building - acceptable uses

L3(15) - Conversion of traditional buildings - building treatment

W1(15) - Wildlife sites, species and networks

W2(15) - Biodiversity enhancement

BE1(15) - Business development sites

BE2(15) - Rural land-based enterprise

SP1(15) - Presumption in favour of Sustainable Development

SP2(15) - National Park Purposes

SP4(15) - Development Quality

OFFICER OBSERVATIONS

REASON FOR COMMITTEE CONSIDERATION
In the opinion of the Head of Development Management it is in the best interests of the National Park Authority that the application is considered by the Committee.

APPLICATION SITE
The application site is a large field barn on Beggarmans Road around 2 miles to the south of Gayle. The building is relatively tall with a 2 storey catslide extension to the rear. It is constructed at a lower level than the road with a stone walled enclosure separating the barn from the road. There is an existing access track to Beggarmans Road which provides access to the gable of the building. The building is located within an extremely open and wild setting within the countryside and is isolated from other development. The land slopes steeply from the road down to Gayle Beck and is bounded to the north by a wooded gill containing a small watercourse.

PROPOSAL
Planning permission is sought for the conversion of the building to provide visitor accommodation and a manager's flat in association with a newly established horse assisted education (human-horse healing) business. The proposal would utilise all existing openings and proposes to provide one new opening to the second floor on the rear (west) elevation. It is also proposed to re-open a former door opening on the front (east) elevation to facilitate disabled access into the building. All openings would be finished with glazing or timber boarded doors. The application proposes to create a covered area to west elevation to allow access for horses into the main building to allow customers to interact with them. This area would be partly Yorkshire boarded. It is proposed to construct a first floor extension above the proposed shelter area which would be finished with Yorkshire boarding and roofed with artificial roof slates. The west elevation would consist of Yorkshire boarding set against a small walkway forming a balcony area.

The application also proposes the installation of stables which would be constructed dug

down against the drystone wall forming an enclosure to the north of the building. The stables would be of timber construction with a sedum (green) roof. The stables would consist of 3 loose boxes and a tack room.

The stables would access an enclosed area which would be bounded by a drystone wall and would form the outdoor interaction area to be used by customers engaged in therapy.

The existing enclosure to the east of the building would be used as a parking and turning area accommodating parking for 4 vehicles. The existing access with the highway would be utilised for this purpose.

A ground source heat pump would be installed to heat the building and a landscaping scheme based around tree planting would be provided to the south and west of the building.

It is also proposed to site 2 shepherds huts within the wooded area at the site. These would measure 3.05m x 2.44m and would be constructed of timber with a maximum height of 2.8m. No hardsurfacing, decking or other external paraphernalia is proposed. This would add to the accommodation on offer at the site.

The applicants therapy is geared towards people who have experienced post traumatic stress disorder as well as people with stress and other mental health issues. As well as horse-assisted learning the applicant would use the building as a base for Paleo eating, Craniosacral therapy and mindfulness. The location has been chosen by the applicant for its tranquillity and wild nature which is considered to aid the therapy.

RELEVANT PLANNING HISTORY
None relevant.

KEY ISSUES:
-principle
-impact on character and appearance
-impact on residential amenity
-highway safety
-wildlife

PRINCIPLE
The National Planning Policy Framework (NPPF 2018) sets out the purpose of the planning system: to contribute to the achievement of sustainable development.

The Yorkshire Dales Local Plan (2015-30) aims to deliver sustainable development in the National Park context. It aims to achieve the conservation and enhancement of traditional buildings (heritage assets) by allowing them to be adapted or converted to new uses, providing the building and its surroundings have the capacity to absorb them.

Policy L1 considers development affecting heritage assets. Traditional buildings may be designated as Listed Buildings or are considered to be ‘heritage assets’ despite not being designated. Proposals affecting undesignated heritage assets that are demonstrably of equivalent significance to designated heritage assets will be treated as though they were designated for the purposes of the policy.

Policy L2 is a strategic spatial planning policy (ie. it governs where development ‘should go’). It allows traditional buildings to be changed to residential and employment uses in

certain locations (in existing settlements, building groups, or suitable roadside locations).

Policy L3 considers the details of the conversion works. Proposals will not be allowed where they undermine the architectural and historic character of the traditional building and its landscape setting. The building must have the physical capacity to accommodate the new use without significant extension or alteration or requiring new ancillary buildings.

A proposal to convert a traditional building to a new use must satisfy the requirements of all three policies.

Dodds Hall Barn is a non-designated heritage asset and is considered to be a traditional building for the purposes of L2. The building derives its significance from its relatively unique appearance amongst field barns in this area due to its scale and gable doorways. The building has numerous vent holes and is roofed with stone slates. Its 2 storey catslide roof extension also contributes to its significance.

Although roadside, the barn is located in a relatively isolated and sensitive location in an open landscape with an upland character. The intensity of the proposed use is therefore likely to impact more on this setting than in a settlement or building group. Whilst employment uses are supported by policy L2, what is proposed in this location is a very high intensity employment use requiring the erection of a large first floor extension to the building and the erection of stables, shepherds hut and an outdoor interaction area in the surrounding land. The whole field would also be used for equestrian purposes. Overall, it is considered that what is proposed is of a greater intensity than what is envisaged by L2 particularly as accompanying policy L3 requires that the building has the physical capacity to accommodate the new use without significant extension or alteration or requiring new ancillary buildings.

The application proposes to establish a new business at the site which would result in social and economic benefits to the locality. The proposed therapy could equally be accessed by residents or visitors to the National Park. Policy BE1 supports new business development although this is limited to sites in or adjacent to existing settlements, which this site is not. Policy BE2 supports new agricultural, forestry and rural-land based development but the proposal would also not easily fit within this category as the business could not be considered to be land-based and the business is not already established at this location.

Notwithstanding the above, as this involves establishing a new business, it is considered that there is a degree of risk with the proposal in the event of the business failing at the site once the works have been carried out.

The proposal is therefore contrary to policies BE1, BE2, L2 and L3 and any approval would require a departure from the Local Plan.

It is therefore important to consider the impact of the proposal on the character and appearance of the barn as a non-designated heritage asset and the landscape character of the area.

CHARACTER AND APPEARANCE OF BUILDING
The main public views of the barn are from Beggarman’s Road, although it is also visible from the public right of way running along the western side of the Gayle Beck.

Other than re-opening a former door opening on the front elevation, the proposal would utilise all existing openings and proposes one new opening. In this respect the proposal would represent a relatively sensitive conversion. However the application proposes the erection of what would appear as a 2 storey extension, although it would in fact comprise of a horse shelter area with a first floor extension above to provide additional accommodation. The extension proposed would be clearly read as a later addition being faced with Yorkshire boarding although would still be of an agricultural style, albeit more modern. The extension would not be visible in public views travelling south, although the blank Yorkshire boarded wall would be visible set back and set down from the gable on the approach towards the building when heading north. The Yorkshire boarding would weather in time to a grey colour to be more reflective of the stonework, although clearly it would still be visible as a 2 storey structure in this view.

The structure would be visible as an addition to the building in long distance views from the public right of way to the west, however this would be seen against the backdrop of the existing building. Whilst it would appear large, it would also be agricultural in style and relatively lightweight as the ground floor would be an open shelter area.

Whilst concerns have been raised with the applicant over the scale of the extension, it has been amended on several occasions and it is understood that the extension as now proposed is the minimum required to enable the proposed business to operate as required.

The applicant requires access to the interior of the building from the field to allow horse interaction to take place within this area. This would preclude a single storey extension to provide the shared ‘sun room’ accommodation shown at first floor.

It is considered that the shepherds huts would be of sufficiently low intensity and sufficiently divorced from the building so as not to impact on its character.

The use of the existing enclosure as a parking area would work well as it would retain an existing feature of the building and its setting as well as allowing the car parking to be almost completely obscured from public view by being parked at the base of the high retaining wall below the level of the road.

LANDSCAPE IMPACT
The provision of the extension to the building whilst significant would sit quite tightly to the existing building and would appear as an agricultural addition. Its primary impact would therefore be on the character and appearance of the building itself and on this basis it is considered that, given its location, visibility in public views and treatment it would not result in significant landscape harm.

Given the sloping nature of the site, despite being relatively long, only the upper part of the green roof of the stables would be visible above the existing high boundary wall to the north of the building. Although the building would have a landscape impact and would represent a considerable change from what is at present open grassland, the public views from the road would be limited to views of the green roof against the backdrop of a field.

Views from the public right of way to the south would view the stables building against the backdrop of the wall and hillside beyond and given that the stables are proposed to be dark stained, it is unlikely that they would result in significant landscape harm in these distant views.

There has been considerable concern expressed by Officers over the interaction/exercise area that is now proposed immediately to the west of the stables. This is proposed to be surfaced with a coconut fibre which would be sandy brown colour. This could be considered to be the greatest landscape impact of the proposal. However views would again be relatively limited by the retaining wall on the edge of the site. Views from the public right of way to the west would be likely to include at least some of the surfacing, although this would be partly obscured by the provision of the dry stone wall. Landscaping in the form of tree planting is also proposed, although this would take some time to establish.

The shepherds huts are considered to be of a suitable scale and are relatively well sited, being located within existing wooded areas. No additional works are proposed around the huts including no pathways, decking or external lighting and as such this element of the proposal would not adversely impact on the landscape character of the area.

The steeply sloping nature of the field surrounding the barn would partly preclude the installation of jumps and other such equipment placed on the land that are associated with equestrian use.

HIGHWAY SAFETY

The applicant has submitted a speed survey and drawings showing a visibility splay of 2m x 33m which is considered to be acceptable by the Highway Authority. The number of parking spaces are also considered appropriate and there would be sufficient space for vehicles to manoeuver within the curtilage to the front of the building. No objections have been raised by the Highway Authority subject to conditions. It is considered that the proposal would not adversely impact on highway safety.

ECOLOGY

Bats are a Protected Species by virtue of the EU Habitats Directive and the Conservation of Habitats and Species Regulations 2010. Article 12 of the Habitats Directive requires member states to take requisite measures to establish a system of protection of certain animal species prohibiting the deterioration or destruction of breeding sites or resting places. Article 16 provides that if there is no satisfactory alternative and the development is not detrimental to the maintenance of the population of the species at a favourable conservation status in their natural range then members states may depart from the requirements of the Directive “in the interest of public health and public safety or for other imperative reasons of overriding public interest, including those of a social and economic nature and beneficial consequences of primary importance for the landscape.”

A preliminary survey and a later emergence survey has been submitted in support of the application. This concluded that the impact of the proposal on bats was likely to be low.

The Senior Wildlife Conservation Officer has raised no objections to the proposal although it is recommended that a barn owl box is installed at the site. It is considered that the proposal would not result in significant harm to the maintenance of the bat population and would comply with policy W1 of the Yorkshire Dales Local Plan (2015-2030).

Policy W2 of the adopted Local Plan (2015 - 2030) requires all new development that would have an impact on biodiversity to provide an on - site contribution to wildlife enhancement. A condition of any planning approval could secure the erection of bird boxes on the building.

ANALYSIS OF MATERIAL CONSIDERATIONS
This proposal represents a departure from the Local Plan as it is in conflict with L2, L3, and BE1 of the Local Plan. Section 38(6) of the Planning and Compulsory Purchase Act 2004 require Local Planning Authorities to make decisions in accordance with the development plan unless there are material considerations that indicate otherwise.

Whilst the proposal would conflict with policies L2 and L3, the proposal has been relatively well-designed to work with the site itself to minimise its landscape impact and impact on the building. Whilst the extension to the building is significant, it is relatively lightweight and would only provide internal living space to one floor with the ground floor forming a sheltered area. It would be clearly read as a later addition to the building and would represent the only major change in its appearance. The extension would only be visible travelling in one direction along the road and despite being 2 storey, would not dominate the building. It would not appear to be overly prominent in wider landscape views for the reasons discussed above. The car parking would not be prominent in any public views. The stables form an essential part of an enterprise based around horses. These would be well-sited so that they would have minimal landscape impact. The interaction area has been reduced during the lifetime of the application so that it would have limited impact on views from the road and within the landscape due to topography and screening provided by boundary walls, landscaping, and existing woodland. The shepherds huts would not impact adversely on the landscape and are equally well-sited.

This is a relatively unique site and a unique proposal that would result in economic and social benefits in the locality and has support from the Parish Council. Such intensive development would not usually be considered appropriate in such an isolated location however as is demonstrated above, it has been designed to work with the qualities of the site so that the overall landscape impact would be much lower than would otherwise be expected from such a proposal. Taking this into account alongside the conflict with policy, it is considered that this application is finely balanced. The National Planning Policy Framework (2018) recognises that proposals for local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements and Is supportive of sustainable rural tourism and leisure developments which respect the character of the countryside; but notes the importance of respecting the sensitivity of these locations.

On balance, it is considered that when the social and economic benefits of the proposal are weighed against the overall landscape impact, the proposal is acceptable and would allow for the establishment of a new local business. However as significant weight has been attributed to the establishment of the business at the site, any approval would need to be tightly controlled through a s.106 agreement to tie the use of the barn and stables to the business and to require the removal of the stables and outdoor interaction area in the event that the business ceases at the site. A development on this scale would not be acceptable for private use.

RECOMMENDATION

It is recommended that planning permission is granted as a departure to the Local Plan subject to a s.106 legal agreement based around the following:

1) restricting the occupation of the barn and shepherds huts to occupation for holiday purposes only in connection with the business proposal and a management plan;
2) in the event of the business ceasing at the site, the building would revert to local occupancy/holiday let use and the stables and exercise/interaction area removed and the

land restored to its former condition.

And conditions based on the following:

1.Standard time limit
2.Accordance with approved plans
3.No demolition
4.No sandblasting
5.Roofing slates to be retained and matched
6.Approval of/compliance with details:
- pointing
- rooflights, roof of extension, treatment of timber walls, windows and doors (including recess), rainwater goods, cills/lintels/jambs, flues and vents, boundary treatment, bin storage, car parking and access, ground source heat pump building
7. Restriction on external lighting
9. Biodiversity mitigation requirements and enhancements
10.Highway conditions
11. Reporting unexpected contamination
12. Removal of permitted development rights
13. Restriction to timber sheperds huts, not caravans
14. Colour of shepherds huts to be agreed.
15. Sample of surfacing
16. Landscaping