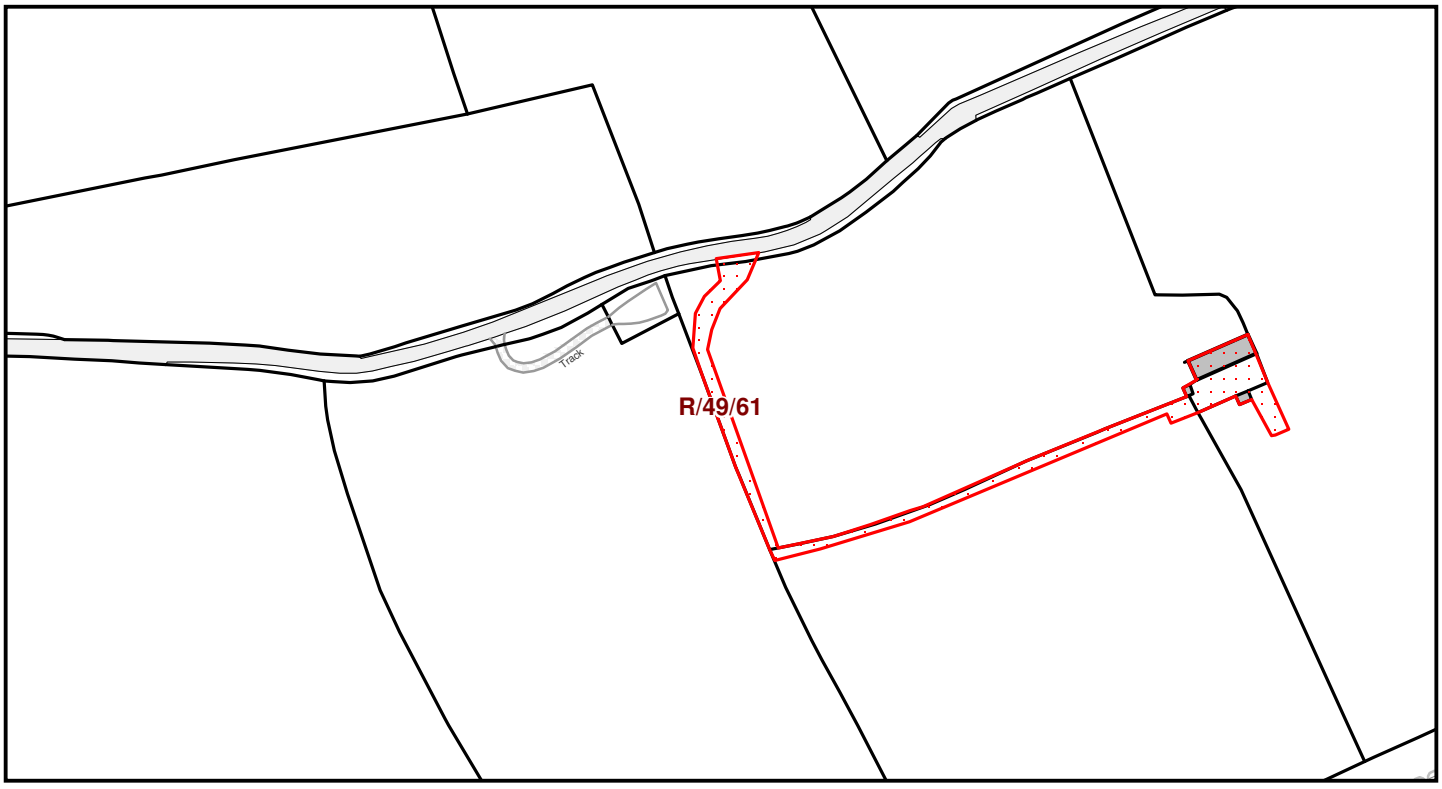
Yorkshire Dales National Park Authority

Application Code: R/49/61
Committee Date: 12/03/2019
Location: Barn off Long Shaw, Bainbridge

03



FOR REFERENCE PURPOSES ONLY. NO FURTHER COPIES TO BE MADE

© Crown copyright and database rights 2017 Ordnance Survey 100023740.

Additional information: © Yorkshire Dales National Park Authority

Schedule No:3

Application No:	R/49/61		
District:	Richmondshire		
Parish:	Low Abbotside		
Applicant's Name:	Mr & Mrs Scarr,		
Grid Ref:	SD92699074		
Received by YDNP:	23/07/2018	**Officer:**	Michelle Clowes

PROPOSAL: **full planning permission for conversion of a detached stone barn into a four bedroom dwelling for local occupancy**

LOCATION: **Barn off Long Shaw, Bainbridge**

CONSULTEES

Askrigg & Low Abbotside PC	Strongly support the application.
Addleborough Ward	None received.
NYCC - Area 1 Richmond Highway Depot	No objection subject to splays being provided giving clear visibility of 70 metres to the west and 90 metres to the east.
North Yorkshire Building Control	The works would require Building Regulations approval.
Senior Listed Building Officer	The proposed track entrance would be over an earthwork, which may be of historic importance.
CEHO Richmondshire DC	Recommend an assessment with regard to contaminated land. Also recommend that the water supply be assessed for sufficiency and potability prior to use.
Wildlife Conservation Officer	This application is accompanied by a bat survey report by John Drewett Ecology dated 6 September 2017. Recommend an informative note regarding bats. Nesting birds could well be present at suitable times of the year. Recommend a condition requiring a prior check for nesting birds if the development is going to commence during the nesting season. Policy W2 encourages the authority to seek biodiversity enhancement from development. Recommend a condition requiring installation of suitable durable bat boxes and bird boxes on the exterior of the building or on nearby trees.
Minerals Officer	No concerns in respect of a mineral consultation area.

PUBLIC RESPONSES

One letter has been received supporting the development.

RELEVANT PLANNING POLICIES

L1(15) - Heritage assets

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

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

W2(15) - Biodiversity enhancement

W3(15) - Protecting trees, hedgerows and walls

SP1(15) - Presumption in favour of Sustainable Development

SP2(15) - National Park Purposes

SP4(15) - Development Quality

OFFICER OBSERVATIONS

UPDATE REPORT
This application was deferred from the December 2018 committee meeting in order for the applicant to submit further information in support of their proposal. Since that time an independent agricultural appraisal has been carried out (by consultants engaged by the Authority) to determine whether there is an agricultural need for a further dwelling to serve the agricultural holding that comprises Coleby Hall and Yorescott farms.

The appraisal concluded that there is an established existing functional need for 5 full time workers to serve the dairy cow and breeding ewes enterprise and that 3 of these should be resident on or immediately adjacent to the farm steadings. Although financial accounts have not been provided at this time, it is considered to be a well established and viable holding. There are 2 existing dwellings, 1 at East Coleby and 1 at Yorescott that are suitable and available to house 2 of the 3 workers required for the managing of this enterprise. The applicant is mainly involved in the management of the ewe enterprise that is centred around the Yorescott Steading. As the breeding ewes are lambed at this location where there is sheep housing, this is where the agricultural consultant considers is the greatest functional need for a new dwelling. The barn that is the subject of this application is some distance to the west of Yorescott steading. Whilst the distance across the fields to the Yorescott steading is relatively short, the distance a vehicle would travel along the proposed access road and along the public highway is not much less than the distance from No.6 the Crescent, Bainbridge where the applicant currently lives.

The consultant has been clear that the main functional need in relation to the breeding ewe enterprise is located at the Yorescott Steading and this is consequently where any new dwelling should be sited. On this basis, it is considered that there is no overriding justification for allowing the conversion of the existing barn to offset the landscape harm that has previously been identified. Officers have suggested that the preferred option would be for the erection of a new purpose built dwelling at the Yorescott Steading. This option would have less of a landscape impact as the dwelling would be seen next to and against the backdrop of the existing farm buildings, which are also in reasonably close proximity (75m) to the dwellinghouses that make up the small hamlet of Breconbar. This is in contrast to the barn which is in an isolated position within a field, approximately 100m from the road and over 250m from the nearest building at the Yorescott steading. The steading already benefits from an existing vehicular access, that could serve a new dwelling, preventing the need for the loss of substantial areas of roadside wall as proposed for the new access for the barn conversion scheme.

The recommendation for the application therefore remains refusal as set out in the substantive report below.

REASON FOR COMMITTEE CONSIDERATION
This application is reported to Committee as the Parish Council has made a recommendation which is contrary to the decision which the Head of Development Management proposes to take. This application is also reported to Committee as a member, Mr John Blackie, has written to the Head of Development Management requesting that the application be considered by the Planning Committee.

The application was deferred from the October meeting to 'enable the applicant to provide additional information on visibility splays, and to consider amending the route of the access track to avoid removal of trees and disturbance of an earthwork'. Amended plans have been received showing a realignment of roadside walls to achieve visibility splays and to relocate the access track.

APPLICATION SITE
The application concerns a traditional barn set back from Long Shaw to the north west of Bainbridge. It has no formal access track with the current agricultural access being across the grassed neighbouring field. It is set within open grazing land and is visible from the Hawes to Bainbridge Road across the river and from the footpath just to the south.

PROPOSAL
The proposal is to convert the building for use as a four bedroom dwelling for local occupancy use. The building has a large number of existing openings which would be re-used. It also has a well contained yard set within good quality high stone walling. As there is no formal access to the building it was proposed that a new access to the northwest be created onto the Long Shaw road. This has now been revised and it is now proposed that it would follow the field boundaries immediately to the north and then follow the Long Shaw field boundary to the west. It would be constructed as a twin wheeling limestone track. Parking would be located to the north for the barn within a partial enclosure formed by the alignment of the existing stone wall. To create satisfactory visibility splays in the region of 30 metres of wall to the west would be demolished and re-built further back into the field, creating a wider highway verge; in the region of 50 metres of wall to the east would be demolished and re-built further back into the field, creating a wide highway verge extending to 5 metres deep.

KEY ISSUES
- Principle of development
- Impact on landscape
- Impact on highway safety
- Biodiversity

PRINCIPLE OF DEVELOPMENT
The Local Plan aims to conserve, enhance, manage or bring back into use traditional buildings by allowing them to be adapted or converted to new uses, providing the building and its landscape have the capacity to absorb them.

Policy L1 considers development affecting those traditional buildings that are also designated as Listed Buildings or are still considered to be ‘heritage assets’ despite not being designated.

Policy L2 is a strategic spatial planning policy (i.e. 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). A change of use is only allowable in isolated buildings where it is for a low intensity use (non-residential); and there would be no material alteration to the exterior of the building or its surroundings.

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.

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

This barn is entirely isolated from other development. The policy requires that for a building to be considered 'roadside', it, or its immediate definable curtilage, must physically adjoin the boundary of either a sealed metalled road maintainable by the Highway Authority, or a sealed metalled private road that connects to a highway. This barn has a clearly defined curtilage but both it and the building are a significant distance from the road. At its nearest point it is 110 metres. It is too distant from the road to fall within that category of development.

The policy does provide an exception to the above. Buildings that do not physically adjoin, but are in close proximity to such routes; or that are served by an established unsealed road or track, will be considered subject to the impact on the landscape. This barn is not served by any formal track and would be too distant from the road to be considered to be 'in close proximity' to the road.

The conversion of this barn to a high intensity residential use would be contrary to the specific requirements of policy L2 but also the overriding strategy, which allows for development in a controlled way, that conserves and enhances the National Park landscape. This is not the type of barn that was considered to be an appropriate candidate for residential conversion and would undermine the clear policy objectives if accepted.

The barn is of a high quality and is considered to be a non-designated heritage asset. Although the alterations to the building have been minimised, they would, together with the creation of the parking area, the access track and the changes to the roadside walling, detract from the historic character and setting of the building contrary to the requirements of policy L1. The policy and the National Planning Policy Framework 2018 require that the harm to a non-designated heritage asset be taken into account when considering such applications.

IMPACT ON LANDSCAPE
The National Planning Policy Framework provides a clear direction that:
"Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks……..which have the highest status of protection in relation to these issues."

Generally, the conversion scheme has been designed to limit the changes to the building. The building has a large number of original openings that would be re-used so avoiding the need for significant alterations. The well-formed curtilage and small stone barns would screen domestic activity within the garden area and provide storage. The revised parking

area would be adjacent to the barn but would be visible from Long Shaw and the footpath which crosses the side of the valley to the north of the site.

The revised access track to the parking area would run adjacent to the west of the field boundary and its dry stone wall that runs from the barn to the road. This would also be visible from Long Shaw and the footpath which crosses the side of the valley to the north of the site. The access would then follow the roadside wall to the west and would then break through the roadside wall. The corner of the field appears to be an existing earthwork which may be of some historic archaeological significance. The access and the relocation of the wall to the west would similarly cut through an existing earthwork.

The scale of the works required to achieve adequate visibility would be considerable. Over 80 metres of wall would be taken down and moved significantly back into the adjoining field. The need for wide verges would alter the character of the road and the existing character of the walls and road. One of the main reasons for policy L2 to restrict conversions to roadside barns and those served by existing tracks is to avoid the need for such interventions which result in harm to the landscape.

Although the proposed works to the barn are relatively well designed, it is in a very prominent and exposed position in the landscape. Traditional stone field barns are integral elements of the Wensleydale landscape which contribute to the distinctive character of the valley. This barn is a distinctive feature in its own right and adds much to the character and appearance of the landscape. Its conversion to a permanently occupied dwelling would have a negative effect on the landscape that arises from the replacement of a simple, unadorned traditional farm building with a dwelling that has car parking, lighting, curtilage development, new access road and significant alterations to the existing roadside walls and the character of the road itself.

IMPACT ON HIGHWAY SAFETY
It is clear that the visibility splays necessary to make the access safe require the removal of substantial areas of roadside wall, to both sides of the access. The splays shown on the revised plans would be satisfactory to achieve the visibility splays required by the Highway Authority and would not conflict with the highway safety requirements of policy SP4.

BIODIVERSITY
The barn does not appear to be providing shelter for barn owls or bats although bats are present in the immediate area. The revised access would not result in harm to existing trees. The provision of biodiversity enhancements and an appropriate landscaping scheme would satisfy policy W2. However, the need to re-build the roadside walls would be at odds with the protection requirements of policy W3.

ANALYSIS OF MATERIAL CONSIDERATIONS
The Local Plan allows for the conversion of traditional buildings in certain locations. This barn is not in a location allowed for by the policy. Its conversion to a residential use and the creation of an access track would result in harm to the character and appearance of the Wensleydale landscape. It is therefore considered that the proposal is contrary to policy L2 and policies SP1, SP2 and SP4.

It has been demonstrated that the proposal can achieve visibility splays that would make the access safe but the scale of the works necessary to improve visibility would have a significant harmful impact on the character of the area due to the removal of dry stone walling and re-engineering works contrary to polices SP1, SP2, SP4 and W3.

Despite a number of requests, no supporting statement to justify a departure from the Local Plan policies has been submitted. The benefits would apply equally to all barn conversions and if accepted as considerations suitable to outweigh the policy requirements, the proposal would undermine the policy and its selective strategy with regard to maintaining the wider landscape.

RECOMMENDATION

It is recommended that the application be refused for reasons based on the following:

In the opinion of the local planning authority, the proposal to convert a building in a remote, open and prominent location and realign roadside walls would conflict with the requirements of policy L2 and would detract from the character and appearance of the building, the adjacent road and the National Park landscape. The proposal would conflict with the Statutory Purposes of the National Park and would be contrary to the requirements of policies L1, L2, L3, W3, SP1, SP2 and SP4 of the Yorkshire Dales National Park Local Plan 2015-2030 and the guidance in the National Planning Policy Framework (para. 172).