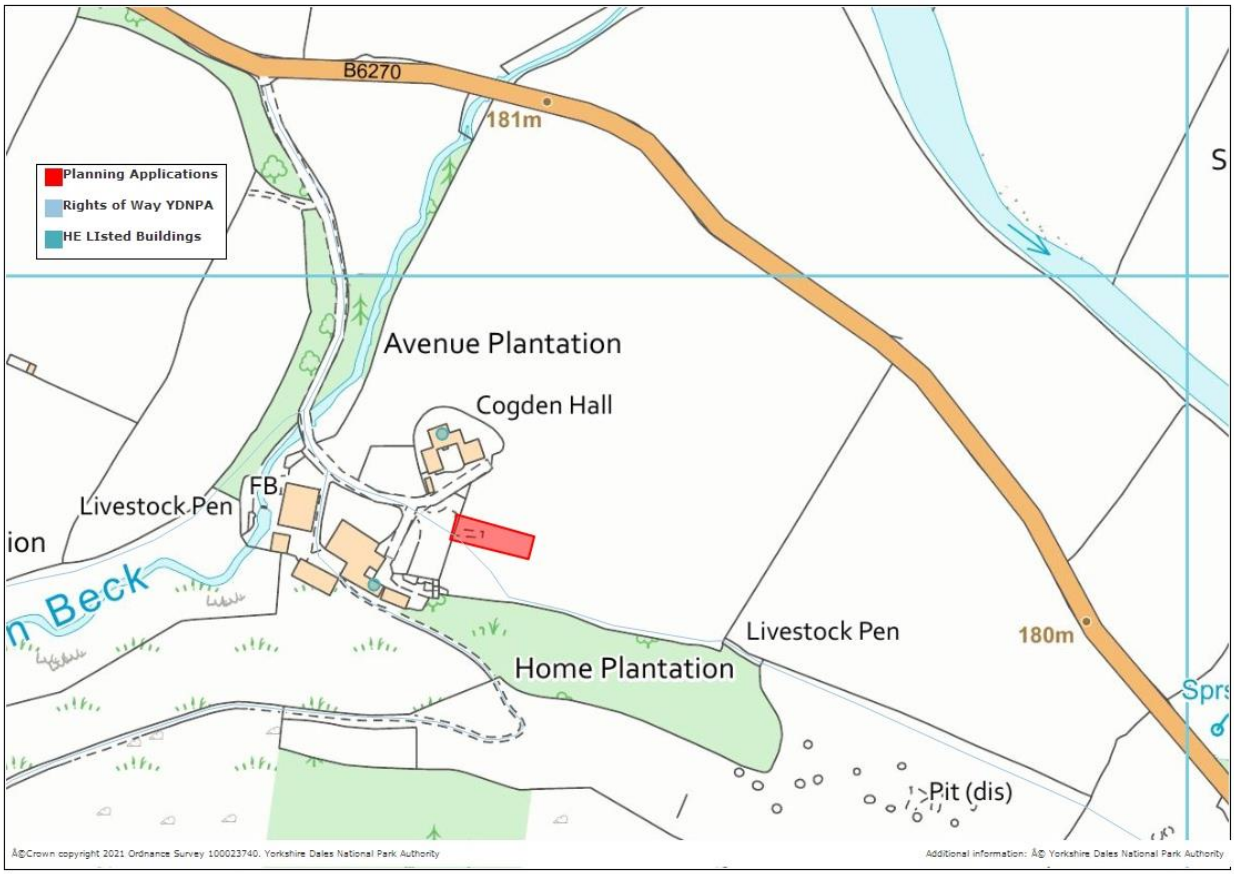
YORKSHIRE DALES NATIONAL PARK AUTHORITY

Committee:	Planning	**Parish:**	Grinton
Date:	30 November 2021	**Officer:**	Andrew Morrison
Applicant:	Messrs J Allison & Sons	**Application No:**	R/03/30H
Site Address:	Cogden Hall, Grinton, Richmond, DL11 6HT		
Proposal:	Full planning permission for erection of farm building to house sheep		



REASON FOR COMMITTEE CONSIDERATION

1. This application is reported to Committee for the following reason: the Parish Council recommendation is contrary to the decision which the Head of Development Management proposes to take.

APPLICATION SITE

2. The application site comprises part of a large field adjacent to Cogden Hall and its associated traditional and modern farm buildings, elevated to the south of the B6270, east of Grinton. It is accessed via a track which crosses Cogden Beck to the west before splitting to form separate accesses to the farm buildings to the south and Cogden Hall to the north, itself which has been divided into multiple dwellings. The area of the field concerned is gently undulating upon somewhat of a mound and adjoins an open bale storage yard to the west, bounded by a fence. The land drops away to a belt of trees to the south and to the north and east down towards the B6270. To the northwest of the site, the curtilage of Cogden Hall is defined by a mixture of mature hedging, trees, walling and fencing. Cogden Hall, together with a Coach House and Stables are grade II listed buildings.

3. A public footpath crosses the field, passing immediately to the south of the site, connecting the farmstead to the B6270 to the east. The access track from the highway is also a public bridleway; this passes through the farm buildings before rising up to the east and then turning back to the west (and then heading south onto Cogden Moor), from which there are good views down to the farmstead and the dale beyond.

PROPOSAL

4. The application seeks full planning permission for the erection of farm building to house sheep. This would be of a long rectangular footprint and orientated with its long axis east-west, measuring 54.9 metres length by 13.7 metres width. The height to ridge is 5.5 metres and height to eaves 3.5 metres. Materials are timber spaced boarding above concrete panel panels, below an anthracite grey fibre cement sheeted roof with 12 roof lights to each slope. Timber doors would be set within each gable.

5. The building is designed to accommodate approximately 560 sheep / lambs, with a central feed passage and pens to either side. As shown on the elevation drawings, it is proposed to set the building into the rolling ground level which rises gently to the away from the fenced and gated western field boundary to the east, before then dropping away towards the road.

6. Following the original submission, the applicant has additionally submitted a range of site photos from public viewpoints together with a Heritage Impact Statement in support of the proposal.

7. One of the applicants is related to a member of staff.

RELEVANT PLANNING HISTORY

8. R/03/30F full planning permission for erection of agricultural building for cattle, sheep and storage – permitted 7 November 1997

R/03/30C permitted development notification for erection of steel framed agricultural building for storage of hay and straw – prior approval granted 24 March 1997
YD/1/3/30B full planning permission for the erection of agricultural building for cattle house – permitted 11 August 1989

CONSULTATIONS

9. The comments of statutory and non-statutory consultees are summarized below:
   - **YDNPA Area Ranger:** Proposed development is in close proximity to but would not affect PRoW to its south. Recommend informative concerning requirement to not obstruct PRoW and procedure for seeking temporary closure, should this be necessary.
   - **YDNPA Building Conservation Officer:** Object to the proposed development, due to its overly dominant and intrusive appearance within the immediate setting of a grade II listed building, as well within the Swaledale and Arkengarthdale Barns and Walls Conservation Area.
   - **Richmonshire DC Environmental Health:** Considered the potential impact on amenity, and likelihood of the development to be affected by, or cause, a nuisance and consider that overall there will be limited adverse impact. Environmental Health department therefore has no objection to the proposal.
   - **Natural England:** Not able to fully assess the potential impacts of this proposal on statutory nature conservation sites or protected landscapes or, provide detailed advice on the application.
   - **Grinton & Ellerton Abbey PC:** Support application (see below)

PUBLIC RESPONSES

10. The application was advertised by site notice and in the local press. No representations have been received.

ASSESSMENT

Key Issues:

- Principle of development
- Visual impact upon the landscape (and conservation area)
- Impact upon the setting of listed buildings
- Impact upon protected wildlife species
- Parish Council comments

PRINCIPLE OF DEVELOPMENT

11. Local Plan policy BE2 supports the principle of agricultural development necessary to serve the needs of the enterprise.

12. The application details that the business is a large-scale cattle and sheep farm, with existing buildings used to capacity for a mixture of livestock housing, feed, machinery, equipment and general farm storage.

13. The application primarily justifies the proposal for efficiency reasons; it would enable a significant reduction in the amount of time taken to feed, check and handle sheep and lambs that are housed as opposed to out on the land over winter months, which can sometimes be

difficult to access. Other stated benefits to taking the livestock off the land are the prevention of poaching and a better spring grass crop to be had for the sheep and cattle. The applicant states that ability to house more livestock especially during the winter will allow the farm business to continue with the same numbers of animals for profit purposes yet allow the moorland grazing pressure to be reduced which will become a requirement under a new stewardship scheme on Arkengarthdale Common.

14. The policy requires that the development is necessary to serve the needs of the enterprise in the location. The proposal meets this requirement however it also needs to be weighed against the requirements of other policies in the Local Plan.

VISUAL IMPACT UPON THE LANDSCAPE (AND CONSERVATION AREA)

15. Local Plan policy L1 requires all proposals for development to conserve and where appropriate, enhance the significance of heritage assets and their setting. The site is located within the Swaledale and Arkengarthdale Barns and Walls Conservation Area.

16. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 places a duty on planning authorities to pay special attention to the desirability of preserving or enhancing the character or appearance of Conservation Areas.

17. Local Plan policy SP2 stipulates that development must further the National Park statutory purposes, the first of which is the conservation and enhancement of natural beauty, wildlife and cultural heritage.

18. Local Plan Policy SP4 sets out design standards for new development, including that the scale, height, proportions, massing, form, materials and appearance of buildings and structures are sympathetic and complementary to a site, its surrounding context and landscape setting.

19. National Planning Policy Framework (NPPF) 2021 paragraph 130 requires new development to be and to be 'sympathetic to local character including the surrounding built environment and landscape setting'. It also states at paragraph 176 that 'Great weight should be given to conserving and enhancing the landscape and scenic beauty of National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to these issues'.

20. The applicant's Design and Access Statement describes the proposal as having been designed in a similar style and using similar materials to the existing modern buildings within the farmstead and will be partly set into the undulating hilltop to reduce its prominence. The agent has advised that the siting of the building has been informed by a number of factors, including that two of the four farm workers live at Cogden Hall. Whilst the wider holding extends to 2000+ acres and includes another farmstead near Whaw, the agent says there is not a suitable site there for such a building. Finally, the existing farmstead grouping at Cogden Hall cannot accommodate a building of the proposed size; as such its only feasible location is as proposed within the adjoining field, whilst the specific area of the field chosen is closest to, and the most level gradient with, the adjacent yard to the west.

21. The agent has provided a series of photographs from the B6270 and elevated bridleway which consider the proposed building's impact upon the landscape. This submission argues that limited views of the upper part of the building only would be available from certain sections of the road, and that in such views the development would be seen against a backdrop of trees and the hillside beyond. Views from the passing footpath and elevated bridleway to the southwest would be clearer, however it is again argued that there would be no landscape harm.

22. There is a well-established layout at this farmstead of the traditional and modern agricultural buildings being clustered within a discreet setting to the southwest of the Hall. The siting of the proposed building within the field to the east would be a departure from the established layout by intruding into the large field which wraps around the east and north of the Hall and has not previously been developed.

23. When combined with its significant length, it is considered that the siting and orientation of the building would result in a huge mass of building that protrudes into the field and detracts from the existing landscape setting of the farmstead. Whilst the limited width and height of the building, together with its proposed minor excavation into the undulating ground would mean it would be of only limited visibility from the B6270, it would however be a sizable and prominent building in short and medium distance views from the rights of way referred to above. The proposal would also be prominent in longer-distance views taken towards the site from the road to Marrick Priory to the northeast. It would not be integrated with the existing modern buildings, instead jutting out into an open field. It is not considered that the unsuitability of its visual impact could be adequately mitigated by a landscaping (planting) scheme in this case.

24. It is therefore concluded that the impact of the proposed development upon the landscape, and Conservation Area, would be contrary to Local Plan policies L1, SP2, SP4 together with paragraphs 130 and 176 of the National Planning Policy Framework.

IMPACT UPON THE SETTING OF LISTED BUILDINGS

25. Local Plan policy L1 requires all proposals for development to conserve and where appropriate, enhance the significance of heritage assets and their setting. The policy goes onto to state that where proposals result in less than substantial harm to a designated heritage asset, they will only be permitted where the public benefits outweigh the loss of significance; this is consistent with the approach specified by paragraph 202 of the NPPF. Paragraphs 199 and 200 of the NPPF state that 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 that any harm to, or loss of significance of a designated heritage asset should require clear and convincing justification.

26. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 places a duty on planning authorities when determining an application for planning permission to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

27. Whilst the application site is not physically within the immediate curtilage of either Cogden Hall to the northwest or the Coach House and Stables to the southwest, it is deemed to be within the setting of both listed buildings by virtue of its proximity and intervisibility.

28. The application includes a Heritage Impact Statement which argues that there is clear spatial and physical separation between the Hall and its domestic curtilage, and the proposed building, such to maintain the setting of the Hall. This contends that in combination, the site characteristics and form and design of the proposed building mean it would have an entirely acceptable level of impact on the historic environment.

29. The Authority's Building Conservation Officer has reviewed the application and has commented as follows:

> *'The proposed development is to the immediate south-east of Cogden Hall, a grade II listed building of late 18th Century date. It is sited on a natural terrace, which raises it above the surrounding landscape and emphasises the building as a grand and prominent feature within its extensive grounds when viewed from the road to the north and east. The Hall has an exposed and imposing situation, and its appearance within its setting contributes considerably towards its significance.*
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> *The layout of the Hall and its curtilage today closely reflects its historic layout, as depicted on OS mapping from the mid-late 19th Century. Associated service buildings have been deliberately sited to the south-west of the Hall, where they are effectively screened from public views by the Hall itself and by the higher ground upon which the Hall is sited. As such, the Hall appears much more as an isolated feature within the landscape.*
>
> *I have concerns regarding the scale and location of the proposed new agricultural building, and more particularly the impact that this would have upon the character and significance of Cogden Hall and of the Conservation Area. The proposed building is very large, appearing to be considerably longer than the Hall itself, and this combined with its position on raised ground to the south-east of the Hall would give it an overly dominant and intrusive appearance within the setting of the listed building…'*

30. It is considered that the proposal by virtue of its siting and scale, would detract from the wider setting of Cogden Hall, which has remained open from development to its surrounds excepting for the contained, secluded grouping of buildings to its southwest. The proposal would be an insensitive visual intrusion to the landscape setting of the Hall, and in this case the public benefits of the proposal are not deemed to outweigh the loss of significance that would result.

31. The setting of the Coach House and Stables is, by contrast, associated with the immediately surrounding development, including adjoining modern agricultural buildings. Accordingly, it is not considered that the proposal would harm the setting of this listed building.

32. It is therefore concluded that proposed development would detract from the setting of Cogden Hall. The degree of harm to its significance would be less than substantial, however this would not be outweighed by the public benefits of the proposal. The proposal would therefore be

contrary to Local Plan policy L1 together with paragraphs 199, 200 and 202 of the National Planning Policy Framework.

IMPACT UPON PROTECTED WILDLIFE SPECIES

33. There are not considered to be any ecological constraints to the proposed site, which comprises field pasture. Were the application being supported then proportionate biodiversity could be secure by condition by the provision of wildlife boxes and potentially planting, thereby satisfying Local Plan policy W2.

PARISH COUNCIL COMMENTS

34. "The Parish Council have been asked to write to you to support the above application. We were consulted in May but sent no reply as we had no objections to the plan. However, it has been brought to our attention that the application will be rejected on Officer recommendation. We would therefore like to register our support for this application to help a local farming family run their business more effectively. The Parish Council supported the application and has no objections to the positioning of the proposed buildings."

CONCLUSION

35. The proposed agricultural building, by virtue of its siting, scale and massing, would result in an adverse impact upon the scenic beauty of the National Park landscape, would not conserve the character and appearance of the Swaledale and Arkengarthdale Conservation Area and would harm the significance of grade II listed Cogden Hall through intrusion to its natural setting. The benefits of the proposal are not considered to outweigh the conflict with Local Plan policies SP2, SP4 and L1 and the requirements of the National Planning Policy Framework as concern landscape and historic environment protection.

RECOMMENDATION

36. It is recommended that permission be REFUSED for the following reason:

> In the opinion of the Local Planning Authority the proposed agricultural building, by virtue of its siting, scale and massing, would result in an adverse impact upon the scenic beauty of the National Park landscape, would not conserve the character and appearance of the Swaledale and Arkengarthdale Conservation Area and would harm the significance of grade II listed Cogden Hall through intrusion to its natural setting. The proposal therefore conflicts with Yorkshire Dales Local Plan policies SP2, SP4 and L1 and paragraphs 130, 176, 199, 200 and 202 of the National Planning Policy Framework.