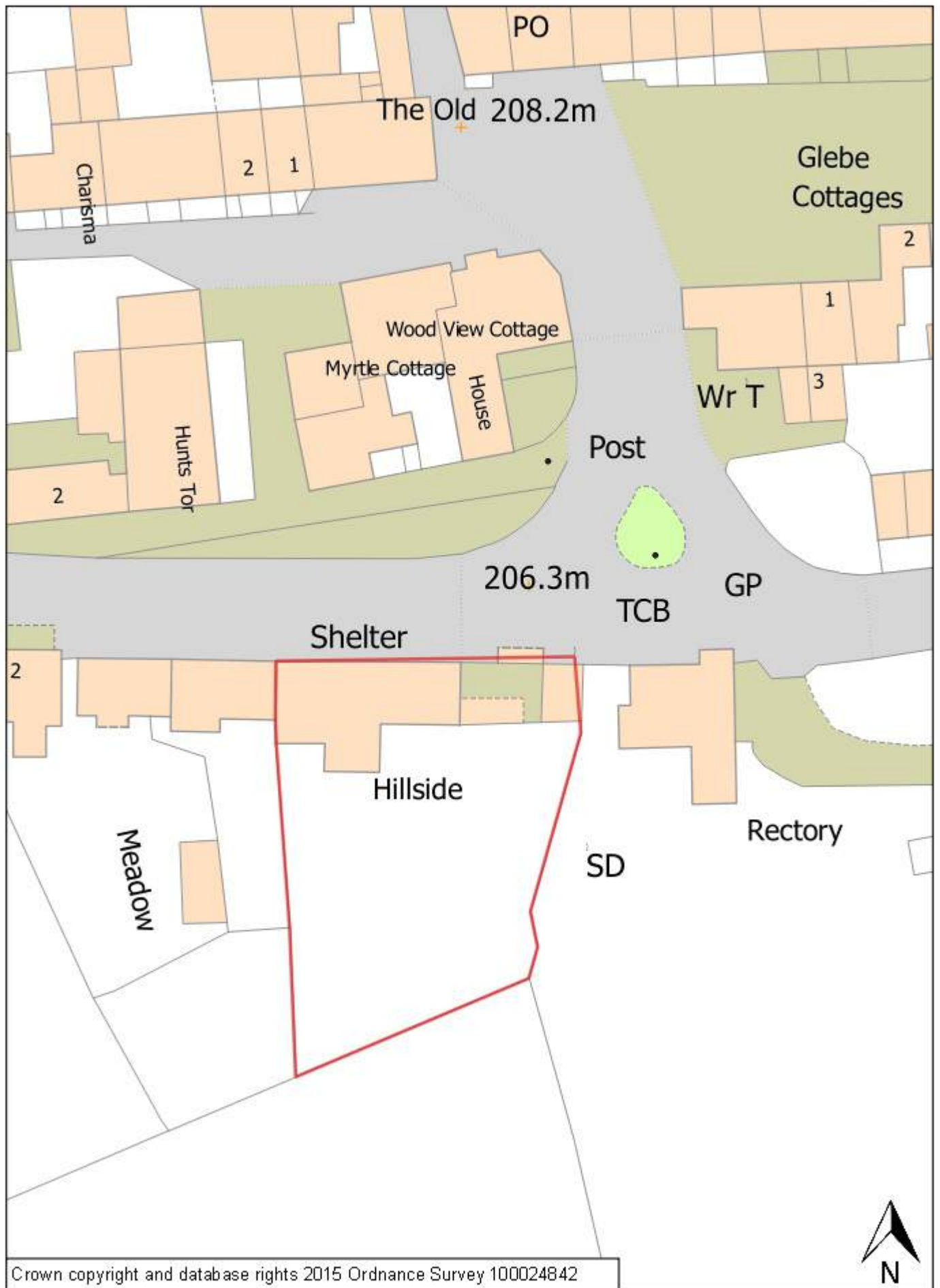


Hillside House- 0401/16 & 0402/16



Scale 1:500



DARTMOOR NATIONAL PARK AUTHORITY
DEVELOPMENT MANAGEMENT COMMITTEE

04 November 2016

SITE INSPECTIONS

Report of the Head of Planning

1 Application No: **0402/16** District/Borough: **West Devon Borough**
 Application Type: **Listed Building Consent** Parish: **Drewsteignton**
 Grid Ref: **SX735907** Officer: **Louise Barattini**

Proposal: **Conversion of outbuilding to garden room**

Location: **Hillside House, Drewsteignton**

Applicant: **Mr & Mrs A Thomas**

Recommendation: **That consent be REFUSED**

Reason(s) for Refusal

1. The proposed development, by reason of its design, would detract from the original scale, form and significance of the grade II listed curtilage structures with no over-riding public benefit to outweigh the harm created. The proposal would therefore be contrary to policies COR1, COR3, DMD1b, DMD7 and DMD8 of the Dartmoor National Park Authority Development Plan, to the advice contained in The English National Parks and The Broads UK Government Vision and Circular 2010, the National Planning Policy Framework 2012 and the Dartmoor National Park Design Guide 2011.

The panel met at the application site and the case officer explained the context of the outbuildings and talked through the proposals for planning and listed building consent. The case officer highlighted the advice contained in the Dartmoor Design Guide, which states that piggeries are unlikely to be suitable buildings for conversion, and pointed to the key planning considerations being the design and impact on the special heritage interest of the curtilage listed building.

Discussion turned to the historical form and function of the building. The applicant had provided officers with recent documentary evidence stating that in the 19th Century in West Devon common farm practice was to keep pigs in small indoor confines to enable them to fatten. The applicant expanded on this. The Historic Buildings Officer responded to the evidence explaining that if the curved enclosure was not the pig yard that there was still no evidence to confirm that it was roofed and that there is no precedence for semi-circular outbuildings in this context. It was acknowledged by all that the surviving curved walled arrangement was an interesting and unusual survival and it was not clear on the exact function and arrangement. The applicant drew Members attention to the potential mortar line of a

former roof at some point in time, the position of the trough and explained the previous owner as remembering it being roofed in the past. Members also queried the unusual variation in height along the length of the curved wall.

Members took time to walk around the buildings and explore the internal layout.

The representatives from the Parish Council expressed their unanimous support for the scheme. They stated that roofing the structure would help to preserve it and that the works would be reversible. They stated that the variation in the height of the wall across its length lent itself to being roofed and identified a line on the adjacent building where a historic roof would have once been attached.

Members were grateful to have visited the site and debated the historic arrangement of the buildings. The majority of Members felt that roofing the structure in its entirety would help to make it weather-tight and ensure its conservation, however, whilst some Members were happy with the design, others expressed reservations, namely; the use of zinc roofing, the glazing arrangement, raised wall height and shallow roof pitch. Reference was also made to the proposed use (garden room) placing certain pressures on the building for change and that if a more modest potting shed/outbuilding use were considered this could help to address some of the design issues.

Whilst the historic form and function of the surviving structure is not conclusive, officers would reiterate the objections set out in the original committee report that the design of the proposal will undermine the vernacular proportions and character of this curtilage listed outbuilding and for this reason officers are unable to offer their support.

5. Application No: **0402/16** District/Borough: **West Devon Borough**
 Application Type: **Listed Building Consent** Parish: **Drewsteignton**
 Grid Ref: **SX735907** Officer: **Louise Barattini**

Proposal: **Conversion of outbuilding to garden room**

Location: **Hillside House, Drewsteignton**

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Recommendation **That permission be REFUSED**

Reason(s) for Refusal

1. The proposed development, by reason of its design, would detract from the original scale, form and significance of the grade II listed curtilage structures with no over-riding public benefit to outweigh the harm created. The proposal would therefore be contrary to policies COR1, COR3, DMD1b, DMD7 and DMD8 of the Dartmoor National Park Authority Development Plan, to the advice contained in The English National Parks and The Broads UK Government Vision and Circular 2010, the National Planning Policy Framework 2012 and the Dartmoor National Park Design Guide 2011.

Introduction

Hillside House is an early 19th Century Grade II listed house located prominently within Drewsteignton Conservation Area. The application relates to part of the small scale 19th Century outbuilding range to the east of the house.

The application proposes the alteration and conversion of the surviving walled enclosures at the rear of the outbuilding range into a garden room.

The application is presented to the Committee in view of the comments received from the Parish Council. The application for planning permission follows on the agenda.

Planning History

0551/14	Retrospective application for works to lean-to adjoining main house		
	Full Planning Permission - Householder	Refused	12 November 2014
0552/14	Retrospective application for works to lean-to adjoining main house		
	Listed Building Consent	Refused	12 November 2014
0126/14	Variation of condition 2 (planning permission ref 0398/13) to allow slate on the roof instead of zinc sheet		
	Full Planning Permission - Householder	Grant Conditionally	25 April 2014
0127/14	Variation of condition 2 (planning permission ref 0398/13) to allow slate on the roof instead of zinc sheet		
	Listed Building Consent	Grant Conditionally	25 April 2014
0398/13	Demolition of existing and erection of new kitchen lean-to, conversion of garage to additional bedrooms, erection of garden shed, demolition of lean-to workshop, new rainwater goods and drainage and joinery works		

	Full Planning Permission - Householder	Grant Conditionally	24 September 2013
0399/13	Demolition of existing and erection of new kitchen lean-to, conversion of garage to additional bedrooms, erection of garden shed, demolition of lean-to workshop, new rainwater goods and drainage and joinery works		
	Listed Building Consent	Grant Conditionally	24 September 2013
0401/16	Conversion of outbuilding to garden room and erection of wood store		
	Full Planning Permission - Householder	Not yet determined	

Consultations

Environment Agency:	No objection - flood zone 1 standing advice only
West Devon Borough Council:	Does not wish to comment
County EEC Directorate:	No highway implications
DNP - Building Conservation Officer:	The proposed development site is part of a range of small-scale service buildings to the east of the Grade II listed house. Such groups are becoming increasingly rare and where they survive it is important that their character is retained. A plan of 1898 shows this area as a piggery and dates from a time when the keeping of pigs on a domestic scale was common. There are no known elevation drawings or early photographs showing it in this late C19 guise but it seems highly likely that the semi-circular wall at the south corner defined an open piggery yard with the now unroofed lean-to pig sty providing accommodation. In terms of process, food scraps could be collected in the kitchen and thrown over the low wall to the pigs. The piggery therefore makes an important contribution to the significance of the listed building and has a high historical value.

While I can support the re-roofing of the lean-to pig house building, there is no evidence to suggest that the yard was formerly covered. The proposed zinc roof and windows would diminish the historic value of the yard and the proposed appearance and cause harm to the significance of the heritage asset. In the context of section 134 of the National Planning Policy Framework, this harm is less than substantial but is not outweighed by any clear public benefit of this space becoming a garden room.

The proposed works would cause harm to this heritage asset and is contrary to local and national policy and guidance.

Parish/Town Council Comments

Drewsteignton PC:	The Parish Council supports the application. It is a householder application, re-using an existing building with no harm to the National Park.
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Relevant Development Plan Policies

COR1 - Sustainable Development Principles

COR3 - Protection of Dartmoor's special environmental qualities

DMD1b - Delivering National Park purposes and protecting Dartmoor National Park's special qualities

DMD8 - Changes to Historic Buildings

Representations

None to date.

Observations

POLICY

The Planning (Listed Buildings and Conservation Areas) Act 1990 places a duty on Local Authorities to have special regard to the desirability of preserving listed buildings, their setting or any features of special architectural or historic interest which it possesses.

The National Planning Policy Framework (NPPF) is explicit that the principle that great weight should be given to the conservation of cultural heritage within National Parks and the need to sustain and enhance the special interest and significance of heritage assets. This is emphasised in policy DMD1b of the Local Plan which sets out National Park Purposes and establishes that the conservation and enhancement of cultural heritage of the National Park will be given priority over other considerations in the determination of development proposals.

The NPPF emphasises the need to conserve heritage assets in a manner appropriate to their significance, so they can be enjoyed for their contribution to the quality of life of this and future generations is one of the core planning principles of the NPPF. Account should always be taken of the desirability of sustaining and enhancing the significance of heritage assets, and the desirability of new development making a positive contribution to the historic environment's local distinctiveness. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting and that any harm or loss requires clear and convincing justification.

Policy DMD8 of the Local Plan is concerned with the conservation and enhancement of listed buildings. It requires an assessment of the impact of development proposals on the significance (special heritage interest) of listed buildings to be made, taking into account to what extent the works will detract from the original scale, significance, form, quality and setting of the building and impact on its architectural; or historic interest. Proposals for the alteration / change of use of listed buildings will only be granted if any harm identified is outweighed by the public benefits that the proposed development will bring.

Policy COR1 seeks to sustain local distinctiveness and conserve or enhance important historic features. COR3 sets out the objectives for conserving and enhancing the characteristic landscape and features that contribute to Dartmoor's special environmental qualities, having particular regard to vernacular and other historic buildings.

The Dartmoor National Park Authority Design Guide sets out specific guidance for historic buildings. It identifies the requirement for an analysis of the origin, function and development of a building to inform a development proposal. It states that the form and significance of a

historic building imposes limits on what is achievable and compromises are often necessary. Under Appendix IV, the Design Guide sets out the list of buildings likely to be unsuitable for conversions. It identifies that careful consideration should be given to the retention unmodified of minor buildings such as pigsties.

PLANNING HISTORY & SIGNIFICANCE

Recent consent has been granted for the conversion of the principal range within the outbuilding complex (former stable and coach house) into ancillary accommodation (ref: 0398/13 & 0399/13). Alteration and re-use of the lean-to outbuilding attached to the dwelling was permitted under a recent enforcement appeal, with modification (ref: ENF/0067/14).

The outbuilding range is located to the east end of the house and forms an enclosed yard accessed by the wide double gated entrance fronting the highway. They date to the 19th Century (appearing on the 1864 historic maps) and comprise service buildings associated with the house, being important survivals used in the context of the main house, a grade II listed building. Such groups are becoming increasingly rare and where they survive it is important that their character is retained.

A 19th Century floor plan of the building (dated 1898) identifies part of the outbuilding in question as a piggery and dates to a time when the keeping of pigs on a domestic scale was common. The adjacent curved enclosure is not clearly annotated on this historic plan. The 1864 historic map and 1905 map do not clearly identify this area as a shaded building. A small opening and trough is noted on the east elevation of the piggery on plan and evidenced in situ.

There is no dispute over the historic function and significance of the piggery end of the building, however, the function, development and significance of this surviving curved wall element to the west of the identified piggery is in contention.

The agent states that arrangement is typical of an inner sty and that the curved wall with its swept variation in height represented a former roofed building typical of a 19th Century outbuilding with inner sty. The agent has, however, not been able to point officers to documentary evidence/reference to what is termed 'typical 19th Century practices for outbuildings containing an inner sty'. Evidence of a former roof covering referred to by the agent is not easily discernible on site and if this was proven it is still not clear whether this was contemporary with the 19th Century floor plan, or a 20th Century intervention.

With any application, there is a need to demonstrate clearly the nature, extent and level of significance of a given heritage asset to help assess the impact of the proposed works on that significance. The information submitted with the application, together with the surviving evidence on site, has not clearly/conclusively articulated that significance. A pig sty with small yard is a vernacular arrangement. Whilst on farms there is often no enclosed yard, as animals are free to roam further afield, this is a more plausible arrangement in a domestic context. Officers are not aware of semi-circular roofed buildings surviving on Dartmoor in this context and therefore the balance of probability is that the enclosure was originally open with no roof.

DESIGN AND IMPACT ON HERITAGE ASSETS

The comments from the Parish Council acknowledge that the proposal is a householder development that seeks to make use of existing structures. However, there is considered to be an impact on the National Park and its heritage assets.

The former piggery is a small outbuilding that does not lend itself easily to conversion given the height and floor space limitations. The Design Guide sets out a list of buildings likely to be unsuitable for conversions and explains that careful consideration should be given to the retention unmodified of minor buildings such as pigsties. The other buildings within the group have been converted and only the historic walls of this small pig sty survive.

The suitability of the piggery/pig sty for conversion is questioned by the need to raise the eaves line and incorporate the adjacent surviving walled enclosure into the proposed garden room.

The raising of the eaves, and insertion of a shallower pitched roof, disrupts the vernacular proportions of this traditional pig sty building. The proposal also seeks to raise the masonry of the adjacent curved wall enclosure and insert a contemporary glazing array to bring the eaves line consistent with proposed modifications to the piggery. The proposed design and arrangement is considered to detract from the original scale, form, quality and historic interest of the curtilage listed structures and diminish the contribution that it makes to the setting of the dwelling. The proposal is considered to harm the significance of the building which, whilst considered to be less than substantial harm, would not be outweighed by any clear over-riding public benefit of the space becoming a domestic garden room.

CONCLUSION

Piggeries are potentially difficult buildings to convert, and are identified as such within the Design Guide. Indeed, the conversion scheme incorporates proposals to raise the eaves height and incorporate the adjacent surviving walled enclosure to enable a viable 'garden room' development.

The significance of the surviving curved wall enclosure adjoining the former piggery is disputed. Notwithstanding this, the proposed scheme will undermine the vernacular proportions of this traditional piggery arrangement and the design proposed will detract from the original scale, form, quality and historic interest of the curtilage listed structures and diminish the contribution that they make to the setting of the principal dwelling.

No pre-application enquiry was submitted for the proposed works to this curtilage listed building. The concerns have been expressed to the agent and the applicant was asked to consider a lesser scheme. The applicant has respectfully requested that the application be determined and, on the basis of the submission presented, officers are unable to support the proposal.

2 Application No: **0401/16** District/Borough: **West Devon Borough**
Application Type: **Full Planning Permission - Householder** Parish: **Drewsteignton**
Grid Ref: **SX735907** Officer: **Louise Barattini**
Proposal: **Conversion of outbuilding to garden room and erection of wood store**
Location: **Hillside House, Drewsteignton**
Applicant: **Mr & Mrs A Thomas**

Recommendation: **That permission be REFUSED**

Reason(s) for Refusal

1. The proposed development, by reason of its design, would detract from the original scale, form and significance of the grade II listed curtilage structures with no over-riding public benefit to outweigh the harm created. The proposal would therefore be contrary to policies COR1, COR3, COR4, DMD1b, DMD7 and DMD8 of the Dartmoor National Park Authority Development Plan, to the advice contained in The English National Parks and The Broads UK Government Vision and Circular 2010, the National Planning Policy Framework 2012 and the Dartmoor National Park Design Guide 2011.

The panel met at the application site and the case officer explained the context of the outbuildings and talked through the proposals for planning and listed building consent. The case officer highlighted the advice contained in the Dartmoor Design Guide, which states that piggeries are unlikely to be suitable buildings for conversion, and pointed to the key planning considerations being the design and impact on the special heritage interest of the curtilage listed building.

Discussion turned to the historical form and function of the building. The applicant had provided officers with recent documentary evidence stating that in the 19th Century in West Devon common farm practice was to keep pigs in small indoor confines to enable them to fatten. The applicant expanded on this. The Historic Buildings Officer responded to the evidence explaining that if the curved enclosure was not the pig yard that there was still no evidence to confirm that it was roofed and that there is no precedence for semi-circular outbuildings in this context. It was acknowledged by all that the surviving curved walled arrangement was an interesting and unusual survival and it was not clear on the exact function and arrangement. The applicant drew Members attention to the potential mortar line of a former roof at some point in time, the position of the trough and explained the previous owner as remembering it being roofed in the past. Members also queried the unusual variation in height along the length of the curved wall.

Members took time to walk around the buildings and explore the internal layout.

The representatives from the Parish Council expressed their unanimous support for the scheme. They stated that roofing the structure would help to preserve it and that the works would be reversible. They stated that the variation in the height of the wall across its length lent itself to being roofed and identified a line on the adjacent building where a historic roof

would have once been attached.

Members were grateful to have visited the site and debated the historic arrangement of the buildings. The majority of Members felt that roofing the structure in its entirety would help to make it weather-tight and ensure its conservation, however, whilst some Members were happy with the design, others expressed reservations, namely; the use of zinc roofing, the glazing arrangement, raised wall height and shallow roof pitch. Reference was also made to the proposed use (garden room) placing certain pressures on the building for change and that if a more modest potting shed/outbuilding use were considered this could help to address some of the design issues.

Whilst the historic form and function of the surviving structure is not conclusive, officers would reiterate the objections set out in the original committee report that the design of the proposal will undermine the vernacular proportions and character of this curtilage listed outbuilding and for this reason officers are unable to offer their support.

STEPHEN BELLI

6. Application No: **0401/16** District/Borough: **West Devon Borough**
 Application Type: **Full Planning Permission - Householder** Parish: **Drewsteignton**
 Grid Ref: **SX735907** Officer: **Louise Barattini**
- Proposal: **Conversion of outbuilding to garden room and erection of wood store**
 Location: **Hillside House, Drewsteignton**
 Applicant: **Mr & Mrs A Thomas**
- Recommendation **That permission be REFUSED**

Reason(s) for Refusal

1. The proposed development, by reason of its design, would detract from the original scale, form and significance of the grade II listed curtilage structures with no over-riding public benefit to outweigh the harm created. The proposal would therefore be contrary to policies COR1, COR3, COR4, DMD1b, DMD7 and DMD8 of the Dartmoor National Park Authority Development Plan, to the advice contained in The English National Parks and The Broads UK Government Vision and Circular 2010, the National Planning Policy Framework 2012 and the Dartmoor National Park Design Guide 2011.

Introduction

Hillside House is an early 19th Century Grade II listed house located prominently within Drewsteignton Conservation Area. The application relates to part of the small scale 19th Century outbuilding range to the east of the house.

The application proposes the alteration and conversion of the surviving walled enclosures at the rear of the outbuilding range into a garden room and the erection of wood store.

The application is presented to the Committee in view of the comments received from the Parish Council.

Planning History

0551/14	Retrospective application for works to lean-to adjoining main house Full Planning Permission - Householder	Refused	12 November 2014
0552/14	Retrospective application for works to lean-to adjoining main house Listed Building Consent	Refused	12 November 2014
0126/14	Variation of condition 2 (planning permission ref 0398/13) to allow slate on the roof instead of zinc sheet Full Planning Permission - Householder	Grant Conditionally	25 April 2014
0127/14	Variation of condition 2 (planning permission ref 0398/13) to allow slate on the roof instead of zinc sheet Listed Building Consent	Grant Conditionally	25 April 2014
0398/13	Demolition of existing and erection of new kitchen lean-to, conversion of garage to additional bedrooms, erection of garden shed, demolition of lean-to workshop, new rainwater goods and drainage and joinery works		

	Full Planning Permission - Householder	Grant Conditionally	24 September 2013
0399/13	Demolition of existing and erection of new kitchen lean-to, conversion of garage to additional bedrooms, erection of garden shed, demolition of lean-to workshop, new rainwater goods and drainage and joinery works		
	Listed Building Consent	Grant Conditionally	24 September 2013
0402/16	Conversion of outbuilding to garden room		
	Listed Building Consent	Not yet determined	

Consultations

Environment Agency:	No objection - flood zone 1 standing advice only
West Devon Borough Council:	Does not wish to comment
County EEC Directorate:	No highway implications
DNP - Building Conservation Officer:	The proposed development site is part of a range of small-scale service buildings to the east of the Grade II listed house. Such groups are becoming increasingly rare and where they survive it is important that their character is retained. A plan of 1898 shows this area as a piggery and dates from a time when the keeping of pigs on a domestic scale was common. There are no known elevation drawings or early photographs showing it in this late C19 guise but it seems highly likely that the semi-circular wall at the south corner defined an open piggery yard with the now unroofed lean-to pig sty providing accommodation. In terms of process, food scraps could be collected in the kitchen and thrown over the low wall to the pigs. The piggery therefore makes an important contribution to the significance of the listed building and has a high historical value.

While I can support the re-roofing of the lean-to pig house building, there is no evidence to suggest that the yard was formerly covered. The proposed zinc roof and windows would diminish the historic value of the yard and the proposed appearance and cause harm to the significance of the heritage asset. In the context of section 134 of the National Planning Policy Framework, this harm is less than substantial but is not outweighed by any clear public benefit of this space becoming a garden room.

The proposed works would cause harm to this heritage asset and is contrary to local and national policy and guidance.

Parish/Town Council Comments

Drewsteignton PC:	The Parish Council supports the application. It is a householder application, re-using an existing building with no harm to the National Park.
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Relevant Development Plan Policies

COR1 - Sustainable Development Principles
COR2 - Settlement Strategies
COR3 - Protection of Dartmoor's special environmental qualities
COR4 - Design and sustainable development principles
COR5 - Protecting the historic built environment
COR6 - Protecting Dartmoor's Archaeology
COR7 - Providing for the conservation of Dartmoor's varied plant and animal life and geology
DMD12 - Conservation Areas
DMD13 - Archaeology
DMD14 - Biodiversity and geological conservation
DMD1b - Delivering National Park purposes and protecting Dartmoor National Park's special qualities
DMD24 - Extensions and alterations to dwellings
DMD3 - Sustaining the quality of places in Dartmoor National Park
DMD4 - Protecting local amenity
DMD7 - Dartmoor's built environment
DMD8 - Changes to Historic Buildings

Representations

None to date.

Observations

POLICY

The Planning (Listed Buildings and Conservation Areas) Act 1990 places a duty on Local Authorities to have special regard to the desirability of preserving listed buildings, their setting or any features of special architectural or historic interest which it possesses.

The National Planning Policy Framework (NPPF) is explicit that the principle that great weight should be given to the conservation of cultural heritage within National Parks and the need to sustain and enhance the special interest and significance of heritage assets. This is emphasised in policy DMD1b of the Local Plan which sets out National Park Purposes and establishes that the conservation and enhancement of cultural heritage of the National Park will be given priority over other considerations in the determination of development proposals.

The NPPF emphasises the need to conserve heritage assets in a manner appropriate to their significance, so they can be enjoyed for their contribution to the quality of life of this and future generations is one of the core planning principles of the NPPF. Account should always be taken of the desirability of sustaining and enhancing the significance of heritage assets, and the desirability of new development making a positive contribution to the historic environment's local distinctiveness. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting and that any harm or loss requires clear and convincing justification.

Policy DMD8 of the Local Plan is concerned with the conservation and enhancement of listed buildings. It requires an assessment of the impact of development proposals on the

significance (special heritage interest) of listed buildings to be made, taking into account to what extent the works will detract from the original scale, significance, form, quality and setting of the building and impact on its architectural; or historic interest. Proposals for the alteration / change of use of listed buildings will only be granted if any harm identified is outweighed by the public benefits that the proposed development will bring.

Policy COR1 seeks to sustain local distinctiveness and conserve or enhance important historic features. COR3 sets out the objectives for conserving and enhancing the characteristic landscape and features that contribute to Dartmoor's special environmental qualities, having particular regard to vernacular and other historic buildings.

Policies COR4 and DMD7 require new development to conserve and enhance the quality and distinctiveness of the local environment which should be reinforced through the use of materials, finishing and design detailing. Particular regard must be given to the heritage assets and the Dartmoor Design Guide. Policy DMD24 sets out the design requirements for householder development.

Policies COR5 and DMD12 establish the criteria for new development to conserve and enhance the character and appearance of the Conservation Area.

The Dartmoor National Park Authority Design Guide sets out specific guidance for historic buildings. It identifies the requirement for an analysis of the origin, function and development of a building to inform a development proposal. It states that the form and significance of a historic building imposes limits on what is achievable and compromises are often necessary. Under Appendix IV, the Design Guide sets out the list of buildings likely to be unsuitable for conversions. It identifies that careful consideration should be given to the retention unmodified of minor buildings such as pigsties.

PLANNING HISTORY & SIGNIFICANCE

Recent consent has been granted for the conversion of the principal range within the outbuilding complex (former stable and coach house) into ancillary accommodation (ref: 0398/13 & 0399/13). Alteration and re-use of the lean-to outbuilding attached to the dwelling was permitted under a recent enforcement appeal, with modification (ref: ENF/0067/14).

The outbuilding range is located to the east end of the house and forms an enclosed yard accessed by the wide double gated entrance fronting the highway. They date to the 19th Century (appearing on the 1864 historic maps) and comprise service buildings associated with the house, being important survivals used in the context of the main house, a grade II listed building. Such groups are becoming increasingly rare and where they survive it is important that their character is retained.

A 19th Century floor plan of the building (dated 1898) identifies part of the outbuilding in question as a piggery and dates to a time when the keeping of pigs on a domestic scale was common. The adjacent curved enclosure is not clearly annotated on this historic plan. The 1864 historic map and 1905 map do not clearly identify this area as a shaded building. A small opening and trough is noted on the east elevation of the piggery on plan and evidenced in situ.

There is no dispute over the historic function and significance of the piggery end of the building, however, the function, development and significance of this surviving curved wall element to the west of the identified piggery is in contention.

The agent states that arrangement is typical of an inner sty and that the curved wall with its swept variation in height represented a former roofed building typical of a 19th Century outbuilding with inner sty. The agent has, however, not been able to point officers to documentary evidence/reference to what is termed 'typical 19th Century practices for outbuildings containing an inner sty'. Evidence of a former roof covering referred to by the agent is not easily discernible on site and if this was proven it is still not clear whether this was contemporary with the 19th Century floor plan, or a 20th Century intervention.

With any application, there is a need to demonstrate clearly the nature, extent and level of significance of a given heritage asset to help assess the impact of the proposed works on that significance. The information submitted with the application, together with the surviving evidence on site, has not clearly/conclusively articulated that significance. A pig sty with small yard is a vernacular arrangement. Whilst on farms there is often no enclosed yard, as animals are free to roam further afield, this is a more plausible arrangement in a domestic context. Officers are not aware of semi-circular roofed buildings surviving on Dartmoor in this context and therefore the balance of probability is that the enclosure was originally open with no roof.

DESIGN AND IMPACT ON HERITAGE ASSETS

The comments from the Parish Council acknowledge that the proposal is a householder development that seeks to make use of existing structures. However, there is considered to be an impact on the National Park and its heritage assets.

The former piggery is a small outbuilding that does not lend itself easily to conversion given the height and floor space limitations. The Design Guide sets out a list of buildings likely to be unsuitable for conversions and explains that careful consideration should be given to the retention unmodified of minor buildings such as pigsties. The other buildings within the group have been converted and only the historic walls of this small pig sty survive.

The suitability of the piggery/pig sty for conversion is questioned by the need to raise the eaves line and incorporate the adjacent surviving walled enclosure into the proposed garden room.

The raising of the eaves, and insertion of a shallower pitched roof, disrupts the vernacular proportions of this traditional pig sty building. The proposal also seeks to raise the masonry of the adjacent curved wall enclosure and insert a contemporary glazing array to bring the eaves line consistent with proposed modifications to the piggery. The proposed design and arrangement is considered to detract from the original scale, form, quality and historic interest of the curtilage listed structures and diminish the contribution that it makes to the setting of the dwelling. The proposal is considered to harm the significance of the building which, whilst considered to be less than substantial harm, would not be outweighed by any clear over-riding public benefit of the space becoming a domestic garden room.

No objection is raised to the erection of a timber wood store in the principal courtyard, set down below the line of the existing wall.

The Conservation Area Appraisal identifies the outbuilding range to the east of Hillside House as a historic building of high quality. The small square to the front of the building in question is identified as an important space, owing much of its attractiveness to its lack of pretension and clutter. The proposed works are to the rear of the building and will not be visible from the public areas within the Conservation Area and whilst the buildings are important in the context

of the listed building are not considered so intrinsic to the special character of the conservation area so as to justify a reason for refusal on those grounds.

NEIGHBOUR AMENITY

Given the nature of the proposed alterations, its scale and design, there will be no adverse impact on the residential amenities of neighbouring occupiers.

CONCLUSION

Piggeries are potentially difficult buildings to convert, and are identified as such within the Design Guide. Indeed, the conversion scheme incorporates proposals to raise the eaves height and incorporate the adjacent surviving walled enclosure to enable a viable 'garden room' development.

The significance of the surviving curved wall enclosure adjoining the former piggery is disputed. Notwithstanding this, the proposed scheme will undermine the vernacular proportions of this traditional piggery arrangement and the design proposed will detract from the original scale, form, quality and historic interest of the curtilage listed structures and diminish the contribution that they make to the setting of the principal dwelling.

No pre-application enquiry was submitted for the proposed works to this curtilage listed building. The concerns have been expressed to the agent and the applicant was asked to consider a lesser scheme. The applicant has respectfully requested that the application be determined and, on the basis of the submission presented, officers are unable to support the proposal.

DARTMOOR NATIONAL PARK AUTHORITY
DEVELOPMENT MANAGEMENT COMMITTEE

04 November 2016

APPLICATIONS FOR DETERMINATION BY THE COMMITTEE

Report of the Head of Planning

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Item No. **Description**

1. 0485/16 - Construction of new single storey house (with semi basement) on the lower half of garden of 3 Noland Park (Full Planning Permission), 3 Noland Park, South Brent
2. 0464/16 - Construction of extension to side and rear including incorporation of garage into habitable accommodation (Full Planning Permission - Householder), Moonrakers, Brentor Road, Mary Tavy
3. 0455/16 - Construction of 10 affordable dwellings (3x three bed, 5x two bed and 2x one bed flats), associated access road and thoroughfare to adjacent allotments (Full Planning Permission), Field adjacent to Walkhampton Road/Walkham Meadows, Walkham Meadows
4. 0499/16 - Change of use to form residential educational centre, including the conversion of existing buildings and erection of new, for residential educational purposes and demolition of existing and erection of new farm buildings (Full Planning Permission), East Shallowford Farm, Widecombe-in-the-Moor
5. 0500/16 - Works related to a change of use to form residential educational centre, including the conversion of existing buildings and erection of new, for residential educational purposes and demolition of existing and erection of new farm buildings (Listed Building Consent), East Shallowford Farm, Widecombe-in-the-Moor
6. 0344/16 - Change of use for part of agricultural building to office and workshop for the treatment and processing of wool and running of associated educational courses (Sui Generis) (Full Planning Permission), Greenbank, Chagford
7. 0514/16 - Erection of an additional dwelling (open market) (Outline Planning Permission), Land adj 2 Old School House, Ashburton
8. 0515/16 - Conversion of barn to two units of housing and use of existing pole barn for garaging (Full Planning Permission), Barn A, Marley Grange, Stidson, South Brent

3 Noland Park 0485-16



Scale 1:1,250



1. Application No: **0485/16** District/Borough: **South Hams District**
Application Type: **Full Planning Permission** Parish: **South Brent**
Grid Ref: **SX700597** Officer: **Louise Barattini**

Proposal: **Construction of new single storey house (with semi basement) on the lower half of garden of 3 Noland Park**

Location: **3 Noland Park, South Brent**

Applicant: **Mr & Mrs Hannaford**

Recommendation **That permission be GRANTED**

Condition(s)

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
2. No vegetation clearance shall take place on the land between 1 March and 15 September unless a check has been made for nesting birds not more than 24 hours prior to the commencement of works. If nesting birds are present, then vegetation clearance shall take place until breeding has finished and all fledglings have left the nest.
3. Site clearance, preparation and construction work shall only take place on the site between 08:00 and 18:00 Monday to Friday and 09:00 and 13:00 on Saturdays, and not at any time on Sundays, Bank or Public Holidays.
4. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 or any Order revoking and re-enacting that Order with or without modification, no material alterations to the external appearance of the building(s) shall be carried out and no extension, building, enclosure, structure, erection, hard surface, swimming or other pool shall be constructed or erected in or around the curtilage of the dwelling hereby permitted, and no windows or roof lights other than those expressly authorised by this permission shall be created, formed or installed, without the prior written authorisation of the Local Planning Authority.
5. Prior to the commencement of the development hereby approved, samples of all proposed surfacing, external facing and roofing materials shall be submitted to the Local Planning Authority for approval; thereafter unless otherwise agreed by the Local Planning Authority in writing, only approved surfacing, external facing and roofing materials shall be used in the development.
6. Notwithstanding the plans hereby approved, details of the proposed rooflights, windows and doors, to include materials and details of external finish, shall be submitted to the Local Planning Authority for approval prior to their installation. Thereafter only the approved windows and doors shall be installed in the development.
7. Unless otherwise previously agreed in writing by the Local Planning Authority, the frames of all external windows and doors in the building shall be recessed at least 100mm in their openings.
8. Large scale section drawings through the eaves and roof of the proposed dwelling shall be submitted to the Local Planning Authority for approval prior to the commencing of the roofing works.

9. Unless otherwise agreed in writing by the Local Planning Authority, the development hereby approved shall be carried out in accordance with the Tree Survey Report by Aspect Tree Consultancy dated 29 September 2016. Details of the location of the proposed protective tree fencing and details of the no dig driveway (including construction details) shall be submitted to the Local Planning Authority for approval prior to the commencement of development.
10. Prior to the commencement of the development hereby permitted, details of the proposed green roof planting scheme shall be submitted to the Local Planning Authority for approval. The landscaping and planting shall be carried out in accordance with the approved scheme within twelve months of the commencement of the development, or such longer period as the Local Planning Authority shall specify in writing, and permanently retained thereafter.
11. Details of any proposed new boundary treatments shall be submitted to the Local Planning Authority for approval prior to their installation/planting.

Introduction

The site relates to the side garden of No 3 Noland Park, a semi-detached Victorian Property within the development boundary of South Brent, to the south east of the centre. The site is bound by residential development on all sides.

The application proposes the erection of a dwelling in the garden.

The application is presented to Members as the proposal is considered to be a departure from the Authority's housing policies.

Consultations

South Hams District Council:	Does not wish to comment
Environment Agency:	No objection - Flood zone 1 standing advice only
County EEC Directorate:	No highway implications
DNP - Trees & Landscape:	No objection subject to a condition requiring the works to be carried out as set out in the Arboricultural Impact Assessment and details of tree protective fencing and no dig driveway to be provided.
DNP - Ecology & Wildlife Conservation:	The development has the potential to affect nesting birds and the standard works timing condition should be applied to avoid the bird nesting season.
DNP - Building Conservation Officer:	No discernible impact on the setting of heritage assets.

Parish/Town Council Comments

South Brent PC: The Parish Council has no objection to this proposal

Relevant Development Plan Policies

- COR1 - Sustainable Development Principles
- COR15 - Providing for limited new housing to meet local needs
- COR2 - Settlement Strategies

COR21 - Dealing with development and transport issues in a sustainable way
COR4 - Design and sustainable development principles
COR7 - Providing for the conservation of Dartmoor's varied plant and animal life and geology
DMD14 - Biodiversity and geological conservation
DMD1b - Delivering National Park purposes and protecting Dartmoor National Park's special qualities
DMD21 - Residential development in Local Centres
DMD3 - Sustaining the quality of places in Dartmoor National Park
DMD4 - Protecting local amenity
DMD40 - Parking provision - Residential
DMD7 - Dartmoor's built environment

Representations

3 letters of objection

Objection has been raised on the grounds that the development does not comply with the criteria set out in policy DMD21 and that it will harm the setting of local heritage assets (Victorian semis). A number of neighbouring residents object on the grounds of loss of amenity, explaining harm to the character of the mature 'park' landscape of Noland Park by the creation of a disproportioned new dwelling. It is stated that 'Kerries Keep' and Lower Lawn are not development precedents. It is stated that the proposed development encroaches on the existing built frontage and should not be allowed in the spacious and quiet setting of Noland Park. One neighbour states that it would be built almost immediately below their front two bedroom windows, causing noise and light pollution. Reference is also made to inadequate provision for turning cars and potential impact on wildlife.

Observations

PRINCIPLE OF HOUSING

The site is within a Local Centre. Policies COR15 and DMD21 guide new housing development to sustainable locations within designated settlements. Policy DMD21 supports the principle of new housing on small infill plots within existing built frontages in Local Centres such as South Brent, subject to 50% affordable housing being provided.

The National Planning Practice Guidance recently introduced a threshold on affordable housing and tariff style contributions on small residential developments. This means that for developments of 5 residential units or less, this Authority is unable to require developments to deliver affordable housing or require commuted sums toward affordable housing. In such circumstances, the Authority must consider whether the development offers a sustainable form of development, which in all other respects is consistent with the policies of the Development Plan.

South Brent is classified as a Local Centre, and a strategic focus for appropriate development/growth to meet the needs of the settlement and its rural hinterland under policy COR2. The settlement acts as a service centre offering a range of services and facilities to the local community and has good public transport links and access to the A38. It would be difficult to argue that the site was an unsustainable location for a single dwelling.

Policy DMD21 states that new housing will be acceptable within Local Centres in small infill plots within existing built frontages. The site forms part of a garden within a small residential cul-de-sac. Noland Park was historically an outlying development of large semi-detached Victorian residences set in substantial grounds. In more recent years, infill development within these spacious plots has led to a cul-de-sac character and mix of housing form within the vicinity; some houses being accessed from Noland Park and others from Kerries Lane (most being subservient to the grander historic residences). Whilst the policy requirement is for development within built-up-frontages, it would be difficult to argue that the development of this garden area within the cul-de-sac was in substantial conflict as each development needs to be assessed within its own specific site context, this being a small cul-de-sac.

DESIGN AND BUILT ENVIRONMENT

Policies COR1, COR4, DMD1b, DMD3 and DMD7 set out the requirements for the design of new development and considerations for the built environment.

The proposal has been designed as a contemporary single storey dwelling with shallow pitched 'green roof', incorporating a small basement in response to sloping levels. No's 3 and 4 Noland Park incorporate basement accommodation also and the approach is not out of character in this respect.

The Design Guide recognises that topographical features present opportunities for creative design. The proposed dwelling design is simple and it's low lying form, with green roof, will respond sympathetically to the sloping topography and leafy character of the surroundings. The Design Guide encourages the use of sustainable design and planted roofs to help support biodiversity and rainwater attenuation. The use of natural self-coloured render and elements of timber cladding will complement the contemporary green roof form of the proposed dwelling. The proposed development would complement the existing mix of housing in the immediate area and retain the prominence of the Victorian buildings in this setting.

The neighbours are concerned about the impact on the character of Noland Park and its Victorian dwellings. These late 19th Century dwellings are noted on the Historic Environment Record. They have been fairly informally planned and if there was a formal or deliberate aspect to this it is not recorded on the Historic Environment Record or easily discernible on the ground or historic map evidence. Based on the information available it would be difficult to make a case that the proposed building would cause harm to the setting of this late 19th Century development. Furthermore, existing 20th Century developments have already compromised the setting.

There is a mature holm oak growing on the northern boundary of the site. It is proposed to construct a no dig driveway and install tree protective fencing to ensure that the roots of the tree are not adversely affected by the proposed development.

NEIGHBOUR AMENITY

Policy DMD4 sets out the criteria for ensuring that new development does not harm residential amenity.

The proposed dwelling would provide for the appropriate living conditions of its future occupiers.

The proposed single storey dwelling has been designed to minimise impact on neighbouring

properties; the most immediate neighbours being located to the South West and South East of the application site. A neighbouring resident is concerned that the proposed dwelling would be built almost immediately below their front two bedroom windows, causing noise and light pollution. Having regard to the sloping topography of the site, the juxtaposition of neighbouring properties, intervening distances and to the design and layout of the proposed dwelling, it would be difficult to argue that the proposal would harm the residential amenities of neighbouring occupiers. Whilst a number of the properties may overlook the roofscape of the proposed dwelling, the loss of a private view is not a material planning consideration and the scale and proximity of the proposed build is such that it could not be considered to be overbearing or result in demonstrable loss of light. Existing privacy would be maintained by party boundary fencing/vegetation and the proposed dwelling is single storey in character.

HIGHWAY SAFETY

Policy DMD21 and DMD40 set out the considerations for highway safety and parking provision for new development, respectively. The Highway Authority raise no objection to the proposed increased use of the access onto the main road and provision is made for parking and turning within the site.

WILDLIFE CONSIDERATIONS

Policies COR7 and DMD14 set out the requirements for new development and biodiversity. The proposal has potential to impact upon nesting birds and therefore vegetation removal should be undertaken outside this period to ensure no adverse impact on protected species. The proposed design incorporates a green roof with biodiversity benefits.

CONCLUSION

Following changes to National Planning Practice Guidance, the Authority is no longer able to require developments of 5 units or less to make provision/contribution to affordable housing. This scheme for a single dwelling in South Brent, one of Dartmoor's larger settlements, of an acceptable design, with no adverse impact on the character and appearance of this part of the National Park, neighbour amenity or highway safety is considered to present a sustainable form of development. The proposal therefore accords with the presumption in favour of sustainable development and is recommended for approval.

Moonrakers, Mary Tavy - 0464/16



Scale 1:1,250



2. Application No: **0464/16** District/Borough: **West Devon Borough**
Application Type: **Full Planning Permission - Householder** Parish: **Mary Tavy**
Grid Ref: **SX500795** Officer: **Oliver Dorrell**

Proposal: **Construction of extension to side and rear including incorporation of garage into habitable accommodation**

Location: **Moonrakers, Brentor Road, Mary Tavy**

Applicant: **Mr S Boyers**

Recommendation **That permission be GRANTED**

Condition(s)

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
2. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 or any Order revoking and re-enacting that Order with or without modification, no extension to the dwelling hereby permitted shall be constructed without the prior written authorisation of the Local Planning Authority.
3. Prior to the commencement of the development hereby approved, samples of all proposed external facing materials shall be submitted to the Local Planning Authority for approval; thereafter unless otherwise agreed by the Local Planning Authority in writing only approved external facing shall be used in the development.

Introduction

A modern detached bungalow located on the Brentor Road. The house is clad with artificial stone with uPVC windows and a concrete tile roof. The site is not within the Mary Tavy Conservation Area.

The garage to the side of the property has recently been reconstructed.

This application is for the conversion and incorporation of the garage to part of the house through a link extension and for the erection of a single storey extension to the rear. Also for the replacement of the existing artificial stone cladding with horizontal timber boarding.

The application is before Members because of the contrary view of the Parish Council.

Planning History

3/42/74/1193 Erection of a bungalow and garage
Full Planning Permission Grant Conditionally 09 May 1975

Consultations

Environment Agency: Standing advice - flood zone 1
West Devon Borough Council: Does not wish to comment
County EEC Directorate: No highway implications

Parish/Town Council Comments

Mary Tavy PC:

Object. Concerns over percentage increase in habitable floorspace and use of flat roof

Representations

None to date.

Observations

SITE DESCRIPTION

Moonrakers is one of a number of modern bungalows on the western side of Brentor Road. It is a simple dual pitched building set forward of the plot with a large rear garden. There is a detached single garage to the side which has been recently re-built.

The house provides modest two bedroom accommodation. Many of the other bungalows along this line have been extended in the past. Moonrakers remains relatively unchanged with the exception of a timber framed conservatory to the rear.

DESIGN

These proposals involve re-aligning the roof of the garage, converting to habitable accommodation and linking it to the main house. Also for a single storey flat roof extension to the rear and canopy porch to the front. The whole of house will be clad with timber weatherboarding to be painted.

From the front the garage link will extend the house towards the northern boundary to bring it roughly central within the plot. It will fit comfortably within the space and will not appear cramped. The roof of the extension will be set down and subservient to the main house following DNPA design guidance. The canopy porch is modest and will not detract from the appearance of the house.

To the rear the extension replaces a rather tired conservatory and extends across the back of the house to link up with the converted garage. The extension will have a contemporary presentation with a single-ply membrane roof and grey powder coated windows and doors. The use of render for the walls is common to the area and will offer a contrast to the painted boarding which is proposed to be used on the rest of the house. The use of materials is considered appropriate to the local environment, in accordance with COR4.

The extension will be mostly hidden from public view although it will be glimpsed from the road when travelling out from the village towards Brentor. The introduction of this modern extension on the rear on a modern bungalow outside of the conservation area is not considered to have a significant impact on the appearance of the area.

IMPACT ON NEIGHBOURS

The proposed extension is offset from the neighbouring boundaries on both sides and is of a scale which will not be dominant or overbearing on the occupants of neighbouring properties. A privacy screen has been erected on the boundary with the property to the south (Trenoweth). It is not considered that overlooking from the side windows will lead to a

significant loss of privacy. The proposed development complies with policy DMD4 in this regard.

FLOORSPACE INCREASE

The existing habitable floor area of the bungalow prior to the demolition of the conservatory was 73sqm. The combined floor area of the proposed development would be 120sqm. This represents a percentage increase in floor area of 64%.

It should be noted however that under current permitted development allowances the house could be extended a further 26sqm in the form of a single storey extension to the rear. This would bring the total floorspace to 99sqm.

It is important to consider the fall back position in this case as the proposed development actually includes a large proportion of floor area that could otherwise be achieved through permitted development. Although the proposal currently represents an increase in habitable floor area significantly beyond the 30% allowed under policy DMD24 there are particular circumstances in this case which indicate that some flexibility in the application of the policy would be the most pragmatic approach to dealing with this application. The proposed development would not result in a building which would be out of character with other nearby properties and no harm has been identified to residential amenity locally.

If planning permission is granted a condition removing permitted development rights would allow control over any future enlargement of the property.

The comments of the Parish Council are noted but on this occasion it is considered that there are insufficient grounds to warrant a refusal of planning permission.

Walkham Meadows, Horrabridge - 0455/16



Scale 1:2,500



3. Application No: **0455/16** District/Borough: **West Devon Borough**
Application Type: **Full Planning Permission** Parish: **Horrabridge**
Grid Ref: **SX518696** Officer: **Christopher Hart**

Proposal: **Construction of 10 affordable dwellings (3x three bed, 5x two bed and 2x one bed flats), associated access road and thoroughfare to adjacent allotments**

Location: **Field adjacent to Walkhampton Road/Walkham Meadows, Walkham Meadows**

Applicant: **Devon and Cornwall Housing Ltd**

Recommendation **That, subject to the consideration of any revised plans, final ecological reports and the completion of a s106 legal agreement in respect of affordable housing, permission be GRANTED**

Condition(s)

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
2. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 or any Order revoking and re-enacting that Order with or without modification, no extension to the dwellings hereby permitted shall be constructed without the prior written authorisation of the Local Planning Authority.
3. The roofs of the dwellings hereby approved shall be covered in natural slate, a sample of which shall be submitted to the Local Planning Authority for approval prior to the commencement of any roofing work. At all times thereafter the roofs shall be maintained in the approved natural slate.
4. A sample panel of the proposed stonework shall be prepared for inspection by the Local Planning Authority. The panel shall be approved in writing prior to the application of any stonework to the dwellings hereby approved. All stonework shall accord with the approved sample panel.
5. A schedule of the details of all windows and exterior doors shall be submitted to the Local Planning Authority for approval in writing prior to their installation.
6. There shall be no street lighting on the development unless otherwise agreed in writing with the Local Planning Authority.
7. Prior to the commencement of any works, demolition or development on the land, all existing trees, shrubs and hedges to be retained shall be protected by fences or suitable barriers erected beyond their dripline. Such fences or barriers shall be maintained until the completion of the development on the land. Within these protected areas there shall be no storage, deposit, tipping or placing of any materials, soil, spoil or other matter, no parking or movement of vehicles or trailers, no erection or siting of buildings or structures, no excavation or raising of ground levels and no disposal of water or other liquid. Furthermore, no fire(s) shall be lit within 20m of any protected area without the prior written authorisation of the Local Planning Authority.

8. A detailed construction method statement shall be agreed in writing with the Local Planning Authority prior to any works taking place on the site. This shall include the details of any temporary storage compounds, welfare facilities and parking arrangements on the site, times of working and arrangements for deliveries.
9. No works shall be undertaken on the site other than between the hours of 08.30 - 18.00hrs Monday - Friday and 08.30 - 13.00hrs Saturday. There shall be no working on site on Sundays or Bank Holidays. Deliveries to the site should avoid the period 08.00 - 09.00hrs and 14.45 - 15.45hrs Monday - Friday (school pick up times).

Introduction

The site lies on the eastern side of the village of Horrabridge on the south side of Walkhampton Road. It is a site of 0.27 hectares sandwiched between the existing small residential estate at Walkham Meadows and the allotments to the east. The site is accessed via the existing development.

The proposal is for the erection of ten dwellings to meet affordable need in the parish. The application is presented to the Committee in view of the scale of the development.

Planning History

0663/05	Provision of housing to fulfill local need Outline Planning Permission	Withdrawn	04 October 2005
3/35/182/95/03	Small local needs housing development comprising of nineteen two and three bed houses served by a type 5B shared surface road Full Planning Permission	Grant Conditionally	04 March 1996

Consultations

County EEC Directorate: From a highway point of view the plans are acceptable although it is noted that there is no street lighting shown on the plans and there are footways in places on the plans where there doesn't strictly need to be a footway but these minor details can easily be revised at the road adoption stage.

Environment Agency: Flood zone 1 - standing advice applies

DNP - Building Conservation Officer: No historic built environment issues are identified.

West Devon Borough Council (Housing): Increasing the supply of affordable homes is a key priority of West Devon Council's Housing Strategy because of high levels of housing need in the borough. The Council's housing waiting list, Devon Home Choice has 348 households currently registered in West Devon. The Horrabridge Parish Housing Needs Survey was completed in August 2012 and identified a need for 20 affordable homes within the next 3 – 5 years.

There has been no new affordable housing built in this parish for many years and a lot of the affordable housing has been lost through Right to Buy legislation.

West Devon Borough Council support the proposed housing mix of:
2 x 1 bed flats
3 x 2 bed houses
3 x 3 bed houses

In this location there is a notable house price income gap, which is evidenced in the parish housing needs survey, income data studies and land registry sale price figures. There is a shortage of available private rented housing and the result is that low earning households and young people are priced out of the community.

On 19th July 2016 there was a public consultation event held in the village of Horrabridge between Devon and Cornwall Housing Ltd, Horrabridge parish council, Dartmoor National Park, West Devon Borough Council and the local community to discuss this development.

West Devon Borough Council has supported Devon and Cornwall Housing Association's Ltd successful bid to the Homes and Communities Agency for grant funding on this development. The award of social housing grant to fund this development has been extremely fortunate in the current economic climate, which has seen public spending on new social housing cut by fifty percent. If this development does not progress then this social housing grant will be lost to the local community.

Parish/Town Council Comments

Horrabridge PC: Support

Relevant Development Plan Policies

COR1 - Sustainable Development Principles

COR15 - Providing for limited new housing to meet local needs

COR2 - Settlement Strategies

COR21 - Dealing with development and transport issues in a sustainable way

COR4 - Design and sustainable development principles

DMD1a - Presumption in favour of sustainable development

DMD1b - Delivering National Park purposes and protecting Dartmoor National Park's special qualities

DMD2 - Major Development

DMD21 - Residential development in Local Centres

DMD38 - Access onto the highway

DMD4 - Protecting local amenity

DMD40 - Parking provision - Residential

DMDHOR1 - Housing land at Walkham Meadows

Representations

2 letters of objection

The objectors question the need for the proposed number of dwellings and suggest that there has been insufficient consultation with the community prior to the submission of the application. The need is for 3 bed properties rather than 1 bed flats. They maintain that the design is not in keeping with the style elsewhere in the village.

There are also concerns about the restricted access to the site, parking issues in the public highway and adjoining estate and the build quality/sustainability of the proposed dwellings.

If approved, it is requested that consideration be given to conditions restricting the parking of contractors vehicles, delivery times to avoid the school pick up/drop off times and that there is no evening or weekend working.

Observations

PROPOSAL

The site, a 0.27 hectare parcel of land, lies on the eastern side of an existing small estate of dwellings that were built in the mid 1990's to meet local housing need. It is an undeveloped partly sloping field used as rough grazing. To the east of the site lie the local allotments. The land is owned by the Parish Council. There are mature trees within the hedgerow to the south side. A maintained field hedge separates the site from the public highway. The site is accessed through the neighbouring development.

The proposal seeks permission for a development of ten dwellings to meet identified local housing need. The dwellings comprise 3No. 3 bed dwellings, 5No. 2 bed and 2No. 1 bed flats. The dwellings are set out in four blocks facing a central access road.

NEEDS ASSESSMENT

West Devon Borough Council's (WDBC) housing waiting list, Devon Home Choice, has 348 households currently registered in West Devon. The Horrbridge Parish Housing Needs Survey was completed in August 2012 and identified a need for 20 affordable homes within the next 3 – 5 years. The need remains at the present day. In this location there is a shortage of available private rented housing.

Devon and Cornwall Housing Association has successfully bid to the Homes and Communities Agency for grant funding on this development. This means that subject to planning permission, the development has the necessary finance to proceed – an increasingly rare situation given the recent cuts in government grant aid.

POLICY IMPLICATIONS

The site is located within Horrbridge, a designated Local Centre. The Development Plan specifically allocated this site for residential development under policy DMD HOR1 which states;

'An area of land 0.3ha in extent at Walkham Meadows, Horrbridge is allocated for housing, not less than 50% of which should be affordable housing to meet identified local need'.

In other respects the site accords with the aim of locating residential housing sites in, or adjoining existing settlements (COR2/DMD21). Access and parking issues comply with the

provisions of policies COR21, DMD38 and DMD40. Design and amenity issues are dealt with policies COR4 and DMD4.

SITE CHARACTERISTICS/DESIGN

The site lies on the eastern side of the settlement approximately 500m south east of the centre of the village adjacent to Walkhampton Road. It is immediately adjacent to the existing affordable housing at Walkham Meadows and within 100 metres of the primary school. There are pedestrian links through Fillace Park to the north west towards the village centre. Village allotments lie to the east with access through the site. The site has a gentle slope from the southern to northern boundary and is currently laid to rough grazing. Vehicle access is from Walkhampton Road through the existing adjacent estate.

The proposed dwellings are laid out around a central access point and road in four distinct blocks. They are designed to fit the contours of the site with stepped floor levels from south to north. The dwellings are designed in a simple two-storey form of semi-detached properties and small terraces similar to the layout of the neighbouring housing. They will be constructed of predominantly rendered elevations under slated roofs. Stone feature panels add relief to the elevations which combined with grey uPVC window units, composite exterior doors and simple porch details result in a simple but robust design. While they exhibit different design features to those adjacent (constructed in the 1990s) they will sit comfortably with the mixed variety and style of housing in this part of the village which is some distance from the historic core and defined conservation area in the centre of the settlement.

Parking for 18 vehicles can be achieved on the site meeting the necessary requirement. The road space will be a shared surface to be adopted by the Highway Authority. The turning head is designed to allow access by refuse vehicles. Street lighting is not proposed on this part of the development. Access through to the allotments will be maintained.

The hedge/tree boundary on the southern aspect will be protected and retained as a strong backdrop to the development and potential wildlife corridor. The roadside hedge will also be retained and strengthened maintaining the rural feel of Walkhampton Road as one leaves the settlement. There are limited opportunities for further landscaping within the site.

REPRESENTATIONS

Matters relating to housing need are addressed in the response from the Housing Authority (WDBC). There remains a substantial unsatisfied need for a mix of affordable rented property in this location. A public consultation event was undertaken in the village earlier this year. It should be noted that the PC is supportive of the development. The general layout of properties is respectful to the character of the site and its surroundings, making good use of the contours of the site to ensure the dwellings sit comfortably on the site. While the design is different to that adjacent, the use of render and stone feature panels link well with the existing. Matters relating to construction and potential disturbance can be addressed by condition.

EXPECTED REVISIONS/S106 AGREEMENT

In order to meet the exacting timescale for delivery of this scheme this report to Members has been prepared in advance of the receipt of amended plans which seek to address some matters of detail. These should include revisions to the position of parking areas, footways and boundary treatments. Final reports concerning ecological surveys are also awaited however it is not anticipated that these will identify any fundamental concerns merely providing

suitable mitigation advice that can be incorporated into the suggested conditions.

Draft terms for the necessary s106 legal agreement have been exchanged and will need to be finalised before permission can be issued. This will ensure the appropriate management of the development, restricting the dwellings, in perpetuity to those locals who can satisfy the eligibility criteria.

SUMMARY

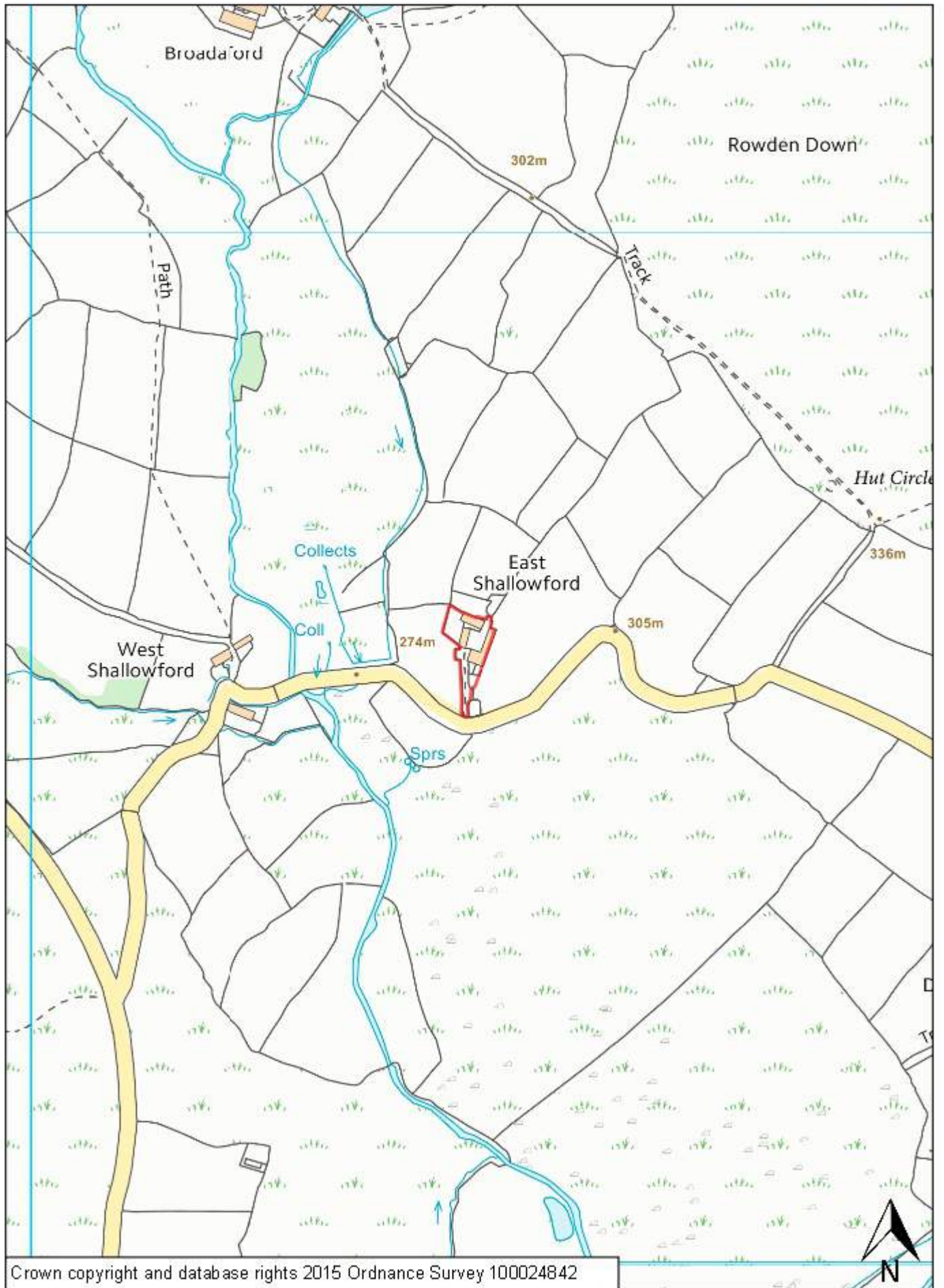
The development is one which has been expected following the allocation of this site in the Development Plan. The proposed development offering 100% affordable housing is better than anticipated and reflecting the unexpected availability of grant aid for this development – a situation which is unlikely to be repeated. The form and style of the proposed development makes appropriate use of a relatively small plot to deliver a significant contribution to the expressed demand for this type of housing in this location. The simplicity and robust nature of the design is considered acceptable in this location.

Members are invited to endorse the principle of this development subject to the consideration of any design revisions that are presented at the meeting, resolution of ecological issues and the compilation of the necessary s106 agreement.

East Shallowford Farm - 0499/16



Scale 1:5,000



4. Application No: **0499/16** District/Borough: **Teignbridge District**
Application Type: **Full Planning Permission** Parish: **Widcombe-in-the-Moor**
Grid Ref: **SX694755** Officer: **Christopher Hart**

Proposal: **Change of use to form residential educational centre, including the conversion of existing buildings and erection of new, for residential educational purposes and demolition of existing and erection of new farm buildings**

Location: **East Shallowford Farm,
Widcombe-in-the-Moor**

Applicant: **East Shallowford Farm Trust**

Recommendation **That permission be GRANTED**

Condition(s)

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
2. No work shall commence on the development hereby permitted until a written scheme providing for an appropriately qualified archaeologist to carry out a full archaeological watching brief during all stages of the development has been submitted to and approved in writing by the Local Planning Authority. The scheme, which shall be written and implemented at the applicant's expense, shall provide for the observation, recording and recovery of artefacts and post-excavation analysis including the interior floor levels, cobbled floors and assessment of new underground service runs. A full report detailing the findings shall be submitted to and approved in writing by the Local Planning Authority before the substantial completion of the development, unless otherwise agreed in writing by the Local Planning Authority.
3. Unless otherwise agreed in writing by the Local Planning Authority, the development hereby permitted shall be implemented strictly in accordance with the recommendations and requirements of the ecological survey report dated August 2016.
4. Prior to the commencement of the works hereby approved a detailed lighting plan shall be agreed in writing with the Local Planning Authority. Lighting on the site shall accord with the agreed plan.
5. Notwithstanding the authorised use of the farmhouse as a dwelling house (Class C3), the remainder of the property defined within the application site shall only be used for and ancillary to the residential educational use hereby approved and for no other purpose as contained in Class C2 of the Town and Country Planning (Use Classes) Order 1987 (as amended).
6. The residential educational use shall be limited to a maximum of 32 bed spaces in total at any one time. A record of all users shall be retained and made available for inspection by the Local Planning Authority at all reasonable times.
7. The roofs of the main barn, shippen and former pig house shall be covered in natural slate, a sample of which shall be submitted to the Local Planning Authority for approval prior to the commencement of any roofing work. At all times thereafter the roof shall be maintained in the approved natural slate. All roof slates shall be fixed by nailing only.

8. All gutters and downpipes on the development hereby approved shall be of metal construction and round or half-round in section and, unless otherwise agreed by the Local Planning Authority in writing, shall be painted black not later than 30 days after the substantial completion of the development.
9. All new windows and exterior doors shall receive an oiled or dark stained finish within one month of their installation unless otherwise agreed in writing with the Local Planning Authority.
10. The proposed solar panels shall be installed with black panels and black painted surrounds.
11. Where shown on the approved plans, the buildings shall be covered in a corrugated profile, anthracite cement fibre sheeting unless otherwise agreed in writing with the Local Planning Authority.
12. Any repointing of the stonework shall be completed using lime based mortars with raked pointing to match the pointing on the existing buildings.

Introduction

East Shallowford Farm lies 2.5km south west of the village of Widecombe-in-the-Moor. It is a compact farmstead containing a grade II listed farmhouse and a range of traditional farm buildings in a remote rural location.

The application is for permission to carry out a comprehensive package of works related to the educational use of the site by the Shallowford Trust. This includes the provision of new residential accommodation through the conversion of existing buildings, facilities, an outdoor classroom and reorganisation of animal housing.

The application and following report for Listed Building Consent is presented to the Committee in view of the issues it presents and the level of public interest.

Planning History

0592/15	Conversion and extension to existing barns in association with change of use to form accommodation for holiday/educational use including staff accommodation and office facilities	Listed Building Consent	Refused	10 March 2016
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0059/10	Alterations to farmhouse (revised application of some works granted to 0091/09)	Listed Building Consent	Grant Conditionally	13 April 2010
0019/10	Timber conservatory	Listed Building Consent	Grant Conditionally	16 March 2010
0017/10	Timber conservatory	Full Planning Permission	Grant Conditionally	16 March 2010
0090/09	Change of use of attached outbuilding to toilet block and refurbishment	Full Planning Permission	Grant Conditionally	18 June 2009
0091/09	Refurbishment and alteration of farmhouse and barn			

	Listed Building Consent	Grant Conditionally	17 June 2009
5/06/296/94/18	Livestock Shed Extension		
	Prior Notification	No objection	02 November 1994
5/06/044/94/18	Animal Shed		
	Prior Notification	No objection	25 February 1994

Consultations

Environment Agency:	Flood risk zone 1 - standing advice applies
Teignbridge District Council:	No objection
County EEC Directorate:	The highways officer is familiar with the roads in the area generally. It is true that the roads in the vicinity of the site are narrow and constrained, both with respect to horizontal and vertical alignment.

It also has to be borne in mind that the applicant has operated a similar facility at this site for a considerable period of time - 40 years according to the supporting documentation with the application. It is also understood from the supporting application that visitors to the site are currently residing off-site and being transported to the site which results in a number of traffic movements that will reduce in the event that accommodation is provided on-site.

When assessing the suitability of the highway network serving the site, the highway authority has to consider the content of National Planning Policy Framework document, which states, in paragraph 32, that 'development should only be prevented or refused on transport grounds when the residual cumulative impacts.....are severe'. Although the development as proposed may result in a small increase in vehicle movements over the surrounding highway network, there is no evidence that the impact will be 'severe', although it is accepted that is a balanced judgement.

The existing access is to be utilised to serve the site, and this has been considered for its suitability as an access to serve the proposed development having regard to what has been served by the access for the last 40 years (according to the documentation). 85 percentile vehicle speeds past the access are in the order of 15 m.p.h. westbound (down hill) and 20 m.p.h. eastbound. This would require a major road stopping visibility distance of 17 metres and 25 metres respectively, from a minor road distance of 2.4 metres ideally, but in certain circumstances this may be reduced to 2 metres. It is difficult to establish exactly from where this visibility distance should be measured, due to the characteristics of the carriageway near the access, but the highway authority is satisfied that adequate visibility and geometry is available at the access in its current form. Both

visibility and geometry could be improved if it was felt necessary by removing or realigning the wall on the western corner, but it is not felt that a tangible benefit would result in this location from doing so.

Parking standards are generally a matter for the planning authority to determine, with the highway authority only being concerned if the number proposed is inadequate resulting in parking on the highway. The highway authority are satisfied that the applicant would provide sufficient parking to meet their needs, having regard to the space that they have in their ownership. Any 'overspill' parking can be accommodated within the application site or land within their control without parking overspilling onto the adjoining highway.

DNP - Building Conservation
Officer:

Layout and Setting

The historic farm buildings are grouped tightly around a courtyard, with the farmhouse at the north end and principal range of buildings to the east. The proposed 'Animal Barn' would be just to the south of these, outside of the courtyard and on a site currently occupied by modern farm buildings. It would not interfere with the historic layout. Other proposed additions are within the courtyard complex, including a dining room linking the main block and proposed kitchen. The linking of separate farm buildings can be an issue, although in this case these pre-existing buildings are already linked by a modern farm building.

The proposed Animal Barn is identified as having the most potential to harm the setting of the farm group. Although large, this 13m x 13m building would be approximately 1.5m lower in height than the principal barn and is some 45m from the farmhouse and not easily viewed in juxtaposition. This building is not considered likely to affect the setting of the historic farmstead.

Internal Plan-form and Historic Fabric

The existing floor plans (and elevations) submitted with this application are drawn in a more schematic way and at a smaller scale to the proposed, making direct comparison between the two more difficult. What is clear is that there is a large degree of subdivision proposed to the main barn building, although to the scheme's credit, the creation of new internal openings to the existing buildings is avoided. The submitted reports mention cobbles surviving. Where these, and other original floor surfaces survive, they should be retained in situ (either exposed or covered). The existing floors should be recorded and a schedule drawn up to show how they would be dealt with. Similarly, no existing or proposed sections are provided to show how the roof

timbers will be treated. There is also no detailed information for precisely which wall surfaces will be plasterboard and which would be stone with lime wash. In addition, an assessment of the existing doors, and any existing windows, is required to assess what the impact would be if removal was approved.

External Character and Appearance

Overall, the conversion scheme would preserve much of the character of the agricultural buildings. There are, however, some areas which require further investigation. It is noted that apparently all the door and window openings would have new joinery. Dependent on the findings of the additional report required, consideration should be given to retaining any doors/window of historic interest. If appropriate, there is the potential to retain, and pin in an open position, the existing door with the new doors/windows in behind.

Summary

The conversion of historic farm buildings invariably causes a degree of harm to their heritage significance. In this case 'harm' is identified but is on the low side of 'less than substantial'. Under the NPPF guidance this can be weighed against the public benefit of the scheme which is clearly greater than, say, a residential conversion.

DNP - Ecology & Wildlife
Conservation:

A protected species survey (bat and breeding bird) report and Lighting Strategy have been submitted with the application).

During 2015 no field signs typical of bat roosting behaviour were found in any of the outbuildings. Two common pipistrelle were recorded emerging from the dormer cheeks of the main farmhouse which is not included within the application.

During the 2016 survey a maximum of three common pipistrelle bats were recorded leaving a roost site on the southern gable wall top of Building F. No signs of Barn owl were noted. A possible blackbird, swallow and crevice nests were noted within the barns.

A low impact licence for the site will be required prior to works that might disturb common pipistrelle on the wall top of Building F. A method statement for the works is included within the survey report and includes details of roost replacement, additional roost provision, timing of works, supervision of works and site lighting.

Because the development requires an EPSL from Natural

England the Authority will need to carry out an assessment of the application against the three derogation tests of the Conservation of Habitats and Species Regulations 2010:

1. The development is of overriding public importance
2. There is no satisfactory alternative
3. There will be no significant detrimental population impact (on the bats)

It is considered that the detailed mitigation measures included in the Bat and Breeding Bird Survey report satisfy test 3 of the Habitats Regulations.

DNP - Archaeology:

East Shallowford is a historically important farmstead first mentioned in 1288.

There is a high possibility that buried archaeological features and information relating to the medieval farm and its consequent development survive in the area of the proposed works.

A watching brief condition should be placed on the proposal to cover all areas of ground works with particular relation to:

- Record areas of surviving cobbled flooring in the threshing barn (main barn)
- Observe any reduction of the existing floors levels within the threshing barn (main barn), shippen, pig house and goose house.
- Observe the installation of new underground services.

The recording watching brief is to be undertaken by an accredited archaeological contractor following a detailed WSI approved by DNPA archaeologists as stated in standard condition X03.

Parish/Town Council Comments

Widecombe PC:

The PC has noted that the application has now been scaled back and it continues to have no objections.

In its response to the previous applications the PC expressed concerns about the potential impact of the development on the environment and the increased traffic along a narrow road. It is also noted that there had been no Environmental Impact Assessment or Traffic Assessment carried out. Further potential noise and light pollution was also a concern.

Whilst to some extent some of these concerns appear to have been addressed in the new application, the PC would very much like the DNPA to ensure these matters have been fully considered prior to giving its recommendation.

Relevant Development Plan Policies

COR1 - Sustainable Development Principles
COR11 - Retaining tranquillity
COR13 - Providing for high standards of accessibility and design
COR17 - Promoting increased health and well-being
COR18 - Providing for sustainable economic growth
COR20 - Providing for agricultural diversification
COR21 - Dealing with development and transport issues in a sustainable way
COR24 - Protecting water resources from depletion and pollution
COR3 - Protection of Dartmoor's special environmental qualities
COR4 - Design and sustainable development principles
COR5 - Protecting the historic built environment
COR6 - Protecting Dartmoor's Archaeology
DMD11 - Demolition of a listed building or local heritage asset
DMD13 - Archaeology
DMD14 - Biodiversity and geological conservation
DMD1a - Presumption in favour of sustainable development
DMD1b - Delivering National Park purposes and protecting Dartmoor National Park's special qualities
DMD3 - Sustaining the quality of places in Dartmoor National Park
DMD34 - Agricultural and forestry
DMD35 - Farm diversification
DMD38 - Access onto the highway
DMD4 - Protecting local amenity
DMD41 - Parking provision - Non Residential
DMD44 - Tourist accommodation
DMD7 - Dartmoor's built environment
DMD8 - Changes to Historic Buildings
DMD9 - The re-use and adoption of historic buildings in the countryside

Representations

19 letters of objection 7 letters of support 1 other letter

Those raising objections have provided extensive commentary on why they consider the proposal conflicts with many of the policies within the Development Plan. A summary of their points of concern are as follows;

- Major change from a modest charity to a full blown commercial enterprise
- Higher levels of intrusive usage in a sensitive location
- Highly disruptive to tranquillity of location/surroundings through impact of large numbers of schoolchildren for potentially 52 weeks of year
- Potential light pollution (need for detailed lighting plan to safeguard dark skies)
- Noise pollution
- Additional traffic on poor access roads including cars, minibuses and delivery vehicles
- Inadequate on-site parking
- No detailed environmental impact assessment carried out
- Detrimental impact on protected species inc butterflies and bat population
- Unacceptable harm to heritage assets including demolition, unsympathetic conversion

and introduction of new buildings damaging to setting of listed building and wider historic farmstead/landscape

- Not a farm diversification exercise – farming outsourced. Use will take over from traditional farming practises on site.
- No significant public benefit to outweigh harm (benefit limited to those who visit)
- Travel plan unlikely to be adhered to
- Unviable long term business plan
- Unsustainable tourist facility in the countryside of the National Park
- Question need for animal housing as farming takes place elsewhere
- Flooding on local roads
- Water management and surface run off on site

Those in support refer to the following;

- Worthy project now at an appropriate scale for site
- It will enhance the present buildings with a modest increase in numbers visiting the site above what has traditionally taken place
- It will allow the underprivileged to experience life on a Dartmoor farm
- It will offer a life changing experience for youngsters

The National Farmers Union has written in support of the application acknowledging that this will add value to an existing farming enterprise and assist with the wider social role of educating people about farming on Dartmoor.

The Dartmoor Preservation Association has acknowledged the changes made to the application and does not wish to object to the applications on condition that the use is restricted to charitable and educational purposes only.

Observations

INTRODUCTION

Following the consideration of the application ref 0591/15, in March 2016, The Shallowford Trust and their Architects have been working closely with the Authority to look at ways to overcome the concerns that led to the refusal of that application and the associated application for Listed Building Consent. This has resulted in a substantial reduction in the scale of the proposals now before us. The previous scheme showed 40 new bed spaces split between children and staff (excluding the house).

The extent of new build accommodation and facilities have been reduced. The large farm buildings to the north and dedicated new access from the east have been omitted from the scheme.

BACKGROUND

East Shallowford Farm sits in a secluded rural location at the head of the West Webburn Valley some 2.5km south west of Widecombe-in-the-Moor. The main farmhouse is a grade II listed building. It is surrounded by a range of traditional farm buildings and represents a good example of a relatively unspoilt historic farmstead.

There has been a close relationship between East Shallowford Farm and the Providence House Youth and Community Centre in Battersea, London for 40 years. The farm was

purchased in the mid-seventies as a “Lung for the City”. The Shallowford Trust at East Shallowford Farm provides farming and countryside experiences for inner city children and young adults in a unique setting.

Following the death of the founder and chief benefactor, the trustees are seeking to develop the site to ensure it continues to provide the same valuable experience that thousands of children and adults have had to date. The vision is to extend the opportunity for those to participate in the Dartmoor farm experience. To meet current day regulations concerning the safety of children that inevitably means a change to the relatively informal atmosphere cultured by the founder. There is a need to provide adequate segregated accommodation for children and adult carers, appropriate dining and catering facilities as well as health & safety implications concerning the handling of livestock – all modern day necessities of providing a safe environment for residential visitors to the farm. To maximise the experience for visiting groups, the plans include learning facilities, safe handling farm stock pens, catering and efficient wet weather facilities.

Traditionally the three bedrooms in the farmhouse and a static caravan were used for accommodation. In 2010 the facilities were upgraded, however, these rooms are no longer suitable for many of the guests visiting the farm and the caravan is not habitable. In the previous application the farmhouse was excluded from the redline site. Concerns were expressed about the house being split away. This time the redline site includes the house with a more explicit link with the rest of the site.

The current arrangement is that the accommodation on the farm is not being used and guests from Providence House stay at the nearby Bellever Youth Hostel.

As most groups from Providence House visit over weekends and bank holidays, there is a potential to host other groups, for week long (5 day) visits. The accommodation will be designed to be flexible to accommodate the varying needs of the guests.

There is currently no such farm-based facility on Dartmoor. The intention is to continue to develop East Shallowford as a small mixed upland farm suitable for visits by children and adults.

POLICY IMPLICATIONS

The work of the trust meets many of the overarching objectives of the National Park – giving the next generation an opportunity to engage with a working Dartmoor farm and experience an environment, in the majority of cases, far removed from their usual surroundings. Their aims are broadly in line with Government ambitions to make Parks relevant and accessible to all and promote many of the qualities which are important to the social and well-being of visitors. The more general policies of the Development Plan (COR1, COR3, DMD1a, DMD1b) are relevant in this respect.

The application should be tested against the vision for the Park outlined in the Development Plan and specific policies relating to social inclusion (COR16) and well-being (COR17).

This needs to be carefully balanced against those policies which seek to ensure development is appropriate in terms of its impact including those relating to tourism development based on the intrinsic values of the National Park (COR18, 19 and DMD43), policies concerning the historic environment (COR5, COR6, DMD7, DMD9, DMD13), ecological interests (COR7, DMD14), local amenity and tranquillity (COR4, COR11, DMD4), farm practices and

diversification (COR20, DMD34, DMD35) and traffic implications (COR21, DMD38).

THE PROPOSAL

The application and works associated with the need for Listed Building Consent detailed in the associated report are a substantially reduced from that which was presented in March this year.

The application now proposes the following;

Main barn – to be converted to provide accessible accommodation for 22 bed spaces (5 en-suite dormitory style bedrooms) on the first floor and including a ground floor boot/drying room, lounge area, laundry/linen store, workshop and toilets. The existing corrugated sheet roof will be replaced by natural slate. Existing openings will be re-used to provide necessary windows, doorways and ventilation.

Kitchen/Dining room – this will involve a new building attached to the southern end of the main barn incorporating the existing small animal house (referred to by others as a shippen) and the removal and replacement of a modern poor quality lean-to. It will provide a dedicated kitchen facility, small servery and dining area for guests. It is designed in a style to compliment the agriculture feel of the site – a simple timber clad building with a pitched roof of corrugated fibre cement panels which contrasts with but compliments the stone faced buildings that it links to. The small animal house will be retained with a new slated roof and replacement timber joinery in existing openings facing the courtyard.

Farm boot room/Animal pens – these buildings replace modern additions facing into the existing livestock handling area on the south side of the farmstead. They are designed as an extension of the dining room addition and as a lean-to on the rear of the small animal house. Constructed of timber clad elevations under profiled cement fibre sheeting these structures compliment the style of the dining room addition. The boot room and associated toilets provide facilities accessible to yard. The animal pens will be open fronted on the southern aspect facing the yard.

Animal Barn – a 13m x 13m portal frame barn to be constructed on the south side of the farmstead in place of a range of modern agricultural structures alongside the access driveway to the property. This will be constructed of a rendered blockwork plinth with timber cladding on its upper half. A pitched profiled cement fibre sheeted roof will be applied with an array of 12 solar panels on each of the west and east roof slopes. Large doors on the north and south elevations will allow access for farm machinery.

Office/Outdoor classroom – located on the west side of the courtyard. The existing pig houses are already utilised as a farm office. This will be retained. The attached modern additions to this building will be removed in favour of a newly constructed building to be used as a classroom area. This will comprise a 10.5m x 5.5m timber clad building with double doors on each of the west and east elevations. The eastern elevation facing the courtyard will have full length glazing panels either side of the central door. A profiled cement fibre sheet roof will be applied to this building.

Parking area/bin storage – on the south side of the courtyard. A dedicated parking area for two vehicles (large enough to accommodate minibuses if required together with a modest enclosed bin storage building. The parking in this location will complement the availability of parking spaces in the existing courtyard.

Main dwelling – to be retained as a single dwelling (its current status) principally providing accommodation for the property manager with additional capacity to provide 3 bedrooms (10 dormitory style bed spaces) to allow for effective segregation of adults and children when required.

FARM MANAGEMENT

The intention is that East Shallowford remains as a working example of a traditional Dartmoor farmstead. This is part of what the Trust wishes visitors to experience and understand during their visit with the emphasis on a 'hands on' experience with animals and farming methods. Given the nature of the farm this will be relatively small scale; however there is an established relationship with the owner of the adjacent Broadaford Farm. This extends to management of some of the land and livestock, providing appropriate assistance, machinery and labour and a reciprocal arrangement whereby visitors can visit that larger establishment. This provides effective stewardship of the Trusts holding with the emphasis on maintaining a working farm environment.

The proposal goes beyond what would normally be considered to be farm diversification and should be viewed as a separate planning matter. While the Trust's management of the farm will continue, the thrust of this application means that the primary element is the provision of facilities for visitors to the farmstead.

FREQUENCY OF VISITS/TRAVEL PLAN

East Shallowford has hosted groups from Providence House since 1976. These have amounted to upwards of 20 visits per year with varying group sizes staying over a weekend or for four day breaks. Many of the visits were back to back with groups arriving by 1 or 2 minibuses. This level of use is expected to continue and where the focus of the Trust's work remains. There is no intention of opening up the accommodation to commercial or 'on-spec' requests. Developing links with local school groups is seen as part of their remit allowing for day visits to take place.

A green travel plan will be adopted and emphasised to all visitors. Suitable accommodation on site will reduce the daily movements between Bellever and the site.

REPRESENTATIONS

The concerns raised by objectors are similar to those raised when the previous application was considered earlier in the year. They are primarily questioning whether this is the right location for such a use and a reaction to the request to formalise this through the current applications. While some acknowledge the historic, less formal use of the site they are concerned about the intensity of use presented by the latest proposal.

It is noted that, if approved, this could add to the level of use currently taking place albeit this is presently perhaps less intensive than in previous years now that visitors are housed at Bellever during their stays. However, there is a distinction between that proposed in the previous application and now in that the scale of building works has been significantly reduced. Numbers of bed spaces have also proportionately reduced (from 40 without the house to 32 including the house) with the ability to control the whole site activities now that the farmhouse is included in the application site area.

While the points raised are all valid planning considerations these must be taken into context and weighed up in proportion to the anticipated level of use in this location paying heed to the activity that has successfully taken place for 40 years with little objection. Viability of the enterprise is currently underpinned by the legacies and donations that the Trust receives. Maintained accommodation of a certain standard will allow the Trust to confidently charge visitors an appropriate fee to assist the running of the facilities. The business model is presented as a self-sustaining plan rather than one which seeks commercial gain. In reality it is anticipated that the Trust will continue to rely on benefactors to achieve its aims.

Ecological matters have been assessed. The mitigation put forward is considered to adequately address these issues. The application is not of a scale where a formal Environmental Impact Assessment would be required.

Water management is dealt with in two ways. A new package treatment plant will deal with foul flows. Run-off will be dealt with by appropriate on-site soakaway provision (SUDS).

IMPACT

The assessment of the planning merits of the case needs to address the issue of this particular use in this location together with the impact on the physical attributes of the site and its surroundings.

The starting point for assessing the impact of use must be that this is not an entirely new operation. Using the farmstead for educational visits, including overnight stays, has taken place for 40 years based on the simple accommodation of the farmhouse and generosity of landowner and founder of the charity. It may be argued that, at times, the level of activity would have been intense and similar to that envisaged in the present application. Present day activity may be curtailed to some degree by the split operation between the site activities and Bellever accommodation.

It is acknowledged that this location, a relatively remote and sparsely populated rural valley, may be more susceptible than some to the disturbance that may be caused by increased activity whether that is by traffic, people, noise or visual intrusion. That was the main thrust of why the previous scheme was found to be unacceptable. The level of 'harm' in all respects was felt to outweigh the benefits in that case.

The principle of using the site for educational visits is established albeit, until now, without the need for a formal planning permission. It is the conversion and addition of purpose built new structures which require the formal permission at this time. That will undoubtedly change the character of what some perceive as a simple working farm. That change will have an impact in that once converted, the agricultural use, although low key, will not return to those buildings. Nevertheless the additional animal barn and improved small animal handling facilities are positive to the management of the working farmstead. The arrangement with Broadaford strengthens the continuation of appropriate farming practises on the holding.

The impact on tranquillity may be finely balanced. Children letting off steam and the potential visual intrusion of increased activity around the holding, including traffic accessing the site will not be constant distractions. Light pollution is a genuine concern and should be controlled by the imposition of a detailed lighting plan to ensure this is no more than is necessary for a working farm.

The impact on the physical attributes of the site will be related to the works – initial

construction and lasting impact on the historic farmstead. The conversion of the existing buildings has been presented in a sympathetic manner respecting the form and character of those buildings. The elements of new build are carefully integrated into the overall character of the farmstead and discreetly located so as not to detract from either the setting of the listed farmhouse or farmstead as a whole. The new works will be obvious from distant views into the site but not disruptive to the overall quality of the setting. There is no direct and attributable harm to the historic character as a whole.

CONCLUSION

The essential issue is assessing what has changed to allow this proposal to be viewed in a positive light bearing in mind the concerns raised in the previous application.

It is clear that the proposal is on a lesser scale and that the Trust has listened to the concerns previously raised about the need for additional managers accommodation, a new complex of farm buildings, tracks and the scale of facilities required. The significant changes contained in this application address those issues.

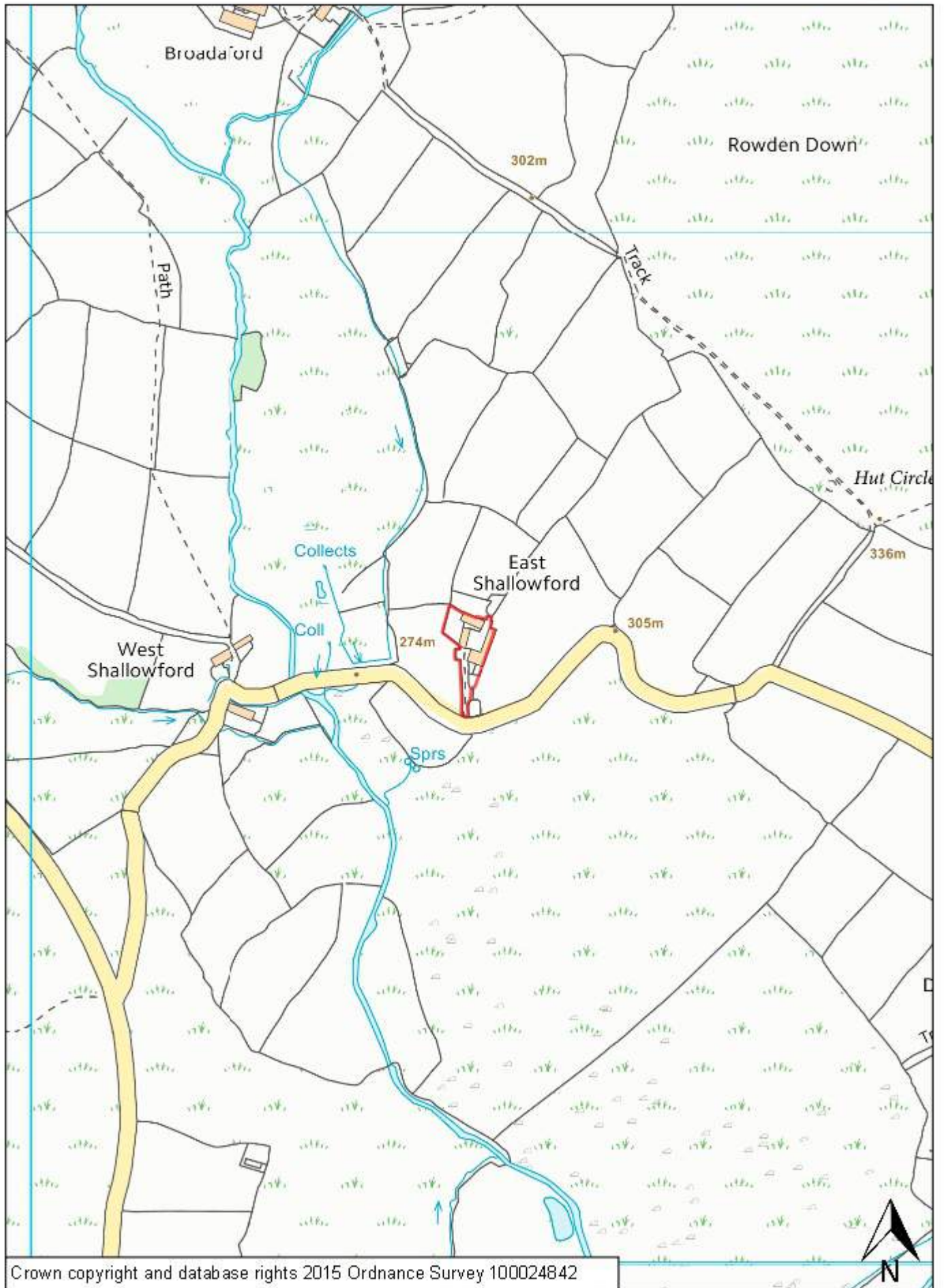
The residential accommodation is now wholly contained in the conversion of buildings that already exist on site. The farmhouse will continue to be utilised by the on-site manager. The elements of new build are carefully integrated into the character of the farmstead and do not overwhelm the important historic elements.

On balance this is now a scheme that can be recommended for approval.

East Shallowford Farm - 0500/16



Scale 1:5,000



5. Application No: **0500/16** District/Borough: **Teignbridge District**
Application Type: **Listed Building Consent** Parish: **Widcombe-in-the-Moor**
Grid Ref: **SX694755** Officer: **Christopher Hart**

Proposal: **Works related to a change of use to form residential educational centre, including the conversion of existing buildings and erection of new, for residential educational purposes and demolition of existing and erection of new farm buildings**

Location: **East Shallowford Farm,
Widcombe-in-the-Moor**

Applicant: **East Shallowford Trust**

Recommendation **That permission be GRANTED**

Condition(s)

1. The works to which this consent relates shall be begun before the expiration of three years from the date of this consent.
2. No work shall commence on the development hereby permitted until a written scheme providing for an appropriately qualified archaeologist to carry out a full archaeological watching brief during all stages of the development has been submitted to and approved in writing by the Local Planning Authority. The scheme, which shall be written and implemented at the applicant's expense, shall provide for the observation, recording and recovery of artefacts and post-excavation analysis including the interior floor levels, cobbled floors and assessment of new underground service runs. A full report detailing the findings shall be submitted to and approved in writing by the Local Planning Authority before the substantial completion of the development, unless otherwise agreed in writing by the Local Planning Authority.
3. Prior to the commencement of the works hereby approved a detailed lighting plan shall be agreed in writing with the Local Planning Authority. Lighting on the site shall accord with the agreed plan.
4. The roofs of the main barn, shippen and former pig house shall be covered in natural slate, a sample of which shall be submitted to the Local Planning Authority for approval prior to the commencement of any roofing work. At all times thereafter the roof shall be maintained in the approved natural slate. All roof slates shall be fixed by nailing only.
5. All gutters and downpipes on the development hereby approved shall be of metal construction and round or half-round in section and, unless otherwise agreed by the Local Planning Authority in writing, shall be painted black not later than 30 days after the substantial completion of the development.
6. All new windows and exterior doors shall receive an oiled or dark stained finish within one month of its installation unless otherwise agreed in writing with the Local Planning Authority.
7. The proposed solar panels shall be installed with black panels and black painted surrounds.
8. Where shown on the approved plans, the buildings shall be covered in a corrugated profile, anthracite cement fibre sheeting unless otherwise agreed in writing with the Local Planning Authority.

9. Any repointing of the stonework shall be completed using lime based mortars with raked pointing to match the pointing on the existing buildings.

Introduction

East Shallowford Farm lies 2.5km south west of the village of Widecombe-in-the-Moor. It is a compact farmstead containing a grade II listed farmhouse and a range of traditional farm buildings in a remote rural location.

The application is for consent to carry out a comprehensive package of works related to the educational use of the site by the Shallowford Trust. This includes the adaption and conversion of curtilage listed farm buildings, the removal of modern additions to create new residential accommodation, facilities, an outdoor classroom and reorganisation of animal housing.

The application is presented to the Committee in view of the issues it presents in connection with the request for planning permission for the associated use and the level of public interest.

Planning History

0592/15	Conversion and extension to existing barns in association with change of use to form accommodation for holiday/educational use including staff accommodation and office facilities	Listed Building Consent	Refused	10 March 2016
0591/15	Change of use, conversion and extension to existing barns to form accommodation for holiday/educational use including staff accommodation and office facilities and the erection of new agricultural barns	Full Planning Permission	Refused	08 March 2016
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0017/10	Timber conservatory	Full Planning Permission	Grant Conditionally	16 March 2010
0090/09	Change of use of attached outbuilding to toilet block and refurbishment	Full Planning Permission	Grant Conditionally	18 June 2009
0091/09	Refurbishment and alteration of farmhouse and barn	Listed Building Consent	Grant Conditionally	17 June 2009
5/06/296/94/18	Livestock Shed Extension	Prior Notification	No objection	02 November 1994
5/06/044/94/18	Animal Shed	Prior Notification	No objection	25 February 1994

Consultations

Environment Agency: Flood risk zone 1 - standing advice applies
 Teignbridge District Council: No objection

County EEC Directorate: No highway implications relating to request for listed building consent.

DNP - Building Conservation Officer: Layout and Setting

The historic farm buildings are grouped tightly around a courtyard, with the farmhouse at the north end and principal range of buildings to the east. The proposed 'Animal Barn' would be just to the south of these, outside of the courtyard and on a site currently occupied by modern farm buildings. It would not interfere with the historic layout. Other proposed additions are within the courtyard complex, including a dining room linking the main block and proposed kitchen. The linking of separate farm buildings can be an issue, although in this case these pre-existing buildings are already linked by a modern farm building.

The proposed Animal Barn is identified as having the most potential to harm the setting of the farm group. Although large, this 13m x 13m building would be approximately 1.5m lower in height than the principal barn and is some 45m from the farmhouse and not easily viewed in juxtaposition. This building is not considered likely to affect the setting of the historic farmstead.

Internal Plan-form and Historic Fabric

The existing floor plans (and elevations) submitted with this application are drawn in a more schematic way and at a smaller scale to the proposed, making direct comparison between the two more difficult. What is clear is that there is a large degree of subdivision proposed to the main barn building, although to the scheme's credit, the creation of new internal openings to the existing buildings is avoided. The submitted reports mention cobbles surviving. Where these, and other original floor surfaces survive, they should be retained in situ (either exposed or covered). The existing floors should be recorded and a schedule drawn up to show how they would be dealt with. Similarly, no existing or proposed sections are provided to show how the roof timbers will be treated. There is also no detailed information for precisely which wall surfaces will be plasterboard and which would be stone with lime wash. In addition, an assessment of the existing doors, and any existing windows, is required to assess what the impact would be if removal was approved.

External Character and Appearance

Overall, the conversion scheme would preserve much of the character of the agricultural buildings. There are, however, some areas which require further investigation. It is noted that apparently all the door and window openings

would have new joinery. Dependent on the findings of the additional report required, consideration should be given to retaining any doors/window of historic interest. If appropriate, there is the potential to retain, and pin in an open position, the existing door with the new doors/windows in behind.

Summary

The conversion of historic farm buildings invariably causes a degree of harm to their heritage significance. In this case 'harm' is identified but is on the low side of 'less than substantial'. Under the NPPF guidance this can be weighed against the public benefit of the scheme which is clearly greater than, say, a residential conversion.

DNP - Archaeology:

East Shallowford is a historically important farmstead first mentioned in 1288.

There is a high possibility that buried archaeological features and information relating to the medieval farm and its consequent development survive in the area of the proposed works.

Consultee recommendation:

We therefore ask that a watching brief condition is placed on the proposal to cover all areas of ground works with particular relation to:

- Record areas of surviving cobbled flooring in the threshing barn (main barn)
 - Observe any reduction of the existing floors levels within the threshing barn (main barn), shippen, pig house and goose house.
 - Observe the installation of new underground services.
- The recording watching brief is to be undertaken by an accredited archaeological contractor following a detailed WSI approved by DNPA archaeologists as stated in standard condition X03.

Parish/Town Council Comments

Widecombe PC:

The PC has noted that the application has now been scaled back and it continues to have no objections.

In its response to the previous applications the PC expressed concerns about the potential impact of the development on the environment and the increased traffic along a narrow road. It is also noted that there had been no environmental impact assessment or traffic assessment carried out. Further potential noise and light pollution was also a concern.

Whilst to some extent some of these concerns appear to have been addressed in the new application, the PC would

very much like the DNPA to ensure these matters have been fully considered prior to giving its recommendation.

Relevant Development Plan Policies

COR1 - Sustainable Development Principles
COR4 - Design and sustainable development principles
COR5 - Protecting the historic built environment
COR6 - Protecting Dartmoor's Archaeology
DMD11 - Demolition of a listed building or local heritage asset
DMD13 - Archaeology
DMD1a - Presumption in favour of sustainable development
DMD1b - Delivering National Park purposes and protecting Dartmoor National Park's special qualities
DMD3 - Sustaining the quality of places in Dartmoor National Park
DMD7 - Dartmoor's built environment
DMD8 - Changes to Historic Buildings
DMD9 - The re-use and adoption of historic buildings in the countryside

Representations

15 letters of objection 2 letters of support 1 other letter

Those raising objections have provided extensive commentary on why they consider the proposal conflicts with many of the policies within the Development Plan. A summary of the points raised in respect of issues relating to the application for Listed Building Consent are as follows;

- Unacceptable harm to heritage assets including demolition, unsympathetic conversion and introduction of new buildings damaging to setting of listed building and wider historic farmstead/landscape
- No significant public benefit to outweigh harm (benefit limited to those who visit)

Comments in support of granting the Listed Building Consent in support include the following;

- Worthy project now at an appropriate scale for site
- It will enhance the present buildings with a modest increase in numbers visiting the site above what has traditionally taken place

The Dartmoor Preservation Association has acknowledged the changes made to the application and does not wish to object to the applications on condition that the use is restricted to charitable and educational purposes only.

Observations

INTRODUCTION

Following the consideration of the application ref 0592/15, in March 2016, The Shallowford Trust and their Architects have been working closely with the Authority to look at ways to overcome the concerns that led to the refusal of the application for listed building consent. This has resulted in a substantial reduction in the scale of the proposals now before us.

The extent of new build accommodation and facilities have been reduced lessening the impact on the curtilage listed buildings and their setting.

BACKGROUND

East Shallowford Farm sits in a secluded rural location at the head of the West Webburn Valley some 2.5km south west of Widecombe-in-the-Moor. The main farmhouse is a grade II listed building. It is surrounded by a range of traditional, curtilage listed, farm buildings and represents a good example of a relatively unspoilt historic farmstead.

There has been a close relationship between East Shallowford Farm and the Providence House Youth and Community Centre in Battersea, London for 40 years. The farm was purchased in the mid-seventies as a “Lung for the City”. The Shallowford Trust at East Shallowford Farm provides farming and countryside experiences for inner city children and young adults in a unique setting.

Following the death of the founder and chief benefactor, the trustees are seeking to develop the site to ensure it continues to provide the same valuable experiences that thousands of children and adults have had to date. The vision is to extend the opportunity for those to participate in the Dartmoor farm experience. To meet current day regulations concerning the safety of children that inevitably means a change to the relatively informal atmosphere cultured by the founder. There is a need to provide adequate segregated accommodation for children and adult carers, appropriate dining and catering facilities as well as health & safety implications concerning the handling of livestock – all modern day necessities of providing a safe environment for residential visitors to the farm. To maximise the experience for visiting groups, the plans include excellent learning facilities, safe handling farm stock pens, catering and efficient wet weather facilities.

Traditionally the three bedrooms in the farmhouse and a static caravan were used for accommodation. In 2010 the facilities were upgraded, however, these rooms are no longer suitable for many of the guests visiting the farm and the caravan is not habitable.

These works necessitate a programme of improvements and adaptation of the traditional buildings surrounding the courtyard. There are no further works necessary to the listed farmhouse.

POLICY IMPLICATIONS

The extent of works contained in the application for consent need to be tested against policies concerning the historic environment (COR5, COR6, DMD7, DMD9, DMD13) and how they directly impact on those protected buildings and their immediate setting.

Helpful guidance on the importance of historic farmsteads and their significance is contained in recent draft guidance published by Historic England.

THE WORKS

The application proposes the following;

Main barn – to be converted to provide accessible accommodation for 22 bed spaces (5 ensuite dormitory style bedrooms) on the first floor and including a ground floor boot/drying room,

lounge area, laundry/linen store, workshop and toilets. The existing corrugated sheet roof will be replaced by natural slate. Existing openings will be re-used to provide necessary windows, doorways and ventilation. This will involve the introduction of new joinery, floors and partitions to create the bedroom spaces. The ground floor is already divided.

Kitchen/Dining room – this will involve a new building attached to the southern end of the main barn incorporating the existing small animal house (referred to by others as a shippen) and the removal and replacement of a modern poor quality lean-to. It will provide a dedicated kitchen facility, small servery and dining area for guests. It is designed in a style to compliment the agriculture feel of the site – a simple timber clad building with a pitched roof of corrugated fibre cement panels which contrasts but compliments the stone faced buildings that it links to. The small animal house will be retained with a new slated roof and replacement timber joinery in existing openings facing the courtyard.

Farm boot room/Animal pens – these buildings replace modern additions facing into the existing livestock handling area on the south side of the farmstead. They are designed as an extension of the dining room addition and as a lean-to on the rear of the small animal house. Constructed of timber clad elevations under profiled cement fibre sheeting these structures compliment the style of the dining room addition. The boot room and associated toilets provide facilities accessible to yard. The animal pens will be open fronted on the southern aspect facing the yard.

Office/Outdoor classroom – located on the west side of the courtyard. The existing pig houses are already utilised as a farm office. This will be retained. The attached modern additions to this building will be removed in favour of a newly constructed building to be used as a classroom area. This will comprise a 10.5m x 5.5m timber clad building with double doors on each of the west and east elevations. The eastern elevation facing the courtyard will have full length glazing panels either side of the central door. A profiled cement fibre sheet roof will be applied to this building.

Main dwelling – to be retained as a single dwelling (its current status) principally providing accommodation for the property manager with additional capacity to provide 3 bedrooms (10 dormitory style bed spaces) when required to allow for effective segregation of adults and children when required. No works are proposed to this building.

REPRESENTATIONS

The concerns raised by objectors are similar to those raised when the previous application was considered earlier in the year. Amongst other matters (many of which are only relevant to the consideration of the request for planning permission) they are primarily concerned about the impact of the necessary works on the character of the historic farmstead and its setting.

IMPACT ON HISTORIC FABRIC AND SETTING

The assessment of the planning merits of the case is outlined in the associated report. This application must only deal with the impact of the physical works for which Listed Building Consent would be required as opposed to the principle of the development itself. Specialist advice has been sought from the Authority's Building Conservation Officer and Archaeologist. Their views are outlined earlier in this report.

In summary they accept that the works will have an impact on the farmstead however this is considered to be less than substantial in its scale and, subject to careful monitoring by

condition will have a limited impact on the buildings themselves. While the character of the farmstead may change with the anticipated change of use, the visual aspect of the new works and buildings sit comfortably with the scale and form of the existing and will not detract from the overall importance of the heritage assets.

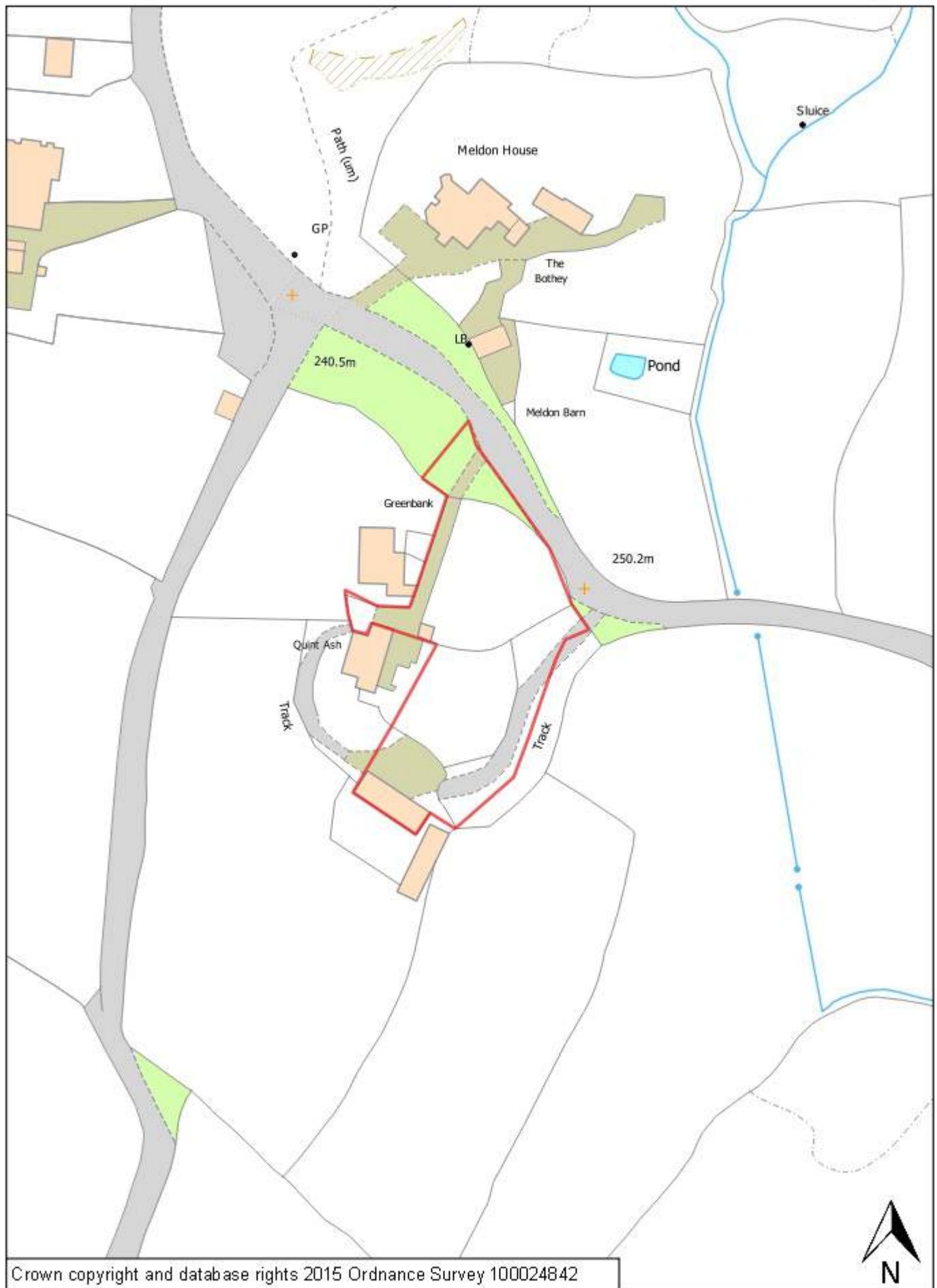
CONCLUSION

The impact on the physical attributes of the site will be related to the works – initial construction and lasting impact on the historic farmstead. The conversion of the existing buildings has been presented in a sympathetic manner respecting the form and character of those buildings. The elements of new build are carefully integrated into the overall character of the farmstead and discreetly located so as not to detract from either the setting of the listed farmhouse or farmstead as a whole. The new works will be obvious from distant views into the site but not disruptive to the overall quality of the setting. There is no direct and attributable harm to the historic character as a whole.

Greenbank, Chagford - 0344/16



Scale 1:1,250



6. Application No: **0344/16** District/Borough: **West Devon Borough**
Application Type: **Full Planning Permission** Parish: **Chagford**
Grid Ref: **SX700864** Officer: **Jo Burgess**

Proposal: **Change of use for part of agricultural building to office and workshop for the treatment and processing of wool and running of associated educational courses (Sui Generis)**

Location: **Greenbank, Chagford**

Applicant: **Mr P Goudge**

Recommendation **That permission be REFUSED**

Reason(s) for Refusal

1. The proposal would result in the development of a new business unit in the countryside which would not form part of a farm diversification exercise, where it would have an adverse impact on both the character and appearance of the building and on this part of the National Park and where there is no overriding justification. The proposed change of use and significant alteration of a modern agricultural building in the countryside is contrary to the Dartmoor National Park Development Plan and in particular, the Dartmoor National Park Authority Core Strategy Development Plan Document policies COR1, COR2, COR3, COR4 and COR18 and policies DMD1a, DMD1b, DMD3, DMD5, DMD7, DMD9 and DMD35 of the Dartmoor National Park Authority Development Management and Delivery Development Plan Document, the Dartmoor Design Guide and to the Government advice contained in the National Planning Policy Framework 2012 and the English National Parks and the Broads UK Government Vision and Circular 2010.

Introduction

The application site comprises an existing agricultural barn in a two-storey linhay design with dimensions of approximately 17.5 m x 6 m x 5.5 m high. The barn is located immediately south of the residential properties of Greenbank and Quint Aish (both of which are in the applicant's ownership) and approximately 1 km south of Chagford.

This application was deferred at the Development Management Committee meeting in September 2016. The minutes of that meeting indicate that some Members were open to agree a business use but were unhappy with the appearance of the building. Members asked for further discussion to take place and for officers to come back with suggested conditions should Members be minded to approve the application.

Planning History

0228/14	Change of use of farm track and farmyard to mixed use together with alterations to and change of use of agricultural building to use as training room/office		
	Full Planning Permission	Refused	19 June 2014
	Appeal lodged: 21 August 14	Result: Dismissed	
0730/06	Create farm track with gravel finish and widen existing gateway		
	Full Planning Permission	Grant Conditionally	23 November 2006

0729/06

Traditional timber-frame linhay (108sqm) with farmyard

Full Planning Permission

Grant Conditionally

23 November 2006

Consultations

Environment Agency: Flood zone 1, standing advice applies.

West Devon Borough Council: Do not wish to comment.

County EEC Directorate: No highway implications.

Parish/Town Council Comments

Chagford PC: Support provided the remnants of the living accommodation is totally removed, if the wool workshop stops the barn reverts to an agricultural barn, if the owners wish to sell the property the barn reverts to an agricultural barn and that there are no retail sales from the premises.

Relevant Development Plan Policies

COR1 - Sustainable Development Principles

COR18 - Providing for sustainable economic growth

COR2 - Settlement Strategies

COR4 - Design and sustainable development principles

COR7 - Providing for the conservation of Dartmoor's varied plant and animal life and geology

DMD1a - Presumption in favour of sustainable development

DMD1b - Delivering National Park purposes and protecting Dartmoor National Park's special qualities

DMD34 - Agricultural and forestry

DMD35 - Farm diversification

DMD4 - Protecting local amenity

DMD7 - Dartmoor's built environment

Representations

3 letters of support

Two letters of support have been received from local residents. One is a sheep keeper who considers the proposed use to be a good idea that promotes the use of wool, the other states that the applicants have expanded their successful B&B business and are using their land to breed and keep sheep which supply the raw material for their latest venture. They state that the business is proving a success, attracting visitors to the area but has outgrown the existing facilities and has expanded into an under-utilised traditional timber barn.

A third letter of support has been submitted by an organisation called 'Women with Wool' based in Crediton which has been running weekend retreats at the property providing educational and recreational opportunities for those with an interest in yarn based skills. These retreats, they state, support the woollen industry and also feed into the local economy.

Observations

PLANNING HISTORY

Planning permission was granted in 2006 (application reference 0729/06) for an open-fronted agricultural barn for "the management of sheep and steers and storage of associated agricultural machinery". Subsequent alterations to and changes of use to the barn have been the subject of enforcement action and a subsequent appeal.

An Enforcement Notice was issued in January 2014 as development of the barn was found to have created wholly unauthorised and unjustified units of residential accommodation, business use and domestic storage in the open countryside of the National Park.

Planning permission was subsequently sought for change of use of the building for use as a conference/lecture facility (application reference 0228/14). Permission was refused at committee on the grounds the proposal would result in the development of a new business unit in the countryside which would not be supporting a farm enterprise and would have an adverse impact on both the character and appearance of the building and the National Park where there is no overriding justification supported by policy.

The applicant appealed against the enforcement notice and refusal of planning permission. The appeal was dismissed in January 2015 and the enforcement notice upheld. This decision forms a material planning consideration in the determination of this application.

ENFORCEMENT

The Enforcement Notice became effective on 24 February 2014 and set a 12 month compliance period expiring on 24 February 2015. To allow further time for the occupants to find alternative accommodation the Authority allowed an extension to the compliance date which expired on 30 June 2016.

During a site visit to the property in July 2016, the applicant was noted as having part complied with the enforcement notice. Although residential use appeared to have ceased other matters detailed in the Enforcement Notice had not been complied with, such as ceasing use of the building and land for domestic storage and removal of internal domestic goods, glazed windows and doors, external flue, external staircase and first floor veranda.

PROPOSAL

The proposal is again for use of half of the existing building (approximately 110sqm) for a mixed business use.

The applicant has submitted a business plan setting out that the proposed use will be an extension to their existing bed and breakfast business and will involve the running of craft courses teaching the shearing, washing, treatment and weaving of wool sourced from this smallholding and other local farms. The proposed use will involve the creation of a wool treatment room at ground level and office and work room above. The applicant has shown approximately 13 on-site car parking spaces are available for visiting guests.

Retrospective permission is also sought for the external alterations required to be removed by the Enforcement Notice. These are stated as being necessary to accommodate the proposed business use and include retention of the glazed windows and French doors, rooflights and the wood burner flue in the rear facing roof slope. Additional works are also proposed, including the installation of glazing to four high level openings at ground floor level on the rear elevation,

the addition of a pedestrian door to the north west end elevation, the installation of solar thermal tubes on the rear roof slope and the subdivision of the northern most bay to create a lobby area and internal staircase.

POLICY

Planning policies in the National Park are necessarily strict and the National Planning Policy Framework 2012 reiterates the Government's commitment to the protection of National Parks from inappropriate development.

Policy COR2 strictly controls development outside established settlements. COR2 notes that development in the countryside will be acceptable in principle if it is necessary to meet the proven needs of farming, including farm diversification, forestry, and other enterprises with an essential requirement to locate in the open countryside; is for the provision of utility or service infrastructure; would sustain buildings or structures that contribute to the distinctive landscape or special qualities of the Dartmoor National Park where those assets would otherwise be at risk and where development can be accomplished without adversely affecting the qualities of those buildings or structures; is small scale development for the growth of existing businesses; is householder and domestic related development; or is development needed to promote National Park purposes.

The Core Strategy states that proposals for light industry, office and crafts development (Use Class B1) can generally be accommodated within the built up areas of the National Park. Policy COR18 states amongst other things that local employment and business opportunities will be sustained by the provision of new employment sites within and adjoining the Local Centres. Outside the classified settlements, local employment and business opportunities will be sustained by supporting the growth of existing enterprises, assisting the agricultural and forestry sectors and other rural enterprises with strong links to the cultural heritage of Dartmoor or appropriate sustainable tourism and small scale recreation enterprises that are based on the intrinsic qualities of the Dartmoor National Park.

Policy DMD9 states the conversion or re-use of buildings outside classified settlements will only be permitted where the proposal relates to a historic building that demonstrates a form, structure or history that is traditional within the context of Dartmoor's built heritage.

PROPOSED USE

In 2006 the building was considered to be justified if it was used solely for agricultural purposes. In dismissing the recent appeal against the decision of the Authority to refuse permission for a business use the Inspector stated:

'There is no information about how the proposed training room/office could be viewed as part of farm diversification... it is not clear why it is essential to run courses from this barn in the open countryside and not, for example, in a different venue in Chagford itself or one of the other defined settlements.'

The proposed business use does not form part of a farm diversification exercise. The site forms part of a smallholding of just 10 acres with current stock of 40 sheep. The intention of the Authority's farm diversification policy (DMD35) is to allow diversification to support and supplement the viability of existing farming enterprises. No information relating to the viability of the existing enterprise has been submitted and, if approved, Officers consider the proposed business use would likely be the dominant and primary enterprise on the site. It is not therefore

considered the proposed business use can be considered as farm diversification. In his recent enforcement appeal decision, the Inspector noted that the appellants did not challenge the requirements to cease the residential, joinery workshop and domestic storage uses of the barn.

Officers appreciate there is a benefit and convenience in locating the proposed business uses close to the applicant's existing smallholding and bed and breakfast business. However, this convenience is not considered to override the overwhelming policy objection to the principle of a new business unit in the open countryside which is not necessary to support an existing farm enterprise.

As the proposal is also not necessary to sustain an important historic building at risk and in view of the recent decision by the Planning Inspectorate the use of the building for business purposes is contrary to the Development Plan policies and is considered to be unjustified and unacceptable.

PERMITTED DEVELOPMENT RIGHTS

Agricultural buildings benefit from a number of permitted development rights allowing the change of use to a variety of business uses, including office (Class B1). However, these rights are not permitted in this case because this building has not been in sole agricultural use since 3 July 2012 and the proposed business use is mixed.

DESIGN

The acceptability of the proposed external alterations has been determined by the Planning Inspectorate. The Inspector considered the boarding up of the open fronted lincay and installation of folding timber doors to be acceptable in principle given the reasonable need for secure farm storage and multiple farm related uses on a smallholding. Similarly the pump room was deemed to have minimal impact. However, the Inspector attached significant weight to the harm caused by the proposed fluepipe, rooflights and residential style windows and doors, including French doors, which were considered "at odds with the agricultural appearance of the barn and the rural surroundings" giving the barn "an incongruous appearance that impacts negatively on the character and appearance of the area". The Inspector gave a very clear message that "the works are unacceptable and should be removed".

The Authority considers that these domestic features, for which retrospective permission is now sought, have a detrimental impact on the character and appearance of the agricultural building and on this part of the National Park and are therefore unacceptable. The proposed addition of further windows, a door and solar thermal tubes will serve to compound this harm by further adding to the domestication of the building.

The change of use of modern/non-historic buildings in the countryside, particularly where there is a need for significant alteration of the existing structure, is contrary to a number of the Development Plan policies, in particular COR18 and DMD9.

OFFICER UPDATE

The Enforcement Notice required the permanent removal from the building of all glazed windows and door units and the external steel flue. After removal of the glazed window and door units, the openings were required to be blocked up to match the existing external

surfaces.

Since the last meeting, the applicant has submitted plans showing a simplified design for the two windows on the south west elevation and the one large window on the north east elevation being changed to bottom hung windows with vertical mullions. These are still considered to introduce residential features that are detrimental to the agricultural character and appearance of the barn and its rural surroundings. There is no discernible change proposed to the French doors in the north west elevation and the rooflights and flue are shown to be retained. There is no change to the floor layout proposed.

CONCLUSION

Central Government guidance is clear in its support of restraint on unjustified development in the countryside, particularly in protected landscapes. For the reasons stated above it is considered the proposed development would form unjustified and unacceptable development in the open countryside, contrary to the adopted Development Plan. The changes submitted by the applicant are considered to be cosmetic in nature.

The comments of the Parish Council are noted, however, should planning permission be granted the approved use would run with the land and it is not considered possible to condition the return of the barn to agricultural use upon sale or in the event the proposed wool workshop enterprise ceases to operate. In addition, the application includes permanent physical works to the building rather than simply a change of use.

In light of the earlier discussion at the September Committee meeting, the following conditions are put forward should Members be 'minded to approve' the application. There is no guarantee however, the works would be implemented without further reliance on the upheld Enforcement Notice. To that end, it is considered that prosecution for non-compliance will be progressed unless all the works shown on any approval have been fully implemented within 12 months of the permission date.

1. Standard 3 Year Condition - A01

2. The building shall be used for agricultural purposes and as an office and workshop for the treatment and processing of wool and the running of associated educational courses only (Sui Generis) and for no other purpose (including any other purpose in Class B1 of the Schedule of the Town and Country Planning (Use Classes) Order 1987), or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification.

3. Notwithstanding the revised drawing numbered 0116/05/A Rev.A, a further amended drawing shall be submitted prior to the use hereby approved being taken up showing the following changes:

a) deletion of ground floor window in North East elevation and its replacement with timber boarding

b) deletion of first floor French doors in north west elevation and their replacement with timber boarding

c) deletion of solar thermal tubes shown in south west elevation.

4. All windows shall be constructed from timber and notwithstanding the approved drawings, the external face of the replacement windows hereby approved shall be left to weather naturally. At all times thereafter, no stain or paint shall be applied to the replacement windows on the building, unless otherwise agreed by the Local Planning Authority in writing.

5. The flue pipe serving the development hereby approved shall, unless otherwise agreed by the Local Planning Authority in writing, be painted black not later than 30 days after the date of

this decision notice.

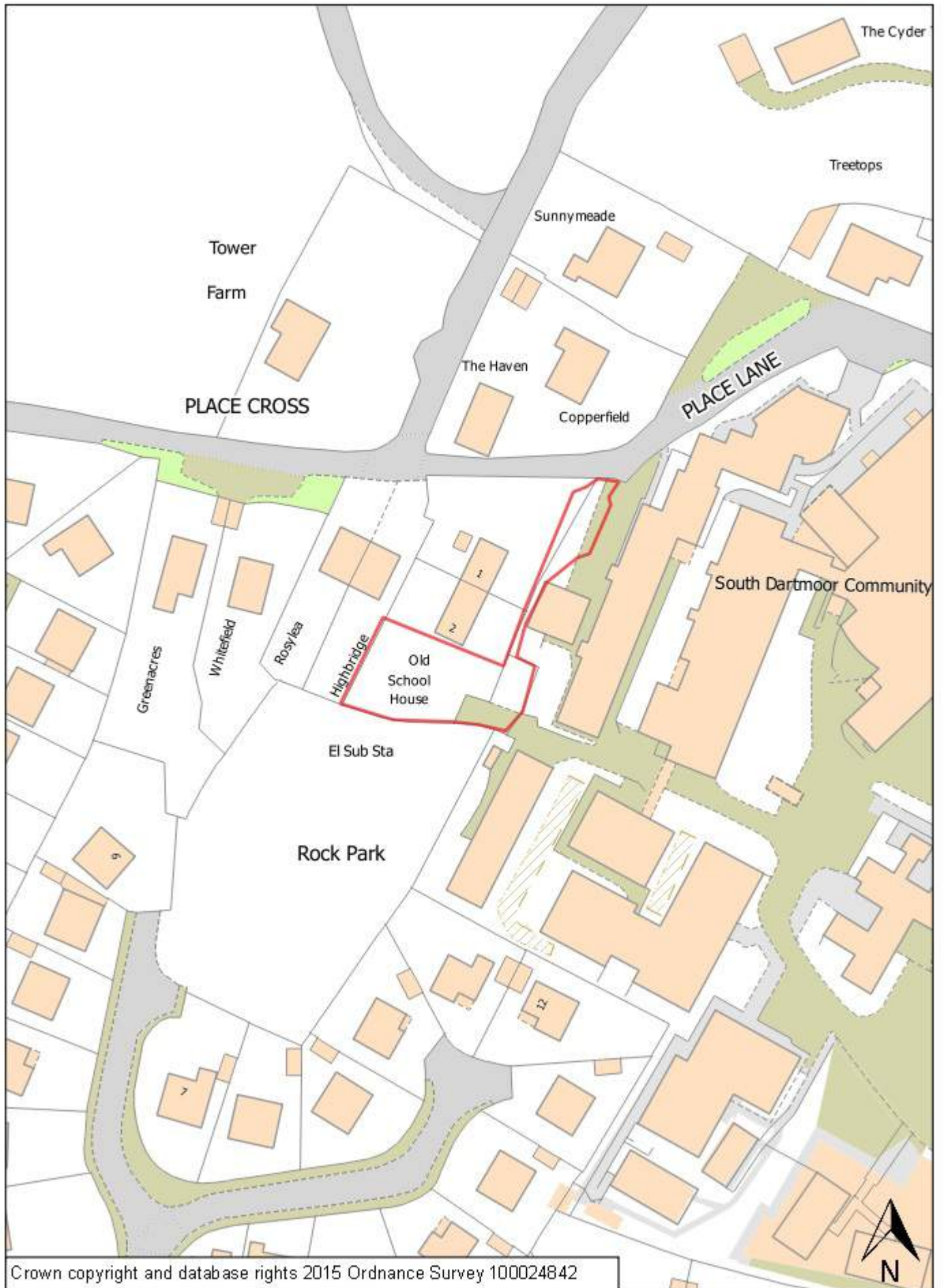
6. The 13 car parking spaces for motor vehicles ("the parking") shown on drawing numbered 0116/02 received 30 June 2016 shall be permanently retained and made available for use during all organised events held within the building the subject of this decision notice.

7. The works hereby authorised shall be carried out only in accordance with the following approved drawings: drawings numbered 0116/02, 0116/05/A Rev. A and 0116/06/A Rev.A, except for the modifications to plans set out as part of Condition 3 above.

Land adj 2 Old School House - 0514/16



Scale 1:1,000



7. Application No: **0514/16** District/Borough: **Teignbridge District**
Application Type: **Outline Planning Permission** Parish: **Ashburton**
Grid Ref: **SX762708** Officer: **Jo Burgess**

Proposal: **Erection of an additional dwelling (open market)**

Location: **Land adj 2 Old School House,
Ashburton**

Applicant: **South Dartmoor Community
College**

Recommendation **That subject to the consideration of any comments from Ashburton
Town Council, permission be GRANTED**

Condition(s)

1. The development hereby permitted shall be begun either (i) before the expiration of three years from the date of this permission, or (ii) before the expiration of two years from the date of approval of the last of the reserved matters to be approved, whichever is the later.
2. Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of one year from the date of this permission.
3. Development shall not begin until detailed drawings have been submitted to, and approved by, the Local Planning Authority showing the design and external appearance of all proposed buildings, their siting in accordance with the levels information hereby approved, the materials of which they are to be constructed, the arrangements for the disposal of foul and surface water, surfacing and lighting, landscaping and all other works including walls, fences and other means of enclosure and screening and indicating the location and species of all trees existing on the site. At all times thereafter the development shall be implemented strictly in accordance with the approved details.
4. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 or any Order revoking and re-enacting that Order with or without modification, no material alterations to the external appearance of the building(s) shall be carried out and no extension, building, enclosure, structure, erection, hard surface, swimming or other pool shall be constructed or erected in or around the curtilage of the dwelling hereby permitted, and no windows or roof lights other than those expressly authorised by this permission shall be created, formed or installed, without the prior written authorisation of the Local Planning Authority.
5. The dwelling hereby permitted shall not be occupied until the two parking spaces for motor vehicles shown on the approved plan and pedestrian access from the parking spaces to the dwelling hereby approved have been made available for use in accordance with the drawing hereby approved; thereafter the parking spaces shall be permanently retained for that use alone.

Introduction

2 Old School House is located on the north edge of the South Dartmoor Community College campus.

It is proposed to erect a single dwelling in the garden to the side of the existing dwelling. Vehicular and pedestrian access is proposed from Place Lane.

The application is presented to the Committee because it was advertised as a Departure from the Development Plan; due to the creation of an additional open market residential unit in the Local Centre.

Planning History

0560/14	Change of use of residential property (C3) to a non-residential institution use (D1) to allow building to be used for teaching small groups of students/individuals in a non-classroom setting		
	Change of Use	Refused	09 December 2014
	Appeal lodged: 06 January 15	Result: Allowed	

Consultations

Teignbridge District Council:	Does not wish to comment
County EEC Directorate:	No highway implications
Environment Agency:	Flood Risk Zone 1 - standing advice applies

Parish/Town Council Comments

Ashburton TC:	To be reported at the meeting
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Relevant Development Plan Policies

COR1 - Sustainable Development Principles
COR15 - Providing for limited new housing to meet local needs
COR4 - Design and sustainable development principles
DMD1a - Presumption in favour of sustainable development
DMD1b - Delivering National Park purposes and protecting Dartmoor National Park's special qualities
DMD21 - Residential development in Local Centres
DMD4 - Protecting local amenity
DMD45 - Settlement boundaries

Representations

None to date.

Observations

INTRODUCTION

2 Old School House is a semi-detached property. It was previously occupied by the school caretaker, most recently has been used for educational purposes by the College but is presently not being used.

A retrospective planning application for educational use was refused but allowed by a Planning Inspector.

The application states that 2 Old School Houses will be retained by the College as a

caretaker's residence.

THE SITE

The property has substantial gardens at the front, rear and to the side. This is an outline application for a two-storey detached dwelling of a similar footprint to the existing dwelling on the garden to the side of the 2 Old School House. Drawings confirm that the proposed dwelling will have eaves and ridge heights not exceeding those of the adjacent dwelling.

IMPACT ON RESIDENTIAL AMENITY

The site falls away to the Community College to the south.

To the north at a higher level is the garden of a property facing Place Lane (Highbridge). Windows in the rear elevation of the proposed dwelling would overlook the garden of Highbridge but because the house is a much lower level this would only be at first floor level above an intervening hedge.

The garden of Highbridge is already overlooked from the north by another property at a higher level and by the other half of the semi of which it forms part. It is considered under these circumstances that as there would be no direct overlooking of any windows the impact on the amenity of Highbridge is not sufficient to justify refusal on amenity grounds. This point can however be given further consideration at detailed design stage to ensure the level of overlooking is reasonable.

In terms of 2 Old School House, the property would retain garden at the front and to the rear and this would be overlooked no more than at present. There is an existing ground floor window in the side elevation but this is a secondary window so the impact will be minimal.

HIGHWAY SAFETY

It is proposed to use an existing access from Place Lane which currently serves a motor repair workshop used by the College.

Access from Place Lane to the workshop will no longer be possible as a fenced off parking area for four cars is proposed with pedestrian access by ramp and/or steps to 2 Old School House and the proposed dwelling is proposed. Work has already commenced on this aspect of the development with the ramp and steps having been constructed.

Concerns have been raised by an adjoining resident about parking and access, however the Highways Officer has noted that although the access is constrained, because the trip generation of two houses will be comparable with the authorised use, there is no highway objection.

POLICY

The proposed dwelling is open market and the Authority is no longer able to require a single property on this site to be affordable. This application has therefore been advertised as a departure from the Development Plan.

Notwithstanding the affordable issue per se the Authority has to assess whether this proposal is sustainable in its broadest sense. A recent appeal decision (APP/J9497/W/15/3136453)

identified that open market housing should facilitate the significant environmental or community benefits or meet the social role of sustainability.

ENVIRONMENTAL

There are no ecological or other environmental concerns in respect of this site.

Although this is an outline application, details of the levels confirm that there will be no impact on residential amenity. The difference in levels is such that it is not considered that the building would be overbearing and dominant for the neighbours and in that sense is in accordance with COR4 and DMD4.

Although this is not an infill development, it will not be prominent in the streetscene or the wider built environment and it is considered that the form and siting of the proposed dwelling is appropriate to the site and its surroundings and will conserve or enhance the quality and distinctiveness of the built environment contrary to policy DMD7.

In terms of whether this is sustainable development -

- the massing and siting of the dwelling will conserve or enhance the special qualities of the National Park. It therefore meets the Environment test
- it is a new dwelling in a Local Centre but is not affordable by virtue of its size but it is stated that the money generated will provide funds to help support the educational budget of the College so indirectly it does meet the needs of the local community and passes the Society test.
- it would support the economic well being of the local community in a minor way

Affordable dwellings are proposed on larger development sites elsewhere in Ashburton. An open market dwelling in this location would not cause significant environmental harm and the location is a sustainable one within the defined settlement boundary of the Local Centre.

CONCLUSION

A more intensive development to achieve smaller (more affordable) dwellings would be difficult to accommodate in terms of parking and would result in small plots out of character with the area. The benefits of achieving a new dwelling within the Local Centre are considered to outweigh any adverse impact of granting the a permission which is strictly contrary to policy.

Barn A Marley Grange, South Brent - 0515/16



Scale 1:1,250



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8. Application No: **0515/16** District/Borough: **South Hams District**
Application Type: **Full Planning Permission** Parish: **South Brent**
Grid Ref: **SX717602** Officer: **Jo Burgess**

Proposal: **Conversion of barn to two units of housing and use of existing pole barn for garaging**

Location: **Barn A, Marley Grange,
Stidson, South Brent**

Applicant: **JFT Builders**

Recommendation **That subject to the consideration of any comments concerning ecological issues, permission be GRANTED**

Condition(s)

1. The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
2. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 or any Order revoking and re-enacting that Order with or without modification, no material alterations to the external appearance of the building(s) shall be carried out and no extension, building, enclosure, structure, erection, hard surface, swimming or other pool shall be constructed or erected in or around the curtilage of the dwelling hereby permitted, and no windows or roof lights other than those expressly authorised by this permission shall be created, formed or installed, without the prior written authorisation of the Local Planning Authority.
3. Within three months of the first of the dwellings hereby approved being brought into occupation, the mobile home and portacabin shown on the annotated site plan hereby approved, shall be permanently removed and the land laid to gravel, details of which shall be previously submitted to and approved in writing by the Local Planning Authority. The approved gravel shall be retained thereafter.
4. The roofs of the dwellings hereby approved shall be covered in natural slate, sample(s) of which shall be submitted to the Local Planning Authority for approval prior to the commencement of any roofing work. At all times thereafter the roofs shall be maintained in the approved natural slate.
5. The roofs of the dwellings hereby approved shall be covered in slate which shall be fixed by nailing only, unless otherwise previously agreed by the Local Planning Authority in writing.
6. All new stonework shall be laid and pointed using traditional techniques and materials so as to match the stonework on the existing building.
7. Prior to the installation of any rooflight in the development hereby approved, details of the proposed rooflight(s) shall be submitted to the Local Planning Authority for approval; thereafter, unless otherwise agreed by the Local Planning Authority in writing, only approved rooflight(s) shall be used in the development.
8. Unless otherwise previously agreed in writing by the Local Planning Authority, the frames of all external windows and doors in the building shall be recessed at least 100mm in their openings.

9. Prior to the installation of any joinery, details including 1:5 sections shall be submitted to the Local Planning Authority for approval; and at all times thereafter the approved joinery or joinery to match it exactly shall be retained in the dwellings hereby approved. All new external timber on the building hereby approved shall be left to weather naturally unless otherwise agreed by the Local Planning Authority in writing.
10. All gutters and downpipes on the development hereby approved shall be of metal construction and round or half-round in section and, unless otherwise agreed by the Local Planning Authority in writing, shall be painted black not later than 30 days after the substantial completion of the development.
11. Notwithstanding the approved drawings there shall be no internal lining of the existing walls. Details of an alternative treatment shall be submitted to and approved in writing by the Local Planning Authority and the approved treatment shall be retained thereafter.
12. The dwellings hereby permitted shall not be occupied until the four parking spaces for motor vehicles shown on the approved plan in the existing pole barn have been made available for use; thereafter the parking spaces shall be permanently retained for that use alone.
13. Unless otherwise agreed in writing by the Local Planning Authority, the development hereby permitted shall be implemented strictly in accordance with the recommendations and requirements of the ecological survey report dated 4 April 2016

Introduction

Barn A, Marley Grange is a stone building within the historic farmstead of Marley to the east of South Brent and in close proximity to the A38 to the south.

It is proposed to convert the building into two units of housing and use an existing pole barn for garaging.

The application is presented to Committee because it was advertised as a Departure from the Development Plan; due to the creation of two open market residential units in the open countryside.

Planning History

0224/16	Conversion of barn to two units of affordable housing		
	Full Planning Permission	Refused	17 June 2016
0613/14	Conversion of barn into two units of affordable housing		
	Full Planning Permission	Withdrawn	12 November 2014
0048/11	Conversion of existing barn into two affordable dwellings		
	Full Planning Permission	Grant Conditionally	07 October 2011
0601/09	Two-storey side extension to provide double garage and bedroom together with roof extension over single storey rear extension		
	Full Planning Permission - Householder	Grant Conditionally	16 February 2010
9/45/2027/90/3	Erection of agricultural building		
	Full Planning Permission	Granted by SHDC	05 December 1990
9/45/0912/90/4	Change of use of barns to two dwellings		

Consultations

Environment Agency:	Flood Risk Zone 1 - standing advice applies
South Hams District Council:	Does not wish to comment
County EEC Directorate:	No objection
DNP - Archaeology:	The comprehensive heritage statement provided as part of this application notes that the floor has been extensively disturbed in the past. There are therefore no significant archaeological implications for this application.
DNP - Building Conservation Officer:	Externally the scheme would retain the agricultural character of the building. Internally the open character of the barns would not be preserved due to subdivision and lining of the walls. The scheme would cause less than substantial harm to the heritage significance of the barns.
DNP - Ecology & Wildlife Conservation:	Comments awaited

Parish/Town Council Comments

South Brent PC:	No objection
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Relevant Development Plan Policies

COR1 - Sustainable Development Principles
 COR15 - Providing for limited new housing to meet local needs
 COR2 - Settlement Strategies
 COR21 - Dealing with development and transport issues in a sustainable way
 COR3 - Protection of Dartmoor's special environmental qualities
 COR4 - Design and sustainable development principles
 COR5 - Protecting the historic built environment
 COR6 - Protecting Dartmoor's Archaeology
 COR7 - Providing for the conservation of Dartmoor's varied plant and animal life and geology
 DMD13 - Archaeology
 DMD14 - Biodiversity and geological conservation
 DMD1a - Presumption in favour of sustainable development
 DMD1b - Delivering National Park purposes and protecting Dartmoor National Park's special qualities
 DMD23 - Residential development outside Local Centres and Rural Settlements
 DMD3 - Sustaining the quality of places in Dartmoor National Park
 DMD4 - Protecting local amenity
 DMD40 - Parking provision - Residential
 DMD7 - Dartmoor's built environment
 DMD8 - Changes to Historic Buildings
 DMD9 - The re-use and adoption of historic buildings in the countryside

Representations

None to date.

Observations

INTRODUCTION

Marley Barns are located in a small hamlet in the open countryside. The historic farmhouse was replaced in the 1930s and the barn opposite (Barn B) has been converted to two affordable units of accommodation.

The stone barns have corrugated iron roofs and the eastern end of the building is closed off by large metal doors. They retain few historic features. They are vernacular in form and are agricultural in character.

THE PROPOSAL

Marley Grange is in the open countryside although in a very accessible location due to the proximity of the A38 and the bus route on the B3372. The proposal to convert the barn into two dwellings has to be considered against policies COR2, COR15, DMD9 and DMD23.

PLANNING HISTORY

Planning application 0224/16 was refused for the following reasons : -

- 1) The proposed development would result in the creation of two unjustified dwellings in the open countryside contrary to policies COR2, COR15, DMD1a, DMD9 and DMD23 of the Dartmoor National Park Development Plan and the advice contained in the English National Parks and the Broads UK Government Vision and Circular 2010 and National Planning Policy Framework 2012.
- 2) The Authority has inadequate information to demonstrate that the proposed development will preserve historic fabric and conserve or enhance the special characteristics of the buildings and the historic farmstead contrary to policies COR1, COR5, DMD1b, DMD8 and DMD9 of the Dartmoor National Park Development Plan and the advice contained in the English National Parks and the Broads UK Government Vision and Circular 2010 and National Planning Policy Framework 2012.
- 3) The Authority has inadequate information to demonstrate that the proposed development will preserve the archaeological interest of this historic farmstead contrary to policies COR1, COR6, DMD1b and DMD13 of the Dartmoor National Park Development Plan and the advice contained in the English National Parks and the Broads UK Government Vision and Circular 2010 and National Planning Policy Framework 2012.

POLICY

Policy DMD9 refers to the need to address the viability and feasibility of alternative business and community uses. In the absence of any information in this respect the first reason for refusal referred to the fact that the two residential units were not justified.

Since the previous refusal the applicant has commissioned a Commercial Viability Assessment. This examined the suitability of the building, local demand and viability of alternative uses. Details of the suitability, local demand and viability of the light

industrial/storage use, offices, community use and holiday letting are covered in detail and it is concluded that all the alternative uses are unviable from a financial perspective. In light of the residential use of the adjoining barns and those nearby, it is concluded that the only financially viable option is the conversion to residential use.

HISTORIC ENVIRONMENT

In response to the second reason for refusal, the applicant commissioned a Statement of Significance which revealed the history of the farmstead and concluded that the barn range as part of the wider farm/hamlet group is of local significance. The barns are stated to have retained few if any historic features. The restoration of slate roofs and minimal alterations to the building will retain their agricultural character. The use of the pole barn for garaging has been proposed to protect the setting of the barn.

The applicant has confirmed that he is happy for a condition stating that the internal walls should not be lined so as far as possible the internal character of the barns will be retained.

It is therefore considered that the second reason for refusal has been addressed and that the proposed conversion is in accordance with policies COR5, DMD8 and DMD9 in particular.

ARCHAEOLOGY

The Archaeologist is happy with the comprehensive heritage statement and because the floor has been extensively disturbed in the past is happy that there are no significant archaeological implications for the application.

The third reason for refusal has therefore been addressed.

AFFORDABLE HOUSING

Policy DMD9 states that where the viability case is made barn conversions should provide affordable housing for local persons. As Members are aware changes to Government guidance mean that the Authority can no longer require Section 106 agreements in association with affordable housing on scheme of 5 units or less.

In this case the applicant proposed affordable housing in 2014 and 2016.

In light of the current policy situation and notwithstanding the affordable issue per se the Authority has to assess whether this proposal is sustainable in its broadest sense. A recent appeal decision (APP/J9497/W/15/3136453) identified that open market housing should facilitate the significant environmental or community benefits or meet the social role of sustainability.

Environment - The comments from ecology are yet to be received but previously there were no ecological or other environmental concerns in respect of this site.

Externally the agricultural character of the barns will be preserved. Although the Building Conservation Officer has raised concerns regarding the internal subdivision of the barn, in light of the character of the buildings being largely defined by their external appearance, it is considered that overall, in the context of the information provided in the heritage statement, the benefits of conversion are significant and will sustain the buildings.

The applicant has confirmed that an existing mobile home and portacabin will be removed from the site.

It is concluded that the conversion to two dwellings will conserve or enhance the special qualities of the National Park. It therefore meets the environmental test on sustainability.

Community - the dwellings are not affordable by virtue of their size so do not pass the society test but there is no means to achieve this in this situation.

Social - it would support the economic well being of the local community in a minor way and provide two homes. In view of the close physical relationship between the barn and the barn that has already been converted into affordable dwellings, residential use would preserve the residential amenity of the adjacent occupiers.

CONCLUSION

It has been concluded that in light of the information provided the most sustainable use of the barn is for it to be converted into two dwellings.

In view of the proximity to a regular bus route and the A38, the location is a relatively sustainable one.

It is not considered that the dwellings would cause significant environmental harm and residential use will make use of barns which are no longer required for agriculture and have no other viable use.

STEPHEN BELLI

NPA/DM/16/036

DARTMOOR NATIONAL PARK AUTHORITY
DEVELOPMENT MANAGEMENT COMMITTEE

04 November 2016

MONITORING AND ENFORCEMENT

Report of the Head of Planning

INDEX

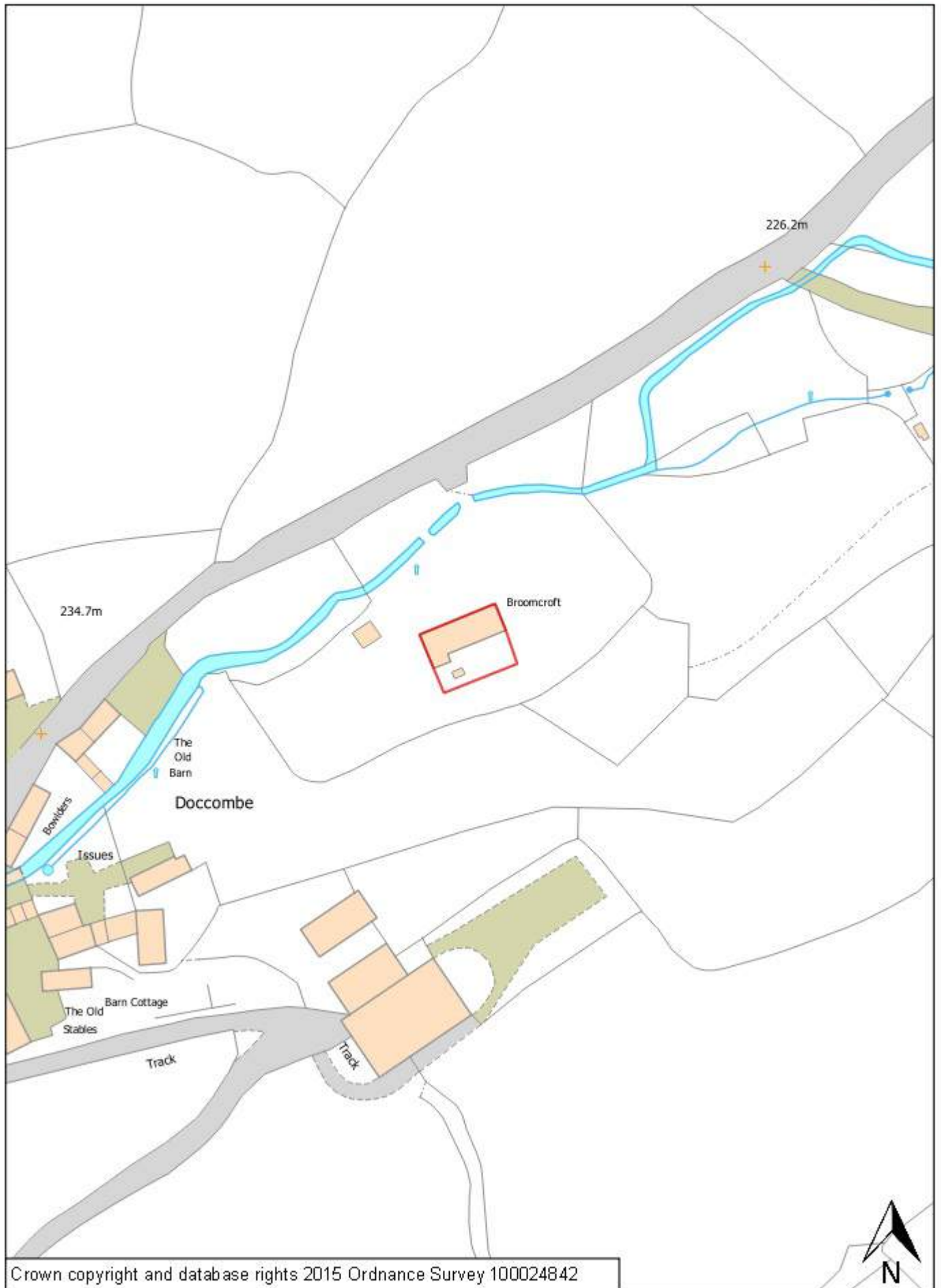
Item No. **Description**

1. ENF/0152/14 - Unauthorised building works and subdivision of property, The Roost, Broomcroft, Doccombe, Moretonhampstead

Broomcroft, Doccombe - ENF/0152/14



Scale 1:1,250



1 Enforcement Code: **ENF/0152/14** District/Borough: **Teignbridge District**
Grid Ref: **SX778869** Parish: **Moretonhampstead**
Officer: **Nick Savin**

Description: **Unauthorised building works and subdivision of property**

Location: **The Roost, Broomcroft, Doccombe, Moretonhampstead**

Land owner: **Mr & Mrs P Webster**

Recommendation **That, subject to any comments from the Parish Council, the appropriate legal action be authorised to secure the removal of the unauthorised development from the land.**

Relevant Development Plan Policies

COR1 - Sustainable Development
COR3 - Protection of Dartmoor's special environmental qualities
COR4 - Design and sustainable development principles
COR13 - Accessibility and Design
DMD1b - Delivering National Park purposes and protecting National Park special qualities
DMD3 - Sustaining the quality of places
DMD4 - Protecting local amenity
DMD5 - National Park Landscape
DMD7 - Dartmoor's built environment

Representations & Parish/Town Council Comments

Any comments from the Parish Council will be reported at the meeting

Observations

THE SITE

Broomcroft is a bungalow set back from the highway on land just east of the hamlet of Doccombe, and is surrounded by a large garden. The land rises up steeply towards the rear of the property.

SITE HISTORY

Planning permission (reference: 0794/04) was granted in April 2005 for the construction of a single storey extension to the rear of the existing bungalow comprising of two bedrooms, conservatory, replacement garage and siting of oil tank.

It is understood that works were commenced shortly after permission was granted, but that as the project progressed it deviated from the approved drawings.

The resultant structure is significantly different from the approved extension, with the ridge height of the extension being greater than that of the original dwelling, as opposed to lower, and being made up of two storeys rather than the approved single storey.

Complaints were received by the Authority in July 2014 regarding the works to the building and the alleged use of the extension as a separate unit of accommodation. Estate agents details had been produced advertising the "extension" as "a newly constructed attached property finished to an excellent standard" and as "a three bedroom attached bespoke house". The resultant investigation and discussions with the landowner resulted in the submission of an application to retain the building as constructed.

APPLICATION 0133/15

The application sought to regularise the 'as built' extension, however the submitted plans did not reflect what had been constructed as a number of discrepancies were identified.

The application was refused under delegated powers as in the opinion of officers it was contrary to policy, of poor design and unacceptable.

The submitted drawings show a considerable structure. The floor plans show it to be laid out with a lounge, three bedrooms, a bathroom and an en-suite to serve the master bedroom. A kitchen area was also noted within the lounge during a site visit, although this is not shown on the drawings.

The structure has all of the facilities (including a separate access door) that would enable it to be used as a separate dwelling house.

The ridge height of the structure is higher than that of the original dwelling. It is therefore seen as a dominant feature as opposed to being subservient to it, as was approved in 2005.

The size, scale and massing of the structure gives rise to a visually dominant feature that has a detrimental visual impact when viewed from within the site and the immediately vicinity.

It is not considered that the structure conserves or enhances the character or special qualities of the Dartmoor landscape as required by Policy DMD5, and it is considered to be unsympathetic and of a scale and design that does not conserve or enhance what is locally distinctive.

Furthermore, the structure does not comply with the extensions policy DMD24 as it does not reflect the principles regarding extensions and alterations to dwellings set out in the Dartmoor Design Guide SPD, is not compliant with DMD5 (see above) because it has an adverse effect on the appearance of the original dwelling, its curtilage and its immediate surroundings.

Policy DMD24 also states that extensions will not be permitted where the total habitable floorspace of the dwelling will be increased by more than 30%. The extension that is shown on the submitted plans demonstrates an increase in floor area in the region of 74%.

It was concluded, the unauthorised structure is considered to be an incongruous and overbearing feature by reason of its size, scale, design and massing.

RECENT NEGOTIATIONS

The planning application was refused on 19 May 2015. Attempts have been made since that date to secure an acceptable resolution, including a meeting with an agent representing the owners. However, the schemes that have been submitted to date do not address the Authority's concerns in relation to the size and massing of the extension. Officers have been consistent in their advice that any extension will need to be subservient to the original dwelling and be of a single storey construction.

CONCLUSION

Given the refusal of the 2015 planning application and the lack of progress in negotiating an acceptable scheme, it is now considered necessary to take formal enforcement action to require the removal of the unauthorised structure from the land. In the absence of an acceptable

alternative scheme officers are of the opinion that only the complete removal of the structure will adequately remedy the harm caused by the breach of planning control.

HUMAN RIGHTS ACT

It is understood that the development is regarded by the owners part of her home. As such, the courts will view any decision to take enforcement action as engaging the occupiers' rights under Article 8 ECHR (right to respect for private and family life and home) and Protocol 1 Article 1 (peaceful enjoyment of possessions). The service of an enforcement notice requiring the unauthorised development to be removed would represent a serious interference with these rights. However, it is permissible to do so "insofar as is in accordance with the law and necessary in a democratic society for the protection of rights and freedoms of others".

The courts have held that provided a balanced and proportionate approach is taken, having regard to all relevant considerations and not giving irrational weight to any particular matter, the UK planning system (including the enforcement process) is not incompatible with the Human Rights Act.

Tackling breaches of planning control and upholding Local Plan policies is clearly in accordance with the law, protects the National Park from inappropriate development and enshrines the rights and freedoms of everyone to enjoy the natural beauty and special qualities of the National Park.

There are not believed to be any overriding welfare considerations at this time.

Members are therefore advised that enforcement action would be:

- (i) in accordance with law – s.187A T&CPA 1990
- (ii) in pursuance of a legitimate aim – the upholding of planning law and in particular the Development Plan policies restricting development in the open countryside of the National Park
- (iii) proportionate to the harm

and therefore not incompatible with the Human Rights Act.

STEPHEN BELLI

DARTMOOR NATIONAL PARK AUTHORITY
DEVELOPMENT MANAGEMENT COMMITTEE

04 November 2016

APPEALS

Report of the Head of Planning

Recommendation : **That the report be noted.**

The following appeal decision(s) have been received since the last meeting.

1	Application No:	C/15/3138615	District/Borough:	Teignbridge District
	Appeal Type:	Enforcement Notice	Parish:	Hennock
	Proposal:	Multiple subdivision of dwellinghouse		
	Location:	Hyner Bridge, Lower Ashton		
	Appellant:	Mr L Poole		
	Decision:	ALLOWED AND NOTICE QUASHED		

2	Application No:	C/15/3138617	District/Borough:	Teignbridge District
	Appeal Type:	Enforcement Notice	Parish:	Hennock
	Proposal:	Multiple subdivision of dwellinghouse		
	Location:	Hyner Bridge, Lower Ashton		
	Appellant:	Mr L Poole		
	Decision:	ALLOWED AND NOTICE QUASHED		

3	Application No:	D/16/3148652	District/Borough:	Teignbridge District
	Appeal Type:	Refusal of Full Planning Permission - Householder	Parish:	Widcombe-in-the-Moor
	Proposal:	Two-storey extension kitchen and bedroom extension, first floor bedroom extension and replacement porch		
	Location:	Drywell Farm, Widcombe in the Moor		
	Appellant:	Mr & Mrs S Froy		
	Decision:	DISMISSED		

4	Application No:	W/15/3136449	District/Borough:	West Devon Borough
	Appeal Type:	Refusal of Full Planning Permission	Parish:	Buckland Monachorum
	Proposal:	New dwelling (contemporary design)		
	Location:	land adjacent to Station Cottage, Station Road, Yelverton		

Appellant: **Mrs J Perryman**

Decision: **DISMISSED**

5 Application No: W/15/3136453 District/Borough: West Devon Borough
Appeal Type: Refusal of Full Planning Permission Parish: Buckland Monachorum
Proposal: New dwelling (traditional design)
Location: **land adjacent to Station Cottage, Station Road, Yelverton**
Appellant: **Mrs J Perryman**
Decision: **DISMISSED**

6 Application No: W/16/3151497 District/Borough: South Hams District
Appeal Type: Refusal of Full Planning Permission Parish: South Brent
Proposal: Erection of outbuildings, comprising loose boxes, tack and feed storage for equestrian and farm stock
Location: **Court Gate Farm, Harbournford**
Appellant: **Mrs K Benney**
Decision: **DISMISSED**

The following appeal(s) have been lodged with the Secretary of State since the last meeting.

1 Application No: D/16/3155346 District/Borough: Teignbridge District
Appeal Type: Refusal of Full Planning Permission - Householder Parish: Ilsington
Proposal: Retrospective application for the provision of annex accommodation
Location: **Little Sigford Farm, Sigford**
Appellant: **Mr J Prior**

2 Application No: W/16/3155254 District/Borough: West Devon Borough
Appeal Type: Refusal of Full Planning Permission Parish: Belstone
Proposal: Erection of stable with hay store and change of use from agricultural grazing to equestrian (retrospective)
Location: **land formally part of Greenhill Farm, Sticklepath**
Appellant: **Miss K Cook**

STEPHEN BELLI

DARTMOOR NATIONAL PARK AUTHORITY
DEVELOPMENT MANAGEMENT COMMITTEE

04 November 2016

ENFORCEMENT ACTION TAKEN UNDER DELEGATED POWERS

Report of the Head of Planning

Members are requested to contact the Office before 5pm on Thursday if they wish to raise questions concerning any of the above.

(For further information please contact James Aven)

Recommendation: **That the following decisions be noted.**

-
- | | | |
|---|--|---|
| 1 | Enforcement Code: ENF/0170/16 | District/Borough: Teignbridge District |
| | Grid Ref : SX743831 | Parish : North Bovey |
| | Breach : Unauthorised flue on listed property | |
| | Location : Brook Cottage, Aller Mill, North Bovey. TQ13 8QX | |
| | Action taken /
Notice served | No Action |
-
- | | | |
|---|--|---|
| 2 | Enforcement Code: ENF/0176/16 | District/Borough: West Devon Borough |
| | Grid Ref : SX529690 | Parish : Walkhampton |
| | Breach : Unauthorised lean-to | |
| | Location : Tiger Tor, Walkhampton | |
| | Action taken /
Notice served | No Action |
-
- | | | |
|---|--|---|
| 3 | Enforcement Code: ENF/0188/16 | District/Borough: West Devon Borough |
| | Grid Ref : SX474695 | Parish : Buckland Monachoru |
| | Breach : Unauthorised engineering operation to create rides/track | |
| | Location : Land nr Tavy Cottage, Blackmoorham Wood, Buckland Monachorum | |
| | Action taken /
Notice served | No further action taken |
-

STEPHEN BELLI