

North York Moors National Park Authority

Scarborough Borough Council (North) Parish: Sneaton	App Num. NYM/2012/0681/FL
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Proposal: Construction of manager's dwelling with associated parking, amenity space and landscaping works

Location: Beacon Farm, Beacon Way, Sneaton

Applicant: Mr Mike & Chris Shardlow, Beacon Farm Ice Cream, Beacon Farm, Beacon Way, Sneaton, Nr Whitby, North Yorkshire, YO22 5HS

Agent: Bell Snoxell Associates, fao: Mr Louis Stainthorpe, Barclays Bank House, Baxtergate, Whitby, YO21 1BW

Date for Decision: 06 December 2012

Grid Ref: NZ 489597 507795

Director of Planning's Recommendation

Refusal for the following reason:

- 1 The proposed dwelling, by reason of its location away from the main street frontage and within the front garden setting of the existing farmhouse would represent an incongruous addition to the form and grain of the village and farm steading. It would represent an unacceptable urbanising form of backland development and in the absence of a strong and essential business need, its harm to the character of the settlement is not outweighed by any benefits to the farm business. The proposed therefore conflicts with the provisions of Core Policy J of the NYM Local Development Framework which seeks to limit new local occupancy dwellings to well defined infill development within a street frontage, or conversions of existing buildings to maintain the character and appearance of villages and reduce the opportunities for sporadic housing development in an area of overriding development restraint as defined in the National Planning Policy Framework.

Consultations

Parish -

Highways - No objections subject to standard conditions.

Yorkshire Water - No objections.

Environmental Health Officer - No objections.

Forestry Commission -

Site Notice Expiry Date - 20 November 2012.

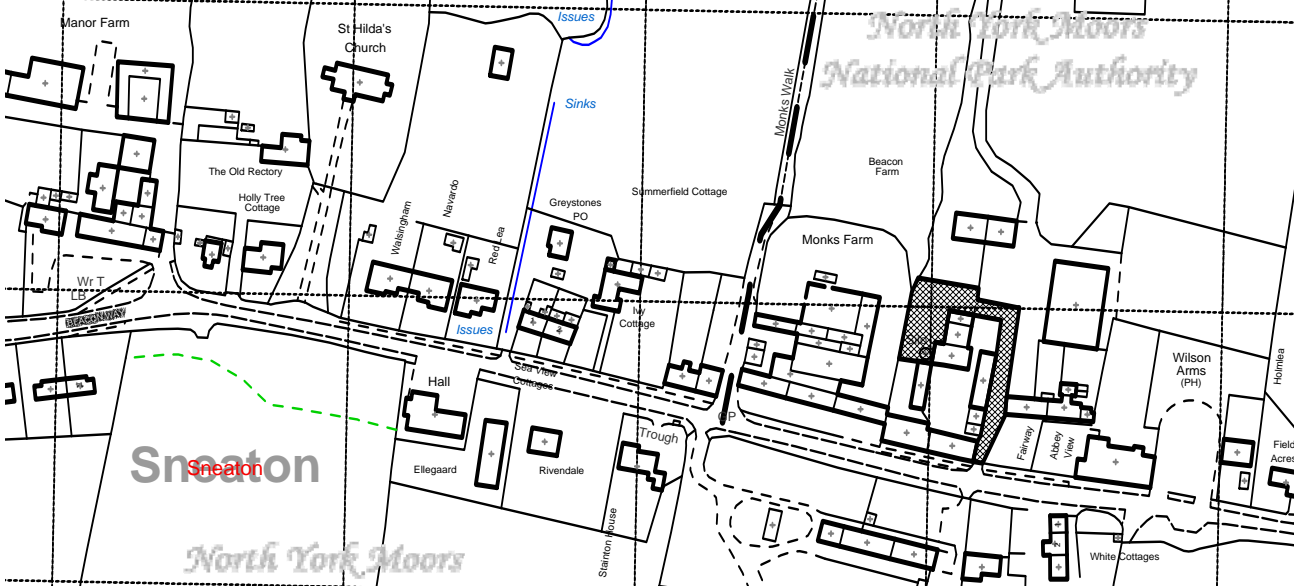
Others - Mr and Mrs Stainthorpe, 3 White Cottages, Sneaton - Have written in support of the application stating that Beacon farm is a thriving business at the heart of the Sneaton community. The proposed house is not intrusive, will use an existing access and there is a proven need.

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Scale: 1:2500



The Government Standard

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Mrs J Cooper, 2 Beacon Way, Sneaton - No objections to the proposed development. This is a family business to which the Shardlow's are dedicated. This will allow a youngster from the village to stay in the village and participate in village life.

Background

Beacon Farm is located at the east end of the village of Sneaton. The site is accessed from the road by a driveway between the existing buildings. Beacon Farm is a thriving diversified farm business. Arable farming is carried out on 180 acres plus elements of forestry work which provides, amongst other things, fuel for the site. Other operations on site include an ice cream factory, village store, tea rooms and a small caravan and camping site. These activities are all run by Mr and Mrs Shardlow and their son. At the present time Mr and Mrs Shardlow's son is housed in the family home on the site along with his partner.

The site history is relatively complex with a number of applications being approved for various different elements of the operations on site and the erection of a dwelling house. In 1989 an application for reserved matters was approved following outline consent in 1988, for the erection of an agricultural workers dwelling at Beacon Farm. This now forms the principle dwelling on the site occupied by Mr and Mrs Shardlow.

The owner of the site now wishes to develop a second dwelling on the site in order to provide accommodation on the site for a manager in the guise of the applicant's son.

The applicant has submitted a supporting statement and assessment of need with the application. This sets out the nature and form of the business along with the need for the proposed dwelling. The applicant has also submitted letters of support with the application.

The accompanying statement argues that there is a necessity for an additional dwelling on the site to manage the existing activities. The statement sets out the thinking behind the siting and design of the proposed dwelling and considers that the site is within the existing built up area and will not be visible in the wider area. The need is to enable the applicant's son to live independently on the site whilst continuing to manage operations on the site.

The applicants have looked at other options for accommodation including alternative accommodation in the immediate vicinity, the conversion of another building on the site (as suggested by Officers) or the formation of a residential annexe. None of these options was found to be viable in terms of the operational or financial or applicant's requirements of the business and intended occupier.

The applicant has submitted a further supporting statement which seeks to further demonstrate the acceptability of the proposed development from the applicant's stand point as summarised below:

The proposed development whilst not within a gap site is within a small cluster of buildings. The proposed building due to its siting and orientation will have no detrimental impact on the character of the surrounding landscape. Within the village of Sneaton there are a number of examples of houses built behind the main building line including the Vicarage where a new dwelling was built within the last ten years. The proposed building is to be built in a similar line to the other buildings developed in the last ten years. Two examples of similar development are cited, one at Grosmont where a house was approved by Planning Committee on the basis that there was no affordable housing available in the area and there was a demonstrable housing need. The second case was for hotel manager's accommodation at Malyan Spout Hotel where the accommodation was approved to meet the specific business needs of the case.

In this case the proposed dwelling meets the test of a lack of affordable housing in Sneaton and surrounding Parishes and the specific needs of the business.

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Background (continued)

The owner's son manages the site alongside his father and is an integral part of the management team. The multi-faceted business now requires significantly more man hours to run it. It is not reasonable to expect the current single on site operator to work 16 hours a day, seven days a week through the majority of the year and at many points both late at night and early in the morning. This relates to the village shop, milk rounds and paper deliveries. The need for a manager on site not only relates to this specific business need but also to the immediate housing need of a local person.

At pre-application stage the Director of Planning suggested the conversion of an existing building or the formation of an annexe including the building of a store to facilitate this. These options are not deemed to be feasible for the following reasons:

- The store/server unit adjacent to the courtyard is not suitable for a dwelling and all other buildings are used as part of the business.
- Conversion of the village store attached to the existing house is not viable due to staffing the unit. There is also an office to the rear of the shop which is used for overseeing the campsite.
- Other buildings are generally too small and not offered suitable levels of amenity due to a lack of garden ground and proximity of other business activities.
- The village suffers from a lack of affordable housing and the loss of local facilities including the closure of Sneaton Hall Hotel, cancellation of the bus service and diminishing congregation at the Church.
- There is a lack of young families in the village.

Main Issues

The main issues are; whether it has been demonstrated that the proposed dwelling is reasonably needed for the sustainable operation of the business; whether the development will have a detrimental impact on the special qualities of the North York Moors National Park and whether the proposed development will have any detrimental impact on the amenity of the occupiers of any neighbouring residential property.

The most pertinent Local Development Framework policies in relation to this proposal are Core Policy J and Development Policy 3.

Core Policy J of the Local Development Framework seeks to ensure the provision of a mixture of housing types and tenure to maintain the vitality of local communities, consolidate support for services and facilities and support the delivery of more affordable housing. This is to be achieved through locating all open market housing, including new build and converted units to the Local Service Centre of Helmsley and the Service Villages, as well as other measures including supporting the development of local needs housing within the main built up area of the local service villages and Other Villages, and restricting new housing development in the Open Countryside to that which is proven as essential for farming, forestry or other essential land management activities.

Development Policy 3 seeks to maintain and enhance the distinctive character of the National Park by ensuring that the siting, layout and density of development preserves or enhances views into and out of the site; that the scale, height, massing, materials and design are compatible with surrounding buildings; that the standards of design details are high and complements that of the local vernacular; good quality sustainable design and construction techniques are incorporated; that there is satisfactory landscaping and that the design takes into account the safety, security and access needs for all potential users of the development.

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Housing Policy

The site is clearly not in open countryside as it is within the built up area of the village. However, Core Policy J would only be supportive of new housing development in Sneaton on a small gap site in the otherwise built frontage. The proposed site is clearly not a gap site under the definition found in Core Policy J. The proposal would be located between other permanent buildings however Officers consider its siting would appear cramped and awkward and generally at odds with the form and grain of the village where the majority of housing faces onto the main street. In theory the reuse of another traditional building in this location for housing purposes would be supported. However, the applicant has advised that no buildings are available or suitable for conversion.

During pre-application discussions with the applicant it was suggested that annexe accommodation attached to the existing dwelling house could be feasible. This would require changes to the applicant's operating practices in respect of the shop which the applicant states would not be financially viable and would result in the loss of the shop which is a significant local resource. Further to this the applicant considers that the formation of an annexe would not provide suitable accommodation for his son and family.

Business Need

The applicant has sited various operations on site which require the manager (the applicant's son) to be available on site 24 hours per day. However, the previous approval for a dwelling on the site has already enabled occupation of the site on a permanent and constant basis.

Further clarification has been requested with regard to the business need for a second permanent residence but at the time of writing no strong evidence has been submitted which demonstrates that there is a requirement for a second dwelling on the site in terms of the business need.

Other Options

The applicant has looked at other options for housing in the close vicinity which would allow the site manager to live in reasonably close proximity to the operations. Whilst there have been two houses available in the village these have both been over £300,000 and not affordable to the site manager. At the time of writing the applicant has been requested to look at the alternative options advised in more detail with particular consideration for annexe accommodation and relocation of the shop.

Design and Siting

The proposed dwelling has been located to minimise its impact on both the landscape/built character of the area and the amenity of neighbouring occupiers. The site is located at relatively low level when compared to other buildings in the vicinity and is effectively tucked away between the buildings. Design and materials are generally of a traditional form and notwithstanding the principle of development in this location, are sympathetic to the character and form of the area.

Conclusion

The application is for manager's accommodation on the Beacon Farm site. However, the applicant has not adequately demonstrated an overriding commercial need for the dwelling in terms of the requirements of the business given that there is an existing dwelling on the site. The security and time limited elements of the business operations are not sufficiently significant to justify a new dwelling on the site and as such the application is recommended for refusal due to the harm likely to be caused by the uncharacteristic backland type nature of the development.