



Appeal Decision

Site visit made on 25 February 2025

by Helen Hockenhull BA (Hons) B.PI MRTPI

an Inspector appointed by the Secretary of State

Decision date: 13 March 2025

Appeal Ref: APP/U2750/W/24/3353369

Grundy Farm, Carla Beck Lane, Carleton, Skipton, BD23 3DE

- The appeal is made under section 78 of the Town and Country Planning Act 1990 (as amended) against a refusal to grant planning permission.
 - The appeal is made by RN Wooler & Co against the decision of North Yorkshire Council.
 - The application Ref is ZA23/25492/FUL.
 - The development proposed is the erection of four two storey houses and works to boundary walls.
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Decision

1. The appeal is allowed, and planning permission is granted for the erection of four two storey houses and works to boundary walls at Grundy Farm, Carla Beck Lane, Carleton, Skipton, BD23 3DE in accordance with the terms of the application, Ref ZA23/25492/FUL, subject to the conditions in the attached schedule.

Preliminary Matters

2. In December 2024 a revised National Planning Policy Framework (the Framework) was published. I requested the comments of the parties on the implications of this document for their individual cases. I have taken these into account in my decision.
3. Grundy Farmhouse forms a Grade II listed building. I am informed that Listed Building Consent was granted for the proposed development on 4 April 2024.
4. Whilst not forming part of the reasons for refusal, I have considered the heritage impacts of the proposal on this dwelling and also the impacts on the Carleton Conservation Area (CA) in light of my duties under the Planning (Listed Buildings and Conservation Areas) Act 1990.
5. The original planning application form states the site is located off Carla Beck Lane. The Council refer to this road as Main Street. For the avoidance of doubt, I too refer to it as Main Street in my decision.

Main Issues

6. The main issues in this case are :
 - Whether the proposed development would provide a suitable location for housing, with particular regard to the Council's spatial strategy and whether it has been demonstrated that the planned growth in Carleton will not be delivered over the period of the Craven Local Plan.
 - The effect of the development on the character and appearance of the countryside.

- Whether the proposal provides an appropriate mix of housing.
- Whether the proposal preserves the Grade II Listed Grundy Farmhouse and preserves or enhances the character and appearance of the Carleton CA.

Reasons

7. The appeal site relates to Grundy Farm located at the junction of Park Road and Main Street in the village of Carleton, near Skipton. In addition to the farmhouse, the site includes an attached barn and outbuildings as well as a field to the rear. There are residential dwellings to the north and west of the site and a club building and garage to the south on Park Lane. Carleton CA runs east – west through the site.
8. There are two extant planning permissions¹ on the site relating to the conversion of the former barn to the east of the farmhouse to form two dwellings and a further three dwellings in an area to the south of the farmhouse. As a result, part of the site is a housing commitment in the Craven Local Plan.
9. Planning permission is sought for the erection of four two storey dwellings and works to the boundary walls of the existing site access.

Delivery of planned growth

10. Carleton forms a Tier 4a settlement in the adopted Craven Local Plan 2019, a village with basic services. Policy SP4 D) directs limited growth to such settlements to maintain their vitality and viability. Part H) of the Policy supports proposals for additional housing growth on non- allocated land for housing within Tier 4a settlements provided they accord with all other relevant local plan and neighbourhood plan policies. The part of the site subject to the extant planning permission accords with this policy.
11. The southern part of the site adjoins but lies outside the settlement. The appellant argues that this part of the site could be considered to be within the main built-up area. It is closely grouped and visually related to the existing buildings on the site. However, it forms a grassed field and, in my view, has a greater relationship with the countryside than that of the built area of the village.
12. Policy SP4 I) supports the release of non-allocated sites for housing that adjoin the main built-up area of Tier 1 to 4 settlements subject to a number of criteria. Criterion a) permits further development if it can be demonstrated that the planned growth in the spatial strategy for the settlement would not be delivered during the plan period.
13. The adopted Local Plan sets out a minimum housing target of 230 dwellings per annum. Since the publication of the revised Framework in December 2024, the annual requirement has increased to 390 dwellings per annum, calculated using the standard method and applying a 5% buffer. Accordingly, the policies of the Craven Local Plan relating to housing, including Policy SP4, are now out of date. I consider the weight to be given to this policy in the planning balance.
14. In terms of Carleton, the Local Plan expected that 55 dwellings would be provided over the Plan period. The Council's Settlement Growth Monitoring Report July

¹ 17/2009/9965 and 17/2009/9980

2024 demonstrates that there has been a net total of 12 completions over the period April 2012- June 2024. There are currently 38 dwellings with planning permission. Completions and permissions total 50 dwellings, leaving a deficit of 5 dwellings. I bear in mind that even through a development has planning permission it may not in reality come forward and completions over recent years have been slow. Given the above, I take the view that the planned growth in Carleton is not likely to come forward. The release of the site for housing is therefore supported by Policy SP4 I), subject to other criteria of the policy being met.

Character and appearance

15. The Council argues that development of the part of the appeal site located in the open countryside would result in encroachment and urbanisation diminishing its openness, character and quality. Policy ENV1 of the Local Plan expects new development to respect, safeguard and wherever possible restore or enhance the landscape character of the area.
16. I acknowledge that the appeal site is bounded by built development to the north and west. The site is not readily visible from the south as there are no public rights of way in close proximity. I accept that where the development could be appreciated further afield, it would be seen in the context of the built development in the village. However, the extent of the site does not follow any existing field boundaries. It would appear as an incongruous extension to the settlement. Its development would result in encroachment into the countryside, diminishing its openness and adversely affecting its character.
17. Policy ENV1 g) seeks to enable sustainable growth in ways that respect their form, distribution and landscape setting, allowing countryside to permeate built up areas and preserving and creating connections between built up areas and the countryside. The appeal scheme has been designed with this objective in mind. The siting of the proposed dwellings in the courtyard arrangement allows views in the gaps between the dwellings, enabling views through the site to the countryside beyond. The undeveloped area to the east of the barn would remain open enabling a view through to the countryside beyond. Whilst this weighs in favour of the scheme, it does not overcome the encroachment of part of the site into the open countryside.
18. In summary, I find that the appeal proposal would cause harm to the character and appearance of the area. It would therefore fail to comply with Policy ENV1. As Policy SP4 H) seeks to ensure that proposals accord with other policies in the plan and Policy SP4 I) a), is subject to a requirement that a development conserves the character and appearance of the countryside, the proposal would also fail to be supported by Policy SP4.

Housing Mix

19. Policy SP3 of the Craven Local Plan seeks to ensure that the mix and density of new housing development makes an effective and efficient use of land. The policy suggests an appropriate density should be approximately 32 dwellings per hectare but goes on to state that the authority will be flexible in its requirements for mix and density to ensure scheme viability, to take account of local variations and to promote balanced and mixed communities.

20. The appeal proposes 2 no. three bed properties and 2 no. four bed properties. The density of development on the appeal site would be less than 32 dwellings per hectare. However, this site is in a Conservation Area and includes a listed building. It is appropriate to have a lower density to safeguard these heritage assets. I recognise the need it make effective use of land; however, this must also be balanced against other relevant considerations.
21. Turning to the issue of housing mix, I understand that the Strategic Housing Market Assessment indicates a need for one and two bed properties. However, the Council Officers report to Committee indicates that there is an under provision of three bed homes as reported in the Authority Monitoring Report 2021-22.
22. The appellant advises that the four dwellings proposed in this appeal would form part of the scheme on the wider site including the conversion of Grundy Farm Barn which proposes 2 no. 2 bed dwellings. Thus, there would be a mix of 2, 3 and 4 bed properties on the overall site. Furthermore. the site is located close to the primary school. The provision of family houses as proposed would assist to support the local school.
23. Whilst I acknowledge that the appeal scheme could have provided a different mix including a 2-bed dwelling, I am satisfied by the evidence before me that the mix proposed would meet the needs of the area. Accordingly, the proposal complies with Local Plan Policy SP3.

Heritage Matters

24. Grundy Farmhouse is a Grade II listed building. It forms a late 18th century farmhouse constructed in rubble with a slate roof. Its significance as far it relates to this appeal derives from it being a good example of a farmhouse of its age.
25. Carleton Conservation Area covers the largely intact historic core of the village with a number of significant listed buildings including Trappes Hall and Carlton Mill. Its significance can be attributed to its historic and architectural interest.
26. The appeal site consists of Grundy farmhouse and number of outbuildings. The village is characterised by traditional stone cottages with stone boundary walls. It is proposed to reopen a former pedestrian opening by the former barn through the wall fronting Main Street. The scheme also includes the removal of a section of boundary wall between Main Street and Park Lane and the repositioning of the historic gate pillar to facilitate the access. The existing stone setts to the access are retained and a one-metre-high low level stone wall is to be constructed to the front of the barn. This structure would assimilate the site into the area and define its curtilage.
27. Plots 1, 2 , 3 and 4 would be sited in a courtyard arrangement to the rear of the farmhouse. New boundary stone walls would be erected to define the site boundaries and landscaping provided to the garden areas. The proposed four dwellings would be sited behind the farmhouse and barn and to the east of the buildings of the adjacent working men's club and workshop off Park Lane. I understand the workshop has planning permission for two residential units. Visually from Main Street or Park Lane, whilst glimpses of the properties would be achievable particularly from the site access and from the corner of the site with Park Lane, they would not appear prominent in the street scene and their design

and use of traditional materials would assist to maintain the character and appearance of the CA.

28. The proposed scheme covers a greater site area than the approved development on the site. However, this enables a more spacious development with greater space between the listed farmhouse and the proposed dwellings. The previous scheme included a dwelling very close to the rear of the farmhouse. Whilst there is harm to the setting of the heritage asset, I acknowledge that it is to a lesser extent than the approved scheme. The retention of the open grassed area to the front of the farmhouse and barn and the area to the side of the barn would be unaltered. This preserves the setting of the farmhouse when viewed from Main Street. As the proposed dwellings are to the rear of the farmhouse and barn, the heritage asset retains its prominence in the street scene and the Conservation Area.
29. The outbuilding to the rear of the farmhouse has some heritage significance as it forms part of the group of historic farm buildings. It is proposed to be partially demolished to form a garage, and gates provided to create a bin store. It appears that the building was constructed in phases and the proposal would retain the earliest part. The existing unsympathetic corrugated roof of this building would be removed and replaced with slate roof tiles, more in keeping with the other materials on the site and in the wider village. Overall, the above works would contribute positively to the character and appearance of the CA.
30. I acknowledge that some historic fabric would be lost such as part of the barn and also some front boundary walling to create a safe access. This would cause harm to the significance of the asset.
31. Paragraph 212 of the Framework advises that when considering potential impacts of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. Paragraph 213 goes on to say that significance can be harmed or lost through the alteration or destruction of those assets and that this should have a clear and convincing justification.
32. Bearing in mind the scale of the development, its siting and use of materials in keeping with the local vernacular, the impact on the setting of the listed farmhouse together with the localised impact of the development to the CA as a whole, I consider that the harm is less than substantial but nevertheless of considerable importance and weight. Under such circumstances, paragraph 215 of the Framework advises such harm should be weighed against the public benefits of the proposal, where appropriate, securing its optimal viable use. I consider this further in the planning balance below.

Planning balance

33. The Craven Local Plan 2019 is more than five years old. Accordingly in line with paragraph 78 of the revised Framework, (December 2024), the annual housing requirements for the Borough, using the standard methodology and applying a 5% buffer, equates to 390 homes, significantly greater than the 230 dwellings per annum requirement in the adopted Local Plan. Based on 2023/24 monitoring data, the Council can demonstrate a 4.2-year supply of housing.
34. As a five-year supply cannot be demonstrated, the most important policies for the determination of this appeal, namely those relating to housing, are out of date. In line with paragraph 11d) of the Framework, planning permission should be granted

unless the adverse impacts of doing so would significantly or demonstrably outweigh the benefits when assessed against the policies of the Framework taken as a whole.

35. I have found that the appeal proposal would be located within the countryside outside the settlement. I have also found that the planned growth in Carleton is not likely to be forthcoming over the plan period so that the proposal would contribute to this deficit. However, the development would not conserve the character and appearance of the area, in conflict with Policy ENV1, Policy SP4 H) and I) a) iv). However, as Policy SP4 is out of date, I give the conflict with this policy limited weight.
36. The appeal site is locationally accessible, close to the services and facilities of the village and public transport routes. This weighs in favour of the development. Furthermore, the proposal would contribute to growth in the village of Carleton, helping to address the current shortfall in completions. It would also provide an acceptable density and mix of dwellings. Future residents would assist to maintain the local services and facilities such as the local primary school. I give these benefits significant weight.
37. Economic benefits would result from the scheme during construction and future residents would spend in the local economy. As some of these benefits would be time limited, during construction, I give them moderate weight. The proposal would also provide modest environmental benefits through biodiversity and sustainable energy efficient construction.
38. In terms of its heritage impact, I consider that the proposal results in less than substantial harm to the heritage asset. Notably the appeal scheme results in less harm to the listed farmhouse than the extant development proposal and Historic England raise no objection to it. Having regard to the public benefits of the proposal outlined above, I find that these outweigh the harm to the asset.
39. Turning to the overall planning balance, I conclude that the adverse impacts of the development do not significantly or demonstrably outweigh the benefits. Whilst the proposal conflicts with the development plan, the material considerations in this case indicate that the proposal should be determined other than in accordance with it. Planning permission should therefore be granted.

Conditions

40. The Council has suggested a number of planning conditions should I allow the appeal. I have considered these in light of the guidance in the Framework and Planning Practice Guidance. Where necessary I have amended the wording of conditions in the interests of clarity and precision. I have also renumbered the conditions into a more logical sequence, so that conditions addressing the same matter eg solar panels or contamination, are listed together.
41. In addition to the standard timeframe condition, I impose a condition requiring the development takes place in accordance with the approved plans for clarity and the avoidance of doubt. (Conditions 1 and 2).
42. In the interest of public safety and amenity, condition 3 is necessary to require the submission of a Construction Management Plan. To safeguard public health and the amenity of future occupiers, an investigation into on site contamination as well

as the formulation of a remediation strategy and verification report are required (conditions 6, 7, 8, 9 and 10).

43. In the interests of highway safety and to ensure the construction of a suitable access, parking and manoeuvring, conditions 4 and 5 are required. I also impose conditions 14 and 15 to ensure the site is properly drained.
44. In order to safeguard the historic gateposts and stone wall, condition 11 is required. It is necessary to require a landscaping and planting plan in the interests of biodiversity and to maintain the character and appearance of the area in condition 12.
45. A number of conditions are necessary to require the submission of the details of the proposed materials for the development, the boundary treatments and the downspouts and guttering. This is to maintain the character and appearance of the area and safeguard the nearby heritage assets. (conditions 16,17,18). The Council suggested two very similar conditions relating to boundary treatments. I impose one as this is all that is necessary.
46. In the interest of protecting the amenity of nearby residents, condition 13 restricts the hours of demolition, construction and deliveries and condition 23 controls the noise from the air source heat pump.
47. As the development includes the provision of solar panels, conditions 19, 20 and 21 are necessary to require the submission of details of their appearance, control their colour and to require their removal when they become redundant.
48. To ensure the provision of refuse storage and recycling facilities, condition 22 is necessary.
49. Permitted development rights are removed by conditions 24 and 25 to ensure that the garages are retained for parking vehicles and to restrict the erection of other buildings or structures in the curtilage of the dwellings thereby preventing overdevelopment and ensuring adequate external amenity space.

Conclusion

50. For the reasons given above, and having had regard to all other matters raised, I allow this appeal.

Helen Hockenhull

INSPECTOR

SCHEDULE OF CONDITIONS

- 1) The development hereby permitted shall begin not later than three years from the date of this decision.
- 2) The development hereby permitted shall be carried out in accordance with the following approved plans: Drawing no. 26449B Site Plan, Drawing no. 264410 Elevations and floorplans and air source heat pump specification sheet dated July 2022.
- 3) No development must commence until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority. Construction of the permitted development must be undertaken in accordance with the approved plan. The Plan must include, but not be limited, to arrangements for the following in respect of each phase of the works:
 - i. details of any temporary construction access to the site including measures for removal following completion of construction works;
 - ii. wheel washing facilities on site to ensure that mud and debris is not spread onto the adjacent public highway;
 - iii. the parking of contractors' site operatives and visitor's vehicles;
 - iv. areas for storage of plant and materials used in constructing the development clear of the highway;
 - v. details of site working hours;
 - vi. details of the measures to be taken for the protection of trees;
 - vii. a dilapidation survey to be undertaken of the existing Highway within 50 metres of the access point to site; and
 - viii. contact details for the responsible person (site manager/office) who can be contacted in the event of any issue.
- 4) Except for investigative works, no excavation or other groundworks or the depositing of material on site in connection with the construction of any road or any structure or apparatus which will lie beneath the road must take place on any phase of the road construction works, until full detailed engineering drawings of all aspects of roads and sewers for that phase, including any structures which affect or form part of the highway network, and a programme for delivery of such works have been submitted to and approved in writing by the Local Planning Authority. The development must only be carried out in compliance with the approved engineering drawings.
- 5) No part of the development must be brought into use until the access, parking, manoeuvring and turning areas for all users at Grundy Farm Carleton Skipton BD23 3DE have been constructed in accordance with the details approved in writing by the Local Planning Authority. Once created these areas must be maintained clear of any obstruction and retained for their intended purpose at all times.
- 6) Groundworks shall not commence until actual or potential land contamination at the site has been investigated and a Preliminary Risk Assessment

- (Phase I Desk Study Report) has been submitted to and approved in writing by the local planning authority.
- 7) Where further intrusive investigation is recommended in the Local Authority approved Preliminary Risk Assessment, groundworks shall not commence until a land contamination Phase II Intrusive Site Investigation Report has been submitted to and approved in writing by the Local Planning Authority
 - 8) Where site remediation is recommended in the Local Authority approved Phase II Intrusive Site Investigation Report, groundworks shall not commence until a land contamination remediation strategy has been submitted to and approved in writing by the Local Planning Authority. The remediation strategy shall include a timetable for the implementation and completion of the approved remediation measures.
 - 9) Following completion of any measures identified in the approved Remediation Strategy or any approved revised Remediation Strategy, a land contamination Verification Report shall be submitted to the local planning authority. No part of the site shall be brought into use until such time as the remediation measures have been completed for that part of the site in accordance with the approved Remediation Strategy or the approved revised Remediation Strategy and a Verification Report in respect of those remediation measures has been approved in writing by the Local Planning Authority. Where verification has been submitted and approved in stages for different areas of the whole site, a Final Verification Summary Report shall be submitted to and approved in writing by the Local Planning Authority.
 - 10) Land contamination remediation of the site shall be carried out and completed in accordance with the Local Planning Authority approved Remediation Strategy. In the event that remediation is unable to proceed in accordance with the approved Remediation Strategy or contamination not previously considered in either the Preliminary Risk Assessment or the Phase II Intrusive Site Investigation Report is identified or encountered on site, all groundworks in the affected area (save for site investigation works) shall cease immediately and the Local Planning Authority shall be notified in writing within 2 working days. Works shall not recommence until proposed revisions to the Remediation Strategy have been submitted to and approved in writing by the Local Planning Authority. Remediation of the site shall thereafter be carried out in accordance with the approved revised Remediation Strategy.
 - 11) Prior to any works to the existing three gate posts located to the rear of the farmhouse identified in Figure 8 of the Heritage Statement (dated March 2024) a plan indicating the relocation of these gate posts and stone wall shall be submitted to and approved in writing by the Local Planning Authority. The relocated gate posts and stone wall shall be retained thereafter.
 - 12) Prior to works above the laying of foundations of the buildings hereby approved, a Landscape and Planting Plan shall be submitted to and approved in writing with the Local Planning Authority. The landscaping and planting shall be implemented in accordance with the approved Landscaping and Planting Plan. Any trees or plants which, within a period of five years from the completion of the development or within 5 years from when they were originally planted die, are removed or become seriously damaged or diseased, shall be replaced in the next planting season with others of similar

size and species, unless the Local Planning Authority gives written consent to any variation.

- 13) Except in case of emergency, no demolition and construction works or ancillary operations, including deliveries to and dispatch from the site, which are audible beyond the boundary of the site, shall take place on site other than between the hours of 08:00- 18:00 Monday to Friday and between 08:00-13:00 on Saturdays. The Local Planning Authority shall be notified at the earliest opportunity of the occurrence of any such emergency and a schedule of essential work shall be provided.
- 14) The site shall be developed with separate systems of drainage for foul and surface water on and off site.
- 15) There shall be no piped discharge of surface water from the development prior to the completion of surface water drainage works, details of which will have been submitted to and approved in writing by the Local Planning Authority. If discharge to public sewer is proposed, the information shall include, but not be exclusive to:-
 - a) evidence to demonstrate that surface water disposal via infiltration or watercourse are not reasonably practical;
 - b) evidence of existing positive drainage to public sewer and the current points of connection; and
 - c) the means of restricting the discharge to public sewer to the existing rate less a minimum 30 % reduction, based on the existing peak discharge rate during a 1 in 1 year storm event, to allow for climate change.
- 16) No above ground works shall take place until full details of the materials to be used on the external surfaces of the following elements of the development have been submitted to and approved in writing by the Local Planning Authority:
 - a) A sample panel (measuring no less than 1 metre x 1 metre) of the stonework to be used on the external surfaces of the buildings. The sample panel shall demonstrate the type, texture, size, colour, bond and method of pointing for the stonework.
 - b) The type, texture, size, colour, bond and method of pointing for the brickwork on the building's west-facing elevation.
 - c) The type, texture, size and colour of the slates to be used on the external surfaces of the building's roof.
 - d) The type, texture, finish and colour treatment of the gate enclosing the bin store to the site.
 - e) The surface treatment of the new areas of hardstanding (including sub layers and surfacing materials and drainage)
 - f) The surface treatment of the vehicle turntable.

The development shall thereafter be constructed in accordance with the duly approved materials.
- 17) All guttering and downpipes shall be black in colour.

- 18) Notwithstanding any details shown on the approved plans, within 3 months of development first taking place, details of the siting, height, design, materials and finish of all boundary treatments to the site shall be submitted to and approved in writing by the Local Planning Authority. The duly approved boundary treatments shall be constructed in full accordance with the approved details before the buildings hereby approved are first occupied and shall be retained as such thereafter.
- 19) The solar panels and associated infrastructure hereby permitted shall be removed from the application site within 3 months of becoming redundant to its designated use.
- 20) The solar panels hereby permitted shall not be installed on the roof planes until details of their external appearance, colour and anti-reflective coating have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details and retained thereafter.
- 21) The external finish of the solar panels shall be dark grey or black, with no silver or light coloured edging or detailing which contrasts with the main dark grey or black finish of the panels.
- 22) The development hereby approved shall not be occupied until the refuse and recycling storage facilities indicated on the approved plans have been fully implemented and made available for use. These facilities shall thereafter be retained for use at all times.
- 23) The rating level of sound emitted from the air source heat pump at the use hereby approved, shall not exceed background sound levels between the hours of 0700-2300 (taken as a one hour LA90 at the nearest sound sensitive premises) and shall not exceed the background sound level between 2300- 0700 (taken as a 15 minute LA90 at the nearest/any sound sensitive premises). All measurements shall be made in accordance with the methodology of BS 4142:2014+A1:2019 (Methods for rating and assessing industrial and commercial sound) and/or its subsequent amendments. Where access to the nearest sound sensitive property is not possible, measurements shall be undertaken at an appropriate location and corrected to establish the noise levels at the nearest sound sensitive property. Any deviations from the LA90 time interval stipulated above shall be agreed in writing with the local planning authority.
- 24) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) or any subsequent Order, the garage(s) shall not be converted into domestic accommodation without the granting of an appropriate planning permission.
- 25) Notwithstanding the provisions of Schedule 2, Part 1, Classes E of the Town and Country Planning (General Permitted Development) (England) Order 2015, or any equivalent Order following the revocation and re-enactment thereof (with or without modification), the dwellings hereby approved shall not be altered or extended and no buildings or structures shall be erected within their curtilage.