

**Appendix 2: Land to the West of Hellifield, Heritage Impact Assessment
undertaken by 1 Voyage Limited for CPRENorthYorkshire in relation to planning
application 42/2016/17496**



1 VOYAGE LTD

42/2016/17496

Land to West of Hellifield

Heritage Impact Assessment

24.9.2018





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EXECUTIVE SUMMARY

Site Name: Land to West of Hellifield **Local Planning Authority:** Craven District Council **County:** North Yorkshire **Statutory Listing:** Grade II **Conservation Areas:** Long Preston and Settle to Carlisle Railway **Scheduled Monument:** N/A **Report Production:** [REDACTED] **Enquiries To:** [REDACTED], Director, 1 Voyage Ltd, 6 Feversham Road, Helmsley, YO62 5HN **Tel:** [REDACTED] **Mobile:** [REDACTED] **Email:** [REDACTED]

1 Introduction

- 1.1 1 Voyage undertook this assessment of application 42/2016/17496 (Hellifield West) on behalf of the Campaign to Protect Rural England North Yorkshire.
- 1.2 This report assesses the heritage impact of the proposed development upon both designated and non-designated, above ground heritage assets due a change to their settings.
- 1.3 Documentary and cartographic materials were consulted in order to provide a summary of the contribution to significance which the site makes, which was also visited on a clear, bright day in September 2018.
- 1.4 This report finds that, due to the proposed location, scale and design of development proposed, harm will be caused to the significance of the relevant heritage assets. The public benefits put forward to mitigate this harm are not considered sufficient to offset or justify this harm as required by the National Planning Policy Framework (NPPF) and as such refusal is recommended.

2 National Heritage Planning Context

- 2.1 Section 68 (1) of The Planning (Listed Buildings and Conservation Areas) Act 1990 confers a duty on Local Planning Authorities, in considering whether to grant planning permission for development which affects a listed building or its setting, to *'have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'* Similarly, Section 72 (1) of the same Act contains a statutory duty for Local Planning Authorities to have special regard to the desirability of preserving or enhancing the character or appearance of a Conservation Area.

- 2.2 To facilitate this process and help assess the impact of proposals, paragraph 189 of the National Planning Policy Framework (NPPF) states that, *'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting.'*
- 2.3 The NPPF also states at para 193 that, *'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.... This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.'*
- 2.4 Para 194 of the NPPF adds that, *'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.'*
- 2.5 At para 196, the NPPF states that, *'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal'*.
- 2.6 With regards non-designated heritage assets the NPPF adds at para 197 that, *'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset'*.
- 2.7 Para 200 concludes that, *'Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably'* inferring that proposals that do not do so should not be treated favourably.
- 2.8 In Annex 2 of the National Planning Policy Framework (NPPF) 'significance' is defined as *'The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting'*.
- 2.9 Setting is defined in the same document as, *'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.'*
- 2.10 Historic England's, 'Historic Environment Good Practice Advice in Planning, Note 3 – The Setting of Heritage Assets' states at Para 9 that the importance of setting lies, *'in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance.'* It adds that, *'The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors ... and by our understanding of the historic relationship between places.'*
- 2.11 The national planning context therefore requires applicants to consider a heritage asset's significance and whether the proposals will affect the setting of any heritage assets and therefore the significance of these heritage assets.

- 2.12 To aid applicants in this process, Historic England’s ‘Conservation Principles’ lays out guidelines on how to assess the constituent values of a heritage asset’s significance. This advice note advocates a five-step approach for assessing the implications of a proposed development upon the significance of heritage assets as regards a change to their setting.
- Step 1: identify which heritage assets and their settings are affected i.e. the relevant heritage assets;
 - Step 2: assess whether, how and to what degree these settings make a contribution to the significance of the relevant heritage asset(s);
 - Step 3: assess the effects of the proposed development, whether beneficial or harmful, on that significance;
 - Step 4: explore ways to maximise enhancement and avoid or minimise harm.
 - Step 5: make and document the decision and monitor outcomes
- 2.13 Step 5 falls outside the scope of the application process. To facilitate an assessment of the heritage impact of the application, this document adopts the first four-stages of the Guidance laid out in Historic England’s Conservation Principles as a framework within which to assess the impact of the proposed development on the significance of relevant heritage assets.

3 Local Heritage Planning Context

- 3.1 The Craven Local Plan has no saved policies which relate specifically to built heritage and as such officers refer to national policy when determining applications.
- 3.2 Draft Policy ENV2 in the emerging local plan is, however, used in consideration of heritage related applications. This states that, *‘Craven’s historic environment will be conserved...paying particular attention to the conservation of those elements which contribute most to the District’s distinctive character and sense of place. These include...ii The buildings and structures associated with the Settle-Carlisle Railway’*
- 3.3 ENV2 b states that It will do this by, *‘Ensuring that proposals affecting a designated heritage asset ... conserve those elements which contribute to its significance. The more important the asset, the greater the weight that will be given to its conservation. Harm to such elements will be permitted only where this is outweighed by the public benefits of the proposal.’* It adds that it will support, *‘proposals that would preserve or enhance the character of a conservation area...and..proposals which conserve Craven’s non-designated heritage assets.’*
- 3.4 Draft Policy ENV1 is also relevant. This states that the Council will *‘Expect new development proposals... to respect, safeguard, and wherever possible, restore or enhance the landscape character of the area.....and enable settlements to grow in ways that respect their form’*
- 3.5 Finally, Policy ENV3 Good Design states that *[a) Development should respond to the context and proposals should be based on a proper understanding and appreciation of environmental features, including both natural and built elements b) Designs should respect the form of surrounding buildings including density, scale, height, massing and use of high*

quality materials which should be locally sourced wherever possible; c) Development should be legible and create a sense of place by maintaining, enhancing and creating good townscapes d) Development should seek to enhance local distinctiveness]

4 Relevant Case Law and Appeal Decisions

- 4.1 Listed below is useful case law which provides clarification on the weight that should be attached to the harm to the setting of heritage assets and on the interpretation of Section 66 of the Planning (Listed Buildings and Conservation Areas Act) 1990.
- ‘In *Barnwell v East Northamptonshire DC*, Lord Justice Sullivan found that decision makers should give “considerable importance and weight” to the setting of listed buildings. He found that it does not follow that if harm to the setting of a listed buildings was found to be less than substantial that a decision-makers could ignore the over arching duty imposed by Section 66.
 - In *Forge Field Society v Sevenoaks DC*, the High Court held that a finding of harm to the setting of a listed building (or a conservation area) gave rise to a “strong presumption” against planning permission being granted.
 - In *Cecil Estate v South Kesteven DC*, the High Court held that the words ‘development which affects a listed building or its setting’ in Section 66 of the Act clearly covered development on a neighbouring property and embraced development which would have an impact on a listed building or its setting whether direct or indirect’.
- 4.2 Also of significant relevance is Appeal Ref: APP/C2708/A/10/2121326 for an application at Gallaber Caravan Park, Long Preston. The application (Ref 52/2009/9332), which was refused in July 2009, was principally for the extension of the existing caravan park. Although it is recognised that every site is unique there are a number of important similarities between this application and the Hellifield West application. Both sites are for the provision of tourism related facilities, both sites lie, as the inspector describes, ‘just within the widely drawn Long Preston Conservation Area’ and both applications propose screening as mitigation for the visual impact of the proposals on the landscape and the setting of designated heritage assets.
- 4.3 The inspector found that the main issues were the proposal’s effect on the character and appearance of the countryside; the effect on the character and appearance of the Long Preston Conservation Area and on the setting of a listed building and the suitability of the site in the light of national and local policy on the sustainable location of development. Although the Development Plan supported the principle of the extension to the caravan park and the inspector stated that the site constituted ‘grassland that visually and functionally formed part of the caravan park’, not high-quality landscape as per the Hellifield West application, the appeal was still refused.
- 4.4 The inspector found that, *[From] elevated views the screening offered by perimeter planting would be less effective*. His report acknowledges that, as with the Hellifield West application which proposes the use of sedum rooves and a muted palette of construction materials, ‘careful selection of the colour and finish of the caravans would help to mitigate visual impact’ but concludes that, ‘The enlarged park would appear as a rather alien element in the otherwise traditional landscape’. The inspector continues stating that, ‘The appellant draws on the benefit of new landscaping in reaching a conclusion that the degree of landscape

character change would be low. However, I consider that the fundamental change from open pasture fields to a caravan park must be of a higher magnitude. ... The appellant's approach of disregarding generic effects of development also serves to understate the degree of change.'

- 4.5 With regards the impact on the significance of heritage assets the inspector states, *'There is a correlation between the proposal's effect on the character and appearance of the landscape and its effect on the character and appearance of the conservation area and on the setting of the listed building.'* The Yorkshire Dales National Park Authority has acknowledged in its response to the Hellifield West application that there will be an impact on views from the National Park and it is for this reason that Authority originally objected to the scheme. The Authority's withdrawal of its objection is not based on a reduced visual impact but on a payment from the applicant that will be used to 'mitigate' the visual harm caused through the investment in repairs of public rights of way. It is not clear how permanent harm to views out of the National Park can be mitigated by funds for repair works which could be obtained by other measures. However, by formally recognising that there will be a visual impact from the development in long distance views, the National Park Authority has reinforced the argument that there will be an impact on short distance views from nearby designated heritage assets.
- 4.6 The inspector concludes that, *'There is general support for the expansion of existing accommodation that is appropriate in scale to its location, but the particular qualities of areas that are statutorily designated should be conserved...National policy guidance set out in Planning Policy Statement 5: Planning for the Historic Environment (PPS5) is that there should be a presumption in favour of the conservation of "designated heritage assets". The proposal would represent a radical change in the character of the site from open pasture to occupation by caravans and their associated paraphernalia and infrastructure, largely surrounded by tree planting and bunding. The significance of this part of the traditional landscape would be harmed. The character of the conservation area would not be preserved or enhanced. He adds that, The proposal would effectively sever the connection with the open fields and would not preserve the setting of the [heritage asset]'*.
- 4.7 Although the harm to heritage assets was found to be 'less than substantial' the inspector found that, *'There would be no such compensating public benefit in this case. Any economic benefit in terms of job creation and spending in the area would be offset by the adverse effect on the area's overall attraction to visitors as an environment of high quality, and consequently on the wider tourism industry'*. The compensating public benefits put forward by the applicant at appeal are the same as those used by the applicant at Hellifield West and yet on a site of lower landscape value an inspector has found that these benefits are not sufficient to outweigh harm to landscape and the setting of heritage assets.
- 4.8 The Inspector concluded that, *'In summary, I consider that the initial adverse effects on the character and appearance of the countryside would be mitigated over time by successful screening, but that the change in the landscape would not preserve the character of the Long Preston Conservation Area or the setting of [the heritage asset]. Whilst the proposal would not be an unsustainable form of tourism development in transport terms, it would not provide wider benefits that would outweigh the harm that it would cause. It is considered that the Hellifield West site is more sensitive than the Gallaber Caravan Park site. If the*

inspector's logic and arguments outlined above are applied to the Hellifield West site the only possible conclusion can be that the proposed application should be refused.

5 Location of Application Site and General Character

- 5.1 The application site is located to the north-west of Hellifield. It is bounded by the Settle-Carlisle railway which also forms the boundary to the National Park, beyond which the National Park is clearly visible, Station Road to the east, the A65 to the south beyond which Pendle Hill is clearly visible and Waterside Lane to the west. The site has an intimate relationship with the designated landscape of the Yorkshire Dales and this is reflected in the fact that the Long Preston Conservation Area, which incorporates part of the application site, was produced by the Yorkshire Dales National Park Authority.
- 5.2 The site can be clearly seen from the network of multiple public rights of way that cover the open landscape of the National Park to the north of Long Preston and Hellifield as stated in consultee responses from the Yorkshire Dales National Park. Views into the site are too numerous to list but Fig 1 provides an example of long distance views of the site from the National Park. The rising topography of land to the north of these settlements facilitates these views and when the trains are passing through the landscape, the eye is drawn to the application site which directly abuts the railway line.



Fig 1 Application site clearly visible in centre of view from the 'The Edge' in the National Park

- 5.3 The application site has exceptionally high landscape quality. It constitutes a collection of very attractive, gently undulating, post-medieval enclosure fields divided by traditional dry-stone walls and fencing. The fields, which are organic in size and shape, are in pastoral use and are currently used for grazing sheep and cattle. Kell Well Beck runs through the site. There are also a number of flash ponds which reflect the sky adding splashes of bright blue on clear days (Fig 2 below). The flash ponds attract a variety of wild birds which contribute to the character of the site both visually and aurally and during the site visit the calls of wild birds reinforced a sense of wilderness and an awareness that the site abutted the National Park despite the presence of nearby roads. The combination of the low intensity, mixed pastoral farming, traditional field boundaries, gently flowing stream, colourful and vibrant ponds and bird sound combine to create a site with a bucolic, timeless quality. The sense of wilderness created is reinforced by views south to Pendle Hill and views north directly into the fields and hills of the Yorkshire Dales National Park which can be seen under the railway bridge and above and beyond the railway line.



Fig 2 High quality landscape of application site with station cottages beyond

- 5.4 The application proposes the development of the site to create a leisure centre including swimming pool, hotel and visitor accommodation including up to 300 lodges, pedestrian access to Hellifield Station, parking areas, a bus and coach drop off point, landscaping including ground modelling and water features, ancillary buildings and a park and ride system incorporating a loop access road with associated bus stops and the creation of a roundabout directly adjacent the Settle-Carlisle railway bridge.

6. Relevant Heritage Assets

- 6.1 The application site incorporates part of the Long Preston Conservation Area.
- 6.2 The site also abuts the Settle-Carlisle Conservation Area which follows the line of the railway. This runs in a raised course along the top of an embankment which forms the northern edge of the site. The site therefore shares a significant degree of inter-visibility with both the Settle-Carlisle Conservation Area the Grade II listed Hellifield Station (Fig 3 below) and non-designated heritage assets associated with the railway including the station master's house and the station workers' cottages located along Station Road.
- 6.3 It is therefore considered that the site falls within the boundary of one designated heritage asset and the setting of three designated heritage assets and numerous non-designated heritage assets.



Fig 3 Significant degree of inter-visibility between Hellifield Station and the application site

6.4 The maps at below at Fig 4 and 5 show the location of the site in relation to the relevant heritage assets and the protected landscape of the Yorkshire Dales National Park.



Fig 4 Settle-Carlisle Conservation Area, bulging to incorporate Hellifield Station, with site to South

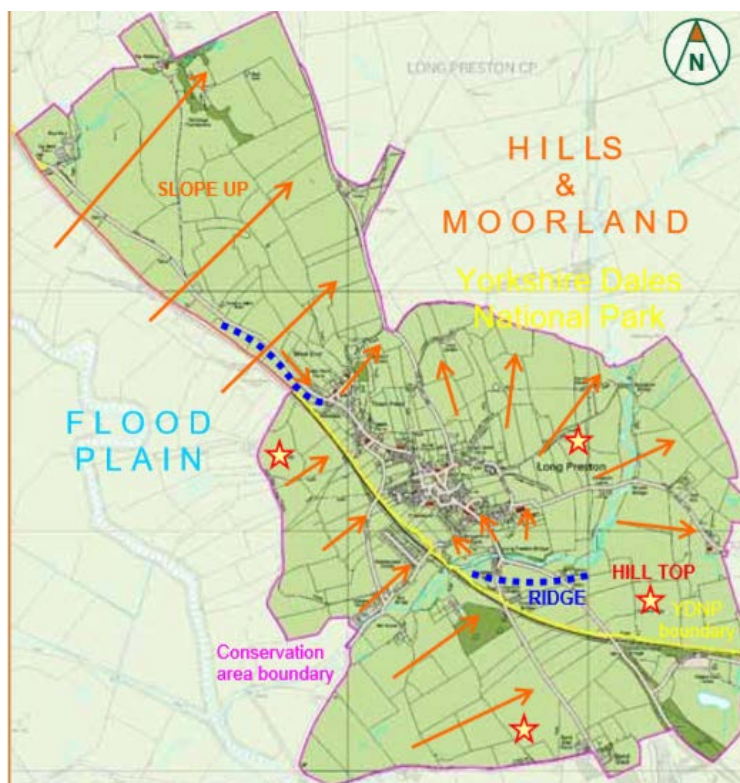


Fig 5 Long Preston Conservation Area & Yorkshire Dales National Park boundary with western part of site shown included within the east of the Conservation Area boundary

6.1 Whilst setting itself is neither a heritage asset nor a heritage designation it can contribute towards the significance of a heritage asset. The contribution that the application site makes towards the setting and significance of these relevant heritage assets and the impact that the proposed development will have on the significance of these heritage assets is therefore the primary consideration of this report.

7. Significance of Heritage Assets

7.1 Long Preston Conservation Area

7.1.1 The western part of the application site which incorporates Gallaber Pond, the largest of the flash ponds, and some pastoral land, falls within the boundary of Long Preston Conservation Area. The boundary of the Conservation Area is defined at this point by a high-quality dry-stone wall. The rest of the application site therefore abuts the Long Preston Conservation Area.

7.1.2 Long Preston Conservation Area Appraisal (CAA), which was produced by the Yorkshire Dales National Park Authority, states that the '*landscape around Long Preston is very picturesque, varied and of high quality. It comprises moorland to the north, fields for livestock agriculture, and the low-lying floodplains and river to the south*'. The Conservation Area boundary reflects this, incorporating a significant area of landscape on each side of the settlement including the part of the application site described above. The landscape surrounding the settlement is very accessible with the CAA stating that, '*Many of the fields offer public access via trackways and footpaths*'. This is true of the application site with good public access

ensuring that views into, through and out of the Conservation Area toward other heritage assets are well appreciated.

- 7.1.3 The part of the application site that falls within the Long Preston Conservation Area Part is incorporated with Zone 3 for the purposes of the CAA with the rest of the site abutting Zone 3. The Planning Authority did at one point consider amending the Conservation Area boundary to omit Zone 3 from the designated heritage asset in order to draw the boundary more tightly around the built core of the settlement. It was decided, however, after careful consideration, that *'the significance of the historic network of lanes leading to the pastures outside the village and the significance of the well documented pattern of crofts and fields to the historic development of the settlement'* were sufficient to justify the retention of Zone 3 within the Conservation Area boundary.
- 7.1.4 The applicant's Archaeological and Cultural Heritage Desk Based Assessment (HIA) argues that this review means that Zone 3 'is not considered to be of primary importance to the character and setting of the Conservation Area'. This is a misleading statement. The setting of the Conservation Area is land which falls out with the boundary. The area surrounding Gallaber Pond is part of the Conservation Area and it therefore forms part of a designated heritage asset. If anything, the decision to retain Zone 3 within the boundary reinforces the value placed on it by the local community and Local Planning Authority. The inspector dealing with appeal outlined in section 4 reinforces this sentiment stating that, *'debate about boundary alteration is of strictly academic interest, and [this] part of the site remains within the conservation area.'* Both the draft and the final versions of the document reiterate the importance of the link between the village core and its agricultural setting.... they echo the original designation report and the later brief 'Conservation Area Assessment' published by Craven District Council. The designation report refers to the careful definition of the village's setting in collaboration with the Parish and District Councils.
- 7.1.5 Historic England's comments to Craven District Council on 30 November 2016 states that, *'Long Preston conservation area is unusual in that its boundary is extensive to reflect the importance of the landscape in which this pleasing village sits. ...Sitting at the foot of the scar [is is] highly typical of an edge-of-the-Dales village. The surrounding field systems and topography also add considerably to this character and this extensive area has been included in the boundary to afford additional protection from harmful change.'*
- 7.1.6 The CAA adds that, *'within the Long Preston Conservation Area [the] countryside is very important for nature conservation particularly birds.'* This observation is of particular importance to the part of the application site which falls within the Conservation Area where Gallaber Pond is a haven for bird life. This also, however, has implications for the immediate setting of Long Preston Conservation Area as the flash ponds contained within the rest of the application site are connected to Gallaber Pond and support the same bird life; the sum significance of these ponds to birdlife being greater than its parts.
- 7.1.7 The part of the application site which falls beyond the boundary of Long Preston Conservation Area has a very similar character to the Gallaber Pond area of the Conservation Area, formed as it is of pastoral land interspersed with flash ponds. To the casual visitor the application site reads as a discrete landscape character area and it is not obvious that a Conservation Area boundary divides the site. The remainder of the application site is therefore of clear importance to the setting of this part of the Conservation Area

7.1.8 The Habitat Management Plan produced by JBA Consultancy states that to mitigate the impact of the development on wildlife utilising Gallaber Pond, 'Hedges will be planted along the roadside, extending from the edge of the plantation woodland off the A65 to join to the existing tall hedge surrounding Water's View House. Hedges used for screening around the boundary will consist primarily of a double line of Hawthorn, to prevent unauthorised access. Elsewhere, hedges will consist of a double line of mixed native species. The existing drystone wall along the eastern edge of Gallaber Pond will be raised in height and restored to form a solid barrier between the leisure park and the wetland. An earth bund will be constructed between the park access road and the wall. In order to prevent visitors walking up to the top of the bund, an additional hedgerow will be planted along the toe, adjacent to the pedestrian walkway. This hedgerow is not included within the existing planting plan but is necessary to prevent direct disturbance from the sudden appearance of human silhouettes on the bund overlooking Gallaber Pond'.

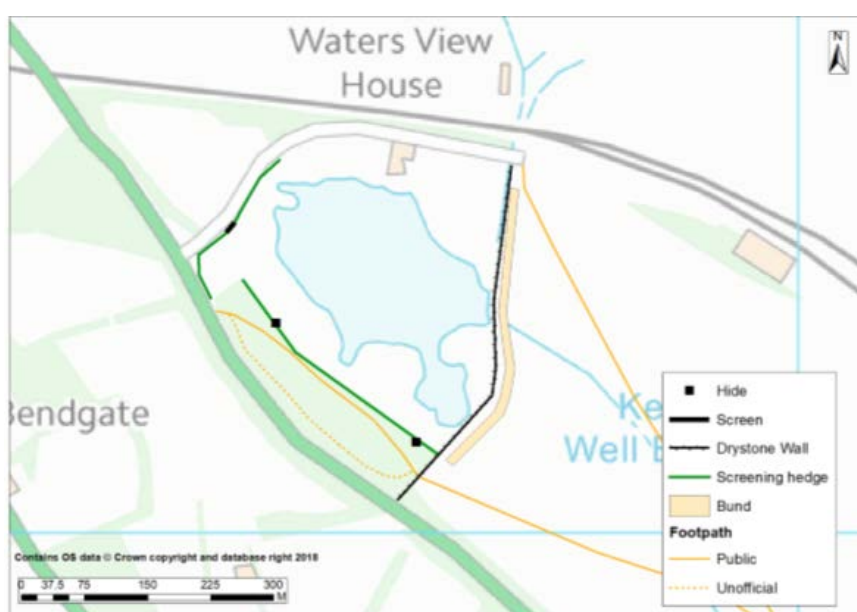


Figure 1-2: Proposed screening and bird watching facilities

Fig Proposed screening will block views from and towards designated heritage assets

7.1.9 These mitigation measures, mapped at Fig 6 above, will block high quality views east through Long Preston Conservation Area towards Gallaber Pond, the historic field system and railway cottages beyond and northeast across Gallaber Pond towards Hellifield Station and the Settle-Carlisle Conservation Area. The Habitat Management Plan confirms this describing the bunds as, 'The creation of a large physical barrier [which will] clearly separate the development from Gallaber Pond, which is currently separated only by a drystone wall from the development site' and refers to the 'full site isolation' of this part of the Conservation Area from its setting. Not only will high quality views be blocked but the resultant view into and out of the relevant heritage assets will be undermined by the introduction of a large, regular, clearly man-made earth structure which has no connection with the historic field system it abuts.

7.1.10 Accordingly the views in Figs 7 and 8 below which enhance both the character of Long Preston Conservation Area and the setting of Hellifield Station, the Settle-Carlisle Railway and the non-designated heritage assets of the railway cottages on Station Road will be significantly undermined.



Fig 7 View through Long Preston Conservation Area towards Station Road will be undermined



Fig 8 View through Long Preston Conservation Area towards the Railway Conservation Area and Station will be undermined as will views back towards Long Preston Conservation Area

7.1.11 Guidance on the interpretation of setting and the assessment of the effect of change can be found in the Practice Guide¹ to the application of PPS5. This advises that, as well as visual considerations, the understanding of the historic relationship between places also influences the way in which a ‘heritage asset’ is experienced. In this case, there is an historic dimension to the relationship of the Long Preston Conservation Area with the historic fields contained within the application site that contributes to its significance as a conservation area.

7.2 Settle to Carlisle Railway

7.2.1 The Settle to Carlisle line is probably the most scenic railway journey in England. It forged a strategic link between London, the Midlands and Scotland. The Midland Railway Company began construction on the line in 1869, independent of its rivals the LNWR and GNR/NER and the line took seven years to complete. It is testimony to a great age of endeavour. Approximately 6,000 men worked on the line; the last main line railway in England constructed almost entirely by hand. The line is engineered to follow the natural pathways through the hills of the Dales and Pennines. This ambitious act of engineering has left a

distinctive mark on the landscape with fourteen tunnels and over twenty viaducts along the line.

- 7.2.2 The engineering achievements of the line, which opened to passengers on the 1 May 1876, are further enhanced by striking buildings and trackside structures. The stations on the line provided a vital link for the people living in the surrounding rural areas. Following the line's construction, local produce could be transported with ease to many cities and towns around the country and the numerous goods sheds and cattle docks on the line were once busy centres, despatching and receiving a wide variety of produce and animals. The line was planned and built as a portfolio of standard design details which fostered a strong character and identity, much of which is still intact. These designs were the creation of J H Sanders, the Midland Railway's Company Architect. This unusually comprehensive development has survived largely intact and portrays a remarkably complete picture of resolute Victorian enterprise and social welfare. These buildings and their relationship with each other and the surrounding landscape represents a group value acknowledged by the designation of a Conservation Area in 1991 to help conserve the line and its landscape setting.
- 7.2.3 The Settle-Carlisle Railway website which is managed by the Settle-Carlisle Railway Management Company states that the railway runs, '*through some of the most attractive scenery in the Yorkshire Dales and Cumbrian Fells*' and adds that, '*The diesel sprinter trains carry well over a million passengers every year*'. In describing a 'driver' experience package it adds that, 'Starting at Hellifield, you join the crews for this privileged ride along one of the most spectacular and testing main line routes in Great Britain.' The railway clearly has an international draw which contributes significantly to tourism and the local economy. This popularity is evidenced by the fact that the line has survived two attempts to close it; one in the 1960s and the 1980s, both of which caused local and national outrage. Due to public protest and a significant increase in passenger numbers, Government declared in 1989 that the line should stay open.
- 7.2.4 This success of the railway relies on both the spectacular scenery that the line passes through and the concept of the line as one that has conquered remote, difficult terrain which is as 'testing' for both trains and drivers as it was for the engineers that constructed it. A sense that the line travels through some of England's most beautiful and wild places is integral to most descriptions of the Settle to Carlisle railway and the line's landscape setting is therefore an intrinsic part of its special interest and its significance.
- 7.2.5 The Settle-Carlisle Railway Conservation Area is unique. It was designated in 1991 to conserve the character and appearance of the entire railway line and its associated structures from Settle to Carlisle. At 78 miles-long this is believed to be the longest Conservation Area in England. It crosses a number of local planning authorities including Craven District Council, the Yorkshire Dales National Park Authority, Eden District Council and Carlisle City Council. There are no other such Conservation Areas in England. Yet despite this the applicant's HIA states that the Settle-Carlisle Railway Conservation Area is only of 'medium significance'. It is not clear how this level of significance has been quantified relative to the significance of other designated heritage assets. As a unique Conservation Area encompassing a 'coherent and outstanding historic railway landscape of national significance' it would seem logical that the Settle-Carlisle Railway Conservation Officer should be considered to be of high significance.

- 7.2.6 Access to the railway line itself was not possible during the site visit for safety reasons but the photographs in Figs 9 and 10 below, taken from ‘The Edge’ and the bounds of Hellifield Station respectively, demonstrate the high-quality landscape that the railway line travels through as it leaves Hellifield station and travels around the application site towards Settle.



Fig 9 Rolling landscape through which the line travels from Hellifield towards Settle



Fig 10 High quality views from railway across application site significantly enhance setting of line defined in the SCR Conservation Appraisal as High Significant Fixed View 1 (HF1)

- 7.2.7 Craven District Council has produced a Conservation Area Appraisal of the section of the Conservation Area that it manages. It states that *‘the combination of the natural beauty and bold man-made structures still provides a drama for both rail passengers and people roaming the countryside. The collection of viaducts, bridges, stations, tunnels and other more humble structures constitute the best preserved Victorian mainline railway in the UK. Combined with the civil engineering of the line, the cuttings and embankments, the archaeology of construction and the **stupendous natural landscape**, the route forms a **coherent and outstanding historic railway landscape of national significance.**’*

- 7.2.8 The Settle-Carlisle Conservation Area Appraisal outlines the relationship between the conservation area and its landscape setting stating that, *“Moreover, because it passes through upland areas of the Pennines, the landscape context of the line has not changed greatly and the settlements that it passes through have not changed as significantly as in other parts of the country.”* It adds that *‘When the line is elevated,’* (as it is to the north of the application site), *‘or on the level, the long and close views from it out over the Aire Gap and the Yorkshire Dales National Park are excellent, and passengers can gain a very good understanding and enjoyment of this landscape.’*
- 7.2.9 The application site adjoins the Settle-Carlisle Railway Conservation Area (SCRCA) boundary which begins at Hellifield Station; the latter of which can be seen as the ‘gateway’ to the Conservation Area. The boundary incorporates the listed Passenger Waiting Room and the former Station Master’s House which is considered to be a non-designated heritage asset as well as the cutting in which the station is located, the embankment on which the railway line is constructed and an access bridge connecting the landscape to the north with the application site.
- 7.2.10 Given that Hellifield Station represents the beginning of the Conservation Area, the application site represents passengers’ first view south from both the railway line and its associated Conservation Area of the historic railway line’s landscape setting. This fact is totally ignored by the applicant’s HIA. In recognition of this important first impression of the railway’s landscape setting, the Conservation Area Appraisal describes the view from Hellifield Station (Fig 10 above) as a Highly significant fixed view (HF1) stating that, *‘The view from Hellifield Station is the beginning of the 76 mile Conservation Area, and illustrates for the first time on that journey how the railway and its landscape are interrelated.’* The Council’s designation of this view as being one of High Significance is also ignored by the applicant’s HIA.
- 7.2.11 Historic England’s response of November 2016 to Craven District Council does, however, highlight this stating that, *‘Key views from the Settle-Carlisle Railway Conservation Area are identified as looking west along the line from the Grade II listed station building and to the north from the train as it leaves the cutting in which the station is situated. **The area to the immediate south-west of the station is identified as making a strong contribution to the character of the Conservation Area. This is important to understand the railway in its landscape context.**’*
- 7.2.12 The Conservation Area Appraisal adds that, *‘There are no other major settlements that are visible from the Conservation Area here. The railway is a thread that joins other settlements historically, physically and by designation. In this way the Conservation Area is linked to Long Preston and its Conservation Area’.* Fig 11 below demonstrates how Station Road which is intrinsically connected to the Station and the Conservation Area defines the edge of the settlement of Hellifield. Arriving at the station and the Conservation Area from the A65, one is not particularly aware of the rest of the settlement. The Conservation Area has a rural character that currently extends to the station, which itself forms the gateway to the Conservation Area, specifically because there is no development beyond Station Road. This lack of development provides high quality views south-west from the station which the Conservation Area and Historic England have both highlighted above and enhances our understanding of the rural context of this scenic railway. It also reinforces the edge of

settlement/gateway character of the listed station and the associated non-designated heritage assets

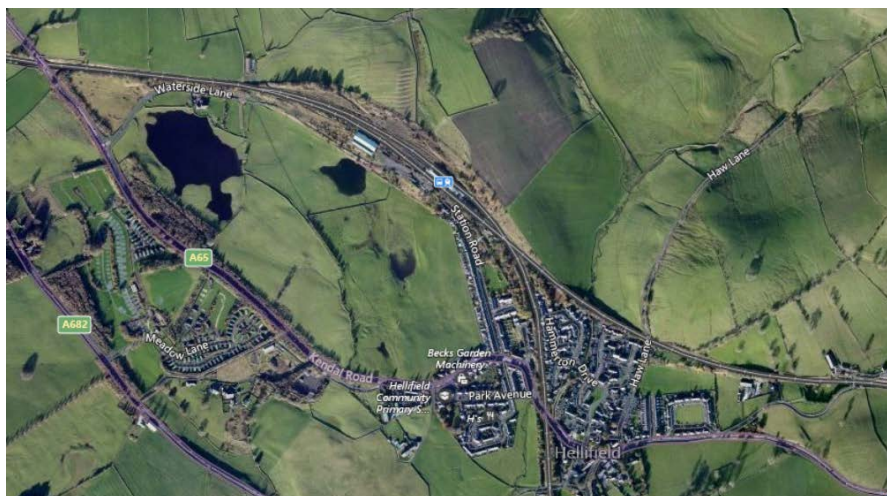


Fig 11 Aerial view showing Station Road as a clear western limit to Hellifield with undeveloped application site enhancing rural, ‘gateway’ character of Hellifield Station

7.2.13 The development of the application site would significantly erode what the Conservation Area Appraisal refers to as a Highly Significant View and which Historic England has identified as contributing towards the significance of the SCR Conservation Area. Not only would development destroy the immediate landscape setting but it would block views out from the station towards distant hills as the application states that the proposed development to the north of the site will rise 6.5 metres above the existing embankment. The photomontage submitted by the applicant below at Fig 12 is therefore totally misleading as it fails to demonstrate what the impact on the view from platform level will be with the proposed leisure centre which projects well above ground level conveniently ‘hidden’ behind the station building. This report strongly recommends that the Council should require the applicant to submit a photomontage of the views out from Hellifield Station.



Development will project 6.5m above embankment but is ‘hidden’ in this image by the Passenger Waiting Room

Fig 12 Misleading photomontage with leisure centre which will block ‘Highly Significant’ views from Hellifield Station and the SCR Conservation Area ‘hidden’ by station building

7.3 Hellifield Station

- 7.3.1 Hellifield Station is located to the north-west of the application site with clear inter-visibility between the station platform and the site. It is a Grade II listed building and highlighted within the Settle-Carlisle Railway Conservation Area Appraisal as being a 'Key Building'.
- 7.3.2 The name 'Hellifield' derives from the Anglo-Saxon word for holy marsh or stream; evidence of the historic importance of streams and wet ground, of the type found in the application site, to this area.
- 7.3.3 Stations along the Settle-Carlisle Railway follow one of three designs based on an established pattern of single storey structures with gabled pavilions. The slate roofs have special crested ridge tiles, and the walls are in a variety of local stone or brick. Spandrels decorate the gables, and tall chimneys complete the composition. A distinctive feature of the stations is the range of joinery elements. The windows of the two larger station sizes adopt a specific design of vertical sliding sash, whilst the small stations incorporate an ornate casement window with decorative margin panes. Throughout, the panelled doors have diagonal boards of varying dimensions. Some of the most distinctive features of the buildings are the broad overhanging eaves, the tabled verges and the two distinctive types of bargeboard which adorn them.
- 7.3.4 The station at Hellifield and Long Preston were the exception, however, as they were built to a non-standard design although these were still based on similar architectural principles. Sadly the wooden buildings at Long Preston were demolished in the early 1970s with only simple shelters now in existence at the station. This makes the Hellifield Station building unique along the line.
- 7.3.5 Modern Hellifield is a creation of the Midland Railway. A junction was formed with the arrival of the Lancashire and Yorkshire Railway across the Aire Gap from Carnforth. The station for this junction was opened in 1880 and was designed by the Midland's architect, Charles Trubshaw. It is celebrated for its extensive iron and glass canopies. The original engine and goods sheds have been demolished and it is the surviving passenger waiting room that is listed.
- 7.3.6 The station has a rural character reinforced by the wooded slopes of the cutting and embankments to both north and south, the grassy verges and sidings (Fig 13 below) and primarily the views southwest into the application site and towards the hills beyond (Figs 14, 15 and 16 below). The Conservation Area Appraisal states that, '*To the west...the unspoilt upland landscape makes a strong contribution to the character and appearance of the Conservation Area*' with the views out of the station identified as being of High Significance and recorded as High Significant Fixed View 1 (HF1).



Fig 13 Victorian architecture of Hellifield Station sits with a rural setting and acts as a ‘gateway’ to the Settle-Carlisle Railway Conservation Area



Fig 14 View south across application site towards Pendle Hill from Hellifield station



Fig 15 Lack of development, pastoral foreground and hills beyond combine to create beautiful, rural setting, enhanced by height of line and station



Fig 16 View south-west towards application site identified as High Significant Fixed View 1 (HF1)

7.3.7 All three views identified in Figs 14 to 16 will be totally blocked by the proposed development of the leisure centre which will extend 6.5 metres above the height of the embankment on which the railway line sits. This will significantly undermine the character of Hellifield Station as the 'gateway' to the scenic Settle-Carlisle Railway and its interest as a rural station which enabled this remote area to become connected to the rest of the UK. The leisure centre will sit to the south of the station. As such it will also block sunlight and views of the sky changing the airy, elevated character of the station by overshadowing it.

7.4 Non-Designated Heritage Assets

7.4.1 The Settle-Carlisle Conservation Area states that, *'The most distinctive and evocative element of the settlement of Hellifield is immediately outside the Conservation Area; the rows of railway cottages lining Station Road on the approach to the station. The street is dead straight, an urban form that is historically alien in the Dales and represents the arrival of the industrial world that the railway represents.'*

7.4.2 Modern Hellifield exists because of the Midland Railway. Prior to the arrival of the railway Hellifield was essentially part of the rural landscape. The first principal structures included the station, station master house and station cottages and the tension between the new industrialised development constructed along a dead-straight road and the surrounding historic field-scape is clearly visible in Fig 11 above. Although the settlement has grown over time, development has been to the east of Station Road and this visible meeting of worlds is still clearly visible and best appreciated from the application site. From here one has no awareness of the rest of the development within Hellifield and as such the application site enhances our understanding of the historic impact on the landscape of the arrival of both the railway and the associated housing.

7.4.3 The development of the application site would undermine views from the west towards the non-designated heritage assets and also undermine the existing visual and plan form tension between the historic, rural landscape setting of Hellifield and the non-designated heritage

assets listed above. It would further undermine our ability to understand the landscape impact of the arrival of the railway.

8 Design of Proposed Development

- 8.1 The Long Preston Conservation Area Appraisal cites a number of detractors that undermine the character of the Conservation Area. Of these, many will be perpetuated by the application. These include: • increased traffic levels • suburban road layouts • non-location specific design lacking local character • materials that do not reflect local distinctiveness such as timber chalets and sedum rooves • building designs that do not reflect the scale, proportions and massing of the existing historic environment • semi-urban layout of the buildings, often with staggered elevations around a cul-de-sac • use of hard tarmac surfacing .
- 8.2 The CAA states that, *'Without doubt, the main problem of the Long Preston Conservation Area is the A65 and the heavy traffic it brings along.'* The proposed development would exacerbate traffic issues with increased traffic flow from and to the west which would require traffic to travel through the heart of Long Preston Conservation Area.
- 8.3 The CAA concludes that, *'Some of the more recent change has been detrimental to Long Preston ... so any future proposals must be considered carefully.'*
- 8.4 The design of the scheme therefore fails the threshold requirements of Policy ENV3 as it fails to respond to the vernacular context; the proposals demonstrate no respect for the form of surrounding buildings in the density, scale, height or massing of the proposed structures; the proposals fail to reinforce the sense of place by maintaining good townscapes and fail to respond to local distinctiveness.
- 8.5 Fundamentally, however, the design of the leisure centre will project above the railway embankment to the rear of the site by 6.5m. This will block views into and across the site from Hellifield Station and the SCR Conservation Area (Fig 16 above) and towards these designated heritage assets from within the application site (Fig 17 below). This constitutes arrogant and poorly considered design that will fail to conserve the significance of designated heritage assets.



Fig 17 Views toward Hellifield Station and the SCR Conservation Area will be obscured

9 Contribution of Site to Significance of Relevant Heritage Assets

- 9.1 Historic England's Guidance on assessing significance, 'Conservation Principles', states that the significance of a heritage asset is defined by its constituent values including the value added by an asset's setting. It is these values that determine a site's relative sensitivity to development. Value can be Evidential, Historical, Aesthetic or Communal.
- 9.2 The fields incorporated within the application site have not been intensively farmed and the applicant's Archaeological and Cultural Heritage Desk Based Assessment identifies a number of buried archaeological remains within the site. It is therefore clear that there is potential for archaeological remains to survive within the site which may contribute Evidential value towards the significance of the relevant heritage assets.
- 9.3 The significance of the relevant heritage assets is primarily formed from Historical Illustrative value. The listed station, non-designated heritage assets associated with this and both Conservation Areas all connect people and activities of the past with the present. The relevant heritage assets also visibly illustrate a range of distinctive architectural styles, building techniques, engineering works and socio-economic factors and, through these, all illustrate both the intentions of their creators and how previous generations existed. This Illustrative value helps aid our interpretation of the past by acting as a tangible link with, and providing insights into, past communities and their activities.
- 9.4 This Historical Illustrative Value is reinforced by views north across the site towards the railway embankment and access bridge. From this vantage point the level of engineering required to carry the railway line west from Hellifield station towards Settle whilst retaining access underneath the line is best appreciated. Historical Illustrative Value is also reinforced by views of the 'dead straight' Station Road and contrast with the historic field-scape to the west which illustrates the impact that the arrival of the railway had on the landscape.
- 9.5 Hellifield Station and the Settle to Carlisle railway contain Historical Associative value through their association with the Midlands Railway Company and the architects J H Sanders and Charles Trubshaw.
- 9.6 Hellifield Station contains Aesthetic Design Value as it was specifically designed with consideration for the visual impact of the structure's appearance and not just with function in mind.
- 9.7 Part of the significance of each heritage asset is also formed from Aesthetic Fortuitous Value which is derived from the incidental, visual interaction of each asset with its immediate and wider landscape setting. Some of the views highlighted in this assessment qualify under paragraph 11 of Historic England's Advice in Planning Note 3: The Setting of Heritage Assets as '*views which contribute more to understanding the significance of a heritage asset*'. These include views with cultural associations, including landscapes known historically for their picturesque and landscape beauty such as views south and west across the application site from the railway line and station towards the site and Pendle Hill beyond. These views also reinforce our understanding of the rural location of the relevant heritage assets and the feat of engineering the Settle-Carlisle Railway represents in its domination of this high, rural

landscape. The applicant's HIA agrees that the station's rural context contributes to the station's significance.

- 9.8 The contribution the application sites make towards the significance of the relevant heritage assets is therefore through low Evidential Value, medium Historical Illustrative value and strong Aesthetic Fortuitous Value through the provision of Group Value and unplanned but fortuitously charming views. Development of the site will destroy Evidential value, undermine Historical Illustrative Value and destroy the Aesthetic Fortuitous Value which combine to contribute towards the significance of the relevant heritage assets.

10 Potential for Mitigation of Harm

- 10.1 The application cites the development as an economic driver and states that sacrificing the application site to bring tourists to the area is sufficient to justify the harm caused to the relevant heritage assets. By eroding the high-quality views out of both Hellifield Station and the Settle-Carlisle railway line and therefore harming the setting of these assets it is argued that the application will undermine the special interest and therefore the attraction of visiting these sites.
- 10.2 The applicant also states that views into the site of the proposed development will be minimised by existing tree screening which will be augmented. The site was visited in early September when the trees were still in full leaf. When driving along the A65 it was still possible to see into the site, all along this boundary, through gaps in the trees. Indigenous trees are only in leaf in England for six months of the year so, for the rest of the year, when the leaves have fallen, the screening will be even less successful. Views of the development will still be afforded from rights of way that pass through the Long Preston Conservation Area and the remainder of the application site, from the railway line and from private land. Nothing can mitigate the obliterated view and loss of light that will ensure at Hellifield Station through the construction of the proposed leisure centre.
- 10.3 In addition to unnatural bands of tree screening, the applicant proposes to use man-made bunds to screen parts of the development which have been demonstrated at Section 6 to cause harm to the setting of designated and non-designated heritage assets.

11 Conclusion

- 11.1 Given the contents of Historic England's letter to Craven District Council on 30 November 2016 highlighting the importance of the site to the settings of Hellifield Station and both Long Preston and the Settle-Carlisle Railway Conservation Areas, it is difficult to understand why Historic England has not objected to the proposed scheme.
- 11.2 It is true that, due to the unusual length of the Conservation Area, the application site represents a small percentage of the overall setting of the SCR Conservation Area, but it is an incredibly important part as it provides the first views of the iconic landscape setting of this historic railway line, considered by the Council to be of 'High Significance'. As a static view appreciated from the first station along the line it also has higher impact than views which are only fleetingly appreciated from a carriage moving at high speed. This combined with the

fact that the view is appreciated from the platform of the Passenger Waiting Room, itself a listed building and a 'Key Building' within the SCR Conservation Area makes the site far more important in its contribution to the relevant heritage assets' significance than the site's scale in relation to the overall length of the railway might initially suggest.

- 11.3 It is clear from the proposals that the application will cause harm to the significance of numerous heritage assets through the irreversible destruction of high-quality natural landscape and habitat which forms part of their setting. Further harm will be caused by the construction of poorly considered man-made structures, be these bunds or buildings, that will block views across the application site which currently contribute to the significance of these heritage assets.
- 11.4 Section 68 (1) of The Planning (listed Buildings and Conservation Areas Act) 1990 confers a duty on Local Planning Authorities, in considering whether to grant planning permission for development which affects a listed or its setting to *'have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'*. The NPPF requires Councils to give *'great weight...to the asset's conservation'*. Given the duty conferred by the Act and the requirements of the NPPF, this report fails to see how the Council can approve the application which forms the subject of this assessment.
- 11.5 The NPPF states that great weight should be given to an asset's conservation even where the harm caused would be less than substantial. Where applications will lead to less than substantial harm to the significance of a designated heritage asset the NPPF states that this harm should be weighed against the public benefits of the proposal. It is not considered that the proposed benefits put forward by the applicant are sufficient to offset or justify the harm that will ensue. This view is supported by the findings of the inspector in relation to Gallaber Caravan Site for a very similar application on a nearby, less sensitive site. He states, *'There would be no such compensating public benefit in this case. Any economic benefit in terms of job creation and spending in the area would be offset by the adverse effect on the area's overall attraction to visitors as an environment of high quality, and consequently on the wider tourism industry'*.
- 11.6 In light of the above, this report considers that development of the proposed site should be resisted given the resultant direct harm to the designated heritage asset of Long Preston Conservation Area and the indirect harm that will be caused to the setting of the relevant heritage assets that this report identifies. On the basis of the direct and indirect harm that will be caused to numerous heritage assets by the proposed schemes this report recommends that application 42/2016/17496 should be refused and that future applications for the development of the site should be firmly resisted.



Sources

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Appendix 1: List Descriptions

HELLIFIELD STATION ROAD SD 85 NE (east side) 8/12 Hellifield Station, 7.4.77 main passenger building

- II

Main passenger building, c1880 for Midland Railway. Hammer-dressed stone, ashlar dressings, slate roof. Station is set on an island platform approached by an underground passage from station yard. 2 storeys, 18 bays. 5 entrances on each side have moulded surrounds with fluted consoles to lintels of 2 northernmost passageways. Tall windows have deeply splayed cills; moulded panels. All windows and most entrances are now boarded. 5 bay upper floor: 4 dormers to east, 3 to west; bargeboards. 6 ridge stacks. C20 plank extension to north and separate plank extension to south. Endorsed by extensive cast iron and glazed canopy: 12 bays on east, 11 bays on west. Elaborate columns, high pedestals flutes, pronounced entasis and eclectic capitals. Cast iron brackets and ornamental spandrels incorporate the Midland Wyvern symbol, MR logo and elaborate foliage. Interior not accessible. Late-C19 cast iron weighbridge on platform at south end of station buildings embossed MR and RD KITCHIN WARRINGTON. Cast iron railings to ramp up to platform. White ceramic tiles to underground passage: wrought iron entrance gates.

