

APPLICATION NO	PA/2017/840
APPLICANT	Mr Oliver Hart
DEVELOPMENT	Planning permission for change of use from a former RAF/USAAF building to a live/work unit
LOCATION	Dollmax, College Road, Goxhill, DN9 7LP
PARISH	Goxhill
WARD	Ferry
CASE OFFICER	Scott Jackson

SUMMARY RECOMMENDATION **Refuse permission**

REASONS FOR REFERENCE TO COMMITTEE Member 'call in' (Cllr Peter Clark – importance of the building)

POLICIES

National Planning Policy Framework: Paragraph 14 states that at the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

Paragraph 35 states that plans should protect and exploit opportunities for the use of sustainable transport modes for the movement of goods or people. Therefore developments should be located and designed, where practical, to give priority to pedestrian and cycle movements, and have access to high quality public transport facilities.

At paragraph 37 it states that planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities.

Paragraph 49 of Core Planning Principle 6 states that housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.

Paragraph 64 states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

Paragraph 135 states 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 affect directly or indirectly 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.

Paragraphs 15, 47, 50, 55, 56, 60, 61 and 99 to 103 also apply.

North Lincolnshire Local Plan: Policies DS1, DS16, RD2, RD9 H5, H8, T1, T2 and T19 apply.

North Lincolnshire Core Strategy: Policies CS1, CS2, CS3, CS5, CS7, CS8 and CS19 apply.

CONSULTATIONS

Highways: No objection. Recommend three conditions and an informative in relation to works within the highway.

Historic Environment Record: The former RAF/USAAF building is a non-designated heritage asset of historical and communal value that contributes to the character, setting and legibility of the WWII airfield. The building is roofless and little remains of the original building; what does survive is in a poor state of repair. No objection to these proposals subject to conditions securing a programme of historic building recording in advance of development commencing on any planning permission that may be granted.

LLFA Drainage: No objection. Recommend an informative that ordinary watercourse consents must be granted for all new connections into and build over existing watercourses prior to works commencing.

Environmental Health: Following receipt of a phase 1 desk study, comments received that the report recommends a site investigation, including ground gas monitoring, is required. The report puts forward outline proposals for investigation, however these are not conclusive. Recommend conditions in respect of contaminated land investigation and that the use of the light industrial unit is tied to the occupation of the dwelling.

North East Lindsey Drainage Board: No objection. Comments made in relation to the suitability of soakaways as a means of surface water disposal. Where surface water is proposed to a main sewer the relevant bodies must be contacted to ensure there is capacity and that any discharge into a water course will require consent from the board.

Environment Agency: No objection to the proposed change of use.

Environment Team (Ecology): No objection. No ecological surveys are required. Recommend a landscaping condition.

Conservation Officer: Supports the application. The form of the building, the outer walls and the window positions are intact. Therefore, once it is re-roofed and rendered in a similar finish to the original, with windows matching other remaining RAF buildings, it will be back to its original form. Its importance is its group value and its contribution to the unique landscape around Goxhill. The remnants of Goxhill airfield and its buildings are physical evidence of an important part of the nation's history and that of the local area. Goxhill and Kirton were the main WWII bases locally.

What is interesting about Goxhill is the dispersal sites scattered around the village which give it a unique landscape and morphology. It represents an important part of social history and these buildings are the physical remnants of that period.

PARISH COUNCIL

No objection.

PUBLICITY

A site notice has been displayed. One letter of support has been received making the following comments:

- It is important to preserve this building due to its links with the former RAF base at Goxhill.
- It will preserve the past.

ASSESSMENT

The application site consists of a former RAF building which is located to the south-west of Goxhill and to the south-east of Barrow upon Humber, on land designated as countryside. The site has two existing vehicular accesses from College Road to the south and is bordered by a metal palisade fence and gates to its southern boundary. The household recycling centre is located directly to the south-west of the site and there is a line of hedgerows along the northern, eastern and western boundaries of the site. There is a former USAAF office building on the site which is in a bad state of visual repair, it has no roof and the openings have been blocked up with blockwork. It is proposed to reinstate the various features to the building to enable it to be used as a live/work unit.

The main issues in the determination of this planning application are the principle of development (incorporating impact on the character and appearance of the countryside) and flood risk.

Principle

Due to its location outside of any defined development boundary, the application site is considered, in planning policy terms, to be in the open countryside. The live/work unit is proposed approximately 790 metres to the south-west of the Goxhill settlement boundary. The supporting statement submitted with the planning application states that the building and its history will be lost if a change of use application is not permitted and that the building is structurally sound. In addition it is proposed to utilise 50% of the building for the applicant's business which is associated with vehicle repair/maintenance and a small plant hire business. The statement puts forward a number of other applications/ developments in the vicinity of Goxhill that are considered pertinent to the proposal and which involved the change of use of former RAF/USAAF buildings to a number of uses, including those of a residential nature.

Policy RD2 of the North Lincolnshire Local Plan sets out the type of development that is appropriate outside of development boundaries and the criteria against which all applications in the countryside will be assessed. Policy RD2 only supports residential development in the countryside where it is to meet some essential countryside need, such as farm workers' dwellings. Policy CS3 of the Core Strategy also restricts development in the countryside to that which is essential to the functioning of the countryside. The proposed development is contrary to these policies as it is for a new dwelling and

associated work unit which is not essential to the functioning of the countryside, or any rural business, nor does it meet any special need such as providing affordable housing.

It is recognised in the National Planning Policy Framework (at paragraph 28) that to promote a strong rural economy local and neighbourhood plans should support the sustainable growth of all types of business and enterprise in rural areas, both through the conversion of existing buildings and well-designed new buildings. However, the NPPF, at paragraph 55, states that local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances such as the essential need for a rural worker to live permanently at or near their place of work in the countryside. This is a proposal for a business to be located on agricultural land in the open countryside. The applicant has not adopted a site selection approach, considering existing commercial units within the area which could adequately serve their business needs and which would allow them to continue serving the local area. At the time of writing this report it is not known whether there are commercial properties available for rent in the local area (including Goxhill) which could be utilised to serve the business. The applicant could reasonably live close to any available commercial properties (they currently reside in Goxhill), whilst still developing their business. It is considered that a business park or industrial site location may be more appropriate should the business expand and to accommodate the type of business being proposed by the applicant as part of the live/work unit (vehicle repair and plant hire).

There is a need to consider the business proposals being presented here, particularly in relation to whether it constitutes employment-related development appropriate to the open countryside. The applicant currently resides in Goxhill, however the location and scale of the applicant's existing business is not provided with the planning application. The nature of the business is that it can be accommodated within defined settlement boundaries (i.e. repair workshop and storage for plant hire) within a defined industrial estate or commercial property. The supporting statement alludes to the fact that the proposal to incorporate a mixed use will secure the reinstatement of this building, it will allow the applicant's business to grow, it will reduce the need for the applicant to travel (sustainability) and will ensure an on-site presence for security purposes. Whilst the potential benefits of the scheme for a live/work unit in this location are acknowledged, the fact remains that the business is not considered to be suitable outside of the development boundary, particularly as it doesn't constitute employment-related development appropriate to the open countryside. Consequently the proposed development is considered to be contrary to the provisions of policy RD2 (Development in the Open Countryside) of the North Lincolnshire Local Plan as it is not employment-related development appropriate to the open countryside and CS3 (Development Limits) of the Core Strategy as it isn't essential to the functioning of the countryside.

Whilst it is acknowledged that the proposal will result in the reinstatement of a building to accommodate a mix of residential and business uses in the countryside (and which has an historical association with the RAF/USAAF), it is considered that the building is of limited architectural merit and is not capable of conversion without major alteration and that no structural survey has been put forward with the planning application to substantiate whether the building is physically capable of being converted. This is a non-designated heritage asset which needs to be considered in the context of paragraph 135 of the NPPF. Whilst the historic association of this building with the air force is noted, it is considered that the condition of the building is such that it is in a clear state of visual disrepair and little remains of the original building itself. When the significance of this non-designated heritage asset is balanced against the scale of work required to reinstate the building to something

resembling its previous form, appearance and design (as presented in this planning application), it is considered that the building is not capable of conversion without major alteration and thus is contrary to policy RD9 of the North Lincolnshire Local Plan.

It is acknowledged that the proposals presented in this planning application will result in the remains of this building being reinstated to reflect its previous form, appearance and scale. This, in turn, would result in the reinstatement of a building which would have an improved appearance and which would not be out of keeping with the street scene or result in an alien or discordant building in the rural landscape. However, as stated in the previous paragraph of this report, this building is in a shell condition and is not capable of conversion to residential and commercial use without major alteration.

Flood risk

The site is located within flood zone 2/3a as set out in the North Lincolnshire Strategic Flood Risk Assessment or SFRA; this is the highest level of flood risk. The design and access statement submitted with the planning application incorporates a brief section on flood risk. This section has consulted the Environment Agency flood maps to determine the extent of flood risk from both tidal and surface water and concludes that the ground floor of the site is 0.8 metres above the datum for College Road and the site is at a level of 1.5 metres above the height of the nearby watercourse. The flood risk section of the supporting statement has failed to take into account the flood risk information held within the North Lincolnshire SFRA and as such is not considered to form a sound basis on which to accurately assess the potential for flood risk from/to the proposed development. Furthermore it is considered that the existing building is more akin to a shell and therefore doesn't constitute a change of use application from a RAF/USAAF building to a live/work unit in this case; the potential for flood risk arising from a change of use to a more vulnerable use in flood risk terms cannot, therefore, be assessed.

RECOMMENDATION Refuse permission for the following reasons:

1.

The building, in the opinion of the local planning authority, is not capable of conversion to a live/work unit without major alteration whereby the remaining character and historical form of the building would be lost. In addition, the applicant has failed to submit a structural survey to demonstrate whether the building is capable of conversion without major alteration. The proposals are therefore contrary to policy RD9 of the North Lincolnshire Local Plan.

2.

The application site lies outside the defined settlement boundary for Goxhill and, in planning policy terms, is therefore located in the open countryside. It is considered that the proposed dwelling and business is not linked to agriculture, forestry or tourism. In addition, it has not been demonstrated that the business cannot be accommodated within defined settlement limits or that the dwelling is required for a rural worker to live at or near their place of work in the countryside. The proposal is therefore contrary to policies RD2 of the North Lincolnshire Local Plan, CS2 and CS3 of the North Lincolnshire Core Strategy and paragraph 55 of the National Planning Policy Framework.

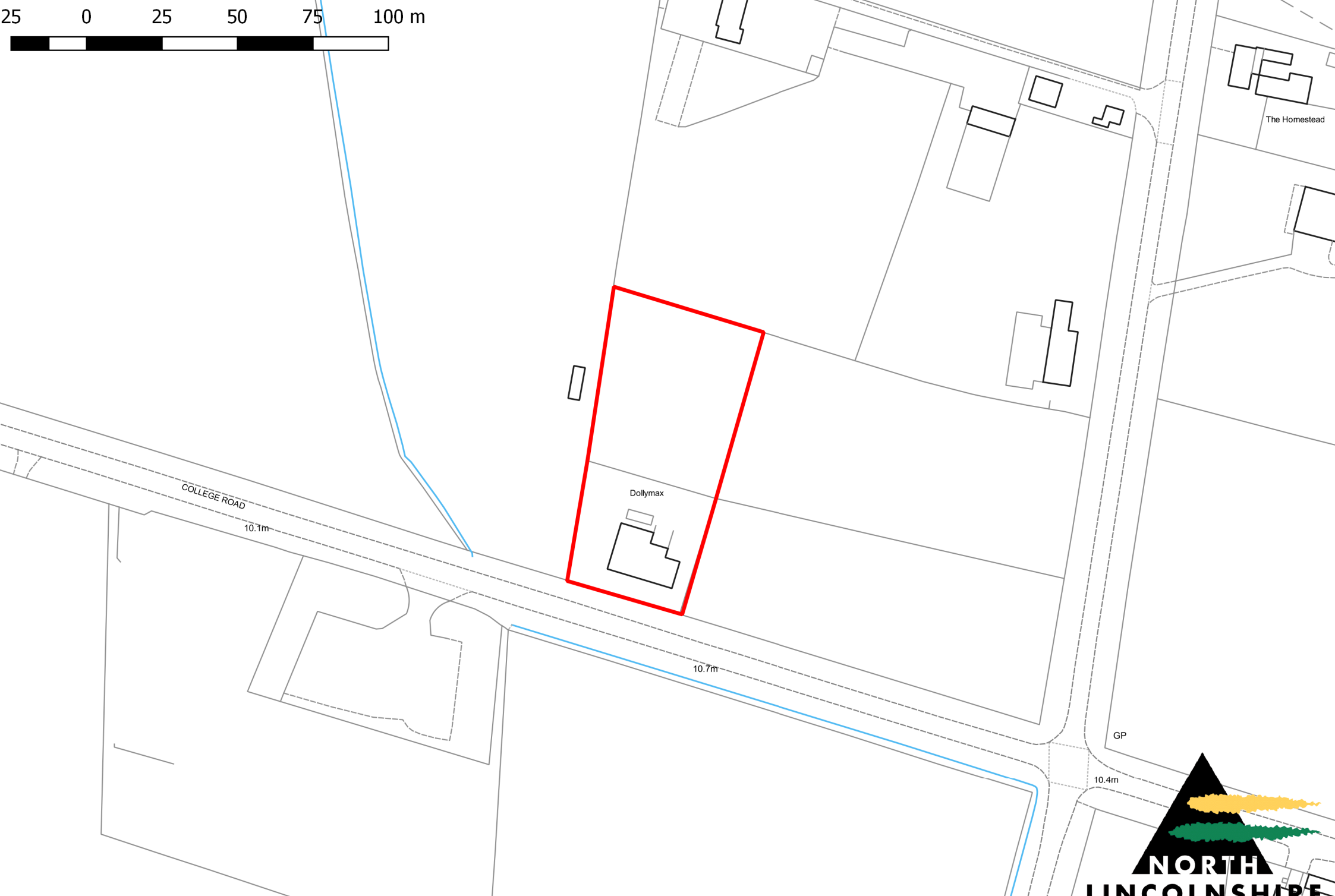
3.

The site is located within flood zone 2/3a of the North Lincolnshire Strategic Flood Risk Assessment. The submitted Flood Risk Assessment does not comply with the North

Lincolnshire SFRA and does not form a basis on which to accurately assess flood risk. The proposals are therefore considered contrary to policies DS16 of the North Lincolnshire Local Plan, CS19 of the North Lincolnshire Core Strategy and guidance in the National Planning Policy Framework.

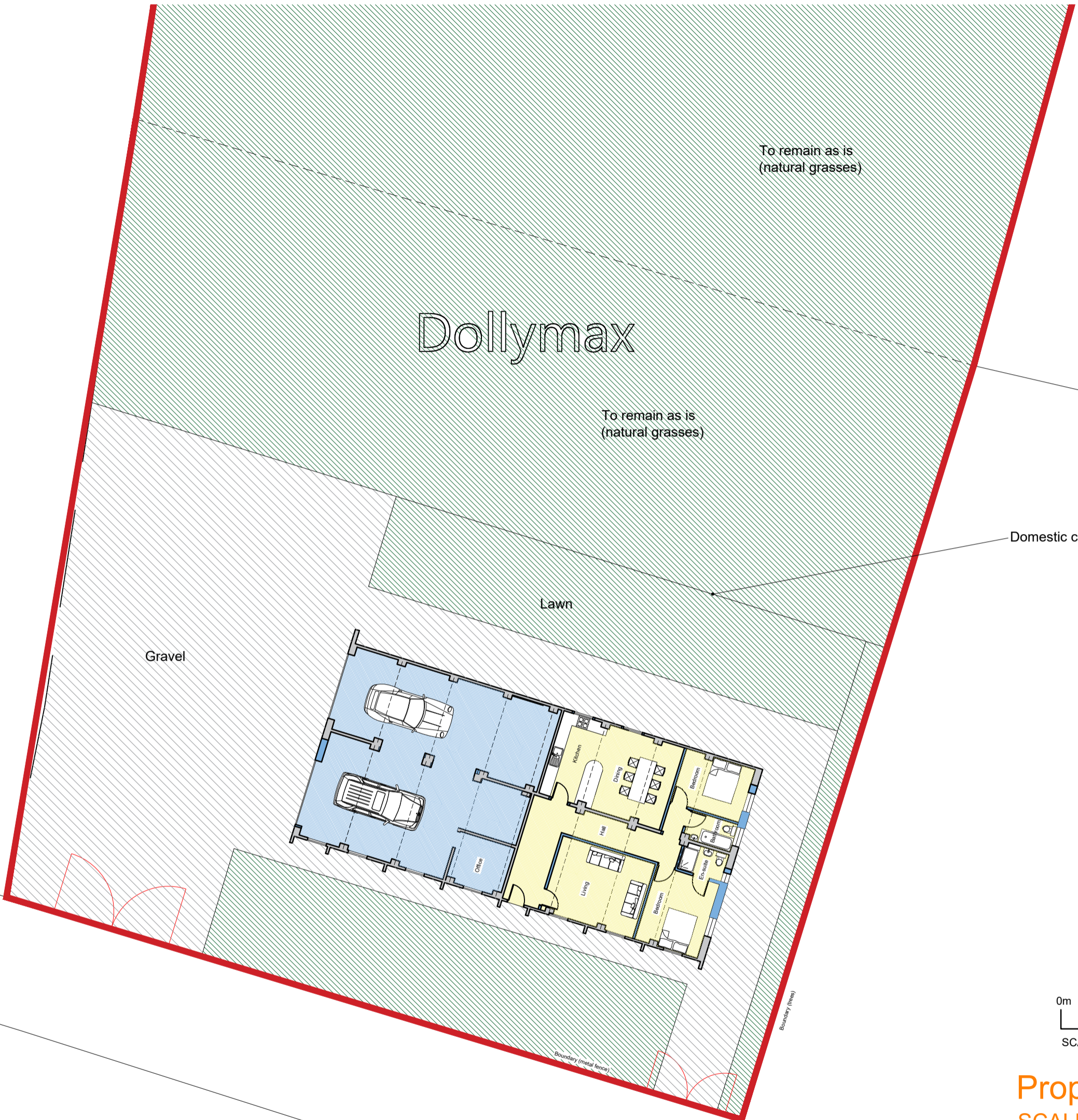
Informative

In determining this application, the council, as local planning authority, has taken account of the guidance in paragraphs 186 and 187 of the National Planning Policy Framework in order to seek to secure sustainable development that improves the economic, social and environmental conditions of the area.



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Dollymax

To remain as is
(natural grasses)

To remain as is
(natural grasses)

Domestic curtilage

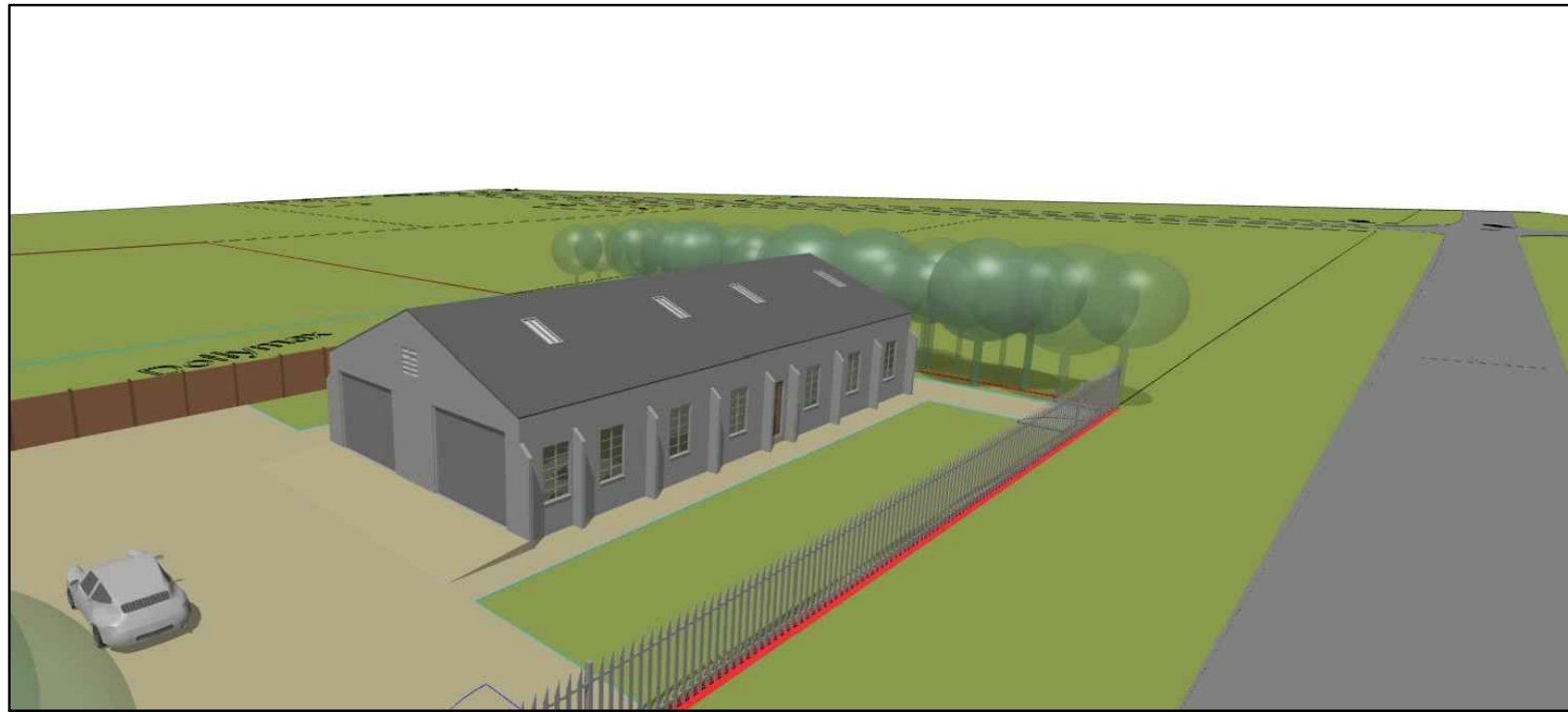
Lawn

Gravel



Proposed Site Plan
SCALE 1:200





PROPOSED IMAGE 1



PROPOSED IMAGE 2