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| APPLICATION NO | PA/2017/1013 |
| APPLICANT | Mr W Stead |
| DEVELOPMENT | Planning permission to erect a farm manager's dwelling in connection with Alpaca farm |
| LOCATION | Surrey Lodge, Alpaca Farm, Sandtoft Road, Epworth, DN9 1EW |
| PARISH | Epworth |
| WARD | Axholme Central |
| CASE OFFICER | Tanya Coggon |
| SUMMARY RECOMMENDATION | Grant permission subject to conditions |
| REASONS FOR REFERENCE TO COMMITTEE | Objection by Epworth Town Council |

POLICIES

National Planning Policy Framework: Paragraph 7 states that there are three dimensions to sustainable development: economic, social and environmental.

Paragraph 11 states that planning law requires applications for planning permission to be determined in accordance with the development plan unless material considerations indicate otherwise.

Paragraph 14 states that at the heart of the National Planning Policy Framework 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 28 states that planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development.

Paragraph 49 states that housing applications should be considered in the context of the presumption in favour of sustainable development.

Paragraph 55 states that to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby. 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.

Paragraph 56 states that the Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

Paragraph 57 states that it is important to plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes.

Paragraph 60 states that planning policies and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness.

Paragraph 100 states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere.

Paragraph 101 states that the aim of the Sequential Test is to steer new development to areas with the lowest probability of flooding. Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding. The Strategic Flood Risk Assessment will provide the basis for applying this test. A sequential approach should be used in areas known to be at risk from any form of flooding.

Paragraph 102 states that if, following application of the Sequential Test, it is not possible, consistent with wider sustainability objectives, for the development to be located in zones with a lower probability of flooding, the Exception Test can be applied if appropriate. For the Exception Test to be passed it must be demonstrated that the development provides wider sustainability benefits to the community that outweigh flood risk, informed by a Strategic Flood Risk Assessment where one has been prepared, and a site-specific flood risk assessment must demonstrate that the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall. Both elements of the test will have to be passed for development to be allocated or permitted.

Paragraph 103 states that when determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere and only consider development appropriate in areas at risk of flooding where, informed by a site-specific flood risk assessment following the Sequential Test, and if required the Exception Test, it can be demonstrated that within the site the most vulnerable development is located in areas of lowest flood risk unless there are overriding reasons to prefer a different location; and development is appropriately flood resilient and resistant, including safe access and escape routes where required, and that any residual risk can be safely managed, including by emergency planning; and it gives priority to the use of sustainable drainage systems.

North Lincolnshire Local Plan:

DS1 (General Requirements)

RD2 (Development in the Open Countryside)

T2 (Access to Development)

DS16 (Flood Risk)

North Lincolnshire Core Strategy:

CS1 (Spatial Strategy for North Lincolnshire)

CS2 (Delivering More Sustainable Development)

CS3 (Development Limits)

CS5 (Delivering Quality Design in North Lincolnshire)

CS7 (Overall Housing Provision)

CS8 (Spatial Distribution of Housing Sites)

CS19 (Flood Risk)

CONSULTATIONS

Highways: No objection subject to conditions.

Environment Agency: No objection subject to conditions.

Environmental Health: No objection subject to conditions.

TOWN COUNCIL

Object as the development is in the open countryside and the development is inconsistent with the description of a farm manager's dwelling; however, if granted, a condition of agricultural tie connected to the current business should be included.

PUBLICITY

Advertised by site and press notice. No responses have been received.

ASSESSMENT

The proposal and relevant planning history

The proposal is for the erection of a farm manager's dwelling in connection with the existing Alpaca farm located on the site. The site is located within the open countryside. The site is located within Flood Zone 2/3a (fluvial) and is therefore at high risk of flooding. The dwelling will be occupied by the applicant. A detailed justification for a dwelling on this site has been submitted by the applicant along with accounts setting out the financial assessment of the enterprise. The proposed dwelling will be located adjacent to an existing farm building and next to fields where the alpacas are located. The dwelling will be set well back from the road. The dwelling comprises a three-bedroom property with an office on the first floor. On the ground floor are proposed a lounge, kitchen, changing room, store room and staff kitchen/welfare room. In terms of elevations, the proposed dwelling will have two gables on the front and rear elevation and a porch on the front elevation. The dwelling is a rural-style dwelling, of similar characteristics to other new build properties located within the Isle of Axholme.

Planning permission was granted on 30 September 2016 for a temporary worker's dwelling on the site for three years (PA/2016/955). This has been installed on the site. It was

demonstrated to the council at that time that there was a functional need for the applicant to reside on the site in order to attend to the needs of the enterprise.

The main issues associated with the proposal are whether the principle of the development is acceptable, and if so, whether the proposal is acceptable in terms of impact on the highway, impact on the flood plain, impact on the amenity of the locality and impact on the amenity of neighbours.

The principle of the development

In terms of the principle of the development, the site is located within the open countryside where residential development is strictly controlled. Paragraph 55 of the National Planning Policy Framework (NPPF) advises that local planning authorities should avoid new isolated houses in the open 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. In this case, there is a need for a rural worker to live on the site to tend to the breeding of the alpacas. This need was also demonstrated within planning application PA/2016/955 where permission was granted for a temporary rural worker's dwelling. Policies CS2, CS3 and CS8 of the Core Strategy and policy RD2 of the North Lincolnshire Local Plan also permit residential development in the open countryside if it is related to agriculture or meets a special need associated with the open countryside.

It has been demonstrated through this application and application PA/2016/955 that there is a functional need for a rural worker to live on the site in order to breed alpacas for sale and for the sale of their fleeces. The number of alpacas on the site ranges from 20 to 44 and their young require an on-site presence at all times. In terms of the financial viability of the business, it has been trading for over three years. The accounts submitted for years one and two did not show that the business was producing a profit to support a full-time wage. However, year three (2017) of the submitted accounts has shown a profit in excess of £15,000 that would support the wage of a full-time worker. The applicant was asked to provide further evidence of the financial viability of the business. Accounts for a further six months (May to November 2017) and a financial projection for 2017–2018 have been submitted by the applicant. The accounts information shows the business increased in profit for the further six months in 2017 and the financial projection for 2017–2018 also shows a continued increase in profit. The information does suggest that the business is financially sound and can support the wage of an agricultural worker. The proposal, in principle, therefore accords with guidance in the NPPF, policies CS2, CS3 and CS8 of the Core Strategy and policy RD2 of the North Lincolnshire Local Plan.

Impact on the highway

The site will be accessed from the existing access on Sandtoft Road which serves the enterprise and the existing temporary dwelling. No objections have been received from the council's Highways team subject to conditions which will be imposed on any grant of planning permission. The proposal therefore accords with policies T2 and DS1 of the North Lincolnshire Local Plan.

Flood risk

In terms of flood risk, the site is located in Flood Zone 2/3a (fluvial) and is therefore at high risk of flooding. A Flood Risk Assessment has been submitted by the applicant and has been amended a number of times in order to meet the requirements of the Environment

Agency. The Environment Agency raises no objections to the latest Flood Risk Assessment subject to conditions which will be imposed on any grant of planning permission. However, in accordance with the NPPF, policy CS19 of the Core Strategy and policy DS16 of the North Lincolnshire Local Plan, the sequential and exceptions test must be passed in relation to this development. In terms of the sequential test, the dwelling has to be located on this site in order for the applicant to reside on the site to meet the needs of the enterprise. There are no dwellings in the vicinity located in a lower flood risk zone. The sequential test is therefore passed. In terms of the exceptions test, the submitted Flood Risk Assessment demonstrates that the development will be safe for its lifetime. The erection of a dwelling on the site for a farm worker does have wide sustainability benefits to the community that outweighs the flood risk as the dwelling will allow a rural worker to be employed on the site to meet the needs of the agricultural enterprise and will allow the continuation of the enterprise for the breeding of alpacas and production of the fleeces for future generations. The proposal, subject to conditions, accords with guidance in the NPPF, policy CS19 of the Core Strategy and policy DS16 of the North Lincolnshire Local Plan.

Impact on the amenity of the locality

In terms of impact on the amenity of the locality, the dwelling will be visible in the landscape. However, it is set well back from Sandtoft Road and has been sited adjacent to existing buildings on the site. The design of the building is similar to other new build properties located along Sandtoft Road and in the vicinity of the site. As a result, the dwelling is considered to be in character with this rural area of the Isle of Axholme. The proposal therefore accords with policy CS5 of the Core strategy, and policies RD2 and DS1 of the North Lincolnshire Local Plan.

Impact on the amenity of neighbours

In terms of neighbours, the site is fairly isolated and is located over 40 metres from the nearest residential dwelling. Although the dwelling will be visible from the neighbouring property, no demonstrable loss of residential amenity will be caused. The proposal therefore accords with policy CS5 of the Core Strategy, and policies RD2 and DS1 of the North Lincolnshire Local Plan.

RECOMMENDATION Grant permission subject to the following conditions:

1.
The development must be begun before the expiration of three years from the date of this permission.

Reason

To comply with section 91 of the Town and Country Planning Act 1990.

2.
The development hereby permitted shall be carried out in accordance with the following approved plans: 1, 2 and floor plans.

Reason

For the avoidance of doubt and in the interests of proper planning.

3.

The dwelling shall not be occupied until the vehicular access to it and the vehicle parking space(s) serving it have been completed and, once provided, the parking space(s) shall thereafter be so retained.

Reason

In the interests of highway safety and to comply with policies T2 and T19 of the North Lincolnshire Local Plan.

4.

The occupation of the dwelling shall be limited to a person solely or mainly working, or last working, in the locality in agriculture or in forestry, or a widow or widower of such a person, and to any resident dependants.

Reason

To ensure that the dwelling remains available to meet the needs of the enterprise as permission is only granted in light of the special justification for the accommodation, in accordance with paragraph 55 of the National Planning Policy Framework, policies CS3 and CS8 of the Core Strategy, and policy RD2 of the North Lincolnshire Local Plan.

5.

Once the approved dwelling is occupied, the temporary dwelling installed on the site under planning permission PA/2016/955 shall be removed from the site permanently.

Reason

In order to prevent an additional dwelling on the site which is located within the open countryside where residential development is strictly controlled within policies CS3 and CS8 of the Core Strategy, and policy RD2 of the North Lincolnshire Local Plan.

6.

No development shall take place until details have been submitted to and approved in writing by the local planning authority of the make, type and colour of all external facing materials for the development and only the approved materials shall be used.

Reason

To ensure that the building is in keeping with its surroundings in the interests of visual amenity, in accordance with policy DS1 of the North Lincolnshire Local Plan.

7.

The development permitted by this planning permission shall be carried out in accordance with the approved Flood Risk Assessment reference LDA/FRA/1027/01, dated 18 October 2017, and shall include the following mitigation measures:

- finished floor levels set no lower than 4.1 metres above Ordnance Datum (AOD)
- additional flood protection measures to 4.4 metres AOD if the finished floor level is lower than this.

The mitigation measures shall be fully implemented prior to occupation and shall subsequently remain in place.

Reason

To reduce the risk of flooding to the proposed development and future occupants in accordance with policy CS19 of the North Lincolnshire Core Strategy and policy DS16 of the North Lincolnshire Local Plan.

8.

Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that order with or without modification), no buildings shall be erected on the site, nor any extensions added or alterations carried out to the approved dwelling, other than those expressly authorised by this permission.

Reason

In order to regulate and control development on the site which is located within the open countryside, in accordance with policies CS3 of the North Lincolnshire Core Strategy and RD2 of the North Lincolnshire Local Plan.

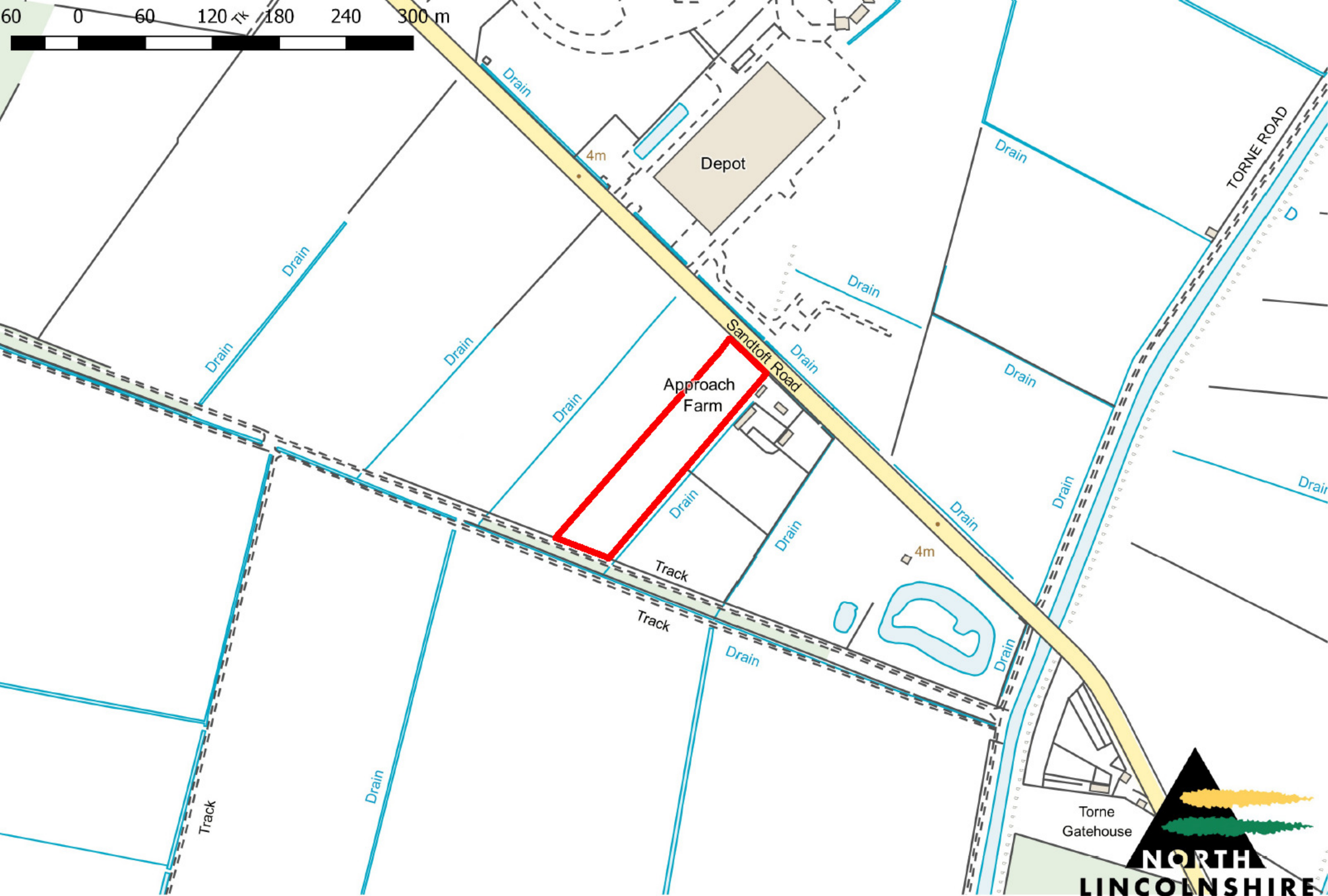
Informative 1

The development hereby granted planning permission requires works to be carried out within the limits of the adopted (public) highway. Therefore:

- before ANY construction works take place within the limits of the highway you **MUST** contact the highway authority on telephone number 01724 297000 to arrange for the relevant permissions/licenses to be issued;
- before ANY service (utility) connections take place within the limits of the highway you **MUST** contact the highway authority on telephone number 01724 297319 to arrange for the relevant permissions/licenses to be issued.

Informative 2

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.



PA/2017/1013

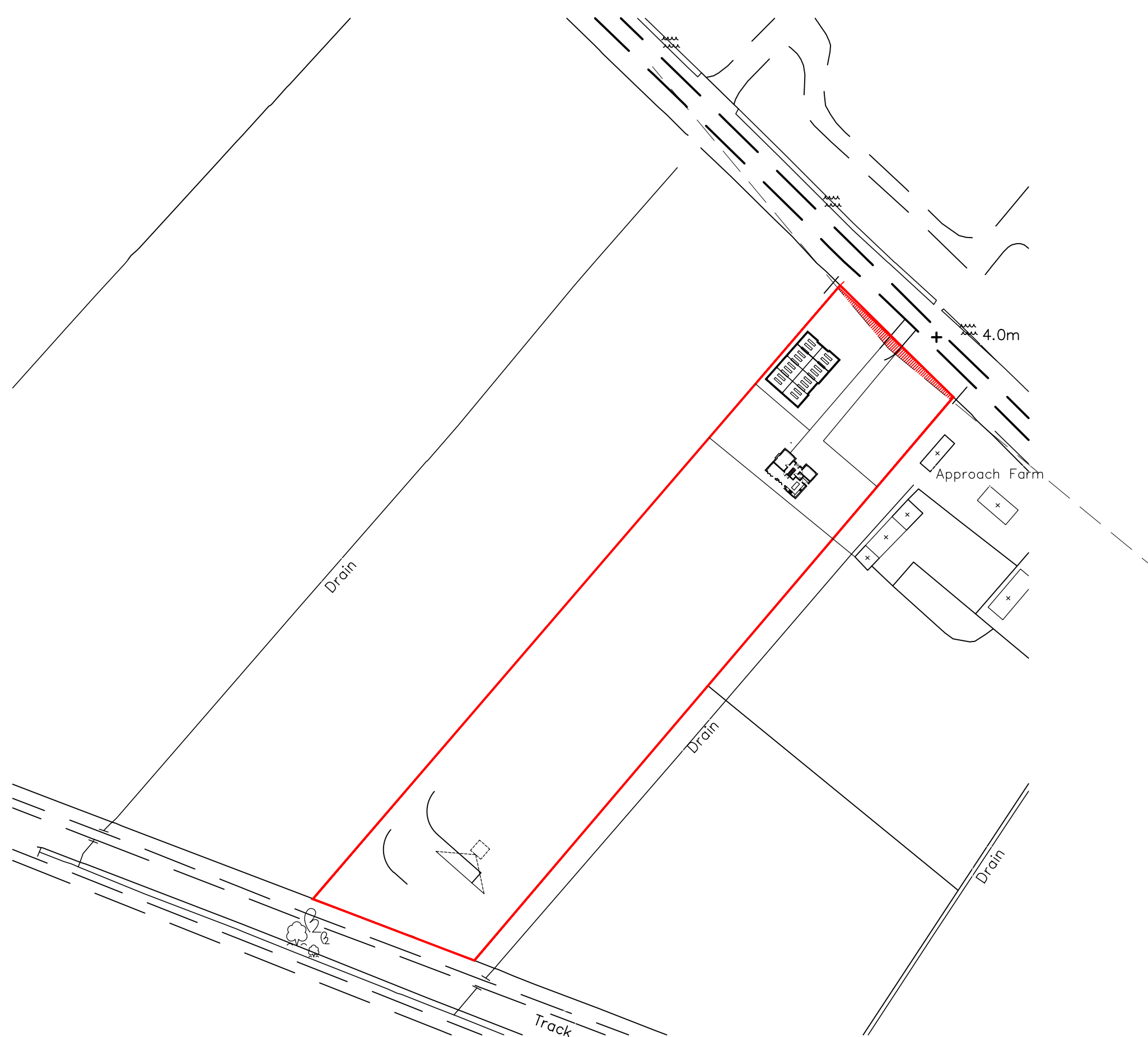
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**NORTH
LINCOLNSHIRE
COUNCIL**

PA/2017/1013 Proposed site layout - Not to scale



Site Plan 1:200 @A1



Site Location Plan 1:1250 @A1

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| MaxDesign  | | | |
| Architecture Planning Consultancy | | | |
| <small>Meteor House, RHADS Business Park, First Avenue, Doncaster, DN9 3GA</small> | | | |
| <small>t: 01302 378383</small> | <small>m: 07734 939 044</small> | | |
| <small>e: design@maxdesignconsultancy.co.uk</small> | | | |
| <small>w: maxdesignconsultancy.co.uk</small> | | | |
| status: | | | |
| PLANNING | | | |
| client: | | | |
| W STEAD | | | |
| project: | | | |
| SANDTOFT DWELLING | | | |
| title: | | | |
| SITE PLAN | | | |
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| 1:200@A1 | | JUNE 17 | |
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