

APPLICATION NO	PA/2017/371
APPLICANT	Mr Adrian Axe
DEVELOPMENT	Outline planning permission for two dwellings (including demolition of existing buildings) with all matters reserved for subsequent approval
LOCATION	Axholme Poultry Farm, Station Road, Owston Ferry, DN9 1AW
PARISH	Owston Ferry
WARD	Axholme South
CASE OFFICER	Emma Carrington
SUMMARY RECOMMENDATION	Refuse permission
REASONS FOR REFERENCE TO COMMITTEE	Member 'call in' (Cllr David Rose – significant public interest)

POLICIES

National Planning Policy Framework (2018):

Chapter 2 – Achieving sustainable development

Chapter 4 – Decision making

Chapter 5 – Delivering a sufficient supply of homes

Chapter 9 – Promoting sustainable transport

Chapter 11 – Making effective use of land

Chapter 12 – Achieving well-designed places

Chapter 15 – Conserving and enhancing the natural environment

Chapter 16 – Conserving and enhancing the historic environment

North Lincolnshire Local Plan:

Policy RD2 – Development in the Open Countryside

Policy H5 – New Housing Development

Policy H8 – Housing Design and Housing Mix

Policy LC14 – Area of Special historic Interest

Policy DS1 – General Requirements

Policy DS14 – Foul Sewage and Surface Water Drainage

North Lincolnshire Core Strategy:

Policy CS1 – Spatial Strategy for North Lincolnshire

Policy CS2 – Delivering More Sustainable Development

Policy CS3 – Development Limits

Policy CS5 – Delivering Quality Design in North Lincolnshire

Policy CS6 – Historic Environment

Policy CS7 – Overall Housing Provision

Policy CS8 – Spatial Distribution of Housing Sites

Housing and Employment Land Allocations DPD:

Policy PS1 – Presumption in Favour of Sustainable Development

CONSULTATIONS

Highways: No objections subject to conditions.

Historic Environment Record: The application will adversely affect the setting of the Scheduled Monument of Kinaird motte and bailey castle and the Area of Special Historic Landscape Interest of the Isle of Axholme.

The application does not contain sufficient information to enable the proposals to be fully assessed against the relevant policies.

The application area lies outside the development boundary and residential development would be an unacceptable extension of the domestic environment into the scheduled monument setting and the historic landscape.

The development would prevent future enhancement of the heritage assets and their settings.

The Historic Environment Record recommends refusal of planning permission as the development would adversely affect the setting of the scheduled monument and the character, appearance and setting of the historic landscape contrary to policies HE8, LC14, LC7 and RD2 of the North Lincolnshire Local Plan, policy CS6 of the Core Strategy, and paragraph 17 of the National Planning Policy Framework 17.

Ecology: No objections subject to biodiversity conditions.

Environment Agency: No objections.

Environmental Health: No objections subject to contaminated land conditions.

PARISH COUNCIL

No response received.

PUBLICITY

Site and press notices have been posted. No comments have been received.

ASSESSMENT

Outline planning permission is sought to erect two detached dwellings where there currently sits a group of barns and buildings associated with a former poultry farm. The buildings are of a modern design and are located outside the settlement boundary for Owston Ferry. The land is on the edge of the settlement adjacent to a group of listed cottages, and is within the Isle of Axholme Historic Landscape (LC14 allocation) and close to the Ancient Monument site, Kinaird Motte (HE8).

The main issues in determining this application are whether the proposal is sustainable, its location being outside the settlement boundary, and whether the development will have an adverse impact on heritage assets.

The applicant seeks outline planning permission for the erection of two dwellings. All matters are reserved for approval at the reserved matters stage. The site is located on the edge of the built-up area and is considered to be within a sustainable location. It is well related to existing dwellings and existing shops and services. The site is also well located for public transport. It is considered that the development is acceptable in principle.

Based on the size of the site and the separation distances involved as shown on the indicative plans, it is considered that the scheme could be designed to ensure that the development would not have an adverse impact on the amenity of neighbouring properties.

In terms of highway safety, the Highways department has raised no objections to the proposal subject to conditions. The site would be large enough to accommodate turning facilities within the site to allow access and egress in a forward gear, and with the proposed visibility splays the scheme is considered acceptable.

However, due to the location of the proposed development, close to the Scheduled Monument of Kinaird motte and bailey castle, and the Area of Special Historic Landscape Interest of the Isle of Axholme, it is considered that the proposal does not adequately demonstrate that these heritage assets will not be adversely affected by the erection of two detached dwellings.

The National Planning Policy Framework (NPPF) provides guidance to local authorities for conserving heritage assets and their settings, which include designated and non-designated historic buildings, archaeological remains and historic landscapes. Paragraph 7 refers to the role of the planning system to contribute to protecting and enhancing the historic environment, and that decision-taking should be underpinned by the core planning principle ***'to conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations'*** (paragraph 17).

Section 12 of the NPPF details the government's approach for conserving and enhancing the historic environment; paragraphs 128 and 129 require an applicant to submit sufficient information about the significance of any heritage assets that their proposals may affect that will allow the local planning authority to assess the degree of impact on heritage assets and their settings, and how this impact may be mitigated, if at all.

Paragraph 131 of the NPPF guides local planning authorities to take account of the desirability of sustaining and enhancing the significance of heritage assets, the positive contribution that conservation of heritage assets can make to sustainable communities, including their economic vitality, and the desirability of new development making a positive contribution to local character and distinctiveness.

Local planning authorities should also look for opportunities for new development within the setting of heritage assets to enhance or better reveal their significance (NPPF, paragraph 137).

Core Strategy policy CS6 Historic Environment states that *'The council will seek to protect, conserve and enhance North Lincolnshire's historic environment, as well as the character and setting of areas of acknowledged importance, including historic buildings, conservation areas, listed buildings (both statutory and locally listed), registered parks and gardens, scheduled ancient monuments and archaeological remains...'* and *'Development proposals should provide archaeological assessments where appropriate'*.

HE8 states that *'Development proposals which would result in an adverse effect on Scheduled Ancient Monuments and other nationally important monuments, or their settings, will not be permitted.'*

HE9 requires that *'When in situ preservation is not justified, the developer will be required to make adequate provision for excavation and recording before and during development.'*

The application site lies within the Area of Special Historic Landscape Interest of the Isle of Axholme and local plan policy LC14 applies which states:

'Within this area, development will not be permitted which would destroy, damage or adversely affect the character, appearance or setting of the historic landscape, or any of its features.'

'Development required to meet the social and economic needs of rural communities ...will be permitted provided such development is related to the historic landscape and its features.'

'A high standard of design and siting in new development will be required reflecting the traditional character of buildings in the area and the character of the historic landscape, and using materials sympathetic to the locality.'

Core Strategy policy CS6 specifically refers to the importance of the Isle's historic landscape and that the council will conserve its significance through ***'Safeguarding the nationally significant medieval landscapes of the Isle of Axholme (notably the open strip fields and turbaries)...'***

Local plan policies LC7 and RD2 also apply as the development is within the open countryside; policy LC7 Landscape Protection states ***'Development which does not***

respect the character of the local landscape will not be permitted'. Policy RD2 Development in the Open Countryside requires that such development is strictly controlled stating that only certain **essential** development that meets very specific criteria will be permitted and residential use is not referred to as a justification to depart from the provisions of this policy.

The removal of the existing buildings on the application site would enhance the setting of the scheduled monument and the historic landscape character by opening up and restoring more of the original setting; replacing the existing buildings with residential development requires careful assessment in light of the significance of the heritage assets and the contribution this setting can make to their significance.

The application site is outside the development boundary and the applicant's heritage statement seeks to justify the proposed residential development by stating that the site is surrounded by other residential properties. This is not the case as the housing lies only to the north and south/south-east of the application site, with undeveloped open land to the west contiguous with the scheduled monument, and a paddock to the east at the rear of Station Road; these are the historic fields forming part of the EEL historic landscape character that also contribute to the historic significance of the monument.

The applicant's heritage statement is illustrated with views from the top of Castle Hill, behind existing trees, rather than from more open locations around the south-east section of the external moat ditch behind St Martin's House that overlook the application site; as such, the visual impact on the setting is not fully assessed.

The effect of this application would be to extend the residential built environment further into the setting of the scheduled monument and the historic landscape. This would obscure the legibility of the historic origins and planform of the historic settlement, which is of considerable significance to the historic interest of the monument, and of the development of the historic landscape character in this location.

As well as the built form, the change of use of the application site to residential would inevitably introduce domestic elements that would alter the setting of the monument and the historic landscape in this location. These might include inappropriate planting such as Leylandii hedging, fencing, sheds, greenhouses and summerhouses as well as other permitted development. Such items would not be related to the traditional historic landscape character.

Residential development in this location would create a permanent visual barrier to any future enhancement of the setting of the monument and historic landscape character through the removal of the existing agricultural buildings and the re-opening up of the setting through to the properties on Station Road.

Granting permission for an incursion into the setting of the scheduled monument and the LC14 historic landscape would make other applications more difficult to resist and result in further loss of significance to both heritage assets.

As the application is in outline only, it is not possible to assess the proposal against the design criteria of the LC14 policy; in such a sensitive location as this a detailed application is required to adequately assess the impact of design on the heritage assets and their settings.

For these reasons, the proposed residential development would be detrimental to the setting of the scheduled monument and to the historic landscape character, and as such would be an unacceptable encroachment outside the development boundary. The proposal is considered to be contrary to the requirements of the policies in the adopted local plan and core strategy, together with guidance in the National Planning Policy Framework. The application is therefore recommended for refusal.

RECOMMENDATION Refuse permission for the following reasons:

1.

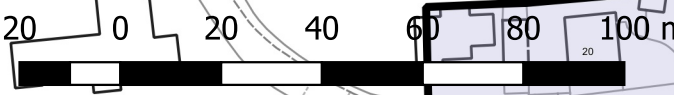
The site is outside the development boundary in a sensitive location within the setting of both a scheduled monument and the historic landscape of the Isle of Axholme, the latter being a heritage asset of national significance. It is considered that the development would adversely affect the setting of the scheduled monument and the character and setting of the historic landscape, contrary to policies HE8 and LC14 of the North Lincolnshire Local Plan, and CS6 of the Core Strategy. There is also insufficient detail with regard to design to assess the proposal against the requirements of policies LC14 and DS1 of the North Lincolnshire Plan and CS5 of the North Lincolnshire Core Strategy.

2.

The proposal would not be in accordance with paragraphs 131 or 137 of the National Planning Policy Framework (NPPF) as the proposed development would not make a positive contribution to local character and distinctiveness, and would detract from the significance of the scheduled monument and historic landscape at this location. The application fails the key principle of the NPPF to conserve the historic environment for this and future generations.

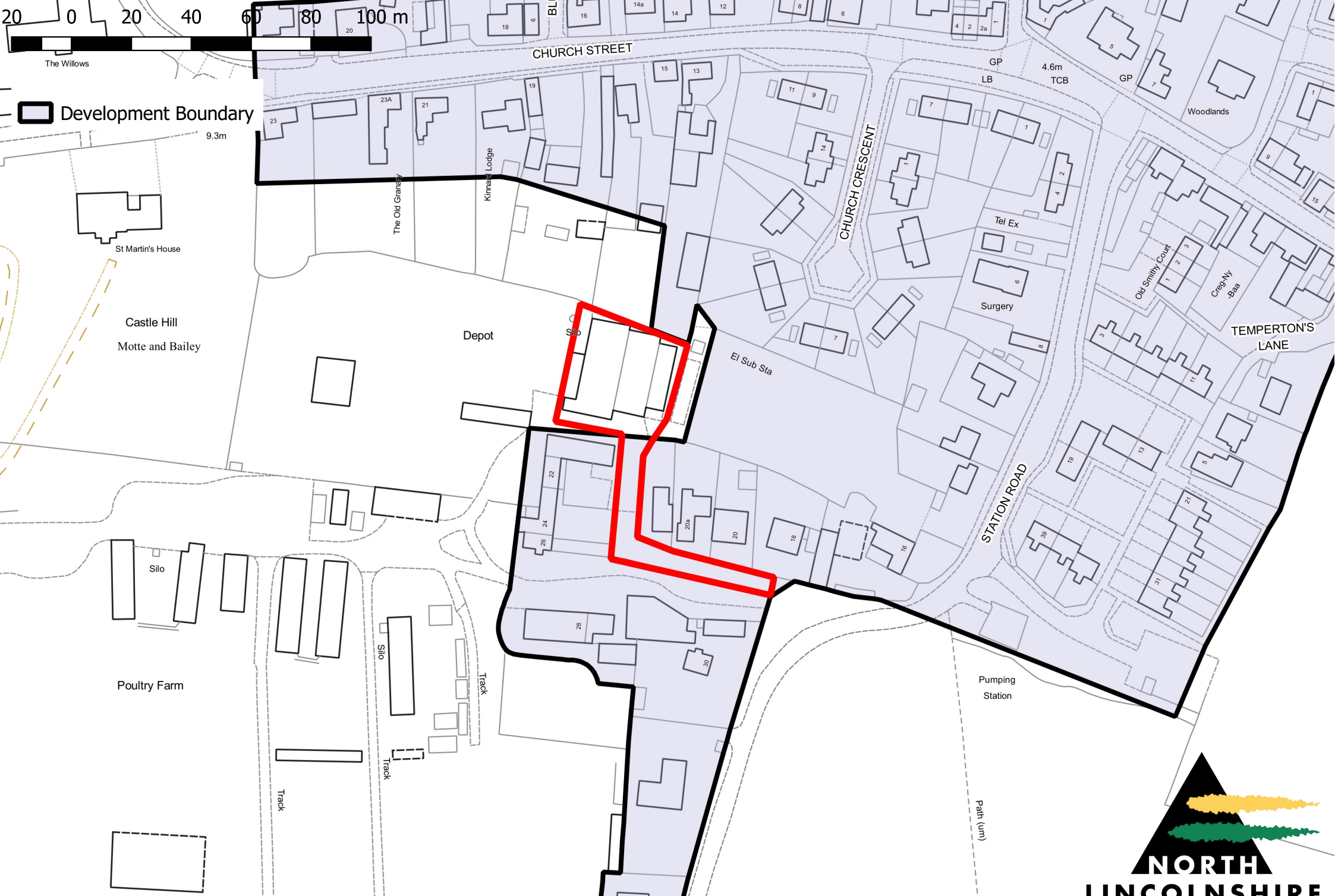
3.

The application would also be contrary to policies LC7 of the North Lincolnshire Local Plan, as the proposed development does not respect the character of the local landscape, and RD2, as the application site is within the open countryside and residential use is not referred to as a justification to depart from the provisions of this policy.



The Willows
Development Boundary

9.3m



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