

APPLICATION NO PA/2022/734

APPLICANT Mr Adrian Axe

DEVELOPMENT Listed building consent to erect a detached dwelling and garage (Plot 3) with associated works

LOCATION Axholme Poultry Farm, Station Road, Owston Ferry, DN9 1AW

PARISH Owston Ferry

WARD Axholme South

CASE OFFICER Jess Hill

SUMMARY RECOMMENDATION **Grant consent subject to conditions**

REASONS FOR REFERENCE TO COMMITTEE Departure from the development plan

POLICIES

National Planning Policy Framework:

Section 12 (Achieving well-designed places)

Section 16 (Conserving and enhancing the historic environment)

Planning (Listed Building and Conservation Area Act) 1990:

Section 16 (Decision on application)

North Lincolnshire Local Plan: Policies DS1, DS7, HE5, HE9, L5, T2, T19, RD2, H5 (criteria a-m), LC14

North Lincolnshire Core Strategy: Policies CS1, CS2, CS3, CS5, CS6

Housing and Employment Land Allocations DPD (2016): The site is unallocated and partially within, partially outside, the development limits of Owston Ferry.

CONSULTATIONS

Highways: No comments or objections.

Drainage: No comments or objections.

Environmental Protection: No comments.

Historic Environment Record:

- The key heritage issue is the effect of the proposed enabling development of an additional detached dwelling to the two previous consented plots for enabling development on the wider group of heritage assets.
- The proposed new dwellings are outside the development boundary and 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 contrary to local plan policies HE8 and LC14.
- The site also has potential for non-designated archaeological remains associated with medieval and later settlement that the development would destroy.
- The Conservation Officer has responded that a third plot as enabling development would be valid to secure the heritage benefits to the Threshing Barn and the setting of the adjoining grade II listed buildings.
- The designated scheduled monument is the heritage asset of highest significance of this group and any harm requires clear and convincing justification (NPPF, 199).
- The scale of harm to the monument is less than substantial and this harm should be weighed against the public benefits of the proposal (NPPF, 201).
- Where the authority is minded to grant consent any permission should be subject to conditions: to secure a programme of historic building and archaeological monitoring and recording work; to remove permitted development rights to protect the special historic landscape; and to secure the heritage benefits of the enabling development.

Spatial Planning: No response received.

PARISH COUNCIL

No response has been received.

PUBLICITY

A site notice has been displayed. No comments have been received.

ASSESSMENT

Site location and context

The site is located towards the southern edge of Owston Ferry, along the development boundary. The site boundary adjoins a grade II listed barn. 24 and 26 Station Road are also grade II listed and located south of the site.

Planning history

2/1995/0727: Outline permission to erect six dwellings and garages (renewal of 2/1992/0239) – approved 08 November 1995

- 2/1992/0239: Outline permission to erect six detached houses with garages – approved 11 August 1992
- PA/1997/1024: Full planning permission to erect a poultry house and construct an aboveground water storage tank – approved 27/10/1997
- PA/2015/1557: Full planning permission for partial demolition of agricultural/commercial store building and change of use of listed agricultural barn to residential dwelling – approved 20 June 2016
- PA/2015/1558: Listed building consent to convert an existing agricultural barn to dwelling – approved 20 June 2016
- PA/2017/371: Outline planning permission for two dwellings (including demolition of existing buildings) with all matters reserved for subsequent approval – approved 18 January 2019
- PA/2019/1668: Full planning permission to demolish listed barn and erect a two-storey dwelling with associated works – withdrawn 29 September 2020.
- PA/2019/1739: Listed building consent to demolish barn – withdrawn 29 September 2020
- PA/2020/1345: Planning permission to convert existing barn to residential and erect two detached dwellings with associated works – approved 26 March 2021
- PA/2020/1473: Listed building consent to repair and refurbish barn for residential use (Use Class C3) – approved 06 April 2021
- PA/2021/1290: Outline planning permission to erect two dwellings (including demolition of existing buildings) with all matters reserved for subsequent consideration – approved 14 January 2022.
- PA/2022/542: Planning permission to erect a detached dwelling and garage (Plot 3) with associated works – pending consideration.

Designations/constraints

The site is not located within or near to a conservation area; however, it is within the curtilage of a grade II listed barn and there are two further grade II listed buildings to the south of the site (24 and 26 Station Road). The site is also approximately 100m east of the Scheduled Ancient Monument Kinaird Motte and Bailey Castle.

The eastern part of the site (including the site access) is within the development limits of Owston Ferry as identified by the Housing and Employment Land Allocations DPD 2016, and the western portion of the site is outside the development limits.

The site is within the Isle of Axholme Area of Special Historic Landscape Interest (therefore policy LC14 applies).

The site is within Flood Zone 1 which is at low risk of flooding.

Proposal

Listed building consent is sought to erect a detached dwelling on plot 3 of the site. No works are proposed to the structure of the listed building; however, the site is within the curtilage of the grade II listed threshing barn. A separate application for full planning permission has also been submitted for the dwelling on plot 3 which is subject to determination under reference PA/2022/542.

As set out above, there have been a number of previous applications, including consents, on the site. The main applications of relevance that will be referenced frequently in this report include full permission for two enabling dwellings (PA/2020/1345) and outline permission for two enabling dwellings (PA/2021/1290).

The main considerations in assessing this application are:

- **principle of development;**
- **heritage impacts; and**
- **design and appearance.**

Principle of development

The site is mostly outside the development limits of Owston Ferry. The eastern part of the site is within the development limits (featuring the site access) and the western portion of the site is outside (where the dwelling is proposed). The site is therefore considered to be within the countryside as defined by Policy CS3.

Policies CS2 and CS3 attempt to restrict development within the open countryside, including to development which is essential to the functioning of the countryside. This might include uses such as those related to agriculture, forestry or other uses which require a countryside location or which will contribute to the sustainable development of the tourist industry.

Policy RD2 does, however, allow for the re-use and adaptation of existing rural buildings (part v). Similarly, the NPPF encourages the re-use of previously developed land, which the site is considered to comprise, and also supports housing in rural areas where it will enhance or maintain the vitality of rural communities (paragraph 79).

The grade II listed barn is clearly in need of restoration given its dilapidated state. The roof has caved in with only two areas near the two gable ends remaining intact. The internal area is held up by an internal steel frame and concrete mezzanine. Listed building consent has been granted under application PA/2020/1473 for the works to restore the listed barn.

This application seeks consent for a further dwelling (in addition to the two dwellings already permitted by PA/2020/1345 and two dwellings permitted by PA/2021/1290) to help fund the restoration of the grade II listed barn. The proposed dwelling would therefore comprise enabling development to facilitate works to the barn.

The enabling development would result in the erection of a dwelling in the countryside, which is generally unacceptable. Notwithstanding this, paragraph 2 requires decision makers to consider other material considerations. Paragraphs 80 and 202 of the NPPF

require decision makers to consider a departure from the development plan on the grounds of enabling development provided it secures the future conservation of a heritage asset.

Therefore, whilst the erection of a further market dwelling is a departure, establishing whether the principle of development is acceptable is dependent on whether the proposal represents suitable enabling development. As such the nature and impact of the proposed enabling development is assessed within the following section.

Heritage impact

The site is within the curtilage of a grade II listed barn and there are grade II listed properties to the south of the site. There is also a scheduled ancient monument approximately 100m the west of the site (Kinnaird Motte and Bailey Castle). The site is not within or near to a conservation area.

When considering proposals for listed building consent regard should be made to Section 16 of the Planning (Listed Building and Conservation Area Act) 1990 which states that, 'In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall 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.'

Policy CS6 (Historic Environment) sets out that the council will seek to protect, conserve and enhance North Lincolnshire's historic environment, including the character and setting of listed buildings and scheduled ancient monuments. Policy HE8 (Ancient Monuments) sets out that development proposals which would result in an adverse impact on scheduled ancient monuments will not be permitted.

The proposed dwelling has been submitted as enabling development that is necessary to facilitate the repair of the grade II listed threshing barn. The key issues for consideration therefore include the following:

- whether or not the repair and restoration of the heritage asset is proportionate to the amount of enabling development applied for (including when assessed against the already granted enabling development to the north for two dwellings under permission PA/2020/1345 and two dwellings under PA/2021/1290);
- whether or not there are alternatives to the enabling route to secure the long-term survivability of the listed buildings; and
- the impact of the development upon the listed buildings, open countryside and historic environment (including the scheduled monument).

Proportionality of the enabling works

The proposal is for one dwelling only; however, permission has already been granted under PA/2020/1345 and PA/2021/1290 for a total of four dwellings as enabling development to help fund the regeneration of the barn.

Since the enabling development was granted for the two dwellings to the north under application PA/2020/1345, the estimated costs for the works to repair the listed threshing barn have increased by 30%. This is a significant rise and results in a negative cash balance.

Historic England's guidance 'Enabling Development and Heritage Assets' (June 2020) advises that the case for enabling development rests on there being a conservation deficit. Based on the submitted information, it is clear there is a conservation deficit given the cost of the repair to the listed building exceeds its market value on completion of the repairs. It is therefore also clear that the additional enabling dwelling is financially required to facilitate the restoration of the listed barn.

As with the permission for the two enabling dwellings to the north (PA/2020/1345), conditions are recommended to control materials and prevent occupation of the dwelling until the works to the listed buildings have been completed in accordance with the approved plans. The proposal would therefore accord with policies CS6 and HE5.

Exploration of Alternatives to Enabling Development

It is clear from the planning history associated with the site that various attempts have been made to secure the repair of the barn and facilitate its regeneration. The dilapidated state of the listed building would suggest that this is the last resort for the building's survival. Therefore, it would appear that enabling development is the only realistic route in order to achieve the heritage gain and no other alternatives reasonably exist.

Impact upon listed buildings, scheduled monument and special historic landscape (ASHLI)

The proposed dwelling will inevitably impact upon the historic environment; however, the dwelling is located at a suitable distance so as to not give rise to any unacceptable impacts upon the setting of listed buildings.

The site is within the Area of Special Historic Landscape Interest of the Isle of Axholme. This area is locally designated for its unique historic landscape retaining the pattern of ancient open strip fields and enclosed fields surrounding the villages on the Isle, and the Turbaries (areas of historic peat cutting). This historic landscape is considered to be of national importance and policy LC14 applies which requires proposals in this area to reflect the local character.

The site is therefore constrained and located within a sensitive area in terms of heritage and landscape designations. Notwithstanding this, the site is relatively enclosed and not highly visible from the south, given the location of existing buildings and vegetation in the area. Approval has already been granted for dwellings on the site and north of the listed building which will change the character of the area. Cumulatively, the addition of a further dwelling is not considered to have an adverse impact on the historic landscape area or heritage assets. The proposals therefore accord with the aims of policies LC14 and RD2.

Therefore, having reviewed the submitted information, it is considered that a further enabling dwelling would be required to facilitate the restoration of the grade II listed barn. This would represent a significant benefit in favour of the proposal. The site is on the edge of the development limits and relates well to the existing built development in the area due to the location of other buildings around the site.

As such, the impact of the proposed dwelling on the surrounding heritage assets is considered acceptable as is the principle of development.

Design and appearance

Policies DS5 and CS5 are concerned with visual amenity. Policy DS5 states that proposals should be sympathetic in design, scale and materials. Given the context of the site (outside development limits, proximity to listed building), it is also necessary to assess the proposals in accordance with policies LC14 and RD2.

The proposed dwelling comprises a detached three-bedroom property with a detached garage to the north. The dwelling is located to the south of enabling plots 1 and 2 and to the west of the barn. The dwelling comprises two storeys and would be proportionate to the context of the area, particularly given it has already been found acceptable for the two enabling plots to the north. The dwelling features evenly spaced windows with brick soldier course detailing above. The proposed scale and appearance of the dwelling is therefore acceptable. The dwelling is similar to those that have been approved on plots 1 and 2 which have been found acceptable through the granting of permission PA/2020/1345.

Materials are not specified, but should be in keeping with the character of the area. Details of the proposed materials will be secured by condition.

The proposed scale and design of the dwelling are therefore considered to accord with policies RD2, H5, HE5, CS5, CS6 and Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Conclusion

The proposed development for enabling development for a dwelling outside the development limits of Owston Ferry is considered to be acceptable in principle, given that the dwelling will help facilitate the repair and restoration of the grade II listed threshing barn. The restoration of this heritage asset weighs heavily in favour of the proposal and accords with the requirements of paragraphs 79 and 202 of the NPPF. Therefore, although the proposed dwelling represents a departure from the development plan to an extent given its location outside defined development limits, the benefits from the proposed enabling development are considered to outweigh this.

RECOMMENDATION Grant consent subject to the following conditions:

1.

The works must be begun before the expiration of three years from the date of this consent.

Reason

To comply with Section 18(1)(a) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2.

The development hereby permitted shall be carried out in accordance with the following approved plans:

Plot 3 – House & Garage (418-22)

Proposed Block Plan (418-19)

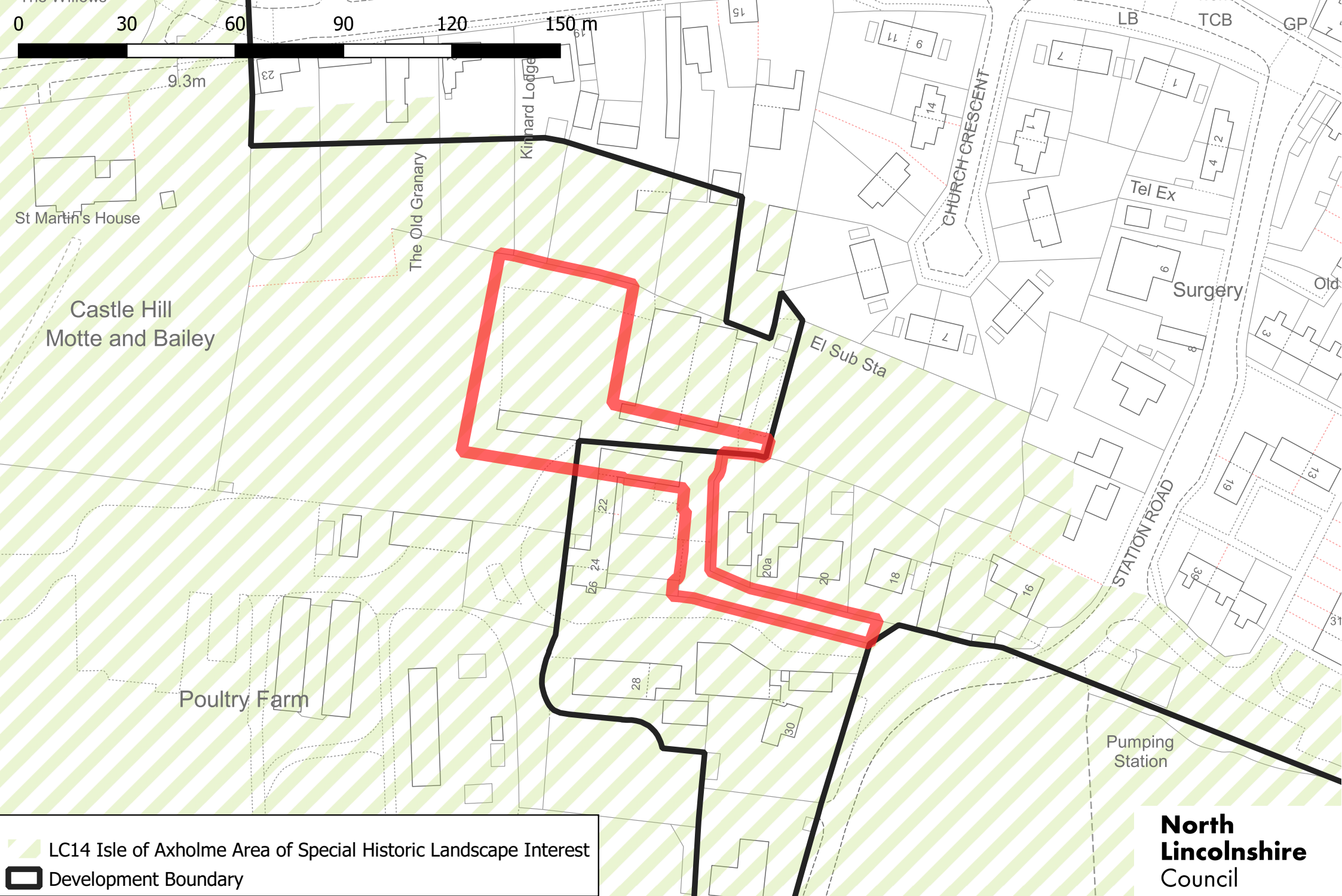
Location, Site and Block Plans (418-22).

Reason

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

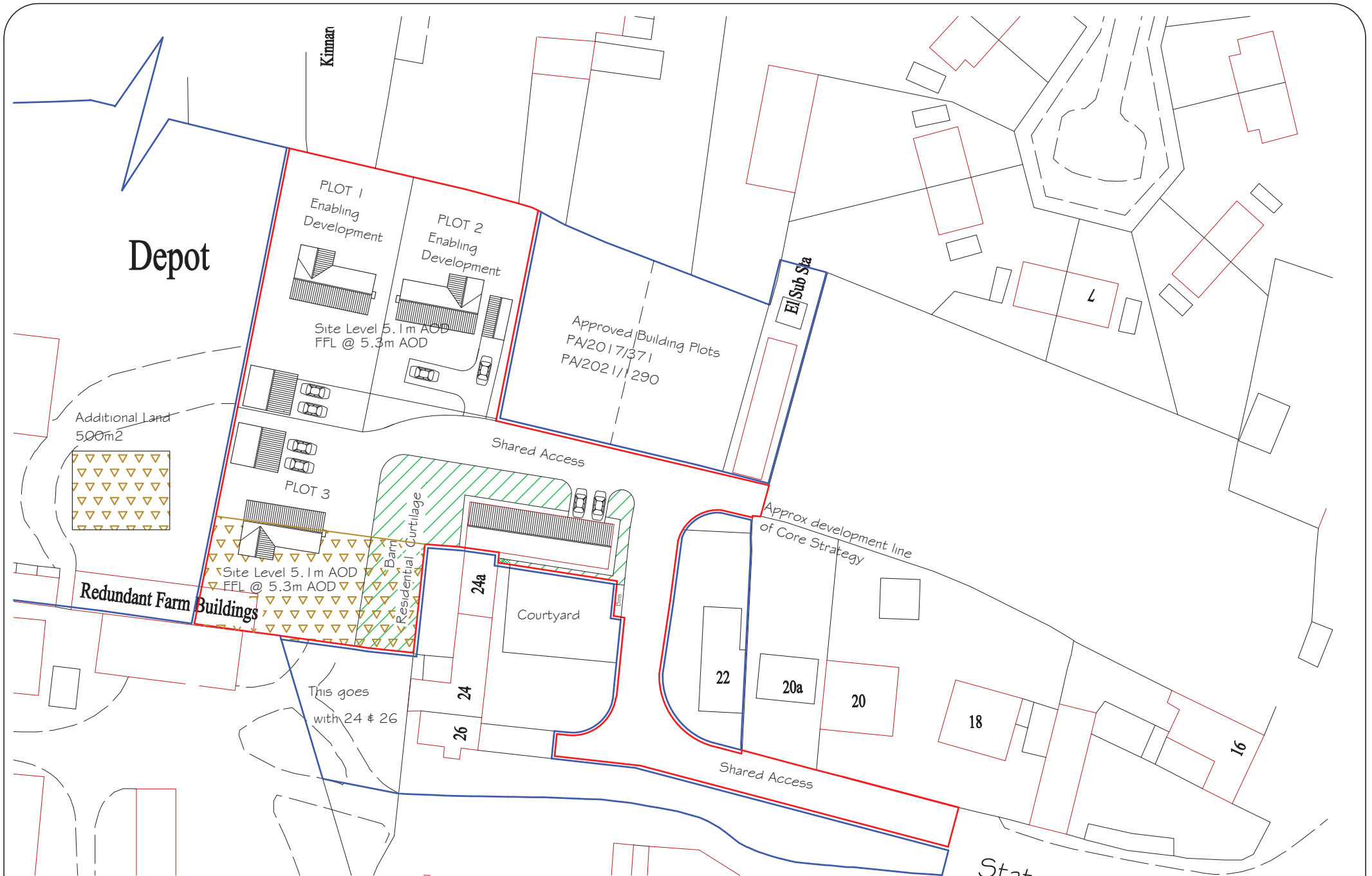
Informative

In determining this application, the council, as local planning authority, has taken account of the guidance in paragraph 38 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.



**North
Lincolnshire
Council**

PA/2022/734 Proposed layout (not to scale)



Howard J Wroot BSc MRICS
Chartered Surveyor
240 Wharf Road, Ealand
Scunthorpe DN17 4JN

Tel 01724 711068
Fax 01724 710174
Mob 07947 226577

Client	Adrian Axe		
Date	3/3/22	Dwg No	2 of 3
Scale	1:500	Ref No	418-19

Proposal
Drawing

Additional enabling plot at The Barn, Station Road, Owston Ferry, Doncaster, DN9 1AW.
Proposed Block Plan



PA/2022/734 Proposed plans and elevations (Plot 3) (not to scale)



Front Elevation



Left Side Elevation

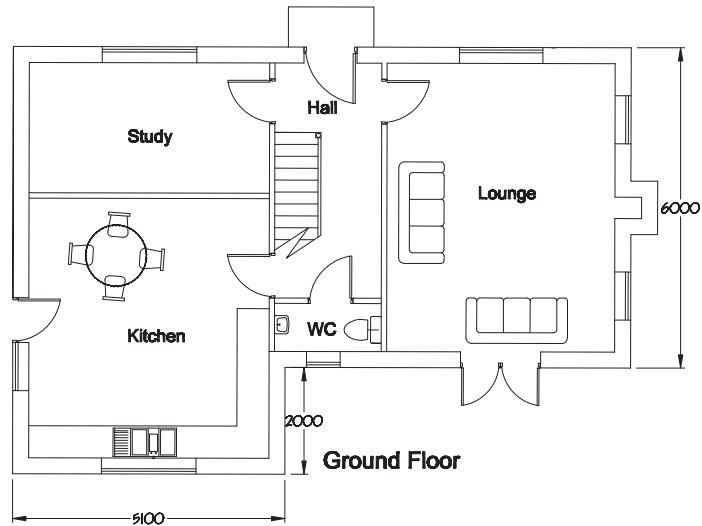


Right Side Elevation

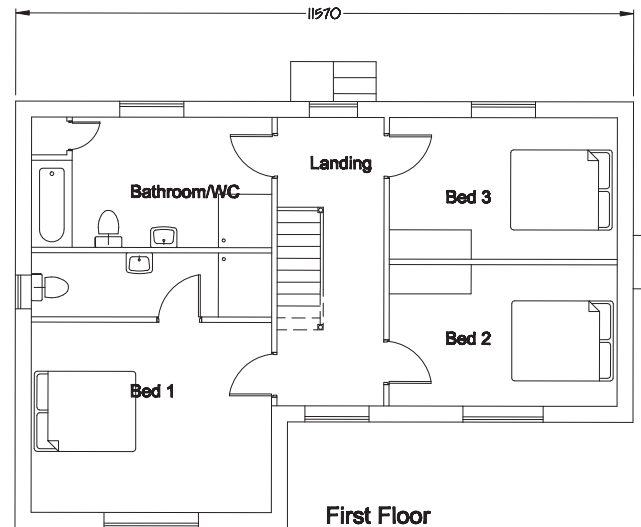


Rear Elevation

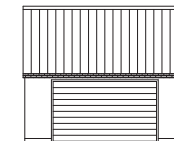
Elevations 1:100



Ground Floor



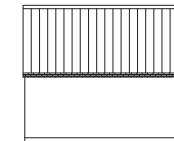
First Floor



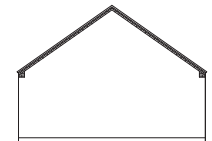
Front Elevation



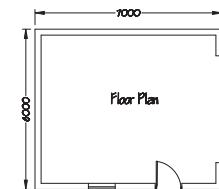
Left Side Elevation



Rear Elevation




Right Side Elevation



Floor Plan

Garage 1:100

Floor Plans 1:50

Howard J Wroot BSc MRICS Chartered Surveyor 240 Wharf Road Ealand Scunthorpe DN17 4JN Tel/Fax: 01724 740174	Client Mr A Axe	Proposal Additional enabling plot
 Email: howard@howardjwroot.com	Drawing Plot 3 - House & Garage	Address The Barn, Station Road Owston Ferry, Doncaster, DN9 1AW
	Date 3/3/2022	Ref 418-22
	Scale Noted	Sheet 1 of 3