

APPLICATION NO	PA/2019/809
APPLICANT	Mr Aaron Grantham
DEVELOPMENT	Application for approval of reserved matters (access, appearance, landscaping, layout and scale) pursuant to outline application PA/2018/1697 dated 24/07/2020 for the erection of a replacement gatehouse dwelling
LOCATION	Lindholme Lakes, West Carr, Epworth, DN9 1LF
PARISH	Epworth
WARD	Axholme Central
CASE OFFICER	Mark Niland
SUMMARY RECOMMENDATION	Refuse approval
REASONS FOR REFERENCE TO COMMITTEE	Member 'call in' (Cllr David Robinson – town council support) Support by Epworth Town Council

POLICIES

National Planning Policy Framework:

Paragraph 127 – Planning policies and decisions should ensure that developments:

- (a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- (b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- (c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- (d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- (e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- (f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Paragraph 170 – Planning policies and decisions should contribute to and enhance the natural and local environment by:

- (a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);
- (b) recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland;
- (c) maintaining the character of the undeveloped coast, while improving public access to it where appropriate;
- (d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;
- (e) preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans; and
- (f) remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.

North Lincolnshire Local Plan: DS1, RD2, T2, T19

North Lincolnshire Core Strategy: CS2, CS5, CS19

CONSULTATIONS

Highways: No objections subject to conditions.

Drainage (Lead Local Flood Authority): The LLFA objects to the proposed development and its layout.

Doncaster East Internal Drainage Board: The board has issued an objection to the planning application. The objection has been raised because the application does not comply with the board's policy regarding new development in close proximity to Board-maintained watercourses. In this instance the Board will require a minimum of 9 metres clearance between the watercourse's bank top and edge of any new building or structure.

TOWN COUNCIL

Supports this application.

PUBLICITY

The application has been advertised by site and press notice. No comments have been received.

ASSESSMENT

Relevant planning history

PA/2018/1697 Outline planning permission to erect a gatehouse dwelling – approved 24/07/2020.

(This application was approved by members following an officer recommendation to refuse the application. The justification for this dwelling was for the purpose of security as a 'gate house'.)

PA/2018/848: Planning permission to change the use of a bungalow to holiday lets for anglers – approved 31/07/2016.

PA/2016/522: Planning permission to retain a storage building – approved 17/08/2016.

PA/2016/288: Planning permission to remove condition 10 of PA/2005/1992 to retain a dwelling and change the use of the dwelling to office/storage – approved 01/06/2016.

PA/2015/1123: Planning permission to retain the use of a site as holiday accommodation and recreational facilities associated with Lindholme Lakes, with occupation of the holiday lodges and caravans on the site for 12 months of the year – approved 01/12/2015.

PA/2011/0069: Planning permission to change the use of a field to site caravans and static caravans in connection with Lindholme Lakes Fisheries – approved 23/03/2011.

PA/2008/0526: Planning permission to erect a fishery amenity building, with associated car parking and change the use of a café to a store in connection with commercial fishing – approved 09/05/2008.

PA/2005/1992: Planning permission to erect a dwelling and garage, including demolition of existing dwelling and garage – approved 08/02/2006.

2/1994/0326: Planning permission for the conversion of derelict farm buildings to two residential units and installation of septic tanks – approved 18/07/1994.

Site characteristics

The site is located within the open countryside in accordance with the HELA DPD 2016 and within flood zone 2/3a in accordance with the North and North East Lincolnshire SFRA 2011.

The site is located within the Lindholme Lakes site to the north of a new dwelling that was granted permission under PA/2005/1992 and just south of the access road that leads to Idle Bank to the east. Outline planning permission has been granted to erect a dwelling; this

application is to consider the reserved matters. There is no requirement to revisit matters of principle, though the council's drainage team and the Internal Drainage Board do raise concerns regarding the siting of the dwelling; this is discussed within the report.

Assessment

The assessment explores whether or not **the access, layout, siting, scale and landscaping are appropriate for this open countryside location.**

Access

Policy T2 of the North Lincolnshire Local Plan states that all development should be served by a satisfactory access. Policy T19 is concerned with parking provision as well as general highway safety. Both policies are considered relevant.

The applicant seeks to gain access from the private drive that leads from Idle Bank. Highways have been consulted and have no objections to the proposal subject to a condition that all paved areas are laid out prior to occupation; this condition is attached to the outline permission and so it is unnecessary to include it again. It is therefore considered, subject to the aforementioned mitigation, that the proposal would align with policies T2 and T19 of the North Lincolnshire Local Plan.

Appearance, scale and siting

Policy DS1 of the local plan is partly concerned with impacts upon residential amenity. It states, '...No unacceptable loss of amenity to neighbouring land uses should result in terms of noise, smell, fumes, dust or other nuisance, or through the effects of overlooking or overshadowing.' Policy CS5 of the Core Strategy is concerned with design, and the second part of policy H5 of the local plan is also relevant, setting out a criteria-based approach for assessing new housing developments.

Paragraph 170 of the NPPF states that decisions should contribute to and enhance the natural and local environment by '...recognising the intrinsic character and beauty of the countryside.'

Policy RD2 of the local plan is concerned with development in the open countryside and sets out what development types are acceptable in principle. It goes on to list the criteria against which those development types should be assessed. Points (c) and (f) are the most relevant; they state:

- (c) the development would not be detrimental to the character or appearance of the open countryside or a nearby settlement in terms of siting, scale, massing, design and use of materials; and
- (f) the development is sited to make the best use of existing and new landscaping.

The site is located in the flat open expanse of the Isle of Axholme, close to Idle Bank. Permission has previously been granted for a large dwelling close by that has a private lake to the front. The application site is read within the wider development grounds of Lindholme Lakes.

The proposed dwelling is built over three floors with a turret on its north-eastern elevation. The scale of the proposal is not commensurate with the original justification for the dwelling,

which was for a gatehouse dwelling for security purposes. (Originally, a confusing justification was given that included the notion of a replacement dwelling which is sited some distance away and in any case this is not comparable in scale and would fail the rural development policy tests on those grounds.) The scale is not only disproportionate to the justification given to members for a dwelling but also to the open countryside in that it would have wide-ranging impacts that would be detrimental to its setting.

The applicant has submitted a design and access statement, though no contextual analysis has been carried out and no understanding is demonstrated of the impacts that would follow on from this proposal and why architecturally it is appropriate.

The document states of the proposal, '...The dwelling as proposed in this application has been carefully designed to accommodate the son of the owner (with his family) who is solely employed in the family business and is essential to the day-to-day running of the business on site.' The dwelling does contain a CCTV room on the first floor of the turret, which itself is a nod to an archaic type of fortification (and so somewhat loosely related in appearance terms to its *raison d'être*) and this amount of space would appear sufficient to ensure the operational security of the wider site; the remaining space is for a family dwelling.

In appearance terms, whilst the house is undoubtedly pleasing in many aspects, there is no justification of why it is aesthetically appropriate for this countryside location. The dwelling is a pastiche of styles: the stone casement windows, the rear orangery, the parapets decorating the roof and the chimney are of high design quality and nice features, though the relevance to the open countryside of the Isle is extremely abstract; unsupported by any meaningful justification, the clear issue is context. The proposal then would appear as an incongruous feature within this landscape, contrary to the requirements of policy CS5 of the Core Strategy, which tasks developers to find context.

It must be noted that there are no issues whatsoever with impingement upon amenity, given the space about the dwelling and the position of openings. This part of the proposal is in accordance with the requirements set out by policy DS1 of the local plan.

The design and access statement also states, '...The house, which has also been carefully designed to meet the flood risk assessment requirements with specific finished floor levels and is designed to suit the family needs of the applicant and to comply with best practice in a flood risk zone, would be erected at the entrance to the leisure complex.' This is not completely true and Ordinary Watercourse Consent would be required to site this dwelling in this location given it is located within a 9 metre buffer zone of the dyke. Having dialogue with both the Internal Drainage Board (IDB) and applicant, both are aware that this issue sits outside of planning and should consent not be granted by the IDB the applicant will have to reapply for the reserved matters siting the dwelling 9 metres from the watercourse. Furthermore, the council's drainage team has objected to both the finished floor levels and the siting of the dwelling. The finished floor levels are covered by the condition on the outline permission and their concerns over the siting are in line with the IDB byelaws regarding a buffer zone. Given that the applicant must first negotiate the IDB byelaws before building, it is considered that this issue is fully mitigated by legislation external to planning and so there is no objection on planning grounds. It must be noted that the applicant is aware that Ordinary Watercourse Consent is required should this planning application be successful.

Landscaping

Policy CS5 of the Core Strategy is in part concerned with landscaping, it states that new development should ‘...Incorporate appropriate landscaping and planting which enhances biodiversity or geological features whilst contributing to the creation of a network of linked greenspaces across the area. Tree planting and landscaping schemes can also assist in minimising the impacts of carbon emissions upon the environment.’ Policy RD2 of the local plan requires that ‘...the development is sited to make the best use of existing and new landscaping.’

The applicant has removed the landscaping from the side of the watercourse to allay IDB concerns. This planting may have impinged the surveillance opportunities from the turret watch tower and so its removal is welcomed also in planning terms. The site is already laid to grass with a large pond. This part of the Isle would not easily absorb a heavy landscaping scheme and therefore what is before us is considered acceptable and would be in accordance with the aforementioned planning policies.

Conclusion

The application is unsupported by a sufficient design rationale; the resultant plans evidentially show that the scheme is not based upon a solid understanding of the open countryside of this part of the Isle. The proposal, by virtue of its appearance, scale and massing, would represent an incongruous feature and would be detrimental to the character and appearance of the open countryside. The proposal does not show an understanding nor recognise the intrinsic character of this part of the Isle. The proposal is therefore considered to be contrary to policies CS2 and CS5 of the Core Strategy, policies RD2 and DS1 of the North Lincolnshire Local Plan, and paragraph 170 of the National Planning Policy Framework.

RECOMMENDATION Refuse approval for the following reasons:

1.

The proposal, by virtue of its appearance, scale and massing, would represent an incongruous feature and would be detrimental to the character and appearance of the open countryside. It does not show an understanding nor recognise the intrinsic character of this part of the Isle of Axholme. The proposal is therefore considered to be contrary to policies CS2 and CS5 of the Core Strategy, policies RD2 and DS1 of the North Lincolnshire Local Plan, and paragraph 170 of the National Planning Policy Framework.

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.



Selby Farm

Selby Farm

West Hale Farm

West Carr

Don Farm

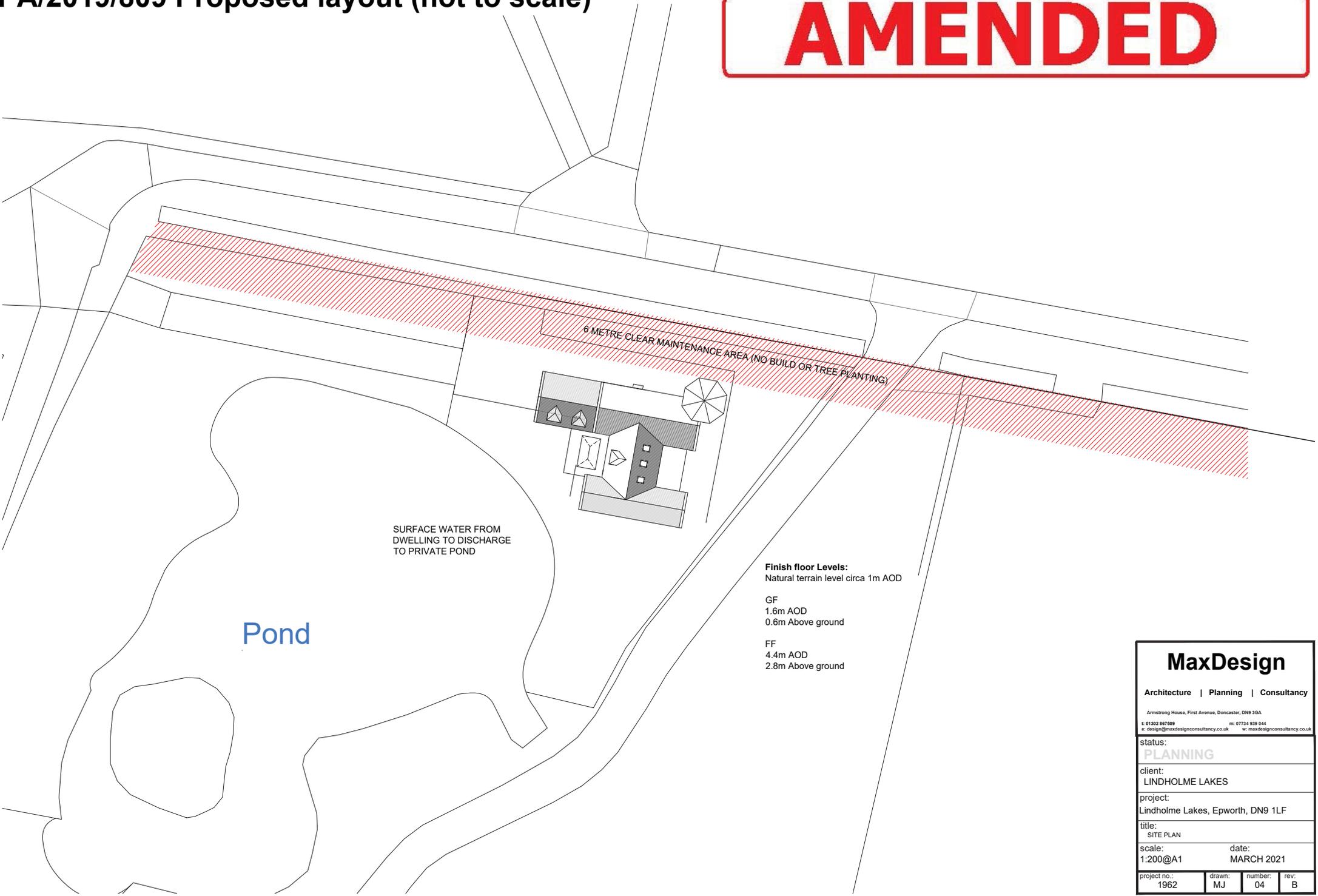
IDLE BANK

IDLE BANK

**North
Lincolnshire
Council**

PA/2019/809

AMENDED



SURFACE WATER FROM DWELLING TO DISCHARGE TO PRIVATE POND

Pond

6 METRE CLEAR MAINTENANCE AREA (NO BUILD OR TREE PLANTING)

Finish floor Levels:
 Natural terrain level circa 1m AOD

GF
 1.6m AOD
 0.6m Above ground

FF
 4.4m AOD
 2.8m Above ground

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 Architecture | Planning | Consultancy

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status:
PLANNING

client:
 LINDHOLME LAKES

project:
 Lindholme Lakes, Epworth, DN9 1LF

title:
 SITE PLAN

scale: 1:200@A1 date: MARCH 2021

project no.: 1962	drawn: MJ	number: 04	rev: B
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PA/2019/809 Proposed rear and side elevation (not to scale)



Rear Elevation 1:50



Side Elevation 1:50

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status:			
BUILDING CONTROL			
client:			
LINDHOLME LAKES			
project:			
Lindholme Lakes, Epworth, DN9 1LF			
title:			
ELEVATIONS 2 OF 2			
scale:		date:	
1:50@A1		MAR 19	
project no.:	drawn:	number:	rev:
1962	MJ	02	

PA/2019/809 Proposed front and side elevation (not to scale)



Front Elevation 1:50



Side Elevation 1:50

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status:			
BUILDING CONTROL			
client:			
LINDHOLME LAKES			
project:			
Lindholme Lakes, Epworth, DN9 1LF			
title:			
ELEVATIONS 1 OF 2			
scale:		date:	
1:50@A1		APR 19	
project no.:	drawn:	number:	rev:
1962	MJ	02	