

APPLICATION NO PA/2021/626

APPLICANT Mr & Mrs Gillis

DEVELOPMENT Planning permission to erect a three-bedroomed dormer bungalow and double garage (including demolition of existing dwelling)

LOCATION The Kennels, Stockholes Turbary, Belton, DN9 1PL

PARISH Belton

WARD Axholme Central

CASE OFFICER Brian McParland

SUMMARY RECOMMENDATION **Refuse permission**

REASONS FOR REFERENCE TO COMMITTEE Support by Belton Parish Council

POLICIES

National Planning Policy Framework:

Paragraph 79 – Planning policies and decisions should avoid the development of isolated homes in the countryside unless one or more of the following circumstances apply:

- (a) there is an essential need for a rural worker, including those taking majority control of a farm business, to live permanently at or near their place of work in the countryside;
- (b) the development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets;
- (c) the development would re-use redundant or disused buildings and enhance its immediate setting;
- (d) the development would involve the subdivision of an existing residential dwelling; or
- (e) the design is of exceptional quality, in that it:
 - is truly outstanding or innovative, reflecting the highest standards in architecture, and would help to raise standards of design more generally in rural areas; and
 - would significantly enhance its immediate setting and be sensitive to the defining characteristics of the local area.

North Lincolnshire Local Plan: DS1, DS4, DS7, DS14, RD2, RD10, LC7, LC14, T2, T19

North Lincolnshire Core Strategy: CS1, CS2, CS3, CS5, CS7, CS8, CS18, CS19

CONSULTATIONS

Highways: No objection or comments.

Environmental Protection: No objection or comment received.

Drainage (Lead Local Flood Authority): No objection or comments.

Environment Agency: No objection, but a Flood Risk Assessment (FRA) compliance condition recommended.

Ecology: No objection subject to conditions relating to the need for a licence issued by Natural England/statement and biodiversity enhancements.

Historic Environment Record:

- The application is within the Area of Special Historic Landscape Interest of the Isle of Axholme (Local Plan Policy LC14). This area is designated for its unique historic landscape retaining the pattern of ancient open strip fields, enclosures and turbaries surrounding the villages on the Isle:
- The application site is located on Stockholes Turbary and affects a non-designated heritage asset.
- The Kennels is an original turbary smallholder dwelling that is largely unchanged, and its current scale and form contribute to the setting and significance of the historic landscape character of the turbary smallholdings.
- The applicant has not submitted an historic building assessment or structural survey of the cottage sufficient to inform a decision on conservation options or to justify demolition.
- The size, scale and appearance of the proposed dwelling is inappropriate in this location and would contribute to adverse character change affecting the setting and legibility of the historic turbary.
- The applicant has not justified the need for a replacement dwelling that would outweigh the harm to the historic landscape.
- The Historic Environment Record recommends **REFUSAL** of planning permission because there is insufficient information to justify demolition and the proposed development would adversely affect the character, appearance and setting of the historic landscape contrary to the NPPF, Core Strategy policies CS5 and CS6 and local plan policies LC14, LC7 and DS1.

PARISH COUNCIL

Supports the application.

PUBLICITY

The application has been advertised by site and press notices. No responses have been received.

ASSESSMENT

The main issues to be considered are whether adequate justification can be demonstrated with regard to the principle of the development, and its impact on the Isle of Axholme, neighbouring amenity, drainage, land quality and highways.

The site

The application site is on the south-west side of an access road within the Stockholes Turbary, Belton. The site is occupied by a two-storey dwelling which fronts the access road to the north known as The Kennels. The site also benefits from a detached outbuilding to the rear.

The site is not within a conservation area, does not relate to a listed building and is not affected by any tree preservation orders. It is within SFRA flood zone 2/3 (a) Fluvial and within the Isle of Axholme Area of Special Historic Landscape Interest (policy LC14).

Proposal

Full planning permission is sought to erect a three-bedroom dwelling and a double garage (including demolition of existing dwelling).

The proposed dwelling would be situated centrally within the plot and would be of two-storey design with a high ridge line, finished with a pitched roof with hip ends and dormer window features. The proposed garage would be of single-storey design and would be situated along the west elevation of the main dwelling. Proposed materials include render/black/cladding (walls) and dark grey/black tiles (roof). The dwelling would appear of a contemporary design and would be set back 10m from the access road.

Principle of development

In terms of the principle of the development, the site is within the open countryside where residential development is strictly controlled. There is scope for a replacement dwelling within the open countryside within policy RD2 (Development in the Open Countryside) of the North Lincolnshire Local Plan, under section vii). Policy RD10 (Replacement Dwellings) is also considered relevant; the proposal would meet the stipulated provisions (i)–(iv) under policy RD10.

It is considered that the proposed replacement dwelling within the open countryside would not be precluded by local development plans. As such, the proposal would be in accordance with the National Planning Policy Framework (NPPF), policies RD2 and RD10 of the North Lincolnshire Local Plan and policies CS1, CS2, CS3 and CS4 of the Core Strategy. Therefore, the principle of development is acceptable, subject to the considerations below.

Impact on the Isle of Axholme

Policy DS1 of the North Lincolnshire Local Plan and policy CS5 of the Core Strategy are concerned with quality of design and amenity. In respect of impact on character, policy DS1 states that the design and external appearance of the proposal should reflect or enhance the character, appearance and setting of the immediate area. Policy LC14 states that the Isle of Axholme is designated as an area of Special Historic Landscape Interest. 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.

The council's archaeologist has commented:

'The application site lies within the ASHLI [Area of Special Historic Landscape Interest] covered by the LC14 policy area. The applicant's Heritage Statement incorporates the description of the historic landscape character provided by the HER at pre-application. However, the statement does not adequately describe the impact of the proposals or how the siting, size, scale and design of the proposal would accord with the requirements of local plan policy LC14. Nor does it include a detailed historic building assessment of the existing property as previously advised. There is no structural survey with the application sufficient to assess the condition and potential for retention and refurbishment of the historic building.

Stockholes Turbary is a small, secluded settlement situated outside the development boundary for Belton. Separate from the Westgate residential part of Belton, the turbary is a well-defined and enclosed area that retains much of its original historic character. The original one-acre plots are arranged around a perimeter trackway with the properties positioned variously alongside the track or set back within the plot. The overall layout is well-preserved and plot boundaries mapped on the 1st edition 25" Ordnance Survey in 1887 survive largely intact, though approximately 50% of the smallholder cottages mapped at this time are no longer extant.

All the properties on the turbary today originated in the 19th century, and the majority are on the original house site. Most, but not all, have been extended or rebuilt; even so it is possible to see the original proportions and appearance of the historic cottages amongst the present building stock. The majority of dwellings remain of modest scale, even the new build properties, and there is a marked lack of properties of inappropriate scale and appearance that would be considered to detract from the historic settlement character and form. Stockholes Turbary is the best example of surviving smallholder allotments in the ASHLI.

The proposal is to demolish the existing cottage on the site and build a replacement modern dwelling, as opposed to refurbishing and potentially extending the original building. The plans show that the existing barn to the rear of the cottage is to be retained and this is welcomed.

The application site is on one of the historic one-acre plots. The original cottage on the smallholding is situated in the northeast corner of the plot, on the trackside. Comparison with the 1887 map suggests that the present house now known as the Kennels incorporates the original cottage and has been minimally extended. The house therefore retains much of the original scale and character and it is highly likely that evidence of the external and internal structure of the cottage survives to greater extent. The extant barn to the rear of the cottage first appears on the 1908 map along with other outbuildings since demolished. An enclosed orchard is shown alongside the track east of the smallholding buildings.

The Kennels is a surviving turbary smallholder house and as such is a non-designated heritage asset of architectural, historic and archaeological interest that contributes to the character and setting of the historic turbary and the ASHLI (cf. APP/Y2003/W/19/3227927, paragraphs 7–9). It would be one of the few smallholder dwellings to survive with much of

its original structure intact. It is highly illustrative of the origins of the turbary settlement and its layout, and of the way of life and housing conditions of the turbary smallholder.

Further assessment and recording of the existing house and barn would be required in order that the planning authority can properly consider its significance as a heritage asset and its contribution to the setting of the turbary, and the appropriate options for its conservation or demolition. Demolition of the building equates to substantial harm to a non-designated heritage asset and as such would be a material consideration in the decision-making process (NPPF, 197).

The proposed new dwelling is sited further back within the plot, perpendicular to the existing cottage and barn in the northeast corner, occupying a more central position within the plot. The applicant has not provided scale floor plans of the existing house but at 200 square metres the footprint of the proposed dwelling is over three times that of the existing and considerably larger than the neighbouring modern property San Remo. Rose Cottage next along the track is a small-scale single storey rebuild of the original cottage.

Moreover, the proposed dwelling would have the largest footprint of the two newest properties on the turbary including that of Liberty House along the track to the southeast, and Corner Acre in the southwest corner of the turbary. Only No.1 Stockholes Turbary in the southeast corner appears to have a larger footprint; this property retains the original trackside turbary cottage with a linear range of modern extensions to the rear.

The proposed dwelling is described as a dormer bungalow but its height (7.7m) and appearance is clearly that of a two-storey house with the dormers at second floor level below the hipped roof by contrast, Liberty House is described as a detached dwelling and is over a metre lower in height with traditional dormers in the roof (PA/2015/0534).

The design of the proposed dwelling is of non-traditional form and fabric that would be out of character with the existing smallholder cottages and smaller replacement bungalows on the turbary. The central projecting two-storey gabled bays to the front and rear elevations and extensive glazing would be particularly imposing and out of character with the plan and simple appearance of the cottages.

As such the proposed dwelling is considered to be of inappropriate large size, scale and mass that harms the historic character of the turbary. The appearance of the new dwelling would be dominant, and imposing compared with the neighbouring properties which are mainly of single or one and half storey and of more modest proportions.

The timber post and rail fencing along the plot frontage shown on the existing site plan appears to have replaced a hedgerow visible on the aerial photographs of the site. The proposed new dwelling will be clearly visible from the turbary trackside and potentially from within the historic landscape to the north, the fields of the Early Enclosed Land character type that form the setting of the turbary and act as a buffer between the turbary and Westgate.'

In light of the above, the proposed dwelling, by way of its setting and design, would adversely affect the historic landscape of the Isle of Axholme, a heritage asset of national significance, specifically the historic built form of Stockholes Turbary. Furthermore, the proposal fails to make a positive contribution to local character and distinctiveness and would detract from the significance of the historic landscape at this location. As such, the

proposal would conflict with paragraphs 192 and 200 of the NPPF, local plan policies LC14, LC7 and DS1, and Core Strategy policies CS5 and CS6.

Neighbouring amenity

Policy DS1 of the North Lincolnshire Local Plan and policy CS5 of the Core Strategy are concerned with quality of design and amenity. In respect of impact on amenity, policy DS1 states that 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.

The proposed dwelling would be situated within a well-spaced plot and would be adequately set in from the site boundaries, particularly from the nearest neighbouring property, San Remo to the north-west.

For this reason it is considered the proposed dwelling would not prejudice neighbouring amenities. As such, the proposal would be in accordance with policies DS1 of the local plan and CS5 of the Core Strategy.

Drainage

Policy CS19 of the Core Strategy is concerned with flood risk, whilst policy DS14 of the local plan is concerned with foul sewage and surface water drainage.

The council's drainage team have been consulted and have no objection. The application site is within flood zone 2/3 (a) Fluvial. The Environment Agency have provided the following comment and have no objection subject to a compliance condition:

'A site survey has been submitted, confirming levels are between 2.0 and 2.3 metres above Ordnance Datum (AOD). It would therefore be impracticable to raise ground finished floor levels above the critical flood level of 4.1m AOD. The Addendum Flood Risk Assessment (FRA) outlines other constraints on design and proposes a finished floor level 300–400mm above ground level. We recognise that this will be a replacement dwelling and achieve better in terms of flood risk resilience, although mitigation in line with the Strategic Flood Risk Assessment is not possible.'

Land quality

Policy DS7 of the local plan is concerned with contaminated land. It states that permission will only be granted on contaminated sites where a detailed site survey has been submitted, and a suitable scheme of remedial measures has been agreed to overcome any existing contamination.

The council's Environmental Protection team have been consulted and have not provided a comment; however, standard contamination condition(s) would be recommended.

Highways

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 site is served by two existing accesses from the adjacent road which are to be retained. The site also has sufficient off-road parking provision. The council's highways department has no objection and it is considered that the proposal would be in accordance with policies T2 and T19.

Other matters

The applicant was provided with a pre-application response for a similar development (PRE/2020/63) in which the council's archaeologist provided the following comment:

'The proposed dwelling as illustrated is inappropriately large for this half-acre plot and the Historic Environment Record would **OBJECT** to the scale, mass and appearance as it adversely harms the historic character and setting of the turbary contrary to the NPPF, LC14 and Core Strategy policy CS6.'

Conclusion

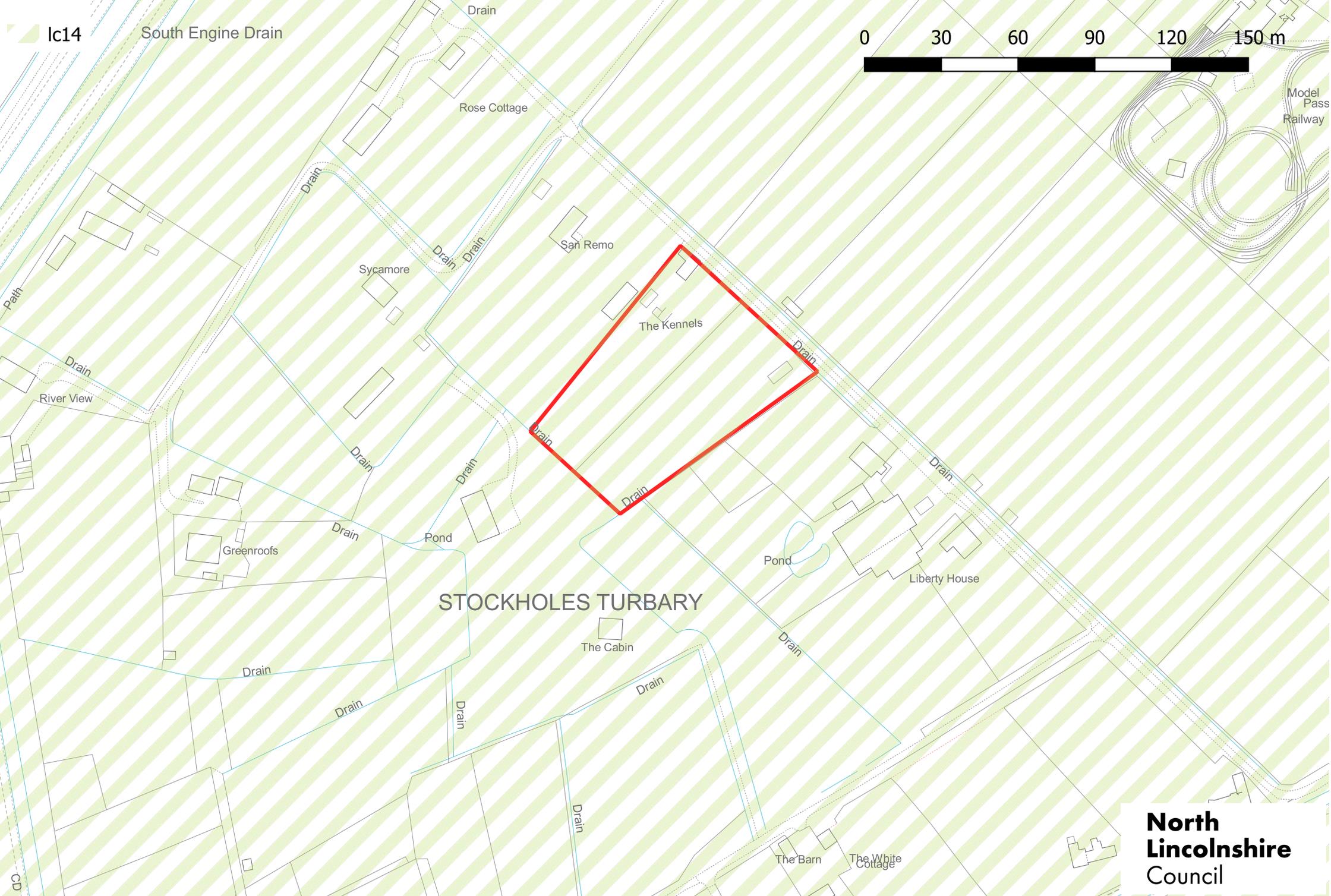
The proposal would adversely affect the historic landscape of the Isle of Axholme. As such, it would conflict with paragraphs 192 and 200 of the NPPF, local plan policies LC14, LC7 and DS1, and Core Strategy policies CS5 and CS6.

RECOMMENDATION Refuse permission for the following reasons:

The proposed dwelling, by way of its setting and design, would adversely affect the historic landscape of the Isle of Axholme, a heritage asset of national significance, specifically the historic built form of Stockholes Turbary. Furthermore, the proposal fails to make a positive contribution to local character and distinctiveness and would detract from the significance of the historic landscape at this location. As such, the proposal would conflict with paragraphs 192 and 200 of the National Planning Policy Framework, policies LC14, LC7 and DS1 of the North Lincolnshire Local Plan, and policies CS5 and CS6 of the Core Strategy.

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.

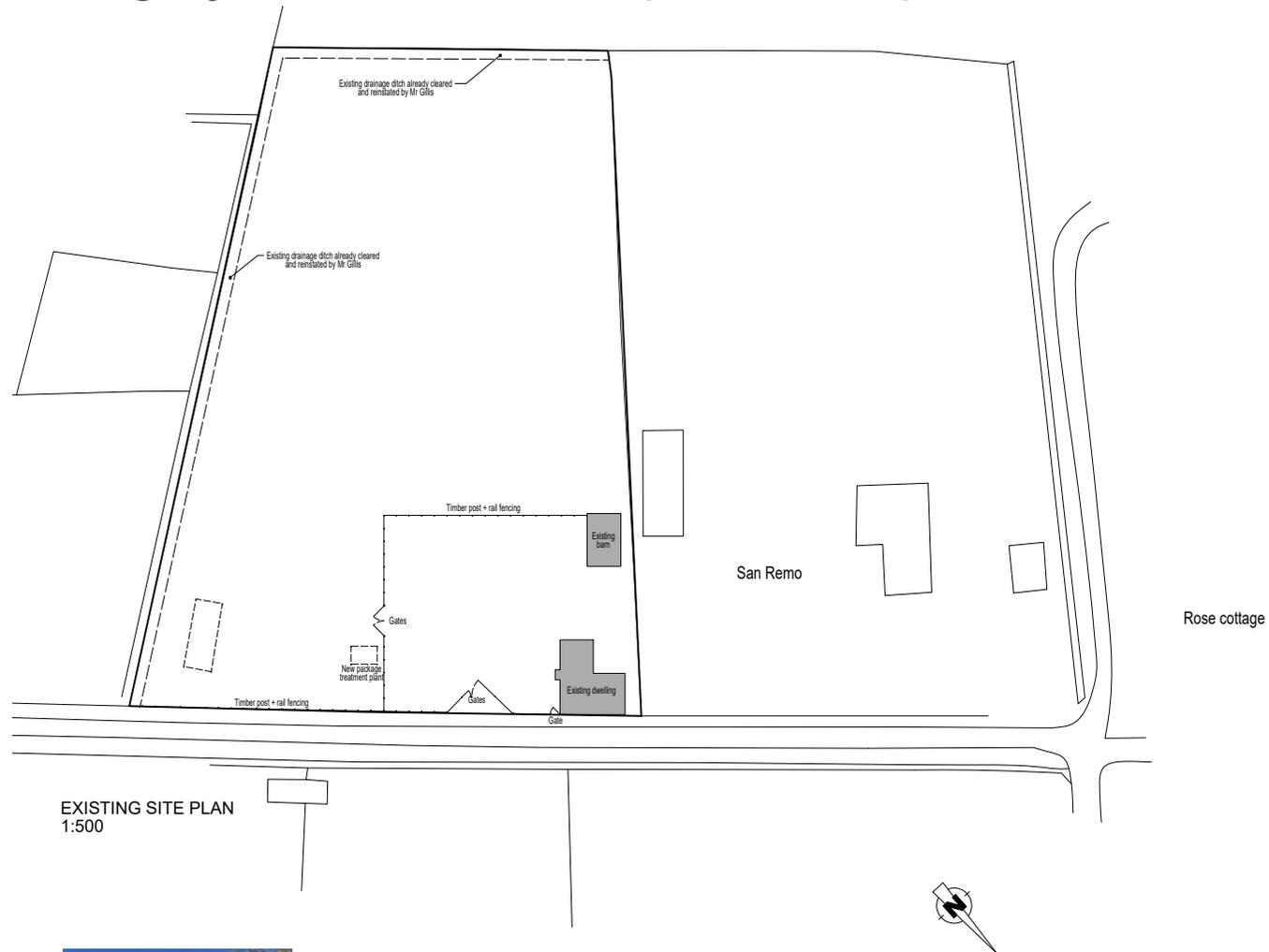


0 30 60 90 120 150 m

STOCKHOLES TURBARY

**North
Lincolnshire
Council**

PA/2021/626 Existing layout and elevations (not to scale)



EXISTING SITE PLAN
1:500



NORTH EAST ELEVATION



SOUTH EAST ELEVATION



SOUTH WEST ELEVATION

EXISTING DWELLING
(to be demolished)


 Cadworx Ltd
 Architectural design and 3d Visualisations
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 tel 01427 753232
 danny@3dcadworx.com

- Project
- PROPOSED REPLACEMENT DWELLING
- THE KENNELS
- STOCKHOLES TURBARY
- BELTON
- MR AND MRS GILLIS
- Title:
- EXISTING DWELLING
- EXISTING SITE PLAN

Scale	Date	Drawn
1:500 @ A2	01-2021	DS
Drawing No.		
GILLIS-2021-00		
A B C D E F G H J		

PA/2021/626 Proposed layout (not to scale)



PROPOSED SITE PLAN
1:500



Map area bounded by: 476248,407316 476648,407716. Produced on 01 June 2020 from the OS National Geographic Database. Reproduction in whole or part is prohibited without the prior permission of Ordnance Survey. © Crown copyright 2020. Supplied by UKPlanningMaps.com a licensed OS partner (100054135). Unique plan reference: p16buk/461217/625428

SITE LOCATION



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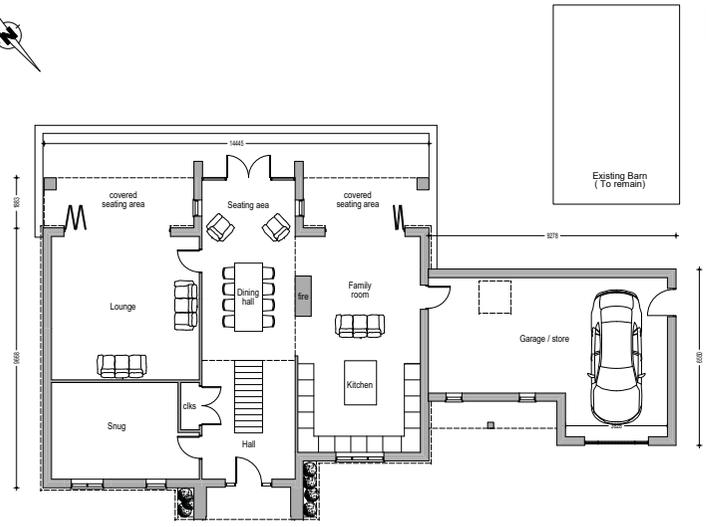
- Project
- PROPOSED REPLACEMENT DWELLING
- THE KENNELS
- STOCKHOLES TURBARY
- BELTON
- MR AND MRS GILLIS

Title:
• PROPOSED SITE PLAN
• LOCATION PLAN

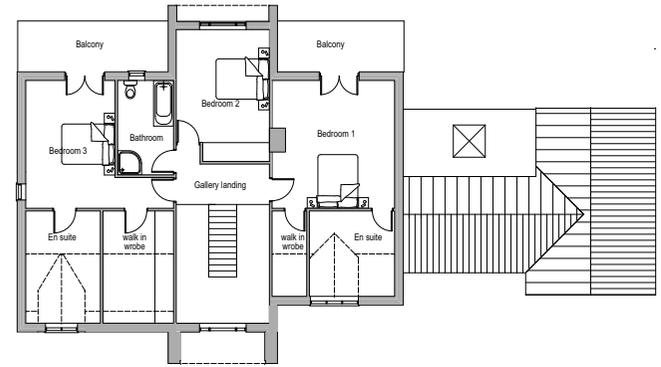
Scale	Date	Drawn
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Drawing No.	GILLIS-2021-02
	A B C D E F G H J

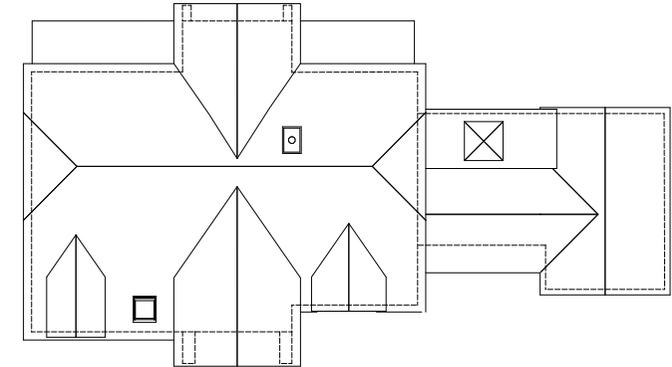
PA/2021/626 Proposed plans and elevations (not to scale)



PROPOSED GROUND FLOOR PLAN



PROPOSED FIRST FLOOR PLAN



PROPOSED ROOF PLAN



PROPOSED FRONT ~ NORTH EAST ~ ELEVATION



PROPOSED SIDE ~ SOUTH EAST ~ ELEVATION



PROPOSED 3D IMAGE ~ FRONT

Proposed Materials
 External walls -
 Crest Atlanta Grey Facing brick
 Off white render
 Milboard Emvello Shadow line cladding (Burr Cedar)
 Roof -
 Sandtoft New Rivius interlocking Clay roof tiles - Antique slate
 Doors and Windows
 Dark Grey / Black



PROPOSED REAR ~ SOUTH WEST ~ ELEVATION



PROPOSED SIDE ~ NORTH WEST ~ ELEVATION



PROPOSED 3D IMAGE ~ REAR


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Project
 • PROPOSED REPLACEMENT DWELLING
 • THE KENNELS
 • STOCKHOLES TURBARY
 • BELTON
 • MR AND MRS GILLIS

Title
 • PROPOSED PLANS AND ELEVATIONS

Scale	Date	Drawn
1:100 @ A1	01-2021	DS
Drawing No.		
GILLIS-2021-01		
A B C D E F G H I		