

APPLICATION NO	PA/2021/391
APPLICANT	Mr & Mrs Nick Webster-Henwood
DEVELOPMENT	Planning permission to erect single-storey extensions to existing dwelling (dormer storey to one wing)
LOCATION	The Game Farm, rear of 28 West End Road, Epworth, DN9 1LB
PARISH	Epworth
WARD	Axholme Central
CASE OFFICER	Brian McParland
SUMMARY RECOMMENDATION	Refuse permission
REASONS FOR REFERENCE TO COMMITTEE	Support by Epworth Parish Council

POLICIES

National Planning Policy Framework: Section 12

Paragraph 192: In determining applications, local planning authorities should take account of:

- (a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- (b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- (c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 200: Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

North Lincolnshire Local Plan: DS1, RD2, RD10, LC7 and LC14

North Lincolnshire Core Strategy: CS1, CS2, CS5 and CS6

CONSULTATIONS

Highways: No objection.

Drainage (Lead Local Flood Authority): No objection.

Environmental Protection: No objection.

Archeology: 'The application adversely affects the Area of Special Historic Landscape Interest of the Isle of Axholme (Local Plan Policy LC14) and lies outside the Development Boundary.

- This area is designated for its unique historic landscape retaining the pattern of ancient open strip fields and enclosures surrounding the villages on the Isle.
- The application site is located in a well-preserved area of the historic landscape adjacent to the Ancient Open Strip Field character area of Ellers Field.
- The scale and design of the proposed house site would be highly visible and dominant in the historic landscape.
- The effect of the proposed dwelling on the historic landscape is not justified; the proposed development would be an unacceptable extension and intrusion of the built environment into the historic landscape, contributing to adverse character change and affecting the setting and legibility.
- The Historic Environment Record recommends REFUSAL of planning permission as the 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, RD2, DS1.'

PARISH COUNCIL

Supports the application.

PUBLICITY

Advertised by site and press notice. Two responses have been received, one in support and one objecting on grounds of backland development.

ASSESSMENT

This application was deferred at a previous meeting of the planning committee to allow members to visit the site before making a decision.

The site

The application site is within the open countryside and is occupied by a dwelling known as 'Game Farm', which is a conventional single-storey dwelling with a pitched roof and a conservatory. The site was also previously occupied by a number of outbuildings, however these appear to have been removed.

The application site is within SFRA flood zone 1 (low), is not within a conservation area, does not relate to any listed buildings and there are no tree preservation orders (TPOs) within the vicinity. It is acknowledged that the site lies within policy LC14 land which is an Area of Special Historic Landscape Interest (The Isle of Axholme).

The proposal

Planning permission is sought to erect single-storey extensions to the existing dwelling (dormer storey to one wing).

The main issues to be considered are whether adequate justification can be demonstrated regarding the proposal's principle of development, impact on the character of the area and design, and impact on the amenity of neighbours.

Principle of development

Policy RD2 (Development in the Open Countryside) is considered relevant which states that development in the open countryside will be strictly controlled. Planning permission will only be granted for development which is:

'(vii) for the replacement, alteration or extension of an existing dwelling.'

Provisions (a) – (f) are also listed.

The proposed extension would relate to an existing dwelling; therefore, the proposal would fall within the scope of policy RD2, section (vii). Considering this, policy RD10 (Replacement, Alterations and Extension to Dwellings in the Open Countryside) is also relevant which states proposals to replace, extend or alter dwellings in the open countryside will only be permitted provided that:

'(ii) the volume of the proposed extension or alteration does not exceed that of the original dwelling by 20%, exclusive of the normal permitted development rights, and the original dwelling forms the dominant visual feature of the dwelling as extended.'

The proposed extensions (including the car port), by way of their design, would appear as the dominant visual features of the dwelling which would visually compete with the original dwelling. As such, the proposal would be in conflict with policy RD10 section (ii) of the local plan.

Impact on the character of the area and design

Policies DS1, RD10 and RD2 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 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 provided the following comment:

'The application site lies outside the Development Boundary for Epworth in the open countryside within the ASHLI (Area of Special Historic Landscape Interest of the Isle of Axholme) covered by LC14 policy area and the applicant has not adequately justified how the siting, scale and design of the proposal would accord with the requirements of Local Plan policy LC14.'

The application site lies on the edge of the Ancient Open Strip Field known as Eller's Field, one of the best-preserved areas of the core historic landscape character in the Isle. The application site is bounded to the east by the track that leads into the southwestern part of the field from West End Road.

The houses to the west of the site fronting West End Road are within the Early Enclosed Land that buffers Ellers Field and forms the setting of the AOSF (Ancient Open Strip Fields). The long narrow gardens extend to the public footpath along their north boundary and preserve the form of plots enclosed from the open field. The differences between these two character zones are clearly legible in the landscape around the application site.

The removal of the former game farm outbuildings has opened up the site around the bungalow allowing views from the access lane across the EEL (The Early Enclosed Land) to the rear of the dwellings along West End Road and improving the legibility of the historic character of the landscape adjacent to the AOSF at the entrance to Ellers Field.

The current bungalow is a simple single-storey structure less than 5 metres high. No. 28 West End Road, at the southern end of the plot containing the application site is a relatively modest dormer bungalow fronting the road. The bungalow to the rear is barely visible from the road behind no. 28 or from field access track alongside. The scale of the existing bungalow and the north elevation with two small windows is not overly intrusive when viewed from within Ellers Field.

The proposed dwelling is considerably larger than the existing bungalow, nearly tripling the footprint of the domestic accommodation area, the ridge height rising to 5.5m. The single-storey wing along the western boundary is approximately 12m long providing additional domestic accommodation and a carport for four cars facing onto a large courtyard. The proposed rear elevation facing onto the AOSF is increased from 7.5m to over 20m in length with a considerable expanse of roof and glazing overlooking the historic landscape to the rear.

The much-extended dwelling would be clearly visible behind no. 28 West End Road and from the field access track alongside. It would be highly visible from within the surrounding historic landscape in both the AOSF and EEL character areas, appearing intrusive and dominant in the view. Furthermore, it will detract from the settlement form of the EEL character as roadside dwellings within long narrow plots preserving the legibility of the AOSF.

The visual intrusion of the proposed dwelling into the historic plot that lies on the edge of the EEL zone surrounding Ellers Field AOSF would result in a loss of the legibility of the historic landscape at this location. In an appeal decision for a site just 150m east of the current application site, the Inspector noted that the change in character between the early enclosed land and the AOSF of Ellers Field was highly legible to public appreciation and as such the appeal site made an important contribution to the historic setting. The appeal was dismissed on the grounds of unacceptable harm to the Special Historic Landscape Interest (Appeal Ref: APP/Y2003/W/18/3211573).

The proposed dwelling would introduce further mass of the built form into the historic landscape setting and would increase the potential for the introduction of other domestic elements into the setting such as additional outbuildings, garden structures, hard paving, boundary fencing, external lighting, and other permitted development. The scale of the proposed carport for four cars may be considered excessive given the property has

extensive external space for parking. Because of this the proposed dwelling is an over-development of a backland plot that would adversely affect the existing character of both the AOSF and the EEL, eroding the character and setting and the legibility of the of the character zones as well as the setting of the traditional settlement form that together form part of the nationally important historic landscape in this location. As such, the proposed dwelling would be an unacceptable encroachment into the Area of Special Historic Landscape.

I would be concerned that granting permission for such an incursion in the LC14 zone will make other applications in this location more difficult to resist and result in further degradation of this nationally significant historic landscape character type and specifically Ellers Field`.

In light of the above, the proposed development, by way of its design, would adversely affect the historic landscape of the Isle of Axholme, a heritage asset of national significance, and specifically the character of the Early Enclosed Land and the setting of the core historic landscape of Ellers Field Ancient Open Strip Field, as well as the historic settlement form, that contribute to the character, setting and legibility of the historic landscape. 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. The application fails the key objective of the NPPF to conserve the historic environment for this and future generations. As such, the proposal would conflict with paragraphs 192 and 200 of the NPPF, local plan policies RD2, RD10, LC14, LC7 and DS1, and Core Strategy policies CS5 and CS6.

Impact on the amenity of neighbours

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 application site is sufficiently set back from the plots serving the neighbouring properties along West End Road which would mitigate amenity impacts. There are no properties adjacent to the application site.

It is considered that the proposal would not prejudice neighbouring amenity. As such, the development would be in accordance with policies DS1, RD10, RD2 and CS5.

Conclusion

The proposed extensions would be a departure from the local plan and would prejudice the historic landscape.

RECOMMENDATION Refuse permission for the following reasons:

1.

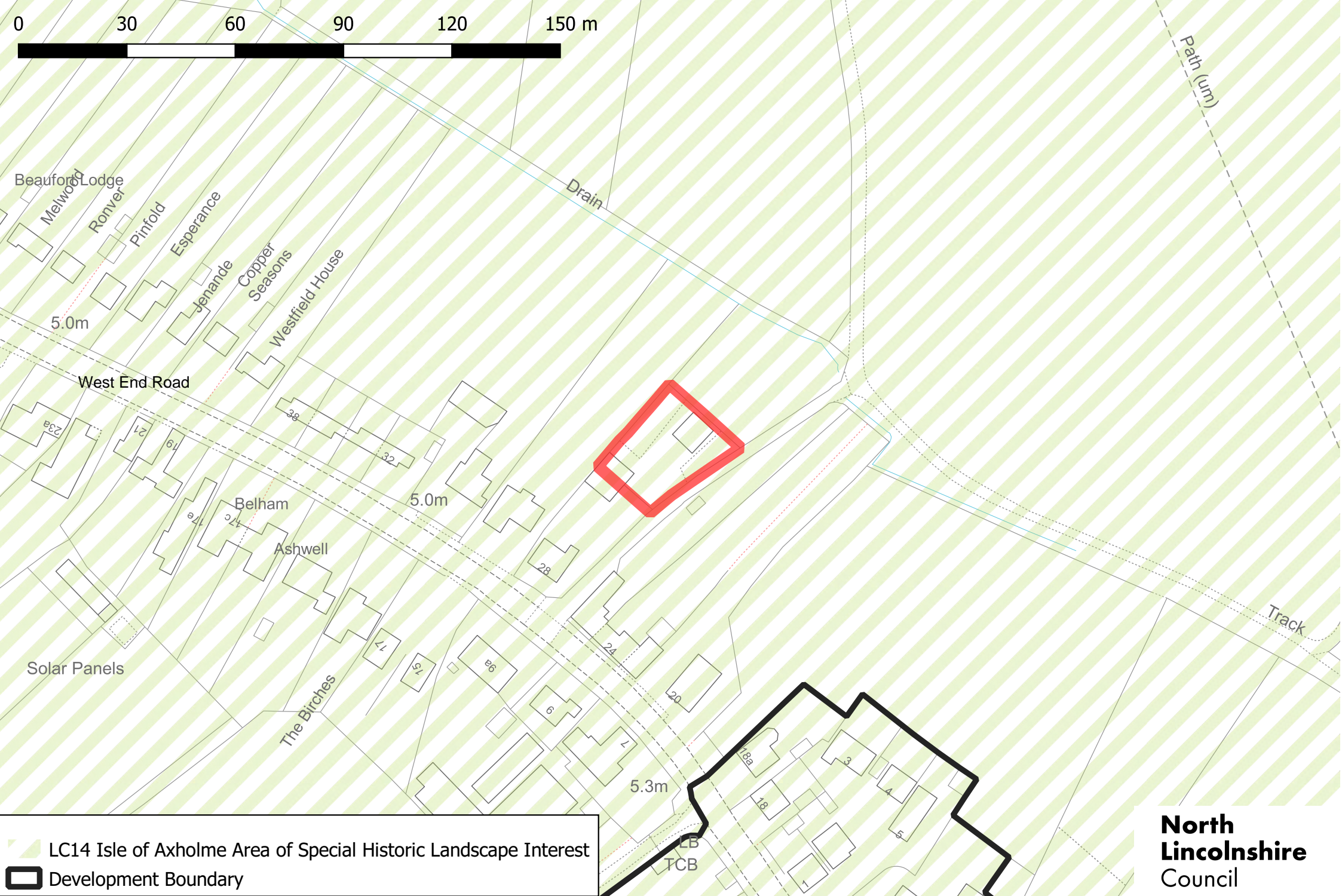
The proposed extensions (including the car port), by way of their design, would appear as the dominant visual features of the dwelling which would visually compete with the original dwelling. As such, the proposal would be in conflict with policy RD10 section (ii) of the North Lincolnshire Local Plan.


2.


The proposed extensions, by way of their design, would adversely affect the historic landscape of the Isle of Axholme, a heritage asset of national significance, and specifically the character of the Early Enclosed Land and the setting of the core historic landscape of Ellers Field Ancient Open Strip Field, as well as the historic settlement form, that contribute to the character, setting and legibility of the historic landscape. 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. The application fails the key objective of the NPPF to conserve the historic environment for this and future generations. As such, the proposal would conflict with paragraphs 192 and 200 of the NPPF, policies RD2, RD10, 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.



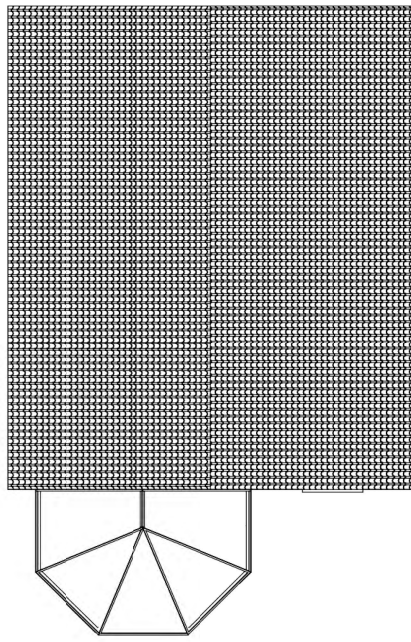
 LC14 Isle of Axholme Area of Special Historic Landscape Interest

 Development Boundary

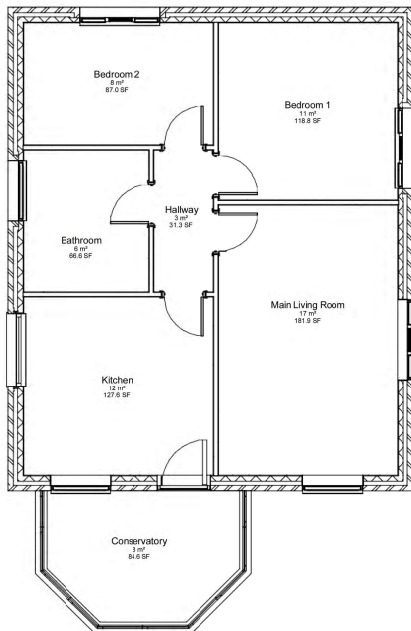
**North
Lincolnshire
Council**

PA/2021/391

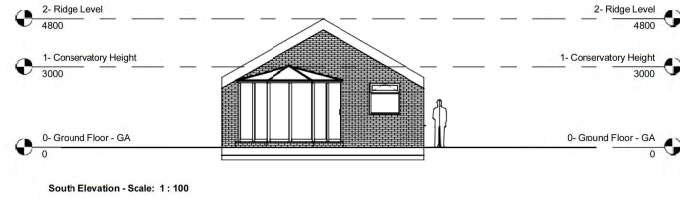
PA/2021/391 Existing and proposed plans (not to scale)



Ridge Level - Scale: 1: 5f



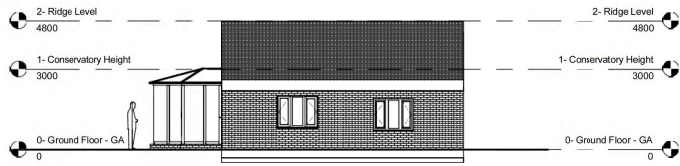
Ground Floor - GA - Scale: 1: 50



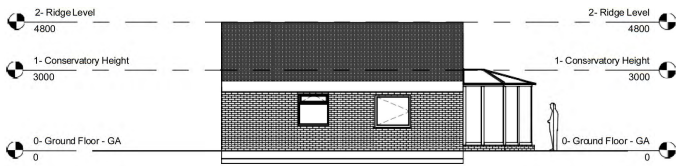
South Elevation - Scale: 1: 100



North Elevation - Scale: 1: 100



East Elevation - Scale: 1: 100



West Elevation - Scale: 1: 100

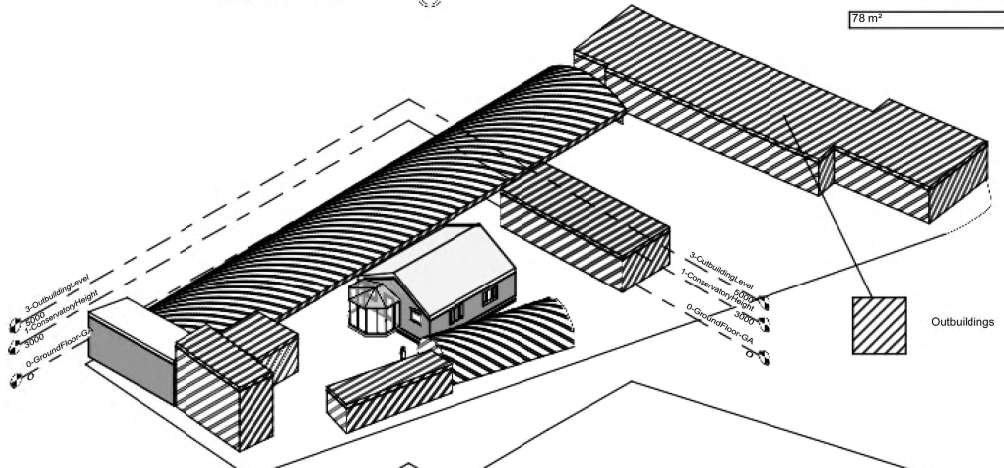


Existing Site - Scale: 1: 1000

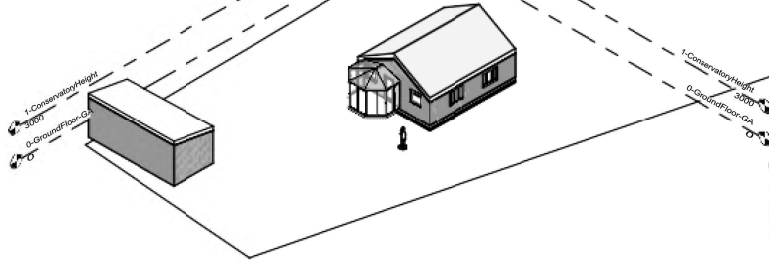
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 Materials used in conformity with relevant British or European Standards/Codes of practice or materials known to be deleterious to health & safety must be used or specified on this project.
 Note: All dimensions must be checked on site prior to construction/manufacture. This drawing should not be scaled from.

Room Schedule			
Number	Name	Internal Area	Internal Sq Ft
1	Conservatory	8 m ²	85 ft ²
2	Kitchen	12 m ²	128 ft ²
3	Main Living Room	17 m ²	182 ft ²
4	Bathroom	6 m ²	67 ft ²
5	Bedroom 1	11 m ²	119 ft ²
6	Bedroom 2	8 m ²	87 ft ²
7	Hallway	3 m ²	31 ft ²
Grand total: 7		65 m ²	698 ft ²

Gross Area Schedule (Gros...)	
Gross Building Area	
78 m ²	



3D View with outbuildings - Scale:



3D View without outbuildings - Scale:

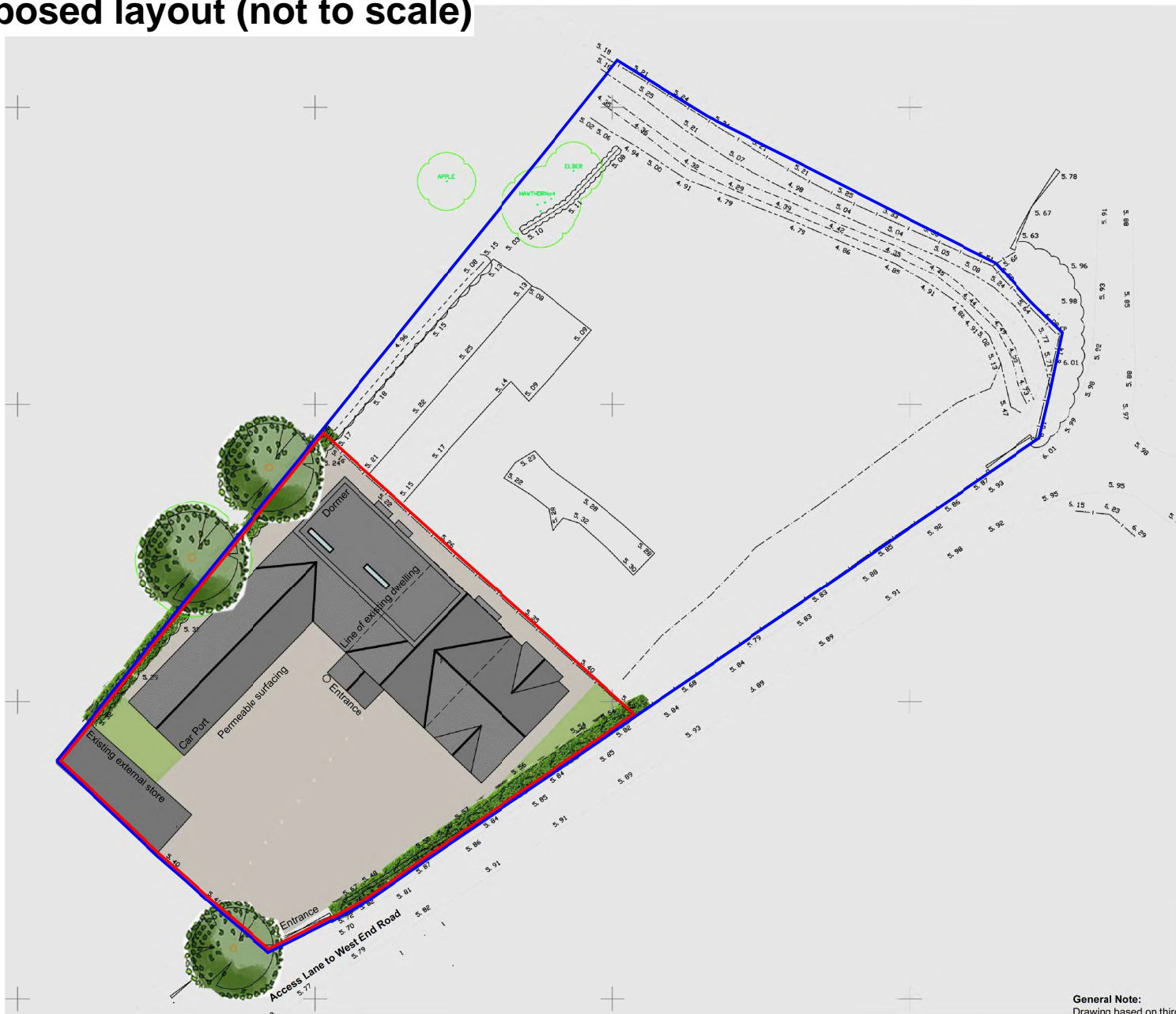
SURVEY DRAWING

No.	Date	Description	By	Rev.
DATE	29/10/19	DRAWN	PP	
SCALE	As indicated @ A1	CHECKED	NWH	
PROJECT: The Game Farm Epworth				
DRAWN BY TITLE: Existing Site and Survey Drawing				
Drawing No: 2019- ID - 37 - SURV001				

Isle Design
 architecture

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 C&A Chartered Membership No. 225889

PA/2021/391 Proposed layout (not to scale)



General Note:
Drawing based on third party measured land survey data, namely:
Geo survey drawing - 20020-13-T-E

Date: March 2021
Proposed Site Master plan
Drawing scale 1:200 @ A2
The Game Farm, West End Road, Epworth, North Lincs

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architecture



2019-ID-37-PL003

PLANNING DRAWING

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PA/2021/391 Proposed elevations (not to scale)



Material Key:

- Standing seam copper cladding - natural finish
- Standing seam pressed metal cladding - Anthracite Grey
- Charred vertical 'larch' cladding
- Aluminum windows - RAL 9005 'Jet Black'
- Facing Brickwork

Date: March 2021
Proposed General Elevations
Drawing scale 1:100 @ A2
The Game Farm, West End Road, Epworth, North Lincs



2019-ID-37-PL002

PLANNING DRAWING

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