

APPLICATION NO	PA/2019/320
APPLICANT	Mr Coggon, Coggon Brothers Ltd
DEVELOPMENT	Planning permission to erect a general-purpose agricultural building and a potato store, including hard standing and ancillary site works
LOCATION	Field 7478, land north-west of North Street, West Butterwick
PARISH	West Butterwick
WARD	Axholme South
CASE OFFICER	Scott Jackson
SUMMARY RECOMMENDATION	Refuse permission
REASONS FOR REFERENCE TO COMMITTEE	Member 'call in' (Cllr David Rose – significant public interest)

POLICIES

National Planning Policy Framework: Paragraph 8 states that achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in a mutually supportive way (so that opportunities can be taken to secure net gains across each of the different objectives).

Paragraph 10 states, so that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.

Paragraph 83 states planning policies and decisions should enable:

- (a) the sustainable growth and expansion of all types of business in rural areas, both through the conversion of existing buildings and well-designed new buildings;
- (b) the development and diversification of agricultural and other land-based rural businesses;
- (c) sustainable rural tourism and leisure developments which respect the character of the countryside; and
- (d) the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship.

Paragraph 189 states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record

should have been consulted and the heritage assets assessed using appropriate expertise where necessary.

Paragraph 192 states, 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 194 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

Paragraphs 155 to 163 also apply.

North Lincolnshire Local Plan:

Policy DS1 – General Requirements

Policy DS16 – Flood Risk

Policy RD2 – Development in the Open Countryside

Policy LC7 – Landscape Protection

Policy LC14 – Area of Special Historic Landscape Interest

Policy HE9 – Archaeological Evaluation

North Lincolnshire Core Strategy:

CS1 – Spatial Strategy for North Lincolnshire)

CS2 – Delivering More Sustainable Development

CS3 – Development Limits

CS5 – Delivering Quality Design in North Lincolnshire

CS6 – Historic Environment

CS19 – Flood Risk

CONSULTATIONS

Highways: No objection.

LLFA Drainage: No objection, but advise conditions relating to the submission and implementation of a surface water drainage scheme, based on SuDS.

Humberside Fire and Rescue: It is a requirement for domestic purposes that adequate access for fire-fighting is provided to all buildings or extensions to buildings.

Public Health: No comments or objections.

Environment Agency: No objection or comments.

Historic Environment Record (Archaeology): The application site lies 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 medieval open strip fields and enclosures surrounding the villages on the Isle; the application site is located on the edge of the riverside ancient open strip fields north of West Butterwick village.

This application is for a large agricultural building triple the size of the previous proposal at this location. Recommends refusal of planning permission as the development would adversely affect the character, appearance and setting of the historic landscape contrary to the National Planning Policy Framework and local planning policies LC14, LC7 and Core Strategy policy CS6.

PARISH COUNCIL

Object on the following grounds:

- impact on landscape character
- inadequate access for the proposed development
- the size of the proposed development.

PUBLICITY

The application has been advertised by site notice; no comments have been received.

STATEMENT OF COMMUNITY INVOLVEMENT

No statement of community involvement has been submitted with this planning application.

ASSESSMENT

Planning permission is sought to erect two agricultural buildings for the purposes of agricultural storage and for the storage and grading of potatoes. A previous planning application (PA/2018/711) was approved by planning committee for the erection of a potato storage building on part of the site; it measured 30 metres by 20 metres with a ridge height of 9.64 metres. The site is located in the open countryside, in a sensitive location within the Isle of Axholme Area of Special Historic Landscape Interest, designated under policy LC14 of the North Lincolnshire Local Plan. The site is also located within flood zone 2/3a as defined in the North Lincolnshire Strategic Flood Risk Assessment.

Planning permission is sought to erect two agricultural sheds on land adjacent to the approved potato storage building. The proposed potato storage shed measures 30 metres by 20 metres with a ridge height of 9.76 metres and the larger building (grading shed) measures 40 metres by 30 metres with a ridge height of 11.6 metres.

The main issues in the determination of this application are the impact of the proposal upon the designated historic landscape and flood risk.

Historic landscape (LC14)

The historic landscape of the Isle is a heritage asset of historic and archaeological interest as defined in the National Planning Policy Framework (NPPF) and is clearly identified as such in the local plan in line with paragraph 126 of the NPPF. The Ancient Open Strip Fields (AOSF) form the historic character core of the Isle of Axholme landscape.

The essential character and appearance of this core historic landscape type is of open unenclosed agricultural land and the lack of any physical boundary features, including hedgerows and fences; other characteristics of this landscape include the roads, common ways and access tracks known locally as meres; a general absence of farms in the open fields, these being located in the built-up settlement areas; and the presence of visual reference points such as churches, mills and water towers that afford legibility to the core historic landscape and form part of its setting.

Also characteristic of the ancient open field landscape are areas of piecemeal enclosure, frequently found around the fringes of the open fields and the built-up settlements where they form the immediate setting of the core open strip fields. This 'Early Enclosed Land' (EEL) comprising enclosures of amalgamated strips are often characterised by irregular or sinuous boundaries.

Elsewhere enclosures with regular straight boundaries, frequently formed by ditches, were laid out in the newly drained landscape from the 17th century onwards. The enclosures of this 'Recent Enclosed Land' (REL) are largely devoid of upstanding boundary features, and maintain the characteristic open aspect of this historic landscape, even where such enclosures are combined into blocks of large modern fields.

The persistence of these elements of the historic landscape, and the resultant openness of the core areas, remains the dominant characteristic of the contemporary landscape of historical importance. This remnant landscape is acknowledged as the best example of very few surviving landscapes of this type in the country. It is of national significance, however is not capable of formal designation as a heritage asset under current legislation.

The application site lies on the edge of the Ancient Open Strip Fields that extend in a narrow band north of West Butterwick alongside the River Trent, bordered to the west by Recent Enclosed Land (REL). This block of land displays many of the classic landscape features of the AOSF and REL fields described above.

The application site is an agricultural field accessed from the road via a farm track through the strip field zone. None of the fields in this block are enclosed and there is no roadside hedge. This allows for long uninterrupted views across the open landscape to the west, encompassing distant blocks of trees, whilst to the north the motorway encloses and frames the view. The approach into West Butterwick from Beltoft to the west also provides clear views across the open landscape towards the application site. In addition, there is a

series of public footpaths which run a course in close proximity to the site and allow views across the flat, open landscape. The public footpaths include WBUT122, WBUT123 and WBUT125A.

There are no other buildings within this part of the landscape zone adjoining the open strip fields. This setting, comprising the openness of the landscape and lack of buildings within the fields surrounding the village, can also be appreciated when travelling westbound on the M180 bridge over the River Trent.

This proposal is for the erection of two large agricultural sheds measuring 30 metres by 20 metres with a ridge height of 9.76 metres and 40 metres by 30 metres with a ridge height of 11.6 metres; these will adjoin the shed approved under planning application PA/2018/711 to the south. The applicant is aware of the sensitivity of the historic landscape, which is substantiated within the heritage statement submitted with the planning application. The heritage statement states that the development is not proposed within the medieval strip field and that the approval for the agricultural shed under the 2018 planning application should be given weight in the consideration of this planning application. In addition, the case put forward by the applicant to justify the additional agricultural buildings in this location is that they are seeking to relocate their existing business from within the settlement boundary for West Butterwick, that additional jobs will be created, that the existing farm storage buildings are now considered to be of sub-standard construction, that the business will be able to operate more efficiently and there will be highway benefits as a result of a reduction in HGVs and commercial traffic travelling along North Street in West Butterwick.

Notwithstanding the business case put forward for relocating the applicant's existing agricultural enterprise and accounting for the previous planning permission, it is considered that the proposal will effectively triple the amount and scale (across a cumulative depth of 70 metres, a width of 40 metres and ridge heights between 9.64 metres and 11.6 metres) of built development in this open countryside location, which is designated under policy LC14 of the North Lincolnshire Local Plan. Given the amount and scale of additional buildings proposed in this open countryside location, and given this is a highly sensitive location in historic landscape interest terms, the proposed agricultural buildings would be highly visible in the otherwise open historic landscape where there are few, if any, boundary features with a vertical emphasis, and few scattered trees visible in the wider rural landscape.

The buildings, together with the agricultural shed already approved, would be visible across the fields on the approach into West Butterwick. In addition, the buildings would be visible across the open field network on the approach into West Butterwick from Beltoft (when approaching from the west) and from the road travelling north out of the village towards Althorpe. It would also be visible as an isolated cluster of large agricultural buildings from the elevated motorway bridge, however it is accepted that this would be a transient view. Also, as noted above, there are a number of public footpaths through this part of the historic landscape where the building would be highly visible, one route passing within 120 metres of the proposed buildings.

Therefore, the proposal constitutes an intrusive form of built development, detrimental to the flat, open character of the historic landscape character. It would also affect the setting and amenity value of the historic landscape. Subsequently it would adversely affect both the existing character and setting of the nationally important remnant historic landscape. As such, the proposed buildings in this location are considered to be an unacceptable

encroachment in the Area of Special Historic Landscape Interest. The application should therefore be refused as being detrimental to the character and the setting of the core historic landscape of the Isle of Axholme, the Ancient Open Strip Fields and Recent Enclosed Land, contrary to local plan policies LC14 and Core Strategy policy CS6. The proposal would not be accord with NPPF paragraph 192 as the proposed development would not make a positive contribution to local character and distinctiveness, and would detract from the significance of the historic landscape at this location.

The HER also considers that granting permission for an incursion into the LC14 designated landscape would make other applications more difficult to resist and result in further loss of this diminishing historic landscape character type.

On balance, therefore, it is considered that the impact on the historic landscape outweighs any benefits to the social or economic benefits (i.e. the transfer of the existing agricultural business from within West Butterwick and additional jobs) that a development of this nature and scale would bring to the area, and the applicant has failed to convince the council that there is sufficient justification to demonstrate that the development would not result in harm or significant loss to the irreplaceable heritage asset. The proposal is therefore considered to be contrary to policies in the adopted local plan and Core Strategy, and guidance in the NPPF.

Flood risk

The development site is located in flood zone 2/3a as identified in the North Lincolnshire Strategic Flood Risk Assessment. A flood risk assessment has been submitted with the planning application; this has been reviewed by the Environment Agency and no objection has been received on flood risk grounds. The proposal is for 'less vulnerable' development (land and buildings used for agriculture) in a high flood risk zone; by applying the guidance within the National Planning Policy Guidance the proposed development is considered to be appropriate in flood risk terms. The development is therefore considered to be safe from flooding without increasing flood risk elsewhere and constitutes appropriate development in a high flood risk zone.

RECOMMENDATION Refuse permission for the following reasons:

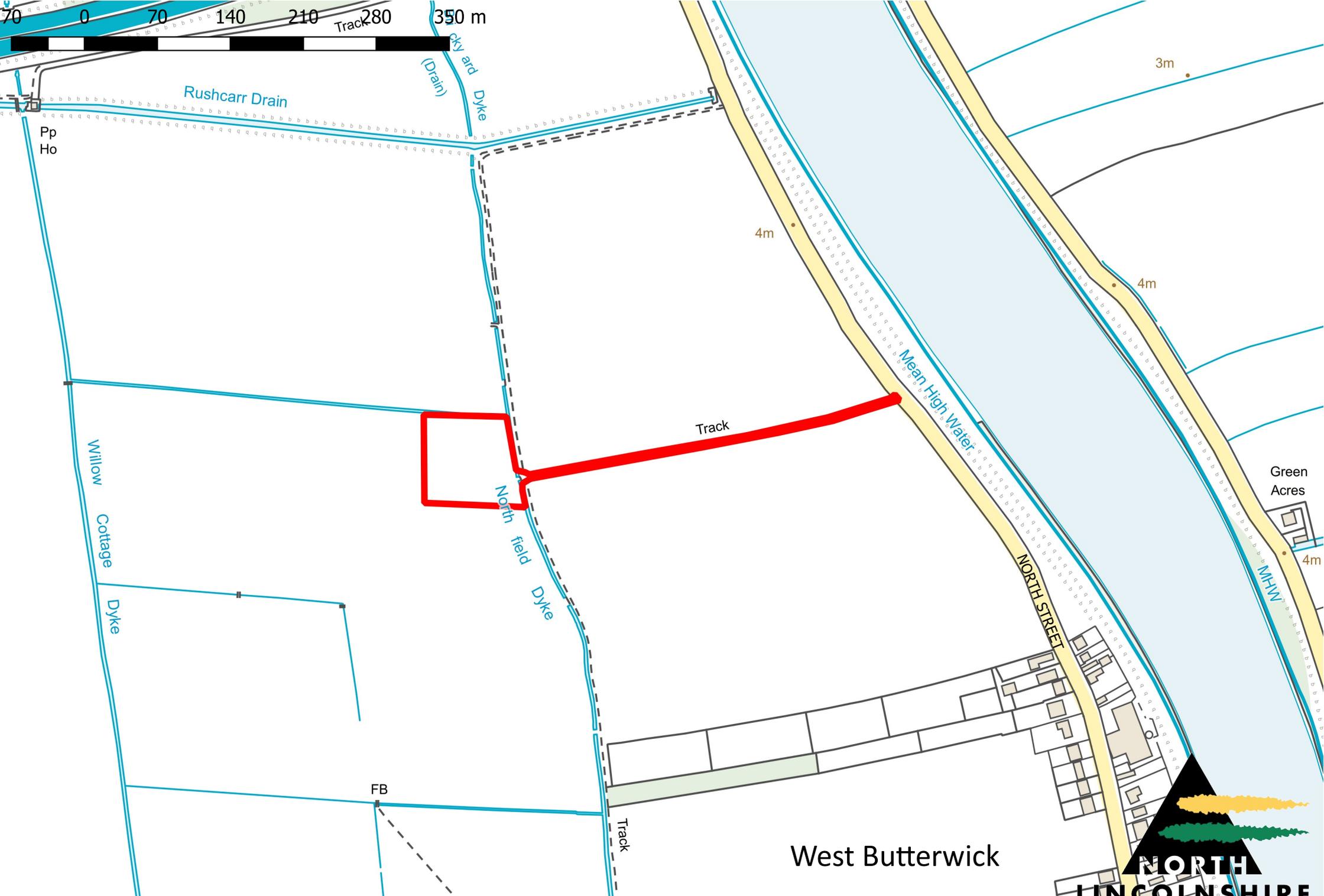
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The application, as submitted, by virtue of its siting, scale, height and mass, when considered cumulatively with the previously approved agricultural building in this location, is considered to be detrimental to the character and setting of the core historic landscape of the Isle of Axholme, the Ancient Open Strip Fields and Recent Enclosed Land, contrary to local plan policy LC14 and Core Strategy policy CS6. The proposal would not be in accordance with National Planning Policy Framework paragraphs 192 and 200 as the proposed development would not make a positive contribution to local character and distinctiveness, and would detract from the significance of the historic landscape at this location. It is also considered that granting permission for further incursion into the LC14 zone in this location would make other applications more difficult to resist and result in further loss of this diminishing historic landscape character type.

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.

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Track



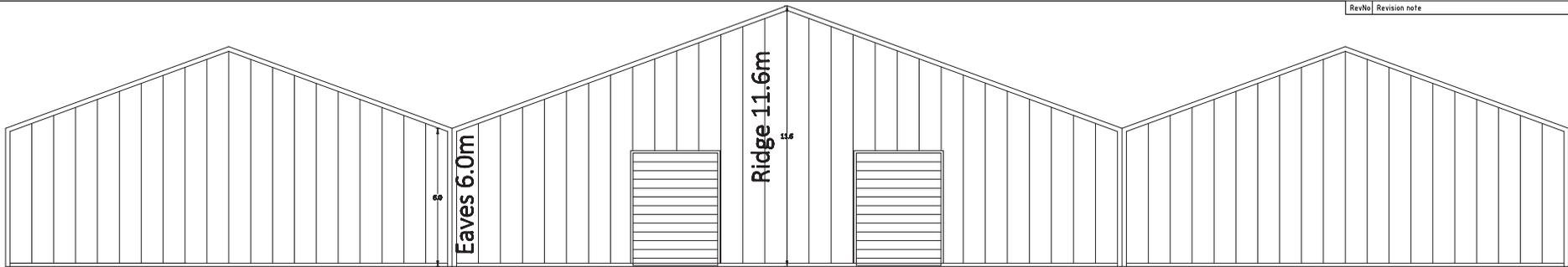
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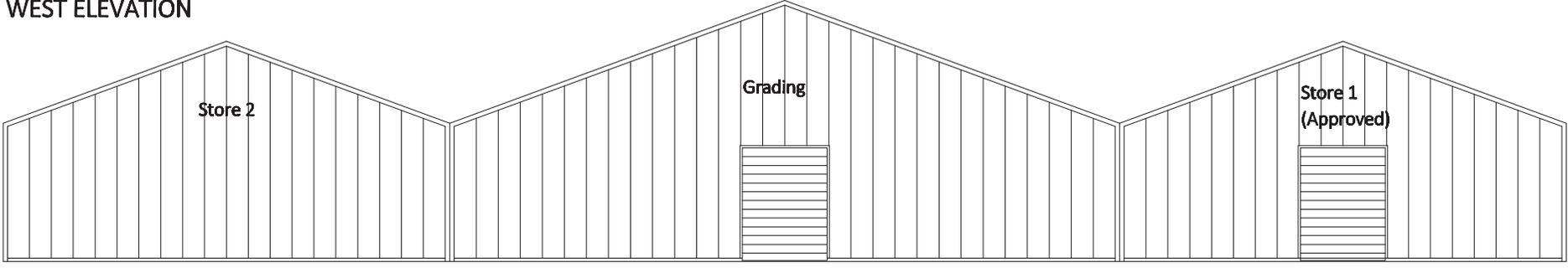


West Butterwick

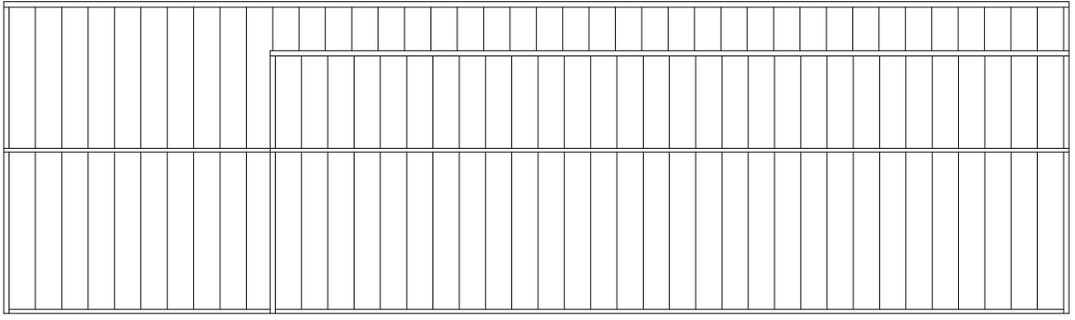
PA/2019/320 Elevations (not to scale)



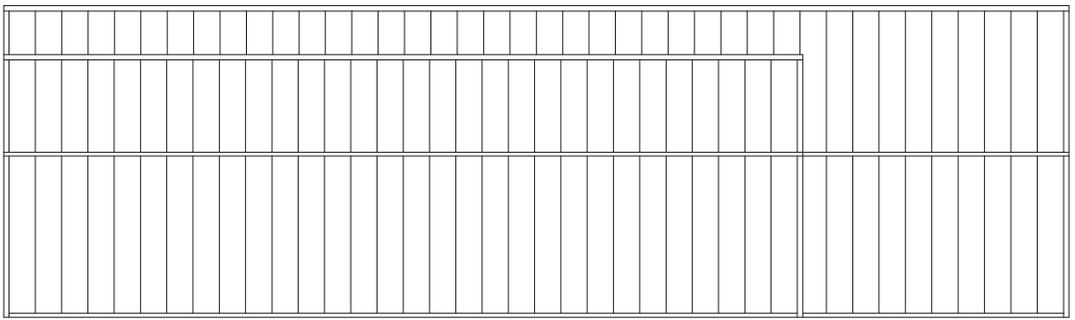
WEST ELEVATION



EAST ELEVATION



NORTH ELEVATION

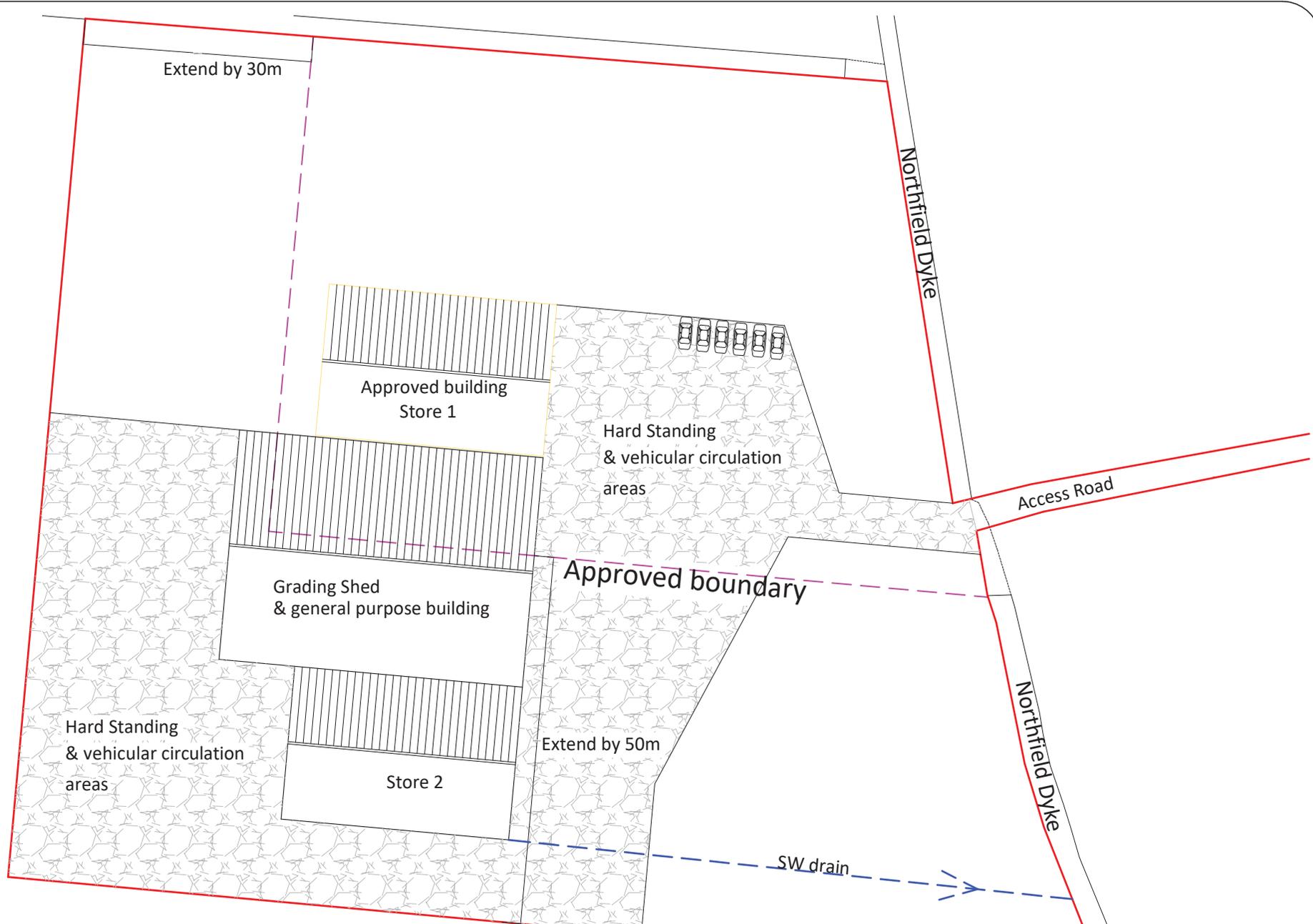


SOUTH ELEVATION

External Materials
 Walls - Box section steel sheeting pvc coated colour Olive Green
 Roof - Box section steel sheeting pvc coated colour Olive Green

Howard J Wroot BSc MRICS	Client	Coggon Bros		
Chartered Surveyor	Proposal	Agricultural Barns		
240 Wharf Road Ealand	Drawing	Elevations		
Scunthorpe DN17 4JN	Address	Field 7476 off North Street		
Tel/Fax: 01724 710174	West Butterwick, Scunthorpe DN17 3JW		Date	Ref
 Email: howard@howardwroot.com	17/2/2019	1048-19	1:100	1 of 4

PA/2019/320 Block plan (not to scale)



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Howard J Wroot BSc MRICS Chartered Surveyor 240 Wharf Road, Ealand Scunthorpe DN17 4JN	Tel 01724 711068 Fax 01724 710174 Mob 07947 226577	Client	Coggon Bros			Proposal	Relocation of Farm Buildings to Field 7478 off North Street, West Butterwick, DN17 3JW
		Date	17/2/19	Dwg No	3 of 4		
		Scale	1:500	Ref No	1048-19	Drawing	Proposed Site Plan

