

APPLICATION NO	PA/2020/865
APPLICANT	Mr J Coggon, Coggon Brothers Ltd
DEVELOPMENT	Planning permission to erect extensions to an agricultural building comprising a general-purpose agricultural building and potato store, including hard standing and ancillary site works (resubmission of PA/2019/320)
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 that planning policies and decisions should enable:

- (a) the sustainable growth and expansion of all types of business in rural areas, both through 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 that, 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

Supplementary Planning Guidance:

SPG5 – Landscape Character Assessment and Guidelines

CONSULTATIONS

Highways: No objection.

LLFA Drainage: No objection, but recommend 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 premises that adequate access for fire-fighting is provided to all buildings or extensions to buildings.

Ecology: The proposal runs directly contrary to the Adopted Landscape Assessment and Guidelines (SPG5); therefore object on the grounds of policies LC7 and LC14. New built development within the open countryside should be sited within existing farmstead and agro-industrial areas, reflecting the local vernacular and being integrated with the surrounding area by a competent landscape enhancement scheme.

The application site appears to be arable land of low biodiversity value. Most of the proposed works will be away from the Northfield Dyke, minimising the risk of impacts on species such as water voles. No ecological surveys are required.

Environmental Health: No comments to make.

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 permission be refused as the development would adversely affect the character, appearance and setting of the historic landscape contrary to the National Planning Policy Framework, local planning policies LC14 and LC7, and Core Strategy policy CS6.

PARISH COUNCIL

This application is unaltered from the previous application (PA/2019/320) and therefore object on the following grounds:

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

PUBLICITY

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

ASSESSMENT

Planning permission is sought to erect two agricultural buildings for the purposes of agricultural storage, and the storage and grading of potatoes; these buildings are proposed to adjoin the existing potato storage building on the site. This is a resubmission of planning application PA/2019/320, which was refused 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.

The two agricultural sheds are proposed on land adjacent to an existing potato storage building, approved under PA/2018/711, and are proposed to adjoin it. The proposed potato storage shed measures 30 metres by 20 metres, with a ridge height of 9.76 metres; and the 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 applicant, in seeking to justify the resubmission of this proposal, has submitted both a planning and heritage statement.

The essential character and appearance of this core historic landscape type is:

- open unenclosed agricultural land and the lack of any physical boundary features, including hedgerows and fences;
- other characteristics, including 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. 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.

Other than in the case of the agricultural storage building previously approved on the site, 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.

The 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 respectively. These would adjoin the shed approved under planning application PA/2018/711 to the south, which is now constructed on the site. The applicant is aware of the sensitivity of the historic landscape and refers to it within the heritage statement submitted with the application. The heritage statement states that not every field which falls within certain geographical areas should have development prohibited when character traits are no longer present and it is not reasonable to have a blanket ban on development just because it falls within that area. Reference is made to Historic Landscape Classifications from Historic England and a Historic Landscape Characterisation Project for Lincolnshire which effectively submits that the historic landscape is not a static picture and is subject to change over time.

In addition, the case put forward by the applicant in their planning statement to justify the additional agricultural buildings in this location is that the proposal is required to meet the economic and operational needs of an established rural business, the existing building is not considered to detract from the character of the area, and the proposed development would not have any significant adverse impact on the landscape. The applicant is seeking to relocate their existing business from within the settlement boundary for West Butterwick, and states that additional jobs will be created, the existing farm storage buildings are now considered to be of sub-standard construction, the business will be able to operate more

efficiently, and the consideration of another site elsewhere in Owston Ferry has been discounted on the basis that it is below sea level and is located on a layer of peat.

Notwithstanding the business and historic landscape impact case put forward for relocating the applicant's existing agricultural enterprise, and taking account of the previous planning approval, it is considered that the proposals would 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, when considered cumulatively with the existing agricultural storage building on the site, 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. In addition, any landscaping proposed to screen the built form of the agricultural buildings (measuring cumulatively 70 metres by 40 metres, with a ridge height of 11.6 metres at its highest point) would have the effect of introducing further features into the historic landscape which would be at odds with its existing character, setting and appearance. 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 into 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 policy LC14 and Core Strategy policy CS6. The proposal would not be in 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.

On balance, therefore, it is considered that the impact on the historic landscape outweighs any social or economic benefits 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

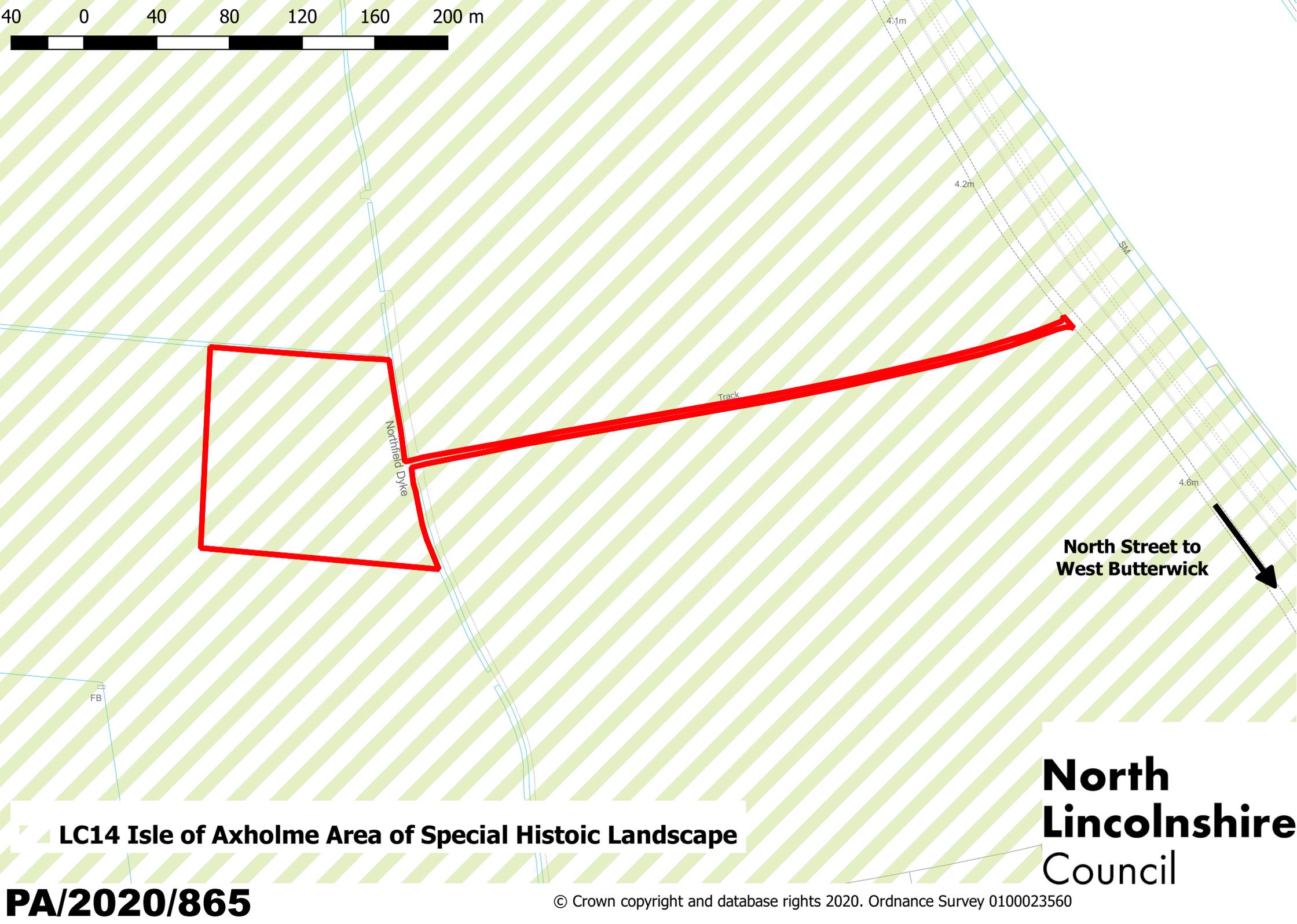
The development site is located in flood zone 2/3a as identified in the North Lincolnshire Strategic Flood Risk Assessment. A flood risk assessment has been submitted with the planning application; this has been reviewed by the Environment Agency and no objection has been received on flood risk grounds. 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:

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.



**North Street to
West Butterwick**

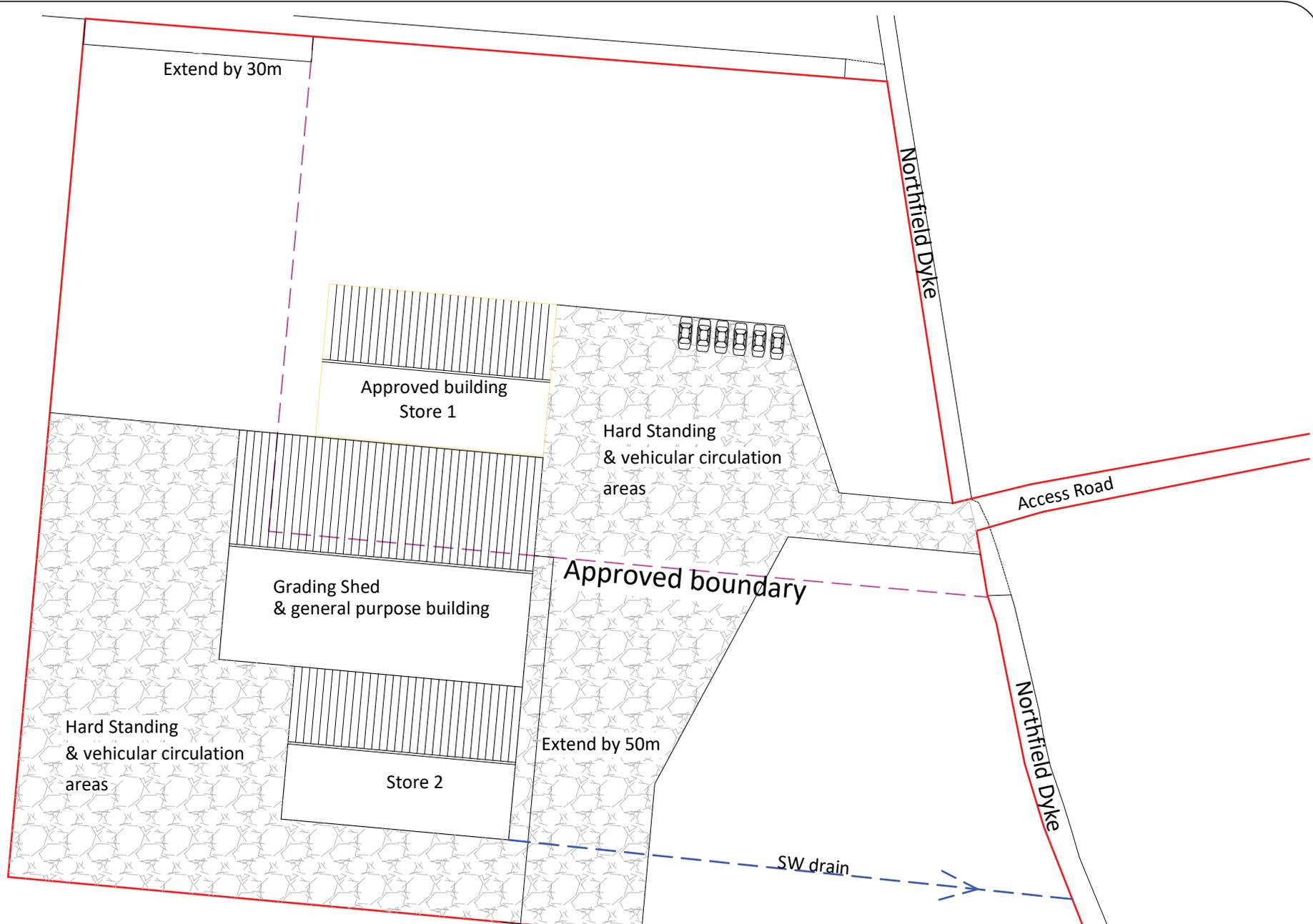


LC14 Isle of Axholme Area of Special Historic Landscape

**North
Lincolnshire
Council**

PA/2020/865

PA/2020/865 Site layout (not to scale)

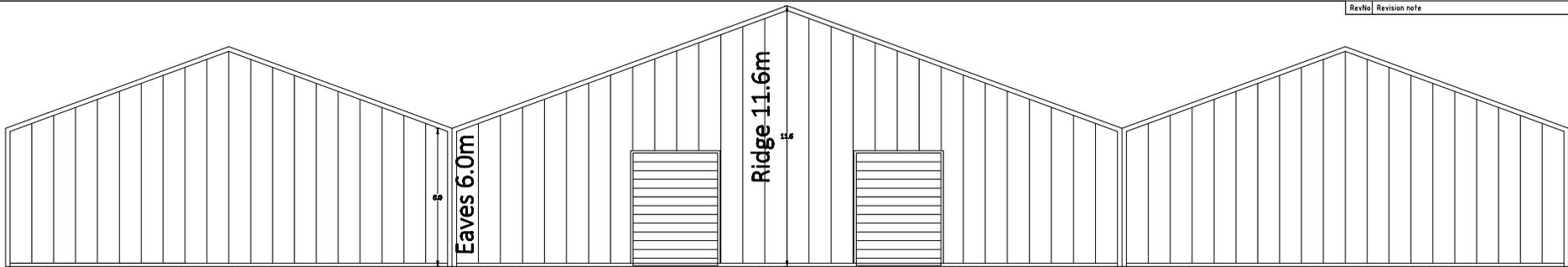


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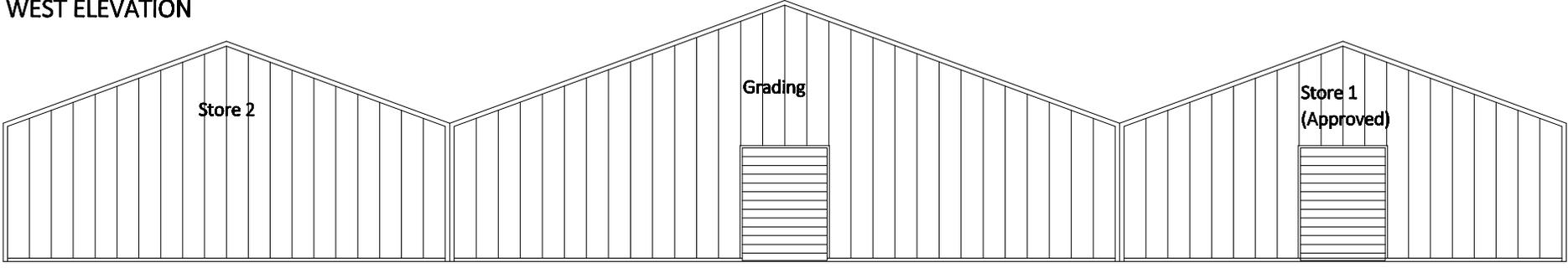
Howard J Wroot BSc MRICS Chartered Surveyor 240 Wharf Road, Ealand Scunthorpe DN17 4JN	Tel 01724 711068 Fax 01724 710174 Mob 07947 226577	Client	Coggon Bros			Proposal	Relocation of Farm Buildings to Field 7478 off North Street, West Butterwick, DN17 3JW	
		Date	17/2/19	Dwg No	3 of 4			
		Scale	1:500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

PA/2020/865 Elevations (not to scale)

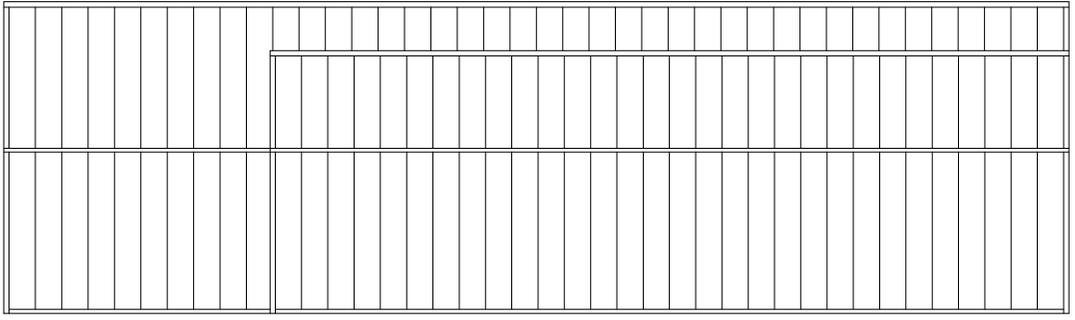
RevNo Revision note Date Signature Checked



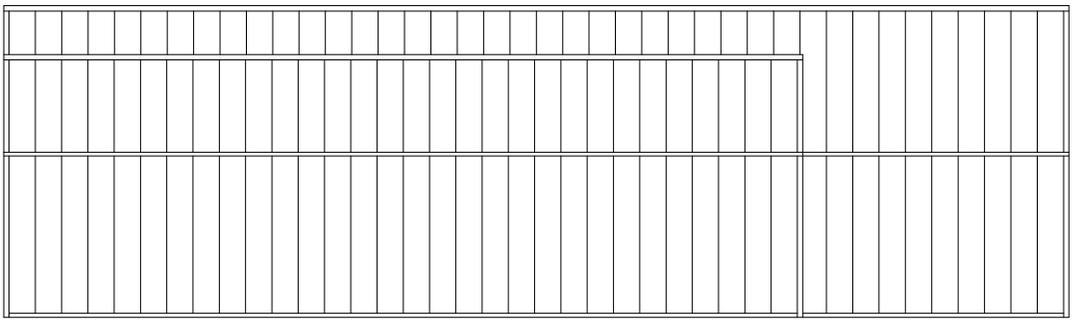
WEST ELEVATION



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