

SCOTTISH BORDERS COUNCIL

PLANNING AND BUILDING STANDARDS COMMITTEE

1 JUNE 2015

APPLICATION FOR PLANNING PERMISSION

ITEM:	REFERENCE NUMBER: 15/00452/FUL
OFFICER:	Julie Hayward
WARD:	Hawick and Denholm
PROPOSAL:	Erection of commemorative stone plaque
SITE:	Hornshole Monument Hornshole Bridge Hawick
APPLICANT:	1514 Club
AGENT:	Frank Scott (Scottish Borders Council)

SITE DESCRIPTION

The site is situated to the north east of Hawick. It is an area of open space to the north of the A698 Denholm to Hawick road. The site is a triangle of land with the main public road on higher ground to the south and two minor roads from the main road converging to the north. The minor road to Appletreehall crosses the River Teviot to the north of the site; Hornshole Bridge is a category C listed structure.

The site is a well maintained area of open space. The flat area adjacent the minor road is grassed and has planters and flowers within it. There is a recently refurbished memorial to the 1514 battle and a small stone plaque. The embankment to the south is planted with trees and shrubs.

PROPOSED DEVELOPMENT

The proposal is to erect a commemorative stone plaque on the site. This would be positioned 3m back from the minor road to the north. The structure would be 1648mm by 240mm and 950mm in height. A paved area would be formed from the public road to the structure which is intended to match that to the existing memorial.

The plaque would commemorate the Battle of Hornshole that took place in 1514 between an English raiding party and youths from Hawick. The latter were victorious and captured the English flag; this event and therefore the site are a significant part of the Hawick Common Riding ceremonies.

PLANNING HISTORY

There is no planning history.

REPRESENTATION SUMMARY

To date, eleven representations objecting to the proposal have been received and these are available to view on the Public Access System of the Council's website. The application was advertised in the Southern Reporter and the period in which to

submit representations expires on 29th May 2015. Any further representations will be reported verbally at the meeting.

The following planning issues have been raised:

- The plaque will detract from and dominate the existing Hornshole memorial due to its size and position. It is out of scale and character with the existing monument and out of keeping with the site;
- The plaque is unnecessary as the existing monument contains all the relevant information and there is already a small plaque;
- The proposal would distract motorists negotiating an already dangerous intersection and narrow bridge.

APPLICANTS' SUPPORTING INFORMATION

None.

CONSULTATION RESPONSES:

Scottish Borders Council Consultees

Roads Planning Service: Reply awaited.

Archaeology Officer: While I fully support the intention to interpret this locally significant skirmish site, I feel that this proposal may be slightly at odds with the existing memorial. If possible, consideration should be given to a redesign that enhances rather than detracts from the existing memorial while still providing information for the public about the skirmish and its continuing resonance in the community.

There are potential archaeological implications. While the exact location of the skirmish at Hornshole is unknown, this traditional site is nevertheless sensitive. Excavations below 200mm may reveal objects or features (such as the fire pits used by the English in their encampment) relating to the skirmish. It is therefore important that excavations not go below that proposed in the application. I recommend that this depth be conditioned in order to preserve in situ any archaeological evidence that may exist below top-soil depth. There remains a remote possibility that archaeology exists within and immediately below the top-soil.

I therefore also recommend a suitably worded condition asking for any discoveries of buried artefacts or features to be reported immediately to the Archaeology Officer for further discussion.

Statutory Consultees

Hawick Community Council: Reply awaited.

Other Consultees

None

DEVELOPMENT PLAN POLICIES:

SES Plan Strategic Development Plan 2013

Policy 1B: The Spatial Strategy: Development Principles

Consolidated Scottish Borders Local Plan 2011

Policy G1: Quality Standards for New Development

Policy BE1: Listed Buildings

Policy BE2: Archaeological Sites and Ancient Monuments

Policy H2: Protection of Residential Amenity

Policy Inf4: Parking Provisions and Standards

Policy D1: Business, Tourism and Leisure Development in the Countryside

Proposed Local Development Plan 2013

Policy PMD2: Quality Standards

Policy ED7: Business, Tourism and Leisure Development in the Countryside

Policy HD3 Protection of Residential Amenity

Policy EP5: Special Landscape Areas

Policy EP7: Listed Buildings

Policy EP8: Archaeology

Policy IS7: Parking Provision and Standards

OTHER PLANNING CONSIDERATIONS:

Supplementary Planning Guidance: Local Landscape Designations August 2012

KEY PLANNING ISSUES:

- Whether the proposal would have an adverse impact on the Special Landscape Area, the visual amenities of the area, the existing memorial and residential amenities.
- Whether the proposal would have implications for road safety.

ASSESSMENT OF APPLICATION:

Whilst there are clearly historic and cultural aspects associated with the site and the development being proposed, consideration of the application can only be considered in the context of planning policy and other material considerations.

Planning Policy

Policy D1 of the Scottish Borders Consolidated Local Plan Adopted 2011 states that proposal for tourism developments in the countryside will be approved provided certain criteria are met. The development must be appropriate to a countryside location.

The commemorative stone plaque is proposed to aid interpretation of the battle that took place at Hornshole in 1514 and so is specific to this particular site. As such, it is

accepted that the proposal is appropriate to this rural location and could not achieve its aims if located within Hawick or another settlement.

Landscape and Visual Impacts

Policy 1B of the SESplan states that Development Plans should have regard to the need to improve the quality of life in local communities by conserving and enhancing the natural and built environment to create more healthy and attractive places to live. Development Plans should have regard to the need for high quality design, energy efficiency and the use of sustainable building materials.

Policy G1 of the Local Plan requires all development to be of high quality in accordance with sustainability principles, designed to fit in with Borders townscapes and to integrate with its landscape surroundings. The policy contains a number of standards that would apply to all development. Policy D1 requires that the proposal respects the amenity and character of the surrounding area.

This is a small structure constructed of natural stone. The scale, design and material are considered to be acceptable for this rural location.

Concern has been expressed within the representations received regarding the scale of the proposed plaque and its impact on the existing memorial. The memorial was refurbished last year and the surrounding ground is landscaped, providing an attractive setting. It is not, however, listed and is therefore not the subject of statutory or policy protection. As such, in planning terms, the proposal can only be considered on its own merits, having regard to the wider context.

The proposed stone plaque would be 1648mm by 240mm and 950mm high. This is a small scale structure and the use of natural materials would be appropriate to the rural setting. The plaque would be sited to the west of the existing memorial. It is considered that, if the structure is set back close to the embankment to the south, its scale combined with the backdrop of the embankment would mean that it would not appear prominent or detract from the existing memorial. It would complement the existing memorial by providing additional information and interpretation. A condition would ensure that the exact siting is pegged out before the stone plaque is installed to ensure that its position is accurately assessed.

The site is situated within the Teviot Valleys Special Landscape Area. This area covers sections of the Teviot, Jed and Rule valleys as they converge to the north-east of Hawick. Policy ED5 of the Local Development Plan states that in assessing proposals for development that may affect Special Landscape Areas the Council will seek to safeguard landscape quality and will have particular regard to the landscape and visual impacts of the proposal. The Council's Supplementary Planning Guidance: Local Landscape Designations advises that this area covers a series of distinctive Borders valleys and hills, and has been defined to draw together a number of landmark features with their pastoral and woodland settings.

The plaque would be sited below the level of the main A698 public road and so would not be visible from it. The embankment to the south would act as a backdrop when viewed from the north. There are mature trees in the surrounding area that provide a degree of containment and screening. Taking into account the small scale and height of the structure it is considered that the proposal would not harm the visual amenities of the area or the special qualities of the Special Landscape Area.

Impact on the Listed Bridge

Policy BE1 of the Local Plan states that the Council will support development proposals that protect, maintain, and enhance active use and conservation of Listed Buildings. All Listed Buildings contained in the statutory list of Buildings of Special Architectural or Historic Interest will be protected against all works which would have a detrimental effect on their listed character, integrity or setting.

Hornshole Bridge to the north is a category C structure. The distance from the proposed plaque from the bridge, and its scale, mean that the proposal would not harm the setting of this listed structure.

As previously noted, the existing memorial is not listed and is therefore not afforded any additional statutory protection.

Impact on Residential Amenities

Policy D1 requires that the development has no significant adverse impact on nearby uses, particularly housing. Policy H2 states that development that is judged to have an adverse impact on the amenity of residential areas will not be permitted.

There are a number of properties on the southern side of the A698 and one to the north west of Hornshole Bridge, Briery Lodge, although none has a direct view of the application site. There are no residential properties within the vicinity of the site that would be affected by the proposal.

Access and Parking

Policy D1 states that the development must take account of accessibility considerations and policy Inf4 requires that car parking should be provided in accordance with the Council's adopted standards.

No on-site parking is proposed for visitors to the memorial by car.

The consultation response from the Roads Planning Service will be reported verbally at the meeting. When the Roads Planning Service was consulted at the pre-application enquiry stage they had concerns regarding the potential traffic which may be associated with the memorial. The existing monument is visited regularly, and in swelled numbers during the common riding, and there have been no complaints raised with this Department. There is no dedicated parking area where visitors will be able to park; this could be a concern although the southern section of the Y shaped junction layout is one-way north and this will allow a couple of cars to park on that section and not interfere with the flow of traffic. There are a couple of locations where further vehicles could stop on the minor roads, but these are not dedicated parking spaces. The Roads Planning Service concluded that whilst a more appropriate location for a memorial could be found, which would be more accommodating to those visiting it by car, they understand the desire to have a memorial commemorating the battle located at this site.

It can be argued that visitors already come to the site to view the existing memorial and the proposed plaque would enhance this visitor experience rather than attracting additional visitors.

Archaeology

Policy EP8 of the Local Development Plan states that developments that adversely affect a locally important archaeological asset will only be permitted if it can be demonstrated that the benefits of the proposal outweigh the heritage value of the asset.

The Council's Archaeology officer advises that the proposal has potential archaeological implications. This is a sensitive site and excavations below 200mm may reveal objects or relating to the Hornshole skirmish. It is therefore important that excavations do not go below that proposed in the application to preserve in situ any archaeological evidence that may exist below top-soil depth. There remains a remote possibility that archaeology exists within and immediately below the top-soil. This can be controlled by a planning condition.

Whilst other comments have been made about the relationship with the existing memorial, these are unlikely to represent grounds to object to the proposal and, as noted above, if sited toward the back of the site and away from the memorial, there is no reason to consider that the scheme would compete with the existing monument.

CONCLUSION

It is considered that the proposal complies with policies D1, G1, BE1 and H2 of the Scottish Borders Consolidated Local Plan Adopted 2011 and policies EP5 and EP8 of the Proposed Local Development Plan 2013 in that the proposed commemorative plaque would not harm the setting of the existing memorial, the visual amenities of the area, the special landscape qualities of the Special Landscape Area or residential amenities. In addition, the proposal would not result in any significant road safety issues.

RECOMMENDATION BY SERVICE DIRECTOR (REGULATORY SERVICES):

I recommend the application is approved subject to the following conditions and informative:

1. The development hereby permitted shall not be carried out otherwise than in complete accordance with the plans and specifications approved by the Planning Authority.
Reason: To ensure that the development is carried out in accordance with the approved details.
2. The precise location of the plaque to be pegged out on-site and agreed in writing by the Planning Authority before the development commences. The plaque then to be installed as per the agreed siting.
Reason: To safeguard the setting of the existing memorial.
3. The foundations of the plaque to be no deeper than 200mm below ground level.
Reason: To preserve in situ any archaeological evidence that may exist below top-soil depth. There remains a possibility that archaeology exists within and immediately below the top-soil.

4. The proposed paved area shall be completed in accordance with a scheme of details and materials that shall first have been submitted to and approved in writing by the Planning Authority.

Reason: To ensure that the proposals are appropriate to the setting.

Informative:

In respect of condition 3, any discoveries of buried artefacts or features found during the development of this site to be reported immediately to the Council's Archaeology Officer for further discussion.

DRAWING NUMBERS

- 1 Location Plan
- 2 Site Plan
- 3 Elevations

Approved by

Name	Designation	Signature
Brian Frater	Service Director (Regulatory Services)	

The original version of this report has been signed by the Service Director (Regulatory Services) and the signed copy has been retained by the Council.

Author(s)

Name	Designation
Julie Hayward	Principal Planning Officer

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 Hornshole Bridge
 Hawick
 Scottish Borders

