DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE – 12th December 2017

Application	**1**

Application Number:	17/00301/FULM	**Application Expiry Date:**	22nd May 2017

Application Type:	Major

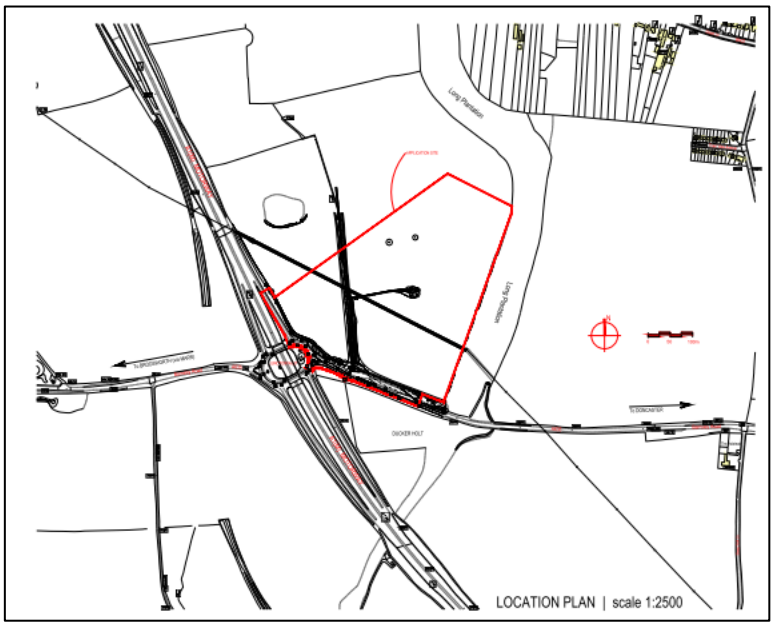
Proposal Description:	Construction of new Motorway Service Area ("MSA") to comprise: amenity building, lodge, drive thru coffee unit, associated car, coach, motorcycle, caravan, HGV and abnormal load parking and a fuel filling station with retail shop, together with alterations to the adjacent roundabout at Junction 37 of the A1(M) to form an access point and works to the local highway network. Provision of landscaping, infrastructure and ancillary works.
At:	Land North East Of J37 Of The A1(M) Motorway, Marr Roundabout, Doncaster.

For:	Mr Mark Franks, Moto Hospitality Limited.

Third Party Reps:	62	**Parish:**	Marr Parish Meeting
		Ward:	Sprotbrough

Author of Report	Mel Roberts

MAIN RECOMMENDATION:	GRANT SUBJECT TO A SECTION 106 AGREEMENT FOLLOWING DEFERRAL TO THE SECRETARY OF STATE



1.0 Reason for Report

1.1 This application is being reported to planning committee because it is a departure to the Development Plan and because it has been subject to significant material objections.

2.0 Proposal and Background

2.1 This application seeks planning permission for a new Motorway Service Area (MSA) to provide an Amenity Building (3959 square metres), 100 bed Lodge (2865 square metres), Fuel Filling Station (261 square metres), Drive Thru Coffee Unit (205 square metres), parking for all classes of vehicles, landscape, and amenity areas (see figure 1).

2.2 The proposed MSA takes its vehicular access from a new (fifth) arm on the A1(M) Junction 37 and A635 Barnsley Road roundabout, between the exit slip road from the southbound motorway carriageway and the A635. The original scheme showed a direct access to the MSA from a dedicated slip lane for vehicles travelling southbound on the A1(M), but this was removed from the proposal on the advice of Highways England. Users of the MSA will predominantly comprise existing traffic travelling on the A1(M). Having left the motorway at Junction 37, visitors will enter the proposed site and signage will indicate where visitors should travel along the internal road network to arrive at specific service facilities. When leaving, travellers will proceed out of the car park and travel past (or into) the drive-thru coffee unit before exiting the site along a road passing eastwards around the Heavy Goods Vehicle (HGV) parking.

2.3 The Amenity Building is located in the north-east corner of the site with the main entrance west-facing and is accessible from the main car park. External seating areas will be provided, linking to and from internal seating and restaurant areas. A number of mobile retail and food kiosk units will be sited in close proximity to the main Amenity Building entrance. The units proposed within the Amenity Building include a Greggs, W H Smiths, Costa Coffee, M & S Simply Foods, Burger King and other food and retail units. The Amenity Building will provide free toilets and hand washing facilities for all drivers and showers and washing facilities for HGV drivers.

2.4 The Lodge Building is located adjacent to the main Amenity Building to the north-eastern part of the site. The internal layouts are logically laid out, with en-suite bedrooms either side of a central main circulation corridor.

2.5 A separate, stand-alone drive-thru coffee unit will be located to the west of the main Amenity Building car park and will be accessed through this car park. In addition to the drive-thru function, the unit will have a dine-in service facility with counters, guest seating area, back-of-house and toilet facilities.

2.6 The Fuel Filling Station will be positioned in the south-eastern part of the site as a final calling point prior to re-joining the public highway network. It is positioned directly off the main circulatory loop road through the site and is accessible without passing through any other facility or parking areas.

2.7 The Amenity Building and Lodge car parking requirements will be accommodated by a single main car park of 492 spaces. HGV parking (96 spaces) will be accommodated as an entirely separate and dedicated parking area in the south eastern quadrant of the site. A dedicated coach parking area of 19 spaces will be provided with an easy in/out access arrangement directly off the main site circulatory loop road. The drive-thru unit will have 36 parking spaces and a separate caravan parking area (12 spaces) will also be provided

2.8 The site is located just off the north-west urban fringe of Doncaster set in Greenfield land. The nearest urban settlement is Scawsby, which is approximately 1km to the east. The village of Marr is located approximately 1.3km to the west of Junction 37. The village of Brodsworth is located 1.8km to the north west and there are a number of small scattered settlement areas in the rural landscape surrounding the site, including the dwellings along Green Lane and Scawsby Lane 500m to the north east of the site, Scawsby Hall, and Stone Hill School 900m to the east, and Marr Grange Cottage 730m to the south west. The residential properties closest to the site are located north east along Green Lane in a small cul de sac and Town View Avenue, off Scawsby Lane, both of which are well screened by Long Plantation, which is 70m to 90m wide and dense with tree canopies rising to around 19m high (see figure 2).

2.9 The proposed site encompasses an area of 15.1 hectares and comprises two fields in agricultural use, divided by the Mellinder Dike drain running north/south through the site. An existing hedgerow runs along this drain. The dike drains from south to north and continues off-site beyond the northern boundary of the proposed MSA. Overhead cables currently cross the site in a north/south direction, following the Mellinder Dike alignment and in an east (Long Plantation) to west A1(M) direction. The eastern field slopes down from approximately 45m AOD at Long Plantation Wood to 35m AOD at the Mellinder Dike. The ground slopes more gently in the western field, with the higher ground varying from 37m AOD to 38m AOD along the A1(M) slip road boundary. There are a few free-standing trees within the site. There are no Public Rights of Way within the site.

2.10 The site has a continuous boundary with the A1(M) along its western boundary. The eastern boundary is defined by an area of woodland known as Long Plantation, a deciduous tree belt, which is the subject of a Tree Preservation Order. The southern boundary is defined by a tree and hedgerow line and beyond this the A635 Doncaster to Barnsley road and the tree belt known as Ducker Holt. There is a large lay-by located between the site’s southern boundary and Barnsley Road. The northern boundary in part comprises the agricultural field and further north Stane Holes Plantation, which is also the subject of a Tree Preservation Order.

2.11 Moto is the leading UK provider of MSAs with over 45 locations and 5,000 employees. The company was founded in 1962 (as Granada) and still retains its Headquarters at Toddington Services. It became known as Moto Hospitality Limited in 2001. Over 150 million people visit a Moto MSA every year with the most popular three sites (Wetherby, Cherwell Valley, and Toddington North) attracting over 5 million visitors. The main reasons why people visit a MSA are to purchase refreshments, visit the facilities, fuel their vehicles, take a rest or hold business meetings.

2.12 An Environmental Screening and Scoping process has been undertaken with the Council and an Environmental Statement (ES) has been submitted with the application. The ES provides an overview of the environmental impact of the proposal with a summary of the mitigation measures proposed and contains a methodology for assessing the significance of the environmental effects and the cumulative impact. A series of technical papers consider the range of environmental factors.

3.0 Relevant Planning History

3.1 There is no relevant planning history.

4.0 Representations

4.1 The applicant undertook extensive discussions with the wider community and stakeholders prior to submitting the application. This activity included a newsletter sent to local residents with the opportunity to provide feedback, two public consultation events with near neighbours and wider Doncaster residents, engagement with local community, business and political stakeholders, a dedicated website and media coverage. The verbal and written feedback received by the 279 people who attended a consultation event held in the Frenchgate Shopping Centre was generally positive. The verbal and written feedback by the 81 people who attended a consultation event in Scawsby Community Centre and a session with the joint Parishes was more neutral, with some attendees being very opposed to the proposals.

4.2 The application has been advertised in the local press and with site notices posted around the site. 53 letters of objections have been received and these can be summarised as follows:

i) Moto has 2 MSAs on the Doncaster stretch of the A1(M) which are 23 miles apart at Blyth and Ferrybridge; between these are services at Skellow north bound, Barnsdale Bar north and south, Busy Bee Diner south bound at Darrington and accommodation at Fayre & Square, Darrington north bound and so there is plenty of provision of road side services.

ii) There are greater distances between MSAs on the M1, M62, M18 and M180 and so why is there a need for the A1(M) to have an MSA every 10 miles or so in the Doncaster area.

iii) In the proposed area, the A1(M) is currently only two lanes, is heavily congested with long delays at peak times. Barnsley Road also suffers from heavy congestion. Providing access for a new MSA will increase congestion and delays at an already overwhelmed pinch point.

iv) The proposals provide for hot food sales and a drive-thru. One is already located at Red House Interchange at Junction 38 of the A1(M) and there are several others.

v) Drive-thru outlets and fast food takeaways are a significant source of litter on our roadsides and an unwelcome eyesore.

vi) The trees and woodland are not evergreen and cannot shield the development.
vii) A 24 hour per day service station will result in noise pollution. Residents adjacent to the site will lose the tranquillity and their rural setting.
viii) The proposals show a loss of the lay-by, which is used by car share commuters. Moto charge for parking over 2 hours. The loss of the lay-by may encourage truckers to move to other areas around Barnsley Road, Sheep Walk and Scawsby Lane for overnight parking.
ix) The proposed site is Green Belt and there are no exceptional circumstances to allow this.
x) The land is Grade 2 designated farmland and deserves protection.
xi) The proposal will impact on the wildlife on this site and also the adjacent Long Plantation and Ducker Holt woodland because of noise and lighting for 24 hours daily.
xii) Anticipated increase in traffic delays on Barnsley Road will cause difficulty for access and egress to Marr Grange farm shop which provides a valued and popular service to the community.
xiii) The proposed service area is too close to existing housing at Marr and will affect the conservation status of the village.
xiv) Job creation will only be short term for the duration of construction. Operational jobs will be few with little effect on the local labour market. Similar jobs at other nearby service areas may be lost as a result of this development.
xv) The provision of more hot food takeaways will not help with the Council's aim of improving the health of residents and also tackling obesity and this is especially important as children could be attracted to the MSA from the nearby schools.
xvi) Additional slow moving, idling traffic, HGV diesel fumes will only exasperate an already polluted area. Increased levels of air pollution will negatively affect the health and well-being of residents and local school children at the two schools close to the site.
xvii) Doncaster's main drinking water is supplied by an Aqua Fir which travels under the proposed site. Contamination from spillages or leakage from fuel pumps will only pollute this invaluable resource.
xviii) The site is on a flood plain.
xix) It is well known that service stations attract the criminal fraternity and the new MSA may lead to an influx of illegal immigration into the area with stowaways hiding in HGVs.

4.3 6 letters of support have been submitted and these can be summarised as follows:

i) This will help with the congestion around the lay-by to the west of junction 37 and the lay-by to the east of the junction and it is unlikely to generate additional road traffic in the surrounding area.
ii) The proposals include upgrades to the roundabout at junction 37 which will update this junction.
iii) The proposal will create local jobs, increase choice and provide a welcome rest for long distance drivers.

iv) There are no full facility service areas on the A1(M) between Blyth in north Nottinghamshire and Ferrybridge and it will provide services and facilities for drivers to stop and rest, improving safety on the road network.
v) The services will mean that HGVs will no longer need to park in vulnerable lay bays in the local area where they may become victims of crime.
vi) Its location will have little or no impact on local residents, even during construction.

4.4 Councillor Cynthia Ransome has objected to the application for the following reasons:

i) It is a breach of National Green Belt Policy and there are no exceptional circumstances to allow this.
ii) Fast food outlets are already oversubscribed in Doncaster.
iii) The area that is proposed covers 30 acres of good arable land in an area of open fields and landscape and this proposal will urbanise the countryside.
iv) DMBC ,Traffic Police and Highways are aware of the traffic problems on the A1(M) with almost daily congestion impacting on an already busy road A635, which in turn impacts on the smaller roads.
v) The proposals show a lay by on the A635 to be removed. This is a well-used layby for car-sharing and should be retained.
vi) Air pollution and litter are a concern with this proposal.

4.5 Councillor Jane Nightingale supports the proposal for the following reasons:

i) The MSA will bring a much needed service to this part of the A1(M) and will also provide jobs for the local community.
ii) It will hopefully assist the easement of the congestion that often occurs to this immediate area and also the community of Scawsby.
iii) Although the land is classed as open green space, it is not used by the community, as it is farming arable land.
iv) This area suffers with extensive daytime parking by commuters and lorries in the evening time.

4.6 Campaign to Protect Rural England has objected to the application for the following reasons:

i) The proposal is inappropriate development in the Green Belt.
ii) Moto currently have two motorway service stations on the Doncaster section of the A1(M) at Blyth and Ferrybridge, which are 23 miles apart and therefore within the 30-minute advisory time limit between stops. Also between these two service stations there are a number of other accommodation and dining facilities, including fast-food outlets.
iii) Allowing commercial development in the Green Belt at junction 37 of the A1(M) will weaken the function of the Green Belt and risk the coalescence of Marr village into a motorway-based development zone. Marr is currently within one of the few remaining rural stretches of the A1(M) corridor and the openness of the area should not be compromised.

5.0 Parish Councils

5.1 Brodsworth Parish Council neither supports nor objects to the application. There are concerns over the traffic management on this roundabout, increased emissions, light pollution and development of another high grade agricultural site. There are concerns that Moto has a monopoly of sites on the A1(M) for over 100 miles with sites at Grantham, Blyth, Ferrybridge and Wetherby. There are also concerns about the amount of litter in the area, which this proposal will add to. The Parish Council however points out that rest stops are essential and there could be more services on the motorway and this development will bring much needed jobs.

5.2 Clayton-with-Frickley Parish Council has objected to the application. The Parish Council is concerned that not only is this development on Green belt within the conservation parish boundary of Marr, but that there are no reasonable exceptional circumstances for the proposal. The Parish Council is concerned about the safety of school children who need to cross the already busy Barnsley Road. The MSA will have a number of fast food outlets that will inevitably attract children, posing further issues to their health and school attendance. This development will drastically increase traffic flows in the area which is already overloaded. Service stations have a tendency to attract a number of undesirable situations such as prostitution, large gatherings of weekend day trippers and sports fans, which will put an added strain on the local community.

5.3 Hooton Pagnell Parish Council objects to the application. Junction 37 of the A1(M) is notorious for traffic congestion and this proposal will create even greater inconvenience and risk of harm to drivers as a direct result of traffic flowing to and from the development. The Parish Council has looked at the information submitted by Moto and can find no robust evidence to prove a genuine customer demand for the development. Drivers along the route between the M62 and Junction 37 of the A1(M) are already well served by three service stations at Ferrybridge, Darrington and Barnsdale Bar. The development will result in the loss of over 15 hectares of valuable Green Belt and productive farmland. The proposed service station brings with it an increased risk of anti-social behaviour including littering.

5.4 Marr Parish objects to the application. The site lies within the Green Belt and there are no exceptional circumstances to allow this development, which is inappropriate in this location. There is no need for another service station in this area and it will harm the openness of the Green Belt. The proposal will result in the loss of prime agricultural land. The air quality in and around the A1(M) and the A635 is poor and this will be made worse by slow moving, idling and HGV diesel fumes generated from increased vehicular traffic accessing the roundabout to and from the services. As there is no mains gas available at this site, Moto is proposing to utilise wood burning stoves and this will contribute to polluting the air even further. The development will have a detrimental effect on the local wildlife. It will impact on the groundwater if there is any seepage of contamination. The development is proposed on a flood plain and could increase flood risk in this area. Doncaster Council is fully aware of the current traffic volumes and related issues associated with the A635 and this development will increase traffic levels further. A MSA at this location will directly and negatively impede traffic flow and contribute to an already congested roundabout. The provision of bus stops within the roadway will further impede the

flow of traffic along the A635. Noise pollution generated from a 24 hour a day, 7 days per week service station can only have a negative impact on Marr residents and those adjacent to the development site. Although the development could bring some much needed employment, the majority of employment opportunities are both part time and unskilled. There are more practical, sustainable and suitable sites which could be considered for this type of development including the A1(M)/M18 junction. The proposed development will add to the litter problem in the area. The fast food outlets will attract school children and add to the obesity problems of young people. The large lorry park may lead to an influx of illegal immigration into the area leading to an escalation of criminal activity.

6.0 Relevant Consultations

6.1 Highways England supports the plans for the MSA in principle, but has stated that there are some outstanding matters to be finalised in order to ensure that the development proposals do not compromise the safety and efficiency of the Strategic Road Network. The Road Safety Audit has highlighted that the proposed mitigation relating to the Strategic Road Network still has outstanding matters that need to be resolved. Further information is needed to demonstrate that the principle of the proposals is acceptable and that a scheme can be delivered which can then be taken forward to detailed design. At this point, Highways England is optimistic that solutions can be found and that there may well be potential for some outstanding matters to be resolved through the use of planning conditions. Highways England is hopeful that these conditions can be provided before the committee meeting and added as pre committee amendments.

6.2 The Environment Agency has responded and has raised no objections.

6.3 Transportation has responded and has raised no objections, subject to the provision of bus stops on Barnsley Road and a Transport Bond that can be used by the Council for sustainable transport measures in the event that traffic numbers exceed those set out in the Transport Assessment.

6.4 Highways (Development Control) have raised no objections subject to conditions.

6.5 South Yorkshire Passenger Transport Executive (SYPTE) has raised no objections to the proposal and welcomes the provision of pedestrian facilities and crossing points on Barnsley Road. SYPTE has requested the provision of bus shelters on Barnsley Road in both directions; these are shown on the plans and are to be secured through a planning condition.

6.6 The Urban Design Officer has raised no objections subject to conditions.

6.7 The Conservation Officer has responded and has raised no objections, as there are no heritage implications.

6.8 The Tree Officer has responded and has raised no objections subject to a number of conditions.

6.9 The Ecology Officer has raised no objections subject to appropriate mitigation and compensation conditions.

6.10 South Yorkshire Archaeological Service has raised no objections subject to a condition requiring further archaeological investigation.

6.11 Yorkshire Wildlife Trust has commented on the application and has raised no objections.

6.12 Environmental Health has raised no objections subject to conditions to control noise during construction and operation of the facility.

6.13 The Air Quality Officer has raised no objections given the commitment to provide Electric Vehicle charging within the MSA.

6.14 The Contaminated Land Officer has responded and has raised no objections.

6.15 Yorkshire Water has responded and has raised no objections.

6.16 South Yorkshire Police has raised no objections subject to a number of general suggestions about improving security on the site including use of CCTV and appropriate lighting.

6.17 Barnsley MBC has responded and has raised no objections.

6.18 Rotherham MBC has responded and has raised no objections.

6.19 Wakefield Council has responded and has raised no objections.

7.0 Relevant Policy and Strategic Context

National Planning Policy Framework (NPPF)

7.1 The NPPF at paragraph 11 makes it clear that planning law requires that planning applications must be determined in accordance with the Development Plan unless material considerations indicate otherwise. At the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through plan making and decision-taking. A core principle of the NPPF is that the countryside should be recognised for its intrinsic character and beauty.

7.2 Chapter 1 sets out the need to build a strong competitive economy in order to create jobs and prosperity and that the planning system should do everything it can to support sustainable economic growth.

7.3 Chapter 2 states that local planning authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. When assessing applications for retail, leisure and office development outside of town centres, which are not in

accordance with an up-to-date Local Plan, local planning authorities should require an impact assessment if the development is over 2,500 square metres.

7.4 Chapter 4 of the Framework sets out policy guidance for sustainable transport by encouraging the reduction in greenhouse gases, improving public transport, cycling and walking and introduce Travel Plans should be used with the aim of reducing the number and extent of journeys. Paragraph 31 states that 'the primary function of roadside facilities for motorists should be to support the safety and welfare of the road user.'

7.5 Chapter 7 advises that the Government attaches great importance to the design of the built environment stating that good design is a key aspect of sustainable development is indivisible from good planning and should contribute positively to making places better for people.

7.6 Chapter 8 states that the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities.

7.7 Chapter 9 states that the Government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

7.8 Chapter 10 states that in determining planning applications, local planning authorities should expect new development to comply with adopted Local Plan policies for decentralised energy unless it is not feasible or viable and take account of landform, layout, building orientation, massing and landscaping to minimise energy consumption. Inappropriate development in areas at risk of flooding should be avoided.

7.9 Chapter 11 advises that the planning system should contribute to and enhance the natural and local environment and prevent unacceptable risks from pollution and land stability as well as avoid noise from giving rise to significant adverse impacts on health and quality of life as a result of new development. It states that where significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of higher quality. When determining planning applications, local planning authorities should aim to conserve and enhance biodiversity. Planning decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.

7.10 Chapter 12 of the Framework considers the impact of development upon the historic environment. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local

planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

Circular 02/2013

7.11 Government policy relating to motorways and trunk roads is set out in Department for Transport ("DfT") Circular 02/2013 entitled 'The Strategic Road Network and the Delivery of Sustainable Development.' At paragraph B4 it states that 'Motorway service areas and other roadside facilities perform an important road safety function by providing opportunities for the travelling public to stop and take a break in the course of their journey.' Government advice is that motorists should stop and take a break of at least 15 minutes every two hours. Drivers of many commercial and public service vehicles are subject to a regime of statutory breaks and other working time restrictions and these facilities assist in compliance with such requirements. It goes on to say in paragraph B5 that 'the network of service areas on the strategic road network has been developed on the premise that opportunities to stop are provided at intervals of approximately half an hour. However, the timing is not prescriptive, as at peak hours, on congested parts of the network, travel between service areas may take longer.' At paragraph B6 of the Circular, Highways England recommends that the maximum distance between MSAs should be no more than 28 miles but can be shorter. In respect of the determination of planning applications, local planning authorities should 'not need to consider the merits of the spacing of sites beyond conformity with the maximum and minimum spacing criteria established for safety reasons. Nor should they seek to prevent competition between operators; rather they should determine applications on their specific planning merits.'

Doncaster Core Strategy

7.12 Policy CS1 states that proposals will be supported which provide opportunities for people to get jobs, strengthen communities, are place specific in their design, are accessible by a range of transport modes, protect local amenity and are well-designed.

7.13 Policy CS3 states that Doncaster's countryside will be protected and enhanced and national policy will apply for developments in the Green Belt including a presumption against inappropriate development, other than in very special circumstances.

7.14 Policy CS4 requires all development to address the issues of flooding and drainage where appropriate. Development should be in areas of lowest flood risk and drainage should make use of SuDS design.

7.15 Policy CS7 states that proposals for major town centre uses will be directed sequentially to the Primary Shopping Area, but then to the wider town centre.

7.16 Policy CS9 states that new developments will provide, as appropriate, transport assessments and travel plans to ensure the delivery of travel choice and sustainable opportunities for travel.

7.17 Policy CS14 states that the aim is to achieve high quality design which contributes to local distinctiveness and avoids unacceptable impacts on amenity and environment. Proposals should be sustainable and reflect the need to aim to use resources as efficiently as possible and adapt to climate change. New development should also have no unacceptable negative effects upon the amenity of neighbouring land uses or the environment. All new non-domestic buildings must meet the BREEAM rating of at least 'Very Good.' All new developments must secure at least 10 per cent of their total regulated energy from decentralised and renewable or low carbon sources.

7.18 Policy CS15 states that Doncaster's historic environment will be preserved or enhanced.

7.19 Policy CS16 states that nationally and internationally important habitats, sites and species will be given the highest level of protection in accordance with the relevant legislation and policy. Proposals will be supported which enhance the borough's landscape and trees by including measures to mitigate any negative impacts on the landscape, include appropriate hard and soft landscaping, retain and protect appropriate trees and hedgerows and incorporate new tree and hedgerow planting.

7.20 Policy CS18 states that proposals will be supported which reduce air pollution and promote more sustainable transport options and where relevant incorporate low emission technologies and cleaner transport fuels. Where any risks to ground conditions arising from contamination or previous land uses are identified, proposals will need to incorporate measures to prevent, control and reduce air and water pollution. Proposals will be supported which facilitate the efficient use of Doncaster's significant agricultural land and soil resources including proposals which protect high quality agricultural land.

Doncaster UDP (saved policies)

7.21 The site falls within the Green Belt as allocated in the Doncaster UDP. Policy ENV3 reinforces the need to protect the Green Belt from inappropriate development except in very special circumstances.

8.0 Planning Issues and discussion

8.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 ("2004 Act") amends the Town and Country Planning Act 1990 ("1990 Act") and sets out the requirement that 'if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.'

Green Belt

8.2 The NPPF makes it clear that the Government attaches great importance to Green Belts and that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances (and this is reinforced by Core Strategy Policy CS3 and saved UDP policy ENV3). The

NPPF (at paragraph 89) states that a local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. Certain forms of development are not inappropriate in the Green Belt provided that they preserve the openness of the Green Belt and do not conflict with the purposes of including land in Green Belt. One of these types of development that is not inappropriate is local transport infrastructure, which can demonstrate a requirement for a Green Belt location (paragraph 90).

8.3 The applicant contends in their supporting statement that a MSA is appropriate development as per paragraph 90 of the NPPF in that it is local transport infrastructure, which can demonstrate a requirement for a Green Belt location . The applicant argues that MSAs are part of the local transport infrastructure because although located on the motorway network, which itself is national infrastructure, they are specific to their location and are therefore part of the local transport infrastructure.

8.4 A MSA cannot however realistically be considered to be a local transport infrastructure, as it serves drivers that are mostly travelling on a regional or national basis. Although there is no definition in the NPPF of what constitutes local transport infrastructure, it is highly unlikely that it is meant to include large MSAs that take up a large amount of Green Belt land and serve more than a local need. Although no longer part of planning policy, it is worth noting that the old national guidance dealing with Green Belts PPG2 identifies MSAs as being inappropriate development in the Green Belt and there is no reason to think that the Government's stance on this has changed through the NPPF.

8.5 Even if the argument were accepted that a MSA is local transport infrastructure and even if the applicant could demonstrate the need for a Green Belt location (which the report goes on to consider) then according to the NPPF, it can only be appropriate if it preserves the openness of the Green Belt and does not conflict with the purposes of including land in Green Belt. This report goes on to consider the visual impact of the proposal, but even if the development were well screened then this does not mean that it will not impact on the openness of the Green Belt. Clearly, a development of this size with the buildings and large expanse of car park and associated facilities is going to impact on the openness of the Green Belt. Case law has shown that even where buildings are hidden from view, this does not mean that they do not have an impact on the openness of the Green Belt; openness is generally defined as the absence of built form and does not depend on visibility. Paragraph 79 of the NPPF tells us that openness is an essential characteristic of the Green Belt.

8.6 In summary, the provision of a MSA is therefore considered to be inappropriate development by virtue of the fact that even if it could be demonstrated that there is a requirement for a Green Belt location, it is not local transport infrastructure and even if it were, it would not preserve the openness of the Green Belt. As a man-made imposition on the landscape, the proposal would reduce openness and this would add to the harm to the Green Belt by reason of being inappropriate. One of the core principles of the NPPF is that the intrinsic character and beauty of the countryside should be recognised. Having concluded that a MSA is inappropriate development in the Green Belt and therefore by definition harmful to the Green Belt, and will also

impact on the openness of the Green Belt, consideration must be given as to whether very special circumstances exist such that the harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

The need for a MSA

8.7 Guidance on the provision of roadside facilities for road users on motorways and all-purpose trunk roads in England is set out in the Department for Transport (DfT) Circular 02/2013 'The Strategic Road Network and the Delivery of Sustainable Development.' On the matter of spacing, the document states at para B4 that 'Government advice is that motorists should stop and take a break of at least 15 minutes every two hours.' Paragraph B5 goes on to state that 'The Network of service areas on the strategic road network has been developed on the premise that opportunities to stop are provided at intervals of approximately half an hour. However the timing is not prescriptive, as at peak hours, on congested parts of the network, travel between service areas may take longer.'

8.8 As such, as stated at paragraph B6 'The Highways Agency therefore recommends that the maximum distance between motorway service areas should be no more than 28 miles.' Paragraph B7 advises that 'Speed limits on the strategic road network vary and therefore applying the same principles, the maximum distance between signed services on trunk roads should be the equivalent of 30 minutes driving time. The Circular concludes at paragraph B8 that 'In determining applications for new or improved sites, local planning authorities should not need to consider the merits of spacing of sites beyond conformity with the maximum and minimum spacing criteria established for safety reasons. Nor should they seek to prevent competition between operators; rather they should determine applications on their specific planning merits.'

8.9 There are a number of existing MSAs along the relevant motorway section and these include both Blyth and Wetherby on the A1(M), Ferrybridge on the A1(M)/M62, Doncaster North on the M18 and Woodall on the M1. Whilst the distance between the Ferrybridge and Blyth MSAs falls within the maximum 28 mile distance set out in Circular 02/2013, the distance between Ferrybridge and Woodall is 31 miles and it is 29 miles between Ferrybridge and Doncaster North (when travelling via the M62) and therefore slightly exceeds this distance. Ferrybridge is signed from the A1(M) at 1 mile and half mile signs and this requires extra travel to leave and re-join the A1(M). As such, the distances between Wetherby and Blyth (43 miles) Wetherby and Woodall (50 miles) and Wetherby and Doncaster North (38 miles via the A1(M) and 48 miles via the M62) exceed the maximum 28 mile distance set out in Circular 02/2013. Based on the DfT guidance on maximum distances, there is a therefore need for an additional MSA along the relevant section of the A1(M).

8.10 Notwithstanding the above, as stated within Circular 02/2013, whilst the network of MSAs has been developed on the premise that opportunities to stop are provided at intervals of approximately half an hour, timing is not prescriptive, as at peak hours on congested parts of the network, travel between service areas may take longer. Reference to the DfT Statistical Release 'Travel time measures for the Strategic Road Network, England: October 2015 to September 2016' for the year ending

September 2016, the average speed on the Strategic Road Network was 59.3mph. Applying this national average speed to the existing MSAs suggests that a travel time slightly exceeding the 30 minutes driving time would be required between Ferrybridge and Woodall Services. Similarly, a travel time exceeding the 30 minutes driving time would be required between Wetherby and Blyth, Wetherby and Woodall and Wetherby and Doncaster North MSAs.

8.11 The applicant commissioned an independent traffic survey company to undertake questionnaire surveys at the Blyth, Ferrybridge and Wetherby MSAs in July 2016. The survey consisted of a number of questions to find out where the person had come from, where they were going, had they already stopped at services on their journey and whether they intended to stop at other services on their journey. There were a total of 1,582 interviews. The survey shows that the average distance between stops for those questioned is 77 miles and the average travel time is 1 hour 24 minutes. The results of the survey show that drivers are taking breaks more frequently than the Government advice (of 15 minutes every 2 hours) currently suggests and this might support the need for more MSAs.

8.12 In summary, Circular 02/2013 provides a policy basis to increase the provision of MSAs on the strategic motorway network where there are safety and welfare reasons. There is no policy requirement to prove 'need.' Notwithstanding that there is no requirement to prove a need for a MSA, there is a specific strategic gap in the motorway network which indicates that an infill facility would be appropriate. There is justification for the new MSA on the safety and welfare needs of motorists.

Alternative sites assessment

8.13 DfT Circular 02/2013 Annex B sets out the process for identifying an appropriate location for a new MSA. Paragraphs B13 states that on-line (between junctions) service areas are considered to be more accessible to road users and as a result are more attractive and conducive to encouraging drivers to stop and take a break. They also avoid the creation of any increase in traffic demand at existing junctions. Paragraph B14 goes on to say that 'therefore, in circumstances where competing sites are under consideration, on the assumption that all other factors are equal, the Highways Agency has a preference for new facilities at on-line locations.' Paragraph B15 goes on to say that 'however, in circumstances where an on-line service area cannot be delivered due to planning, safety, operational or environmental constraints, a site sharing a common boundary with the highway at a junction with the strategic road network is to be preferred to the continued absence of facilities.'

8.14 The Design Manual for Roads and Bridges (DMRB) at paragraph 2.54 of TD22/06 advises that 'the merge and diverge layout design and junction spacing parameters in this standard apply to MSAs.' On the basis of the design standards and practical considerations concerning signage, new slip roads off the motorway are unlikely to be acceptable within 3km and impractical within 2km of an existing junction. Although the Government does not seek to prescribe a minimum distance between MSAs, the closer to an existing MSA then the greater the propensity for duplication rather than meeting the needs of the motorist on that section of the motorway. It is difficult to state what the minimum separation should be in

commercial terms, but the applicant has suggested that it is unlikely to be less than 10 miles.

8.15 The process of site selection follows from the commercial judgement to include the size of the site required to meet the signing requirements of DfT, the availability of a site whether at ‘on-line’ or junction location and the characteristics of the land in terms of topography and suitability, the commercial viability of the development assuming a willing seller and other considerations such as planning policy, land designations and other material considerations. The area of search is based initially on commercial viability where no new MSA should generally be within 10 miles of another, with the focus toward a mid-point between MSAs. The distance between Ferrybridge and Blyth MSAs is 24 miles. This leaves a central section of around 4 miles for a new service area, with the search for an on-line site therefore between junctions 36 to 38.

8.16 Any design needs to allow for a minimum of 3km from the ends of the slip road tapers. The distance between the end of the taper of the motorway maintenance compound to the start of the taper of Junction 37 is just 2.45km. A minimum of 6.5km is required to insert a new junction between existing junctions and accordingly this section of the A1(M) between junctions 36 and 37 does not have sufficient distance to accommodate an online MSA on either side of the motorway. The distance between junctions 37 and 38 of the A1(M) is just 4.1km. The minimum distance gap between existing junctions needs to be 6.5km and so an on-line junction would also not be possible between these junctions.

8.17 Having ruled out the possibility of a new on-line junction, the next best option is to look at existing junctions on the motorway. Apart from Junction 37, there are 2 other possible junction locations for an MSA and these are junctions 36 and 38. Junction 36 of the A1(M) lies within the urban area of Warmsworth and all four quadrants of the roundabout have been developed meaning that there are no opportunities for a new MSA. Junction 38 ‘Redhouse Interchange’ of the A1(M) lies just 7.5 miles from Ferrybridge MSA and is too close commercially for operators (Ferrybridge MSA is also operated by Moto). Nothwithstanding this junction’s location within the minimum commercial operational distance between MSAs, an analysis has been undertaken to ascertain whether a MSA could be accommodated at this junction. This junction offers two possible sites (north-east and south-west quadrants) for a MSA. The traffic movements are complex and the junction would require significant infrastructure alterations to minimise disruption to existing traffic flows on the A638 and aid ease of access to the new MSA. For those travelling on the A1(M) there would be a need to navigate 6 junctions to visit a MSA which is impractical and likely to reduce highway safety.

8.18 Junction 37 is therefore the most appropriate location for a new MSA and the north east quadrant is deemed to be the most suitable. The south west and north west quadrants have been ruled out as they would have a greater visual impact on the Green Belt. The south east quadrant has been ruled out because the Ducker Holt woodland would prevent a MSA in this location.

8.19 In summary, the Alternative Sites Assessment has considered the opportunities for a new MSA at an online location and found that there are no such opportunities

and therefore junction sites were considered. Of these, only Junction 38 offered two potential locations and Junction 37 four locations for a new MSA. Junction 38 was rejected because of significant highway factors. At Junction 37, the south-west and north-west quadrants were found to perform poorly compared to the north-east quadrant. The south-east quadrant performed poorly compared to the north-east quadrant and therefore, the north-east quadrant is the preferred location for a new MSA.

Landscape and visual impact

8.20 A Landscape and Visual Impact Assessment (LVIA) has been carried out as part of the ES. The LIVA shows that the site is located within an area of largely open rolling arable farmland. To the east and south of the site are areas of deciduous woodland (Long Plantation and Ducker Holt) which visually merge to provide significant screening of views of the site from the east and south. It also identifies that the A1(M) is a major feature of the local landscape and dominates many views of the site.

8.21 Given that the site cannot be seen from the south and east due to the heavy woodland, the LVIA assesses the impact that the development will have on the landscape from 6 different viewpoints around the site to the north and west. The six different locations are Sprotbrough Lane (to the south west), Church Lane (to the west), Brodsworth Community Woodland (to the north), the public right of way on Green Lane (to the north), the A1(M) south bound off slip to junction 37 (to the west) and the north bound carriageway around junction 37 (to the north west).

8.22 The land rises to the north of the site and there are opportunities for some open views across the site from Green Lane through hedgerows and elevated land at Brodsworth Community Woodland, albeit these are severely interrupted by Stane Hill and Stane Hole Plantations and by the motorway, as the dominant visual features from this direction. The A1(M) which runs to the west of the site is generally tree lined, restricting views over the site. However, as the slip road from the A1(M) approaches the site, gaps in the trees allow open views (from the slip road and motorway flyover) into the site. Overall, the location of the site and the screening afforded by existing woodland limits the extent of the landscape and visual effects, with only three viewpoints experiencing moderate adverse effects at Year 1 (including Brodsworth Community Woodland, Green Lane and A1(M) slip road).

8.23 The proposed MSA will result in the removal of two individual field trees, a group of trees in the middle of the site and a section of the existing trees and scrub at the roundabout to allow the construction of the access road; these trees have been categorised as ‘in decline.’ Around 5000 new trees will be planted, strongly contributing to boundary screening and therefore screening the development further as these trees grow.

8.24 Each operational area within the development is separated from the next with generous landscaped borders to soften the appearance of the buildings. The HGV parking area benefits from internal landscape screening around its perimeter and the main Amenity Building car park is extensively planted throughout its parking aisles. These parking aisles coupled with the intermediate bands of planting rising towards

Long Plantation offer screening to the main car park from the east and visual containment in more distant views from the west. Perimeter tree planting will be provided to create landscaped buffer zones to all site boundaries, particularly to the north of the Amenity Building where woodland will cover an area larger than the size of a football pitch. The central areas of the site will contain over 400 semi-mature trees with more than 5,000 trees being planted throughout the site and its boundaries.

8.25 The LVIA concludes that although there will be some visual impact of the development at the early stages, the MSA site is generally well screened and that the mitigating effects of the proposed landscape scheme result in no significant residual landscape or visual effects over time.

Design and sustainable construction

8.26 The detailed MSA design and its design evolution are set out in the Design & Access Statement (DAS). The architectural design theme, including materials selection is consistently carried through to each of the buildings on the site. All of the buildings will be lower than the surrounding tree belts and are embedded into a new and well landscaped setting. The arrangement of buildings along the eastern boundary of the site enables clear control of built form in alignment north to south parallel with the Long Plantation tree belt.

8.27 The DAS explains how an analysis of the site's constraints and opportunities informed the design and layout of the scheme. For instance, in terms of the constraints, no buildings are proposed in the south west corner of the site (close to Junction 37) which is prone to flooding. In terms of the opportunities that the site offers, Long Plantation and Ducker Holt Wood will help to contain and screen the MSA. The wider visual setting of the site and its local context have influenced the design of the MSA, with the larger Amenity and Lodge Buildings being purposely located against the strong visual backdrop of Long Plantation. The positioning of the Amenity Building to the east of the site, with its car park to the west allows for the south westerly facing façade to be designed with a long glazed elevation opening up into an external plaza area. The Lodge and the Amenity Building have also been designed to work with the topography of the land, which gently rises to the east towards Long Plantation. The Amenity Building and Lodge are aligned north/south and thereby working with and not fighting against the existing slope. The HGV parking area is located to the south-eastern corner of the site to be further away from residential properties to the north along Green Lane.

8.28 The scale of the buildings have taken into account the land topography, cut and fill solutions and surveyed measurements of Long Plantation wood. The Amenity Building is largely single storey with an element of two storey accommodation to the rear. The Lodge is proposed as two storey accommodation. Other buildings such as the drive thru and Fuel Filling Station are single storey.

8.29 In response to both the site master planning and required operational arrangements, the proposed Amenity Building has been designed as an L-shaped building with a wide, glazed, west facing frontage (see figure 3). The main entrance façade is highly articulated on plan in a facetted arrangement with fin walls defining

directional change between large glazed screens. Roof lines over-sail the principal glazed façade to provide shading with V-shaped columns supporting the roof in a colonnade- like arrangement. The external walling materials will be made up of glazed curtain walling, a rainscreen colour coated metal cladding system and facing blockwork to lower walling elements. Upper flat roof areas will be in a single ply membrane and the large gently pitched roof plane will be metal. The plaza around the Amenity Building will provide seating, landscaped areas, a curved water feature and high quality paving materials.

8.30 The Lodge Building takes on a simple L-shaped floor plan, which creates a semi-contained garden area to the rear (see figure 4). The Lodge is designed externally to have a degree of visual synergy with the main Amenity Building. Roof forms are a mix of flat and monopitch profiles and the main entrance incorporates glazed features and a projecting canopy supported on V-shaped columns. The external materials used on the main Amenity Building are utilised on the lodge, albeit in a restrained manner with the addition of through-colour render to less prominent elevations.

8.31 The drive-thru coffee unit is single storey and is designed largely in line with Costa brand identity criteria (see figure 5). The building does however exhibit some degree of synergy with the main Amenity Building design with a gently sloping mono-pitch metal roof and colour coated aluminium fascia profiles (dark grey). Walls are a combination of through-colour render (white) and feature fin walls punctuating the roof line.

8.32 The Fuel Filling Station Kiosk is single storey and is simply designed with a single ply membrane flat roof and external walling materials comprising facing blockwork with colour coated cladding panels (matching the Amenity Building) and glazed window screens above. Canopy cover is provided over all pump stands with an eaves profile matching the main Amenity Building (see figure 6).

8.33 The scheme has been designed with a generous and well defined pedestrian avenue through the principal car park, connecting all parking aisles, together with a wide pedestrian plaza in front of the main Amenity Building connecting routes from all parts of the site and extending north to the Lodge main entrance.

8.34 Site-wide CCTV will be utilised covering all areas. A parking management regime will be utilised to impose parking arrangements, which will comprise a system of number plate recognition (ANPR) cameras to record vehicles on arrival and departure. An intruder detection system will be provided throughout the main buildings. A number of separate security systems will be employed and, where required, the intruder alarm system will be linked with the CCTV installation to provide visual identification of any intrusion. CCTV systems will be installed to monitor queues at tills and the use of gaming machines in the Amenity Building and for general security or as advised by the security specialist.

8.35 Modern energy-efficient building services have been integrated into the overall design of the buildings, to reduce the environmental impact of the service area’s operations and to minimise fuel and water inputs. For the MSA, heating will be provided by a biomass-fuelled system using wood pellets from certified sustainable

forestry sources. Water consumption will be minimised by installation of supply systems that incorporate leak detection and efficiency measures. In addition, rain-water harvesting will be built into the building fabric to supply toilet flushing requirements in the Amenity Building.

8.36 A natural ventilation strategy using fresh air from external sources will be operated at the main Amenity Building to allow the mechanical ventilation plant to be switched off for as long as possible during each day. The Amenity Building has been designed to maximise natural daylight with the long glazed façade and inclusion of roof lights. Energy efficient LED luminaires will be used wherever possible in order to minimise lighting energy consumption. The Fuel Filling Station and drive-thru unit will employ high efficiency heat recovery ventilation in combination with low energy air source heat pump technology to create low emission facilities.

8.37 The Sustainability Statement identifies that apart from the Biomass, the use of photovoltaics is a viable option on this site. Conditions have been imposed to ensure that the scheme achieves BREAAM very good and 10 per cent energy saving/production over and above Building Regulations.

Transport

8.38 The applicant has submitted a Transport Assessment (TA) with the application. The TA has considered the policy background, examined the existing conditions and described the highway network in the vicinity of the site, including the traffic volumes using it. The TA has also taken into account any committed development in the vicinity of the site.

8.39 The TA forecasts that 95 per cent of vehicle trips to the site will be via the A1(M) and 5 per cent will be to/from the local highway network. With regard to the impact of traffic on the local road network, in terms of vehicle numbers, this is considered to be negligible. The level of increase in delay at the Marr roundabout is not considered to be excessive. Initially concerns were raised regarding the effect of traffic from Marr and if the development would cause unacceptable delays. The modelling results show little impact on the delays to traffic travelling from Marr towards Doncaster. The 2027 with development modelling scenario shows an increase in delay in the AM peak of a maximum of 7 seconds. This level of increase is not considered to be excessive.

8.40 The design of the new arm off the roundabout has been agreed with Highways Development Control following submission of a Road Safety Audit. The amount of parking provided within the site is considered to be acceptable for the needs of a MSA and has been agreed with Highways England.

8.41 It is considered that trips to the site by foot or bike will be negligible based on the type of development and location of the site. There are likely to be some pedestrian trips to the site as part of a multimodal journey i.e. bus/walk and that the majority of these trips are likely to be undertaken by employees of the site. The edge of the built environment of Scawsby is around 1.6km from the southern boundary of the site and there will therefore be a limited population that would fall within a reasonable walking distance of the site. As such, the provision of a footway east of

the site would not provide a cost-effective means of minimising reliance on single occupancy car journeys. There is also the possibility that the provision of footways to the site may encourage more vulnerable road users to travel to the site, e.g. pupils of Ridgewood School.

8.42 The original proposal showed the removal of the layby to the south of the site off Barnsley Road. Surveys have shown that this layby is well used, particularly as a facility for car sharing, where people will park up for the day and car share for their ongoing journey. The layby is therefore performing a sustainable function in reducing the number of cars on the road by people car sharing. The applicant was asked to consider providing car sharing parking within the site of the MSA, but the applicant stated that the maximum duration of stay that will be enforced within the main car park (of 2 hours) means that it would not be practicable to provide park and share facilities. Given the important role that the layby provides for car sharing and considering the lack of an alternative provision within the MSA, the plans have been amended to show retention of the layby.

8.43 The applicant has also submitted a Travel Plan which attempts to look at ways in which staff can travel to the MSA sustainably. A Travel Plan co-ordinator will be appointed to implement, manage and monitor the Travel Plan. The Travel Plan measures include ensuring staff have access to travel information and are encouraged to car share.

8.44 To encourage staff to travel to the MSA by bus, the applicant is to provide 2 bus stops on Barnsley Road (A635) close to the site adjacent to the layby (to be secured by a planning condition). Bus service X19 which runs between Doncaster and Barnsley passes the site on Barnsley Road and operates 7 days a week, with half hourly services Monday to Saturday and hourly services provided on a Sunday. The plans show the provision of footways and a 2 metre wide pedestrian refuge linking the bus stops to the internal pedestrian link to the proposed MSA (see figure 7).

8.45 Secure cycle parking will be provided within the scheme to encourage staff to travel by bicycle and this will be located within the service yard compound to the rear of the Amenity Building and comprises 20 spaces.

8.46 There will be a requirement for monitoring of traffic numbers carried out by an independent consultant for a period of 5 years to ensure that trip generation does not exceed the numbers set out in the TA. A Transport Bond is to be provided which can be used by the Council towards sustainable travel measures in the event that traffic number targets are not met. The Transport Bond sum is £22,080 and is to be secured through a S106 Agreement.

Economic and social benefits

8.47 It is estimated that the during the construction phase, there will be an estimated 94 new jobs created in the local area. During operation of the MSA, it is estimated by the applicant using the floor areas that approximately 215 new full-time positions will be created.

Main town centre uses

8.48 The NPPF at paragraph 24 confirms that a sequential test should be carried out for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. A sequential test only applies to retail, leisure, and office development. MSAs are not in any particular use class. They have been classified as *sui generis* in that they are outside any use class. They are a composite of uses of which none fall within any particular use class and do not form individual planning units.

8.49 The local planning authority has discretion under paragraph 24 of the NPPF not to require a sequential test. This is logical because a sequential test would have no meaning where the MSA is serving only the motorway. The MSA must be located on the motorway and its services are for those travelling on the motorway network. This is a specific market segment that can only be served by MSAs. Town Centres are not appropriate to serve motorway users and so there would be no benefit in the applicant carrying out a sequential test.

8.50 The NPPF also states at paragraph 26 that when assessing applications for retail, leisure and office development outside of town centres, which are not in accordance with an up-to-date Local Plan, local planning authorities should require an impact assessment if the development is over 2,500 square metres. Clearly, the development exceeds this threshold, but as is the case with the sequential test, the MSA is to serve those travelling on the motorway network and is not intending to compete with Doncaster town centre. An impact assessment is therefore not required in this case.

Air quality

8.51 The ES includes a detailed assessment of the existing air quality and likely emissions associated with the proposed MSA. The assessment considers both construction and operational phases of the MSA. As part of the survey work, sensitive receptors were identified and concentrations of pollution were modelled for the combined impact of any additional traffic and biomass boiler emission sources. The results show that all predicted concentrations will be well below the UK objectives and the effect of the proposed site is therefore not significant. There are no sensitive receptors located on the site as defined within Defra's Local Air Quality Management Technical Guidance 2016. The proposed development has made provision within the site for 6 electrical charging points with the potential for a further 6 in the future as demand requires.

8.52 Construction of the MSA will result in the generation of dust due to construction activities and the movement of construction vehicles. Dust will be minimised and continuously controlled through mitigation measures including the recording of all dust and air quality complaints, undertaking daily on-site and off-site inspection of air quality conditions and only using cutting, grinding or sawing equipment fitted in conjunction with suitable dust suppression techniques (e.g. water sprays).

Land contamination

8.53 A geotechnical site investigation has been undertaken for the site and is included within the ES. Historical records show that the site has comprised agricultural land throughout its recent history with the exception of the centre of the eastern field, which was once occupied by a plaster works and pit and has since been infilled. The ground investigation did not encounter contamination in this vicinity.

Noise and vibration

8.54 A Noise and Vibration Assessment has been carried out as part of the ES. The survey shows that the noise climate in the area is dominated by road traffic from the A1(M) and A635.

8.55 The assessment indicates that Marr Grange Farm is the worst affected receptor with regards to construction noise effects, due to the relative proximity to the site boundary. These effects are however considered to be insignificant and will be temporary effects for the duration of the construction. The assessment concludes that, with the implementation of best practical means, there will be no significant residual noise and vibration effects at the receptors outside the application boundary as a result of the construction activity. The applicant has submitted a draft Construction Environmental Management Plan. This document sets out a number of measures to ensure that the impact on residential amenity is not unduly affected during the construction of the MSA. There are a number of measures set out in the document to help reduce the amount of noise during construction and these include switching off equipment when not in use and the starting up of plant and vehicles sequentially rather than all together.

8.56 Properties along Town View Avenue are the worst affected receptors with regards to operational noise effects, due to the combination of baseline noise levels and the relative proximity to the site boundary. Other receptors which are a similar distance away from the proposed MSA are less affected. The assessment concludes that all effects are likely to be insignificant. The operational noise effects of vehicle-related noise, including vehicles moving within the MSA, is also unlikely to be significant, since vehicle speeds will be low and traffic will be carefully managed and controlled.

8.57 Conditions are to be imposed to ensure that noise levels both during construction and operation are appropriate at the relevant receptors. By complying with clearly defined thresholds, the noise effects of the buildings and activities both during construction and operation are not likely to be significant.

Flood risk and drainage

8.58 The ES includes a chapter on flood risk and drainage. The assessment shows that the proposed site and surrounding land is primarily situated within Flood Zone 1, with only part of the western area of the site lying in Flood Zone 3 and at risk of flooding (from a ditch connected to Langthwaite Dike). As a result of these local considerations, a detailed flood risk modelling and appropriate mitigation was produced.

8.59 The proposed buildings are all located on higher ground to the eastern sector of the site (within Flood Zone 1) and the site access road is set above levels that are subject to flood risk. The Flood Risk Assessment concludes that the proposed MSA will not be at risk of flooding and will not increase flood risk elsewhere.

8.60 After a number of design iterations, it was decided that mitigation in the form of Sustainable Urban Drainage System (SuDS) should be implemented across the site. The SuDS scheme collects water at source via bio-retention planters, swales and filter drains before moving along further swales and entering systems of basins before discharging from the site. These different SuDS levels will treat the water from the hard surfaces removing the need for interceptors. The SuDS components adjacent to the Fuel Filling Station are designed as a separate system with the basin being lined and able to be sealed off from the wider SuDS system and thereby containing any major spills that may occur. The SuDS system is designed to ensure that surface water run-off is attenuated to natural greenfield rates, with an explicit allowance for the potential impacts of climate change on peak rainfall intensities over the lifetime of the development.

8.61 In terms of water quality, the Humber River Basin Management Plan identifies an objective to achieve good ecological potential within the heavily modified water body to which this site drains. The proposed construction mitigation techniques and operational drainage strategy for the site aim to ensure that the scheme will not result in deterioration in water quality. The proposed site layout and drainage systems design will also avoid increasing the pollution risk to any groundwater resources.

8.62 Whilst foul drain services run along the A635 Barnsley Road, the site does not benefit from a nearby foul drainage system with the capacity to serve the proposed MSA. A package treatment plant is proposed to service the MSA development.

Ecology

8.63 The ecological impacts of the MSA have been considered as part of the ES. The site was surveyed in January to September 2016 in order to inform the development proposals. This work included habitat surveys based on a recognised methodology. In addition, a general appraisal of species was undertaken to record the potential presence of any protected, rare, or notable species, with specific surveys conducted in respect of bats and badgers.

8.64 The site itself is not subject to any statutory or non-statutory ecological designations. All statutory ecological designations are well removed and separated from the site. The site is located immediately adjacent to Long Plantation Local Wildlife Site, which therefore provides some considerable local ecological value, albeit within offsite areas.

8.65 The site is dominated by intensively managed arable land forming parts of two separate fields, with other habitats centred on the field boundaries. Habitats of raised ecological value are therefore composed of the field boundary hedgerows and ditches and a very small number of individual mature trees contained within the arable fields. The site generally offers limited opportunities for protected or other

faunal species and no evidence of any such species was recorded during the survey work. Nonetheless, it is likely that the habitats present (predominantly the boundary habitats) are used by common nesting birds, whilst very limited use by commuting/foraging bats was recorded.

8.66 A small number of trees with potential for roosting bats (although not actually supporting any based on the survey work undertaken) will be affected by the proposed development. As such, in accordance with standard guidelines (e.g. Bat Conservation Trust 2016), the trees will be felled using the 'soft-felling' technique, whereby sections of the tree will be cut and lowered to the ground, followed by leaving the felled sections on the ground for a period of at least 24 hours to allow any bats, should these be present to escape. In addition, should any considerable time elapse between the existing surveys and commencement (i.e. over 1 year), updated surveys will be undertaken at the appropriate stage prior to works, to confirm that no additional bat roosting features, or use by roosting bats has developed. Clearance of potential bird nesting habitat will be carried out outside of the bird nesting season (March to August inclusive), or if necessary, preceding any clearance with an inspection by a suitably qualified ecologist. Any nests identified will be cordoned off and protected until they cease to be active.

8.67 The incorporation of open space and additional landscape planting will provide compensation for any minor losses of vegetation. All newly landscaped areas will be planted with native species including trees and shrubs of wildlife value along with wildflower grassland to increase the provision of ecologically valuable wildlife habitat provision. SuDS for the site have been designed to create varied habitats that improve biodiversity. Swales and attenuation or storage basins will be designed and implemented to direct and attenuate water flows with the aim of encouraging the growth of marginal and ephemeral plant species to create breeding and sheltering habitats. These habitat areas will provide shelter, food, foraging and breeding opportunities for a variety of wildlife species including plants, amphibians, invertebrates, birds, bats and other mammals. Grassed areas towards the boundary will be cut less frequently and therefore allowed to grow slightly longer and may include wild flowers and bulbs that could offer favourable habitat to pollinators.

8.68 Mitigation proposals have been put in place to minimise any impact to the wildlife adjacent to the Long Plantation. A 10m wide buffer of native trees and shrubs is proposed adjacent to the boundary with roads and service yard a minimum of 25m from the edge of the plantation.

Archaeology and cultural heritage

8.69 Archaeology and cultural heritage issues are included in the ES. There are no scheduled monuments, listed buildings, local listed buildings, battlefields, conservation areas, world heritage sites or registered parks and gardens within the site boundary. The ES considers the development effects on heritage assets during construction, in operation and any wider cumulative effects and concludes that no direct or indirect effects to designated heritage assets occur as a result of the proposed MSA development.

8.70 Specialist surveys reveal that the site has archaeological potential. The results of the survey indicate the presence of a number of field boundaries of probable late Iron Age to Romano-British date. The features uncovered are characteristic of the archaeological record from this period in the South Yorkshire region. The most complex area of features is located west of Mellinder Dike. The majority of the proposed development will occur within the eastern portion of the site in areas previously disturbed or lacking in archaeological deposits, although activities related to a 19th century gypsum quarry are likely to be encountered near the centre of the site.

8.71 The report concludes that further archaeological investigations should be undertaken, timed with site preparation works. This will include a targeted 'strip, map and record' excavation to a designated area to the western part of the site and a watching brief over a smaller designated area in the northwest corner of the eastern part of the site. Mitigation will be detailed in a separate Written Scheme of Investigation which is to be secured by a planning condition.

Agricultural land

8.72 An assessment of the agricultural land quality has taken place for the project. The land is classed as Grade 2 agricultural land according to Natural England Land Classification Map. Grade 2 is described in the 1988 MAFF Guidance as 'very good agricultural land with minor limitations which affects crop yield, cultivations or harvesting.'

8.73 The detailed study suggests however that the land may be poorer than Grade 2, given the degree of water saturation found in the south west part of the site and that the land consistently produces yields which are lower than the rest of the farm (according to the farmer). This suggests that the agricultural value of the site may be lower than the map suggests.

8.74 The site area will be permanently removed from agricultural production as a result of the development. Where possible, topsoil from the site will be stripped and stockpiled (appropriately, so as not to damage its properties) for reuse in landscape works on the site. The applicant has shown through the Alternative Sites Assessment that there are no similar sites that would provide a more suitable location based on agricultural land classification.

Lighting

8.75 The ES includes a chapter on lighting. An overnight baseline survey was undertaken to assess the likely effects of lighting at the site from key local viewpoints. It showed that the site is intrinsically dark, as there is no source of light emanating from the site. The existing A1(M) motorway Junction 37 is the most significant source of artificial lighting in the area immediately around the site. The A1(M) is not illuminated in the vicinity of the proposed MSA and very low illuminance levels were recorded around the site perimeter and at the edge of the surrounding woodland. The local topography and woodlands screen much of the site from neighbouring dwellings. Light spill and glare were noted at some viewpoints, principally due to the street lighting systems at Junction 37 of the A1(M). Skyglow

from nearby towns and large conurbations (Rotherham, Brodsworth, and Wakefield) was clearly visible from all viewpoints.

8.76 Detailed modelling of the proposed lighting scheme was undertaken. The assessment of the proposed MSA's lighting scheme has predicted that the correct illumination standards have been applied to the site. The effect of the lighting scheme on any sensitive receptors nearby can be determined as neutral and the proposed lighting installation is not predicted to have a significant impact on the environment. Illumination levels have been kept within British standard guidelines to ensure that the site is not over-illuminated and typical values for parking areas and roadways are in the order of 10 to 20 lux. The column mounted light fittings are specified as the 'dark sky' type with less than 1 per cent upwards light. Lamps will be appropriately specified with effective beam control, spill shields and baffles and will employ the latest LED technology. In-ground lighting features are low wattage luminaires with low output with little impact on environmental conditions. Combined daylight control, time switches and movement sensors will also be used to control external lighting to appropriate levels at all times of the day. Although a fairly detailed plan has been submitted showing indicative lighting levels, a condition has been added to ensure that the final lighting scheme is agreed.

Other issues

8.77 In terms of the other issues raised by members of the public that have not already been discussed, one of those is that the MSA would create litter to the detriment of the area. Moto will control litter through the management of the MSA. Another is that the provision of more hot food takeaways will not help with the Council's aim of improving the health of residents and also tackling obesity and this is especially important as children could be attracted to the MSA from the nearby school. The MSA will not be very accessible to children from schools given the lack of footpath from Ridgewood Academy and the MSA will have units that offer healthy food as well as those offering less healthy food. There is no evidence to suggest that the MSA will attract criminal activity or result in an influx of illegal immigration into the area.

Referral to Secretary of State

8.78 The Town and Country Planning (Consultation) (England) Direction 2009 requires local planning authorities to consult the Secretary of State before granting planning permission for certain types of development. These include developments that by reason of their scale or nature or location would have a significant impact on the openness of the Green Belt. The report has shown that although the visual impact of the development will be limited, its impact on the openness of the Green Belt remains. The scale and nature of the proposal is such that the impact on the openness will be significant and should Members resolve to support the application then it will be referred to the Secretary of State for his consideration.

9.0 Summary and conclusions

9.1 Planning law requires that applications must be determined in accordance with the Development Plan unless material considerations indicate otherwise. The application is not in accordance with the Development Plan, because the site lies

within the Green Belt as defined by the UDP and is contrary to policies ENV3 of the UDP and CS3 of the Core Strategy which seek to protect the Green Belt from development such as this.

9.2 The proposed MSA is also inappropriate development within the Green Belt as defined by the NPPF. Inappropriate development is by definition harmful to the Green Belt. Added to the harm by reason of being inappropriate is that the proposed development will have an impact on the openness of the Green Belt, which is an essential characteristic of the Green Belt and will also result in the loss of Grade 2 agricultural land (albeit the applicant questions this grading). The Government attaches great importance to Green Belts and substantial weight needs to be given to the harm to the Green Belt. Inappropriate development should not be approved except in very special circumstances.

9.3 The applicant has demonstrated in line with the guidance set out in Circular 02/2013 that there is a gap in the provision of MSAs along this part of the Strategic Road Network. The distance and estimated driving times between certain MSAs exceed that which is recommended in Government guidance. This lack of provision can have an impact on the safety and welfare of road users. The provisions of MSAs assist in achieving sustainable transport and travel objectives by keeping vehicles on the motorway. This avoids motorists leaving the motorway in search of places to stop for rest and refreshment which can involve substantial additional mileage and add to local traffic congestion. The applicant has shown that the north-eastern quadrant of Junction 37 will have the least impact on the Green Belt and is the most appropriate location for a MSA, having ruled out an on-line facility (on account of the lack of room between junctions) and Junction 38 (on account of it being too close to Ferrybridge MSA and highway concerns). Significant weight must be attached to the benefits of a MSA in this location given that it can impact on driver safety and can therefore constitute a very special circumstance.

9.4 Added to the safety benefits of a MSA and weighing in favour of the application is that the site will have a limited visual impact on the Green Belt on account of existing screening (in particular by Long Plantation and Ducker Holt) around the site and given the significant planting that will take place, which will over time further help to screen the development. The scheme has been designed sensitively and incorporates a number of sustainability measures (including a comprehensive SuDS scheme) to minimise the impact on the environment.

9.5 On top of that, is the economic benefits that the MSA will provide in creating over 200 jobs, which also weighs in its favour and is in line with the aims of the NPPF, which seeks to encourage economic growth.

9.6 The proposed development will have a limited impact on the highway network given that roughly 95 per cent of the traffic is direct from the motorway. The new access arrangements have been thoroughly assessed and are considered acceptable. The scheme aims to encourage sustainable modes of travel to the site for employees by providing bus stops and a pedestrian link into the MSA from Barnsley Road and through a Travel Plan backed up by the provision of a Transport Bond.

9.7 The ES submitted with the application demonstrates that all environmental issues are acceptable. In terms of air quality, all predicted concentrations will be well below the UK objectives and any impact arising during construction will be mitigated thorough the Construction Impact Management Plan. No ground contamination was found and noise (both during construction and operation of the MSA) is to be controlled through appropriate planning conditions. There is little ecological interest on the site and biodiversity will be enhanced with significant planting and new habitats created. There is some archaeological interest on the site and further investigation is to be secured by a planning condition. The lighting scheme proposed for the site is appropriate and will limit the amount of light pollution in this countryside location.

9.8 There is clearly a need to carry out a balancing exercise act of the benefits that the scheme will bring against any harm that it would cause. On the one hand, it has been shown that the proposal is inappropriate development in the Green Belt and is therefore by definition harmful, to which significant weight must be attached. The MSA will have an impact on the openness of the Green Belt and although there are questions over the accuracy of the maps, it will still result in the loss of Grade 2 agricultural land. Against this, the fundamental nature of a MSA as an appropriate provision for the safety and welfare of road users on the motorway network is given significant weight. The lack of alternative locations along the A1(M) to accommodate this demand also works in its favour. The scheme will have a limited visual impact on the countryside and will provide much needed jobs. It is therefore considered, on balance, that the benefits of the MSA in terms of driver safety and the jobs created and its limited visual impact on the countryside are the very special circumstances that are sufficient to outweigh the harm to the Green Belt by reason of it being inappropriate development and the other harm identified.

10.0 Recommendation

MEMBERS RESOLVE TO GRANT PLANNING PERMISSION FOR THE PROPOSED DEVELOPMENT FOLLOWING DEFERRAL TO THE SECRETARY OF STATE, SUBJECT TO THE CONDITIONS BELOW AND FOLLOWING THE COMPLETION OF AN AGREEMENT UNDER SECTION 106 OF THE TOWN AND COUNTRY PLANNING ACT 1990 IN RELATION TO THE FOLLOWING MATTERS:

A) Monitoring of trip rates and provision of bond of £22,080 to be used by the Council towards sustainable travel measures in the event that traffic number targets are not met.

THE HEAD OF DEVELOPMENT BE AUTHORISED TO ISSUE THE PLANNING PERMISSION UPON COMPLETION OF THE AGREEMENT.

1. The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of this permission.
   REASON
   Condition required to be imposed by Section 91(as amended) of the Town and Country Planning Act 1990.

2. The development hereby permitted must be carried out and completed entirely in accordance with the terms of this permission and the details shown on the approved plans listed below:

   Overall site
   Drawing number 21603-01 Revision F (Site plan)
   Drawing number 21603/03 Revision H dated May 2016 (Landscape masterplan)
   Drawing number 21603/04 Revision B dated June 2016 (Entrance Plaza)
   Drawing number 21603/005 Revision F dated Apr 2016 (Parking numbers)
   Drawing number 21603/08 Revision C dated Jan 2017 (Boundary treatment plan)
   Drawing number 21603/09 Revision D dated Aug 2016 (Suds schematic)
   Drawing number 21603/11 Revision D dated Jan 2017 (Proposed flood route alignment)
   Drawing number 1186-F09 Revision E dated Oct 2017 (Site access arrangements)
   Drawing number 4576-SK-004 Revision P2 dated January 2017 (Storm drainage)
   Drawing number 4576-SK-005 Revision P2 dated January 2017 (Foul drainage)

   Amenity building
   Drawing number 8231/PL020 Rev A (Ground Floor Plan)
   Drawing number 8231/PL021 Rev A (First Floor Plan)
   Drawing number 8231/PL030 Rev A (Elevations)

   The Lodge
   Drawing number 8231/PL040 Rev A (Ground floor plan)
   Drawing number 8231/PL041 Rev A (First Floor and roof plan)
   Drawing number 8231/PL046 Rev A (Elevations)

   Costa Drive Thru
   Drawing number 8231/PL055 Rev A (Elevations)
   Drawing number 8231/PL050 Rev A (round Floor, Roof Plan and Sections)

   Fuel filling station
   Drawing number 8231/PL060 Rev A (Ground floor plan)
   Drawing number 8231/PL066 Rev A (Elevations)

   Ancillary buildings
   Drawing number 8231/PL070 Rev A (Biomass and Energy Centre)
   Drawing number 8231/PL071 Rev A (Aircooled chiller, Water tank and Substation)
   Drawing number 8231/PL072 Rev A (LPG Compound)
   REASON
   To ensure that the development is carried out in accordance with the application as approved.

3. The retail floor space as shown on plan reference PL099 revision B shall not exceed the following:
   Amenity building: 1223 square metres with no individual unit more than 143 square metres.
   Costa Drive Thru: 125 square metres.
   Fuel Filling Station: 147 Square metres.
   REASON
   To ensure the proposal is in compliance with the approved plans and policy CS7 of the Core Strategy.

4. During the construction phase, operations shall be restricted to the hours of 07:00 to 18:00hrs Monday to Friday and 08:00 to 16:00hrs on Saturday. No operation on Sundays or Bank Holidays (other than special works subject to prior agreement with the local planning authority).
   REASON
   To safeguard the amenities of the occupiers of the adjoining properties in accordance with guidance set out in the NPPF.

5. Prior to the commencement of the development hereby approved, a Construction Environmental Management Plan (based on the draft document BD12 by Arup dated January 2017) shall be submitted to and approved in writing by the local planning authority. The construction of the development shall thereafter be carried out in strict accordance with the measures identified in the approved Construction Environmental Management Plan.
   REASON
   The document is only in draft form and is required prior to the commencement of development to safeguard the environment and living conditions of neighbouring residents in accordance with guidance set out in the NPPF.

6. The development shall not exceed the following noise levels during construction of the development:

Noise sensitive receptor	**Description**	**Daytime limit ($dBL_{Aeq,T}$)**
1	North of site; Green Lane	65
2	North-east of site; Town View Avenue	65
3	South-east of site; Sheep Walk Lane	70
4	South-west of site; Marr Grange Lane	65
5	South-west of site; Barnsley Road	75

   REASON
   To safeguard the amenities of the occupiers of the adjoining properties in accordance with guidance set out in the NPPF.

7. The development shall not exceed the following noise levels during operation of the development:

Building service noise limits

Noise sensitive receptor	Description	Noise limit values in decibels (dB), $L_{Ar,Tr}$	
		Day (07:00 – 19:00)	Night (23:00 – 07:00)
1	North of site; Green Lane	27	26
2	North-east of site; Town View Avenue	25	23
3	South-east of site; Sheep Walk Lane	33	28
4	South-west of site; Marr Grange Lane	43	40
5	South-west of site; Barnsley Road	42	38

REASON
To safeguard the amenities of the occupiers of the adjoining properties in accordance with guidance set out in the NPPF.

8. During the operational phase of the site, 3 yearly noise monitoring for compliance of the building service noise limits (to start 12 months after the development commences) or due to a request from the local planning authority following a complaint, a noise report shall be submitted to the local planning authority. The noise report shall be conducted by a competent noise consultant whilst the site is in operation during night-time periods. The data shall provide the measured levels at source and predicted levels at the identified monitoring positions at:

   Location 1 positioned north of site - Green Lane

   Location 2 positioned north-east of site -Town View Avenue

   Location 3 positioned south-east of site -Sheep Walk Lane

   Location 4 positioned south-west of site -Marr Grange Lane

   Location 5 positioned south-west of site -Barnsley Road
   REASON
   To safeguard the amenities of the occupiers of the adjoining properties in accordance with guidance set out in the NPPF.

9. Prior to the commencement of the relevant works, details of the proposed external materials shall be submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved materials.
   REASON
   To ensure that the materials are appropriate to the area, in accordance with policy CS14 of the Doncaster Core Strategy.

10. Before the development commences, a BREEAM pre-assessment, or equivalent assessment, shall be submitted for approval demonstrating how BREEAM 'Very Good' will be met. Unless otherwise agreed, the development must take place in accordance with the approved assessment. Prior to the occupation of any building, a post construction review should be carried out by a licensed assessor and submitted for approval. This will enable the planning condition to be fully discharged.
    Advice should be sought from a licensed BREEAM assessor at an early stage to ensure that the required performance rating can be achieved. A list of licensed assessors can be found at www.breeam.org.
    REASON
    In the interests of sustainability and to minimise the impact of the development on the effects of climate change in accordance with policy CS14 of the Core Strategy.

11. No development shall take place in implementation of this permission until a report (the initial SAP report carried out as part of Building Regulations will be sufficient information in many cases) has been submitted to the local planning authority and approved in writing from them, explaining how CO2 emissions from the development will be reduced by providing at least 10 Percent of the development's energy through on-site renewable energy equipment or improvements to the fabric efficiency of the building. The carbon savings, which result from proposed measures, will be above and beyond what is required to comply with Part L of Building Regulations. Unless otherwise agreed in writing by the Local Planning Authority, the development shall then proceed in accordance with the approved report. Before any building is occupied or sold, the local planning authority shall be satisfied that the measures have been installed, which will enable the planning condition to be fully discharged.
    REASON
    In the interests of sustainability and to minimize the impact of the development on the effects of climate change in accordance with policy CS14 of the Core Strategy. This condition is required to be discharged prior to commencement as the approved detail may have an impact on the design and fabric of the building during construction or the appearance of the development.

12. Prior to the occupation of the development hereby approved, details of electric vehicle charging provision shall be submitted to and approved in writing by the local planning authority. Installation shall comply with current guidance/advice. No buildings shall be occupied until the approved connection has been installed and is operational in accordance with the approved details and shall be retained for the lifetime of the development.
    REASON
    To contribute towards a reduction in emissions in accordance with air quality objectives and providing sustainable travel choice in accordance with policies CS9 and CS18 of the Doncaster Council Core Strategy.

13. The MSA hereby approved shall not be opened to the general public until bus stops have been provided on Barnsley Road in accordance with a scheme previously approved in writing by the local planning authority.
    REASON
    To encourage sustainable modes of travel to the site in accordance with policy CS9 of the Core Strategy.

14. The erection of impact resistant barriers for the protection of any retained tree shall be undertaken in accordance with the approved Arboricultural Impact Assessment (reference 9277_AIA.001 dated January 2017) and the local planning authority notified of implementation to approve the setting out of the tree protection scheme before any equipment, machinery or materials have been brought on to site for the purposes of the development. Thereafter, all tree protection shall be maintained in full accordance with the approved details until all equipment, machinery and surplus materials have been removed from the site, unless the local planning authority gives its written approval to any variation. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the Local Planning Authority.
    REASON
    To ensure that all trees are protected from damage during construction in accordance with core strategy policy CS16: Valuing our natural environment.

15. Unless as shall be approved otherwise in writing by the local planning authority, the scheme of landscaping shown on the Planting Strategy plan (ref: 21603/10 Revision C dated Jan 2017) and the Tree Pit Details plan (ref: 21603/14 dated March 2017) shall be implemented in full accordance with the approved details during the first available planting season following the completion of the development hereby granted and the local planning authority notified prior to backfilling any engineered tree pits to inspect and confirm compliance and within seven days of the completion of landscape works to inspect and approve practical completion in writing. Any part of the scheme which fails to achieve independence in the landscape or is damaged or removed within five years of planting shall be replaced during the next available planting season in full accordance with the approved scheme, unless the local planning authority gives its written approval to any variation.
    REASON
    In the interests of environmental quality and core strategy policy CS16: Valuing our Natural Environment.

16. Within two months of approval a Biodiversity Enhancement Master Plan shall be submitted and approved in writing by the LPA. The content of the Plan shall include:
    i) A clear Identification of the mitigation and/or compensation areas within the development site, including SUDS features.
    ii) Measures to protect and enhance the adjacent Local Wildlife Site, Long Plantation
    iii) Baseline specifications for biodiversity creation and enhancement works and other ecological features specific to mitigation proposals for habitats,

faunal groups and species. These to be based on site survey data and Local Biodiversity Action plan priorities.
iv) Provision of roosting and nesting opportunities in woodland and new built structures
v) Incorporate the outline measures as shown on the Landscape Masterplan drawing 21603/03.
REASON
To ensure the ecological interests of the site are maintained in accordance with Core Strategy Policy 16.

17. Part A (pre-commencement)

No development, including any demolition and groundworks, shall take place until the applicant, or their agent or successor in title, has submitted a Written Scheme of Investigation (WSI) that sets out a strategy for archaeological investigation and this has been approved in writing by the Local Planning Authority. The WSI shall include:

i) The programme and method of site investigation and recording.
ii) The requirement to seek preservation in situ of identified features of importance.
iii) The programme for post-investigation assessment.
iv) The provision to be made for analysis and reporting.
v) The provision to be made for publication and dissemination of the results.
vi) The provision to be made for deposition of the archive created.
vii) Nomination of a competent person/persons or organisation to undertake the works.
viii) The timetable for completion of all site investigation and post-investigation works.

Part B (pre-occupation/use)
Thereafter the development shall only take place in accordance with the approved WSI and the development shall not be brought into use until the Local Planning Authority has confirmed in writing that the requirements of the WSI have been fulfilled or alternative timescales agreed.
REASON
To ensure that any archaeological remains present, whether buried or part of a standing building, are investigated and a proper understanding of their nature, date, extent and significance gained, before those remains are damaged or destroyed and that knowledge gained is then disseminated in accordance with policy CS15 of the Core Strategy.

18. A full Travel Plan shall be submitted to the local planning authority within 3 months of full occupation of the site. The development shall thereafter be carried out in accordance with the approved Travel Plan.
REASON
To encourage sustainable modes of travel to the site in accordance with policy CS9 of the Core Strategy.

19. No lighting shall be installed on site until the details have first been approved in writing by the local planning authority. The lighting scheme shall be based largely on the details shown on drawing number LS13754-1-3 dated July 2016. The lighting shall thereafter be carried out in accordance with the approve scheme and retained as such.
    REASON
    To minimise light pollution in this countryside location in accordance with guidance set out in the NPPF.

20. No part of the development hereby approved shall be used by the public until all parking areas, internal access roads, turning and manoeuvring areas and footpaths have been constructed and laid out in accordance with the proposed site plan drawing number 21603-01 Revision F.
    REASON
    In the interests of highway safety.

21. The development hereby permitted shall not be commenced until a Construction Traffic Management Plan (CTMP) for that phase of development is submitted to and subsequently approved in writing by the Local Highway Authority. The approved plan shall be adhered to throughout the construction phase. The CTMP shall contain information relating to (but not limited to):

    i) Volumes and types of construction vehicles
    ii) Parking of contractors vehicles
    iii) identification of delivery routes;
    iv) Contractors method for controlling construction traffic and adherence to routes
    v) Size, route and numbers of abnormal loads
    vi) Swept path analysis (as required)
    vii) Construction Period
    viii) Temporary signage
    ix) Measures to be taken within the curtilage of the site to prevent the deposition of mud and debris on the public highway.

    REASON
    This information has not been provided and is required prior to the commencement of development to ensure highway safety.

    INFORMATIVE
    Although plans have been submitted showing signage for the site, this permission does not allow for signs and a separate advertisement consent application will need to be made.

    INFORMATIVE
    During the construction phase, broadband (i.e. white noise) reversing alarms should be used rather than tonal alarms.

    INFORMATIVE

Clearance of potential bird nesting habitat should be carried out of the bird nesting season (March to August inclusive) or if necessary preceding any clearance with an inspection by a suitably qualified ecologist.

INFORMATIVE
Condition 15 refers to independence in the landscape, which is defined in British Standard 8545:2014 Trees: from nursery to independence in the landscape - Recommendations as the point at which a newly planted tree is no longer reliant on excessive or abnormal management intervention in order to grow and flourish with realistic prospects of achieving its full potential to contribute to the landscape.

INFORMATIVE
Where development commences more than two years from the date of the original protected species surveys, additional/updating surveys should be carried out to ensure that approved mitigation is appropriate for the current situation.

INFORMATIVE
It should be noted that to facilitate the proposed layout, a section of public highway (privately maintained) is to be stopped up under Section 247 of the Town and Country Planning Act 1990.

The detailed access arrangement / alterations to the public highway as a result of this development proposal shall be subject to Road Safety Audits in accordance with DMRB Volume 5 Section 2 Part 2 (HD 19/15).

Works carried out on the public highway by a developer or anyone else other than the Highway Authority shall be under the provisions of Section 278 of the Highways Act 1980 and adoption of the proposed footway and bus stop layby on the South side of Barnsley Road shall be carried out under Section 38 of the Highways Act. The S38 and S278 agreements must be in place before any works are commenced. There is a fee involved for the preparation of the agreement and for on-site inspection. The applicant should make contact with Malc Lucas – Tel 01302 735110 as soon as possible to arrange the setting up of the agreement.
Doncaster Borough Council Permit Scheme (12th June 2012) - (Under section 34(2) of the Traffic Management Act 2004, the Secretary of State has approved the creation of the Doncaster Borough Council Permit Scheme for all works that take place or impact on streets specified as Traffic Sensitive or have a reinstatement category of 0, 1 or 2. Agreement under the Doncaster Borough Council Permit Scheme's provisions must be granted before works can take place. There is a fee involved for the coordination, noticing and agreement of the works. The applicant should make contact with Paul Evans – Email: p.evans@doncaster.gov.uk or Tel 01302 735162 as soon as possible to arrange the setting up of the permit agreement.

Amendments to the existing street lighting as a result of the proposals is likely. Street lighting design and installation is generally undertaken by the Local Highway Authority. There is a fee payable for this service and the

applicant should make contact with Malc Lucas – Tel 01302 735110 as soon as possible. Further information on the selected DNO / IDNO together with the energy supplier will also be required as soon as possible as they directly affect the adoption process for the street lighting assets.

The developer shall ensure that no vehicle leaving the development hereby permitted enter the public highway unless its wheels and chassis are clean. It should be noted that to deposit mud on the highway is an offence under provisions of The Highways Act 1980.

Appendix

Fig 1: Site layout plan showing amenity building (largest building at bottom right) lodge (l shaped building just to the north of amenity building), drive thru (central), fuel filling station (nearest the roundabout), HGV parking (bottom left) and parking layout.

Fig 2: Aerial photo of the site.

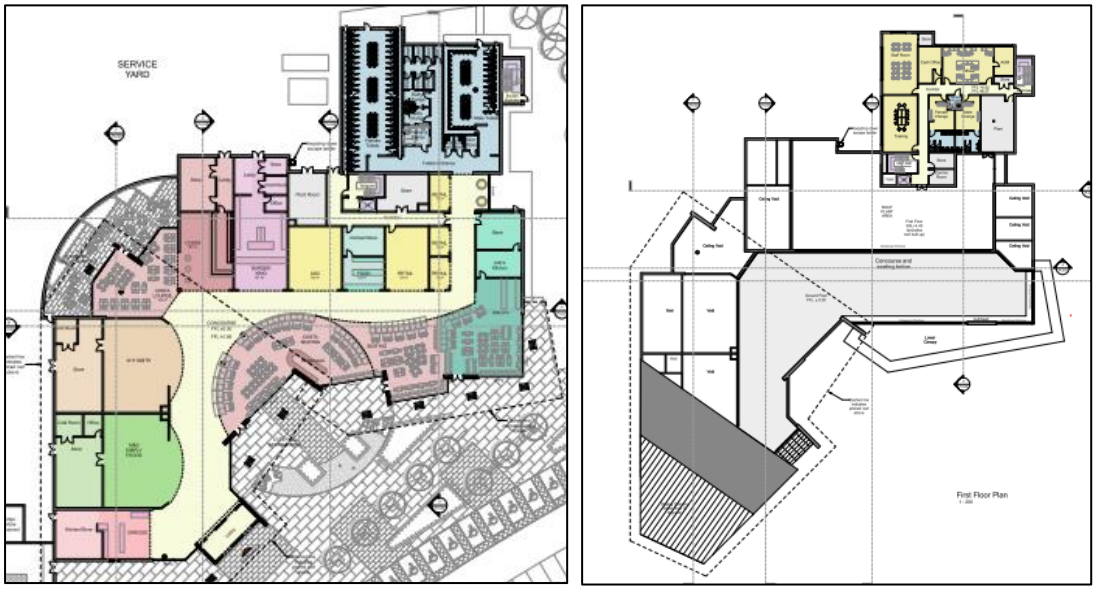
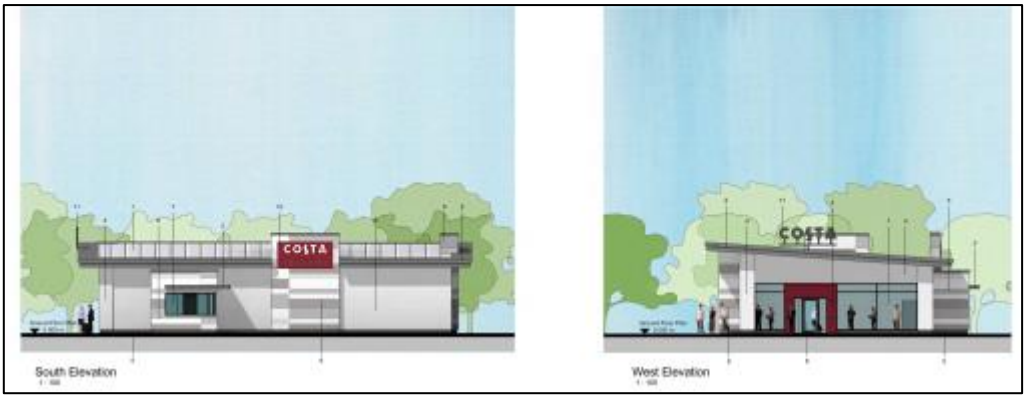


Fig 3: Front elevation and floor plans of amenity building.

Fig 4: Front elevation of lodge and ground floor plan (first floor plan is very similar).



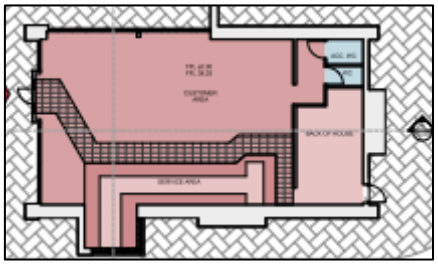


Fig 5: South and west elevations and ground floor plans for the drive-thru coffee unit.

Fig 6: South elevation and floor plan of the Fuel Filling Station.

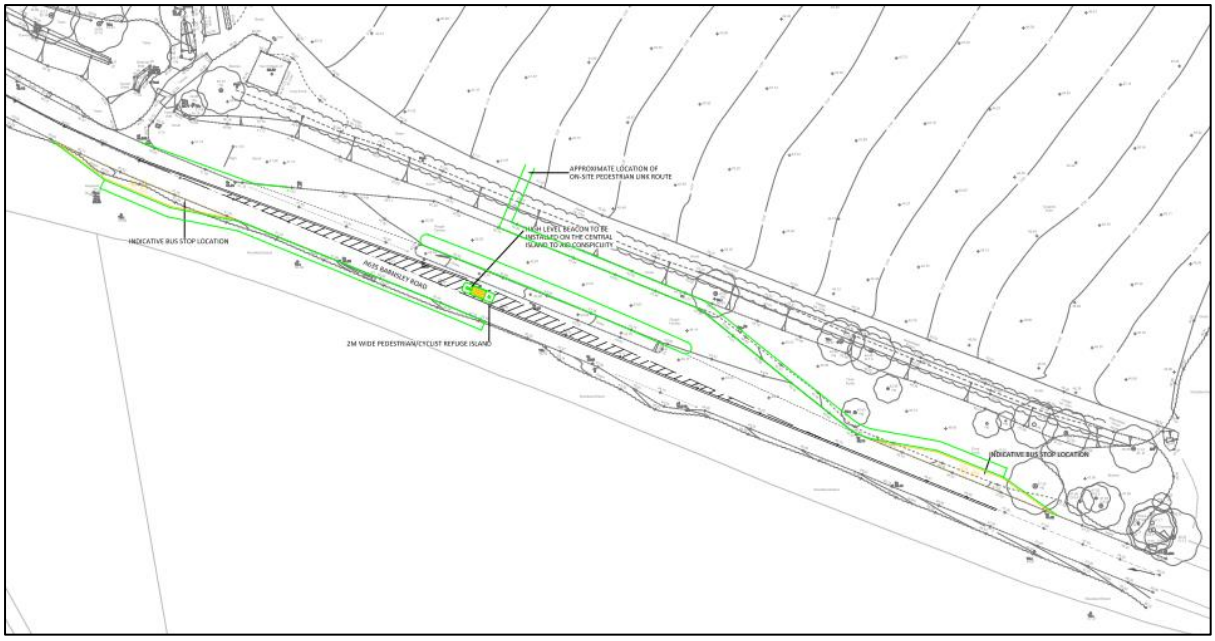


Fig 7: Showing bus stops either side of Barnsley Road near the layby (to be retained) with footpaths, refuge island and pedestrian link into the MSA site.