

<b>Application</b>	<b>02</b>
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<b>Application Number:</b>	16/02123/FULM
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<b>Application Type:</b>	Planning FULL Major
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<b>Proposal Description:</b>	Proposed change of use from agricultural grainstore to B1 (light industrial) / B8 (storage and distribution) and the change of use of redundant agricultural cartshed to B1 offices with associated means of access and parking
<b>At:</b>	Manor Farm Cottages Wakefield Road Hampole Doncaster DN6 7EP

<b>For:</b>	Mrs Elizabeth Nelson
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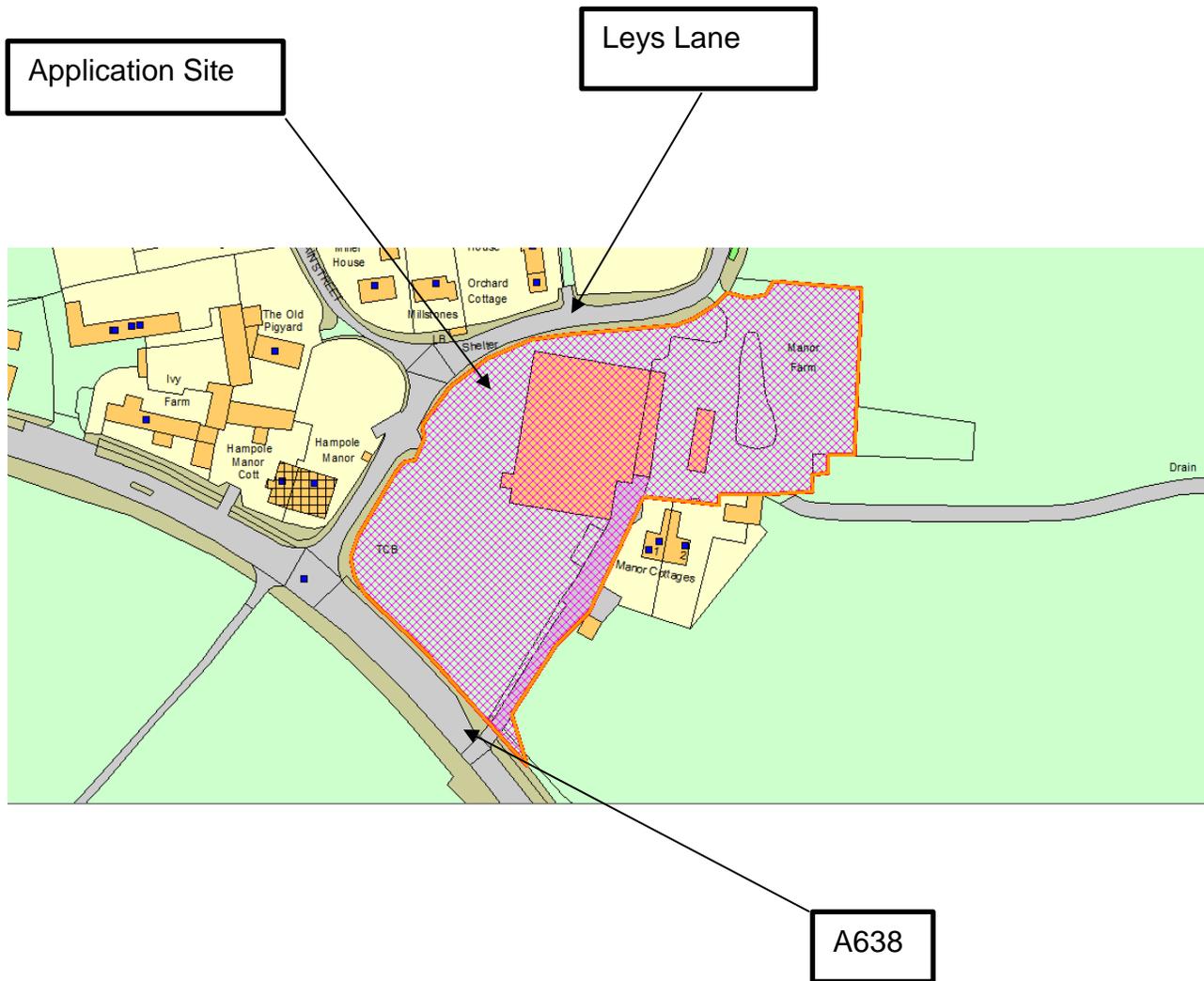
<b>Third Party Reps:</b>	63 overall	<b>Parish:</b>	Hampole And Skelbrooke Parish
		<b>Ward:</b>	Sprotbrough

## SUMMARY

The proposal seeks permission for the change of use from agricultural grainstore to B1 (light industrial) / B8 (storage and distribution) and the change of use of redundant agricultural cartshed to B1 offices with associated means of access and parking. The proposal is considered to be acceptable in policy terms having a limited impact on the openness of the Green Belt and the amenities of occupiers of neighbouring dwellings. The proposal is considered to be an acceptable and sustainable form of development in line with paragraph 7 and 8 of the National Planning Policy Framework (NPPF, 2019).

The report demonstrates that there are no material planning considerations that would significantly or demonstrably outweigh the social, economic or environmental benefits of the proposal in this location. The development would not cause undue harm to the Green Belt, neighbouring properties, heritage assets, the highway network or the wider character of the area.

**RECOMMENDATION: GRANT planning permission subject to conditions.**



## 1.0 Reason for Report

- 1.1 This application is being presented to Planning Committee as the application is a departure from the Development Plan. The proposal has also resulted in a significant level of objection from local residents.

## 2.0 Proposal

- 2.1 Planning permission is sought in full for the change of use of the existing agricultural grainstore to B1 (light industry) and B8 (storage and distribution) and the change of use of the existing agricultural cartshed to B1 (offices) with associated means of access and parking. Additional information was submitted in December 2019 in relation to the prospective tenant, which is a small road haulage company who require undercover storage for their own vehicle, with the ability to provide a maintenance workshop to maintain vehicles/trailers and small amount of plant/farm machinery. It is proposed that the cartshed would be a separate office.

### **3.0 Site Description**

- 3.1 The proposal lies opposite Hampole Manor, a Grade II listed building. The site is located in a rural hamlet and consists of three large agricultural sheds which are the dominant feature as well as a historic cartshed. Around the site is a historic stone wall with decorative gate piers.

Adjacent to the site, to the east and presumably part of the original farm complex, are two cottages. The remaining residential properties within Hampole are to the north and west of the application site. Beyond the application site are open fields.

### **4.0 Relevant Planning History**

- 4.1 None.

### **5.0 Site Allocation**

- 5.1 The site is designated as Green Belt, as defined by the Proposals Maps of the Doncaster Unitary Development Plan (adopted in 1998).

### **5.2 National Planning Policy Framework (NPPF 2019)**

- 5.3 The National Planning Policy Framework 2019 (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. The National Planning Policy Framework is a material consideration in planning decisions and the relevant sections are outlined below:

- 5.4 Paragraph 2 states that planning law requires applications for planning permission to be determined in accordance with the development plan, unless material considerations indicate otherwise.

- 5.5 Paragraph 48 of the NPPF states that local planning authorities may give weight to relevant policies in emerging plans according to:

- a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
- b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

### **5.6 Core Strategy 2011 - 2028**

- 5.7 To the extent that development plan policies are material to an application for planning permission, the decision must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (see section 70(2) of the Town and Country Planning Act 1990 (as amended) and section 38(6) of the Planning and Compulsory Purchase Act 2004 (as amended)).

5.8 In May of 2012 the Local Development Framework Core Strategy was adopted and this replaced many of the policies of the Unitary Development Plan (UDP); some UDP policies remain in force (for example those relating to the Countryside Policy Area) and will continue to sit alongside Core Strategy Policies until such time as the emerging Local Plan is adopted. Core Strategy policies relevant to this proposal are:

5.9 Policy CS 3 seeks to retain the general extent of Green Belt and preserve the openness of the Green Belt.

Policy CS 4 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 (sustainable drainage) design.

5.10 Policy CS 9 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.

5.11 Policy CS14 relates to design and sustainable construction and states that all proposals in Doncaster must be of high quality design that contributes to local distinctiveness, reinforces the character of local landscapes and building traditions, responds positively to existing site features and integrates well with its immediate and surrounding local area.

5.12 Policy CS15 states that proposals will be supported which protect or enhance the heritage significance and setting of locally identified heritage assets such as buildings of local architectural or historic interest, locally important archaeological sites and parks and gardens of local interest.

5.13 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.

#### **5.14 Saved Unitary Development Plan (UDP) Policies (Adopted 1998)**

5.15 Policy ENV 3 establishes the purposes, except for those with very special circumstances, for which development in the Green Belt is likely to be permitted.

5.16 Policy ENV 10 establishes the purposes for which the conversion of existing buildings within the Green Belt/Countryside Policy Area will be permitted.

5.17 Policy ENV 34 seeks to ensure that development does not adversely affect the setting of Listed Buildings.

5.18 Policy ENV 59 seeks to retain existing trees.

## **5.19 Local Plan**

5.20 The emerging Doncaster Local Plan will replace the UDP and Core Strategy once adopted. Several background documents inform the Local Plan preparation including the Housing and Economic Land Availability Assessment (HELAA) and the Employment Land Availability Report (ELA), with the process for identifying housing allocations set out in the 'Housing & Employment Site Selection Methodology & Results Report' June 2019. The emerging Local Plan was "Published" for Regulation 19 consultation on 12th August 2019 for 7 weeks, ending on 30 September. The Council is aiming to adopt the Local Plan by the end of 2020. However given the relatively early stage of preparation of the emerging Local Plan, the document carries limited weight at this stage. The relevant policies to this proposal are as follows:

5.21 Policy 14 seeks to promote sustainable transport within new developments.

5.22 Policy 2 establishes the spatial strategy and settlement hierarchy and seeks to retain the general extent of the Green Belt.

5.23 Policy 30 seeks to deliver a net gain for biodiversity and protect, create, maintain and enhance the Borough's ecological networks.

5.24 Policy 31 deals with the need to value biodiversity.

5.25 Policy 34 seeks to ensure appropriate landscaping in new developments.

5.26 Policy 35 seeks to conserve the historic environment

5.27 Policy 37 seeks to protect and enhance Listed Buildings.

5.28 Policy 42 seeks to ensure character and local distinctiveness in new developments.

5.29 Policy 49 seeks a high standard of landscaping in new developments.

5.30 Policy 55 requires the need to take into account air and noise pollution.

5.31 Policy 56 deals with the need to mitigate any contamination on site.

5.32 Policy 57 requires the need for satisfactory drainage including the use of SuDS.

## **5.33 Neighbourhood Plan**

5.34 There is no Neighbourhood Plan for this area.

### **5.35 Other material planning considerations**

- Community Infrastructure Levy (CIL) Regulations (2010)
- Section 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act (1990)
- Town and Country Planning (Environmental Impact Assessment) Regulations (2017)
- Development Requirements and Guidance Supplementary Planning Document (SPD) (2015)
- South Yorkshire Residential Design Guide (SYRDG) (adopted 2015)
- National Planning Policy Guidance

### **6.0 Representations**

6.1 This application has been advertised in accordance with Article 15 of the Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended) by means of site notice, press advertisement and neighbour notification.

6.2 Overall sixty three representations have been received highlighting the following concerns, it should however be noted that some of the objections were duplicated as a result of the re-advertisement of the application;

- Uncertainty with prospective tenant and proposed operation
- Would pave the way for more HGVs to and associated traffic to go through the heart of the village
- Noise and disturbance of vehicle repair and maintenance activities
- Inappropriate development in Green Belt
- The proposal would industrialise the small rural village
- Impact on amenity
- Outside storage, car parking and other vehicle parking would be visually intrusive and impact on the openness of the Green Belt
- Leys Lane would become dangerous due to number of vehicles and is unsuitable for HGVs and there are no footpaths and there is a sharp bend – there are pedestrians, cyclists and horse riders using this road
- Impact on setting of Hampole Manor, a Listed Building
- Village has a long history as a rural/agricultural village
- Future growth of the business
- Incorrect to imply that the previous agricultural use caused an impact to amenity which will be improved by this application
- The further information provided does not allay concerns
- Hampole is a tourist attraction
- Concerns that conditions would not be enforced
- Rear access inappropriate past residential properties
- Removal of trees which screen the wind turbines
- Concern that vehicles would park up and wait on the nearby roads
- There are surplus industrial units within the vicinity
- Disagreement with the conclusion of the Transport Planner on vehicle numbers
- Potential for dust, smoke, fumes and odour
- Noise survey does not consider noise from unknown activities
- Inability for site access to comply with visibility requirements

## 7.0 Parish Council

7.1 Hampole and Skelbrooke Parish Council object to the proposal on the basis of inappropriate development in Green Belt, harm to the countryside, damage to residential amenity, harm to the setting of a listed building and traffic and transport issues. They also state that the proposal is a departure from the development plan and contravenes both local and national planning policies.

7.2 Further, they state: On the basis of the information provided, while it is hard to assess, it is difficult to see how this latest amendment will make any significant difference to the potential damage and harm which could be done to this rural hamlet of Hampole. The potential for major impacts on residential amenity and safety as well as disruption to daily lives, remains a major concern for residents.

## 7.3 Relevant Consultations

7.4 **Highways Development Control** raise concern that the proposal does not meet visibility standards, however raise no objections when balanced against the scale of the proposed use.

7.5 **Transportation** state that the proposal does not generate a significant amount of trips to have a severe impact on the highway network and, therefore, is in accordance with NPPF Paragraph 109.

7.6 **Environmental Health** consider that the proposed occupier would be suitable in terms of their level of activity. Environmental Health consider that the low number of fleet vehicles being used and the proposed hours would be sufficiently low level i.e. it wouldn't be a distribution centre with numerous comings and goings. Therefore, no objections subject to condition.

7.7 **Trees and Hedgerows Officer** raises no objection, subject to condition.

7.8 **Local Plans (Employment)** summarise that there is no policy objection in principle to this proposal as it supports a prosperous rural economy. It is important however that the buildings are permanent and of substantial construction.

7.9 **Ecology** raise no objection, subject to conditions relating to the submission of a copy of the European Protected EPS licence.

7.10 **National Grid** raise no objection to the proposal, although include advisory information in relation to the overhead lines.

7.11 **Drainage Team** raise no objection, subject to informatives.

7.12 **South Yorkshire Fire and Rescue** raise no objection however state that access for fire appliances should be in accordance with Building Regulations Approved Document B volume 2 Part B5 section 16.

Water supplies for fire fighting purposes should be provided to comply with Building Regulations Approved Document B volume 2 Part B5 section 15.

- 7.13 **Health and Safety Executive** advise that the site does not fall within the consultation distance of a major hazard site or accident hazard pipeline.
- 7.14 **Design and Conservation Officer** states that whilst there are no objections to the conversion of the cartshed which would give this historic building a future use with minimal impact, the conversion of the large sheds would not as they are considered to have a negative impact on the area, including the setting of a listed building. Whilst their agricultural use would be appropriate in terms of its rural location the conversion to a commercial use would not as it would bring a more urban feel to the area and should be refused.

Replacement of the existing barns with more traditional forms, especially if these are based on historical records, maps and photos would be more likely to be supported. Any such future proposal should be accompanied with restoration of the boundary walls and appropriate landscaping.

- 7.15 **Yorkshire Water** raise no objection, however state that the agent/applicant ticked on question 12 of the application form Soakaway and Main Sewer. Hampole is not served by any public sewer network, so any surface water cannot go to main sewer in this instance. It appears there are some local land drain/s near to the site, so they have that option for surface water disposal along with soakaway. No comments on foul drainage to private septic tank system.
- 7.16 **South Yorkshire Police Architectural Liaison Officer** raises no objection to the proposal but provides security advice in relation to boundary treatment, lighting, landscaping, doors, windows and shutter.
- 7.17 **Structural Engineer** comments that there should be no issues for re-using the existing sheds for workshop and storage facilities.

From the report, the cartshed looks to be in reasonable condition overall. There are a number of structural defects but these can be addressed with minimum impact on the existing fabric of the building. The Structural Engineer would highlight the displacement of the front corners due, in part at least, to the thrust from the stone arches. Measures should be considered to reinstate the arch stonework and reduce the risk of future movement that could lead to collapse. The cracked stone pillars should also be assessed by a stone mason.

- 7.18 **Environment Agency** raises no objections subject to information relating the obtaining of an Environmental Permit.
- 7.19 **South Yorkshire Passenger Transport Executive** made no comment on the application.
- 7.20 **Area Manager** made no comment on the application.
- 7.21 **Pollution Control (Contaminated Land)** made no comments on the application.
- 7.22 **Pollution Control (Air Quality)** made no comments on the application.

## 8.0 Assessment

8.1 *The principal issues for consideration under this application are as follows:*

- Principle of development;
- Impact on setting of a listed building
- Impact on residential amenity & quality of life
- Highway safety and traffic
- Ecology
- Trees and landscaping
- Overall planning balance

8.2 For the purposes of considering the balance in this application the following planning weight is referred to in this report using the following scale:

- Substantial
- Considerable
- Significant
- Moderate
- Modest
- Limited
- Little or no

### Principle of Development

8.3 The principle of development is to be assessed primarily against policies ENV 3 and ENV 10 of the Doncaster Unitary Development Plan. All development proposals within the Green Belt must satisfy policy ENV 3 and as a conversion of existing buildings is proposed, ENV 3 is cross-referenced with policy ENV 10. Policy ENV 3 states that within the Green Belt, development will not be permitted, except in very special circumstances, for purposes other than; (e) the reuse of existing buildings subject to the limitation included in policy ENV 10. Development proposals will only be acceptable in principle where they would not be visually detrimental by reason of their siting, materials or design, and would not give rise to unacceptable highway or amenity problems and would not conflict with other policies of the UDP.

- 8.4 Policy ENV 10 states that within the Green Belt or Countryside Policy Area the conversion of existing buildings to other uses appropriate to the rural area will be permitted subject to a number of criteria. Of relevance to this proposal includes part (a) relating to the stability of the buildings, part (b) relating to the form, bulk and design of the buildings being in keeping with surroundings, part (d) that in the Green Belt the proposed development would not have a materially greater impact than the present use on the openness of the Green Belt, part (g) that the proposed use is appropriate to the rural area and contributes to the diversification of the rural area and would not prejudice the diversification of the rural area, or the continued operation of adjoining uses or itself be adversely affected by adjoining uses or create or aggravate highway, public service or amenity problems; part (h) that the building is capable of conversion to the proposed use without the need for significant extension to the existing structure and has sufficient land attached to provide for functional needs which can be provided without adversely affecting the character of the surrounding landscape, part (i) that the building has been used for a significant period of time for which it was built; and part (j) that the proposed development complies with other relevant policies of the UDP notably that relating to the protection of protected species.
- 8.5 Policy CS 3 part (A) states that the general extent of Green Belt will be retained and the key considerations for land within this area are 1. national policy will be applied, including a presumption against inappropriate development other than in very special circumstances; and; 2. land will only be taken out of the Green Belt for development allocations in exceptional circumstances for example where necessary to sustainably deliver the Growth and Regeneration Strategy. It is further stated in part (C) that proposals outside development allocations will only be supported where they would 1. protect and enhance the countryside, including the retention and improvement of key green wedges where areas of countryside fulfil a variety of key functions; 2. Not be visually detrimental by reason of siting, materials or design; 3. not create or aggravate highway or amenity problems; and; 4. preserve the openness of the Green Belt and Countryside Protection Policy Area and not conflict with the purposes of including land within them.
- 8.6 The impact of the proposal on the Green Belt is considered in sections 8.17- 8.21 of this report, however in principle conversion of existing buildings is accepted by policies ENV 3 and ENV 10 of the Doncaster Unitary Development Plan, and policy CS 3 of the Core Strategy and significant weight is afforded to these policies.

### Sustainability

- 8.7 The National Planning Policy Framework states at paragraph 7 that the purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs
- 8.8 There are three strands to sustainability, social, environmental and economic. Para.10 of the NPPF states that in order sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.

## **SOCIAL SUSTAINABILITY**

### **8.9 Impact on Residential Amenity**

- 8.10 Policies ENV 3 and ENV 10 of the UDP and policy CS 3 of the Core Strategy seek to ensure that proposed developments within the Green Belt do not give rise to amenity problems. Paragraph 127 (f) of the NPPF seeks to ensure that planning decisions create places with a high standard of amenity for existing and future users. The application site is within the small settlement of Hampole which is rural in nature and the site has previously been used for agricultural purposes. The barns are located to the east of the village within a farm complex which includes two cottages. The agent states that one of the cottages is to be inhabited by the business owner for security reasons. The remaining residential properties are located to the north and west of the application site and are separated by Leys Lane. Therefore, as the access is to be from the north (rear) of the site, vehicles will utilise Leys Lane and residents are concerned that this will have a detrimental impact upon their residential amenity.
- 8.11 Whilst the concerns are noted, further information as to the prospective tenant of the grainstore has been obtained. Indeed the local planning authority did not consider it possible make a favourable recommendation on the proposal in the absence of this information as an open B1/B8 use was considered too speculative to allay concerns relating to the possible impact on amenity. However, the information provided highlights a low key road haulage operation with 3 articulated low-loader entries/exits per day to the grainstore. There would be 2 staff members working in the large shed, and all vehicles would be stored inside the building, with the large building being used for undercover storage of their own vehicles, with maintenance of their vehicles/trailers and a small amount of plant/farm machinery. The machinery to be used is occasional welding/grinding tools for maintenance and repair of vehicles. Therefore, the small scale operation as described, is not considered to significantly affect the amenities of occupiers of neighbouring properties. If granted, there would be 2 staff members, and 3 HGV low-loader movements per day in connection with the grainstore building. The vehicle movements would be therefore be very limited and cannot be considered to detrimentally impact on residential amenity.
- 8.12 The cartshed is to be converted to offices which is a sufficient distance away from residential properties. The only likely noise associated with this use is the vehicle movements for staff members, and given the scale of the building it is anticipated that there would be 10 staff members in the cartshed, therefore having a low impact on amenity.
- 8.13 With regard to activity within the site, the applicant states that the machinery to be used includes the occasional welding/grinder machine tools for maintenance and repair of vehicles. Again, there would only be 2 members of staff working in the building, therefore it is unlikely to cause a detrimental impact to amenity. The previous agricultural use should also be taken into consideration, although it is noted the residents do not appear to have raised an issue with previous activities at the site. Environmental Health have been consulted on the revised proposal and consider that this proposed occupier would be suitable in terms of their level of activity. The low number of fleet vehicles being used and the proposed hours would be sufficiently low level i.e. it wouldn't be a distribution centre with numerous comings and goings.

Therefore, whilst the concerns of residents is noted, the information provided, which is recommended to be conditioned, does not suggest that the proposed use will be detrimental to amenity. The proposal is therefore considered to accord with policy ENV 3 and ENV 10 of the UDP, policy CS 3 of the Core Strategy and the NPPF and this carries significant weight in favour of the development.

#### **8.14 Conclusion on Social Impacts.**

8.15 In conclusion of the social impacts of the development, it is considered that the low scale nature of the business, the harm to the amenities of local residents will be limited.

#### **8.16 ENVIRONMENTAL SUSTAINABILITY**

##### **8.17 Impact upon the openness of the Green Belt**

The impact of the proposal on the openness of the Green Belt is of paramount importance when considering if the proposed change of use is acceptable. As states in paragraph 133 of the NPPF, *'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; the essential characteristics of Green Belts are their openness and their permanence'*. Paragraph 143 of the NPPF states that *'inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances'*. Paragraph 146 also states the forms of development which are not considered inappropriate in the Green Belt provided they preserve its openness and do not conflict with the purposes of including land within it (i.e the Green Belt). Part (d) lists 'the re-use of buildings provided that the buildings are of permanent and substantial construction; and (e) material changes in the use of land as not inappropriate.

8.18 It is noted that the Design and Conservation Officer has raised an objection to the conversion of the large sheds stating that 'whilst no objections to the conversion of the cartshed which would give this historic building a future use with minimal impact, the conversion of the large sheds would not as these are considered to have a negative impact on the area, including the setting of a listed building. Whilst their agricultural use would be appropriate in terms of its rural location the conversion to a commercial use would not as it would bring a more urban feel to the area and should be refused.'

8.19 However, it is not considered that this could be successfully defended at appeal given that there are no proposed changes to the external appearance of the site that cannot be sufficiently controlled by condition. The buildings are already in situ, and provided that their agricultural appearance remains, there is no further harm to the character of the area. Any advertisement requiring planning permission would be subject to separate consent and there are no proposed alternations to the large grainstore unit. Vehicle storage is to be contained within the building, and there is to be no open storage.

Therefore, there is the possibility for greater control of this proposed use than any potential agricultural use which would not require planning permission. The main alterations to the site would be the conversion of the cartshed, to which the Conservation Officer does not object, and the creation of a limited number (25no.) of formal parking spaces. The yard is already hard surfaced so there will be no further harm to the openness of the Green Belt.

- 8.20 It should be noted that, whilst not applicable to this unit as the grainstore exceeds 500sqm, there is provision under Class R of the Town and Country Planning (General Permitted Development) Order 2015 for the change of use of an agricultural buildings to other uses including B1 and B8. This does not exclude buildings in the Green Belt, albeit there are other considerations to take into account. Therefore it is not uncommon for agricultural buildings within the Green Belt to be used for other purposes, and in some cases planning permission is not required.
- 8.21 The Council's Structural Engineer has confirmed that the cartshed looks to be in reasonable condition overall. There are a number of structural defects but these can be addressed with minimum impact on the existing fabric of the building. Measures should be considered to reinstate the arch stonework and reduce the risk of future movement that could lead to collapse. The cracked stone pillars should also be assessed by a stone mason. Therefore, the cartshed can be converted with minimal impact on the overall appearance of the building, this not harming the openness of the Green Belt. As such, the proposal is considered to accord with policies ENV 3 and ENV 10 of the Doncaster Unitary Development Plan, policy CS 3 of the Doncaster Council Core Strategy and the NPPF.

## **8.22 Impact upon Highway Safety**

- 8.23 'Quality, stability, safety and security of private property, public areas and the highway' and 'permeability - ease of pedestrian movement with good access to local facilities and public transport services' are listed as qualities of a successful place within policy CS 14 (A). The NPPF in para 109 states that 'development should only be prevented or refused on highways grounds if there would be an unacceptable impact on road safety, or the residual cumulative impacts on the road network would be severe'.
- 8.24 Part (G) of policy CS 9 states that 'new development will provide, as appropriate, transport assessments and travel plans to ensure the delivery of travel choice and sustainable opportunity for travel. A transport assessment was provided when the proposal was of a more speculative nature and the Transportation team state that the proposal does not generate a significant amount of trips to have a severe impact on the highway network and, therefore, is in accordance with NPPF Paragraph 109. Following the receipt of additional information regarding the prospective tenant, the traffic generated by the proposal has further reduced from the numbers stated within the transport assessment.

8.25 Throughout the consideration of the application, the access from the north on Leys Lane has been of concern to local residents, and the Highways Development Control Officer. This is due to the Leys Lane access into the site being substandard and not meeting DMRB TD4195 which requires a minimum visibility of 4.5m x 215m to be achieved. However, on the basis of the additional information which details the nature of the business to be carried out in the grainstore, whilst the highways officer still raises concern that the required visibility splay has not been met, and the tracking on the access of the site shows two articulated vehicles are unable to pass each other and this could cause an issue should vehicle movements not be restricted to a certain time. The concerns are noted, however, given that the applicant proposes only 3 low-loader movements per day, the highways officer does not object to the proposal provided that there is a condition restricting vehicle numbers.

8.26 The agent has also confirmed that there will be 2 members of staff in the grainstore building, therefore the anticipated vehicle movements with this unit are low. There will be further vehicle movements connected with the cartshed building, however given the scale of this and the likely staff numbers, it is not considered that this will generate a significant volume on the highway network.

### **8.27 Impact on Listed Building**

8.28 Policy ENV 34 states that planning permission will not normally be granted for development which would adversely affect the setting of a listed building by virtue of its nature, height, form, scale, materials or design or by the removal of trees or other important landscape features.

8.29 The proposal lies opposite Hampole Manor, a Grade II listed building. The site is located in a rural hamlet and consists of three large agricultural shed which are the dominant feature as well as a historic cartshed, which on old maps once was part of a larger farm u-shaped complex. The latter was curtailed presumably to build the large sheds. The large sheds are of low architectural interest but given their agricultural usage were part of the local rural character. Around the site is a historic stone wall with decorative gate piers.

8.30 The conservation officer has been consulted on the proposal, and as stated earlier, objects to the proposed conversion of the grainstore as it is considered to have a negative impact on the area, including the setting of Hampole Manor, a Grade II listed building. However, as stated earlier in this report, there are no proposed alterations to the grainstore, and subject to condition, it is not considered that there will be any notable change to the current appearance of the area, thus not having a detrimental impact on the setting of the listed building. The conservation officer also considers that any proposal should be accompanied with restoration of the boundary walls and appropriate landscaping. As such, it is considered that the proposal accords with policy ENV 34.

### **8.31 Ecology**

- 8.32 Policy CS 16 states that Doncaster's natural environment will be protected and enhanced in accordance with a number of principles. Part (A) states that "proposals will be supported which enhance the borough's Ecological Networks by (1) including measures that are of an appropriate size, scale and type and have regard to both the nature of the development and its impact on existing or potential networks; (2) maintaining, strengthening and bridging gaps in existing habitat networks".
- 8.33 Whilst an ecological survey was carried out when the original application was submitted, the Council's ecologist requested further information with regard to bats. Following the receipt of this, no objections were raised, subject to condition(s) being applied. Given the length of time that has passed since the application was first submitted, the Ecologist has been re-consulted and states that the building where bats were found is not now going to support a vastly different number of bats than the old survey showed. An updated survey would be needed to support a license application, but from the Local Authority point of view it is considered that the status of the population of bats locally could still be maintained. Bearing this in mind, it is not considered the new survey needs to be provided before determination and this can be carried out to support the licence application. As such, there are no objections and the proposal is considered to accord with policy CS 16.

### **8.34 Trees and Landscaping**

- 8.25 Policy CS 16 states that Doncaster's natural environment will be protected and enhanced in accordance with a number of principles. Part (D) states that "proposals will be supported which enhance the borough's landscape and trees by: (4) retaining and protecting appropriate trees and hedgerows and incorporating new tree, woodland and hedgerow planting".
- 8.26 Policy ENV 59 states that "in considering proposals for new development the Borough Council will attach considerable importance to the need to protect existing trees, hedgerows, wetland habitats, watercourses and other natural landscape features and will require that new developments do not cause unnecessary loss of trees, nor imperil trees by building works.
- 8.27 The Council's Trees and Hedgerows Officer has been consulted on the proposal and states that from a tree perspective, the site remains very similar other than a few years of additional growth. The nearest trees to the development are a group of young ash standing along the roadside verge on Leys Lane. None is currently of a stature to be adversely affected by the proposals. Consequently, there is no objection to this proposal on arboricultural grounds and no specific arboricultural conditions are proposed.
- 8.28 Overall, if minded to grant consent then it may be appropriate to require landscape planting to act as screening for the residential properties opposite or the site as a whole. This is requested by condition, and as such the proposal is considered to accord with policy CS 16 of the Core Strategy and policy ENV 59 of the Doncaster Unitary Development Plan.

## **8.29 Flood Risk, Foul and Surface water drainage**

8.30 The site is located within Flood Risk Zone 1 and has a low risk of flooding. A Flood Risk Assessment was not submitted, however flood risk information was provided in the Planning Statement and the Environment Agency and Council's Drainage Officer raise no objection to the proposal, subject to informatives. As the proposal is a change of use, a sequential test is not required, and the proposed use falls under a less vulnerable use, as does agricultural buildings, therefore there is no greater vulnerability and an exceptions test is not required. As such, there is no conflict with policy CS 4 of the Core Strategy and the NPPF.

## **8.31 Conclusion on Environmental Issues**

8.32 Para.8 of the NPPF indicates, amongst other thing, that the planning system needs to contribute to protecting and enhancing the natural built and historic environment, including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

8.33 In conclusion of the environmental issues, it is considered that there has been no significant issues raised which would weigh against the proposal, that cannot be mitigated by condition. As such, significant weight can be attached to this in favour of the development.

## **ECONOMIC SUSTAINABILITY**

### **8.34 Diversification of rural economy**

8.35 Part (g) of policy ENV 10 of the Doncaster Unitary Development Plan states that "within the Green Belt the conversion of existing buildings to other uses will be appropriate to the rural area will be permitted provided that the proposed use is appropriate to the rural area and contributes to diversification of the rural area (or would not prejudice the diversification of the rural area) and would nor prejudice the continued operation of adjoining uses or create or aggravate highway, public service or amenity problems". Part (i) also notes that the building has been used for a significant period of time for which it was built.

8.36 The applicant states that Manor Farm is a long established agricultural site which has been rented by one of the Estate tenant farmers with the main warehouse portal framed shed having being used as a grainstore with drying plant integrated within it. The farmer has now moved and the site has become surplus to requirements. It is stated that the redundant cartshed has only been used for general agricultural implement storage.

8.37 Whilst the proposed change of use may not be considered to be a diversification, the buildings are vacant and the proposal would see them being brought back into use thus contributing to the local economy. The landowner has been unable to find a suitable tenant, therefore it seems reasonable to allow an alternative use, rather than the building remaining vacant.

8.38 The Local Plan team advise that there is no policy objection in principle to this proposal as it supports a prosperous rural economy. It is important however that the buildings are permanent and of substantial construction, which the Structural Engineer has agreed is the case.

### **8.37 Conclusion on Economy Issues**

8.38 Para 8 a) of the NPPF (2019) sets out that in order to be economically sustainable, developments should help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure.

8.39 Whilst the economic benefit of the proposal is slight and afforded only limited weight, it does not harm the wider economy of the borough and for that reason weighs in favour of the development.

## **9.0 PLANNING BALANCE & CONCLUSION**

9.1 In accordance with Paragraph 11 of the NPPF the proposal is considered in the context of the presumption in favour of sustainable development. The proposal will bring back into use a vacant site which would have a positive impact on the character of the surrounding area. There are few external alterations, however, the proposal would not harm the openness of the Green Belt and it is considered that amenity issues can be mitigated by condition and the low scale nature of the proposal. Officers have identified no adverse economic, environmental or social harm that would significantly or demonstrably outweigh the benefits identified when considered against the policies in the Framework taken as a whole. The proposal is compliant with the development plan and there are no material considerations which indicate the application should be refused.

## **10.0 RECOMMENDATION**

10.1 **GRANT PLANNING PERMISSION** subject to conditions.

### **Conditions / Reasons**

01. STAT1 The development to which this permission relates shall begin not later than three years from the date of this permission.

#### **REASON**

Condition required to be imposed by Section 91(as amended) of the Town and Country Planning Act 1990.

02. U0076726 The development hereby permitted shall be carried out in accordance with the details shown on the plans referenced and dated as follows;  
Potential Highway Mitigation Scheme for Access onto Leys Lane - 3301 SK001 05 Rev C - Dated 7th March 2018  
Proposed Site Plan - LNBU 351385-04C - Dated 23.02.2018  
Proposals for Floor Plan & Elevations Cartshed Barn - LNBU 351385 - 05B - Dated Nov 2015

REASON

To ensure that the development is carried out in accordance with the application as approved.

03. U0076728

No development works shall commence until the applicant has provided to the Local Planning Authority with evidence of either:

- o A licence issued by Natural England (or another relevant licencing authority) pursuant of Regulation 53 of the Habitats and Species Regulations 2010 authorising the specified activity/development to go ahead, or
- o Survey evidence to demonstrate that a bat roost is no longer present and a license is no longer required.
- o Evidence of the Site Registration Confirmation from Natural England and on completion of development works evidence of installed mitigation must be provided to the LPA.

REASON

To ensure the ecological interests of the site are maintained in accordance with Core Strategy Policy 16 and that no offence is committed in respect of protected species legislation.

04. U0076729

No building and construction work shall take place within 30 metres of any part of the site containing material evidence of Barn Owl occupation unless survey-based evidence has been provided to the Local Planning Authority that no birds are nesting (at the development site to which the consent applies) within 3 days of work commencing.

REASON

In line with Core Strategy Policy 16 to ensure the long term protection of barn owls.

05. U0076730

Prior to the commencement of development, an ecological enhancement and protection plan shall be submitted to the local planning authority for approval in writing. This plan shall include details of the following measures, all of which shall be implemented prior to the first occupation of the site or an alternative timescale to be approved in writing with the local planning authority:

- The installation of 5 swallow nest boxes on suitable buildings on the site.
- A lighting design strategy for bats and barn owls that identifies biodiversity sensitive areas and shows how and where external lighting will be installed on the site so that there will not be disturbance to barn owls and bats.

REASON

To ensure the ecological interests of the site are maintained in accordance with Core Strategy Policy 16.

06. U0076731 Prior to the first occupation/use of the units hereby permitted details of hard and soft landscaping works shall be submitted to and approved in writing by the local planning authority. These details shall include:
- i) Boundary treatments, including the provision of screening for the residential dwellings and the restoration of the boundary walls;
  - ii) Hard surfacing materials;
  - iii) Planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants noting species, plant supply sizes and proposed numbers/densities.
  - iv) An implementation programme.

The approved landscaping works shall be carried out in accordance with the agreed implementation programme. Any trees or plants, which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.

REASON

To protect the openness of the Green Belt and the character of the surrounding area.

07. U0076732 Access shall be from Leys Lane only.  
REASON  
In the interest of highway safety.

08. U0076733 No development shall take place until details of external lighting have been submitted to and approved in writing by the local planning authority. The external lighting shall be installed in accordance with the approved details and shall be retained for the lifetime of the development unless a variation is subsequently submitted to and approved in writing by the local planning authority.  
REASON

To ensure that the proposed lighting scheme safeguards the character of the area and/or the living conditions of neighbouring residents, having regard to the effects of the proposed illumination.

09. U0076734 No storage of vehicles (other than staff/customer cars), equipment, goods or materials shall take place within the application site other than within a building unless otherwise approved in writing with the local planning authority.  
REASON  
To safeguard the amenities of occupiers of adjoining properties.

10. U0076735 No vehicular movements, nor any loading or unloading of vehicles, shall take place on the site except between the hours of 0630 hours and 1830 hours on Monday to Friday and not at any time on Saturdays, Sundays or Bank Holidays.  
REASON  
To ensure that the development does not prejudice the local amenity.

12. U0076737 In accordance with the agent's letter dated 2nd December 2019, there shall be no more than three articulated low-loader entries/exits per day.  
REASON  
In the interests of amenity.

## Informatives

01. ING INFORMATIVE  
The developer's attention is drawn to the information provided by National Grid. The information may be found by viewing the consultation reply from the National Grid which is attached to the planning application on the Council's website. Please use the following link  
[www.doncaster.gov.uk/planningapplicationsonline](http://www.doncaster.gov.uk/planningapplicationsonline)
02. U0014142 INFORMATIVE  
  
Access for fire appliances should be in accordance with Building Regulations Approved Document B, volume 2, section 15, paragraphs 15.1 to 15.10 and Table 15.2  
  
Water supplies for fire-fighting purposes should be in accordance with Building Regulations Approved Document B, volume 2, section 16, paragraphs 16.1 to 16.13.
03. U0014144 INFORMATIVE  
  
Government guidance contained within the National Planning Practice Guidance (Water supply, wastewater and water quality - considerations for planning applications, paragraph 020) sets out a hierarchy of drainage options that must be considered and discounted in the following order:
1. Connection to the public sewer
  2. Package sewage treatment plant (adopted in due course by the sewerage company or owned and operated under a new appointment or variation)
  3. Septic Tank

Foul drainage should be connected to the main sewer. Where this is not possible, under the Environmental Permitting Regulations 2010 any discharge of sewage or trade effluent made to either surface water or groundwater will need to be registered as an exempt discharge activity or hold a permit issued by the Environment Agency, in addition to planning permission. This applies to any discharge to inland freshwaters, coastal waters or relevant territorial waters.

Please note that the granting of planning permission does not guarantee the granting of an Environmental Permit. Upon receipt of a correctly filled in application form the Environment Agency will carry out an assessment. It can take up to 4 months before they are in a position to decide whether to grant a permit or not.

Domestic effluent discharged from a treatment plant/septic tank at 2 cubic metres or less to ground or 5 cubic metres or less to surface water in any 24 hour period must comply with General Binding Rules provided that no public foul sewer is available to serve the development and that the site is not within a Groundwater Source Protection Zone.

A soakaway used to serve a non-mains drainage system must be sited no less than 10 metres from the nearest watercourse, not less than 10 metres from any other foul soakaway and not less than 50 metres from the nearest potable water supply, spring or borehole.

Where the proposed development involves the connection of foul drainage to an existing non-mains drainage system, the applicant should ensure that it is in a good state of repair, regularly de-sludged and of sufficient capacity to deal with any potential increase in flow and loading which may occur as a result of the development.

Where the existing non-mains drainage system is covered by a permit to discharge then an application to vary the permit will need to be made to reflect the increase in volume being discharged. It can take up to 13 weeks before we decide whether to vary a permit.

The Applicant/Agent should fill in a Foul Drainage Assessment form to explain/detail why connection to the public sewer network is not feasible for this development and add this to the planning file.

Further advice is available at: Septic tanks and treatment plants: permits and general binding rules

<https://www.gov.uk/permits-you-need-for-septic-tanks/you-have-a-septic-tank-or-small-sewage-treatment-plant>

## PERMIT

The EA National Permitting team can be contacted on 03708 506 506

04. U0014147      INFORMATIVE

The developer's attention is drawn to the information provided by Northern Gas Networks. The information may be found by viewing the consultation reply from the Northern Gas Networks which is attached to the planning application on the Council's website. Please use the following link

[www.doncaster.gov.uk/planningapplicationsonline](http://www.doncaster.gov.uk/planningapplicationsonline)

**Due regard has been given to Article 8 and Protocol 1 of Article 1 of the European Convention for Human Rights Act 1998 when considering objections, the determination of the application and the resulting recommendation. it is considered that the recommendation will not interfere with the applicant's and/or any objector's right to respect for his private and family life, his home and his correspondence.**



# Appendix 2 – Cartshed Elevations and Floor Plans

