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Application Number:	20/02875/FUL
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Application Type:	Planning FULL
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Proposal Description:	Change of use of the existing agricultural building to provide one new dwelling with associated parking and garden
At:	Barn south of Back Lane, Blaxton, Doncaster DN9 3AJ

For:	Reece Musson – Modern Edge Development Group Limited.
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Third Party Reps:	8 letters of Objection (from 7 households)	Parish:	Blaxton Parish Council
		Ward:	Finningley

Author of Report:	Mary Fleet
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SUMMARY

The application relates to the change of use of the existing agricultural building to provide one new dwelling with associated parking and garden.

The barn proposed for conversion occupies the north east of the site and was originally constructed over 30 years ago to house more modern farm machinery, hence its size. The building is functional and simple in its form. The proposed plans seek to retain this simplicity.

The site is on the edge of the settlement boundary of Blaxton – residential properties are located to the north of the site, open fields immediately south, though there are a number of residential properties situated to the south east with access off the A614 (Station Road).

The site is accessed via a gated entrance off Back Lane. Parking is proposed on site and provision for this is sufficient and would not rely on parking on Back Lane.

The proposed conversion utilises the existing barn structure and seeks to expand on this by the addition of a small extension to the side which will house the entrance hall and part of the living room. The accommodation proposed is single storey and includes three bedrooms as well as an open plan kitchen/dining/living area.

The application is being presented at Planning Committee given the level of public interest in the proposal.

RECOMMENDATION: GRANT planning permission subject to conditions

1.0 Reason for Report

- 1.1 This application is being presented to Planning Committee given the amount of public interest in the proposal. The main concerns regarding the development relate to the suitability of the access road as well as whether the conversion of an agricultural building to residential use is acceptable.

2.0 Proposal

- 2.1 Full Planning Permission is sought for the change of use of the existing agricultural building to provide one new dwelling with associated parking and garden. The proposal involves the erection of a small extension to the side of the existing building. In addition to the extension the plans also include the addition of new door openings as well as new glazing.
- 2.2 The property will be accessed off Back Lane (unadopted single carriageway) entry to which can be gained off both Mosham Road (B1396) and Station Road (A614). The proposed development has a gated access with a driveway and parking area as well as a grassed garden area. The area of curtilage has been reduced given the location in the countryside.
- 2.3 The accommodation is all on one level and will provide 3 bedrooms as well as an open plan kitchen/dining/living area. The extension to the side of the building will be used to accommodate a hallway as well as partially housing a separate living room. Other than the addition of the extension and the addition of the doors and windows the building is unaltered.
- 2.4 The property will retain the existing steel structure but improve its appearance with the use of timber cladding with a brick wall below. The roof will be insulated and finished with a dark grey zinc roofing material. Aluminium frames will be utilised for the windows and the doors are to be black and chosen from the 'Silka' collection which should complement the style of the conversion whilst respecting the character of the agricultural building.

3.0 Site Description

- 3.1 The application site is currently a small field on the edge of the settlement of Blaxton. There are a number of outbuildings located to the north east of the site; this application proposes to convert the most significant of these into residential accommodation. The site is accessed off Back Lane
- 3.2 Residential properties occupy the land both to the north and east. The site immediately to the north east having been relatively recently development on land previously the home of Johnson's removals. To the south and west is open countryside. The village hall access is also off Back Lane.
- 3.3 The barn proposed for conversion was originally constructed over 30 years ago to suit larger farm machinery. It is set on a level with an access point to the highway therefore lending itself well to a proposal to convert into residential accommodation.
- 3.4 The barn is not listed and holds not historic architectural merit other than the fact it is a former working agricultural building.

- 3.5 There are a number of mature trees in the area of the application site hence the requirement for a tree survey to support this application.
- 3.6 The site is in Flood Zone 2 as defined by the Environment Agency's Flood Maps, and is therefore at medium risk of flooding.

4.0 Relevant Planning History

- 4.1 There is no planning history for the site.

5.0 Site Allocation

- 5.1 The site is allocated as Countryside Policy Area 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. Planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. 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 Paragraphs 54 – 56 of the NPPF set out the requirements for a local planning authority's use of conditions and obligations when considering whether an otherwise unacceptable development could be made acceptable. Imposing conditions should only be used where; they are necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects. Planning obligations must only be sought where they meet all of the following tests: a) necessary to make the development acceptable in planning terms, (b) directly related to the development; and (c) fairly and reasonably related in scale and kind to the development.

- 5.7 Paragraphs 59-64 of the NPPF seeks to deliver a sufficient supply of homes that meets the needs of groups with specific housing requirements and that the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies.
- 5.8 Paragraph 68 states that small sized sites can make an important contribution to meeting the housing requirement of an area.
- 5.9 Paragraph 124 states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Paragraph 163 states that when determining any planning applications, local planning authorities should ensure that flood risk is not increased elsewhere. Where appropriate applications should be supported by a site specific flood risk assessment and development should only be permitted in areas at risk of flooding where it can be demonstrated that: a) within the site, the most vulnerable development is located in areas of lowest flood risk, unless there are overriding reasons to prefer a different location; b) the development is appropriately flood resistant and resilient; c) it incorporates sustainable drainage systems, unless there is clear evidence that this would be inappropriate; d) any residual risk can be safely managed; and e) safe access and escape routes are included where appropriate, as part of an agreed emergency plan.
- 5.10 Core Strategy 2011 – 2028
- 5.11 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 and section 38(6) of the Planning and Compulsory Purchase Act 2004).
- 5.12 In May of 2012 the LDF Core Strategy was adopted and this replaced many of the policies of the Unitary Development Plan; some UDP policies remain in force (for example those relating to the Countryside Policy Area) and continue to sit alongside Core Strategy Policies until such time as the Local Plan is adopted. Core Strategy policies relevant to this proposal are:
- 5.13 Policy CS1 relates to the quality of accommodation and development within Doncaster. It makes it clear that development must protect local amenity, as well as being well-designed; fit for purpose and capable of achieving the nationally recognised design standards
- 5.14 Policy CS2 sets out a growth and regeneration strategy for the borough and details a settlement hierarchy to clarify the location of new housing. Under this classification Blaxton is a larger defined village where growth would be restricted to infill development except in exceptional circumstances.
- 5.15 Policy CS3 states that the countryside to the east of the borough will continue to be protected through a Countryside Protection Policy Area and that proposal will be supported where they would be appropriate to a countryside location and would protect and enhance the countryside for the sake of its intrinsic character and

beauty. Part B4 of this policy supports the re-use of suitable buildings for uses appropriate in the countryside.

5.16 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.

5.17 Policy CS16 relates to the natural environment stating proposals should both protect and enhance.

5.18 Saved Unitary Development Plan Policies (Adopted 1998)

5.19 Policy ENV 4 states that within in countryside policy area development will not normally be permitted for purposes other than c) the re-use of existing buildings subject to the limitations included in policy ENV 10.

5.20 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 provided that the development is in accordance with a number of points relating to the extent of the works required to facilitate the conversion: the form, bulk and general design of the building and the extent to which the use is appropriate to the rural area. The building proposed for conversion should also not require significant extension to the existing structure and have sufficient land attached to it to provide – in the case of a dwelling – sufficient parking and garden space.

5.21 Local Plan

5.22 The Local Plan has been formally submitted for examination on 4th March 2020 and an Inspector has been appointed therefore the Local Plan is now under examination. Paragraph 48 of the NPPF states that the LPA may give weight depending on the stage of the Local Plan and 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). When the local plan was published under Regulation 19 in August 2019, all of the policies were identified as carrying 'limited weight' for the purposes of determining planning applications. Taking into account the remaining stages of the local plan process, it is considered the following levels of weight are appropriate between now and adoption dependant on the level of unresolved objections:

- Substantial
- Moderate
- Limited

5.23 The Council has now advanced to the latter stages of the examination in public (Regulation 24 stage) and the consultation period on the proposed Main Modifications concluded on the 21st March 2021. The local planning authority is looking to adopt the Local Plan by summer/autumn 2021. The following emerging policies are considered appropriate in assessing this proposal and consideration has been given to the level of outstanding objections resulting in appropriate weight attributed to each policy:

- 5.24 Policy 1 reinforces the guidance within the NPPF in that there should be a presumption in favour of sustainable development. This policy is afforded limited weight as there are outstanding unresolved objections and the Council has, through the examination, proposed the policy is deleted entirely via a Main Modification to the Plan.
- 5.25 Policy 26 relates to development in the countryside and in part 1 states that the conversion of rural buildings will be supported provided that the original building is of permanent construction, structurally sound and capable of conversion without significant works, extension or alteration: the form, bulk and general design of the building should be in keeping with the surroundings; it should enhance the setting and not adversely affect neighbouring residential amenity and should not be isolated unless in accordance with national rural housing policy in the NPPF. This policy can be afforded limited weight as there are outstanding unresolved objections.
- 5.26 Policy 45 relates to residential design and states that proposals for housing will be supported where they respond positively to the context and character of existing areas. This policy can now be afforded with moderate weight.
- 5.27 Policy 46 deals specifically with residential design standards ensuring that new housing meets the Nationally Described Space Standard minimum. This policy can be applied limited weight due to outstanding objections.
- 5.28 Policy 57 relates to drainage and states that development sites must incorporate satisfactory measures for dealing with their drainage impacts. This policy can now be afforded with moderate weight.
- 5.29 Policy 58 relates to flood risk management and states that all development proposals will be considered against the NPPF.

5.30 Neighbourhood Plan

- 5.31 There is no Neighbourhood Plan for this area.

5.32 Other Material Planning Considerations

- Development Requirements and Guidance Supplementary Planning Document (SPD) (2015)
- National Planning Policy Guidance
- South Yorkshire Residential Design Guide (SYRDG)

6.0 Representations

- 6.1 This application has been advertised in accordance with The Town and Country Planning (Development Management Procedure (England)) Order 2015 by way of site notice, press advert and direct neighbour notification letters. The site notice and neighbour notification process has been repeated to clarify the fact that the red line boundary has been altered to reduce the extent of the proposed curtilage.
- 6.2 8 representations have been received from 7 households in objection to the proposal. These are summarised below:

- 6.3 It is considered that the proposal would be extremely close and would obstruct the light received to the south facing windows of Ryland.
- 6.4 It is considered that the building is more suitable for an agricultural use rather than residential therefore this proposal is detrimental to the character of the area.
- 6.5 Concerns were raised regarding the suitability of the access which is a single carriageway and unadopted and in a poor state of repair – which will potentially be made worse by the works. There are concerns that access to other properties will be restricted and that there will be issues with congestion as well as problems with access for the emergency services need to attend the site. In addition to this the road is used as a cut through and for access to the village hall
- 6.6 Objections also related to the fact that the proposal has potential to impact on the safety of both pedestrians and cyclists.
- 6.7 It is considered that the granting of this proposal will encourage further development of a similar nature which would thus create additional highways problems.
- 6.8 The point was made that the barn is still being used; this is contrary to what has been stated with the formal submission of this application however this is irrelevant in relation to the determination of this application. In addition the obstruction of a view is not a material planning consideration.

7.0 Relevant Consultations

- 7.1 Ecology – no objections or conditions
- 7.2 Trees - following receipt of the tree survey a condition is requested in relation to replacement planting.
- 7.3 Environment Agency – no response required – to follow standing advice for more vulnerable developments in flood zone 2.
- 7.4 Pollution control - have no objections but have requested conditions in the absence of a YALPAG screening assessment.
- 7.5 Highways have no objections but have requested a construction management plan as well as conditions relating to the surfacing of the site and laying out of the parking. An informative note is also to be included relating to wheel cleaning.
- 7.6 Local Plans (housing) have no objection but suggest the removal of PD rights/conditions to restrict using the wider plot for domestic paraphernalia.
- 7.7 Internal drainage have stated that they have no objections subject to including a condition requiring all drainage details prior to the commencement of the development.

- 7.8 Doncaster East Drainage Board - state that prior to the commencement of the development there must be an approved scheme for the provision, implementation and future maintenance of surface water drainage system. They have also provided details of other instances in which they would wish to be consulted. (Note as informative)
- 7.9 The Parish Council – made comments neither supporting or objecting but raised the issue that parking should not be on Back Lane or at the village hall.
- 7.10 No responses have been received from either the Local Plans team (in terms of flooding), Yorkshire Water, National Grid, Severn Trent or the area manager.

8.0 Assessment

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

- Principle of Development
- Sustainability
- Impact upon Residential Amenity
- Design and Impact upon Character of Area
- Highways
- Flooding
- Trees

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 proposal looks to change the use of the existing agricultural building to provide one new dwelling with associated parking and garden.
- 8.4 The application site is within the Countryside Policy Area (CPA) and Core Strategy designated Countryside Protection Policy Area (CPPA); development at this location is therefore subject to Policies ENV2 / 4 and CS 2 / 3 respectively. Both the UDP and Core Strategy restrict development within the countryside to uses which are considered appropriate to a rural location.
- 8.5 Policy ENV4c allows for the re-use of existing buildings in the Countryside Policy Area subject to the limitations included in Policy ENV10. The proposal would not be inconsistent with the section h) of this policy which allows for the conversion of existing buildings provided there is not the need for significant extension, the functional needs of the development are met and the conversion can be undertaken without adversely affecting the character of the surrounding landscape.

- 8.6 Part Biv) of policy CS 3 allows for the re-use of suitable buildings for uses appropriate in the countryside.
- 8.7 Regard should be had to Class Q of the General Permitted Development Order 2015 (as amended) which allows for the conversion of agricultural buildings to residential use. Whilst this proposal is outside of the scope for a class Q conversion (given the proposed extension to the footprint) it does set the context for the government's support for the re-use of agricultural buildings for residential use and therefore lends support to this application.
- 8.8 The emerging Local Plan includes Policy 26 (Development in the Countryside), Part 1 of which supports appropriate proposals for the re-use and conversion of rural buildings. The proposal would be consistent with policy but it should be noted only limited weight can be afforded to this draft policy due to unresolved objections which are being considered during the Plan's current examination.
- 8.9 The principle of development is therefore considered to be acceptable subject to the considerations as addressed below.

Sustainability

- 8.10 The National Planning Policy Framework (NPPF, 2019) sets out 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.
- 8.11 There are three strands to sustainability, social, environmental and economic. Paragraph 10 of the NPPF states that in order that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.

SOCIAL SUSTAINABILITY

Impact Upon Residential Amenity

- 8.12 Policy CS 14 (A) of the Core Strategy states that 'new development should have no unacceptable negative effects upon the amenity of neighbouring land uses or the environment' and paragraph 127 (f) of the National Planning Policy Framework states that planning decision should create places that have a high standards of amenity for existing and future users . The SPD Development Guidance and Requirements states in section 2.5 that '*new housing should not give rise to adverse amenity issues, particularly with respect to overshadowing, privacy and overlooking of existing occupiers*'.
- 8.13 A representation made objecting to the inclusion of 2 windows on the eastern elevation is noted however given the fact that these windows serve bathrooms and the glazing is to be obscured this is not considered unreasonable in this location overlooking the paddock.

- 8.14 In assessing any change of use it is necessary to take into consideration the potential impact of that change on adjoining uses. This is particularly relevant where building works are proposed but equally altering the use of a build has the capacity to affect residential amenity.
- 8.15 The Doncaster Development Guidance and Requirements SPD sets out detailed requirements designed to ensure new housing development does not impact in residential amenity in a way that is considered detrimental. Much as this application is for the reuse of an existing building it is helpful to consider the principles set out in the SPD when assessing this proposal in order to ensure the conversion is appropriate and not harmful to adjoining uses.
- 8.16 The lack of existing properties on the western, southern, and eastern boundaries means there are no issues raised in respect of privacy. The bulk of the fenestration will be on the western and southern elevations; and the bathroom windows, mentioned above, on the eastern elevation.
- 8.17 Given the fact that the building is located directly on the roadside and there are residential properties located directly opposite at a distance of approximately 7.7m distance the plans have been amended to include 2 high level windows to the northern elevation- these windows serve bedrooms 2 and 3. To provide additional light, as well as further interest to the design of the building 2 further floor to ceiling windows have been added to bedroom 3. Any potential detriment to privacy has thus been dealt with by these alterations.
- 8.18 A representation has also been made relating to the fact that this proposal will result in a loss of light to the property named Ryland which lies directly to the north east of the application site. Were this to be a proposal for a new building or were there to be significant changes proposed to the structure, such as an increase in the height of the roof, then this would possibly be a concern. However given the fact that the structure is already in situ and the proposal is simply to make good and convert the building then this is not considered to be a cause of concern in this instance.
- 8.19 A small extension is proposed to the side of the building to house an entrance hall and part of the living room. This will project less than 4m from the side of the building and will increase the floor space by less than 33m² and on balance is not considered at all excessive: it represents an increase in footprint of approximately 17%. Nor does the addition of the extension raise any issues relating to overshadowing given its position in relation to adjoining uses.
- 8.20 An objection has been received relating to the impact of the works on the views across the site. The obstruction or otherwise of a view is not a material consideration though the impact on outlook is. Given that this is a conversion of an existing structure is considered that the proposal would not impact negatively on outlook: it will result in the making good of the site which is a point which weighs in favour of the application.
- 8.21 Given the reasons set out above, it is not considered that the proposal will cause harmful overlooking upon the existing properties located on Back Lane, or impose on privacy. Likewise it is not considered that the proposal would cause any

additional overshadowing. The position and minor nature of the proposed extension to the existing building likewise raises no concerns.

- 8.22 The conversion of this building has the advantage of creating an additional unit of accommodation at the same time as doing this with the minimum impact in surrounding uses; details relating design and scale of the proposed development will be discussed in later paragraph of this report however the fact that the changes required to the building are relevant in relation to the impact on amenity.
- 8.23 In terms of the residential amenity of future occupiers, this is also acceptable and accords with the SPD. The proposed plans include provision for private amenity space and parking. The extent of the proposed curtilage has been reduced since the application was first submitted as it was not considered acceptable to establish such a significant domestic curtilage. As amended the curtilage is considered reasonably balanced in relation to the footprint of the proposed conversion particularly given the fact that the land slopes quite steeply away towards the rear of the garden thus limiting the amount of useable space.
- 8.24 All the internal bedrooms exceed the space standards set out in the adopted South Yorkshire Residential Design Guide.
- 8.25 In conclusion, the proposed development would not result in a harmful impact upon either the existing or future residential amenity. Therefore the application is in accordance with Policy CS1 E) CS14 as well as paragraph 127 of the NPPF and this carries significant weight.

8.26 Conclusion on Social Impacts.

- 8.27 Paragraph 8 of the NPPF (2019) indicates, amongst other things, that the planning system needs to support strong, vibrant and healthy communities, by ensuring well-designed and safe built environments, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being.
- 8.28 The proposed development will see the conversion of an agricultural building to residential use. The unit is suitably sized and will be built to a good specification for the benefit of future occupiers.
- 8.29 The proposal would not adversely affect neighbouring residential properties through excessive overlooking or loss of privacy, nor is it considered that the proposal will be overly dominant as this is an existing structure and the proposal otherwise requires very little building work. The fact that the bathroom windows are to be obscure glazed removes any concerns with regards to the overlooking of the paddock to the east. The proposal accords with policy CS1 and CS14 as well as with the Development Guidance and Requirements SPD. Thus the proposal weighs positively in terms social impacts and carries significant weight.

8.30 ENVIRONMENTAL SUSTAINABILITY

Design and impact upon the character of area.

- 8.31 As set out in Paragraph 3.3, this agricultural building was constructed over 30 years ago and is now in some need of repair. Whilst residential properties occupy the land both to the north and to the east of this site, the agricultural building is typically

of the type of building one would expect to see on the settlement boundary where incidental agricultural/countryside uses start to take over from residential properties prior to encountering the open countryside.

- 8.32 A representation has been received stating that the building is more suited to agricultural use and that its conversion will be detrimental to the character of the area.
- 8.33 It is clear from the site visit photos (Appendix 1) that the building is in need of some repair. The applicant has confirmed that recent use of the site has been undertaken without the appropriate agreement and has submitted this application with the intention of converting this building into a residential unit of good design specification whilst importantly here retaining the agricultural character of the building as much as possible.
- 8.34 The proposal will retain its simplistic form and where it looks onto existing properties the window and door openings have been kept to a minimum ensuring that once converted the building will still closely resemble an agricultural building both from the north and east.
- 8.35 Further to this the materials chosen in terms of cladding, the roofing material, the doors and windows have all been selected to maintain the clean lines of the building whilst at the same time ensuring the proposal is suitably insulated. Appendix 2 provides details of the materials proposed. The combination of midnight (dark grey) composite cladding, zinc roofing as well as aluminium windows and doors will effectively work for this conversion, allowing the building to be updated using materials that will be long lasting and low maintenance, in such a way that will retain the agricultural character of the building. It is proposed that should this application be granted that permitted development rights be removed to ensure that future development on site is mindful of the rural location on the edge of the settlement boundary.
- 8.36 Given the above assessment it is considered that the design of the proposal is respectful of the character of the area and therefore in accordance with policy CS3 and ENV 10 b) the latter of which states that the form, bulk and general design of the buildings are in keeping with their surroundings and the proposal respects the local building style and materials.

Highways

- 8.37 The building proposed for conversion can be accessed off both Mosham Road to the north and via Station Road to the east. The road is a single carriageway width and is unadopted. The details of the owner of the road are not known that said this is not a planning matter though it is understood from discussions with the applicant that residents each contribute towards the upkeep of the road. It is also understood that the applicant intends to make improvements to the road by way of filling in pot holes however this is mentioned more by way of speaking of the intentions in which I have been advised rather more than being a planning condition/obligation.
- 8.38 Those making representations have each raised the issue of the suitability of the access: the point has been raised that the road is a single carriage and not in a good state of repair. There are concerns that the works on site will potentially cause further damage to the road and that additional traffic will restrict access for existing residents and that consideration needs to be given to the fact that the access is at

times used as a cut through and also as access to the village hall. Concerns were expressed with regards to whether there would be issues in terms of the emergency services being able to access the site. The use of the road by pedestrians and cyclists was also noted in relation to the safety issue. Representations also raised the concern that the granting of this development would encourage further development off Back Lane thus adding the pressure on the road.

- 8.39 The Highways DC officer has been consulted and they have raised no objections to the proposed development given that the access, albeit currently a gated farm entrance, is already in position and there is sufficient space for vehicles to manoeuvre within the site. Conditions have been requested relating to the surfacing and sealing of the site and to the fact that the driveway/parking must be provided as planned and retained to ensure that there is sufficient onsite parking and thus no need to utilise Back Lane for such a purpose.
- 8.40 Representations have expressed concerns in respect of the additional pressure being put on Back Lane by the increase in traffic. However the addition of one dwelling is not considered a substantially increase and given the fact that sufficient onsite parking can be provided there will not be the need to rely on parking on Back Lane which would in any case not be possible given the width of the carriageway. Thus it is not considered that the granting of this application would raise issues in terms of access for existing residents or for users of the village hall.
- 8.41 The possible disruption caused by the works is acknowledged and to this end a condition it to be requested insisting on the agreement of a Construction Traffic Management Plan (CTMP) to ensure, amongst other things that construction vehicles can access the site and how will this be managed, for how long will any disruption be caused, the timing of deliveries etc..
- 8.42 Access for the emergency services is a consideration and has been another point raised relating to this proposal. Highways Development Control have undertaken a tracking exercise to clarify that a fire appliance is able to access the site and the tracking details produced (Appendix 1) confirm that this is the case. Should there be the need the appliance can access Back Lane via one entrance (for sake of argument off Mosham Road) and leave via the Station Road junction. Further to this tracking details have also confirmed that a fire appliance can pull on to site and then reverse back out therefore access for other vehicles would not be impeded in the event of an emergency situation. The fact that the new development here has adequate parking as well as the fact that a fire appliance can turn in to the site means that this proposal causes no disruption/danger to existing residents – arguably there is better provision here than at other properties accessed off Back Lane. In respect of the point raised relating to pedestrian and cyclist safety it is considered that on a single carriageway lane with no footpath provision will be travelling at slower speeds to allow for the fact that people walking/cycling may be encountered. This is an existing access about which Highways Development Control have raised no concerns in respect of visibility nor is it considered unusual for an access road to have no footpath.
- 8.43 A point has been raised relating to the fact that the granting of this development will encourage other projects off Back Lane thus exacerbating what is considered to be

an overly used and poorly maintained access. It is not felt that this will be the case given the basis upon which this application has been made: the agricultural building is existing and on the edge of the settlement boundary. To the west of the application site there is a building the use of which is not clear that could possibly be converted at some point however that is something the merits of which would need to be considered at the time of an application being made. Having visited the site there do not appear to be any similar buildings and in any case class Q conversions are not something the local planning authority can control and as well as this policy does allow for the re-use of existing buildings in the countryside subject to detail. Other applications would have to be for new dwellings which in the countryside would be resisted as contrary to policy and therefore it is not felt that the granting of this application will encourage further development off Back Lane. In any case were this at some point in the future to be considered, the merits of any new application would have to be considered and determined having made an assessment as to whether the access was capable, amongst other things, of meeting the required need.

- 8.44 Given the above assessment it is considered that the proposal is acceptable in terms of the parking and access arrangements set out by this application. It is not considered to raise any issues relating to highway safety, access for the fire appliance has been shown to work effectively and the impact of this scheme in the existing road situation is thought to be minimal. It is therefore considered that this application is in accordance with CS14 a)3 as well as with the standards detailed in the South Yorkshire Residential Design Guide.

Flooding

- 8.45 The application site is in Flood Zone 2 and thus of medium probability of river flooding. As a change of use to residential accommodation this is then classed as a more vulnerable development hence the applicant is required to demonstrate that the potential flood risk has been considered and is in line with the standing advice from the Environment Agency. In order to clarify these details the applicant has provided a flood risk assessment (ref: RLC/0659/FRA01 23.10.20) There is no requirement to pass a sequential or exceptions test given that the proposal is a change of use to residential but not a caravan, camping chalet, mobile home or park home site.
- 8.46 The government set out what information must be provided to demonstrate that flood risk has been considered and that the development is safe: this includes providing details relating to surface water management, access and evacuation as well as floor levels.
- 8.47 In relation to surface water management the council's drainage team have reviewed the application and at this point have requested that a standard condition be added to any grant of planning permission requiring that full drainage details be agreed before works commence on site. This aspect of the flood risk assessment will therefore be reviewed at the point of making an application to discharge the conditions and should any further clarity be required this will be sought at this time.
- 8.48 Given that the proposed conversion will be single storey prior to the occupation of the development the applicant will also be required to provide a flood evacuation plan the details of which will need to be approved by the Council's flood risk engineers thus ensuring that future occupiers will be safe in the event of a flooding

emergency. An informative note will be included also reminding occupiers of the dwelling to sign up to receive flood warnings from the Environment Agency.

- 8.49 To comply with standing advice the flood risk assessment is required to provide an average ground level for the building and ensure that ground floor levels will be raised by 0.30m above existing ground levels. The flood risk assessment confirms that this can be achieved and floor levels are proposed at 6.30m AOD (which is acceptable given the existing ground level of 6.0m AOD).
- 8.50 In addition to the floor levels the flood risk assessment also demonstrates that the development will utilise extra flood resistance and resilience measures including water resisting air bricks, ceramic or concrete based floor tiles, internal cement renders used to a minimum of 300mm above floor levels as well as electrical installation above 6.60m AOD.
- 8.51 Given the above information it is considered that the flood risk assessment supplied in support of this application gives sufficient reassurance (subject to the agreement of the conditions relating to drainage and the evacuation plan) that the development will be safe to be occupied as residential accommodation and resilient to future flooding events should they occur. The proposal is therefore considered to be in accordance with paragraph 163 of the NPPF.

Trees

- 8.52 Given the presence of a larger tree to the rear of the site the tree officer requested that a tree survey be undertaken in accordance with BS5837 (2012) to determine whether the tree was of sufficient quality to be an issue here. The survey, once undertaken, confirmed that the tree (T1) is infected with ash heart rot and that branch/stem failure may be imminent. Having clarified that this is the case this tree is no longer a planning matter and is to be removed along with T2 which has been damaged by grazing as well as the poplar trees which front the site which are also of poor quality.
- 8.53 Replacement planting of 2 trees has been agreed and indicated on the amended site plan to be secured via the proposed planning conditions. These will be oak trees which must meet the standards set out by the condition as well as being handled and planted in accordance with the details set out here.
- 8.54 Given the diseased condition of the ash tree and likewise the poor condition of the other trees on site, the fact that replacement planting has been agreed to the satisfaction of the tree officer, plus no other issues are raised, this application is considered acceptable from a trees perspective and therefore in accordance with CS16 of the Core Strategy.

8.55 Conclusion on Environmental Issues

- 8.56 Paragraph 8 (c) of the NPPF (2019) indicates, amongst other things, 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.

- 8.57 The application proposal is not considered to harmfully impact the environment or surrounding uses. The development is small in scale, and is situated immediately next to the settlement boundary. The proposal will see the loss of a number of trees however it has been confirmed that these are diseased/of poor quality and replacement planting has been agreed. The Highways DC Officer considers that the proposed highways/access arrangements are acceptable subject to the proposed conditions.
- 8.58 The application is not in a Conservation Area, thus there being no impact upon any Heritage assets. The proposed conversion will utilise materials which are considered acceptable and which help preserve the agricultural character of this scheme on the edge of the settlement boundary. The proposal does not detrimentally affect the surrounding environment. This weights moderately in favour of the application.

8.59 ECONOMIC SUSTAINABILITY

- 8.60 It is anticipated that there would be some short term economic benefit to the development of the site through employment of construction workers and tradesman connected with the build of the project.
- 8.61 On the wider level, the conversion of a building will make a limited contribution to housing supply and local spending.

8.62 Conclusion on Economy Issues

- 8.63 Paragraph 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.
- 8.64 Whilst the economic benefit of the proposal is of limited benefit, it does not harm the wider economy of the Borough and for the reason weighs in favour of the development.

9.0 PLANNING BALANCE & CONCLUSION

- 9.1 In accordance with Paragraph 11 of the NPPF (2019) the proposal is considered in the context of the presumption in favour of sustainable development. Officers have identified that both socially and environmentally the application weighs in positive favour, while no adverse economic harm, that would significantly or demonstrably outweigh the benefits outlined, has been identified when considered against the policies in the Framework taken as a whole. The proposal is compliant with the adopted development plan and adopted policies and there are no material considerations which indicate the application should be refused.

10.0 RECOMMENDATION

10.1 GRANT planning permission subject to conditions:

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 shall be carried out in complete accordance with the details shown on the amended plans referenced and dated as follows:

Location plan drg no UKSD- SA-08-0001 rev A.02 dated 22.1.21

Proposed site plan drg no UKSD-SA-08-0003 rev A.03 dated 9.2.21

Proposed plans drg no UKSD-SA-08-0005 rev A.01 dated 10.3.21

REASON

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

3. The materials used to complete this conversion shall be as follows unless otherwise agreed in writing with the local planning authority:

Wood cladding – Midnight Forma Composite Panel Cladding Boards

Bricks – Kingston Dark Blend

Doors – Black – from the ‘Silka’ Collection

Roofing – zinc roofing – from The Metal Roof Company

REASON: to ensure the development is in keeping the simplistic lines of the agricultural building and thus integrates effectively with the surrounding area.

4. The development hereby granted shall not be begun until details of the foul, surface water and land drainage systems and all related works necessary to drain the site have been submitted to and approved by the Local Planning Authority. These works shall be carried out concurrently with the development and the drainage system shall be operating to the satisfaction of the Local Planning Authority prior to the occupation of the development.

REASON

To ensure that the site is connected to suitable drainage systems and to ensure that full details thereof are approved by the Local Planning Authority before any works begin.

5. No development approved by this permission shall be commenced prior to a contaminated land assessment and associated remedial strategy, together with a timetable of works, having been submitted to and approved by the Local Planning Authority (LPA), unless otherwise approved in writing with the LPA.
 - a) The Phase I desktop study, site walkover and initial assessment must be submitted to the LPA for approval. Potential risks to human health, property (existing or proposed) including buildings, livestock, pets, crops, woodland, service lines and pipes, adjoining ground, groundwater, surface water, ecological systems, archaeological sites and ancient monuments must be considered. The Phase 1 shall include a full site history, details of a site walkover and initial risk assessment. The Phase 1 shall propose further Phase 2 site investigation and risk assessment works, if appropriate, based on the relevant information discovered during the initial Phase 1 assessment.
 - b) The Phase 2 site investigation and risk assessment, if appropriate, must be approved by the LPA prior to investigations commencing on site. The Phase 2 investigation shall include relevant soil, soil gas, surface and groundwater sampling and shall be carried out by a suitably qualified and accredited consultant/contractor in accordance with a quality assured sampling and analysis methodology and current best practice. All the investigative works and sampling on site, together with the results of analysis, and risk assessment to any receptors shall be submitted to the LPA for approval.
 - c) If as a consequence of the Phase 2 Site investigation a Phase 3 remediation report is required, then this shall be approved by the LPA prior to any remediation commencing on site. The works shall be of such a nature as to render harmless the identified contamination given the proposed end-use of the site and surrounding environment including any controlled waters, the site must not qualify as contaminated land under Part 2A of the Environment Protection Act 1990 in relation to the intended use of the land after remediation.
 - d) The approved Phase 3 remediation works shall be carried out in full on site under a quality assurance scheme to demonstrate compliance with the proposed methodology and best practice guidance. The LPA must be given two weeks written notification of commencement of the remediation scheme works. If during the works, contamination is encountered which has not previously been identified, then all associated works shall cease until the additional contamination is fully assessed and an appropriate remediation scheme approved by the LPA.

e) Upon completion of the Phase 3 works, a Phase 4 verification report shall be submitted to and approved by the LPA. The verification report shall include details of the remediation works and quality assurance certificates to show that the works have been carried out in full accordance with the approved methodology. Details of any post-remedial sampling and analysis to show the site has reached the required clean-up criteria shall be included in the verification report together with the necessary documentation detailing what waste materials have been removed from the site. The site shall not be brought into use until such time as all verification data has been approved by the LPA.

REASON

To secure the satisfactory development of the site in terms of human health and the wider environment pursuant to the National Planning Policy Framework.

This has to be prior to commencement so that any risks are assessed before works begin to the ground whether this be demolition works or construction works and remediation in place before works begin.

6. Should any unexpected significant contamination be encountered during development, all associated works shall cease and the Local Planning Authority (LPA) be notified in writing immediately. A Phase 3 remediation and Phase 4 verification report shall be submitted to the LPA for approval. The associated works shall not re-commence until the reports have been approved by the LPA.

REASON

To secure the satisfactory development of the site in terms of human health and the wider environment and pursuant to guidance set out in the National Planning Policy Framework.

7. Any soil or soil forming materials brought to site for use in garden areas, soft landscaping, filling and level raising shall be tested for contamination and suitability for use on site. Proposals for contamination testing including testing schedules, sampling frequencies and allowable contaminant concentrations (as determined by appropriate risk assessment) and source material information shall be submitted to and be approved in writing by the LPA prior to any soil or soil forming materials being brought onto site. The approved contamination testing shall then be carried out and verification evidence submitted to and approved in writing by the LPA prior to any soil and soil forming material being brought on to site.

REASON

To secure the satisfactory development of the site in terms of human health and the wider environment and pursuant to guidance set out in the National Planning Policy Framework.

8. Prior to occupation of the approved dwelling, that part of the site to be used by vehicles shall be surfaced, drained and where necessary

marked out in a manner to be approved in writing by the local planning authority.

REASON

To ensure adequate provision for the disposal of surface water and ensure that the use of the land will not give rise to mud hazards at entrance/exit points in the interests of public safety.

9. Before the development hereby permitted is brought into use, the parking as shown on the approved plans shall be provided. The parking area shall not be used otherwise than for the parking of private motor vehicles belonging to the occupants of and visitors to the development hereby approved.

REASON

To ensure that adequate parking provision is retained on site.

10. Two replacement trees for the diseased ash tree (T1) shall be planted on the site prior to the occupation of the dwelling, in accordance with the approved plans and particulars (Site Block Plan ref. UKSD-SA-08-003 Rev.A.03 dated 09.02.2021). The nursery stock specification of the trees shall be in accordance with British Standard 3936: 1992 Nursery Stock Part One and planted during the first planting season following completion of the development hereby approved. The rootball of rootballed trees shall be in accordance with table D5 of British Standard 8545: 2014 Trees: From nursery to independence in the landscape - Recommendations (BS8545) and the British Standard 8545. The trees shall be handled in accordance with 'Handling and Establishing Landscape Plants' by the Committee of Plant Supply & Establishment (1995) published by the Joint Council for Landscape Industries and/or section 9 Handling and Storage and Annexe E of BS8545. Thereafter the trees shall be planted in full accordance with the approved details and the Local Planning Authority notified in writing within 7 working days to approve practical completion of the planting. Should either or both of the trees fail to achieve independence in the landscape, or is damaged or removed within five years of planting it/they 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.

11. Prior to the first occupation of the site the applicant shall provide a suitable flood evacuation plan to safeguard the residential use from the potential risks posed by a flooding emergency, for the approval of the local planning authority. The approved plan shall be adhered to for the life of the development.

REASON:

To ensure the increased risk of flooding is dealt with appropriately and users of the facility thus safeguarded.

12. No development shall commence until a Construction Traffic Management Plan (CTMP) 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 plan should contain but not be limited to the following information relating to:

Volumes and types of construction vehicles

Identification of delivery routes;

Identification of agreed access point

Contractors method for controlling construction traffic and adherence to routes

Size, route and numbers of abnormal loads

Swept path analysis (as required)

Construction Period

Temporary signage

Measures to control mud and dust being transferred to the public highway

Timing of deliveries

REASON: to ensure the construction works can be undertaken in such as minimises disruption to the locality.

13. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (No.596) (England) Order 2015, Article 3, Schedule 2: Part 1 (or any subsequent order or statutory provision revoking or re-enacting that order) no additions, extensions or other alterations other than that expressly authorised by this permission shall be carried out without prior permission of the local planning authority.

REASON:

The local planning authority considers that further development could cause detriment to the amenities of the occupiers of nearby properties

or to the character of the area and for this reason would wish to control any future development.

14. The development shall be carried out in accordance with the submitted flood risk assessment compiled by Roy Lobley Consulting (Ref:RLC/0659/FRA01) dated 23.10.20 and the following mitigation measures it details:

- Finished floor levels shall be set no lower than 6.30 metres above Ordnance Datum (AOD) as indicated in section 5 of the FRA.
- Electrical installation shall be above 6.60m AOD
- Floor finishes will be either ceramic or concrete based floor tiles and internal cement render will be used to a minimum of 300mm above floor level to reduce flood water leakage and assist rapid drying of the internal surface of the wall.

These mitigation measures shall be fully implemented prior to occupation and the measures detailed above, as well as those within the flood risk assessment shall be retained and maintained thereafter throughout the lifetime of the development.

REASON:

To reduce the risk of flooding to the proposed development and future occupants

1. INFORMATIVE

The proposed development lies within a coal mining area which may contain unrecorded coal mining related hazards. If any coal mining feature is encountered during development, this should be reported immediately to the Coal Authority on 0345 762 6848.

Further information is also available on the Coal Authority website at:

www.gov.uk/government/organisations/the-coal-authority

Standing Advice valid from 1st January 2021 until 31st December 2022

2. INFORMATIVE

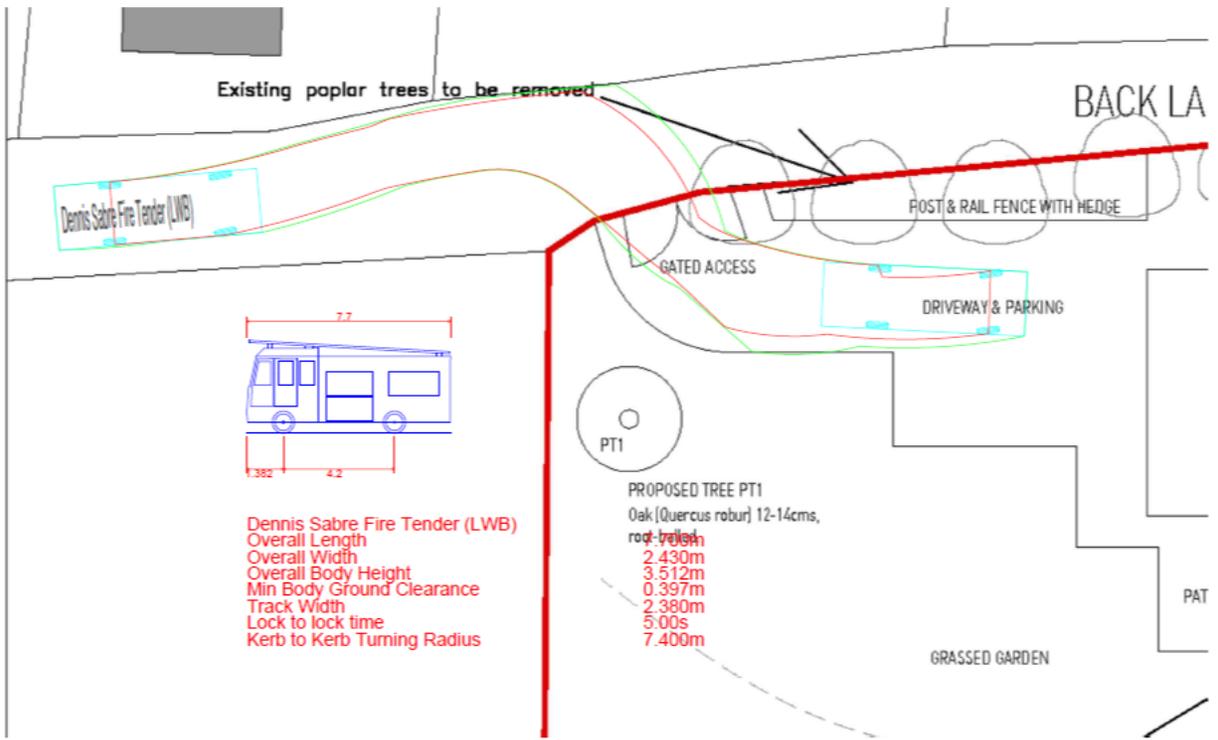
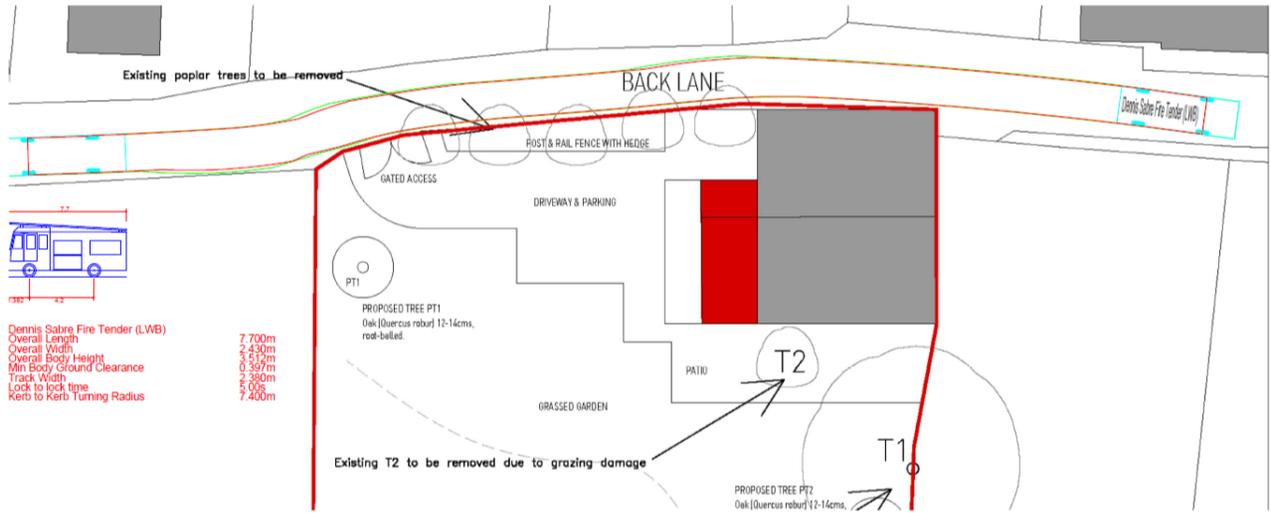
At the time of this decision, the site has been identified as being within an area of medium or high flood risk, based on the Environment Agency's flood maps. Therefore, the applicant/occupants should consider registering for the Environment Agency's Floodline Warning Direct, by phoning Floodline on 0345 988 1188 . This is a free service that provides flood warnings direct by telephone, mobile, fax or paper. It also gives practical advice on preparing

for a flood, and what to do if one happens. By getting an advanced warning it will allow protection measures to be implemented such as moving high value goods to an elevated level as well as evacuating people off site.

3. INFORMATIVE

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 1- Fire appliance tracking details



Appendix 2 – Materials

Kingston dark
blend bricks



SILKA Door



Forma Midnight Cladding



Zinc roofing



Plans



Photos

