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Application Number:	21/01926/FUL
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Application Type:	Planning FULL
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Proposal Description:	Erection of one dwelling, private stables, paddock, domestic garage/workshop and associated works (amended application site boundary)
At:	Land Off Land Ends Road Thorne Doncaster DN8 4JL

For:	Mr M Blackham (Mrs Diane Holgate - DCH Consulting acting as agent)
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Third Party Reps:	2 representations in support	Parish:	Thorne Town Council
		Ward:	Thorne and Moorends

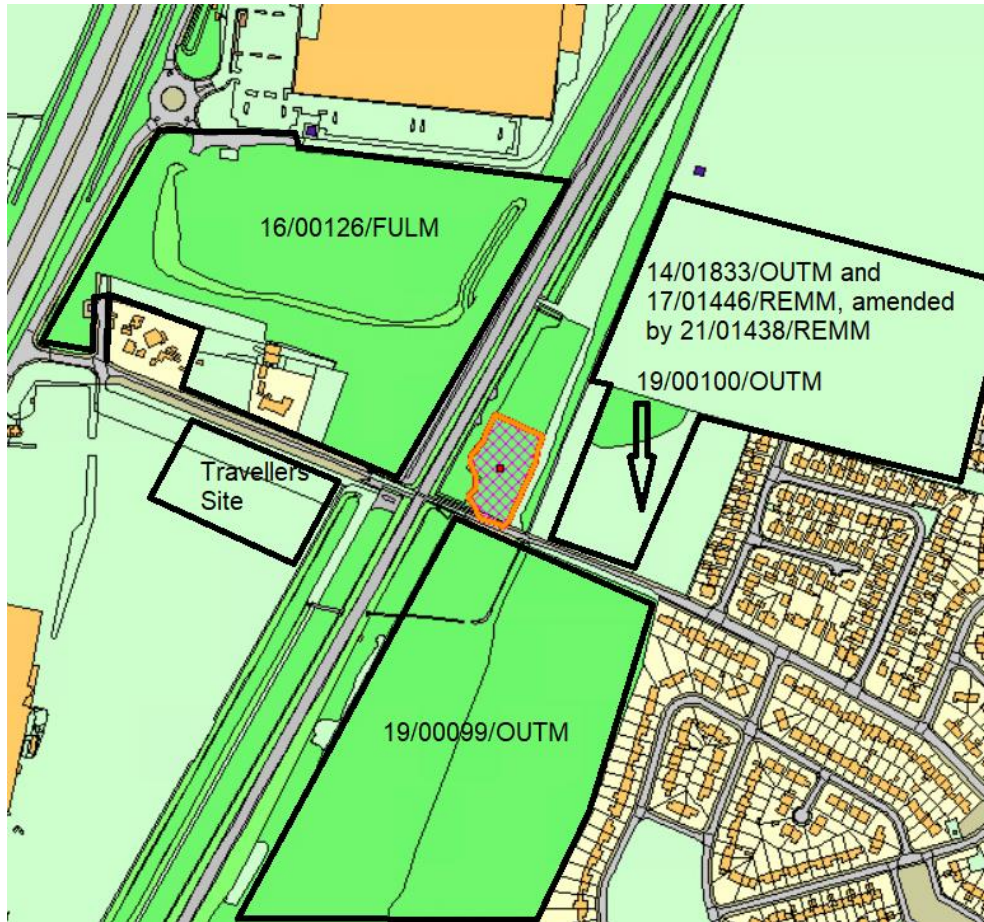
Author of Report:	Dave Richards
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SUMMARY

Planning law and the NPPF requires proposals to be determined in accordance with the Development Plan unless material considerations indicate otherwise. In this case, the benefits of providing one house towards the supply of housing is significantly and demonstrably outweighed by the conflict with the Development Plan as a whole.

The proposal would not deliver any public benefit and would conflict with development plan policies which seek to protect the countryside from encroachment and to encourage sustainable development. The Council can demonstrate a five-year housing land supply, meaning the Development Plan is sound in allocating housing to the hierarchy set out in the Local Plan. The NPPF does not change the statutory status of the Development Plan as the starting point for decision making and the application should be refused.

RECOMMENDATION: REFUSE planning permission



1.0 Reason for Report

- 1.1 This application is being presented to Planning Committee at the request of Cllr Joe Blackham who wishes to support the proposal.
- 1.2 The reasons for 'calling in' the application include a) the opinion that the application site as countryside is at odds with the surrounding area, b) that the assessment fails to recognise the fundamental changes which have already occurred at this location, c) the site was included within the Draft Neighbourhood Plan for Thorne and Moorends and d) a failure of planning to assess this application on its own merits.
- 1.3 During the course of the application, it became apparent that Cllr Joe Blackham is related to the applicant. The application form originally submitted with the application did not acknowledge this relationship and therefore an amended application form was received 06 May 2022. This confirmed that the applicant is Cllr Blackham's son and this would also trigger the need for this application to be presented to planning committee.

2.0 Proposal

- 2.1 This application seeks planning permission for the erection of one detached house on land to the north of Lands End Road, Thorne. The dwelling would be a two-storey house with a dual-pitched roof with front projecting gable features, including contemporary full-height glazing at the entrance. The dwelling would have an attached single-storey triple garage to the side. As amended, the house would be finished in red bricks and graphite natural slate roof tiles. The garage would feature solar panels on the front elevation.
- 2.2 To the rear of the site would sit a workshop and a private stable building, consisting of three stables and a tack room. Both buildings would also feature dual-pitched roofs, with the ridges running north-to-south (perpendicular to the roof of the main house). Approximately 0.14 hectares of grazing land would be located behind the garden area of the dwelling.

3.0 Site Description

- 3.1 The application site is located to the north of Lands End Road, which is a narrow country lane leading west out of Thorne. The site is a largely overgrown and unmaintained plot of land, with some dilapidated shelters sited on the land. At the site boundaries are mature trees and hedgerows. The site is surrounded to the north, east and south by open fields. Immediately to the east of the site is a public footpath. Further to the east, Lands End Road widens to become Alexandra Street, and the character changes to suburban. To the west of the site is a railway lane, with industrial development beyond.
- 3.2 Outline permission for housing on land to the south of Lands End Road has been granted (pending the signing of a section 106 agreement) under application 19/00099/OUTM, including permission for the widening of the road. On land to the immediate east of the site, Planning Committee previously

resolved to grant permission for up to 35 dwellings under application 19/00100/OUTM, and this decision is also pending a section 106 agreement. On land further to the east, adjacent to the existing residential development, planning permission for housing has been granted under 14/01833/OUTM and 17/01446/REMM, amended by 21/01438/REMM. However, the application site itself remains in the Countryside Policy Area.

4.0 Relevant Planning History

- 4.1 There have been no previous applications of relevance on this site.

5.0 Site Allocation

- 5.1 The site is located within the Countryside Policy Area as set out on the Local Plan Policies Map. The site is also located within Flood Zone 3 on the Environment Agency Flood Maps.

5.2 National Planning Policy Framework (NPPF 2021)

- 5.3 In July 2021, The Government published a revised National Planning Policy Framework (“NPPF”) which is the most recent revision of the original Framework, published first in 2012 and updated in 2019, providing the overarching planning framework for England. It sets out the Government’s planning policies for England and how they are expected to be applied. The NPPF must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions. This revised document has replaced the earlier planning policy statements, planning policy guidance and various policy letters and circulars, which are now cancelled.

- 5.4 Central to the NPPF is a presumption in favour of sustainable development which is at the heart of the framework (paragraph 10) and plans and decisions should apply this presumption in favour of sustainable development (paragraph 11). The NPPF confirms that there are three dimensions to sustainable development: economic, social and environmental; each of these aspects are mutually dependent. The most relevant sections are:

Section 2 - Achieving sustainable development

Section 4 - Decision making

Section 5 - Delivering a sufficient supply of homes

Section 9 - Promoting sustainable transport

Section 12 - Achieving well-designed places

Section 14 - Meeting the challenge of climate change, flooding and coastal change

Section 15 - Conserving and enhancing the natural environment

Annex 1 - Implementation

Annex 2 - Glossary

Annex 3 - Flood risk vulnerability classification

- 5.5 The National Design Guide (2021) is a material consideration and sets out ten characteristics of well-designed places based on planning policy expectations. A written ministerial statement states that local planning authorities should take it into account when taking decisions.
- 5.6 NPPF paragraphs 7-11 establish that all decisions should be based on the principles of a presumption of sustainable development.
- 5.7 Paragraph 47 reiterates that planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.
- 5.8 Paragraph 48 states 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).
- 5.9 Paragraph 78 states that to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services.
- 5.10 Paragraph 79 states that planning policies and decisions should avoid the development of isolated homes in the countryside unless specific circumstances apply.
- 5.11 Paragraph 109 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 5.12 Paragraph 117 states that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.
- 5.13 Paragraph 124 states 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. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between

applicants, communities, local planning authorities and other interests throughout the process.

- 5.14 Paragraph 127 states that planning decisions should ensure developments will function well and add to the overall quality of the area, are visually attractive and optimise the potential of the site. Paragraph 127(f) sets out that planning decisions should create places which provide a high standard of amenity for existing and future users.
- 5.15 Paragraph 130 states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents.
- 5.16 Paragraph 170(b) states that planning decisions should recognise the intrinsic character and beauty of the countryside.
- 5.17 Paragraph 159 states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere.

5.18 **Local Planning Policies**

- 5.19 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires proposals to be determined in accordance with the development plan unless material considerations indicate otherwise. The development plan consists of the Doncaster Local Plan (DLP) (adopted 2021) and the Barnsley, Doncaster and Rotherham Joint Waste Plan (JWP) (adopted 2012).
- 5.20 The most relevant policies are:
- 5.21 Policy 1: Spatial Strategy and Settlement Hierarchy (Strategic Policy)

Policy 1 sets out the Settlement Hierarchy for the Borough. It seeks to concentrate growth at the larger settlements of the Borough with remaining growth delivered elsewhere to support the function of other sustainable settlements and to help meet more local needs taking account of existing settlement size, demography, accessibility, facilities, issues and opportunities. This includes giving proportionate support to the Borough's rural communities and rural economy.

- 5.22 Policy 13: Promoting sustainable transport in new developments

Policy 13 seeks to promote sustainable transport within new developments. It includes the requirement to make appropriate provision for access by sustainable modes of transport to protect the highway network from residual

vehicular impact. The same policies consider the impact of new development on the existing highway and transport infrastructure.

5.23 Policies 18 and 19: Development Affecting Public Rights of Way

Where new developments affect public rights of way, the public right of way should be retained and wherever possible be on the legally recorded alignment. Where a public right of way is affected the development should be designed to accommodate the route based on key principles set out in Policy 19.

5.24 Policy 25 (Part 3): Development in the Countryside Policy Area

In the Countryside Policy Area, planning permission will be granted for dwellings to meet the essential needs of an existing agriculture, forestry, or other enterprise which justifies a rural location, where it can be demonstrated that:

A) there is a demonstrable functional need which relates to a full-time worker that cannot be fulfilled by an existing dwelling in the area; and

B) the enterprise has been established for at least three years, is financially sound, and has a clear prospect of remaining so.

If a new dwelling is essential to support the essential needs of a new agriculture, forestry or other enterprise which justifies a rural location, it should normally, for the first three years, be provided by temporary accommodation that can demonstrate:

C) there is a demonstrable functional need which relates to a full-time worker that cannot be fulfilled by an existing dwelling in the area; and

D) there is clear evidence of a firm intention and ability to develop the enterprise concerned and that the proposed enterprise has been planned on a sound financial basis.

Other proposals for new dwellings in the Countryside Policy Area will be supported in line with national policy for 'entry level' exception sites for housing, rural exception sites for housing and for isolated homes of exceptional design quality.

5.25 Policy 29: Ecological Networks

This states proposals will only be supported which deliver a net gain for biodiversity and protect, create, maintain and enhance the Borough's ecological networks by:

A) being of an appropriate size, scale and type in relation to their location within and impact on the ecological network;

B) maintaining, strengthening and bridging gaps in existing habitat networks;

C) planting native species and creating new, or restoring existing, national and local priority habitats and/or species; and

D) working with strategic partnerships to deliver conservation projects at a landscape scale where appropriate.

5.26 Policy 30: Valuing Biodiversity and Geodiversity

Policy 30 requires all applications to be considered against the mitigation hierarchy in accordance with National Policy. In line with best practice, the provision of compensation to account for residual biodiversity impacts will not be allowed unless the prior steps of the mitigation hierarchy have been followed, and all opportunities to avoid and then minimise negative impacts have first been pursued. The Council use the DEFRA biodiversity metric to account for the impacts of a proposal on biodiversity and demonstrating that a net gain will be delivered. A minimum 10% net gain will be expected unless national standards increase this in the future.

5.27 Policy 39: Development Affecting Archaeology

Development affecting archaeological remains will be assessed against a number of key principles.

5.28 Policy 41: Character and Local Distinctiveness

Policy 41 states imaginative design and development solutions will be encouraged.

Development proposals will be supported where they:

1. recognise and reinforce the character of local landscapes and building traditions;
2. are of a high quality design that contributes to local distinctiveness;
3. respond positively to their context, setting and existing site features, respecting and enhancing the character of the locality; and
4. integrate visually and functionally with the immediate and surrounding area at a settlement, neighbourhood, street and plot scale.

5.29 Policy 44: Residential Design

This policy states developments must protect existing amenity and not significantly impact on the living conditions or privacy of neighbours or the host property (including their private gardens), be over-bearing, or result in an unacceptable loss of garden space.

5.30 Policy 45: Housing Design Standards

Policy 45 states new housing proposals will be supported where they are designed to include sufficient space for the intended number of occupants, and

are designed and constructed in a way that enables them to be easily adapted to meet existing and changing needs of residents in Doncaster over their lifetime.

5.31 Policy 46: Design of Non-Residential, Commercial and Employment Developments

This sets out specific design requirements in relation to non-residential and commercial developments. It requires all non-residential and commercial developments, including extensions and alterations to existing properties, to be high quality, attractive, and make a positive contribution to the area by complying with a number of key criteria.

5.32 Policy 47: Safe and Secure Places

This policy aims to achieve a good overall standard of security for buildings and the public and private spaces around them.

5.33 Policy 48: Landscaping of New Developments

This states development will be supported which protects landscape character, protects and enhances existing landscape features, and provides a high quality, comprehensive hard and soft landscape scheme.

5.34 Policy 54: Contamination and Unstable Land

Policy 54 (a) states development proposals that are likely to cause pollution, or be exposed to pollution, will only be permitted where it can be demonstrated that pollution can be avoided, or where mitigation measures (such as those incorporated into the design and layout of development) will minimise significantly harmful impacts to acceptable levels that protect health, environmental quality and amenity.

5.35 Policy 56: Drainage

This states proposals will be supported therefore in line with the following requirements:

A) There is adequate means of foul sewage disposal and treatment or that capacity can be made available in time to serve the development.

B) They will not increase flood risk on site and ensure no flooding to land or buildings elsewhere.

C) They achieve a reduction in surface water run off on brownfield sites, and no increase on existing rates for greenfield sites.

D) They secure the removal of culverting and avoid building over a culvert or new culverting of watercourses and a 10 metre buffer zone is left free from development from the water's edge;

E) They make use of Sustainable Drainage Systems unless it can be shown to be technically unfeasible.

F) They dispose of surface water appropriately according to the following networks in order of preference:

1. to an infiltration based system wherever possible (such as soakaways).
2. discharge into a watercourse with the prior approval of the landowner and navigation authority (following treatment where necessary).

5.36 Policy 57: Flood Risk Management

Policy 57 states all development proposals will be considered against the NPPF, including application of the sequential test and, if necessary, the exception test.

5.37 **Supplementary planning guidance**

Doncaster Council's previous suite of adopted Supplementary Planning Documents (SPDs) have been formally revoked in line with Regulation 15 of the Town and Country Planning (Local Planning) (England) Regulations 2012, following the adoption of the Local Plan. The SPDs refer to superseded development plan policies, and some provide guidance which is not in accordance with the new Local Plan. The Transitional Developer Guidance (April 2022) provides guidance on certain elements, including design, during the interim period, whilst new SPDs to support the adopted Local Plan are progressed and adopted. The SPD can be treated as a material consideration in decision-making, but with only limited weight.

5.38 **Emerging Policy**

Thorne & Moorends Neighbourhood Plan (NP)

5.39 A neighbourhood plan for Thorne and Moorends is currently in preparation. Pre-submission consultation and publicity has taken place. Development of the plan however has stalled since 2016 and no further preparation has taken place. Consequently, it is considered that the weight to be afforded to the Thorne and Moorends NP is moderate.

5.40 The application site is not allocated within the Neighbourhood Plan.

The following policies are applicable:

Policy H2 states that housing development will be permitted within or immediately adjacent to the built-up area of Thorne and Moorends, subject to the development:

- Being well related to the existing developed extent of Thorne and Moorends.

- Physically and visually being integrated into the existing settlements.
- Prioritising physical relationship and integration above flood risk concerns.

5.41 Policy H3 states that housing developments should incorporate a mix of housing types in terms of size, tenure and type to satisfy the aspirations of the local community.

5.42 Policy H4 sets out the need for affordable housing.

5.43 Policy DDH3 sets out the need for good design.

5.44 Policy PT1 states that developments that are likely to increase the patronage for public transport service will be expected to contribute to facilitating access to those services.

5.45 **Other material planning considerations**

Other Council initiatives include:

5.46 The Doncaster Green Infrastructure Strategy 2014 – 2028

5.47 Doncaster Delivering Together

Launched in September 2021, Doncaster Delivering Together (DDT) is the Council's new 10 year Borough Strategy. DDT is about everyone being able to thrive and contribute to thriving communities and a thriving planet. This strategy does not form part of the adopted development plan but it is important that the policies of the Doncaster Local Plan achieve the aims and objectives of DDT strategy.

The DDT has identified 8 priorities to deliver for Doncaster over the next ten years.

1. Tackling Climate Change
2. Developing the skills to thrive in life and work
3. Making Doncaster the best place to do business and create good jobs
4. Building opportunities for healthier, happier and longer lives for all
5. Creating safer, stronger, greener and cleaner communities where everyone belongs
6. Nurturing a child and family- friendly borough
7. Building transport and digital connections fit for the future
8. Promoting the borough and its cultural, sporting and heritage opportunities

6.0 Representations

6.1 The application has been advertised in accordance with the statutory requirements as follows:

- Any neighbour sharing a boundary with the site has received written notification
- Advertised on the Council's website
- Site notice
- Advertised in the local press

6.2 The application was re-advertised following the extension of the application site boundary to the north.

6.3 Two supportive representations have been received, summarised as follows:

- The development delivers a high-quality home
- The development would grow the local economy
- Self-builds lift the profile of the local area
- The property has green credentials
- Other dwellings are being developed around the same area
- The design fits in with its surroundings
- The property would diversify the area
- The current condition of the site is unsightly and attracts anti-social behaviour and fly tipping

6.4 The design of the dwelling in the local context is considered below in the Planning Assessment. The economic benefits of the proposal are a material consideration, but would be limited to employment during construction, and so hold limited weight in the planning balance and are not discussed further below. Similarly, whilst sustainable elements such as solar panels are supported, the environmental benefits hold limited weight when the proposal represents a departure from the development plan, as discussed below.

7.0 Thorne Town Council

7.1 No comments.

8.0 Consultations

8.1 Planning Policy (Housing)

The proposal is contrary to part 3 of policy 25 of the Local Plan. The site's proximity to the development limit is not a compelling argument to justify its development - if this was accepted this could be repeated on practically any land next to a settlement's development limit. As such, it would be wrong to argue that development here is a natural extension to Thorne - even if it were, this would have been progressed as part of the recent preparation and adoption of Doncaster's Local Plan. The Local Plan has assessed housing need and provided sufficient sites to meet this. There is no shortage of five year housing and supply and, in any event, one dwelling would make a negligible contribution. There is no compelling reason why the proposal must be located at this site when other opportunities, particularly in more sustainable locations, outside of Flood Zone 3, will exist elsewhere in the borough.

8.2 South Yorkshire Police

Secured by Design standards recommended.

8.3 Superfast South Yorkshire

Condition requested in relation to gigabit-capable broadband.

8.4 Public Rights of Way

No objection so long as the footpath remains unobstructed - informative recommended

8.5 Yorkshire Water

The Flood Risk Assessment is acceptable. Pre-commencement drainage conditions requested.

8.6 Highways Development Control

No objections subject to the imposition of conditions securing details of site surfacing and a dropped kerb vehicle crossing.

8.8 Black Drain Drainage Board

No objection, subject to the approval of drainage details through condition. Further advice provided.

8.9 Environment Agency

No objections subject to being carried out in accordance with the Flood Risk Assessment.

8.10 Pollution Control

YALPAG land contamination screening assessment requested and received. Conditions requested in relation to unexpected contamination and imported soils.

8.11 Ecology

A Preliminary Ecological Appraisal and Biodiversity Net Gain (BNG) assessment have been submitted. The Ecologist expressed concern that when the application site was enlarged during the assessment process, the BNG calculations would no longer be accurate. However, following discussions with the applicant's Ecologist, the Council's Ecologist is now satisfied that the calculations and proposed outcomes are acceptable. A condition can be used to secure a management plan for proposed on-site habitats.

8.12 Drainage

Further details of drainage strategy requested and provided. No objections subject to conditions.

8.13 Tree Officer

No objections, subject to the boundary hedge being retained. The proposed planting scheme is welcome. Condition requested in relation to the implementation and maintenance of the soft landscaping scheme.

8.14 Planning Policy (flooding)

A sequential test has been submitted, and no alternative reasonably available sites in areas of lower flood risk have been identified. Policy officers have similarly found no alternative sites with lower flood risk within the Countryside Policy Area during online searches. The Environment Agency's response is noted.

8.15 Network Rail

Conditions and informatives requested, mainly in relation to asset protection during construction, drainage, boundary treatments and lighting.

8.16 Environmental Health

No objection in principle, although the proximity to the railway line is noted, and so a scheme of noise protection must be secured through condition.

8.17 South Yorkshire Archaeology Service

Archaeological investigation required, as the site has uncertain potential and it is possible that groundworks could harm or destroy archaeological evidence that may exist within the site. It was initially requested that this be carried out prior to determination, but following some results on nearby sites which have found sporadic results in areas further outside the centre of Thorne, it is considered that the investigation can be left to a pre-commencement condition involving a Written Scheme of Investigation.

8.18 Highways Development Control (HDC)

The driveway width, turning head and position of the gate were initially considered inappropriate to accommodate a car with a horse box to access and egress in a forward-facing gear. A pull-in zone was required in front of the gate to ensure a vehicle would not block the highway whilst opening the gate. The plans have been amended to widen the access and turning circle, with a satisfactory pull-in area created. No objections subject to conditions and informatives.

8.19 Other Consultees

No responses were received from National Grid, Yorkshire Water, Doncaster East Internal Drainage Board, the Area Manager, or Yorkshire Wildlife Trust.

9.0 Assessment

9.1 The main issues for consideration under this application are as follows:

- The Principle of the Development
- Visual Impact
- Residential Amenity
- Highway Safety
- Other Matters

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

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

The Principle of the Development

9.3 The application site is located in the Countryside Policy Area (CPA). Policy 25 of the Local Plan permits new dwellings in the CPA only "to meet the essential needs of an existing agriculture, forestry, or other enterprise which justifies a rural location", or where the proposal would be in line with national policy on entry-level or rural exception sites, or homes of outstanding design quality.

9.4 The proposal is for a standard market dwelling, with no link to an agricultural or rural enterprise, and no affordable housing element. The application, whilst featuring micro-renewable energy generation, is not considered to represent outstanding or innovative design, and is of a scale which would not be in keeping with the character of the area (as discussed below in the Visual Impact section).

9.5 As such, the application is contrary to policy 25 of the Local Plan, and a new dwelling cannot be supported in principle. It would deliver a single, private dwelling with little public benefit.

9.6 If the Council is unable to demonstrate a deliverable five-year housing land supply or fails the Government's Housing Delivery Test, policy 1 of the Local Plan allows residential development in the CPA subject to a number of criteria being met, including being adjacent to a development limit of a settlement in levels 1-3 of the settlement hierarchy.

- 9.7 In this case, the Council can demonstrate a housing land supply of 11.26 years, and delivered 232% of the total number of homes required in the 2020 Housing Delivery Test. As such, there is no requirement to provide for additional housing sites in the CPA, and there are no exceptional circumstances to allow the development of a dwelling on this site contrary to policy.
- 9.8 Paragraph 80 of the NPPF, in relation to isolated dwellings, is not considered relevant as the site is close to a settlement and is within walking distance of other dwellings, local services and public transport routes. Neighbouring sites have permission for housing, and so the site would be reasonably well-related to other residential uses. However, paragraph 174(b) is relevant, requiring developments to recognise the intrinsic character and beauty of the countryside. Whilst the site is adjacent to other development, it is considered the erection of an additional dwelling would impact upon the open character of the countryside, introducing further built form and domestic paraphernalia to the urban fringe.
- 9.9 The proposal would result in suburbanisation of the rural edge, and would conflict with the objectives of protecting the countryside from minor but cumulatively significant small-scale developments. Proximity to the development limit does not provide compelling justification for a residential development in the CPA - if this were accepted, similar developments could be repeated on practically any land next to a settlement's development limit, putting pressure on the rural setting of the borough's towns and villages.
- 9.10 Reference has been made to the relevance of the site to the Thorne and Moorends Neighbourhood Plan. However, this plan attracts moderate weight given and the site is not allocated as a housing site in the plan and would not be well related to the existing extent of Thorne or physically and visually integrated successfully with existing development for the reasons set out above. Therefore, it would conflict with policy H2.
- 9.11 It has been suggested that the site integrates to the existing built form of Thorne in light of other housing permissions granted near the site. The major housing developments granted planning permission on neighbouring sites do not provide compelling justification for the erection of a single detached dwelling on the application site, as the site maintains an important green buffer around the expanding settlement, and is not allocated for housing development. It is re-emphasised that there is no identified need for new housing outside allocations or development limits. It also fails to deliver any planning obligations or contributions to local infrastructure, which are required with larger residential schemes.
- 9.12 In addition to the dwelling, the application proposes private stables to the rear of the site. Equestrian development can be acceptable in principle within the Countryside Policy Area, as it represents an appropriate outdoor leisure use. However, the stables are supported by approximately 0.14 hectares of paddock area, even with the application site having been expanded to the north to encompass additional grazing land.

- 9.13 By contrast, the British Horse Society grazing guidelines state that an appropriate rule of thumb is two horses per hectare, and so the land available for grazing is severely deficient. The guidelines are quoted in the Council's Transitional Developer Guidance (paragraph 6.1.5), as well as in the Code of Practice for the Welfare of Horses, Ponies, Donkeys and Their Hybrids (Department for Environment, Food and Rural Affairs, 2017).
- 9.14 Over-grazing is not just an animal welfare issue, but also harms the quality of the landscape. The erection of a building for stabling in the Countryside Policy Area cannot be supported if it is out of proportion with the grazing land available, and so the development is contrary to part 4, criterion D of policy 25, which states that non-residential developments in the CPA will be supported where "the scale and design of the proposal would not have a significant adverse impact on the landscape". The development is also contrary to criterion C, as the scale of the stables building is not commensurate with the use based on the lack of grazing land.
- 9.15 In summary, the proposal for a new dwelling in the CPA does not meet any of the exceptions in policies 1 and 25 of the Local Plan, and is therefore contrary to these policies as a matter of principle. Through cumulative erosion of the rural edge of Thorne, the proposal would also be harmful to the intrinsic character and beauty of the countryside, being contrary to paragraph 174(b) of the NPPF.
- 9.16 Furthermore, the lack of grazing land would not justify the erection of stabling for three horses in this location, being contrary to the Development Guidance and Requirements SPD and to policy 25 (part 4, criteria C and D) of the Local Plan. As a result, the principle of the development is unacceptable.

9.17 SOCIAL SUSTAINABILITY

Residential Amenity

- 9.18 The proposed dwelling is not located in close proximity to any existing dwellings. Although Planning Committee have voted to grant outline permission for adjacent major housing developments, the final layouts and designs are not determined. Furthermore, due to the positioning of the proposed dwelling and the lack of side habitable windows, it is unlikely that the proposal could cause any overshadowing or overlooking to prospective neighbouring dwellings.
- 9.19 The proposed dwelling is of a very large size, within a spacious plot, and would easily exceed the Nationally Described Space Standard, in accordance with policy 45 of the Local Plan.
- 9.20 The site is located adjacent to a railway line, where residents could be disturbed by the noise from passing trains. Environmental Health are satisfied that noise management measures could be secured through condition.

- 9.21 Overall, the proposal is acceptable in terms of residential amenity.

Conclusion on Social Impacts

- 9.22 It is not considered that the proposed development would detract from the residential amenity of any neighbouring residential properties, and the development in this respect would accord with policies 44 and 45 of the Local Plan and paragraph 130(f) of the NPPF.

9.23 ENVIRONMENTAL SUSTAINABILITY

Design and Impact on Local Character

- 9.24 Policies 41 and 44 of the Local Plan require residential developments to display a high standard of design, being appropriate to local context. As discussed above, it is considered that a residential dwelling in this location would be harmful to the intrinsic character and beauty of the countryside, eroding the character of the rural edge. The additional built form and domestic paraphernalia would not be sensitive to the site context, and the visual impact of any residential development on this site would be harmful.
- 9.25 The scale and design of the proposed dwelling would exacerbate the harm to the character of the countryside, being a very large dwelling which would not be of a size or appearance typical of the rural edge. In particular, the front projecting gable with full-height glazing would be an incongruous feature with the rural landscape, having a contemporary appearance which would be more typical of a commercial building. The three garage doors on the front elevation similarly contribute to a harsh appearance not in keeping with the character of the area.
- 9.26 The workshop building and stables to the rear of the site would add to the overall scale of built form, and their scale is not justified, particularly due to the lack of grazing land (as discussed above). The stables would be nearly 6 metres in total height, and so would not represent a modest structure to support a rural use. The buildings would be particularly visible from the public footpath to the east of the site, and would erode the sense of a green and spacious rural edge. It is acknowledged that the site is not currently well maintained - however, that does not provide justification for inappropriate development which would not be in keeping with the Countryside Policy Area.
- 9.27 The visual impact of the development has been assessed primarily in relation to the existing site context, as the major housing developments on the sites to the immediate south and east are in outline form only, and pending the signing of section 106 agreements. As such, it cannot yet be guaranteed that these sites will be developed. Furthermore, if the sites are developed, maintaining the rural edge around these sites will be doubly important to the character of the area, particularly as the public footpath would divide housing development to the east from undeveloped land to the west. The scale of dwelling proposed is also likely to be out of keeping with the more modest dwellings developed through the major developments, as seen on the indicative site plans for the

outline planning applications, where the footprints of dwellings are nowhere near as large as the dwelling proposed under this application.

- 9.28 Overall, the visual impact of the proposal would be unacceptable due to the impact of inappropriate residential development on the intrinsic character and beauty of the countryside and the rural edge, exacerbated by the scale, massing, quantum and design of the proposed development.

Highway Safety

- 9.29 Part A of policy 13 of the Local Plan states that the Council will work with developers to ensure that appropriate levels of parking provision are made in accordance with the standards in Appendix 6 (criterion 4) and development does not result in unacceptable impacts on highway safety (criterion 6).
- 9.30 The plans include ample space for parking in accordance with Appendix 6. However, Highways Development Control (HDC) initially expressed concern over the width of the access and the size of the turning circle, being inadequate for a vehicle with horse box. The positioning of the gates could also create issues with a horse box blocking the highway whilst a driver exits the vehicle to open the gates prior to entering the site. Amended plans were produced which enabled an access of 3.6 metres in width and an enlarged turning circle to be suitable for a vehicle with horse box. The gates have been moved further into the site to create an appropriate pull-in zone.
- 9.31 The Council's Highway Officer now has no objections subject to conditions, and the proposal is acceptable in terms of highway safety.

Archaeology

- 9.32 South Yorkshire Archaeology Service have identified that the site may have unknown archaeological potential, but it has been resolved that investigation could be left to a pre-commencement condition. As such, the proposal is not contrary to policy 39 of the Local Plan.

Trees and Landscaping

- 9.33 The Tree Officer has no objections based on the retention of existing boundary hedgerows, and the implementation and maintenance of the planting/landscaping scheme submitted (which can be secured by condition). The development is in accordance with policies 32 and 48 of the Local Plan.

- 9.34 Flooding and Drainage

In terms of flood risk, a sequential test has been undertaken and there are no available alternative sites within the specified area of search (the rest of the Countryside Policy Area) in areas of lower flood risk. The Environment Agency are satisfied with the Flood Risk Assessment provided, including measures such as flood resilience measures up to a level of 4.1m AOD and no ground floor sleeping accommodation. Following receipt of an outline drainage

strategy, the Council's Drainage team have no objections subject to conditions, and Yorkshire Water and Black Drain Drainage Board also have no objections subject to conditions. The proposal is in accordance with policies 56 and 57 of the Local Plan.

9.35 Ecology

An ecological appraisal has been carried out to the satisfaction of the Council's Ecologist, and a biodiversity net gain can be achieved through on-site habitat management, being in accordance with policies 29 and 30 of the Local Plan.

Conclusion on Environmental Issues

- 9.36 Whilst the technical matters of protecting amenity, ecology, flood risk, highway safety and landscaping proposed are considered acceptable, the proposal is not deemed acceptable in principle. The site is located within Countryside Policy Area and unallocated residential development on the periphery of Thorne is not supported unless there are clear material considerations. The proposal would lead to a loss of openness of the countryside and, although each application should be judged on its own merits, the acceptance of this proposal could lead to further speculative attempts to develop the countryside beyond settlement boundaries in the Borough. The LPA have been largely successful in defending these speculative efforts at planning appeal.

9.37 ECONOMIC SUSTAINABILITY

- 9.38 The proposal would have limited economic benefits in terms of providing temporary employment opportunities for local tradespeople during construction, and increasing support for local services in the area through the introduction of an additional household to the area.

Conclusion on Economy Issues

- 9.39 The development would have little economic impact, either positive or negative, and as such the proposal would not be contrary to the economic pillar of sustainable development.

10.0 PLANNING BALANCE & CONCLUSION

- 10.1 The proposed development would make a nominal addition to the supply of housing but as set out above, the Council's housing land supply is substantially more than 5 years and thus the presumption in favour of sustainable development in paragraph 11 of the NPPF would not apply. There would also be some minor economic benefits such as construction employment and additional residents supporting shops, businesses and community facilities in the area. However, the contribution from a single dwelling would be very small and as such has limited weight.
- 10.2 The proposal would constitute open market housing development in the countryside with no essential need relating to any existing agriculture, forestry,

or other enterprise which might justify this location. As the Council is currently meeting housing delivery targets, there is no justification for new residential development in the CPA. Development at the urban fringe would also be harmful to the intrinsic character and beauty of the countryside and to the rural setting of Thorne, with the harm exacerbated by the scale, massing and design of the proposed dwellinghouse. Taken as a whole, what limited benefits there may be from a large, detached dwelling on the urban fringe would be significantly and demonstrably outweighed by the conflict with the development plan as a whole.

11.0 RECOMMENDATION

11.1 MEMBERS RESOLVE TO REFUSE PLANNING PERMISSION FOR THE PROPOSED DEVELOPMENT FOR THE REASONS SET OUT BELOW:

1. The proposal would constitute the erection of a residential dwellinghouse in the Countryside Policy Area (CPA), with no essential need relating to any existing agriculture, forestry, or other enterprise which might justify a rural location. As the Council is currently meeting housing delivery targets, there is no justification for new residential development in the CPA. Development at the urban fringe would be harmful to the intrinsic character and beauty of the countryside and to the rural setting of Thorne, with the harm exacerbated by the scale, massing and design of the proposed dwellinghouse. Therefore, the development is contrary to policies 1, 25, 41 and 44 of the Doncaster Local Plan (adopted 2021) and to paragraph 174(b) of the National Planning Policy Framework (2021).
2. The proposed stables, including accommodation for three horses, would be accompanied by insufficient grazing land to ensure the quality of the landscape is protected. The grazing land would not be in accordance with the British Horse Society guidelines included within Doncaster Council's Transitional Developer Guidance (April 2022) and the Code of Practice for the Welfare of Horses, Ponies, Donkeys and Their Hybrids (Department for Environment, Food & Rural Affairs, 2017). As such, the scale of the stable building is unjustified and not commensurate with the use, thus the development would have a significant adverse impact on the landscape. The development is therefore contrary to policy 25 (part 4, criteria C and D) of the Doncaster Local Plan (adopted 2021).

The above objections, consideration and resulting recommendation have had regard to Article 8 and Article 1 of the First Protocol of the European Convention for Human Rights Act 1998. The recommendation will not interfere with the applicant's and/or objector's right to respect for his private and family life, his home and his correspondence.

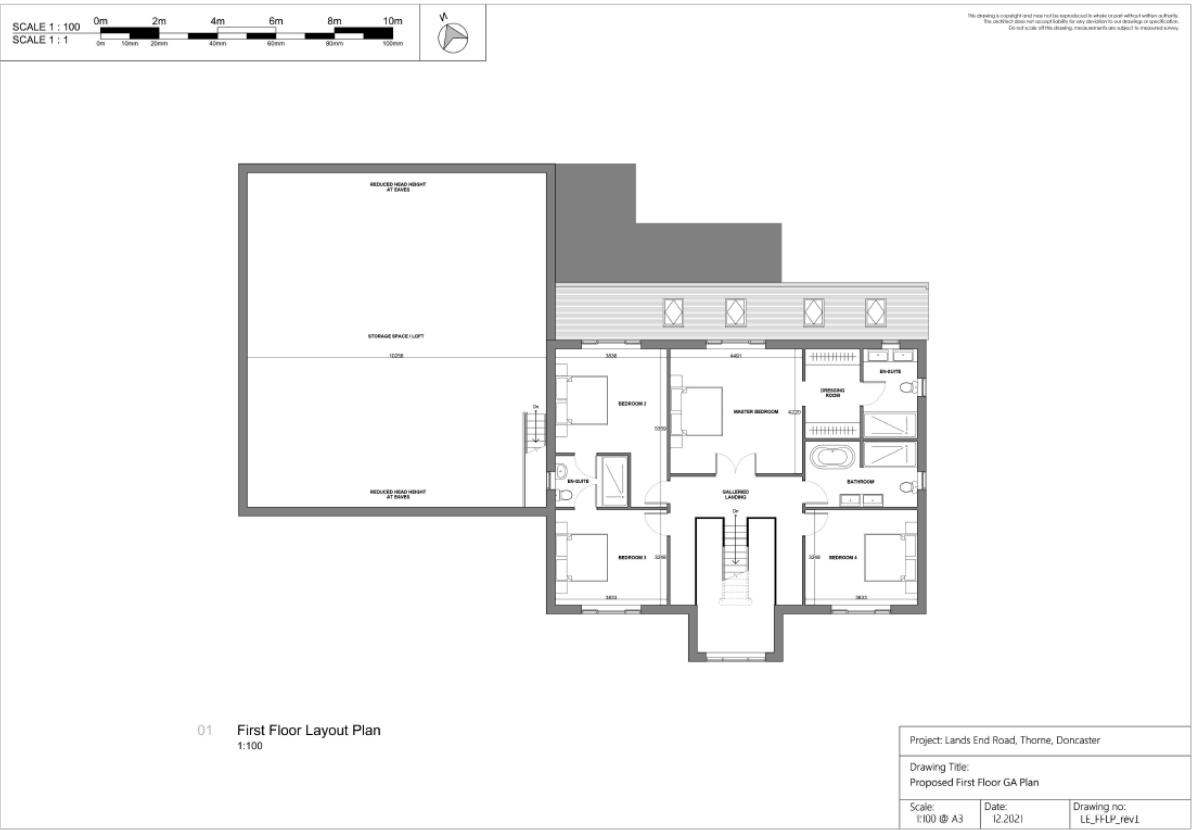
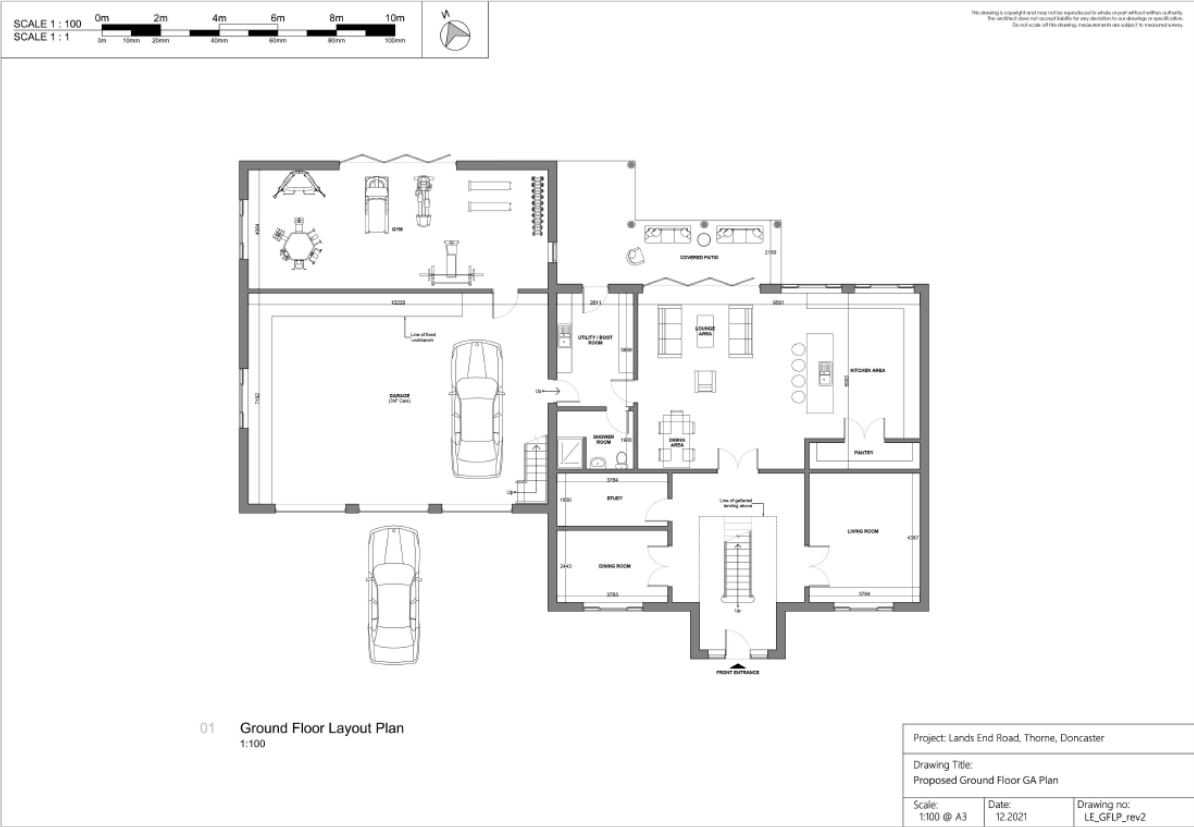
Appendix 1: Location Plan



Appendix 2: Site Plan



Appendix 3: Proposed Floor Plans

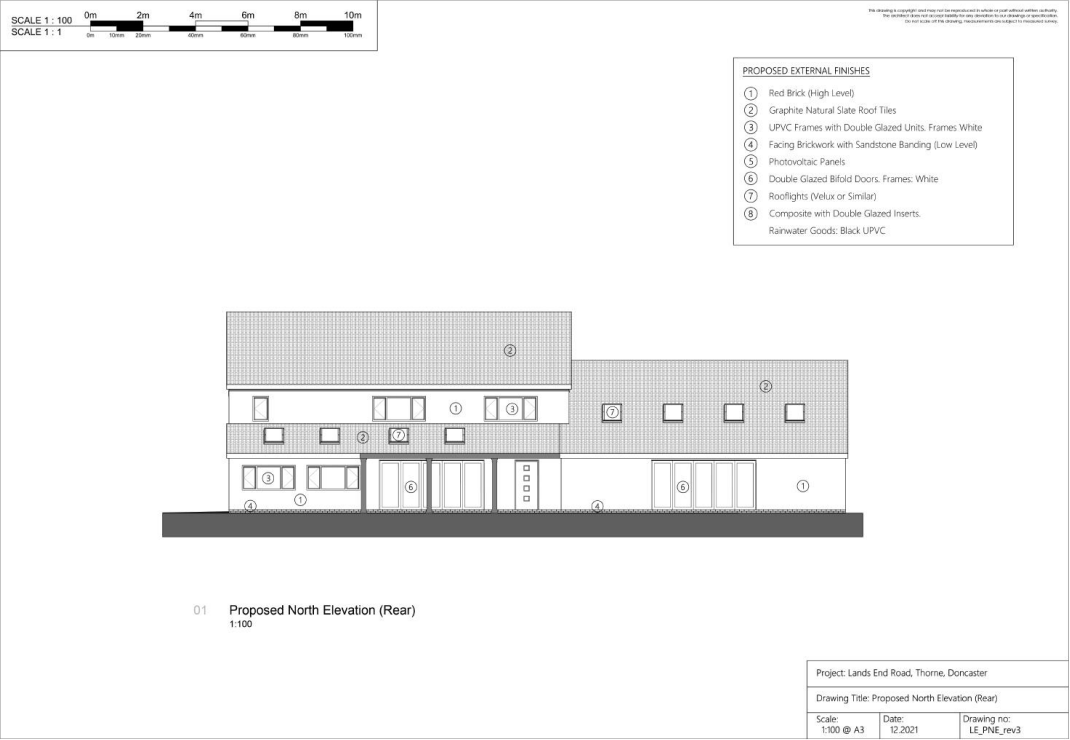


Appendix 4: Proposed Elevations

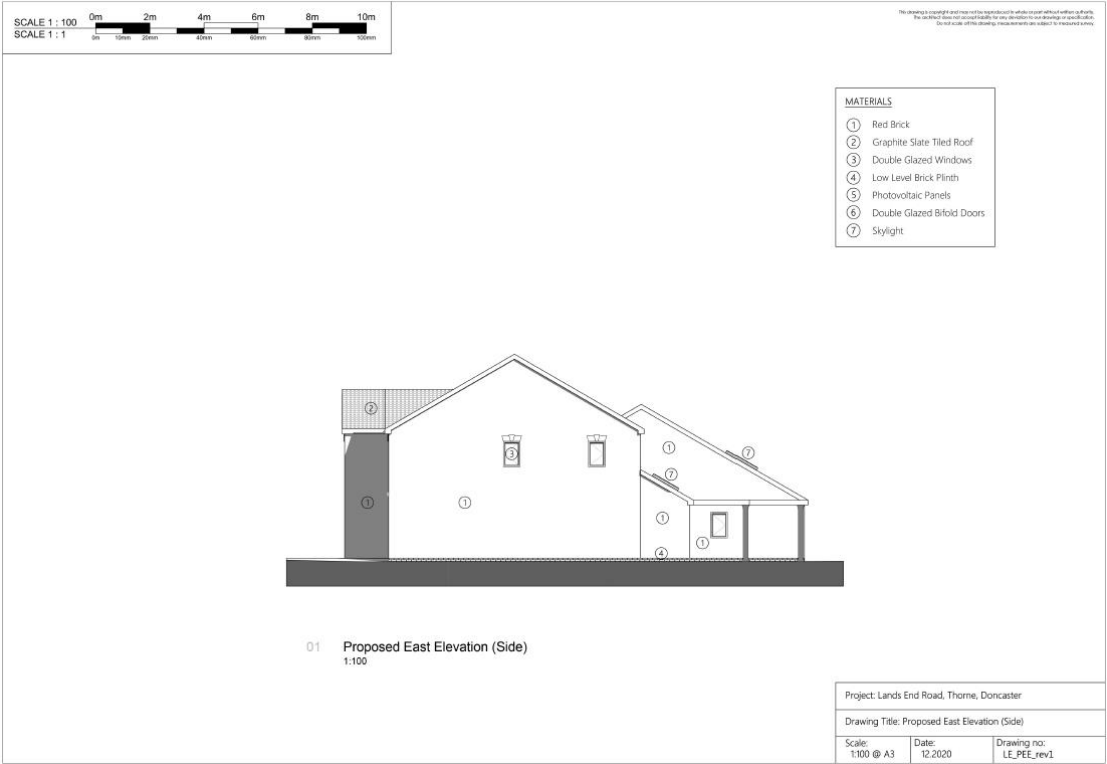
South (Front)



North (Rear)



East (side)



Appendix 5: Stable Block Plans

