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<b>Application Number:</b>	22/01960/FUL
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<b>Application Type:</b>	Full Application
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<b>Proposal Description:</b>	Erection and operation of an observation wheel at the Yorkshire Hive (retrospective)
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<b>At:</b>	Yorkshire Wildlife Park Brockholes Lane Branton Doncaster
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<b>For:</b>	Mrs Louise Millington - Yorkshire Wildlife Park
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<b>Third Party Reps:</b>	8 in objection	<b>Parish:</b>	Cantley With Branton Parish Council
		<b>Ward:</b>	Finningley

<b>Author of Report</b>	Mark Ramsay
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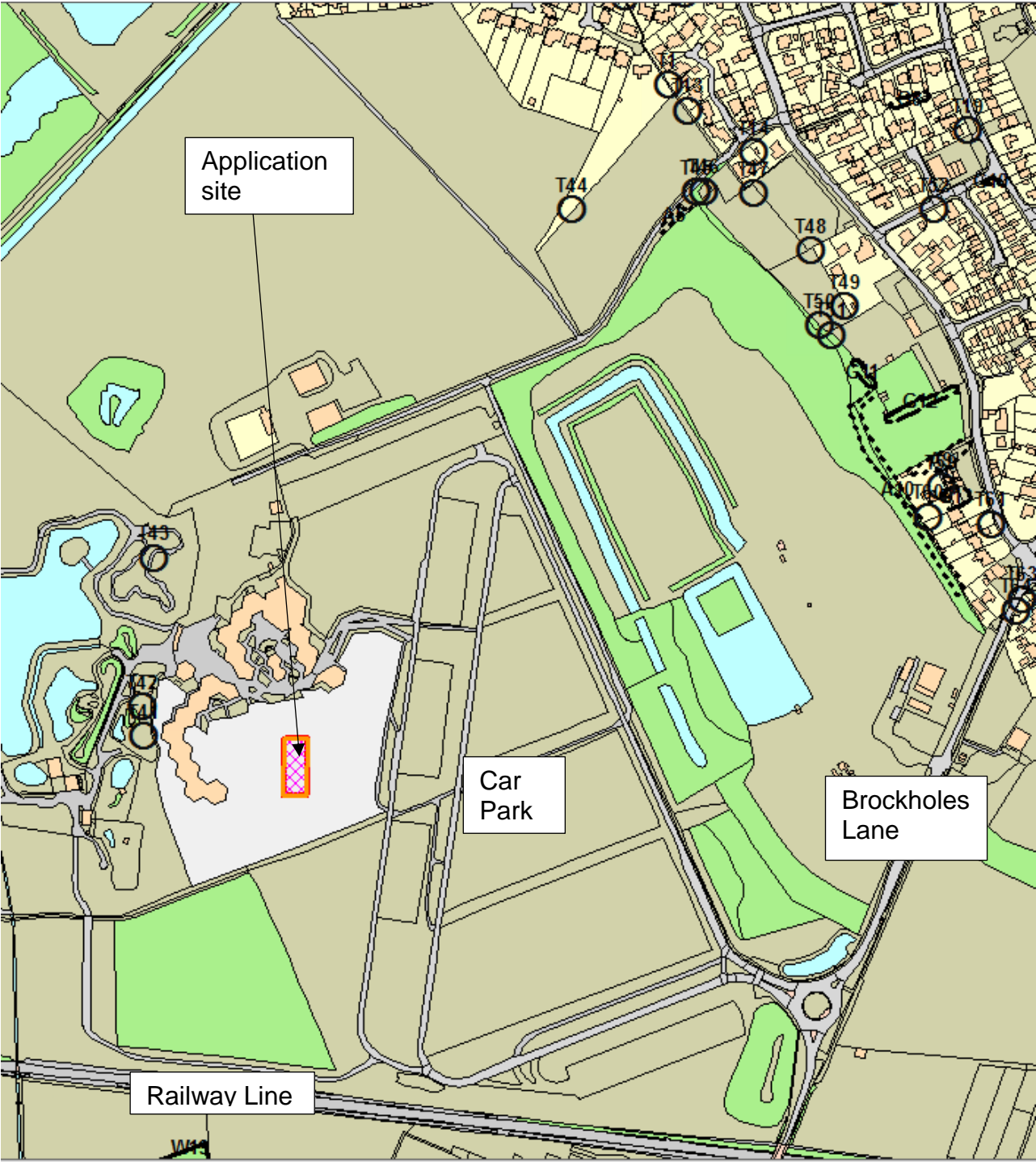
## SUMMARY

This proposal seeks temporary retrospective planning permission for the erection of the observation wheel located at the Yorkshire Hive, Hurst Lane, Auckley, Doncaster. The purpose of the observation wheel is to raise the profile of the Yorkshire Hive, act as an attraction within the City of Doncaster; and encourage tourism to the area and boost the local economy.

The proposed observation wheel was initially intended to operate as a temporary attraction during the summer holidays however, Yorkshire Wildlife Park is looking to make it a more permanent structure within the Yorkshire Hive. The current siting is within part of the site approved for further development of the wider Hive site.

The application is being presented to Planning Committee given the level of public interest.

**RECCOMENDATION: To GRANT planning permission subject to conditions.**



## **1.0 Reason for Report**

- 1.1 The application is being presented to Members given the amount of public interest in the proposal.
- 1.2 Local residents and Cllr R A Jones, ward member for Finningley, have objected to the principle of the development as well as in terms of the impact of the proposal on the character of the countryside, on amenity of nearby residents.

## **2.0 Proposal and Background**

- 2.1 This proposal seeks full planning permission for the erection of the observation wheel located at the Yorkshire Hive, Hurst Lane, Auckley, Doncaster. The purpose of the observation wheel is to raise the profile of the Yorkshire Hive, act as an attraction within the City of Doncaster; and encourage tourism to the area and boost the local economy.
- 2.2 The observation wheel is located within the Yorkshire Hive just to the south of the entrance to the Hotel. This is an area that is earmarked for further construction and development as part of the expansion of Yorkshire Wildlife Park which has previous consent. Due to the impact of the down turn in visitors due to Covid related restrictions and the current economic downturn, the Park is unable to continue with development until further funding can be obtained. In the meantime, the proposal is to use the observation wheel to attract visitors to the Yorkshire Hive and the Yorkshire Wildlife Park.
- 2.3 The proposed observation wheel was initially intended to operate as a temporary attraction during the summer holidays however, Yorkshire Wildlife Park is looking to make it a more permanent structure within the Yorkshire Hive.

## **3.0 Site Description**

- 3.1 The site is to the south of the entrance of the Hotel within the Hive Site that also forms the main entrance to the Wildlife Park. The Wheel is situated on land that would form future development around the entrance of the site. The land is relatively flat and is to the west of the main car park.
- 3.2 The Wheel has a height above ground of 34.15m, a diameter of 32.59 and its base is 12.8m wide and 20.35m long. It supports 24 gondolas carrying a maximum of 6 people in each with ramped accessible access.
- 3.3 To the north and east of the site is the village of Auckley with the nearest dwellings being over 600m away. To the south a railway line runs in an east-west direction and directly to the south is Hayfield School and New College.

## **4.0 Relevant Planning History**

The following applications have been granted providing the permissions for the expansion of the park, new entrance and parking area.

17/02189/OUTA

Hybrid Planning Application - Change of use of land to facilitate expansion of Yorkshire Wildlife Park, creation of new access, parking and associated works with outline approval for animal enclosures, visitor hub, service compound, energy centre and connecting bridges.

granted 02/07/18

18/01913/REMM

Approval of details reserved from hybrid application under reference 17/02189/OUTA relating to animal attractions area including some animal enclosures and supporting facilities including details of the anchor and main ribbon buildings.

Granted 16.01.2019

21/00446/REMM

Details of appearance, landscaping, layout and scale in relation to a hotel at 1st and 2nd floors (Use Class C1) (being matters reserved in outline application 17/02189/OUTA, granted 02/07/18).

Granted 22.03.2021

## **5.0 Site Allocation**

- 5.1 The site is identified within the Local Plan as Countryside Policy Area. The site is close to the edge of the Auckley settlement. In addition to this the site is in flood zone 1 and therefore at low risk of flooding.

## **5.2 National Planning Policy Framework (NPPF 2021)**

- 5.3 The National Planning Policy Framework 2021 (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 NPPF is a material consideration in planning decisions and the relevant sections are outlined below:

Paragraph 38 (Decision making)

Paragraph 47 (Determining applications)

Paragraph 56 (Planning Conditions)

Paragraph 84 (Building a strong and competitive economy)

Paragraph 111 (Promoting sustainable transport)

Paragraph 130 (Achieving well designed places)

Paragraph 174 (Conserving the natural environment)

Paragraph 183 (Ground conditions and pollution)

## **Local Plan**

- 5.4 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 for Doncaster consists of the Doncaster Local Plan (adopted 23 September 2021). The following Local Plan policies are relevant in this case:

- 5.5 Policy 1 Settlement Hierarchy (Strategic Policy)

Policy 2 Level of Growth (Strategic Policy)

Policy 25 Development in the Countryside Policy Area

Policy 41 Character and Local distinctiveness (Strategic Policy)

**Other material planning considerations and guidance**

- Transitional Developer Guidance (2022)
- National Planning Policy Guidance

**6.0 Representations and consultations**

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

6.2 There have been 8 representations objection to the proposal. The matters raised include:

- Visual appearance being an eyesore
- Appearance of a fairground
- Loss of privacy
- Unrelated to the wildlife park

**6.3 Design Officer**

The officer has raised concerns from a landscape perspective in that it introduces an alien feature to the landscape due to its height it has a wider visual influence than the approved buildings, particularly in evenings / night. Whilst some landscape views have been submitted these do not properly assess the visual impact of the proposal, its impact on the landscape character or consider it in relation to the approved scheme and cumulative impacts. The case officer notes however that this application only seeks a temporary permission and the structure will be removed in line with the condition below.

**7.0 Ward Members**

7.1 Cllr Jones (Finningley Ward) has objected in principal in that the development has appearance of a fairground, is not suited to the presentation of animals and is inappropriate within the site

**8.0 Town/Parish Council**

No observations

**9.0 Assessment**

9.1 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
- No

### Appropriateness of the proposal

### Sustainability

- 9.2 The NPPF (2021) 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
- 9.3 There are three strands to sustainability, social, environmental and economic. Para.10 of the NPPF states that in order sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.

### **SOCIAL SUSTAINABILITY**

#### Impact on Residential Amenity

- 9.4 Policy 25, part 4(b) states that the enterprise would not have a significant adverse effect on neighbouring uses or on highway safety.
- 9.5 Policy 46 of the Local Plan states that proposals will be supported where they are designed to (A.2.) have no unacceptable negative effects upon the amenity of neighbouring land uses or the environment.
- 9.6 Paragraph 130f) of the NPPF states that planning policies and decisions should ensure that developments are approved that have a high standard of amenity for existing and future users.
- 9.7 Paragraph 6.2.4 of the Transitional Developer Guidance states that proposals must not cause a nuisance to adjoining or neighbouring occupiers through smell, noise or disturbance.
- 9.8 The proposal is substantial in height although its framework appearance limits its impact on the landscape. While objections have noted that this creates overlooking, the nearest residential receptors are over 600m (approx. a third of a mile) away and the impact on amenity will be limited. The wheel itself is run by electric motor from the mains supply and therefore there is no generator that would add to noise coming from the site. The structure would only be lit at night in connection with special events where the site was open at night and the applicants have stated that would not be later than 9pm.
- 9.9 The proposal would have a prominent appearance in the landscape, however the objections have come from residents to the north and north east and the New College building would be in the same setting along with the buildings forming the Hive so the impact on amenity would be limited.

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

- 9.10 While the development is within the landscape looked over by residents on the edge of the neighbouring settlement. The development is not sufficiently close to significantly harm the amenities of residents due to the distance and limited weight should be afforded the impacts of the development. Conditions controlling the time of operation can be applied to ensure the development is not operational at anti-social times of the day

## **ENVIRONMENTAL SUSTAINABILITY**

### Impact upon the character and appearance of the surrounding area

- 9.11 Policy 25, part 4 (d) states that in a Countryside Policy Area the scale and design of the proposal (should) not have a significant adverse impact on the landscape.
- 9.12 Policy 41a) 3. and 4. of the Local Plan states that development proposals will be supported where they respond positively to their context, setting and existing site features, respecting and enhancing the character of the locality; and where they integrate visually and functionally with the immediate and surrounding area at a settlement, neighbourhood, street and plot scale.
- 9.13 Paragraph 130c) of the NPPF states that planning decisions should ensure that developments are sympathetic to local character and history, including the surrounding and built environment and landscape setting.
- 9.14 It is acknowledged by the applicant that the development does have a visual impact on the landscape due to the height of the structure, however they have stated that the wheel is potentially a temporary installation, especially as it is located on part of the wider site earmarked for future expansion of the Hive.
- 9.15 Objections have been raised about the change to the character of the site and the basis of the permission for the extension. This is one structure that was available to the developer locally at the time and has not required any ground works in order to facilitate the development. The feet have outrigger levelling points and are placed on load spreading mats. The pedestrian access has been created using aluminium decking. Any other development would need separate consent and this one off placement of the wheel, in this location, needs to be considered on its own merits.
- 9.16 Given that the applicant is prepared to accept that the development is likely to be temporary, it is considered that its harm could be limited by placing a time limit on its occupation of the site.

### Highways/Access

- 9.17 The proposal does not impact the existing arrangements for accessing the wider site either by foot or vehicle and there is extensive off road parking already available.

### Flooding and Drainage

- 9.18 The site had already been cleared for future development so the erection of the observation wheel would not impact on drainage of the wider site. The land is designated as Flood Zone 1

## **Conclusion on Environmental Issues**

- 9.19 Para. 8 of the NPPF (2021) 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.
- 9.20 In conclusion of the environmental issues, it is considered that this proposal, with the addition of the above mentioned conditions, would have an impact on the surrounding landscape and significant weight should be given although this may be ameliorated by setting a limit on how long it may be there.

## **ECONOMIC SUSTAINABILITY**

- 9.21 This proposal is to benefit the wider Wildlife Park as an additional attraction and prominent feature that would draw attention to the park itself. The park has been impacted by lack of visitors through the COVID pandemic and the subsequent downturn in the wider economy.

## **Conclusion on Economy Issues**

- 9.22 Para 8 a) of the NPPF (2021) 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.
- 9.23 The economic benefit of continuing to allow the presence of the structure either, until such time as the rest of the Hive site begins to be developed or an arbitrary time limit that is placed on the retention of the structure weighs in favour of the application.
- 9.24 It is recommended to members that the structure be allowed to remain for this coming summer season and through the following winter events which normally continue into the following January. This would allow the presence of the wheel to support the wider park as a feature and additional attraction for the coming year.
- 9.25 Supporting a prominent local enterprise through allowing the structure to remain for this year should be given significant weight in support of the application.

## **10.0 PLANNING BALANCE & CONCLUSION**

- 10.1 In accordance with Paragraph 10 of the NPPF (2021) the proposal is considered in the context of the presumption in favour of sustainable development. Officers have identified that economic factors that weighs in positive favour, and should be balanced against the significant impact on the landscape and limited impact on amenities of local residents. The harm can be limited by restricting the presence of the structure to a period not lasting beyond the end of January 2024.
- 10.2 On balance of planning considerations the harm from its appearance can first be mitigated by permitting it for a temporary period. The harm is also outweighed by

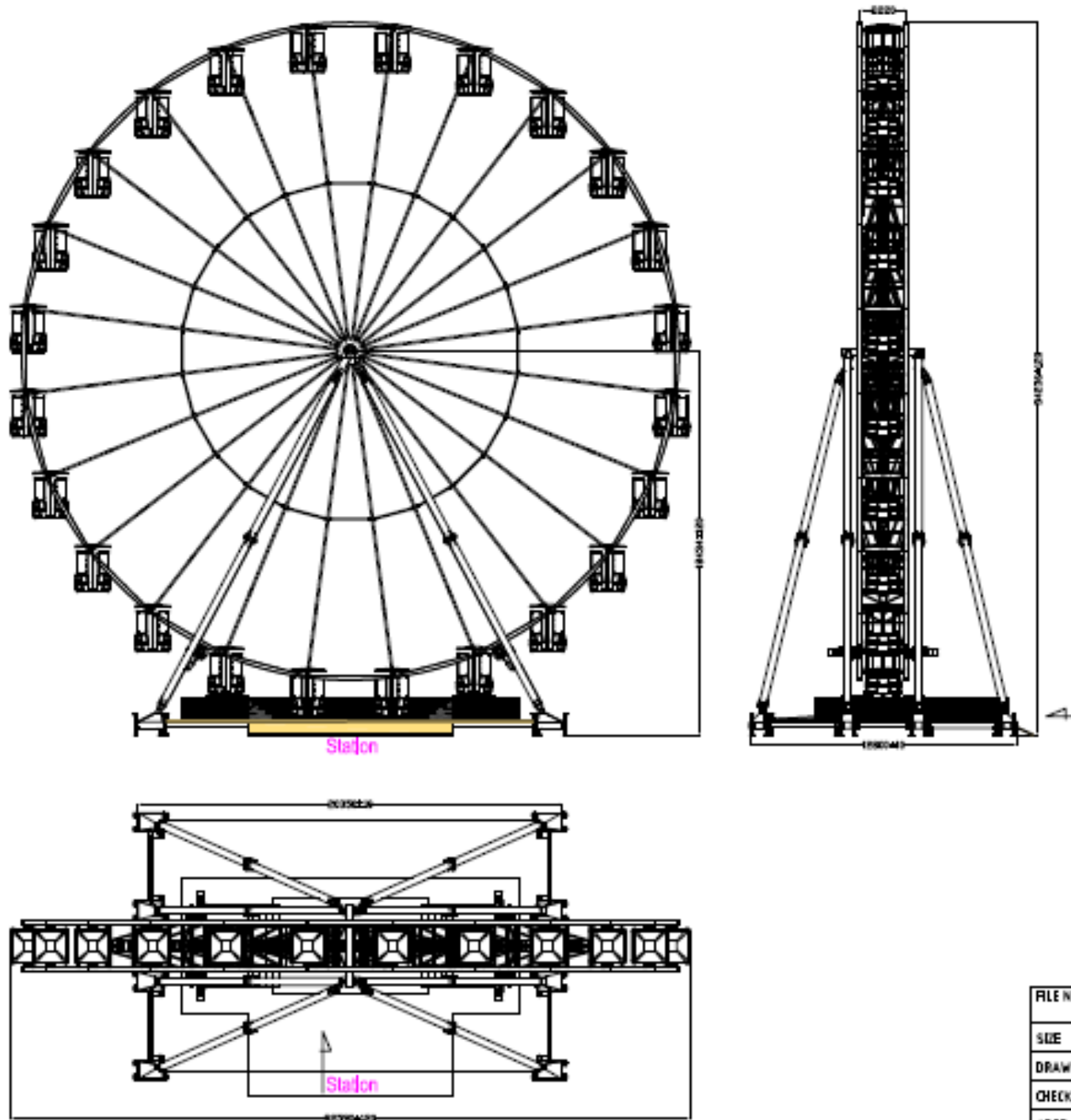
the economic benefit that allowing the retention of the structure would provide to the park. There are no other material considerations which indicate the application should be refused.

## **11.0 RECOMMENDATION**

### **11.1 MEMBERS RESOLVE TO GRANT PLANNING PERMISSION FOR THE PROPOSED DEVELOPMENT SUBJECT TO THE FOLLOWING CONDITIONS:**

01.           The development hereby permitted shall be for a limited period being the period from the date of this decision until the 31 January 2024. At the end of this period, the development hereby permitted shall cease, the observation wheel dismantled, all materials and equipment brought on to the land in connection with the development shall be removed, and the land restored in accordance with a scheme previously submitted to and approved in writing by the local planning authority.  
REASON  
The use hereby approved is not considered suitable as a permanent form of development to safeguard the setting of the Countryside and to comply with policy 25 of the Doncaster Local Plan.
  
02.           The observation wheel shall not be operational before 9am or after 9pm, Monday to Sunday.  
REASON  
To safeguard the appearance and character of the area in accordance with policy 25 of the Doncaster Local Plan.

Appendix 1: Wheel structure



FILE N
SIZE
DRAW
CHECK
APPR.
DATE

Appendix 2 Site Plan

