

APPLICATION NO	PA/2020/1990
APPLICANT	Mr R Mills, North Lincs Property Ltd
DEVELOPMENT	Planning permission for change of use of land from agricultural/pasture to industrial/commercial
LOCATION	Land east of Sandtoft Industrial Estate Road 1, Sandtoft Industrial Estate, Belton, DN9 1PN
PARISH	Belton
WARD	Axholme Central
CASE OFFICER	Scott Jackson
SUMMARY RECOMMENDATION	Refuse permission
REASONS FOR REFERENCE TO COMMITTEE	Member call-in (Cllr David Robinson) – significant public interest and impact on commercial interests

POLICIES

National Planning Policy Framework: Sections 2, 6, 9, 11, 12, 14, 15 and 16 apply.

North Lincolnshire Local Plan: Policies RD2, DS1, DS13, DS14, DS15, DS16, T1, T2, T19, LC2, LC4, LC5, LC6, LC7 and LC12 apply.

North Lincolnshire Core Strategy: Policies CS1, CS2, CS3, CS5, CS11, CS16, CS17, CS19 and CS25 apply.

Housing and Employment Land Allocations Development Plan Document (DPD): SANE-1

Supplementary Planning Guidance 5 (SPG5) (North Lincolnshire Landscape Character Assessment and Guidelines)

Supplementary Planning Guidance 3 (SPG3) (Design in the Countryside)

CONSULTATIONS

Highways: No objection or comments.

Ecology: Landscape enhancements are required in this area. Impacts include the following:

- loss of grasslands of Local Wildlife Site (LWS) quality
- loss of mixed broadleaved woodland (a priority habitat)
- impacts on species-rich wet drains and the River Torne LWS

- potential impacts on grass snakes, foraging and roosting bats, water voles, badgers and nesting birds.

Avoidance and mitigation measures are inadequate; off-site compensation should only be considered as a last resort if there are overriding reasons for development on this site. The biodiversity net gains are flawed, and the applicant has offered to make further amendments at a future date. Object to the application.

Environment Agency: Having reviewed the additional information concerning water voles the previous objection is withdrawn. Recommends a number of conditions.

Doncaster East Internal Drainage Board (IDB): Objects to the proposals as the board-maintained Simms Hill Farm Drain exists within the site, to which byelaws and the Land Drainage Act 1991 apply. The written byelaw consent of the board will be required prior to any development commencing and the objection has been raised as the application does not comply with the policy regarding new development in close proximity to board-maintained watercourses. In addition, the proposed attenuation pond with site A2 appears to be located within the byelaw distance of the board-maintained watercourse.

Humberside Fire and Rescue: It is a requirement that adequate access for fire-fighting is provided to all buildings or extensions to buildings.

Spatial Planning: A number of planning applications have been approved in the last couple of years to extend the estate to the north and east, which have substantially increased the land available for employment-related uses. This application is similar and relates to the same area of land covered by PA/2017/2140, which was refused on 8/10/2020. It is noted that the main differences between the two applications is the inclusion of an area of proposed mixed woodland to Site A's north-eastern corner and other alterations to the landscaped bund.

This application would effectively extend the eastern boundary of the industrial estate to the River Torne and covers approximately 50 acres of land, including the proposed bunding and woodland area. In this instance the proposal involves a substantial encroachment into the open countryside, with no real justification of its need, and is speculative in nature. The five businesses that would benefit from the additional land have not provided sufficient evidence that this land is indeed essential for their present and future operations to overcome the substantial policy concerns that this application raises. It is stated in the Design and Access Statement that the proposal would bring about 120 extra jobs within 12 months; even if this job figure was realistic and deliverable (see comments above), it represents an inefficient use of approximately 50 acres of greenfield land resulting in an unsustainably low job creation density.

A short distance to the west of Sandtoft Industrial Estate is the 55.3ha employment site SANE-1 (Housing and Employment Land Allocations DPD) which is allocated as a business/logistics park. This site has been through a substantive planning process to be allocated within the new North Lincolnshire Local Plan, that reached its Preferred Options Stage during February/March 2020. The allocation has been carried forward and supported by the council. It is likely that application PA/2017/2140, if approved and delivered, could prejudice to some extent the deliverability of the SANE-1 employment allocation. To summarise, the application site is located within the open countryside and is strictly contrary to local planning policy which seeks to protect such areas from inappropriate uses. No substantive evidence has been submitted that provides overriding justification for the

expansion of the industrial estate that would overcome policy concerns and there is no general requirement for a further 50 acres of employment land above that already identified in the development plan which already over-allocates such uses.

Environmental Health: Clarification is sought over whether the proposed bund would be effective in terms of noise mitigation. Should the local planning authority be minded to approve the application then conditions are recommended.

Natural England: The advice provided in our previous response applies equally to this proposal. The proposed amendments to the original application are unlikely to have significantly different impacts on the natural environment than the original proposal. Should the proposal be amended in a way which significantly affects its impact on the natural environment then, in accordance with Section 4 of the Natural Environment and Rural Communities Act 2006, Natural England should be consulted again. Before sending us the amended consultation, please assess whether the changes proposed will materially affect any of the advice we have previously offered.

Lincolnshire Wildlife Trust: Having reviewed the updated ecological information supplied to support this application, believe that some of our earlier concerns have been addressed and could be overcome. For instance, the Estrada Ecology report of 2019 makes recommendations for a lighting plan and mitigation for dust, particulate matter, and run-off which we would support and wish to see conditioned should the application be granted. These actions, in our opinion, should help to sufficiently mitigate potential impacts on the River Torne LWS and Hatfield Chase Ditches SSSI corridors. However, we continue to have strong concerns regarding priority habitats and the provision of biodiversity net gain. It was particularly disappointing to note in the 2019 surveys that the site had already been cleared of all priority habitats which had been previously reported in the earlier Scarborough Nixon site surveys. Compensatory provision of these habitats listed under Section 41 of the NERC Act 2006 will need to be secured as part of the off-site net gain package. We note that the applicant has agreed in principle to off-site compensation, and this has been factored into the metric calculation, however we have seen no information to indicate that a site has been identified for this to take place. Until a specific location has been identified and surveyed, we do not see how this can be secured or the metric calculation properly completed.

In conclusion, the Lincolnshire Wildlife Trust objects to this application. Whilst we were pleased to see the application of a biodiversity metric in this instance, the calculated output does not indicate that sufficient biodiversity net gain will be achieved. We also do not have any certainty that the required off-site compensation will be appropriate, secured or delivered. Once a site has been identified and surveyed, we would wish to see the biodiversity metric re-run to ensure a minimum of 10% net gain as an outcome. We would also recommend that a management plan be submitted which details how the site will be prepared, and habitats created and managed for the minimum 30-year period required by the Environment Bill in order to maintain target condition. We believe that the application as it stands in terms of the environment is contrary to paragraphs 170 and 175 of the NPPF. We would also suggest that it fails to meet the requirement of Core Strategy policy CS17 and the intentions of the forthcoming Environment Bill.

Waste Guidance: Guidance in respect of bin types, refuse collection and storage, and highway construction and access for refuse vehicles.

Humberside Police: No objections or comments.

Historic Environment Record (Archaeology): The application site has potential for buried archaeological remains, including organic and palaeoenvironment remains within underlying peat deposits. Groundwork such as ground reduction, drainage and flood attenuation may disturb or destroy archaeological evidence.

An archaeological mitigation strategy to ensure the preservation and recording of any remains is required. Where the planning authority is minded to grant consent pre-commencement conditions would be required to secure an appropriate archaeological mitigation strategy. This procedure is in accordance with paragraph 199 of the NPPF and local planning policies CS6 and HE9. Future industrial/commercial development of the application site has the potential to adversely affect the setting of the Area of Special Historic Landscape Interest of the Isle of Axholme (local plan policy LC14).

Highways England: No objection, subject to a condition.

Public Health: No objection.

Health and Safety Executive: Does not advise, on safety grounds, against the granting of planning permission in this case.

Drainage (Lead Local Flood Authority): In receipt of the revised submitted flood risk assessment and drawings, the previous objection is maintained.

Although the detailed design to formalise details for hydro-brakes, silts traps and interceptors can be agreed at reserved matters stage, there is no evidence to suggest discussions have been held with the Internal Drainage Board with respect to easements adjacent to the adjacent riparian and board-maintained watercourse network and allowable discharge rates. We advise that the developer contacts the IDB in due course.

PARISH COUNCIL

Objects on the following grounds:

- this is a rural area and more industrial units will spoil the landscape
- Westgate Road and Sandtoft Road struggle with HGVs contravening the weight restrictions; this would increase the volume of traffic down this road
- increase in light pollution, which is already affecting the area and residents
- there is a lot of wildlife within the proposed planning area: there will be a massive risk and damage to the wildlife habitats.

PUBLICITY

Site notices have been displayed; five responses have been received raising similar issues to those raised by Belton Parish Council, together with the following issues:

- light pollution from existing floodlights
- additional light pollution to nearby residents from additional floodlights and lighting
- the earth bund should be increased in height

- additional traffic, speeding vehicles and HGV movements along the local highway network
- impact on residential amenity
- restrictions should be put on working hours
- the industrial estate has been allowed to expand without restriction
- HGVs do not follow the correct routing of traffic
- impact on the rural landscape and village aesthetic
- additional noise and disruption
- impact on wildlife.

A response has also been received in support of the application on the grounds that lorries are getting broken into within the access road, an increase in accidents and the development would allow greater room for off-street parking of vehicles.

STATEMENT OF COMMUNITY INVOLVEMENT

No statement of community involvement has been submitted.

ASSESSMENT

The application site consists of an area of fields, green space and woodland located outside the defined boundary for the Sandtoft Industrial Estate, in the open countryside. The site extends to some 20.23 hectares in area (reduced from 21.65 hectares in the previous planning application submission) and is bordered by industrial and commercial uses to the west, by the River Torne to the east and south-east, and by the M180 motorway to the north. It is located within flood zone 2/3a and the land is grade 3 agricultural land. Planning permission is sought to change the use of the land to form extensions to existing commercial/industrial businesses established on the industrial estate, and to create a 20 metre-wide bund along three boundaries of the site, together with the creation of SUDs ponds and a number of biodiversity enhancements.

This application is a resubmission of PA/2017/2140, which was refused on 8 October 2020 for the following reasons:

1.

The proposed development is for the extension to an industrial estate into the open countryside. The proposal does not constitute employment-related development appropriate in the open countryside and is not essential to the functioning of the countryside. Accordingly, it is considered contrary to policies RD2 of the North Lincolnshire Local Plan and CS3 of the North Lincolnshire Core Strategy.

2.

The development, if permitted, would result in the creation of 19 hectares of industrial land in the open countryside, which could prejudice the delivery of future employment provision on the allocated employment site at Sandtoft Airfield, under

SANE-1 of the Housing and Employment Land Allocations Development Plan Document.

3.

The proposed development, by virtue of its location in the open countryside and the scale of development proposed, is considered to represent a significant and unnecessary encroachment into the rural landscape, to the detriment of its greened character and appearance, thus adversely affecting the landscape character of the open countryside. The proposal is considered contrary to policies RD2, LC7 and DS1 of the North Lincolnshire Local Plan and CS5 of the North Lincolnshire Core Strategy.

4.

The proposal fails to provide sufficient compensation for the loss of priority grassland and broadleaved woodland that would be lost as a result of the development, and given the number and magnitude of ecological impacts, the proposal is considered contrary to policies LC4, LC5, LC6, LC7, LC12 and DS1 of the North Lincolnshire Local Plan and CS17 of the North Lincolnshire Core Strategy.

5.

Insufficient information has been provided to demonstrate that the proposed development would not result in contamination to groundwater or impact on water quality, which could be detrimental to the water environment. The proposal is thus considered to be contrary to policies DS1, DS11 and DS14 of the North Lincolnshire Local Plan.

The application constitutes EIA (Environment Impact Assessment) development and an Environmental Statement (ES) has been submitted for consideration.

The main issues in the determination of this application are the principle of development; its impact on the character and appearance of the countryside/-landscape and ecological matters; flood risk; impact on residential amenity; and highway issues.

Principle

The National Planning Policy (NPPF) supports the sustainable growth and expansion of all types of business and enterprise in rural areas, through both the conversion of existing buildings and well-designed new buildings. However, the proposal is effectively for the expansion of five existing businesses established on the Sandtoft Industrial Estate; this would result in the loss of over 19 hectares of land (agricultural and woodland) in order to extend further into the open countryside, outside the defined boundary for Sandtoft Industrial Estate.

The site is not located on any land allocated for future employment development as set out in the Housing and Employment Land Allocations DPD and it has been confirmed that this is not a site being considered in the 'preferred options' phase of the emerging new local plan. In terms of the principle of development, policies RD2 of the North Lincolnshire Local Plan and CS3 of the adopted Core Strategy (CS) are most relevant to the development proposals; these policies state that development in the open countryside will be strictly controlled. Both policies go on to state the types of development considered appropriate in the open countryside and it is considered that this development is not employment-related

development appropriate to the open countryside, nor is it essential to the functioning of the countryside. In conclusion, therefore, the development is considered contrary to planning policies RD2 and CS3.

In addition, the site is not located on land defined by policy SANE-1 of the HELA DPD which allocates land on the former Sandtoft Airfield for employment, specifically for B1 (Business) and B8 (Storage and Distribution) uses within a logistics park. The proposed use for the storage of HGVs and trailers, and aggregates, and parking of car transporters and car sales, is not considered to be appropriate to the open countryside and could reasonably be accommodated within the nearby land allocated for employment/industrial use.

Notwithstanding this, the applicant has submitted a supporting case in the form of a design and access statement, a short statement in respect of job creation and an environmental statement (ES). This states that the proposal would result in the extension of five existing businesses and would provide 123 new jobs across those five businesses. Whilst the plans to extend existing businesses and create additional jobs is noted (and is considered to be a benefit of the proposals), this is not considered to be a planned development, but represents a potentially speculative proposal to essentially extend a number of existing businesses, and its need in this location has not been satisfactorily justified. The proposal seems to be based on the availability of land in the applicant's ownership and to have been submitted due to the convenience of the location to the rear/side of the existing businesses. In addition, despite the supporting information stating the land is solely for the expansion of existing businesses within the industrial estate (Protruck, North Lincs Aggregates, GBA Transport, Ever Readymix Concrete and S & G Commercials), there is no guarantee that the proposal would result in the expansion of these businesses. The proposal, if granted, would effectively bring about the delivery of a significant area of land for industrial development (over 18 hectares) in the open countryside, which has the potential to prejudice the delivery of the 55.3 hectares of employment land allocated under policy SANE-1, which is located in close proximity to this site.

The consultation response received from Spatial Planning confirms that the Housing and Employment Allocations DPD and the new North Lincolnshire Local Plan have been drafted/adopted using the latest economic forecasting to identify the employment land requirements for North Lincolnshire; this site has not been included within those allocations. The plans identify the location of these employment allocations and have over-allocated employment sites to provide some flexibility in their deliverability. Given the current position of the over-allocation of employment land in North Lincolnshire (120% in the Core Strategy), it is considered that this development proposal for 21 hectares of employment land in the open countryside has not been justified robustly in terms of economic need (for example, alternative site suitability or proportionality of job creation to the scale of development proposed), and it is not in a location which is considered suitable for future employment provision.

Policy CS11 of the adopted CS states that the council will support the continued expansion and improvement of the North Lincolnshire economy and this will be achieved through the identification and allocation in the Housing and Employment Land Allocations DPD of a range of appropriate sites for employment and economic uses. This site has not been identified for future employment allocation and is therefore not considered to be a suitable location for the provision of such a large amount of additional employment land. It is worth noting that the future employment site under policy SANE-1 has been allocated following consideration of all the constraints affecting its deliverability and a Transport Study and

Economic Viability Study (Sandtoft Evidence Base Document) has been undertaken to demonstrate the site can be developed with satisfactory infrastructure to support it.

In conclusion, the application site is located within the open countryside and the proposed development is contrary to local planning policy which seeks to protect such areas from inappropriate uses. No substantive evidence has been submitted that provides overriding justification for the expansion of the industrial estate that would overcome the identified policy conflict and there is considered to be no requirement for a further 21 hectares of employment land above that already identified in the development plan.

Landscape impacts

Government guidance contained within the NPPF states that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. Further, permission should be refused for development of poor design that fails to take the opportunities for improving the character and quality of an area and the way it functions. The proposal is for the change of use of 21 hectares of agricultural land and woodland to form extensions to five existing businesses, and a 5 metre high earth bund (at a width of 20 metres) with planting atop is proposed along three of the boundaries of the site on land located in the countryside. As part of this application the applicant has updated the landscaping and biodiversity enhancement proposals, which also include the provision of a woodland in the north-western corner of the site, additional areas of hedgerow and tree planting, two SuDS ponds with grassland planting and a 20 metre strip retaining existing vegetation between the site and the River Torne along the eastern boundary.

A Landscape and Visual Impact Assessment (LVIA) is used to systematically identify and assess the nature and significance of the effects of a proposed development on the landscape as an environmental resource and on people's views and visual amenity; it is used as a tool in assessing landscape impact as part of an environmental statement. The applicant has not employed LVIA analysis within their environmental statement, but has produced a series of photographs (28 in total) taken from within a 1.5 kilometre radius of the site. These viewpoints are accepted as being representative of accurate views from various distances and sensitive receptors (including public rights of way) within the vicinity of the site. The ES states the site falls within the National Character Area (NCA39) Humberhead Levels and that the proposal would have a medium impact on the surrounding landscape, characterised by existing industrial development, and, with proposed landscaping and bunding, views into the site would be limited and only medium landscape impact. At paragraphs 2.1.2 and 2.1.3 of the ES the applicant states that the development would have minimal impacts on the wider landscape and would be well screened from direct views from the main roads, and finally, that the landscape would be able to absorb the proposed extension to the industrial estate.

In considering the landscape impact, it is accepted that the landscape is not a static picture and is subject to change, as a result of both natural and man-made influences. However, the development proposes a significant encroachment into the countryside to the east at a total distance of approximately 450 metres measured east to west and 875 metres measured north to south; this equates to over 21 hectares of land which consists of agricultural land, woodland, areas of green space and a drainage network. Additional information in the form of a supporting statement has been received from the applicant's landscape consultant. In respect of landscape character, it states the site is not of open

character, it is enclosed on all sides and only mature scrub is evident within the site proposed for development.

Notwithstanding the additional observations of the applicant's landscape consultant, this land forms a significant greened buffer along the eastern edges of the site between the industrial estate and the River Torne. It is accepted that some views of the site are transient in nature (for example, travelling at up to 70 miles per hour east to west or west to east along the M180 to the north of the site), but views of the site are readily available from the public right of way (BELT21), which runs parallel along all of the eastern boundary of the site (albeit on the eastern side of the River Torne), and from gaps between dwellings on the northern side of Sandtoft Road.

The extension of the industrial estate has the potential to result in the introduction of vast swathes of hardstanding, palisade fencing, external lighting columns and buildings/-structures with a sizeable vertical emphasis and this would result in a significant change in landscape character, people's experiences of using the public footpath to the east of the site, and the visual amenity of the area. It should be noted that several planning permissions have already been granted for sizeable extensions to the east of existing businesses on the industrial estate (PA/2016/1933, PA/2016/1939, PA/2016/1934, PA/2016/1936, PA/2016/1931, PA/2016/1613, PA/2016/1938 and PA/2016/177) and this proposal represents further, more significant and unnecessary encroachment of industrial development into the open countryside, thus destroying the greened appearance of the land located to the east. The proposal would have the effect of extending these existing industrial/commercial uses further into the open countryside, to the detriment of its rural landscape character. The introduction of the landscaping in the form of a 5 metre high bund with tree planting along three boundaries of the site would be as a direct consequence of the development and this in itself could have an adverse impact on landscape character, particularly as it would be formed along a 975 metre stretch in close proximity to the River Torne.

On balance, whilst the applicant has submitted that the proposal would have a medium impact on the landscape, it is considered that it would introduce a significant form of industrial development into the rural landscape and could not be successfully assimilated into the surrounding landscape without resulting in any significant adverse impacts on visual amenity or the character and appearance of the area. It is the opinion of the local planning authority that the significant landscape character impacts associated with this planning application are not outweighed by the relatively limited economic benefits of the development. The implementation of the proposed mitigation, consisting of bunding and tree and hedgerow planting, has the potential to result in further landscape impacts, particularly given the size of the site. In addition, the formation of a bund and planting along the edges of the site would not compensate for the loss of a significant area of agricultural land and woodland in this case.

Ecology

In respect of ecological matters, the applicant has submitted an environmental statement which covers the ecology of the site and is supported by Ecology and Protected Species reports dated September 2017 (Scarborough Nixon) and 28 May 2019 (Estrada Ecology). In addition to this a Landscape and Environmental Management Plan dated May 2021 and a supplementary response from Surface (Arcus Consulting) dated 16 June 2021 have also been submitted for consideration by the local planning authority.

The site is located in close proximity to the Hatfield Chase Ditches SSSI and River Thorne Local Wildlife Site (LWS). Based on the plans and documents submitted, the proposed development would not have significant adverse impacts on designated site Hatfield Chase Ditches Site of Special Scientific Interest (SSSI) and Natural England therefore has no objection in this regard. In addition, the council's ecologist acknowledges mitigation measures have now been proposed to avoid lighting and dust impacts on the River Torne LWS and Hatfield Chase ditches SSSI and sensitive working methods are proposed for protected and priority species.

However, the ecological surveys and the additional supporting information have been considered by both the council's ecologist and Lincolnshire Wildlife Trust and objections are raised on a number of matters which include:

- It would not be appropriate to diminish the baseline valuation of features due to deliberate land-use change or neglect of those features. Thus, the baseline assessment of the site should take into account the higher quality features that have previously and recently been recorded.
- The proposal will result in the loss of 0.5 hectares of existing broadleaved woodland and six hectares of semi-improved grassland, with grassland mosaics of LWS quality.
- In terms of criteria for potential off-site provision where it has been deemed appropriate and necessary (in general off-site compensation should be a last resort after avoidance and on-site mitigation), it is recommended that areas of new habitat are created adjacent or close to existing habitat of a similar type or within identified opportunity/-strategy areas.
- The calculated output does not indicate that sufficient biodiversity net gain will be achieved.
- There is no certainty that the required off-site compensation will be appropriate, secured or delivered.

On-site mitigation is proposed in the Landscape and Environmental Management Plan as follows:

- 23,236m² of species rich grassland mosaic, of which 3,485m² is mixed native species scrub and located on the proposed bund along the eastern and northern boundaries
- a 2,674m² area of native woodland planting in the south and 7,650m² in the north of the site
- 11,292m² of sustainable urban drainage system (SUDS) priority habitat ponds and 3,145 m² of surrounding marshy grassland, and
- 369m of hedgerow with 13 hedgerow trees.

In terms of habitat, the proposal will result in the loss of 0.5 hectares of existing broadleaved woodland and six hectares of semi-improved grassland, with grassland mosaics of LWS quality. This should be considered cumulatively with the recent loss of similar habitats, due to planning permissions PA/2016/1613, PA/2016/1931, PA/2016/1933, PA/2016/1934, PA/2016/1936, PA/2016/1938, PA/2016/1939 and PA/2016/1940. The

additional letter responding to the council's ecologist's comments dated 16 June 2021 states the proposed development follows the mitigation hierarchy set out at paragraph 175 of the NPPF. It should be noted that off-site mitigation should only be considered as a last resort where important habitats cannot be retained, or mitigation be provided on site. This would normally apply to sites where there is an overriding need/benefit in respect of a proposed development and where off-site mitigation is the only way to acceptably deliver the development.

As outlined above (in the previous section of this report), the site has not been identified for commercial/industrial development as part of the current or emerging Development Plan, nor has it been evidenced that there is an urgent or overriding need for the proposed development. It is also noted that the proposal for off-site mitigation is in essence theoretical and that no solid proposal (other than that which is briefly outlined at paragraph 4.1 of the Landscape and Environmental Management Plan) for such mitigation has been put forward to the local planning authority. For example, no site has been identified which is either owned by, or available to, the applicant that has been proven to be suitable for the provision of the mitigation proposed and no mechanism for securing the mitigation has been agreed. Given the fact that there is no robust justification for the proposed development that would consequently justify the destruction of large areas of important habitat, it is considered that proposals for replacement habitat to be provided off-site would not be appropriate in this instance, and there is no guarantee that off-site compensatory works would be adequate and deliverable for biodiversity net gain.

In conclusion, given the number and scale of ecological impacts and the lack of adequate avoidance, mitigation and compensation, and that planning permission should only be granted if the benefits of the development proposal outweigh the loss of ecological habitat on site, it is considered the proposed change of use of the land is contrary to policies LC4, LC5, LC6, LC7, LC12 of the local plan and CS17 of the Core Strategy.

Flood risk/drainage

The site is located within flood zone 2/3(a) of the North Lincolnshire Strategic Flood Risk Assessment. The proposal is for general industry in a high flood risk zone; this constitutes a 'less vulnerable' use. Applying the Flood Zone and Flood Risk Table in the PPG, the proposed development is considered to be appropriate. The Environment Agency has been consulted and has noted the above, and states that, due to the scale and nature of the application, it has no objection on flood risk grounds.

The outstanding objection in respect of easements to the IDB-maintained watercourse and agreed discharge rates into it from LLFA Drainage is noted; this is also reflected in the consultation response from the Doncaster East IDB. However, the applicant, in submitting a Landscape and Environmental Management Plan drawing (51064-DR-LAN-102), has taken into account the existence of the Doncaster East IDB-maintained drain/watercourse which runs through the site and the required clearance of 9 metres for maintenance and access purposes. To this end, it is considered a condition could be recommended which requires an agreed rate of surface water discharge into this watercourse, to be agreed with the IDB.

Residential amenity

Given the scale of the proposals and that they are extending further to the east and the south, there is the potential for loss of residential amenity to nearby sensitive receptors (residential dwellings) located along the northern side of Sandtoft Road. A request was

made by Environmental Health that a noise assessment be submitted for consideration; this required the development to be considered cumulatively with existing businesses established on the industrial estate. The ES discusses the potential for loss of amenity arising from impacts on air quality and impacts on highway safety/traffic generation but fails to provide any detailed information on issues relating to noise, dust generation etc.

Notwithstanding this, the applicant has submitted a sound impact assessment (dated 3 July 2019); this has been reviewed by Environmental Health and it is noted that a noise assessment would be required in respect of any additional development on these sites should planning permission be forthcoming (in relation to site operations, buildings and plant/machinery). In addition, the sound impact assessment fails to take into account the proposed earth bund and the potential mitigation this may provide in reducing noise levels.

Conditions are therefore recommended by Environmental Health in relation to the submission of a noise mitigation scheme (as a pre-commencement condition), noise management plan, lighting, construction and demolition working hours, restrictions on open storage, and a construction environmental management plan (CEMP); it is considered that the imposition of these recommended conditions and the mitigation measures set out therein would be sufficient to safeguard residential amenity in this case. In conclusion, subject to the imposition of the conditions recommended by Environmental Health, it is considered that sufficient safeguards would be in place to protect residential amenity in this case.

Highways and traffic

Section 2.5 of the ES contains information relating to traffic generation; this is supported by an updated Transport Statement dated 25 October 2019. A number of objections have been received from members of the public and the parish council in relation to the routing of traffic to the site (including HGVs), the condition of local roads being affected by the proposal, increased risk of accidents and the potential for congestion along the local highway network.

The Transport Statement concludes that the development would not have an unacceptable impact on highway safety and the residual cumulative impacts of the proposals on the road network (when considered in conjunction with the existing traffic movements from the industrial estate) would not be severe in transport terms. The statement highlights that between 2014 and 2018 a total of 11 accidents occurred within the area, of which eight were slight and two serious with no recorded fatalities. The document states that the development would result in 86 additional two-way movements of staff trips per day and 64 additional two-way HGV movements per day, 44 movements of which equate to 2.5 arrivals and 2.55 departures per hour. For the combined development proposals this equates to three HGV arrivals and three HGV departures per hour.

The Transport Statement also includes details of the routing for traffic to and from the site; this would be from the access road–Sandtoft Road–Belton Road–A18–M180 and vice versa. The statement states that the development would not have a material impact at junctions 1 and 2 of the M180 nor at junction 5 of the M18, and the HGV generations would be low and would not have a material impact on the motorway interchanges on the M180 or M18. In respect of sustainable modes of travel, the following commentary is provided within the Transport Statement:

'The ability to access the site by sustainable modes of travel has been examined. It is acknowledged that there is a limited residential catchment area in proximity to the site and the availability of local services access to the site for those who do not reside in nearby Belton is challenging and unlikely to be a realistic choice.'

No objections have been received from Highways England, nor Highways, in relation to the proposed development, the projected vehicle numbers, or on pedestrian or highway safety grounds. Based on the information submitted within the Transport Statement, it is considered that the proposed development would not have an unacceptable impact upon the local highway network to the detriment of road safety.

Other issues

No lighting details have been provided, specifically external lighting, and given the rural location of the proposal, there is the potential for light pollution and lighting up the night sky, with subsequent impact upon protected species. Therefore, if planning permission is granted, a condition is recommended that, should any external lighting be proposed, details of such lighting, and its luminance levels, should be submitted for consideration. Care will need to be taken to ensure that the level of lighting is proportionate to the scale of the proposal and that any lighting scheme is not excessive in the rural landscape and does not impact on protected species.

Conclusion

It is considered that the development proposals represent a significant encroachment of industrial uses into the open countryside to the detriment of its greened character and appearance, which would result in rural landscape change. In addition, the proposed development is considered contrary to policies RD2 of the North Lincolnshire Local Plan and CS3 of the adopted Core Strategy, which seek to ensure that development in the open countryside is strictly controlled. Also, if permitted, the development (21 hectares) could prejudice the delivery of the employment site allocated under SANE-1 of the Housing and Employment Land Allocations DPD. Finally, planning permission should only be granted where the needs and benefits of the development proposals outweigh the benefits of maintaining habitat on site; it is the opinion of the local planning authority there are no benefits provided by the development proposals which override this impact.

RECOMMENDATION Refuse permission for the following reasons:

1.

The proposed development is for the extension of an industrial estate into the open countryside. The proposal does not constitute employment-related development appropriate in the open countryside and is not essential to the functioning of the countryside. Accordingly, it is considered contrary to policies RD2 of the North Lincolnshire Local Plan and CS3 of the North Lincolnshire Core Strategy.

2.

The development, if permitted, would result in the creation of 19 hectares of industrial land in the open countryside, which could prejudice the delivery of future employment provision on the allocated employment site at Sandtoft Airfield, under SANE-1 of the Housing and Employment Land Allocations Development Plan Document.

3.

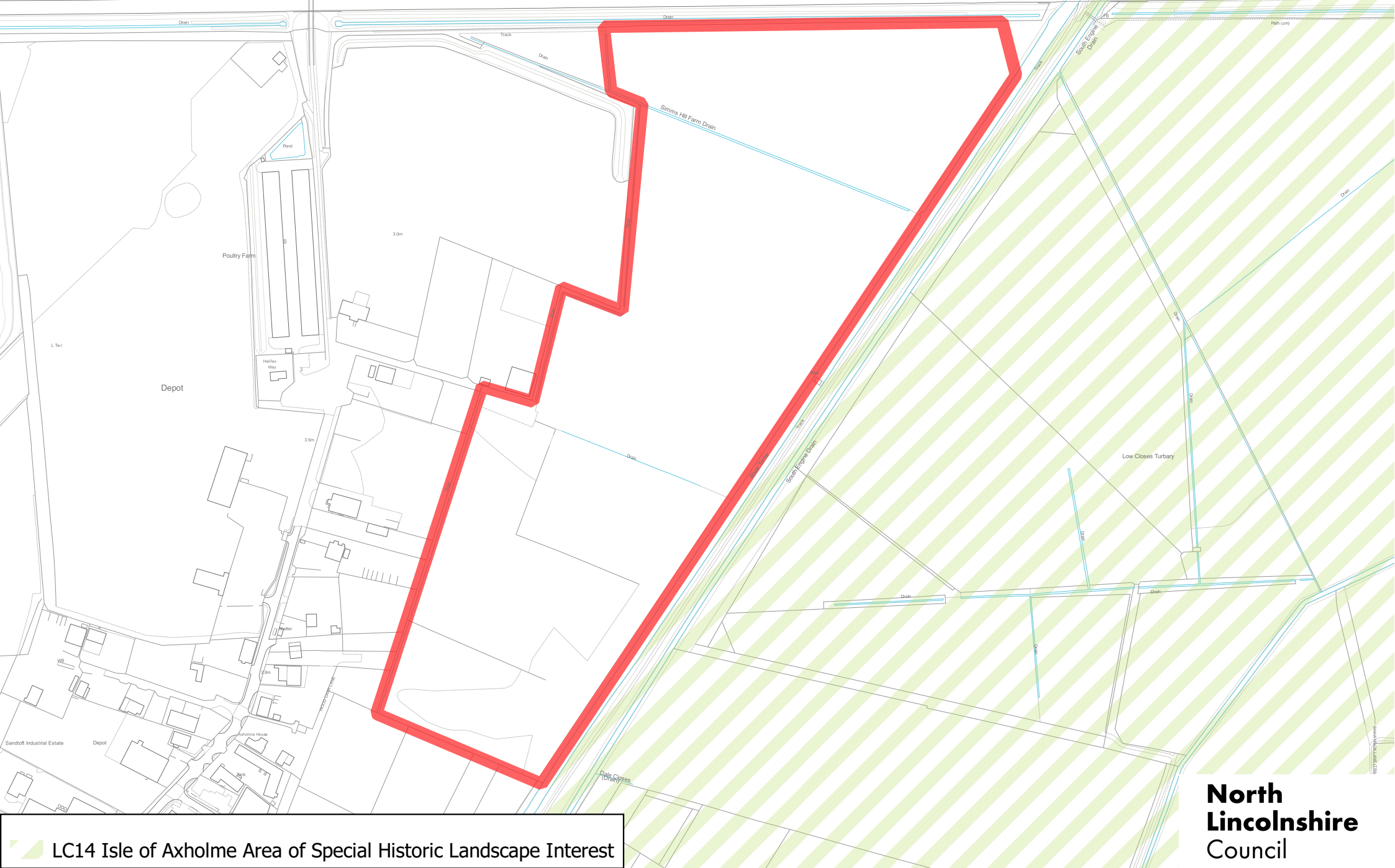
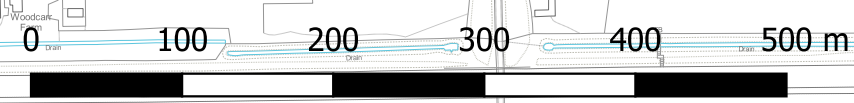
The proposed development, by virtue of its location in the open countryside and the scale of development proposed, is considered to represent a significant and unnecessary encroachment into the rural landscape, to the detriment of its greened character and appearance, thus adversely affecting the landscape character of the open countryside. The proposal is considered contrary to policies RD2, LC7 and DS1 of the North Lincolnshire Local Plan and CS5 of the North Lincolnshire Core Strategy.

4.

The proposal fails to provide sufficient compensation for the loss of priority grassland and broadleaved woodland that would be lost as a result of the development, and given the number and magnitude of ecological impacts, the proposal is considered contrary to policies LC4, LC5, LC6, LC7, LC12 and DS1 of the North Lincolnshire Local Plan and CS17 of the North Lincolnshire Core Strategy. In addition, it is considered there are no overriding benefits of the scheme that would compensate for the loss of this habitat.

Informative

In determining this application, the council, as local planning authority, has taken account of the guidance in paragraph 38 of the National Planning Policy Framework in order to seek to secure sustainable development that improves the economic, social and environmental conditions of the area.



LC14 Isle of Axholme Area of Special Historic Landscape Interest

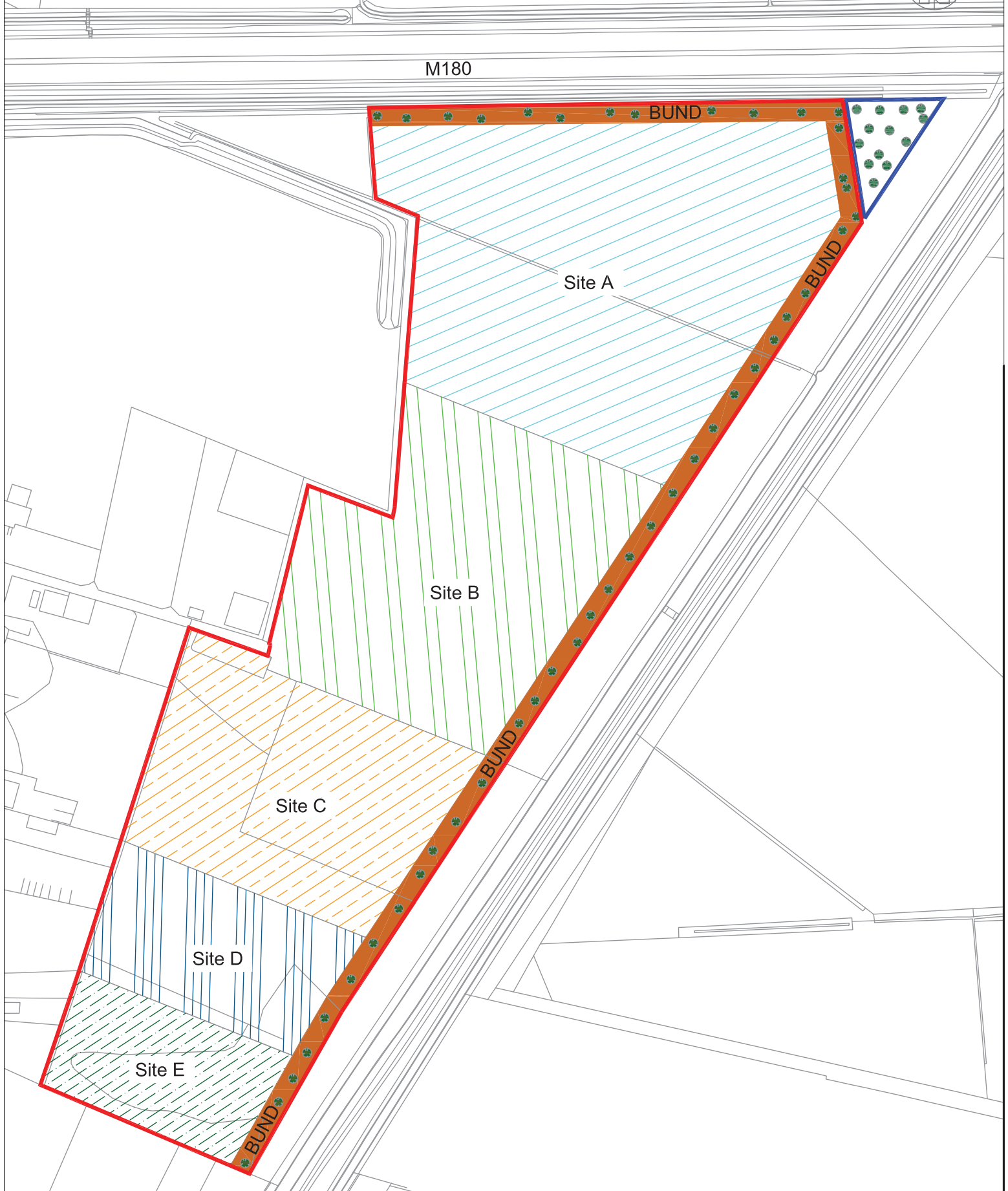
**North
Lincolnshire
Council**

PA/2020/1990

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PA/2020/1990 Proposed layout (not to scale)

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KEY :

- Site A - Pro Truck HGV and Plant Auctions. Area = 67,850m/sq
- Site B - North Lincs Aggregates Ltd. Area = 46,075m/sq
- Site C - GBA Transport Ltd. Area = 35,361m/sq
- Site D - Ever Readymix Concrete Ltd. Area = 18,744m/sq
- Site E - S & G Commercials. Area = 14,921m/sq

Drawing Title

EXTENSION LAND
SANDTOFT INDUSTRIAL EST
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Scale @ A3

1:2500

Date

DEC 2020