



Doncaster Council

Agenda

To all Members of the

PLANNING COMMITTEE

Notice is given that a Meeting of the above Committee is to be held as follows:

Venue: Council Chamber - Civic Office Waterdale, Doncaster

Date: Tuesday, 3rd April, 2018

Time: 2.00 pm

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Jo Miller
Chief Executive

Issued on: Thursday, 22nd March, 2018

Governance Services Officer for this meeting

Amber Torrington
(01302) 737472

Doncaster Metropolitan Borough Council
www.doncaster.gov.uk

Items for Discussion:

Item		PageNo.
1.	Apologies for Absence	
2.	To consider the extent, if any, to which the public and press are to be excluded from the meeting.	
3.	Declarations of Interest, if any.	
4.	Minutes of the Planning Committee Meeting held on 6th March, 2018	1 - 10
A.	Reports where the Public and Press may not be excluded.	
	<u>For Decision</u>	
5.	Schedule of Applications	11 - 146
	<u>For Information</u>	
6.	Appeal Decisions	147-152
B.	Items where the Public and Press may be excluded in accordance with grounds specified in the Local Government Act 1972, as amended.	
7.	Enforcement Cases Received and Closed for the Period of 21/02/18 to 16/03/18	153-168

Members of the Planning Committee

Chair – Councillor Eva Hughes
Vice-Chair – Councillor Iris Beech

Councillors Duncan Anderson, Mick Cooper, Susan Durant, John Healy, Sue McGuinness, Andy Pickering, Tina Reid, Dave Shaw and Jonathan Wood

Agenda Item 4.

DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE

TUESDAY, 6TH MARCH, 2018

A MEETING of the PLANNING COMMITTEE was held at the COUNCIL CHAMBER - CIVIC OFFICE on TUESDAY, 6TH MARCH, 2018, at 2.00 pm.

PRESENT:

Chair - Councillor Eva Hughes
Vice-Chair - Councillor Iris Beech

Councillors Duncan Anderson, Mick Cooper, Susan Durant, Sue McGuinness, Andy Pickering, Dave Shaw and Jonathan Wood.

APOLOGIES:

Apologies for absence were received from Councillors John Healy and Tina Reid.

81 DECLARATIONS OF INTEREST, IF ANY

In accordance with the Members' Code of Conduct, Councillor Sue McGuinness, declared an interest in Agenda Item No. 6, Notice to Remove Hedgerows, and took no part in the discussion at the meeting and vacated the room during consideration thereof.

82 MINUTES OF THE PLANNING COMMITTEE MEETING HELD ON 6TH FEBRUARY, 2018

RESOLVED that the minutes of the meeting held on 6th February, 2018 be approved as a correct record and signed by the Chair.

83 SCHEDULE OF APPLICATIONS.

RESOLVED that upon consideration of a Schedule of Planning and Other Applications received, together with the recommendations in respect thereof, the recommendations be approved in accordance with Schedule and marked Appendix 'A'.

84 TOWN AND COUNTRY PLANNING ACT 1990, SECTION 106 AGREEMENT.

RESOLVED that prior to the issue of planning permission in respect of the following planning application, which is included in the Schedule of Planning and Other Applications marked Appendix 'A' and attached hereto, the applicant be required to enter into an Agreement under Section 106 of the Town and Country Planning Act 1990, regulating the development:-

Application No.	Description and Location.
17/01687/FUL	Erection of two detached dwellings and

	double garages following demolition of existing dwelling at 8 Ellers Road, Bessacarr Doncaster DN4 7BA.
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85 DURATION OF MEETING

RESOLVED that in accordance with Council Procedure Rule 33.1, the Committee, having sat continuously for 3 hours, continue to consider the items of business on the agenda.

86 ORDER OF BUSINESS

In accordance with Council Procedure Rule 4(i), the Committee agreed to the variation of the order of business that Agenda Item No. 6, Notice to Remove Hedgerows, be considered before Schedule No. 5 on Agenda item No. 5, Schedule of Planning Applications, to allow the attendance of the Trees and Hedgerows Officer.

87 ADJOURNMENT OF MEETING

RESOLVED that in accordance with Council Procedure Rule 18.11(f), the meeting stand adjourned at 5.05 p.m. to be reconvened on this day at 5.10 p.m.

88 RECONVENING OF MEETING

The meeting reconvened at 5.10 p.m.

89 Notice to Remove: Hedgerows 1 (137m); 2 (225m); 3 (80m); 8 (347m); 9 (265m); 10 (175m); 11 (140m) totalling 1369m of Hedgerow; made under Regulation 5(1) of The Hedgerow Regulations 1997 (ref. 18/00378/HEDGE)

The Committee received a report on a Hedgerow Removal Notice. It was reported that on 30th January, 2018 the Council received a Hedgerow Removal Notice made under Regulation 5(1) of the Hedgerow Regulations (1997) for the removal of seven hedgerows totalling 1369m in length (seen in Appendix1). The hedgerows subject to the Hedgerow Removal Notice fell within the scope of the Hedgerow Regulations (1997) by virtue of growing on agricultural land, being over 30 years old and all greater than 20 metres in length.

Members were advised that the reason provided for the submission of the Hedgerow Removal Notice was to enable the commencement of development referenced 15/03013/OUTM. It was noted that the Council had 42 days to respond to a Hedgerow Removal Notice, after which time any subject hedgerow may be removed unless the Council served a Hedgerow Retention Notice within the 42 day period. It was also noted 15 objections had been received at the time of the compilation of the report. Following the compilation of the report a consultation response from the statutory consultee, Armthorpe Parish Council and two further representations all objecting to the proposed works, had been received.

Members attention was also drawn to a clarification within paragraph 7 of the report.

The Committee was advised that the decision whether to serve Hedgerow Retention Notices was put before Members following a request by Councillor Chris McGuinness and Members were required to give due consideration to this and to the representations made when reaching their decision.

In accordance with Planning Guidance 'Having Your Say at Planning Committee', Mr. Gwynn Stubbings representing the Applicant, spoke in support of the application for the duration of up to 5 minutes.

Upon the Chair declaring that there was an equal number of votes cast for and against the application, the Chair, Councillor Eva Hughes, in accordance with Council Procedure Rule 21.2, exercised her right to use her casting vote and voted to approve the report in that grant the Hedgerow Retention Notices be not served.

RESOLVED that the Hedgerow Retention Notices not be served.

90 EXCLUSION OF PUBLIC AND PRESS

RESOLVED that the public and press be excluded from the remaining proceedings of the meeting, in accordance with Section 100(A)(4) of the Local Government Act 1972, as amended, on the grounds that exempt information as defined in Paragraph 6 of Schedule 12A to the Act, is likely to be disclosed.

91 ENFORCEMENT CASES RECEIVED AND CLOSED FOR THE PERIOD OF 23RD JANUARY TO 20TH FEBRUARY 2018 (EXCLUSION PARAGRAPH 6)

The Committee considered a report which detailed all Planning Enforcement complaints and cases received, and closed during the period 23rd January to 20th February, 2018.

In response to the Chair, Councillor Eva Hughes seeking further clarification with regard Enforcement Case 18/00061/M, the Head of Planning, Richard Purcell, undertook to provide Councillor Hughes with a progress report on the specific details of the case following the meeting.

RESOLVED that all Planning Enforcement Cases received and closed for the period 23rd January to 20th February, 2018, be noted.

DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE – 6th March, 2018

Application	1		
Application Number:	17/02233/FUL	Application Expiry Date:	16th November 2017
Application Type:	Full Application		
Proposal Description:	Proposed erection of 3 backland dwellings and 1 replacement dwelling (no 28 Doncaster Road) to frontage following the demolition of existing property		
At:	28 Doncaster Road, Hatfield, Doncaster DN7 6AD		
For:	Ms S Jackson – Faith Homes Ltd		
Third Party Reps:	The proposal has received objection from 6 person	Parish:	Hatfield Parish Council
		Ward:	Hatfield

A proposal was made to grant the application.

Proposed by: **Councillor Iris Beech**

Seconded by: **Councillor Eva Hughes**

For: 7 Against: 2 Abstain: 0

Decision: Planning permission granted subject to the addition of the following Condition:-.

11. No development shall take place on the site until details of a landscaping/planting scheme have been agreed in writing with the Local Planning Authority. This scheme shall indicate all existing trees and hedgerows on the site, showing their respective size, species and condition. It shall distinguish between those which are to be retained, those proposed for removal and those requiring surgery. The scheme should also indicate, where appropriate, full details of new or replacement planting. All planting material included in the scheme shall comply with British Standard 3936: 1992 Nursery Stock Part One . Planting shall take place in the first suitable planting season, following the commencement of the development. Any tree or shrub planted in accordance with the scheme and becoming damaged, diseased, dying or removed within five years of planting shall be replaced in accordance with the above document.

REASON

To ensure that a landscape/planting scheme is submitted and implemented in the interests of amenity and in compliance with core strategy policy CS16: Valuing our natural environment.

Application	2
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Application Number:	17/02591/FUL	Application Expiry Date:	13th December 2017
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Application Type:	Full Application
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Proposal Description:	Erection of two storey dwelling and detached double garage
At:	69 High Street, Hatfield, Doncaster DN7 6RS

For:	Mr Robert Richardson
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Third Party Reps:	8	Parish:	Hatfield Parish Council
		Ward:	Hatfield

A proposal was made to grant the application.

Proposed by: **Councillor Eva Hughes**

Seconded by: **Councillor Sue McGuinness**

For: 5 Against: 4 Abstain: 0

Decision: Planning permission granted subject to the amendment to Condition 03 and 11 to read as follows:-

- 03.** The development hereby permitted must be carried out and completed entirely in accordance with the terms of this permission and the details shown on the amended plans dated 5.3.18 (elevations) and 28.2.18 (site plans and garage).

REASON

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

- 11.** Prior to the commencement of work, full details of the proposed hard and soft landscaping and the design, materials and type of boundary treatment to be erected shall be submitted to and approved in writing by the Local Planning Authority. Such details should include details of design, materials, and finish of all gates proposed for the site. The soft landscape plan shall include a schedule providing details of the species, nursery stock specification in accordance with British Standard 3936: 1992 Nursery Stock Part One and planting distances of trees and shrubs; a specification of planting and staking/guying; a timescale of implementation; and details of aftercare for a minimum of 5 years following practical completion of the landscape works. Thereafter the landscape scheme shall be implemented in full accordance with the approved details. Any part of the scheme which fails to achieve independence in the landscape or is damaged or removed within five years of planting shall be replaced during the next available planting season in full accordance with the approved scheme, unless the local planning authority gives its written approval to any variation.

REASON

In the interests of the character or appearance of the Conservation Area

In accordance with Planning Guidance, 'Having Your Say at Planning Committee', Mr. David Jennings and Councillor Derek Smith, Local Ward Member, spoke in opposition of the application for the duration of up to 5 minutes each.

In accordance with Planning Guidance 'Having Your Say at Planning Committee', Miss Anja Voigt spoke in support of the application for the duration of up to 5 minutes.

(Receipt of an additional representation from Mr. David Jennings and an Amended Plan, were reported at the meeting.)

Application	3
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Application Number:	17/00910/FULM	Application Expiry Date:	25th May 2006
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Application Type:	Planning FULL Major
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Proposal Description:	Hybrid planning application comprising: (1) 1 Full planning permission for the erection of a new pro shop, changing suite, erection of driving range, sports bar and academy zone/centre of excellence. Including complimentary supporting uses of a hotel with adjoining conference venue, main reception and health and fitness suite together with a bar and ancillary dining restaurant and permission for the change of use of land to create a new car park. (2) Outline application for the erection of 18 dwellings and associated infrastructure being all matters reserved and re-development of existing golf course being all matters reserved.
At:	Bawtry Golf Club, Cross Lane, Thorne Road, Austerfield

For:	Mr John Saul – Saul Construction Ltd on behalf of Burntwood
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Third Party Reps:	0	Parish:	Austerfield Parish Council
		Ward:	Rossington and Bawtry

A proposal was made to defer the application for a Site Visit to assess the location of the proposed 18 dwellings on the site in relation to their impact on the character of the area and allow Officers to undertake further discussions with regard to transport implications, phasing and contractual implications of the proposal.

Proposed by: **Councillor Mick Cooper**

Seconded by: **Councillor Dave Shaw**

For: 4 Against: 5 Abstain: 0

Decision: The Motion to defer the application for a Site Visit was declared LOST.

Subsequently, a proposal was made to defer the application to provide further information in respect of the phasing and overall delivery of the development.

Proposed by: **Councillor Jonathan Wood**

Seconded by: **Councillor Andy Pickering**

For: **8** Against: **1** Abstain: **0**

Decision: **The application be deferred to provide further information in respect of the phasing and overall delivery of the development.**

In accordance with Planning Guidance 'Having Your Say at Planning Committee', Mr. Jon Rigby on behalf of Bond Bryan Architects spoke in support of the application for the duration of up to 5 minutes.

(Receipt of additional Conditions relating to a Biodiversity Method Statement, Ecological Enhancement Plan and Phasing Plan, a further Informative, an additional representation from Mr. Barry Scully seeking clarification and an amendment to paragraph 8.48 of the report, were reported at the meeting.)

Application	4
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Application Number:	17/02947/FUL	Application Expiry Date:	31st January 2018
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Application Type:	Full Application
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Proposal Description:	Redevelopment of the existing petrol station; including proposed rear extension to existing petrol filling station building for a food to go offering, as well as various alterations including new shop front, canopy, parking, bin store, jet washes, air and water machine and retention of ATM
At:	Adwick Le Street, Lutterworth Drive, Doncaster DN6 7BX

For:	Moto Fuel Group Ltd
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Third Party Reps:	7 representations and a 29 signature petition	Parish:	N/A
		Ward:	Adwick Le Street and Carcroft

A proposal was made to grant the application.

Proposed by: **Councillor Sue McGuinness**

Seconded by: **Councillor Eva Hughes**

For: 3 Against: 4 Abstain: 0

Decision: The Motion to grant the application was LOST.

Subsequently, a proposal was made to refuse the application.

Proposed by: Councillor Dave Shaw

Seconded by: Councillor Jonathan Wood

For: 3 Against: 4 Abstain: 0

Decision: The Motion to refuse the application was LOST.

Subsequently, a proposal was made to defer the application for a site visit to assess the impact of the proposal upon highway safety and that a Highways Officer be in attendance thereat.

Proposed by: Councillor Jonathan Wood

Seconded by: Councillor Andy Pickering

For: 7 Against: 0 Abstain: 0

Decision: The application be deferred for a site visit to assess the impact of the proposal upon highway safety and that a Highways Officer be in attendance thereat.

In accordance with Planning Guidance 'Having Your Say at Planning Committee', Mr. David Nye spoke in support of the application for the duration of up to 5 minutes.

In accordance with Planning Guidance 'Having Your Say at Planning Committee', Councillors John Mounsey and David Hughes, Local Ward Members, spoke in support of the application for the duration of up to 5 minutes each.

Application	5
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Application Number:	17/01687/FUL	Application Expiry Date:	13th March 2018
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Application Type:	Full Application
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Proposal Description:	Erection of two detached dwellings and double garages following demolition of existing dwelling
At:	8 Ellers Road, Bessacarr, Doncaster, DN4 7BA

For:	Mr Singh
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Third Party Reps:	8	Ward:	Bessacarr
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A proposal was made to grant the application subject to the completion of a Section 106 agreement.

Proposed by: **Councillor Duncan Anderson**

Seconded by: **Councillor Iris Beech**

For: 4 Against: 1 Abstain: 0

Decision: Planning permission granted subject the completion of an Agreement under Section 106 of the Town and Country Planning Act 1990 (as amended) in relation to the following matters and the Head of Planning be authorised to issue the Decision Notice upon completion of the Agreement:-

- (A) Not to allow or permit Construction of the First Floor of the Second Dwelling until such time as the First Dwelling is Completed at First Floor Level unless otherwise agreed in writing by the Council.**

DONCASTER METROPOLITAN BOROUGH COUNCIL

Date 3rd April 2018

To the Chair and Members of the

PLANNING COMMITTEE

PLANNING APPLICATIONS PROCESSING SYSTEM

Purpose of the Report

1. A schedule of planning applications for consideration by Members is attached.
2. Each application comprises an individual report and recommendation to assist the determination process.

Human Rights Implications

Member should take account of and protect the rights of individuals affected when making decisions on planning applications. In general Members should consider:-

1. Whether the activity for which consent is sought interferes with any Convention rights.
2. Whether the interference pursues a legitimate aim, such as economic well being or the rights of others to enjoy their property.
3. Whether restriction on one is proportionate to the benefit of the other.

Copyright Implications

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Scott Cardwell
Assistant Director of Development
Directorate of Regeneration and Environment

Contact Officers: Mr R Sykes (Tel: 734555)

Background Papers: Planning Application reports refer to relevant background papers

Summary List of Planning Committee Applications

NOTE:- Site Visited applications are marked 'SV' and Major Proposals are marked 'M'

Application	Application No	Ward	Parish
1. SV/M	17/00910/FULM	Rossington And Bawtry	Austerfield Parish Council
2. SV	17/02947/FUL	Adwick Le Street And Carcroft	
3.	17/01813/FUL	Finningley	Auckley Parish Council
4.	17/02784/FUL	Hatfield	Hatfield Parish Council
5.	18/00022/FUL	Tickhill And Wadworth	Tickhill Parish Council
6.	18/00111/FUL	Thorne And Moorends	Thorne Town Council
7.	17/02892/FUL	Town	

DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE – 3rd April 2018

Application	1
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Application Number:	17/00910/FULM	Application Expiry Date:	3rd August 2017
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Application Type:	Planning FULL Major
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Proposal Description:	<p>Hybrid planning application comprising:</p> <p>(1) Full planning permission for the erection of a new pro shop, changing suite, erection of driving range, sports bar and academy zone/centre of excellence. Including complimentary supporting uses of a hotel with adjoining conference venue, main reception and health & fitness suite together with a bar and ancillary dining restaurant and permission for the change of use of land to create a new car park.</p> <p>(2) Outline application for the erection of 18 dwellings and associated infrastructure being all matters reserved and re-development of existing golf course being all matters reserved.</p>
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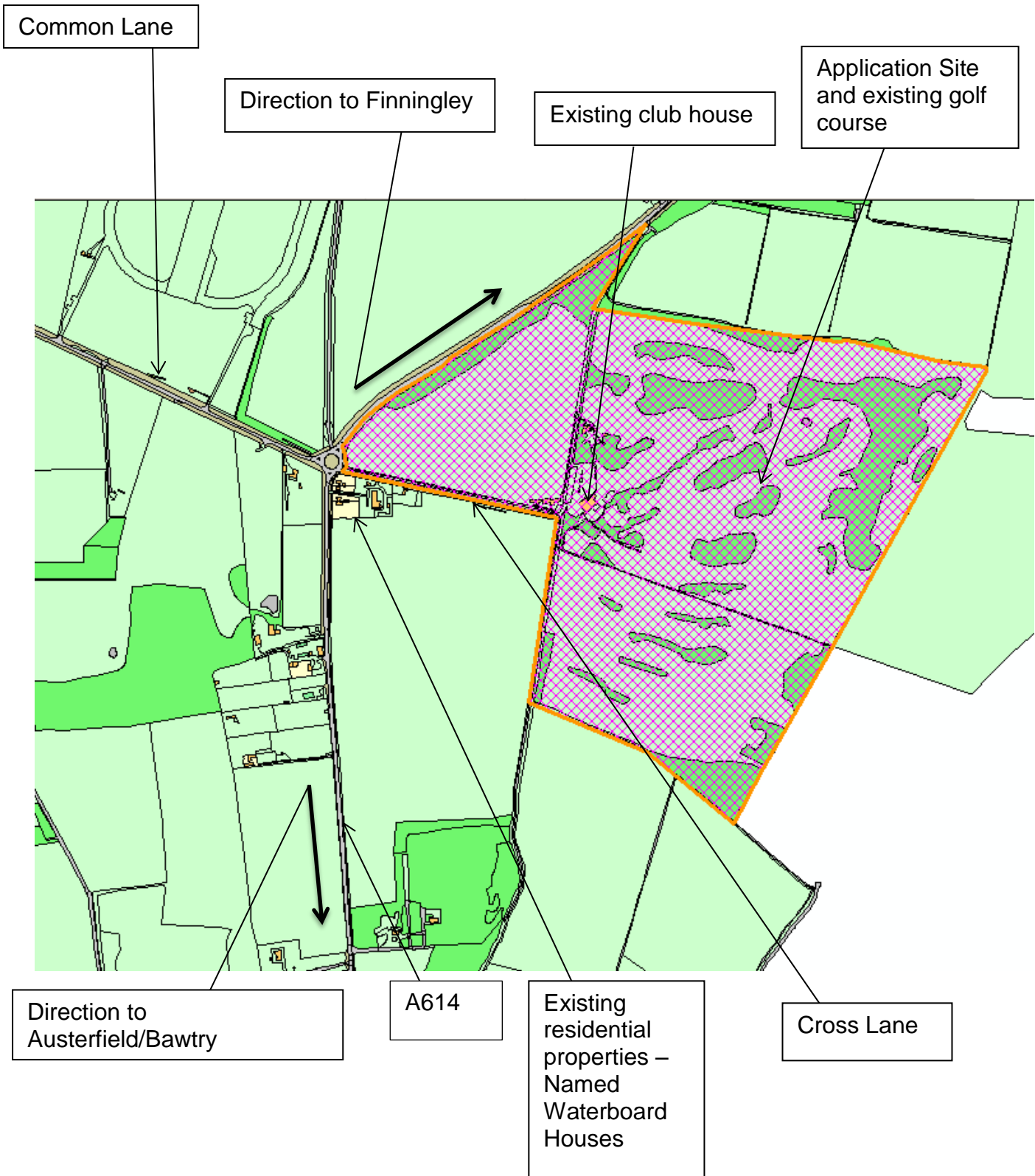
At:	Bawtry Golf Club Cross Lane Thorne Road Austerfield
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For:	Mr John Saul - Saul Construction Ltd On Behalf Of Burntwood
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Third Party Reps:	1	Parish:	Austerfield Parish Council
		Ward:	Rossington And Bawtry

Author of Report	Garry Hildersley
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MAIN RECOMMENDATION:	GRANT Subject to s106 legal agreement
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1.0 Reason for Report

1.1 The report was presented to Members at the Planning Committee on the 06th March 2018 due to the proposal being a departure from the development and potentially affecting a public right of way (PROW). The application was deferred pending further information to be provided in respect of the phasing and overall delivery of the development and is now before Members for consideration and determination.

2.0 Proposal and Background

2.1 The application as submitted is a hybrid planning application seeking full planning permission for the erection of a new pro shop, changing suite, change of use of land for the formation of car park, driving range, sports bar and academy zone/ centre of excellence. The proposal also includes complimentary supporting uses of a hotel with adjoining conference venue, main reception and health & fitness suite together with a bar and family dining restaurant. Outline planning permission is sought for the erection of 18 dwellings and associated infrastructure being all matters reserved with the redevelopment of the 18 hole golf course also being considered in outline with all matters reserved.

2.2 The proposal seeks to develop an existing golf course, club house and driving range by enhancing the current facilities as well as introducing a new business model to ensure future longevity of the site. The proposal offers a new way to play golf by introducing a short game proposal together an emphasis on education. It is this aspect of the proposal taken together with the significant investment in the design of the scheme that would result in a site that would have regional appeal.

2.3 The development for 18 dwellings in the countryside represents a departure from the development plan and careful consideration is given as to whether any material planning considerations outweigh the harm generated by the proposal.

2.4 The site is accessed via a roundabout leading from Cross Lane and is set back from Thorne Road by 511m. The nearest residential properties are Waterboard Houses located on Thorne Road located 495m from the existing club house. The surrounding area is typically rural in character being made up of agricultural fields to the south west. The existing golf course lies to the east of the existing pro shop and is typical of main golf courses being laid to grass with landscaped areas both strategically within the site but also along its boundaries. North west of the existing club house lies the driving range equating to an area approximately 26100 sqm in size. Views of the existing driving range are largely screened both from Thorne Road and Cross Lane by existing landscape features and vegetation.

2.5 Public rights of way interest parts of the site running from north to south to the west of the existing golf course (Footpath number 2) and leading from the A614 towards the existing club house (footpath number 3).

2.6 The nearest settlement is Austerfield located 1.1km from the site, with Bawtry located 2.8km to the south and Finningley approximately 3.1km to the north. Doncaster Town Centre is located approximately 10.5km from the site.

3.0 Relevant Planning History

07/02595/FUL - Erection of toilet block (4.8m x 7.9m), extension to golf shop (7.5m x 5.5m) and erection of handrail and ramp. Application granted.

07/02596/FUL - Erection of golf driving range (approx. 21m x 4.8m), tuition area (approx. 13.8m x 8.1m) and lobby/store (approx. 7m x 4m). Application granted.

08/00510/FUL - Siting of relocatable building (11.38m x 3.78m). Application granted

08/02303/FUL - Erection of single storey extension (12.5m x 7.5m) to form living accommodation. Application granted.

09/00011/FUL - Erection of single storey extension to accommodation block (7.8m x 3.5m). Application refused on the following basis:

In the opinion of the Local Planning Authority, the proposed development is not considered essential to the continuance to the running of the business and as a result would represent unreasonable and unjustified development in the countryside. As such the proposed development is contrary to the provisions of Policies ENV11 of the Doncaster Unitary Development Plan 1998 and Planning Policy Statement 7; Delivering Sustainable development in rural areas.

16/01016/FUL - Replacement of agricultural maintenance sheds and yards for land / grounds maintenance of the existing golf course, driving range and land on the site of Bawtry Golf Course. Application granted.

4.0 Site Allocation

4.1 The site is allocated as Countryside Policy Area as defined by the Doncaster Unitary Development Plan (Proposals Map) 1998 and as Countryside Protection Policy Area as defined in the Local Development Framework Core Strategy (Key Diagram) 2012. The policies relating to the countryside in the east of the Borough are similar in the two plans and full consideration should be given to all relevant local and national policies.

Relevant, Local and National Policies

4.2 National Planning Policy Framework

- Chapter 1 - Building a strong and competitive economy
- Chapter 2 - Ensuring the vitality and viability of town centres
- Chapter 3 - Supporting a prosperous rural economy
- Chapter 4 - Promoting sustainable transport
- Chapter 7 - Requiring good design
- Chapter 8 - Promoting healthy communities
- Chapter 10 - Meeting the challenge of climate change, flooding and coastal change
- Chapter 11 - Conserving and enhancing the natural environment
- Chapter 13 - Facilitating the sustainable use of materials

4.3 In March 2018 a set of revisions to the existing NPPF were published for consultation. The draft is subject to lengthy consultation and may still change and as such, no weight is given at this stage.

4.4 Core Strategy 2011 - 2028

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

CS 1: Quality of Life
CS 2: Growth and Regeneration Strategy
CS 3: Countryside
CS 4: Flooding
CS 5: Employment Strategy
CS 7: Retail and Town Centres
CS 9: Providing Travel Choice
CS 14: Design and Sustainable Construction
CS 16: Valuing our Natural Environment
CS 17 Providing Green Infrastructure

4.5 Saved Unitary Development Plan Policies

EMP 15 - Industrial and commercial development in rural areas
ENV 2 - Countryside Policy Area Designation
ENV 4 - Countryside Policy Area
ENV 7 - Recreation and Leisure developments
ENV 11 - Industrial/Commercial Development
ENV 12 - Retail Development
ENV 41 - Sites of regional/local importance for nature conservation
ENV 53 - Design of new buildings
ENV 59 - Protection of trees
TO 4 - Hotel Development

Other material planning considerations

- The Doncaster Green Infrastructure Strategy 2014 - 2028
- Doncaster Development and Flood Risk SPD
- Doncaster Development and Design Requirements SPD
- Doncaster's Economic Growth Plan 2013-18
- Doncaster's Borough Strategy 2014
- Doncaster Health and Wellbeing Strategy 2016- 2021
- Doncaster Growing Together

5.0 Representations

One representation has been received in respect of PROW seeking clarity in respect to the diversion of the public footpath.

6.0 Parish Council

Whilst no objections have been raised in relation to the proposal noting that the development and expansion of the golf club would be an asset to the village and also a benefit to the residents if the owners employed local people, however the following concerns have been raised:

- Concerns regarding the development of 18 houses beyond the settlement boundary and this could set a precedent for other developments.
- A request was made as to whether the houses could be built upon completion of the hotel and club house.
- Concerns with regard to power supply
- Concerns with regard to sustainability

7.0 Relevant Consultations

Architectural Liaison Officer – No objections

SYAS – No response received

National Grid – No response received

Counter Terrorism – No objections

Environment Agency – No objections subject to conditions

South Yorkshire Fire and Rescue – No objections

Ramblers association – No response received

Robin Hood Airport – No response received

Severn Trent Water – No response received

Area Manager – No response received

DMBC Tree Officer – No objections subject to conditions

DMBC Environmental Health – No objections

DMBC PROW – No objections subject to conditions

DMBC Highway Network Management – No objections following amendments

DMBC Highways Development Control – No objections subject to conditions

DMBC Policy (Housing) – Consideration should be given to the material planning matters that support the need for housing in the countryside.

DMBC Investment Team - No response received

DMBC Urban Design – No objections subject to conditions

DMBC Internal Drainage – No objections subject to conditions

DMBC Policy (Retail) – No objections received

DMBC Pollution control – No objections subject to conditions

8.0 Planning Issues and Discussion

Introduction

8.1 Bawtry Golf Course is a 7,000 yard, 18 hole parkland golf course established in 1974. The current membership number is 294 with a previous high of circa 450 which has steadily been declining over the past 10 years. It is noted by the applicant that less than 10% of the members are under the age of 40. The current owners have made a number of significant investments in the site since acquiring it in 2015, including the greenkeeper's storage building and a series of landscape improvements across the wider course.

8.2 The existing clubhouse building is located immediately adjacent to the car park at the end of Cross Lane and sits broadly central within the overall site. Of single storey, flat roof construction the building is approximately 40 years old with a series of refurbishments and extensions undertaken in recent years in order to prolong the buildings lifespan.

8.3 The property is located to the immediate south east of Doncaster Sheffield Airport just off the A614 in a countryside location. The nearest main settlement is the village of Austerfield some 1.1km to the south. Beyond this, the town of Bawtry lies some 3 miles to the south west. Other nearby villages include Finningley and Auckley some 3 miles and 4 miles north of the application site respectively. Doncaster itself is approximately 7.5miles north west of the site. Motorway access is provided at junction 3 of the M18, which is around 6 miles north west of the site.

8.4 The entire site is estimated as being approximately 185 acres (75 ha), is irregularly shaped and generally level. The vast majority of the site is laid out as a golf course, with existing club house facilities in the centre-west of the site. The bulk of the new commercial development is due to be delivered in a triangle of land towards the north west of the land holding alongside the A614. This area is currently not used as part of the existing course and is open and undeveloped in nature.

8.5 The land proposed for residential development is a strip of land adjacent to the south west boundary measuring approximately 3.7 acres (1.5 ha) in size. This land currently makes up part of the existing golf course.

8.6 Prior to the submission of the application, the applicants entered into pre-application discussions with the Council. The information provided during this process predominantly centred on design principles of the new enterprise and comments were provided which outlined the Council's position in relation to the proposal. Since this time, the application has included details not considered within the pre-application such as a transport assessment and highways information, landscaping and tree information, viability and public rights of way information.

8.7 Information has been provided that has sought to demonstrate that the existing enterprise has been failing for a number of years and that the current proposal seeks to revive the golfing enterprise by changing the golfing offer, improving the overall design and experience for its patrons. The proposal aims to deliver a higher quality design in order to achieve a standard of development and architectural response in keeping with the area.

8.8 Architecturally the scheme aims to be a modern interpretation of the English country house, a building form that provides public and private spaces, all interlinked and focussed into a landscaped parkland setting. Each of the individual components will share a common design vocabulary. Again the country house analogy applies where mews blocks and stable wings fit simply and appropriately against the 'main house' to provide an integrated whole.

8.9 In considering the proposal the main material planning considerations are outlined below:

- Whether the principle of the proposal is acceptable
- The impact of the proposal on the countryside
- Viability of the proposal
- The impact of the proposal on existing highway network
- The impact of the proposal on existing trees and biodiversity
- Impact of the proposal on the PROW
- Flooding and Drainage issues
- Impact on any neighbouring properties

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

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

Appropriateness of the proposal

8.11 The proposal is a hybrid application and is most easily considered in two parts. Firstly the proposal seeks full permission for the erection of a new pro shop, changing suite, formation of car park, driving range, sports bar and academy zone/ centre of excellence, including complimentary supporting uses of a hotel with adjoining conference venue, main reception and health & fitness suite together with a bar and family dining restaurant. The proposal also includes outline permission for the erection of 18 dwellings with all matters reserved.

8.12 The application site is defined as Countryside Policy Area, as defined by the Doncaster UDP, adopted in 1998 and Countryside Protection Policy Area as defined in the Core Strategy. Policy ENV 2, a saved policy contained within Doncaster Unitary Development Plan states that the Borough Council will maintain a Countryside Policy Area in the Eastern Part of the Borough covering all countryside outside the Green Belt.

8.13 Development within the Countryside Policy Area is not normally permitted other than for certain purposes such as agriculture, forestry, outdoor recreation and leisure etc. The policy also allows for re-use of existing buildings, small scale extensions of sources of employment, minor retail etc., subject to not prejudicing the purposes of the countryside, create or aggravate highway or amenity problems and be appropriately designed. Whilst the proposal would lead to the encroachment into the countryside contrary to Policy ENV2 of Doncaster's Unitary Development Plan, it is considered other saved policies within the Unitary Development Plan and Doncaster's Core Strategy that would allow expansion and redevelopment of the existing golf course.

8.14 Core Strategy Policy CS3 sets out the generally acceptable uses and broadly chimes with policy ENV2 setting out at criterion (B iv) uses considered to be acceptable include agriculture, forestry, outdoor sport and recreation, habitat creation, flood storage and management, essential infrastructure, mineral extraction, some forms of stand alone renewable energy, suitable farm diversification schemes, limited extension, alteration or replacement of existing dwellings and re-use of suitable buildings for uses appropriate in the countryside. Saved Policy EMP15 encourages leisure developments provided that their impact upon the countryside is acceptable, is of a scale and nature that is appropriate to the countryside and complies with other safeguarding policies.

8.15 The footprint of the proposed building is generally in the form of a cross containing fitness suite, village bar, reception area, hotel, conference area and state of the art driving range. The hotel comprises of 68 bedrooms located in a wing on the western elevation. A curved driving range is located on the south eastern block of the proposed development. A copy of the building layout is contained within annex 1 of this report.

8.16 It is acknowledged that the proposal includes aspects such as a hotel, conference venue, sports bar and fitness suite. It was important to ensure that these aspects were ancillary to the principle use of the site being a golf course. Whilst the proposal would inevitably result in an increase in functions operating from the site, these are considered to be key ingredients to the longevity of the business and a diversification of the existing golfing enterprise. The possibility for the site to offer potential conferencing within the facilities proposed will help to ensure that the business can continue sustainably into the future. Concerns were raised by members during the last committee that individual aspects of the proposal could be sold off separately or that aspects could be built out without the benefits of the whole proposal coming forward e.g. the development of the 18 houses alone.

8.17 The applicant has provided a phasing plan specifically tying in with the viability assessment that has been considered. It shows that over a 4 year period the site will be developed out in its entirety. In year 1 the proposal is to develop out the majority of the driving range, academy, health and fitness village bar and landscaping.

8.18 Year 2 is shown to finish the aforementioned aspects with a 10% start made on the hotel and conference parts of the proposal and a 50% start on the residential aspect of the proposal.

8.19 Year 3 is shown to finish the residential development, develop upto 50% of the hotel project and 30% of the conferencing area with 83% of the landscaping being implemented. In year 4 the proposal would be complete with all elements of the proposal coming online.

8.20 It is clear from the information above that the applicants intention to complete the aspects directly related to golf at the earliest opportunity i.e. year 1 and 2 with the supporting facilities coming on stream later. This provides comfort that the applicant's intentions are to develop the site focusing on site golfing delivery. In the event that planning permission is granted, the Section 106 agreement, which will need to be signed up to by the applicant will be worded to require a phasing plan to come forward and to prevent the disposal of land aspects such as the hotel, village bar/restaurant or health and fitness suite from being sold off separately.

8.21 The proposed building is generally 2 storey in nature having been designed using a concept of a traditional country house. The proposal seeks to build on this concept by introducing a modern interpretation of the traditional country house and examples of the elevations can be found within annex 5 of this report as well as conceptual designs of the proposal. In essence the proposal includes large amounts of glazing with light buff/stone coloured brickwork and horizontal plank format timber rain screen boarding in natural finish. It is considered that these materials together with the design result in a modern, sleek appearance. The height of the building differs being 13.5m at its highest point with interlocking glazed curtain walling areas of approximately 7.8m in height.

8.22 Whilst undoubtedly the proposal would result in some encroachment into the countryside by virtue of the re-development of the site, an important aspect to consider is how this development would be seen against wider views of the countryside and this will be considered later within this report.

8.23 It is recognised that the golfing enterprise already exists and would in most instances be expected to be located within the countryside. Moreover it is reasonable to describe the golfing offer as an outdoor leisure and recreation facility therefore complying with Policies CS3 and saved policy ENV4.

8.24 In determining the proposal consideration has been given to Doncaster's Growing Together agenda which sets out concrete plans for now and big ideas for the future. The document sets out its shared vision as a thriving place to learn, work and live. The prospectus places great importance on creating healthy and vibrant communities through physical activity and sport. Doncaster is one of the least active places in Yorkshire and Humberside with just over half of residents taking part in the recommended 150 minutes of physical activity per week. As this report will seek to outline, the proposal will offer a golfing enterprise focused on grass roots education. Not only will this help to increase the amount of physical activity of school children but the educational aspiration of the proposal would tie in with the Council's vision of preparing all children, young people and adults for a life that is fulfilling. It is considered that the proposal would chime with the Growing Together aspiration of providing a thriving place learn, work and live.

8.25 The proposal also includes the erection of a hotel and supporting facilities and this clearly falls outside of the acceptable uses specified within policies ENV2, ENV4 and CS3 but are considered ancillary to the main function of the golf course. That said saved Policy TO4 specifies the circumstances in which hotel and conference centre development may be acceptable. It recognises at criterion c) that an exception would be where development forms part of major recreation/leisure uses where the borough is satisfied that these uses would generate a large number of visitors and the requirement for overnight accommodation. Typically hotel developments are directed to Doncaster's Town Centre and the LPA in determining the proposal must decide if a sequential test is required to demonstrate that the proposal would not harm the viability of the town centre.

8.26 The ancillary functions proposed such as pro shop, changing suite, car park, driving range, sports bar and academy zone/ centre of excellence and hotel and leisure are considered to complement the golfing enterprise and tourism offer and not seen as uses in their own right. It is considered that the individual uses could not be disaggregated or delivered elsewhere and the council have regard for the scale and size of the tourist development of which has grown over the years since opening.

8.27 It is therefore considered that the sequential test can be satisfied and the proposal is unlikely to have significant adverse impacts on the town centre and other centres within the hierarchy of the borough.

8.28 Balancing the aforementioned it is considered that the redevelopment of the golf course would fall within the specified uses contained within Policies ENV4 and CS3 being outdoor leisure and recreation. The proposal for a hotel is considered to be an ancillary function whilst being a departure from the development plan, is considered acceptable resulting from a major leisure use which would generate a significant number of visitors. The applicants have successfully demonstrated that the hotel function would operate as an ancillary function to the golf course and offers accommodation specifically associated with the course. As a result it is considered that its impact on the vitality of the town centre would be negligible.

8.29 Leading from the acceptability of the pro shop, changing suite, car park, driving range, sports bar and academy zone/ centre of excellence, consideration should also be given to the acceptability of the 18 dwellings proposed in outline form. The erection of 18 dwellings in the countryside is clearly contrary to local and national policy which seeks to protect the countryside from encroachment and requires that local authorities should look to avoid isolated homes in the countryside unless there are special circumstances that would outweigh the harm being generated. The proposed erection of 18 dwellings is clearly recognised as a departure from the development plan and this weighs substantially against the proposal, however the applicant has sought to justify, by providing material planning considerations and circumstances in which the planning harm is outweighed.

8.30 The applicant contends that industry leaders have widely acknowledged the opportunity for the game of golf to be modernised, with millions of potential new players interested in learning the game but discouraged because of preconceptions about the sport and the way it is played.

8.31 Various industry reports such as Golf Benchmarking surveys (KPMG), Vision 2020 (EGCOA - European Golf Owners Association) and The Future of Golf (Syngentia) illustrate the issues facing the game and make a number of key recommendations. The proposal has sought to incorporate these recommendations into the current proposal through for example innovation in architecture, education, management, marketing and delivery of customer service.

8.32 The purpose of this development is fundamentally about offering a more accessible inclusive and interesting avenue into golf for a much broader proportion of the community. The proposal is to offer an alternative and educational approach to golf with an emphasis on welcoming and nourishing 'grass roots' aspects of the game through connections with local schools, initiatives and community groups with an aspiration to see golf integrate as an integral part of the national curriculum of physical education. This would chime with the Council's overall aspirations contained with the health and wellbeing strategy 2016 - 2021.

8.33 The proposed business has brought on board Zen Golfing to help with the educational side of the proposal. The applicant has set out that the purpose of this development is fundamentally about offering a more accessible, inclusive and interesting avenue into golf for a much broader proportion of the community. Bawtry Park will offer an alternative and educational approach to golf with an emphasis on welcoming and nourishing 'grass roots' aspects of the game through connections with local schools, initiatives and community groups with an aspiration to see golf instated as an integral part of the national curriculum of physical education. The facilities at Bawtry Park will also be supporting new initiatives such as STEAM Science Technology Engineering Art and Manufacturing where golf would provide a fertile ground that encourages the student to explore these subjects as a means of developing vocational opportunities.

8.34 A successful pilot project undertaken at Balby Carr Academy in Doncaster during 2016 has been further supported by the Golf Foundation who are currently assisting Zen in scaling this project up to include 10 other UK cities in 2017. Since the application was last presented to planning committee a letter from the head teacher has been received setting out connection between Bawtry Golf Club and Balby Carr Community Academy. Following the success of external students coming into the Academy of Sport 6th Form and the excellent reputation that the school were developing as a national force on the Golf scene, the school wanted to develop a program in Key stage 3 and 4 that would develop some home grown talent coming through from Balby Carr Community Academy Secondary School. Consequently the school developed what began as a satellite project based in partnership between Balby Carr Community Academy and Bawtry Golf Club. This partnership was established in 2015 and has grown from strength to strength. The satellite project began with over 50 student's attending an extracurricular club at Balby Carr and culminated with sessions at Bawtry Golf Club and the first Annual Green some Competition.

8.35 Leading from this Bawtry Golf members begun training teachers to successfully deliver Golf skills as part of an innovative and developing curriculum in line with proposed GCSE changes at Balby Carr. These CPD developments upskilled over 10 members of staff and this was then delivered to all students at key stage 3 both males and females. All students completed a block of Golf skills for 6 weeks with two lessons taking place per week. Alongside this the successful extracurricular project was still continuing taking 16 students per week down to have bespoke training at Bawtry Golf Club.

8.36 February 2016 saw further developments within the partnership including a launch promotion with Lee Sharpe, Zen Motion, Bawtry Golf Club and Balby Carr, this elevated the club to another level with the successful Coaching and Teaching academy at Balby Academy of Sport up skilling themselves to deliver Street Golf to all students in key stage 3 at Balby and going into the pyramid primaries to teach key stage 1 and 2. At this point the school were delivering Golf skills to over 500 students, through teaching in lessons, extracurricular activities and lunchtime/afterschool sports clubs ran by the schools Coaching and Teaching Academy.

8.37 The head teacher's letter has confirmed that alongside the successful satellite club the school has also developed some extremely positive and invaluable links with its pyramid primary schools across Doncaster, where our golf leaders have been out to schools to train key stage 1 and 2 students and helped them to develop a variety of skills which has culminated in over 120 primary school students annually taking part in the Doncaster Schools Games Tri Golf Festival held at Bawtry Golf Club.

8.38 The Zen Flow Motion Schools Activation program is headed up by Peter Ball PGA Master Professional who was the UK's first local authority golf development officer who during his career has been responsible for introducing over 300,000 children to golf; one being Danny Willett, the 2016 US Masters Champion. 2018 is Ryder Cup year when Bawtry is set to stage a junior version of the competition in league with Paris, the host city. Post event will witness Bawtry Park participate in the Legacy Program as a national centre of excellence where School Teachers and Golf Coaches will gain qualification in this specialist aspect of sport deliver as well as the high performance coach education required to support development of the emanating golf athlete who wishes to continue in further education of pursue a professional career in the sport.

8.39 The vision is to enable the site to become a place of regional and national significance for golf in the 21st Century and to facilitate the economic and health benefits such a facility will promote.

8.40 The proposals include an integrated golf academy - a perspective shift which leans towards a cutting-edge sports science provision providing the very latest analytical and simulation equipment. Classroom and seminar spaces are provided for visiting groups to participate in educational programmes. During 2017, Zen have entered into discussion with the European Disabled Golfers Association who are looking for a UK headquarters. Tony Bennett PGA Master Professional and Director of Education for the PGA's of Europe has written in support of the Bawtry development as the close proximity to Doncaster Airport and close associations forming with leading science & technology institution in the region make this site an ideal location.

8.41 It is considered that the proposals will broaden the appeal of the sport further by remodelling the existing golf course to enable the traditional 18 holes to be subdivided into three 6-hole experiences. This concept is now recognised to enhance utilisation of the golf course since it trebles the points of access and egress to the golf course while at the same time changes player's perception of 'formal' to 'fun'; encouraging a more creative formats of play such as 'short form' game.

8.42 The provisional layout also indicates the 6th, 12th and 18th greens located in close proximity to the main building to provide an exciting and visually stimulating backdrop for those arriving at the venue.

8.43 Supporting information has also been submitted from Sheffield Hallam University (SHU) who has stated that there is clear potential for SHU to have some presence and involvement in golf-related projects at the proposed Bawtry facility; on the basis that the proposal would provide a golf-specific space for the application of research, innovation, and education.

8.44 Sport Nottingham have also offered support for the application and have set out that since 2009 Sport Nottinghamshire have been working alongside England Golf to develop golf. Golf is considered a highly complex sport to learn and has suffered from teaching that is technically based and difficult to grasp and put into practise. The new facility would provide the opportunity for greater education of the game leading specifically from the facilities being proposed.

8.45 The Professional Golf Association (PGA) has also sought to support the proposal with a letter dated the 05th June 2017. They claim that the architectural design has the potential to deliver a facility of real significance whilst the concepts to redevelop the course reflect the mood in the industry to cater for a variety of formats for golf aimed at enhancing participation across a broader spectrum of the population.

8.46 Further letters have been received by Emirates Golf Club and the European Disabled Golf Association (EDGA) who actively support the application and the proposed development noting its benefits in relation to the potential for education and its specialist support in engaging with people with disabilities.

8.47 The EDGA have commented that the initiative at Bawtry Golf Club provides a clear and structured response to the emerging needs of the golf market as it will activate practical solutions necessary for the game to grow.

8.48 It is clear from the supporting information submitted that the proposal and its business plan would be well received from partners within the golfing world and that the emphasis on education would be something that is of particular interest for schools within Doncaster as well as neighbouring universities. Consequently should planning permission be granted, the proposal has every possibility of becoming a site of local or regional importance.

8.49 It is considered that the proposals will broaden the appeal of the sport further by remodelling the existing gold course to enable the traditional 18 holes to be subdivided into three 6-hole experiences. The aims to encourage much greater use of a 'short form' game more in line with the time demands of modern life and with a shift from 'formal' to fun. In addition to this, the proposal also includes within its state of the art driving range, the introduction of 'Topgolf'. Topgolf is a premier entertainment form of sport with fun point-scoring golf games for all skill levels and has been likened to bowling style form of golf . It is acknowledged that Topgolf is the fastest growing aspect of golf in the United States.

8.50 The applicants have submitted that the upgrading of the golf course and driving range (incorporating an educational and coaching centre of excellence) is dissimilar to other golf courses locally focusing heavily on educational benefits associated with the development. A successful pilot scheme was undertaken at Balby Carr Academy in Doncaster during 2016 and this has been entered into the national competition. Leading from this the Golf Foundation are currently scaling this project up to include 10 other cities in 2017. The vision is to enable the site to become a place of regional and national significance for golf in the 21st Century and to facilitate the economic and health benefits such a facility would promote.

8.51 The existing facilities at Bawtry Golf Club are in desperate need of modernisation if the destination is to remain financially viable; a dramatic change in the golfing offer is required. The applicant puts forward a case that golf courses across the country are experiencing deep operational and economic pressures caused by dwindling membership numbers and the perception of a sport which remains exclusive. As previously set out this application would seek a wholly inclusive golfing offer which would at its core look to educate future generations becoming a site of regional importance.

8.52 The proposal would also include the provision for 130 jobs being made up of 80 full time and 50 part time. Presently the existing golfing enterprise accounts for 10 full time jobs. This clearly weighs in favour of the application complying with Policy CS1 of Doncaster's Core Strategy.

8.53 At present there is little to differentiate Bawtry Golf Course from hundreds of others and as set out above its current issues are unlikely to change unless something dramatic is altered in its business plan. The existing clubhouse is not unattractive but not considered a place to entice new prospective members or non-member visitors. It is acknowledged that the car parking, golf driving range and other ancillary buildings all present a very tired and unappealing appearance which does not convey an appropriately modern or aspirational side of the sport.

8.54 The proposal includes the up-scaling of the design of the building and its materials, the proposal also includes redevelopment of the golf course. This is considered in outline form with all matters reserved as full details of the contouring, features such as water bodies, bunkers, etc. and additional landscaping have not been fully formalised. As such should planning permission be granted, these details will need to come forward as part of a reserved matters application.

8.55 In summary, it is the educational (centre of excellence) change in the way golf is played, the state of the art on site facilities and design of the new amenities that are considered to outweigh the harm of the development of 18 dwellings. The applicant has put forward a case that providing a destination of local/regional importance in terms of educating people in the sport of golf materially outweighs the harm to the impact on the countryside.

8.56 The applicant has sought to demonstrate that a shortfall in funding for the scheme has resulted in the need to erect 18 dwellings in order to cross fund the project and has submitted this in the form of a viability assessment. Consideration of this aspect of the proposal is given later within this report.

Sustainability

8.57 It is recognised that the application site lies on the outskirts of the development boundary of Austerfield located within the Countryside Policy Area. As previously set out the site is currently utilised as an existing golf course and the principle for such a use is therefore considered acceptable. That said consideration should be given as to whether the proposed redevelopment represents sustainable development.

8.58 The Government through its publication of the NPPF sets out that development should look to be sustainable socially, economically and environmentally.

8.59 The site is accessed from a roundabout leading onto Cross Lane. At the point Cross Lane meets the A614 a footpath links the site with main settlement of Austerfield to the south (1.1km). Cross Lane itself is 460m long and the entrance is located approximately 112m away from the nearest bus stops travelling in both a northerly and southerly direction. These bus stops are served by the number 30, 30A, 521, 522, 588 and 58B buses that operate on a hail and ride basis. These buses operate on a daily basis starting at 0550 hours and ending at 2149 hours Monday to Friday.

8.60 It is widely acknowledged that that planning should actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.

8.61 Section 4 (Promoting Sustainable Transport) of the NPPF goes into further detail on this core principle. Paragraph 32 states that all developments that generate significant amounts of movements should be supported by a Transport Statement or Assessment. "Decisions should take account of whether:

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
- safe and suitable access to the site can be achieved for all people; and
- improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe."

8.62 The NPPF states that decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised (Paragraph 34). Planning policies should aim for a balance of land uses within their area so that people can be encouraged to minimise journey lengths for employment, shopping, leisure, education and other activities (Paragraph 37).

8.63 Paragraph 38 considers larger scale residential developments. Planning policies "should promote a mix of uses in order to provide opportunities to undertake day-to-day activities including work on site. Where practical, particularly within large-scale developments, key facilities such as primary schools and local shops should be located within walking distance of most properties."

8.64 Section 6 (Delivering a wide choice of high quality homes) of the NPPF states that to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should: plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes) (Paragraph 50).

8.65 The NPPF goes on in Paragraph 70 to say that with respect to delivering social, recreational and cultural facilities and services the community needs, planning policies and decisions should ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.

8.66 With regard to school places, paragraph 72 states that the government attaches great importance to ensuring a sufficient choice of school places is available to meet the needs of existing and new communities. "Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:

- give great weight to the need to create, expand or alter schools; and
- work with schools promoters to identify and resolve key planning issues before applications are submitted."

8.67 As part of the application submission the proposal has included a Transport Assessment and travel plan which deal specifically with the matter of transport sustainability. The TA argues that by its very nature a golf club is normally located away from built up areas and this site is no different. Such leisure facilities are recognised in current policy documents. It is also noted that the golfing enterprise already exists and has done for some considerable time.

8.68 The applicant argues that the site is however in a sustainable location (in terms of short car journeys) within a short distance of the settlements of Finningley, Bawtry and Doncaster and the major road / motorway network. It is further claimed that the site is therefore, well placed to allow players and hotel guests easy access to it without affecting residential areas. The TA places great importance on the emphasis for shared car journeys to help reduce the carbon footprint having recognised that most journeys to the golf course will need to take place by car simply due to the equipment needed to play the game.

8.69 Turning to consideration of the sustainability of the proposed dwellings, the Doncaster Settlement Audit (updated February 2017) considers the sustainability of the settlements throughout the borough, including Austerfield. The audit categorises local services as either primary or secondary services. On page 5 of the audit, the categorisation is explained as follows:

"Primary services are those which are considered to be very important for an area to have in order for it to be sustainable and even to be a desirable place to live. Secondary services are those which are important but not as important."

8.70 Primary services and facilities are: primary schools, town centres, train stations, bus network, GP and pharmacy. Secondary services/facilities are: secondary school, shopping, dentist, library, leisure centre, formal public open space, informal public open space and the secondary bus network. Table 1 contained within the Settlement Audit Update shows the combined Community Profile Areas in the order in which they score when based solely on the Primary services/facilities. Austerfield is scored as 0 indicating that it is very limited in terms of facilities and services.

8.71 The South Yorkshire Residential Design Guide SPD considers accessibility criteria for new residential development. Table N1.2 of the SPD, below, sets out the broad accessibility targets.

Distance from residential areas in:	to:	local services	bus/tram stop	primary health/education
main centre		10 min walk	5 min walk	20 min journey
central area		15 min walk	5 min walk	30 min journey
central area (smaller town)		20 min walk	5-10 min walk depending on destination	20 min walk 30 min journey
corridor		15 min walk	5-10 min walk depending on destination	20 min walk 30 min journey
rural settlement	(via bus)		10 min walk	40 min journey

8.72 The above table provides five different categories that development would fall into with respect to sustainability. Given the proximity of the site shops and other services it would be reasonable to suggest that the site lies within a rural settlement. This would anticipate that trips to local services would take place via a bus and that bus stops should be located within a 10 minute walk which the site clearly is. In addition both primary and secondary schools are located well within the 40 minute drive times suggested being located in Bawtry (Mayflower - Primary) and Auckley (Hayfield School - Secondary).

8.73 In terms of average walking speeds, the SPD states that as a general rule of thumb a 5 minute walk equates to a distance of 400 metres for non-disabled people and for different groups of disabled people, these distances are significantly less. This calculation concurs with the Institute for Highways and Transportation (IHT) 'Guidelines for Providing Journeys on Foot' published in 2000, which calculated a reasonable walking pace as 3 miles or 5 kilometres per hour.

8.74 The IHT document refers to 400 metres as a desirable walking distance and 800 metres as an acceptable distance for trips on foot outside town centres (save for commuting/schools/sightseeing where the figures are instead 500m and 1000m respectively). This being said the proposal proximity to schools, health care and other services would lie outside of this requirement.

8.75 With regards to cycling, PPG 13: Transport stated that "Cycling also has the potential to substitute for short car trips, particularly those under 5km, and to form part of a longer journey by public transport". There are significant local centres, commercial, and residential areas within this catchment including the whole of Austerfield and Finningley, Blaxton and much of Bawtry. There are a mix of traffic free and advisory cycle routes linking the site with Doncaster Town Centre via High Common Lane.

8.76 When considered against the distance criteria set out in the South Yorkshire Residential Design Guide and also the guidelines set out by the Institute for Highways and Transportation the development measures poorly in terms of access to public transport and local services. This is contrary to Policies CS1, CS14 of the Core Strategy and paragraphs 34 and 38 of the NPPF.

8.77 A separate section in relation to the submitted travel plan is contained later within the highways section of this report.

8.78 Consideration should also be given to whether the proposal would be economically and environmentally sustainable.

8.79 NPPF is explicit in stating that in order to be environmentally sustainable, proposals should contribute to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity. Whilst clearly the expansion of built development and the construction of 18 dwellings would encroach into the countryside, the proposal also has the very real prospect of improving the landscaping and biodiversity on the site.

8.80 The proposal also looks to inject much needed investment into the site to redevelop a site that without significant investment would result in a business that is destined to fail. In the event that planning permission is approved, there is the very real prospect that the business can begin its resurgence resulting in a site of local and regional importance offering a golfing educational experience that would benefit the local economy in terms of jobs, education, health and wellbeing. The proposal therefore clearly results in economic advantages to the local community.

8.81 Taken in the round, considering the distance from shops and other services, its proximity to bus stops and educational/medical facilities the site is clearly unsustainable socially, however balanced against this is the very real prospect of improved landscaping on the site with biodiversity advantages. That being said, the proposal would clearly result in further development into the countryside including the erection of 18 dwellings and the construction of a car park. The proposal would clearly bring economic advantages through job creation and increased tourism. Overall it is considered that the sustainability of the proposal is considered to carry neutral weight neither weighing heavily in favour of the application or against.

Viability

8.82 As part of the application GVA Grimley have been commissioned to independently assess the viability of the scheme. As previously set out, the applicant maintains that the external finishing materials together with the overall design of the scheme mean that there is a shortfall in funding for the overall scheme. It is envisaged that the construction of 18 dwellings will help in overcoming this shortfall and help to facilitate the development. This aspect of the proposal needs to be carefully considered given the site allocation within the Countryside. As set out above new isolated homes in the countryside are considered inappropriate development unless there are clearly material planning considerations that outweigh the harm generated.

8.83 GVA have assessed the viability information submitted and have commented that broadly, the applicant considers that the provision of improved golf facilities and associated uses is currently unviable to the tune of c. £3 million. GVA is a company regulated by the Royal Institution of Chartered Surveyors (RICS) and who have an expertise in assessing viability assessments.

8.84 It is understood the cost of the golf related scheme has increased as iterations of the design have been considered and amended during the pre-application assessment process.

8.85 The applicant concludes that a scheme of 18 no. large detached private tenure houses will deliver a net profit of just over £3million. This income will be used to bridge the funding gap that has emerged in respect to the commercial aspects of the scheme.

8.86 In considering the viability appraisal, consideration has been given to the concept of viability relates to the extent to which something is considered viable, feasible or capable of being done. When used in economic terms, financial viability is assessed via a calculation of the total development values that a scheme is expected to generate, less the total development costs, including elements such as planning obligations, professional fees, finance charges and contingencies etc.

8.87 The calculation also needs to take account of the necessary level of return that would be required to enable the development to proceed, in this case comprising a return to the landowner of around £3million to provide a final tranche of cross-funding to allow the wider scheme to become viable.

8.88 These issues are recognised as being material planning considerations in the National Planning Policy Framework (NPPF) and in particular the reference to viability at paragraph 173 where it is stated:

8.89 The sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened. To ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable.

8.90 The National Planning Policy Guidance (NPPG) reinforces these points and states that a site is viable if the value generated by its development exceeds the costs of developing it and also provides sufficient incentive for the land to come forward and the development to be undertaken.

8.91 In this context the viability appraisal is seeking to demonstrate whether development of the site for housing is viable and provides sufficient incentive for both the landowner/developer to enable/facilitate the delivery of this.

8.92 GVA have carefully reviewed the costs associated with the golf course, clubhouse and other commercial development envisaged on site and are broadly content that the £3million shortfall is likely to be a reality. Therefore, if the development is accepted in development control and planning policy terms, the housing scheme does need to contribute £3million in order to address this shortfall.

8.93 Typically, a standard viability assessment will attempt to set and agree what a reasonable 'market rate' profit should be to enable a development to come forward. In this instance however, the profit is the financial upside the scheme has to generate in order to provide £3million to cross-fund the predicted shortfall in respect of the cost/value equation for the commercial, leisure and golfing elements of the scheme.

8.94 The applicant's development appraisal delivers a projected net profit which equates to 36% of the total sales value. This may appear high - typically a developer would hope to achieve a profit of 20% on sales - however it excludes any land payment and delivers the sum of money required to help cross-fund the rest of the scheme. On this basis GVA have concluded that this output therefore appears to be both reasonable and required.

8.95 One question has been raised in relation to the viability information submitted. The application had initially made an allowance of £400,000 towards abnormal costs associated with the development. As a result the Local Planning Authority sought to extract from the applicant further information in relation to this cost. The applicant has confirmed that the abnormal costs are broken down to include the following tree protection, travel plan contributions, geotechnical costs, highways cost and street lighting, foul and surface water drainage, services and reconstruction of the 18th hole.

8.96 It has been concluded that the information submitted demonstrates that with a £300,000 payment towards Section 106 items, the proposed scheme delivers the £3million return required to part-cross-fund the golf and commercial development aspects of the wider scheme.

8.97 The viability of the scheme has demonstrated that there is a shortfall in funding in being able to deliver the applicants plans to provide an exceptionally designed proposal which will offer a draw economically for Doncaster further increasing its tourist offer. This shortfall in funding is proposed to be covered by the construction of 18 dwellings in order to help deliver the proposal. Whilst the erection of 18 dwellings in the countryside is clearly contrary to policy, the viability information has adequately demonstrated that the proposal is necessary in order to fulfil its aspirations and this therefore carries considerable weight in the determination of the application.

Environmental Impact Assessment (EIA)

8.98 The EIA Regulations relate to a European Union Directive (Directive 85/337/EEC as amended), and give planning authorities a means of ensuring that they can take account of the environmental implications of individual developments in their decisions on planning applications.

8.99 The EIA Regulations only apply to certain types of development, and before the Local Planning Authority can request an EIA it must determine whether the proposal is subject to the Regulations and can be classified as 'EIA development', and decide whether EIA is required in that particular case. This process is called 'screening' and there are two ways in which it can be applied:

1. A developer can ask the planning authority to give an EIA screening opinion before the application for planning permission is submitted.
2. Where a planning application has been submitted without an environmental statement and alternatively no request has been made in the past for a screening opinion, the planning authority has the right to adopt an EIA screening opinion for the proposal, which will determine whether or not the scheme requires EIA.

8.100 Whilst it is recognised that a screening opinion and/or scoping opinion have not been submitted prior to the submission of the application, the Council has undertaken a screening exercise as part of the assessment of the application.

8.101 It is acknowledged that the proposal falls outside of the specified uses set out in schedule 1. Schedule 2 sets out at part 12 the tourism and leisure thresholds which are as follows:

Tourism and leisure

- (a) ski-runs, ski-lifts and cable-cars and associated developments;
- (b) marinas;
- (c) holiday villages and hotel complexes outside urban areas and associated developments;
- (d) theme parks;
- (e) permanent camp sites and caravan sites;
- (f) golf courses and associated developments.**

8.102 The Council considered that it would be reasonable to suggest that the current proposal falls within Schedule 2 part 12 f) however it necessary to determine the thresholds for such development and whether the development is located within 'a sensitive area'.

8.103 Schedule 3 sets out the selection criteria for screening schedule 2 development and splits consideration into three elements:

1. Characteristics of development
2. Location of development
3. Types and characteristics of the potential impact

8.104 The Local Planning Authority (LPA) has not considered the site to be 'sensitive' based upon consultee advice and the proposal would seek to develop an existing golf course. This is considered to be a completely different proposition than the creation of a completely new golf course.

8.105 The Council has also screened the housing development aspect of the proposal. Part 10 of Schedule 2 states a criterion b) Urban development projects, including the construction of shopping centres and car parks, sports stadiums, leisure centres and multiplex cinemas where the development includes more than 150 dwellings will be considered as EIA development. The proposal is therefore below the threshold of schedule 2 development.

8.106 Consequently based upon this information, the proposed development will not result in significant environmental impacts and as such is not considered EIA development.

Visual Amenity

8.107 The site is generally flat and open countryside with pockets of woodland interspersed within the existing golf course with boundaries presently screened with existing established trees and vegetation. Intersecting the site centrally lies a band of established trees that current separates the existing driving range and the existing club house and golf course running from north to south. These trees would remain and would help to screen the rear gardens of the proposed dwellings.

8.108 Whilst it is recognised that the site lies within the Countryside and not Green Belt, national planning policy gives reference to appropriate development in the Green Belt. At paragraph 81 it states that developments should look for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to improve damaged and derelict land. Green Belt is the highest order of protection afforded to land and the development lying outside of this allocation means that the threshold of protection is lower. Regardless, the proposal would provide access to outdoor sport and recreation in line with national policy.

8.109 As part of the application submission, detailed conceptual designs have been produced to provide clarity as to the potential impact of the new building on the existing landscape. The proposed building is generally follows a cross in terms of its footprint and is measured as being 13.5m at its highest point. The building is split into operational sections including fitness suite, village bar, reception area, hotel, conference area and state of the art driving range.

8.110 The new building would set back from the road by 314m and the indicative landscaping scheme submitted with the application has shown that views of the building would be largely softened by a mixture of soft landscaping towards the west of the site with more formal planting located within the proposed car parking areas. As previously set out the premise of the proposal was to follow a concept of a traditional country house albeit with a modern interpretation. The landscaping is therefore not proposed to make the development invisible, but is there to help integrate and assimilate the development into the landscape. This is further borne out by the significant investment in proposed materials shown within the concept designs.

8.111 During the course of the application consultation has taken place with Doncaster's Urban Design officer who has commented that in general terms it is positive to see a strong commitment to a well landscaped scheme and the overall planting strategy appears sound.

8.112 Given the size of the potential parkland area the species suggested typically make good parkland specimens. There is likely the opportunity for some more diversity in that area to include a more well-structured woodland form to include Understorey, field and ground layer style vegetation, instead of just general purpose meadow grass with the large trees.

8.113 With regards to the car parking it is acknowledged that large areas of the car park will be heavy duty tarmac and permeable concrete and it is therefore very important that trees within and around those areas grow to size that can adequately shade them, so as to help with urban cooling etc. This as a result would be better achieved by larger species tree like Lime, London Plane and Oak which is mentioned on BPH - BBA - Z0 - XX - DR - A - 1013 S2 P01 soft landscape plan. With it being very likely that the trees within and directly adjacent to these areas are going to be large specimens it is very important the design and construction of these areas accommodate not only the size of the trees during planting but the maximum potential size of the trees when mature. This would be best achieved by using engineered tree pits as they have a better chance of creating a habitual soil environment for tree roots while ensuring interference with hard surfaces and other infrastructure is kept to a minimum. It would also be beneficial to include understorey medium height shrub planting to the beds between the rows of parking, over time this will help reduce the scale of these parking areas and visually break up / screen the cars to a greater extent whilst offering further benefits to biodiversity.

8.114 It is positive that the proposals include a woodland walk / fitness trail which will be of real value to staff and visitors as well as a wider recreation resource. The urban design officer has therefore raised no objections to the proposal subject to suitably worded conditions relating to materials, details of soft and hard landscaping, CO2 emissions, BREEAM requirements and a design guide for the development.

8.115 Whilst it is recognised that the proposed dwellings would introduce a more urban appearance, views of the dwellings would be limited to the public footpath running to the western boundary of the dwellings and within the existing golf course. There is clearly harm by virtue of encroachment into the countryside and through the construction of residential dwellings where before the land was generally rural in appearance, being associated with the existing golf course. That being said views from the A614 would be limited firstly due to the distance the dwellings are set back (473m) and secondly due to an existing established tree line that would screen the development.

Highways and Parking

8.116 Policy CS 14 lists quality, stability, safety and security of private property, public areas and the highway; and permeability as qualities of a successful place. Policy CS 9 of the Doncaster Council Core Strategy states that proposals will be supported which make an overall contribution to the improvement of travel choice and the transport network. The proposed dwellings are accessed via Cross Lane which leads from the A614 whereby the closest bus stops are located. Although the plans for the proposed dwellings are submitted indicatively, the nearest dwelling would be approximately 550m away from the bus stops on the A614.

8.117 The masterplan has identified that there is a single proposed vehicular access point to the entire development from the A614/High Common Lane roundabout. Access to the housing is proposed to come past the new golf course and hotel facilities, before turning south to link the housing land in the south west corner.

8.118 Paragraph 32 of the NPPF states that all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and decisions should take account of whether:

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
- safe and suitable access to the site can be achieved for all people; and
- improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

8.119 The applicant has submitted a Transport Assessment (TA) as part of the application submission and that has considered the existing traffic and the current capacities of junctions most likely to be affected by the development being:

- High Common Lane/ A614/ Cross Lane roundabout junction (near Bawtry golf course)
- High Common Lane/ A638 Great North Road
- A638/ A614 priority junction within the centre of Bawtry
- A614/ B1396 roundabout junction at Blaxton

8.120 The surveys were undertaken in April 2016 about a month after the opening of Phase 1 of the FARRRS. From the above surveys it was determined that the overall network peak periods were 0715 to 0815 and 1645 to 1745.

8.121 The proposal then considered the development traffic, i.e. the traffic associated with the proposal and combined these with the existing traffic values. The TA then assessed how the traffic would be distributed and whether the proposal would impinge on the function of any of the junctions outlined above. Finally the proposal built in a growth figure to extrapolate out the potential impact over a longer period this would then give an indication as to whether the proposal leads to a highway concern in the long term.

8.122 Having initially assessed the TA information it was concluded by Doncaster's Highways Transportation Team that the A614/A638 junction in Bawtry shows capacity problems in the future year (2026) in the PM peak without development and the situation is made worse when development traffic is added. The queue lengths on the A638 into Bawtry were doubled resulting in significant queue lengths. This queue length was considered to extend beyond the major junction A631/A638 in the centre of Bawtry and would as a result directly impact on its operation. This impact was considered severe and unacceptable.

8.123 As a consequence of this assessment the applicants provided an addendum to the TA in the form of a technical report. The technical note looked specifically at future traffic growth predications and future traffic impacts of the junctions. The technical note concludes that the traffic impact at the junction is not material and therefore would not result in the residual cumulative impact of the development being severe (which paragraph 32 of the NPPF refers to as set out above).

8.124 Doncaster's Highways Transportation Team have been consulted in relation to the aforementioned addendum and have concluded that the proposals 'predicted 20% traffic growth over the next 10 years', was considered to be high. Since its submission, TEMPRO, the computer program used to obtain a prediction of traffic growth, has been updated and the new values for traffic growth for Bawtry have been used and junction capacity assessments of A631/A638 junction have been repeated.

8.125 The results show in the future year (2026), the right turn from the A638 to the A631 is currently over capacity without the development traffic added and the maximum queue is 8.8 vehicles. When the development traffic is added the queue increases to 21.7 vehicles, an additional queue of 12.9 vehicles resulting in an increase in delay of 26 seconds. The queue is significantly less than was predicted in the original Transport Assessment and does not extend beyond Scot Lane, therefore, removing the need to improve the A631/A638 junction.

8.126 Having considered the new information it has been concluded that the impact of this development is not significant and as such no objections have been raised from a Highways Transportation perspective.

8.127 The proposal has also provided a separate travel plan which has sought to support the applications compliance with current policy relating to transport sustainability. Central Government and Local Authorities place emphasis on the need to reduce the number and length of motorised journeys and in doing so encourage greater use of alternative means of travel which have less environmental impact than the car. The principle aim of this Travel Plan is to encourage a reduction in car usage (particularly single occupancy journeys) and increase the use of public transport, walking and cycling.

8.128 The location of the site within a short distance of the settlements of Finningley, Bawtry and Doncaster and the major road / motorway network and within cycling distance of neighbouring settlements and so provides an opportunity to formulate a robust Travel Plan to increase sustainable travel choices and provide a development accessible to all.

8.129 It should be accepted that players and hotel guests will be unlikely to walk to and from the site (the latter might but for recreational purposes only). However the staff employed at the site may do so via the footway that runs alongside the A614 between Bawtry and Finningley. Whilst the latter is slightly further than the normally accepted walking to work distance of 2000m the settlement of Austerfield is closer and so some employees from there might chose to walk to work.

8.130 With regards to cycling, PPG 13: Transport stated that "Cycling also has the potential to substitute for short car trips, particularly those under 5km, and to form part of a longer journey by public transport". There are significant local centres, commercial, and residential areas within this catchment including the whole of Austerfield and Finningley, Blaxton and much of Bawtry.

8.131 The site has the capacity to provide for those journeys by private car that are necessary and unavoidable. Parking is to be provided in accordance with LPA guidelines to cater for anticipated demands. Those who car share will be provided with allocated parking spaces.

8.132 In addition to the hard landscaping features used to encourage walking and cycling to the site, including well lit footpaths, the proposal also includes softer measures including a Travel Plan Co-ordinator (TPC).

8.133 Generally, the role of the TPC is to ensure promotional material for sustainable travel is up to date and that they act as the main point of contact for travel and access information. The promotional material will be developed by the TPC in liaison with the Travel Plan Officer of the Council. The travel plan sets out that the TPC will encourage the overall health, environmental and financial benefits of walking which will be promoted to staff, players, hotel guests and visitors.

8.134 In addition to the wider highway network issues, consideration has also been given to the accessibility of the proposal and the function of the car park areas and the acceptability of the access serving the residential proposal. Doncaster's Highways Development Control Team have considered this aspect of the proposal and whilst initial concerns were raised in relation to the width of the access road, visibility and accessibility. Following the submission of amended plans and information, Doncaster's Highways Development Control team have commented that there are no objections to the proposal subject to the inclusion of suitably worded conditions in relation to engineering drawings of the access, Construction Traffic Management Plan (CTMP) and Surface Water.

8.135 Consideration has also been given the level of parking provision afforded for the proposed development. Highways Development Control have commented that sufficient parking is afforded for the proposal to ensure that the enterprise can operate sufficiently and that tracking has taken place to show that it works operationally.

8.136 Improvements to Cross Lane including a footpath linking Cross Lane with the A614 would ensure adequate pedestrian connectivity and this will assist the proposal in meeting with policy CS 14 and CS 9 of the Core Strategy.

Residential Amenity

8.137 There are a number of residential properties that directly bound the site being 1.3.2 4 Waterboard Houses Thorne Road. Whilst to the north of the site on the opposite side of the A614 lies Bancroft Farm some 794m from the existing club house.

8.138 It is recognised that the proposal includes the upgrading and improvement of Cross Lane, however it is unlikely, given the position of the existing dwellings to the proximity of development, that excessive noise and disturbance will be generated resulting in residential harm. Whilst it is acknowledged that there may be some noise and disturbance whilst the re-development of the golf course takes place, this will be limited to a relatively short period.

8.139 During the course of the application Doncaster's Environmental Health team have been consulted and have commented that the only area of potential concern is in relation to noise from Doncaster Sheffield Airport and the impact that aviation noise may pose on the proposed residential properties. It has therefore been request a noise impact assessment be submitted which includes any mitigation measures needed to overcome the issues. A suitably worded condition has therefore been suggested which will require the noise impact assessment to be submitted upon the submission of reserved matters application.

8.140 Over and above these issues, consideration has been given to noise and air quality which will be dealt with later within this report.

8.141 Given the distance between the proposed development site and the nearest residential property it is considered that the potential harm generated would be minimal. Any disturbance is likely to be limited to construction traffic and therefore limited to a temporary period. Consequently the weight afforded to this aspect of the proposal is limited. Conditions have been suggested which require details of the Construction Impact Management of the site as well as any boundary treatments associated with the development. In addition whilst indicative landscaping details have been provided, a landscaping condition will see the site integrated into the landscape as well as helping to buffer any future noise.

Public Rights of Way

8.142 During the course of the application a great deal of discussion was had in relation to the impact of the proposal on existing public rights of way (PROW). Initially a PROW objection was received as there were issues regarding the public rights of way running through the development site. Concerns were raised regarding the close proximity of the proposed alternative route of the footpath to the main road. In addition to this concerns were raised with the alignment of the path.

8.143 Amended plans have subsequently been provided and Doncaster's PROW team have commented that there are no objections in principle with the proposed alternative route for the public footpath. It is noted that until recently an application to divert public rights of way affected by development could not be made until planning permission had been granted. Now, an application can be made and processed prior, but doesn't come into effect until planning permission has been granted. The granting of planning permission will not authorise or permit the obstruction or interference of the public right of way. Whilst no objections in principle have been raised to the proposed alternative route of the footpath, no consultation has taken place from a public right of way perspective with the local community. It is also important to note that there are no guarantees that any order will be successful and may get objected to. If this happens then the process is that the order will need to be referred to the Planning Inspectorate to determine. Until such time as an order is confirmed the right of way cannot be obstructed or interfered with. In light of this the developer has been encouraged to make an application as soon as possible to avoid delay. The applicant has been reluctant to take up this option until planning permission has been granted which they are entitled to do.

8.144 With regard to the Bridleway No.3 and the junction of Cross Lane, the PROW officer has requested that a plan be submitted whether a legal order to divert or extinguish part of the bridleway is needed. A condition has been suggested which will need to be formally discharged prior to the commencement of any development.

8.145 The applicant has adequately demonstrated through the submission of amended plans that the public rights of way would not be adversely affected and that an adequate solution has been proposed to deal with any potential impact. With this in mind it is considered that the proposal would have a neutral impact on the public right of way and as such limited weight is attached to this aspect of the proposal.

Flooding and Drainage

8.146 The application lies in an area of differing flood zones. The existing clubhouse and its proposed replacement lie within Flood Risk Zone 2. The proposed dwellings to the south also lie within Flood Risk Zone 2, whilst the area to the east comprising of the golf course lies within flood risk zone 3 (highest risk). To the north west and south west of the site lies flood risk zone 1 (lowest risk).

8.147 The Environment Agency had initially raised an objection to the application on the basis that the Flood Risk Assessment (FRA) did not fully consider the implications

8.148 A revised FRA has been received and the Environment Agency has now removed their objection subject to the imposition of suitably worded conditions.

8.149 Whilst the Environment Agency will consider the FRA, it is the responsibility of the Local Planning Authority to adequately consider the Sequential Test (ST) and Exceptions test (ET) as set out in the NPPF.

8.150 The aim of the Sequential Test is to steer new development to areas with the lowest probability of flooding. Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding. In this case, it has been reasoned that the proposed dwellings are necessary in order to facilitate a cross funding shortfall and as a result it would be unreasonable to expect the dwellings associated with this development to be located elsewhere. In addition, the proposal would not result in the acquisition or purchase of land in order to facilitate the development. An alternative site would require the developer to purchase land which in turn would significantly increase the price of the scheme and potential result in an unviable proposal. With this in mind, consideration has been given as to whether the site could be developed in any other way that would minimise the risk of flooding.

8.151 A revised Sequential Test assessment has been provided and this has set out that there are no other sequentially preferable ways of developing the site. The sequential test now makes clear that the only alternative part of the site where ground levels are naturally higher than where the residential development is currently proposed, is the far western extent adjacent to along the A614. This is clearly not a suitable location for the proposed executive senior-living residential community, adjacent to a main road and in an exposed part of the site adjacent to the main car park where there will inevitably be noise, security and potential air quality issues. In addition this location would lead to other environmental concerns relating to visual impact, leading to a more prominent form of development that would adversely affect the openness of the countryside to a much larger degree. The applicants have discounted this location due to detrimental amenity impact on the residents, leaving the only viable position for the housing as the currently proposed location.

8.152 The hotel offer is located at first floor level and as such the potential risk of flooding has been mitigated as members of the public will have a safe means of escape should flooding occur.

8.153 Following on from the Sequential Test, national policy requires that once the ST has been passed, consideration should be given to the Exceptions Test. Exception Test can only be considered to have been passed if it can be demonstrated that:

- within the site, the most vulnerable development is located in areas of lowest flood risk unless there are overriding reasons to prefer a different location; and;
- Development is appropriately flood resilient and resistant, including safe access and escape routes where required, and that any residual risk can be safely managed, including by emergency planning; and it gives priority to the use of sustainable drainage systems.

8.154 The applicants have confirmed that part 1 needs to demonstrate that the (residential) development provides wider sustainability benefits to the community that outweigh flood risk. As set out in this report, the housing element has been introduced on viability grounds to ensure the main development with all the benefits that arise from this can be delivered. As such, the residential development has a direct link to the wider sustainability benefits of the entire main development, including job creation, health and wellbeing promotion and secure the long-term future of a valuable community open space facility for all to enjoy. Part 2 requires a site-specific flood risk assessment that demonstrates that the development will be safe for its lifetime. The FRA (ref: 3128/FRA/v2.1/2017-08-03) successfully addresses Part 2 of the test through the flood resilience measures proposed which include the raising of the finished floor levels.

8.155 As previously set out the most vulnerable development associated with this proposal would be the 18 dwellings to the south of the site. Whilst it is acknowledged that the proposed dwellings lie within Flood risk zone 2 this is not considered be the highest possible risk of flooding i.e. flood risk zone 3.

8.156 In the event that planning permission is approved, a condition will be imposed which will require from the applicant a flood evacuation plan, outlining a safe route from the development site and terminating at a place of safety.

8.157 Taking into account all of the above matters, it is considered that the proposal has passed the Exceptions Test in line with the requirements of national policy. The proposal has adequately addressed national policy requirements in order to mitigate the potential flood risk associated with the development and this weighs in favour of the application carrying modest weight.

8.158 Careful consideration has also been given to drainage and Doncaster's Internal Drainage Team and Severn Trent Water have been consulted on the application. No objections have been received in relation to the proposal subject to suitably worded conditions relating to the details of foul and surface water drainage.

Trees and Landscaping

8.159 As previously set out the northern boundary with the A614 is heavily planted by existing vegetation and trees which would screen the proposed car park from wider views of the site. In addition Cross Lane is tree lined particularly at the entrance where it meets the existing A614 roundabout.

8.160 As part of the application, the proposal has included details of hard and soft landscaping which has been considered by Doncaster's Tree Officers who has raised no objections to the proposal. The new car park would allow for tree specimens to be planted and the proposal allows for the potential for a significant increase in tree coverage and landscaping across the site.

8.161 As previously set out the proposal also includes a re-configuration of the existing golf course. Currently the golf course is interspersed with trees which help form the course. Although no details have been provided at this stage for the re-development of the golf course these matters can be adequately determined through a future reserved matters application.

8.162 Taking into account the landscaping information submitted it is considered that the proposal has the potential to significantly increase the landscaping opportunity for the site and it is therefore considered that the proposal adheres to policy CS16 of Doncaster's Core Strategy.

8.163 This weighs in favour of the application and carries modest weight.

Ecology and Wildlife

8.164 Doncaster's ecologists have been consulted during the course of the application and originally objected to the application on the basis of insufficient information on which to make a reasoned assessment.

8.165 Additional and amended information has subsequently been submitted to overcome this objection. Further work was carried out to look at the club house in respect of bat roost potential and this was identified as being 'negligible to low' although a method statement to cover the demolition of the building would be required. Consequently suitably worded conditions have been suggested which would adequately protect and enhance the ecological interest in the site.

Air Quality

8.166 Action to manage and improve air quality is largely driven by EU legislation. The 2008 Ambient Air Quality Directive sets legally binding limits for concentrations in outdoor air of major air pollutants that impact public health such as particulate matter (PM10 and PM2.5) and nitrogen dioxide (NO2). As well as having direct effects, these pollutants can combine in the atmosphere to form ozone, a harmful air pollutant (and potent greenhouse gas) which can be transported great distances by weather systems.

8.167 Defra carries out an annual national assessment of air quality using modelling and monitoring to determine compliance with EU Limit Values. It is important that the potential impact of new development on air quality is taken into account in planning where the national assessment indicates that relevant limits have been exceeded or are near the limit.

8.168 Air quality can also affect biodiversity and may therefore impact on our international obligations under the Habitats Directive.

8.169 Following consultation with Doncaster's Pollution Control Team, an air quality assessment (AQA) has been submitted and assessed. It is recognised that the AQA follows standard methodology and uses data from recognised sources; therefore its proposals and conclusions may be accepted with a high degree of confidence. It seems reasonable therefore to conclude that the development does not have the potential to result in an exceedance of the air quality objectives; thus no objections have been raised on grounds of air quality subject to the inclusion of suitably worded conditions in relation to cycle spaces and details of electrical vehicle charging provision within the site (suggested conditions number 20 and 21).

Public Open Space

8.170 Doncaster UDP Policy RL 4 is relevant which states that the council will seek to remedy local public open space deficiencies within existing residential areas and will require the provision of public open space principally of benefit to the development itself in accordance with a criterion of standards as set out a-f within the policy.

8.171 In line with UDP Policy RL4 c), given the Austerfield Community Profile Area is deficient in 4/5 open space typologies, so the requirement would be for a 15% contribution in line with UDP Policy RL4. (Formal Open Space and Informal Open Space). The proposal had initially designated £18,000 for public open space by way of a commuted sum as set out in the applicants viability statement.

8.172 Since the application was last presented to planning committee, the applicants have earmarked an area of public open space in close proximity to the proposed dwellings. Consequently a condition has been suggested which requires full details of the layout and future maintenance to be provided to the Local Planning Authority prior to the commencement of any development. It is considered that the provision of onsite open space meets with the policy requirements

Financial Contributions

8.173 Paragraph 203 of the NPPF states that local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations. Planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition.

8.174 In paragraph 204 it is stated that planning obligations should only be sought where they meet all of the following tests (Community Infrastructure Levy Regulations 2010);

- 1.necessary to make the development acceptable in planning terms
- 2.directly related to the development; and
- 3.fairly and reasonably related in scale and kind to the development.

8.175 This proposal includes the requirement for a Section 106 Agreement which provides for the direct provision on site, or necessary contributions towards mitigating the direct impacts that arise from this development. In this case, the proposal has met the trigger for public open space (POS) contributions, affordable housing contributions and education contributions. That being said a viability assessment has been presented and independently analysed to determine the level of contribution that can be derived from the development.

Affordable Housing

8.176 As the development proposes more than 15 units this triggers the requirement for a 26% affordable housing contribution in accordance with Core Strategy Policy CS 12. The starting point for provision in the first instance is on site in accordance with criteria A) 1 of the policy which states that sites of 15 or more houses should include affordable houses on site with the proportion, type and tenure split reflecting the latest Strategic Housing Market Assessment.

8.177 Given the type of dwelling needed to facilitate the development the proposal is unable to provide onsite affordable housing units and as a consequence, the applicant has agreed to pay a commuted sum in lieu of the onsite contributions. Again the viability statement submitted with the application has identified that £300,000 has been attributed to affordable housing. This commuted sum is considered necessary, directly relate to the development and is fair and reasonable given the financial viability of the proposal.

Education

8.178 Policy CS 1 (A) of the Core Strategy states that as a means to securing and improving economic prosperity, enhancing the quality of place, and the quality of life in Doncaster, proposals will be supported which contribute to the Core Strategy objectives and in particular provide opportunity for people to get jobs, learn new skills, and have access to good quality housing, local services, sport, leisure, religious and cultural facilities. As such, the Education team have been consulted and have identified that schools likely to be affected would be Bawtry Mayflower (primary) and Hayfield Academy (Secondary. Given the number of properties proposed and their tenure it is considered it that the proposed development is likely to attract families due and as such, a further 3 places are required at secondary school level at a cost of £54,891.00. It is considered that at primary level, the school has capacity to absorb the development until at least 2021/22.

8.179 The education financial contribution is considered necessary and directly related to the development, the viability assessment has set out that an additional fee of £54,891.00 would make the scheme unviable and will therefore be making a nil contribution to education.

Travel Plan Transport Bond

8.180 A Transport Bond is required to mitigate any traffic in the event that targets are not met. The purpose of the TP Bond is to ensure that the targets within the Travel Plan towards sustainable travel (bus, walk, cycle etc.) can be met, and if not met the Council would step in with sustainable measures using the Bond. The Council needs to be assured that the Travel Plan is effective and has reasonable targets that can be met. The formulae for calculating the bond is as follows:-

No. of employees x the current cost of a 28 day South Yorkshire Travelmaster SY Connect+ ticket (currently £98.40) x 1.1.

8.181 This would equate to £14071.20 and is accounted for in the abnormal costs identified within the viability assessment. It is considered that commuted sum meets with the tests outlined in the CIL regulations 2010.

9.0 Summary and Conclusion

9.1 It is recognised that the construction of 18 dwellings in the countryside is contrary to the development plan, would result in harm by reason of inappropriateness, encroachment into the countryside and some visual harm. This weighs substantially against the proposal. The proposal would also see an increase in the overall built development on the site through for example the construction of a car park and increased facilities. This also weighs against the proposal and is afforded significant weight given the mitigating site characteristics and landscaping design.

9.2 Principally the applicant has put forward a case that new enterprise will rely heavily on providing educational benefits resulting in a centre of excellence for golf which will become a site of local and regional importance. This weighs in favour of the application carrying substantial weight.

9.3 Balanced against the harm outlined above, the proposal would develop the existing golf enterprise to provide a state of the art, architecturally impressive building. The design of the proposed buildings weighs in favour of the application carrying significant weight. Details within the application submission have set out the business model and aspirations for the new golf enterprise, resulting in a tourist designation with a regional draw that would differ from most other conventional golf courses.

9.4 In terms of sustainability, considering the distance from shops and other services, the sites proximity to bus stops and educational/medical facilities the site is clearly unsustainable socially, however balanced against this is the very real prospect of improved landscaping on the site with biodiversity advantages. That being said, the proposal would clearly result in further development into the countryside including the erection of 18 dwellings and the construction of a car park. The proposal would clearly bring economic advantages through job creation and increased tourism. Overall it is considered that the sustainability of the proposal is considered to carry neutral weight neither weighing heavily in favour of the application or against.

9.5 Consideration has been given to the other material factors including highways, ecology and flooding and no objections have been received by consultees subject to suitably worded conditions. This too weighs in favour of the application carrying moderate weight.

9.6 Given the size, location and nature of the proposal, it is recognised that the development proposal has a real potential to improve the landscaping in and around this clearly weighs in favour of the proposal carrying modest weight.

9.7 Whilst it is recognised that the application is finely balanced, it is considered that the harm generated by the proposal is outweighed by other material planning factors and on this basis the application is recommended for approval subject to suitably worded conditions and planning obligations delivered through the signing of a s106 agreement.

9.8 This report has sought to outline that the significance of the proposed development in terms of education together with new concepts for the game of golf, resulting in significant benefits to the borough and the region. The viability assessment that has been submitted has been independently assessed and has found that the 18 dwellings proposed are necessary in order to make the scheme viable.

Should members therefore find the proposal for the redevelopment proposal acceptable, the 18 proposed dwellings would be required to make the development viable.

10.0 Recommendation

MEMBERS RESOLVE TO GRANT PLANNING PERMISSION FOR THE PROPOSED DEVELOPMENT, SUBJECT TO THE CONDITIONS BELOW AND FOLLOWING THE COMPLETION OF AN AGREEMENT UNDER SECTION 106 OF THE TOWN AND COUNTRY PLANNING ACT 1990 IN RELATION TO THE FOLLOWING MATTERS:

- A) Affordable housing commuted sum equating to £300,000
- B) A phasing plan to come forward for the Council's consent and suitable wording to prevent the disposal of land.
- C) Travel Plan Transport Bond equating to £14,071.20

THE HEAD OF DEVELOPMENT BE AUTHORISED TO ISSUE THE PLANNING PERMISSION UPON COMPLETION OF THE AGREEMENT.

- 01. U59136 PART 1) Full planning permission for the erection of a new pro shop, changing suite, erection of driving range, sports bar and academy zone/ centre of excellence. Including complimentary supporting uses of a hotel with adjoining conference venue, main reception and health & fitness suite together with a bar and ancillary dining restaurant and permission for the change of use of land to create a new car park.
- 02. STAT1 The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of this permission.
REASON
Condition required to be imposed by Section 91(as amended) of the Town and Country Planning Act 1990.
- 03. ACC1 The development hereby permitted must be carried out and completed entirely in accordance with the terms of this permission and the details shown on the approved plans and specifications.
REASON
To ensure that the development is carried out in accordance with the application as approved.
- 04. U59137 The development hereby permitted shall be carried out in complete accordance with the details shown on the amended plans referenced and dated as follows

Amended Site Masterplan Drawing number BPH BBA Z0 XX DR A 1011 S2 P13 stamped amended plan 13.03.2018
Amended site development Plan BPH BBA Z0 XX DR A 1012 S2 P12 – Stamped amended plan
Location Plan drawing number - BPH BBA Z0 XX DR A 1001 S2 P02
GA Elevation Sheet 1 – BPH BBA 00 ZZ DR A 3001 S2 P08 – Stamped amended plan 14.06.2017

GA Elevation Sheet 2 – BPH BBA 00 ZZ DR A 3002 S2 P07
Golf GF GA Plan – BPH BBA 00 ZZ DR A 2016 S2 P07
Golf FF GA Plan – BPH BBA 00 ZZ DR A 2017 S2 P07
Fitness Suite GF GA Plan – BPH BBA 00 ZZ DR A 2018 S2 P07
Fitness Suite FF GA Plan – BPH BBA 00 ZZ DR A 2019 S2 P07
Conference GF GA Plan – BPH BBA 00 ZZ DR A 2012 S2 P07
Conference FF GA Plan – BPH BBA 00 ZZ DR A 2013 S2 P07
Hotel GF GA Plan – BPH BBA 00 ZZ DR A 2010 S2 P07
Hotel FF GA Plan – BPH BBA 00 ZZ DR A 2011 S2 P07
Ground Floor GA Plan – BPH BBA 00 ZZ DR A 2001 S2 P07
First Floor GA Plan – BPH BBA 00 ZZ DR A 2001 S2 P07
Village Bar GF GA Plan – BPH BBA 00 ZZ DR A 2020 S2 P07
Village Bar FF GA Plan – BPH BBA 00 ZZ DR A 2021 S2 P07
Reception GF GA Plan – BPH BBA 00 ZZ DR A 2014 S2 P07
Reception FF GA Plan – BPH BBA 00 ZZ DR A 2015 S2 P07
Soft Landscaped features – BPH BBA Z0 XX DR A 1013 S2 P08
Hard Landscape Features - BPH BBA Z0 XX DR A 1015 S2 P06
Proposed Open Space – BPH BBA Z0 XX DR A 1040 S2 P02

REASON

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

05. U59138 Detailed layout and engineering drawings for the proposed revised access from the A614 / High Common Lane / Cross Lane, prospectively adoptable highway and associated junctions shall be submitted for inspection and approval by the Highway Authority before construction works commence on site. The works shall be carried out in accordance with the agreed details.

REASON

In the interests of highway safety

06. U59139 Prior to commencement of development the design of the proposed junction with the A614 roundabout and prospectively adoptable highway shall be subject to Road Safety Audits in accordance with DMRB Volume 5 Section 2 Part 2 Road Safety Audit (HD 19/15). This information shall be submitted to and approved by the Local Planning Authority.

REASON

In the interests of highway safety.

07. U59140 Prior to commencement of development, any highways structures (as defined within South Yorkshire Residential Design Guide 4D1.1) which may include the Rakes Dale Drain watercourse crossing will require technical approval in accordance with the approval procedure based on DMRB BD2/05. The developer will be responsible for preparing and submitting the AIP, with the technical approving body being the Highway Authority. The approval procedure is to be followed for the construction or alteration of any highway structure whether to be adopted or not.

REASON

In the interest of highway safety.

08. U59141 The development hereby permitted shall not be commenced until a Construction Traffic Management Plan (CTMP) for that phase of development is submitted to and subsequently approved in writing by the Local Highway Authority. The approved plan shall be adhered to throughout the construction phase and shall include the following matters:

- o Volumes and types of construction vehicles
- o Parking of contractors vehicles
- o identification of delivery routes;
- o Swept path analysis (as required)
- o Construction Period
- o Temporary signage
- o Measures to be taken within the curtilage of the site to prevent the deposition of mud and debris on the public highway.

REASON

In order to protect the amenities of neighbouring properties and to order to protect highway safety.

09. U59142 Before the development commences, samples of the proposed external materials, cladding and roofing materials shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved materials.

REASON

To ensure the satisfactory appearance of the development.

10. U59143 No development shall take place on the site until a detailed hard and soft landscape scheme has been submitted to and approved in writing by the Local Planning Authority. The hard landscape plan should detail all proposed materials and include footpath routes which are still to be agreed. The scheme shall include a soft landscape plan; a schedule providing tree numbers and details of the species, which shall comply with section 8 Landscape, Trees and Hedgerows of the Council's Development Guidance and Requirements Supplementary Planning Document, nursery stock specification in accordance with British Standard 3936: 1992 Nursery Stock Part One and planting distances of trees and shrubs; a specification of planting and staking/guying; a timescale of implementation; and details of aftercare for a minimum of 5 years following practical completion of the landscape works. Thereafter the landscape scheme shall be implemented in full accordance with the approved details and the Local Planning Authority notified in writing within 7 working days to approve practical completion. Any part of the scheme which fails to achieve independence in the landscape or is damaged or removed within five years of planting shall be replaced during the next available planting season in full accordance with the approved scheme, unless the local planning authority gives its written approval to any variation.

Reason:

In the interests of environmental quality and core strategy policy CS16: Valuing our natural environment

11. U59144 No development shall take place in implementation of this permission until a statement has been submitted to the local planning authority and approved in writing from them, explaining how CO2 emissions from the development will be reduced by providing at least 10% of the development's energy through on-site renewable energy equipment or improvements to the fabric efficiency of the building. The carbon savings, which result from this, will be above and beyond what is required to comply with Building Regulations. Unless otherwise agreed in writing by the local planning authority, the development shall then proceed in accordance with the approved report. Before any building is occupied or sold, the local planning authority shall be satisfied that the measures have been installed. This will enable the planning condition to be fully discharged.

REASON

In the interests of sustainability and to minimize the impact of the development on the effects of climate change.

12. U59145 Before the development commences, a BREEAM pre-assessment, or equivalent assessment, shall be submitted for approval demonstrating how BREEAM 'Very Good' will be met. Unless otherwise agreed, the development must take place in accordance with the approved assessment. Prior to the occupation of any building, a post construction review should be carried out by a licensed assessor and submitted for approval. This will enable the planning condition to be fully discharged.

Advice should be sought from a licensed BREEAM assessor at an early stage to ensure that the required performance rating can be achieved. A list of licensed assessors can be found at www.breeam.org.

REASON

In the interests of sustainability and to minimise the impact of the development on the effects of climate change.

13. U59146 The development permitted by this planning permission shall be carried out in accordance with the approved Flood Risk Assessment (FRA) "Bawtry Golf Club Flood risk Assessment Final Report v2.1" dated 3 August 2017, and the following mitigation measures detailed within the FRA:

1. Limiting the surface water run-off generated by the 1 in 100 critical storm so that it will not exceed the run-off from the undeveloped site and not increase the risk of flooding off-site.
2. Provision of compensatory flood storage in the form on the proposed lake (see Appendix A of the FRA) to the capacity of 64cu m.
3. Finished floor levels for the residential units are set no lower than 3.52 m above Ordnance Datum (AOD).
4. Finished Flood Levels for the golf club and associated facilities are set a minimum of 0.15m above adjacent ground levels, as discussed in section 5.1.2 of this FRA.

The mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the timing / phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the local planning authority.

REASON

1. To prevent flooding by ensuring the satisfactory storage of/disposal of surface water from the site.
2. To prevent flooding elsewhere by ensuring that compensatory storage of flood water is provided.
3. To reduce the risk of flooding to the proposed development and future occupants.
4. To reduce the risk of flooding to the proposed development and future occupants.

14. CON2

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

REASON

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

15. CON3

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

REASON

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

16. DA01

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

REASON

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

17. U59156 Prior to commencement of development a Wildlife Habitat Management Plan (WHMP) shall be submitted and approved in writing by the Local Planning Authority and shall include measures for the prevention of nesting and roosting wildlife which may have an adverse effect to aircraft operations.

REASON

In order to safeguard the neighbouring airport.

18. U59157 Prior to any crane or high reach equipment in excess of 10m above ground level being brought onto site full details of the equipment used shall be submitted and approved in writing by the Local Planning Authority.

REASON

In the interests of aviation safety.

19. U59158 Prior to the development hereby granted being brought into use a lighting design strategy for all areas of the site to be lit shall be submitted to and approved in writing by the local planning authority.

All external lighting shall be installed in accordance with the specifications and locations set out in the strategy, and these shall be maintained thereafter in accordance with the strategy. Under no circumstances should any other external lighting be installed without prior consent from the local planning authority.

REASON

In the interests of aviation safety and to safeguard mitigate any harm to the countryside.

20. U59159 Prior to the commencement of the development hereby approved, details of electric vehicle charging provision shall be submitted to and approved in writing by the local planning authority. Installation shall comply with current guidance/advice. The first dwelling/development shall not be occupied until the approved connection has been installed and is operational and shall be retained for the lifetime of the development. The development shall be carried out in accordance with the approved details.

REASON

To contribute towards a reduction in emissions in accordance with air quality objectives and providing sustainable travel choice in accordance with policies CS9 and CS18 of the Doncaster Council Core Strategy

21. U59164 The development hereby approved shall be carried out in accordance with the approved Transport Assessment which states that 50 secure cycle spaces shall be provided as part of the development unless otherwise agreed in writing by the Local Planning Authority.

REASON

To contribute towards a reduction in emissions in accordance with air quality objectives and providing sustainable travel choice in accordance with policies CS9 and CS18 of the Doncaster Council Core Strategy

22. U59165

No development shall take place on the site until full details of the soft landscape scheme as indicated on the Approved Site Plan (SOFT LANDSCAPE PLAN - BPH-BBA-Z0-XX-DR-A-1013-S2-P05) have been submitted to and approved in writing by the Local Planning Authority. The planting scheme once approved in writing by the Local Planning Authority, shall be implemented in the first available planting season after completion of development. The scheme shall include: a planting and grassland seeding plan and schedule including the nursery stock specification for all shrubs and trees in compliance with British Standard 3936: Part 1: 1992 Specification for Trees and Shrubs comprising of species that are locally characteristic to the Austerfield landscape character area; details of ground preparation; a landscape establishment specification; a maintenance specification for a minimum of five years following practical completion of the landscape works and a timescale of implementation. The approved scheme shall be maintained for a minimum of five years in accordance with the approved scheme and landscape features which are defective, damaged or removed within five years of establishment shall be replaced.

REASON:

In the interests of environmental quality and the adopted core strategy Policy CS16: Valuing our Natural Environment section D1, D2, D3 & D4.

23. U59166

No development shall take place on the site until a detailed specification for tree pit construction that utilises a professionally recognised method of construction to provide the minimum rooting volume set out in the Council's Development Guidance and Requirements supplementary planning document and a load-bearing capacity equivalent to BS EN 124 2015 Class C250 or greater for any paved surface above; a specification for planting including details of tree support, tree pit surfacing, aeration and irrigation; a maintenance specification and a timescale of implementation, which shall be within the first 3 months of completion of the development or alternative trigger to be agreed. Thereafter, the landscape scheme shall be implemented in full accordance with the approved details and the Local Planning Authority notified prior to backfilling any engineered tree pits to inspect and confirm compliance and within seven days of the completion of landscape works to inspect and approve practical completion in writing. Any tree or shrub planted as part of the scheme that is removed or is found to be dying, diseased or seriously damaged within five years of practical completion of the planting works shall be replaced during the next available planting season in full accordance with the approved scheme, unless the local planning authority gives its written approval to any variation.

REASON

To ensure that a landscape scheme is implemented in the interests of environmental quality and compliance with Core Strategy policy CS16 section D3

24. U59167

The alignment of all service trenches and overhead services shall be approved by the Local Planning authority prior to the commencement of development'

REASON:

To prevent damage being caused to trees which it has been agreed shall be retained, conflict arising with the new planting and tree pits and to help ensure compliance with Core Strategy policy CS16 section D3

25. U59168

Tree surgery work shall be carried out in accordance with the approved plans and particulars (Arboricultural Implication Assessment Bawtry Park Hotel & Leisure Development Report reference: TCC-1022 AIA3 13 September 2017). Best arboricultural practice shall be employed in all work, which shall comply with British Standards Specification No.3998 (Tree Work) 2010 and unless otherwise agreed with the District Planning Authority shall be completed before the development commences.

REASON:

To ensure that the work is carried out to the appropriate high standard

26. U59169

The erection of fencing for the protection of any retained tree following BS5837:2012 Trees in relation to design, demolition and construction shall be undertaken in accordance with the approved plans and particulars (Arboricultural Implication Assessment Bawtry Park Hotel & Leisure Development Report reference: TCC-1022 AIA3 13 September 2017) before any equipment, machinery or materials have been brought on to site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the local planning authority.

REASON:

To ensure that all trees are protected from damage during construction.

27. U59170

No development or other operations shall commence on site in connection with the development hereby approved (including tree/removal pruning, demolition works, soil moving, access formation or alteration, or any operations involving the use of construction machinery) until a detailed Method Statement has been submitted to and approved in writing by the Local Planning Authority. No development or other operations shall take place except in complete accordance with the approved Method Statement. The Method Statement shall include full detail of the following:

- o Installation of a tree protection scheme
- o Installation of tree pits
- o Siting of materials storage areas and site cabins

REASON

To ensure that all trees are protected from damage during construction.

28. U59180 No development shall take place until a 1:200 plan has been submitted and approved in writing indicating the position Bridleway No.3 and the junction of Cross Lane.
REASON
To determine whether a legal order to divert or extinguish part of the bridleway is needed.
29. U59171 PART 2) Outline permission with consideration for the erection of 18 dwellings and associated infrastructure being all matters reserved and re-development of existing golf course being all matters reserved.
30. U59172 The development to which this permission relates must be begun not later than whichever is the later of the following dates:- i) The expiration of three years from the date of this permission or ii) The expiration of two years from the final approval of the reserved matters or in the case of different dates the final approval of the last such matter to be approved.
REASON
Condition required to be imposed by Section 92 (as amended) of the Town and Country Planning Act 1990.
31. U59173 Approval of the details of the access, layout, scale, appearance and landscaping of the site (hereinafter referred to as reserved matters) shall be obtained from the local planning authority before the commencement of any works.
REASON
To enable the local planning authority to control the development in detail and to comply with Section 92 (as amended) of the Town and Country Planning Act 1990.
32. U59174 The first submission of Reserved Matters for housing development shall include a Design Guide to be approved by the Local Planning Authority, which shall be applied to all subsequent Reserved Matters submissions for development within the site. The document to be produced shall refer to and reflect the Council's current design guidance, and cover the following key detailed design matters:
- o Urban design principles- how the development will create a secure series of plots with well-defined, active and enclosed streets and spaces,
 - o Plot design principles- details of the key characteristics of each plot in terms of built land to garden space ratio, layout, height, scale, spacing and siting, form, appearance, and soft landscape,
 - o Architectural appearance, building details and materials- informed by a local character appraisal,

- o Vehicle and cycle parking- including details of allocated and visitor parking strategies in line with the Council's parking standards,
- o Boundary treatments- details of front, side, rear and plot division boundaries.

It is recommended for further detailed advice, applicants speak to the Council prior to developing the design guide.

REASON

To ensure a consistent and co-ordinated design approach for the area of housing, in the interests of the satisfactory function and appearance of the development.

33. U59175

The development permitted by this planning permission shall be carried out in accordance with the approved Flood Risk Assessment (FRA) "Bawtry Golf Club Flood risk Assessment Final Report v2.1" dated 3 August 2017, and the following mitigation measures detailed within the FRA:

1. Limiting the surface water run-off generated by the 1 in 100 critical storm so that it will not exceed the run-off from the undeveloped site and not increase the risk of flooding off-site.
2. Provision of compensatory flood storage in the form on the proposed lake (see Appendix A of the FRA) to the capacity of 64cu m.
3. Finished floor levels for the residential units are set no lower than 3.52 m above Ordnance Datum (AOD).
4. Finished Flood Levels for the golf club and associated facilities are set a minimum of 0.15m above adjacent ground levels, as discussed in section 5.1.2 of this FRA.

The mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the timing / phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the local planning authority.

REASON

1. To prevent flooding by ensuring the satisfactory storage of/disposal of surface water from the site.
2. To prevent flooding elsewhere by ensuring that compensatory storage of flood water is provided.
3. To reduce the risk of flooding to the proposed development and future occupants.
4. To reduce the risk of flooding to the proposed development and future occupants.

34. U59177

Upon submission of the first reserved matters application a Noise Impact Assessment (NIA) to assess the impact from aircraft associated with Doncaster Sheffield Airport, shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include any mitigation measures necessary to minimise the potential for noise disturbance generated by the airport.

REASON

In order to safeguard the amenities of future occupants.

35. DA01 The development hereby granted shall not be begun until details of the foul, surface water and land drainage systems and all related works necessary to drain the site have been submitted to and approved by the Local Planning Authority. These works shall be carried out concurrently with the development and the drainage system shall be operating to the satisfaction of the Local Planning Authority prior to the occupation of the development.
REASON
To ensure that the site is connected to suitable drainage systems and to ensure that full details thereof are approved by the Local Planning Authority before any works begin.
36. U59179 Prior to any crane or high reach equipment in excess of 10m above ground level being brought onto site full details of the equipment used shall be submitted and approved in writing by the Local Planning Authority.
REASON
In the interests of aviation safety.
37. CON2 Should any unexpected significant contamination be encountered during development, all associated works shall cease and the Local Planning Authority (LPA) be notified in writing immediately. A Phase 3 remediation and Phase 4 verification report shall be submitted to the LPA for approval. The associated works shall not re-commence until the reports have been approved by the LPA.
REASON
To secure the satisfactory development of the site in terms of human health and the wider environment and pursuant to guidance set out in the National Planning Policy Framework.
38. CON3 Any soil or soil forming materials brought to site for use in garden areas, soft landscaping, filing and level raising shall be tested for contamination and suitability for use on site. Proposals for contamination testing including testing schedules, sampling frequencies and allowable contaminant concentrations (as determined by appropriate risk assessment) and source material information shall be submitted to and be approved in writing by the LPA prior to any soil or soil forming materials being brought onto site. The approved contamination testing shall then be carried out and verification evidence submitted to and approved in writing by the LPA prior to any soil and soil forming material being brought on to site.
REASON
To secure the satisfactory development of the site in terms of human health and the wider environment and pursuant to guidance set out in the National Planning Policy Framework.

39. U59822 Prior to the commencement of development details of the layout and future maintenance of the open space shall be provided to the Local Planning Authority. The development shall be carried out in accordance with the approved details.

REASON

In order to ensure adequate provision of Public Open Space.

01. IQ171 INFORMATIVE
The developer shall consider incorporating all possible sustainability features into the design of the proposed development.

02. U12212 INFORMATIVE - Highways

Works carried out on the public highway by a developer or anyone else other than the Highway Authority shall be under the provisions of Section 278 of the Highways Act 1980 and adoption of the new access road shall be carried out under Section 38 of the Highways Act. The S38 and S278 agreements must be in place before any works are commenced. There is a fee involved for the preparation of the agreement and for on-site inspection. The applicant should make contact with Malc Lucas - Tel 01302 735110 as soon as possible to arrange the setting up of the agreement.

Doncaster Borough Council Permit Scheme (12th June 2012) - (Under section 34(2) of the Traffic Management Act 2004, the Secretary of State has approved the creation of the Doncaster Borough Council Permit Scheme for all works that take place or impact on streets specified as Traffic Sensitive or have a reinstatement category of 0, 1 or 2. Agreement under the Doncaster Borough Council Permit Scheme's provisions must be granted before works can take place. There is a fee involved for the coordination, noticing and agreement of the works. The applicant should make contact with Paul Evans - Email: p.evans@doncaster.gov.uk or Tel 01302 735162 as soon as possible to arrange the setting up of the permit agreement.

Street lighting design and installation is generally undertaken by the Local Highway Authority. There is a fee payable for this service and the applicant should make contact with Malc Lucas - Tel 01302 735110 as soon as possible. Further information on the selected DNO / IDNO together with the energy supplier will also be required as soon as possible as they directly affect the adoption process for the street lighting assets.

A commuted sum of £5000 to be used towards the future maintenance costs of each highway drain soakaway, shall be paid to the Council, prior to the issue of the Part 2 Certificate.

The developer shall ensure that no vehicle leaving the development hereby permitted enter the public highway unless its wheels and chassis are clean. It should be noted that to deposit mud on the highway is an offence under provisions of The Highways Act 1980.

Any trees to be provided in the public highway require a commuted sum for maintenance purposes of £1500 per tree (£300 pounds per annum for a period of 5 years) to be paid to the Council, prior to the issue of the Part 2 Certificate.

03. INF1B

INFORMATIVE

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

Further information is also available on the Coal Authority website at: www.gov.uk/government/organisations/the-coal-authority

This Standing Advice is valid from 1st January 2017 until 31st December 2018

04. U12213

INFORMATIVE - Secure by Design

All doors and windows should be to PAS 24:2016 the required standards for Secured by Design. All glazing must be laminated.

All entrances must be well lit.

Lighting design should be co-ordinated with a CCTV installation and the landscape design to avoid any conflicts and to ensure that the lighting is sufficient to support a CCTV system. Light fittings should be protected where vulnerable to vandalism.

Parking areas should also be well lit with no dark areas. Consideration should be given to the scheme encompassing the PARK MARK specifications.

05. U12214

INFORMATIVE

No obstructions shall take place within 9 metres of the edge of a watercourse without written consent from the IDB.

06. U12291

INFORMATIVE

The applicant shall seek consent for the diversion of the public footpath at the earliest opportunity by contacting Doncaster's Public Rights of Way team prior to any work taking place to make a diversion order by telephoning 01302 735158.

The above objections, considerations 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 - Site Plan



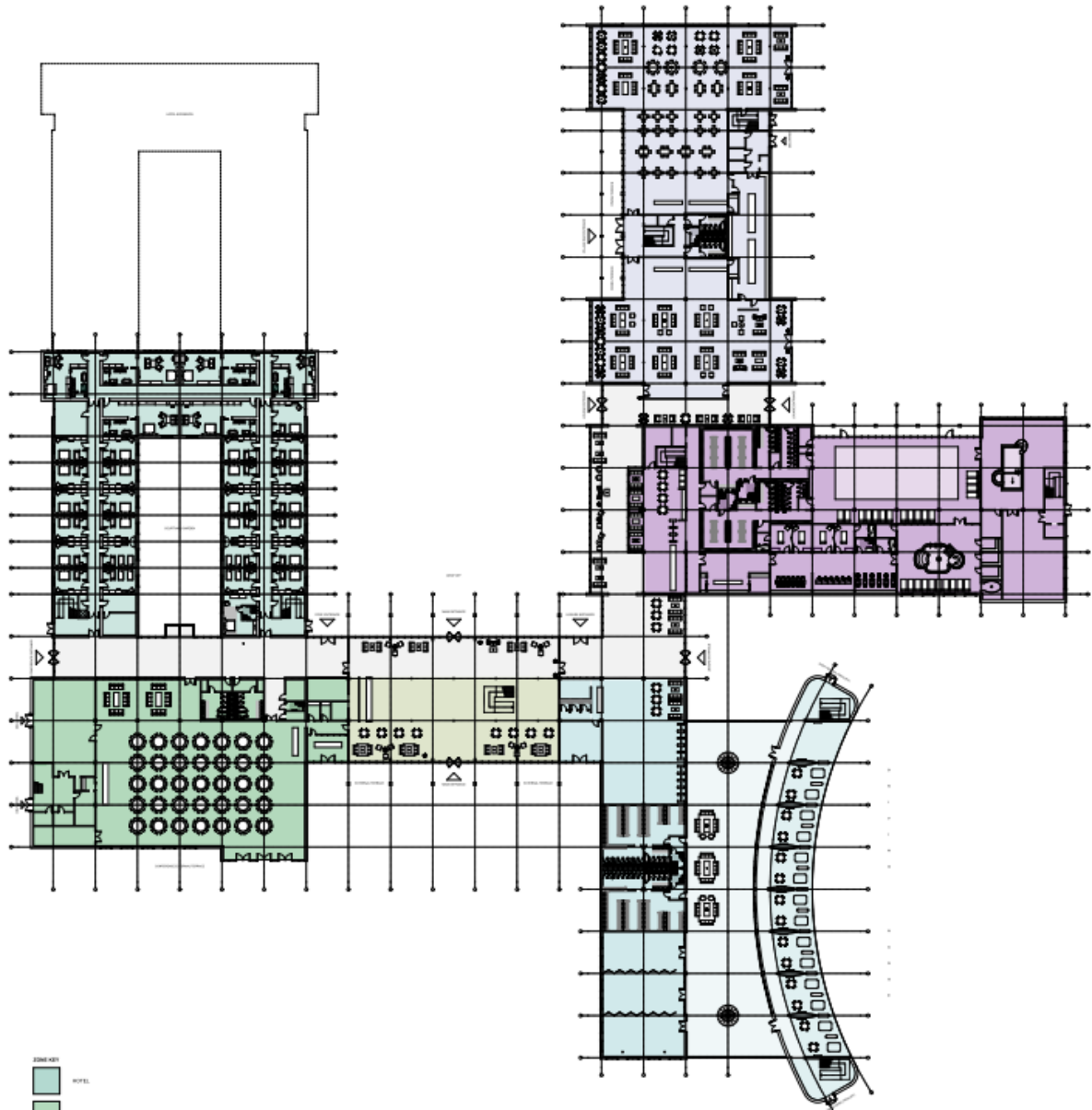
Appendix 2 – Proposed building, driving range and car park layout

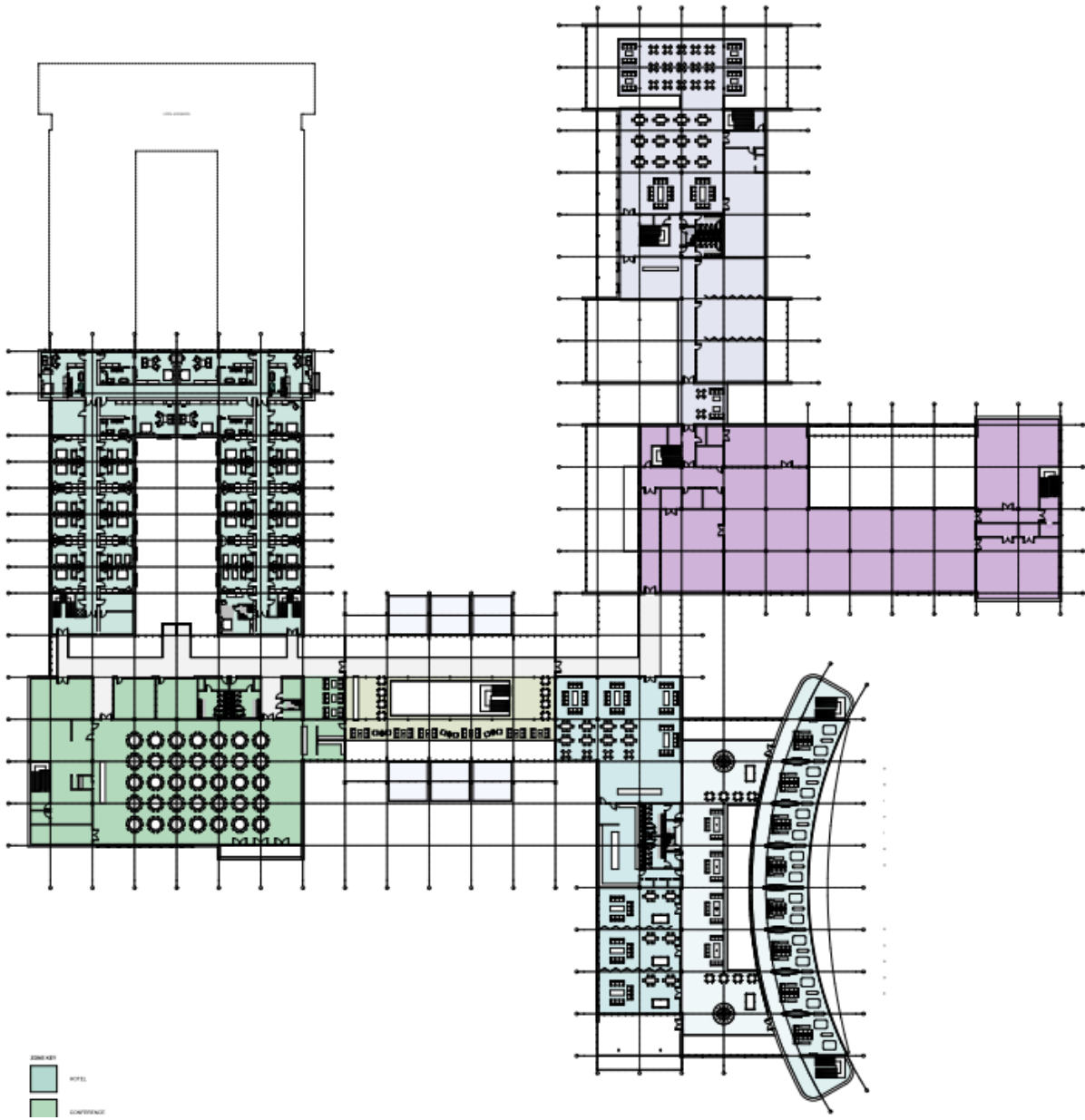


Appendix 3 – Indicative plan of proposed dwellings.

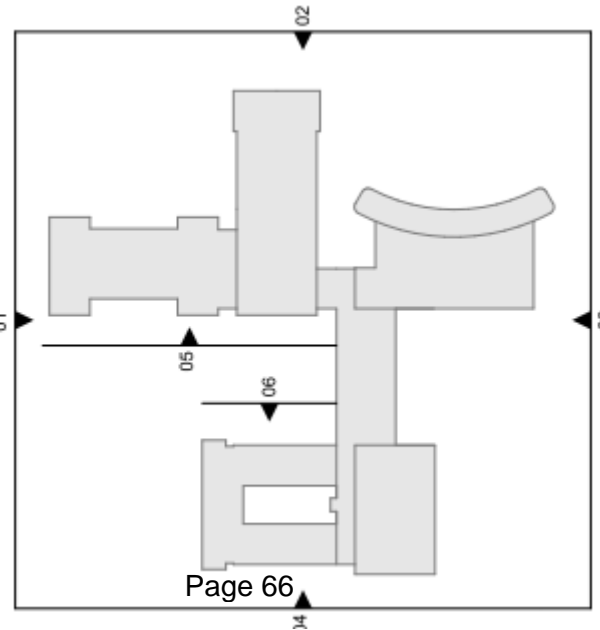
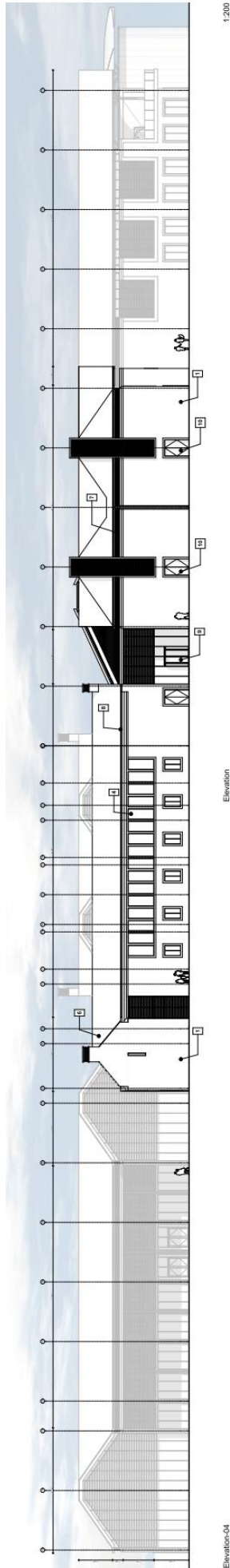
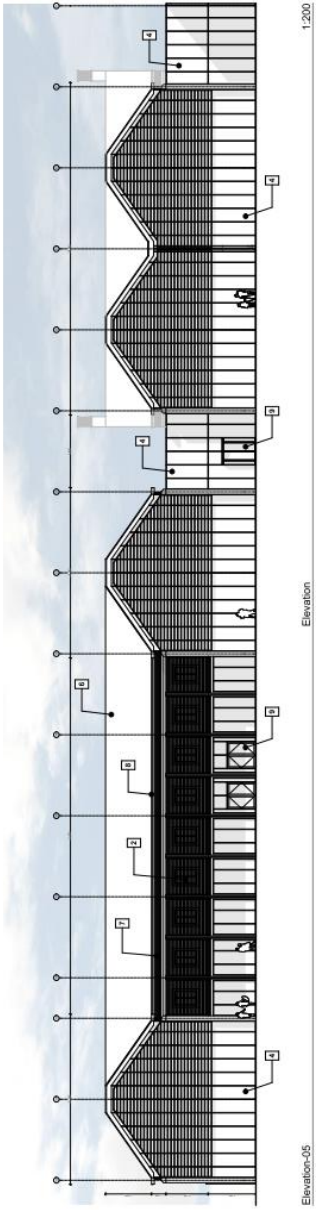


Appendix 4 – Proposed Floor Plans





Appendix 5 – Proposed Elevations

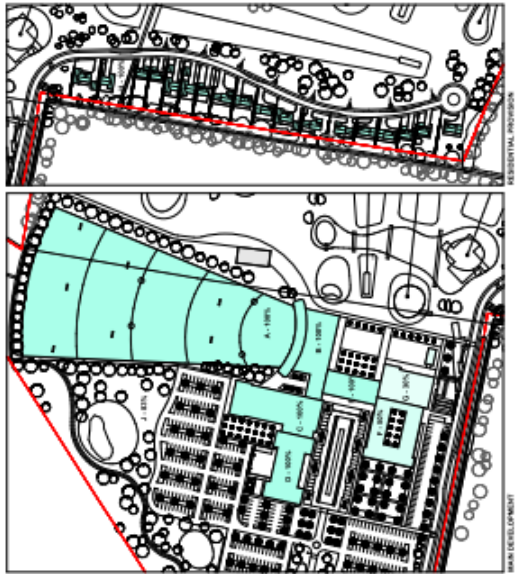


Appendix 6 – Conceptual Drawings.

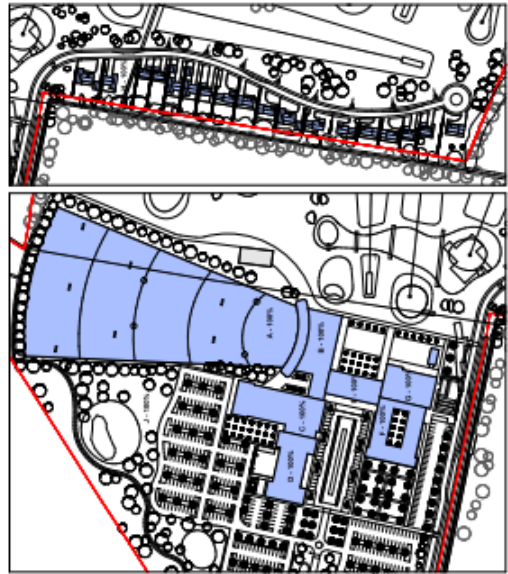




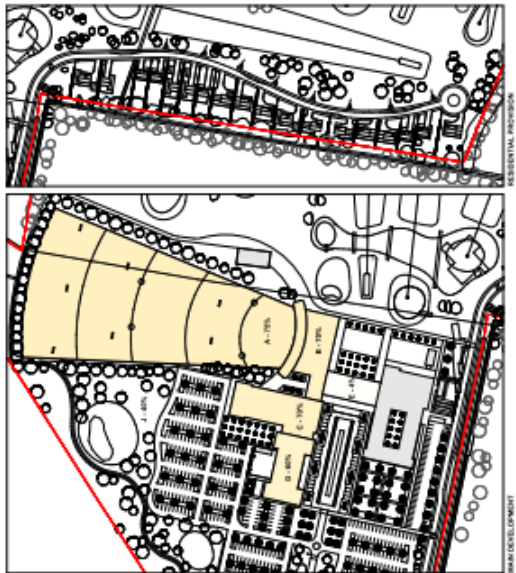
Appendix 7 – Phasing Plan



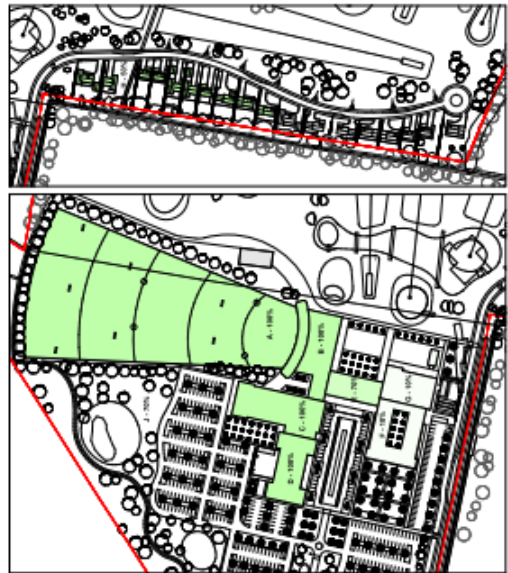
- YEAR 3**
- A DRIVING RANGE - 100%
 - B GOLF / CLUBHOUSE / ACADEMY - 100%
 - C HEALTH & FITNESS - 100%
 - D VILLAGE BOUTIQUE RESTAURANT - 100%
 - E RECEPTION / CENTRAL USE - 100%
 - F HOTEL - 50%
 - G CONFERENCE - 50%
 - H RESIDENTIAL - 100%
 - J LANDSCAPING - 80%
- SETBACK: 10% OF APPLICABLE ZONING REQUIREMENTS
 10% OF PUBLIC OPEN SPACE CONTRIBUTION



- YEAR 4**
- A DRIVING RANGE - 100%
 - B GOLF / CLUBHOUSE / ACADEMY - 100%
 - C HEALTH & FITNESS - 100%
 - D VILLAGE BOUTIQUE RESTAURANT - 100%
 - E RECEPTION / CENTRAL USE - 100%
 - F HOTEL - 100%
 - G CONFERENCE - 100%
 - H RESIDENTIAL - 100%
 - J LANDSCAPING - 100%
- SETBACK: 10% OF APPLICABLE ZONING REQUIREMENTS
 10% OF PUBLIC OPEN SPACE CONTRIBUTION



- YEAR 1**
- A DRIVING RANGE - 10%
 - B GOLF / CLUBHOUSE / ACADEMY - 10%
 - C HEALTH & FITNESS - 10%
 - D VILLAGE BOUTIQUE RESTAURANT - 40%
 - E RECEPTION / CENTRAL USE - 40%
 - F HOTEL - 0%
 - G CONFERENCE - 0%
 - H RESIDENTIAL - 0%
 - J LANDSCAPING - 40%



- YEAR 2**
- A DRIVING RANGE - 100%
 - B GOLF / CLUBHOUSE / ACADEMY - 100%
 - C HEALTH & FITNESS - 100%
 - D VILLAGE BOUTIQUE RESTAURANT - 100%
 - E RECEPTION / CENTRAL USE - 100%
 - F HOTEL - 10%
 - G CONFERENCE - 10%
 - H RESIDENTIAL - 10%
 - J LANDSCAPING - 10%

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DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE – 3rd April 2018

Application 2

Application Number:	17/02947/FUL	Application Expiry Date:	31st January 2018
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Application Type:	Full Application
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Proposal Description:	Redevelopment of the existing petrol station; including proposed rear extension to existing petrol filling station building for a food to go offering, as well as various alterations including new shop front, canopy, parking, bin store, jet washes, air and water machine, and retention of ATM.
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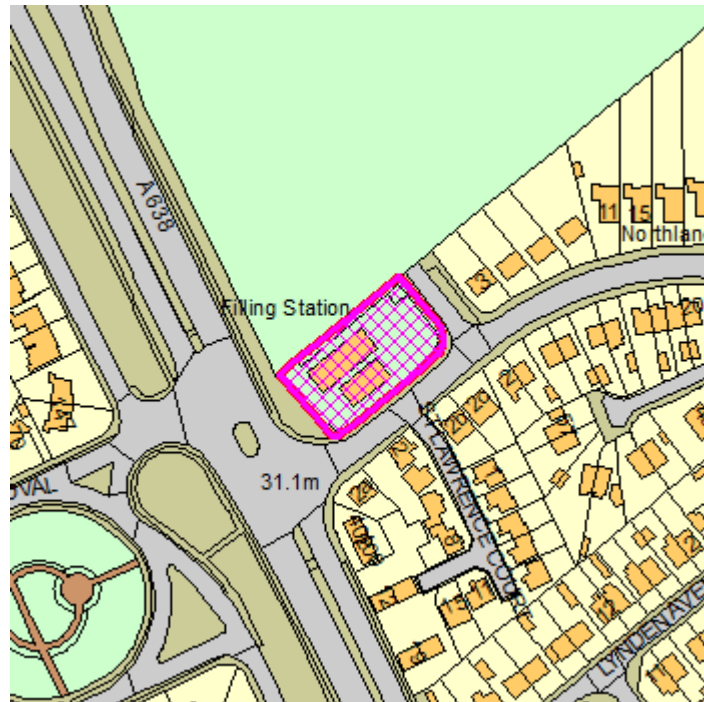
At:	Adwick Le Street, Lutterworth Drive, Doncaster, DN6 7BX
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For:	Motor Fuel Group Ltd
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Third Party Reps:	7 representations and a 29 signature petition.	Parish:	N/A
		Ward:	Adwick Le Street And Carcroft

Author of Report	Alicia Murray
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MAIN RECOMMENDATION:	Approval.
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1.0 Reason for Report

- 1.1 This application is presented to Planning Committee given the number of representations received against the application and at the requests of Councillor David Hughes and Councillor John Mounsey.

2.0 Proposal and Background

- 2.1 The applicant is seeking consent for the redevelopment of the existing petrol station; the works include a single storey rear extension; removal of existing automatic car wash; various alterations including new shop front, canopy, bin store, jet washes, air & water machine; re-configuration of car parking with 1 additional space; and retention of the ATM.
- 2.2 The proposed extension would be located to the rear elevation and would equate to an additional 42 square metres of retail space. The food to go offering exists within the shop unit but the extension would make this a larger facility; however it will remain ancillary to the main retail function. The proposed extension would lead to the loss of the automatic car wash, as the entrance route will be closed off by this extension. The alterations to the shop and forecourt will modernise the existing operation with no proposed increase in the number of pumps.
- 2.3 The existing petrol station and shop operates 24 hours. The petrol station has a centralised canopy with 6 pumps, parking to the front and side boundaries, an automatic car wash, jet wash facilities, retail unit, and air and water machines.
- 2.4 The site is located off the A638 and is close to the junction for the A1 motorway. The site is situated adjacent to several residential properties and is located at the top of a residential estate.

3.0 Relevant Site History

- 3.1 17/01426/FUL: Continuation of use of petrol station without compliance of condition 1 of Application Reference Number: 04/2367/P/WCC granted on 21/07/2004 (restricted opening hours) to allow 24 hour opening. Approved 24.07.2017.

4.0 Representations

- 4.1 This application has been advertised by site notice and neighbour notification letters; in accordance with the Development Management Procedure Order 2015.

4.2 7 local residents have submitted objections to the proposal, along with a 29 signature petition; the objections outline the following:

- The garage is in close proximity to residents' homes and the 24 hour opening has already had serious effects on the quality of life enjoyed.
- The garage has constantly flaunted the conditions of the 24 hour opening planning permission
- This will increase congestion on Lutterworth Drive/St Lawrence Court; which is already a dangerous junction with several accidents.
- Petrol tanker deliveries will increase
- Noise levels will increase with refrigerator Lorries, along with vehicles visiting the petrol station and using the car wash.
- Litter will increase
- Anti-social behaviour will increase
- Air pollution will increase due to increase in traffic
- Already significant fast food outlets in the vicinity and the shop already has a food to go facility.

5.0 Relevant consultations

5.1 Highways – Further to information provided within the Transport Statement, it is worth noting that the applicant seeks to extend the premises by an additional 42m² GFA showing an anticipated maximum increase of 8 vehicles within a weekday peak. The filling station benefits from a number of additional parking spaces to accommodate customers not wishing to fill up and stacking space for vehicles using the existing 2 pumps on the site. Taking this into account, the highways officer has no objections to the application.

5.2 Environmental Health – No objections subject to a series of conditions, controlling the hours of use on the ancillary apparatus.

5.3 Area Manager – No comments have been received.

5.4 Drainage – No comments have been received.

5.5 Contaminated Land - No objection subject to a condition and informative.

6.0 Relevant Policy and Strategic Context.

6.1 The site is allocated as Residential Policy Area, as defined by the Doncaster Unitary Development Plan 1998. Planning policy relevant to the consideration of this application includes:

6.2 National Planning Policy Framework

- Section 1: Building a strong, competitive economy
- Section 7: Requiring good design

6.3 Doncaster Council's Core Strategy:

CS1: Quality of Life
CS2: Growth and Regeneration Strategy
CS14: Design and Sustainable Construction

6.4 Saved Doncaster Unitary Development Plan:

PH12: Non-residential uses in Residential Policy Areas
ENV54: Alterations and Extensions

7.0 Planning Issues and discussion

Principle of the Development

- 7.1 The proposal is to erect a small extension to the existing petrol station and retail space. The proposal fits in with the day to day operations of the petrol station. The increase to sales area will also improve customer experience at the petrol station and improves the facilities available to local residents. Finally, the approval of this proposal will support the growth of the existing business and as such it meets national planning policy regarding the promotion of sustainable economic development.
- 7.2 The Doncaster UDP 1998 is the most up to date adopted plan for the Borough. The land allocation in the UDP is Residential Policy Area. Policy PH12 is the most relevant which states that 'within the residential policy areas the establishment or extension of non-residential uses of appropriate scale will be permitted provided the use would not cause unacceptable loss of residential amenity through, for example, excessive traffic, noise, fumes, smells or unsightliness.'
- 7.3 The extension and alterations to the petrol station would not result in a significant increase in intensification of the existing use. The extension is small in scale and would be part of an existing retail unit, with an existing food to go offering. The specific impact to residential amenity and highways will be discussed in more detail below.

Character and Appearance

- 7.4 Saved Policy ENV54 of the Doncaster Unitary Development Plan 1998 states, 'Alterations and extensions to existing buildings should be sympathetic in scale, materials, layout and general design to the existing building. All features which contribute to the character of the building or surrounding area should be retained'. Policy CS14 of the Core Strategy is also relevant as this refers to design considerations for new development.
- 7.5 The proposed extension to the retail unit would not be significantly visible from the wider area, especially the neighbouring residential properties; given it is to the rear of the building. It is considered that the extension would be of a similar design to the existing sales building and would only equate to an additional 41 square metres.

7.6 The proposed alterations to the garage forecourt, including the new shop front and canopy etc are all considered to improve the visual impact this garage currently has on the character of the area. The proposed materials would be reflective of those existing on site; as such it is in accordance with policies ENV54 and CS14.

Impact to Surrounding Land

7.7 There has been significant representation from local residents and comments received from the ward councillors with regards to this proposal. The comments received, relate to the impact the approval of 24 hour operations and the existing nuisance this site causes to the neighbouring residential properties. Complaints are under investigation with the planning enforcement team regarding the opening of the shop contrary to planning conditions and the operation of the jet wash, which is a separate matter to this planning application.

7.8 The proposed single storey extension would be to the rear of the existing shop unit, and would be located at the furthest point away from any neighbouring residential properties. There would be no openings to the side elevation facing onto the boundary towards the neighbouring dwellings. The extension would form part of an existing retail unit which offers a food-to-go service, this is now considered commonplace within petrol stations; the proposal would be an extension of this service, with the main use still being a convenience store and petrol station.

7.9 The proposed alterations to the shop front, ATM and canopy would improve the aesthetics of the application site; given that this station is already alien in this residential location. The proposed alterations are considered to not cause any greater impact on surrounding land.

7.10 The new jet washes and air and water machines will clearly generate noise; however, these machines are replacements of existing systems. The previous application for 24 hour operations saw the addition of hours of operation conditions added for these machines; these conditions will be added onto this consent for the new machines, with the addition that they should be turned off electronically outside the hours stated. This should reduce the amount of outside hours use reported to the council, as it must be turned off at the mains rather than just stopping the sale of tokens/codes outside the hours (as people are using pre-bought tokens outside the hours).

7.11 The proposed bin store would be located within the space next to the proposed extension, to the rear of the site. This would be outside the main view of the neighbouring properties, given the site is slightly lower than the neighbouring properties to the eastern boundary. It is considered that the bin store would have minimal impact on the surrounding land.

7.12 The Council's Environmental Health Officers have been consulted on this application; and does not wish to make any objections to the proposals. They are aware of the complaints being raised by the neighbouring properties; therefore the department have requested a series of conditions which restrict the usage of the equipment and for additional acoustic fencing. These conditions are not fully complete at the time of writing the report, so they will be added onto pre-committee amendments.

Highway, Parking and Traffic Considerations

7.13 The proposed extension and alterations would not result in the alterations of either the access or egress at the site. The proposed extension would increase the floor area of the sales space but there is existing non-petrol use parking on site, which is proposed to increase by 1 space, and most of the users would also use the petrol facilities too. Thus, it is considered that the extension would not increase the intensity of use significantly enough to warrant the need for additional parking. Highways Development Management have considered the proposal and raised no objections. It is considered that the proposal would be in accordance with Core Strategy Policy CS14.

8.0 Summary and Conclusion

8.1 The proposed extension and alterations are not considered to have a significantly detrimental impact to either the character of the area, the amenity of the adjacent neighbours; neither would the proposal have a detrimental impact to the highway. The proposed development is considered to be in accordance with both national and local policy and is recommended for approval.

9.0 Recommendation

9.1 GRANT Full planning permission subject to the following conditions.

1. The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of this permission.

REASON

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

2. The development hereby permitted shall be carried out in complete accordance with the details shown on the amended plans referenced and dated as follows proposed plan 7A dated 12.01.18; and 1, 4a, 5, 8, received 29.11.18.

REASON

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

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

REASON

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

4. The jet washing facility, air and water machines shall only operate between the hours of 0600 to 2300 Monday to Friday, and 0800 to 2200 Saturday and Sunday the machine shall be fitted with a cut off timing device reflecting the permitted hours, and retained for the lifetime of the development. Unless otherwise agreed in writing by the Local Planning Authority.

REASON

To protect the amenity of the neighbouring occupiers, in accordance with ENV54 of UDP and Policy CS14 of the Core Strategy.

5. The external render colour shall be RAL7016 (anthracite grey).

REASON

To ensure the satisfactory appearance of the development in accordance with policy ENV54 of the Doncaster Unitary Development Plan.

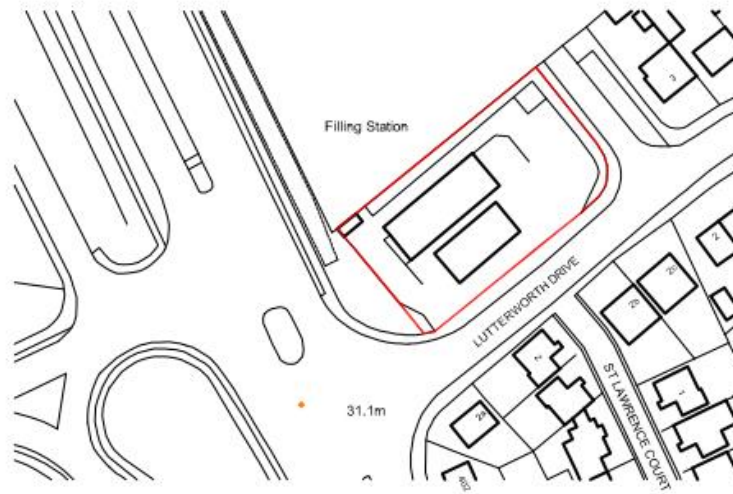
Informatives

1. Regulatory and best practice guidance relating to vehicle washing and cleaning is available at:

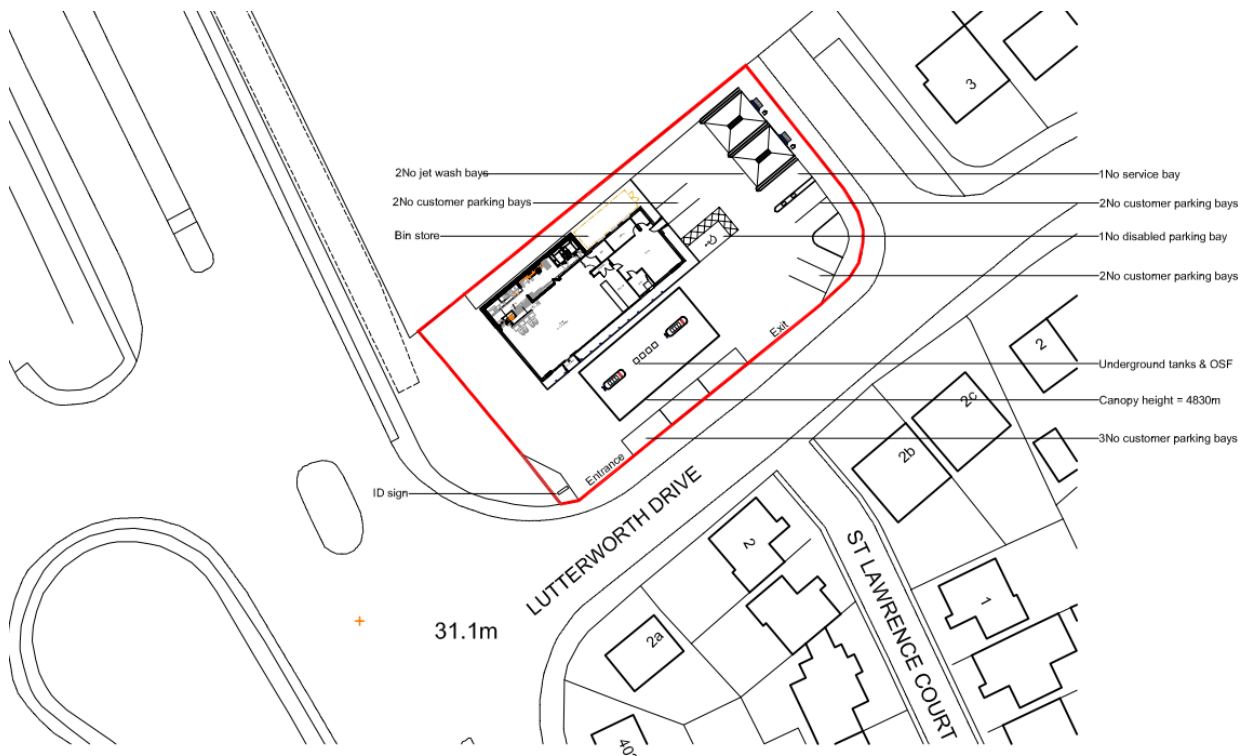
www.Environment-agency.gov.uk/business/topics/pollution

The above objections, considerations 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.

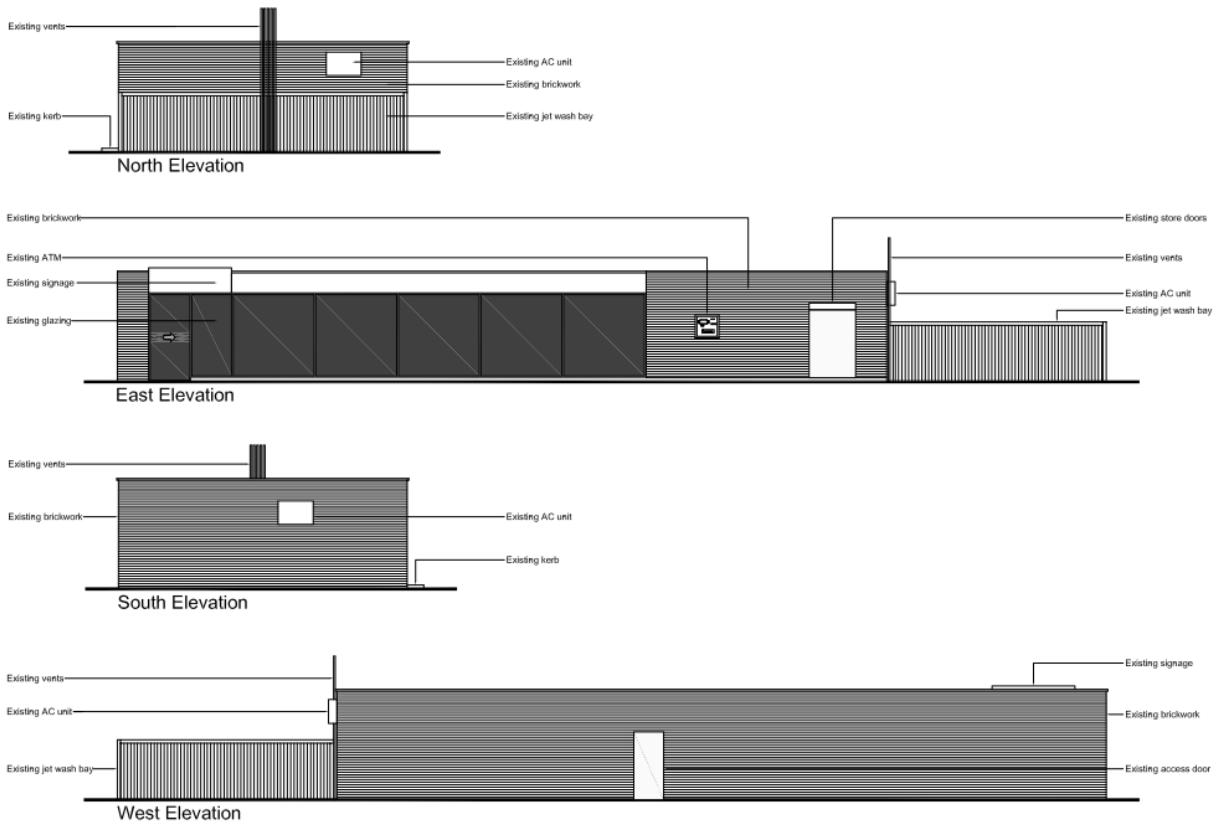
Appendix 1 Location Plan



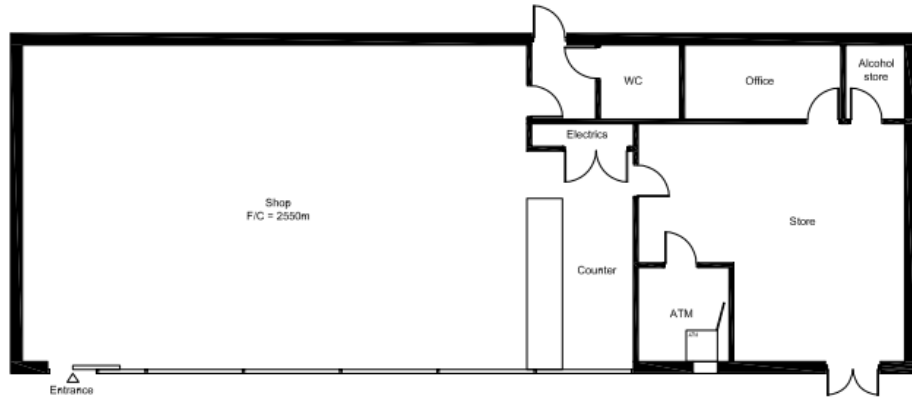
Appendix 2 Site Plan



Appendix 3 Existing Elevation Plans

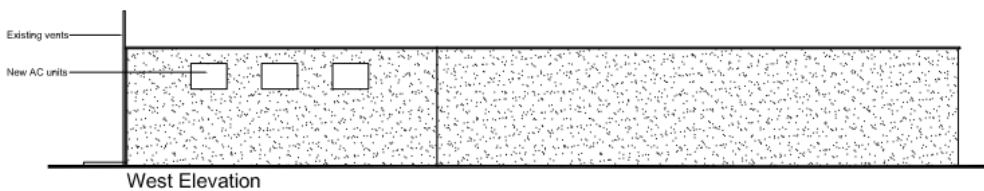
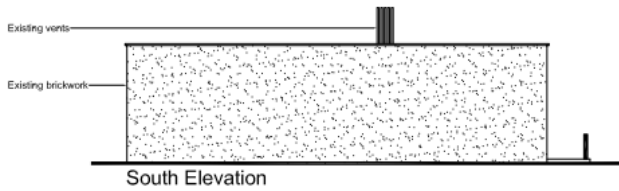
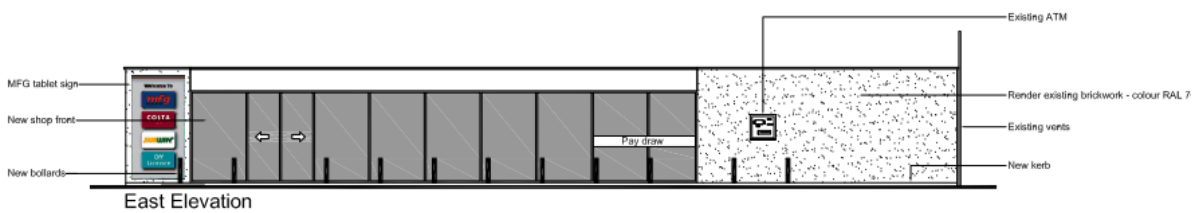
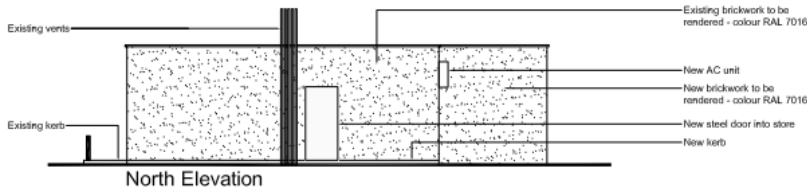


Appendix 4 Existing Floor Plans



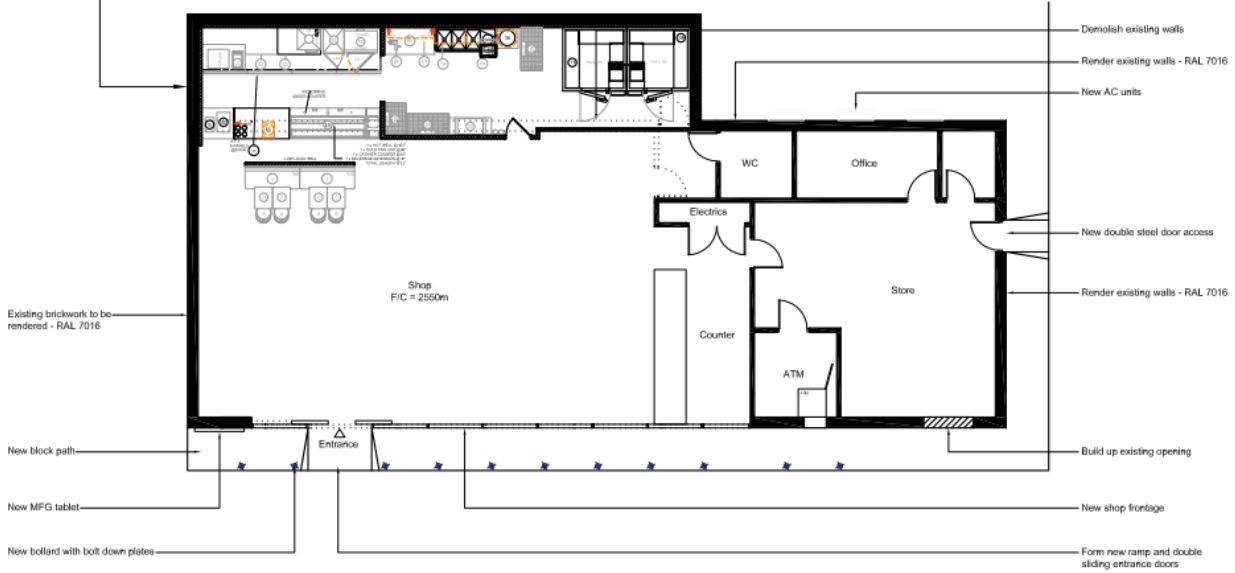
Appendix 5 Proposed Elevation Plan

AMENDED PLANS
 12.01.18



Appendix 6 Proposed Floor Plan

New external wall construction to be built into the existing structure using traditional methods or by using an approved connector system. Wall ties to be provided 225mm long to span across the cavities to tie both leaves together at 450 vertical & 750 horizontal centres & 225 vertical centres around openings. Damp proof courses to be provided to all walls, a minimum of 150mm above the external ground level, and to the heads, cills and reveals of all new door and window openings. Cavities to be built closed at the eaves and be filled with weak mix concrete below the ground level to terminate 225mm below the damp proof course. Damp proof membranes to be taken up the cavity and be placed into the block work inner wall to form a water tight construction. 12mm plasterboard (dot & dab fixing) complete with plaster skim to be applied to the face of the new internal block work walls. All calculations prepared by the structural engineer to be submitted for the approval of the building control officer prior to commencement on site. Reveals, heads and cills to receive insulated closers or insulated damp proof courses as approved by the Building Control Officer. All automatic doors and door fastenings to be in accordance with Approved Doc B Vol 2, paragraph 5.11, 5.12 & 5.18



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DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE – 3rd April 2018

Application 3

Application Number:	17/01813/FUL	Application Expiry Date:	11 th September 2017
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Application Type:	Full Planning
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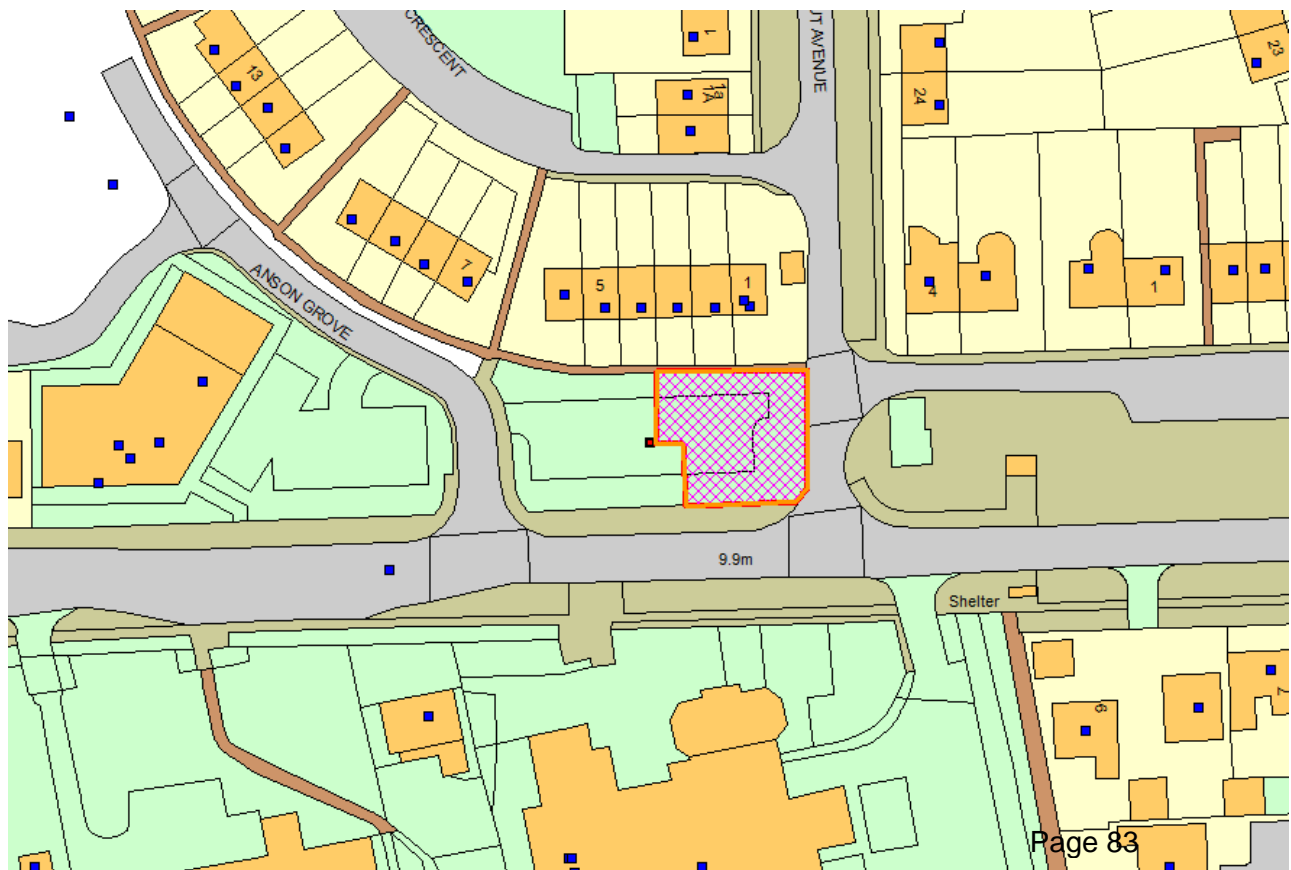
Proposal Description:	Erection of a single storey commercial unit (B1 use class)
At:	Land to North of Hayfield lane and West of Walnut Avenue, Hayfield Lane, Auckley, DN9 3NB

For:	Mr M Murray - Pro-Run Ltd, 3 Lazarus Court, Doncaster
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Third Party Reps:	39 objections	Parish:	Auckley Parish Council
		Ward:	Finningley

Author of Report	Dave Richards
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MAIN RECOMMENDATION:	GRANT
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1.0 Reason for Report

1.1 This application is being presented to planning committee due to the level of public interest.

2.0 Proposal and Background

2.1 The application proposes a single storey commercial office unit (B1 use Class).

2.2 The office unit is a brick and tile building measuring 7.5m in width, 14.3m in depth with a hipped, pitched roof measuring 5.8m to ridge height. The internal layout would be single open plan work area with kitchen and toilet facilities. An access would be formed on to Walnut Avenue to connect with Hayfield Lane.

2.3 The application site currently forms part of the parking area associated with 2 retail units, the larger being a Co-Op food store. Planning Permission 17/02888/FUL has recently been granted which allows the car park layout to be altered to accommodate the proposed building whilst still maintaining the required number of spaces for the retail units.

3.0 Relevant Planning History

3.1 The most relevant applications include:

99/3516/P - Outline application for residential development on approx. 0.70 ha of land. Granted 17.02.2005

07/03029/FULM - Erection of 66 apartments in 3 blocks with associated parking on approx 0.7 ha of land - Granted (section 106 agreement) 01.05.2009

11/00874/FULM - Mixed use development comprising of 14no.semi-detached and detached dwellings and three commercial units (5,176 sqft) on 0.79ha of land – Approved 9.10.2012

14/02374/FULM - Mixed use development comprising of 14no.semi-detached and detached dwellings and three commercial units on 0.79ha of land (application to vary conditions 2, 13, 14 and 15 of planning application 11/00874/FULM, granted on 10/10/2012 - variation of commercial unit layout, opening hours, permitted use and floorspace restriction) – Approved 06.03.2015

17/02888/FUL - Section 73 Application to vary Condition 8 of Planning Permission 11/00874/FULM (alterations to car parking layout) – Approved 18.01.2018. A copy of the approved site plan is shown in appendix 3.

4.0 Representations

4.1 The application has been advertised in accordance with the requirements of the Planning Practice Guidance as follows:

- Any neighbour sharing a boundary with the site has received written notification
- Site notice
- Advertised on the Council website

4.2 A total of 39 representations have been received raising the following issues:

- The development will overdevelop the site
- There is insufficient parking for the commercial development or the school
- The unit is better suited elsewhere within employment areas
- There may be a risk to pedestrian safety
- There will be a loss of wildlife
- The parking is an invasion of privacy
- Increased congestion
- Antisocial behaviour

5.0 Parish Council

5.1 Auckley Parish Council has provided the following representation:

The Parish Council has concerns that the building will be close to existing dwellings at Willow Crescent and affect residents' amenity. The proposed use of the building is not specified, which means there is the possibility of it being used as a coffee shop/takeaway and cause disturbance to residents - particularly at night. Traffic problems already exist in and around this location, and an additional building will exacerbate the situation.

6.0 Relevant Consultations

6.1 Highway Officer:

Submitted plans – Originally concerned due to the loss of parking associated with the previously approved retail use. However, this concern was alleviated as a result of a change in the layout. Sought assurances as to the existing parking pressures and how the allocated parking spaces would be managed during busy times, as well as ensuring that the approved retail development retains the required number of spaces. Other minor details raised.

Amended plans – The query of specific details raised were addressed in each point. The development includes 3 dedicated parking spaces (maximum allowed in accordance with the Councils car parking standards for a unit of this size) and the existing level of parking provision remains unchanged. As such no objections have been raised subject to the provision of a management strategy identifying how these 3 spaces are to be secured for the sole use of the office use.

6.2 Environmental Health (Noise):

No objection subject to conditions which take into account the area and the potential impact during construction works.

6.3 South Yorkshire Police (Design Officer):

No comments received.

6.4 Severn Trent:

No objection subject to condition.

7.0 Relevant Policy and Strategic Context

7.1 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.

7.2 In the case of this application, the development plan consists of the Doncaster Core Strategy and Unitary Development Plan. The most relevant policies are Policies CS1 and CS14 of the Core Strategy and Policy PH12 of the UDP.

7.3 Other material considerations include the National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG); as well as the Council's supplementary planning guidance.

7.4 In March 2018 a set of revisions to the existing NPPF were published for consultation. The draft is subject to lengthy consultation and may still change and as such, no weight is given at this stage.

7.5 The planning history of the site is a material consideration. Planning Permission 11/00874/FULM granted the construction of 14 semi-detached and detached dwellings and three retail units. Planning Permission 14/02374/FULM amalgamated two of the retail units to create a single, retail unit (Co-op food store). Planning Permission 17/02888/FULM granted an alteration to the car parking layout approved under 11/00874/FULM (as amended by 14/02374/FULM). A copy of the approved site plan is shown in appendix 3.

8.0 Planning Issues and Discussion

8.1 The main issues are whether the proposal would detrimentally affect local amenity, including highway safety or neighbouring amenity.

Principle of Development

8.2 One of the NPPF's core planning principles is to promote mixed use developments and encourage multiple benefits from the land use in urban and rural areas. Policy CS1 of the Core Strategy ensures that development provides opportunities for people to have access to local employment, have good quality housing and local facilities. The principle of commercial uses is established and follows the NPPF's presumption in favour of sustainable development and promoting mixed use developments.

Impact on Highway Safety

8.3 Paragraphs 32 of the NPPF states that "Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe."

8.4 Policy CS14 of the Core Strategy and Policy PH12 of the UDP require developments to be assessed to ensure that excessive traffic is not generated and that they are robustly designed and work functionally. One of the components of good design is to ensure that developments take into consideration the protection of highway safety.

8.5 One of the main concerns made clear in the representations against the application is that the site and local area cannot accommodate further development on the site and that there is an existing issue with parking in this location. Objectors also raise concerns with the location of the access and whether it would conflict with existing peak time school traffic associated with two schools which are present in the area.

8.6 The parking requirement for the commercial units, as amended under Planning Permission 14/02374/FULM, was assessed against the Council's adopted parking standards at the time the original planning application was approved. Specifically, the parking standards for any A1 Use Class in this location would be 1 car parking space per 20 square metres of gross floor area and that the requirement for the development was 24 spaces. The Transport Statement submitted with the application concluded that the provision of 25 car parking spaces, including six disabled spaces, would be adequate and was agreed at the time by the Council's Highway Officer.

8.7 The approved parking layout has been subsequently altered by Planning Permission 17/02888/FUL. This still provides 25 spaces for the retail development as per the requirement of the original permission in a revised layout. A copy of the approved site plan is shown in appendix 3.

8.8 The current proposal seeks to erect a single storey commercial unit under a B1 Use Class within a section of the site. Using the same adopted guidance, the parking requirement for the unit is 1 parking space per 30 square metres of floor area. Based on the gross floor area, a total of 3 parking spaces have been provided as per the recommended parking requirement.

8.9 The Highway Officer assessed the proposal and has no objection following the submission of amended plans. The proposal provides the required number of parking spaces for both the existing retail units and the proposed office building. Furthermore, the site layout has been technically assessed to ensure that it is functional without causing detriment to highway safety. The access is deemed to be acceptable, subject to drivers taking due care and attention.

8.10 It is noted that given the open plan layout to the site, the applicant will be required to demonstrate that there are meaningful parking controls to ensure that the spaces are used as they should be intended. A planning condition requiring a car parking management plan is attached to the permission.

8.11 Subject to conditions imposed, and notwithstanding the concerns raised, it is considered that the proposal will have no adverse impact on the highway in accordance with Policy CS14 of the Core Strategy.

Residential Amenity

8.12 The NPPF emphasises the need to protect the quality of the built environment and ensure a good standard of living conditions for current and future occupiers of housing.

8.13 Policy CS14 of the Core Strategy states that new development should also have no unacceptable negative effects upon the amenity of neighbouring land uses or the environment. The application site lies within an established residential area and as such consideration should be given to Policy PH12 of the UDP which states:

'Within residential policy areas, the establishment or extension of non-residential uses of appropriate scale will be permitted, provided the use would not cause unacceptable loss of residential amenity through, for example, excessive traffic, noise, fumes, smells or unsightliness.'

8.14 Objections have been received relating to the impact of the proposal upon the residential amenity of the adjacent residential properties, particularly those on Willow Grove to the north of the site. However, the proposal does not invite an unreasonable level of noise or disturbance during office hours. The associated vehicular movements would not be inconsistent with its current use as a retail car park. Cumulatively, there would be no significant impact in terms of noise and disruption.

8.15 Objectors have raised issue with the potential for loss of privacy. No windows would be situated in the north facing elevation of the building facing towards the closest residential neighbours. The development would meet with the recommended good practice separation distances for a single storey building. Although the outlook from the rear elevation of surrounding properties would change to include a single storey building, this would not equate to a harmful loss of living conditions.

8.16 The Environmental Health Officer (Noise) and the South Yorkshire Architectural Liaison Officer have been consulted on the application and no objections have been expressed. Relevant conditions have been imposed, including restrictions on subsequent uses, operating times and details to cover the construction phase.

8.17 As such, the application complies with Policies CS1 and CS14 of the Core Strategy and Policy PH11 of the UDP with regard to the layout, scale and appearance of development and the impact upon neighbouring land uses.

Other issues

8.18 Objectors have raised issue with the appropriateness of the development in the location, however the area is mixed in character and the principle of commercial development on the site is well established. Furthermore, any anti-social behaviour on the site would be controllable via other legislation and the site layout would not encourage such behaviour.

8.19 The alterations would involve the loss of some landscaping intended for the site, however the overall appearance of the revised layout would not negatively impact the character of the area. No additional loss of ecological assets can be demonstrated.

8.20 It is acknowledged that the applicant has blocked off a section of the car park after allegations that it was being used inappropriately as longer day parking for residents who live and work in the local area. This was subject to enforcement action and the bollards have been removed at the time of writing.

9.0 Summary and Conclusions

9.1 The NPPF provides a presumption is in favour of sustainable development. This development will provide an additional employment premises in a suitable location whilst protecting local amenity in terms of noise, disturbance and highway safety.

9.2 Planning Permission 17/02888/FUL to alter the remaining car park area is required to be carried out in order for the current proposal to be deemed acceptable. Therefore, Officers recommend that Members vote to delegate the decision to the Head of Planning so that the necessary works take place prior to the issuing of the current application.

9.3 Having regard to all matters raised, including the objections received, the proposal complies with the relevant policies of the Development Plan.

10.0 RECOMMENDATION

Members DELEGATE AUTHORITY to the Head of Planning to issue the decision subject to following conditions being imposed:

Conditions / Reasons

01. STAT1 The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of this permission.
REASON
Condition required to be imposed by Section 91(as amended) of the Town and Country Planning Act 1990.
02. U57735 The development hereby permitted shall be carried out in complete accordance with the details shown on the amended plans referenced and dated as follows:

Dwg. No. 3078-02E Proposed Site Layout dated 06-17 Rev E received 20.09.2017
Dwg. No. 3078-03D Proposed Building Layout dated 06-17 Rev D received 19.12.2017

REASON
To ensure that the development is carried out in accordance with the application as approved.
03. DA01 The development hereby granted shall not be begun until details of the foul, surface water and land drainage systems and all related works necessary to drain the site have been submitted to and approved by the Local Planning Authority. These works shall be carried out concurrently with the development and the drainage system shall be operating to the satisfaction of the Local Planning Authority prior to the occupation of the development.
REASON
To ensure that the site is connected to suitable drainage systems and to ensure that full details thereof are approved by the Local Planning Authority before any works begin.

04. U59792 No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to and approved in writing by the local planning authority. The approved statement shall be adhered to throughout the construction period. The statement shall provide for:

- i) - the parking of vehicles of site operatives and visitors
- ii) - loading and unloading of plant and materials
- iii) - storage of plant and materials used in constructing the development
- iv) - the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
- v) - wheel washing facilities
- vi) - measures to control noise and the emission of dust and dirt during construction
- vii) - a scheme for recycling/disposing of waste resulting from demolition and construction works

REASON

To safeguard the living conditions of neighbouring residents and in the interests of highway safety.

05. U59813 Prior to the first occupation of the building hereby approved, a parking management strategy shall be submitted to and approved in writing by the local planning authority. The strategy shall incorporate measures setting out parking controls for the development for occupants and visitors to the development. The Car Parking Management Strategy shall be managed by the site operator and adhered to whenever the development is in use.

REASON

In the interests of ensuring that sufficient parking remains available in accordance with Policy CS14 of the Core Strategy and Policy PH12 of the UDP.

06. HIGH1 Before the development is brought into use, that part of the site to be used by vehicles shall be surfaced, drained and where necessary marked out in a manner to be approved in writing by the local planning authority.

REASON

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

07. HIGH3 Before the development hereby permitted is brought into use, the parking as shown on the approved plans shall be provided. The parking area shall not be used otherwise than for the parking of private motor vehicles belonging to the occupants of and visitors to the development hereby approved.

REASON

To ensure that adequate parking provision is retained on site.

08. U57737 The premises shall only be used for Use Class B1a or B1b and for no other purpose including any other purpose within Class B of the Town and Country Planning Use Classes (Amendment) Order 2005 (or any subsequent order or statutory provision revoking or re-enacting that order with or without modification).

REASON

The local planning authority wishes to retain control over any subsequent change of use of these premises, in the interests of safeguarding the amenities of the area.

09. U57738 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (No.596) (England) Order 2015, Article 3, Schedule 2: Part 7 (or any subsequent order or statutory provision revoking or re-enacting that order) no alterations shall be made to the building nor development shall be carried out on any part of the land other than that hereby permitted without the prior permission of the local planning authority.

REASON

The local planning authority considers that further development could cause detriment to the amenities of the occupiers of nearby properties or highway safety and for this reason would wish to control any future development to comply with Policy CS14 of the Core Strategy and Policy PH12 of the Doncaster Unitary Development Plan.

10. U57739 Unless otherwise agreed in writing with the local planning authority, the operating times of the unit shall be restricted to the hours of 08:00 - 19:00 hours Mondays to Saturday and at no time on Sundays or Bank and National Holidays.

REASON

To ensure that the development does not cause unacceptable noise and disturbance to adjacent residential properties in accordance with Policies CS14 of the Core Strategy and Policy PH12 of the UDP.

11. U59790 Any artificial lighting for the site, both temporary and permanent, shall be of such a design and installed and sited / angled in such a manner as to prevent glare or light shining directly into neighbouring dwellings and/or highways.

REASON

To ensure that the development does not cause unacceptable disturbance to adjacent residential properties in accordance with Policies CS14 of the Core Strategy and Policy PH12 of the UDP.

12. U59791 Details of any ventilation or air conditioning systems that are to be considered for installation in this unit, must be submitted to and approved in writing by the Local Planning Authority prior to installation.

REASON

To ensure that the development does not cause unacceptable noise and disturbance to adjacent residential properties in accordance with Policies CS14 of the Core Strategy and Policy PH12 of the UDP.

Informatives

01. IA011 INFORMATIVE
The permission hereby granted shall not relate to the display of any advertisement for which express consent is required. Separate consent under the Town & Country Planning (Control of Advertisements) Regulations 1992 (as amended) is required.
02. INF1B INFORMATIVE
The proposed development lies within a coal mining area which may contain unrecorded coal mining related hazards. If any coal mining feature is encountered during development, this should be reported immediately to the Coal Authority on 0345 762 6848.
- Further information is also available on the Coal Authority website at: www.gov.uk/government/organisations/the-coal-authority
- This Standing Advice is valid from 1st January 2017 until 31st December 2018
03. U11980 INFORMATIVE
Severn Trent Water advise that although our statutory sewer records do not show any public sewers within the area you have specified, there may be sewers that have been recently adopted under The Transfer Of Sewer Regulations 2011. Public sewers have statutory protection and may not be built close to, directly over or be diverted without consent and you are advised to contact Severn Trent Water to discuss your proposals. Severn Trent will seek to assist you obtaining a solution which protects both the public sewer and the building.

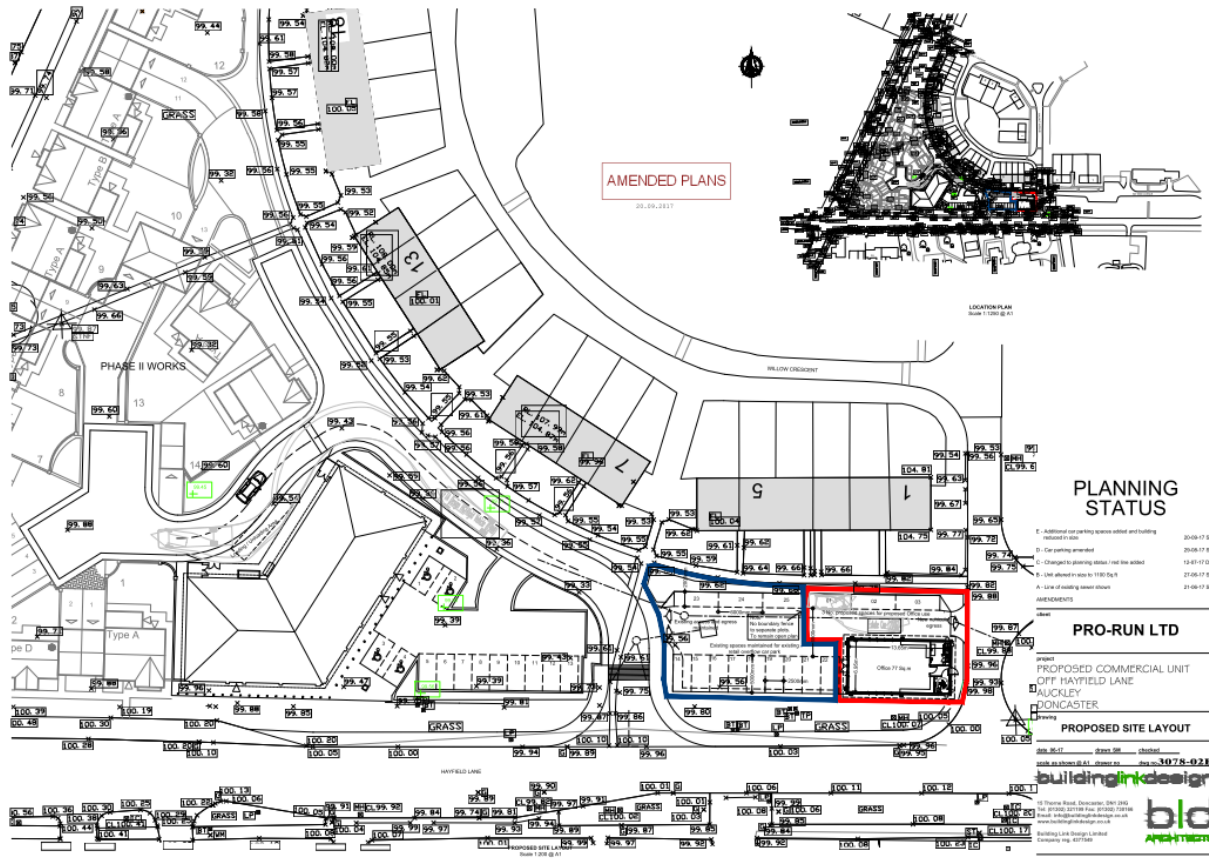
STATEMENT OF COMPLIANCE WITH ARTICLE 35 OF THE TOWN AND COUNTRY DEVELOPMENT MANAGEMENT PROCEDURE ORDER 2015

In dealing with the application, the Local Planning Authority has worked with the applicant to find solutions to the following issues that arose whilst dealing with the planning application:

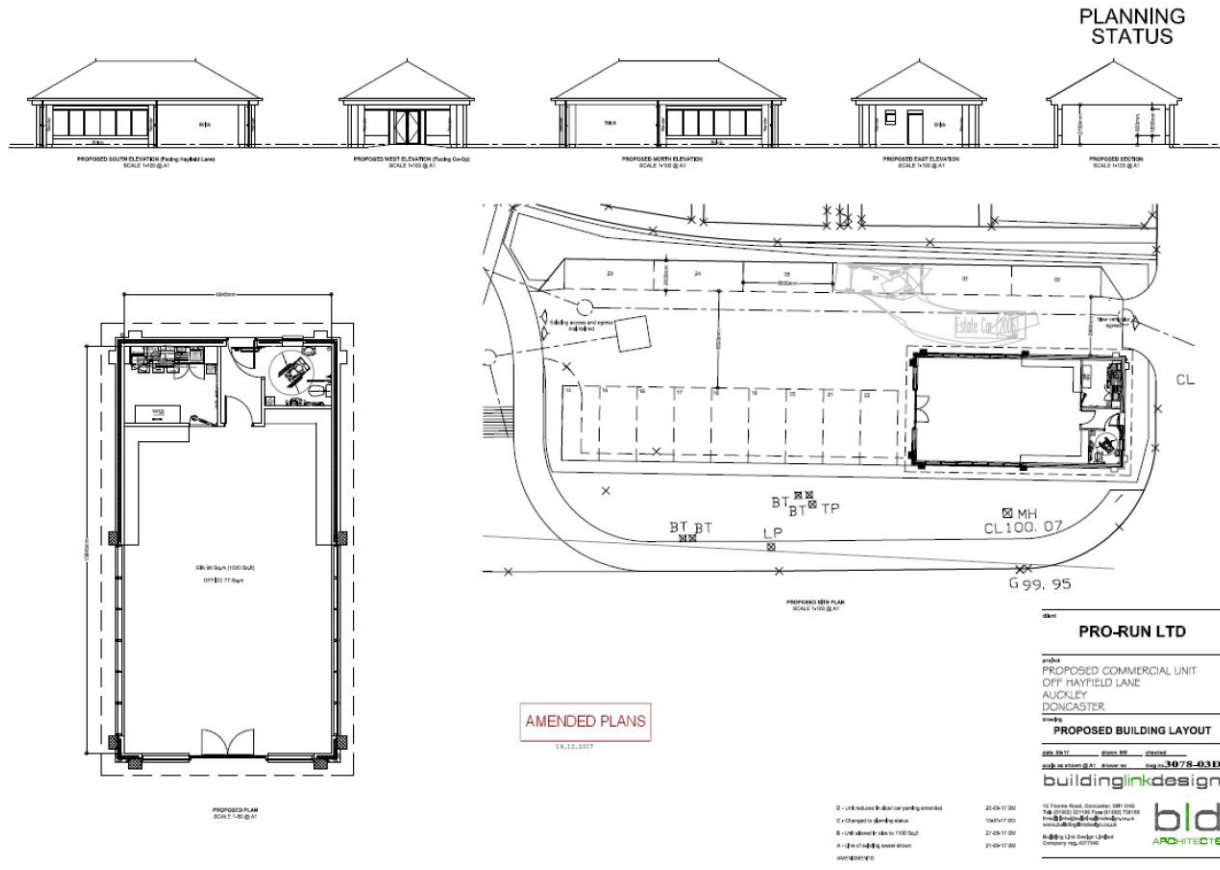
Highway safety
Neighbouring amenity

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

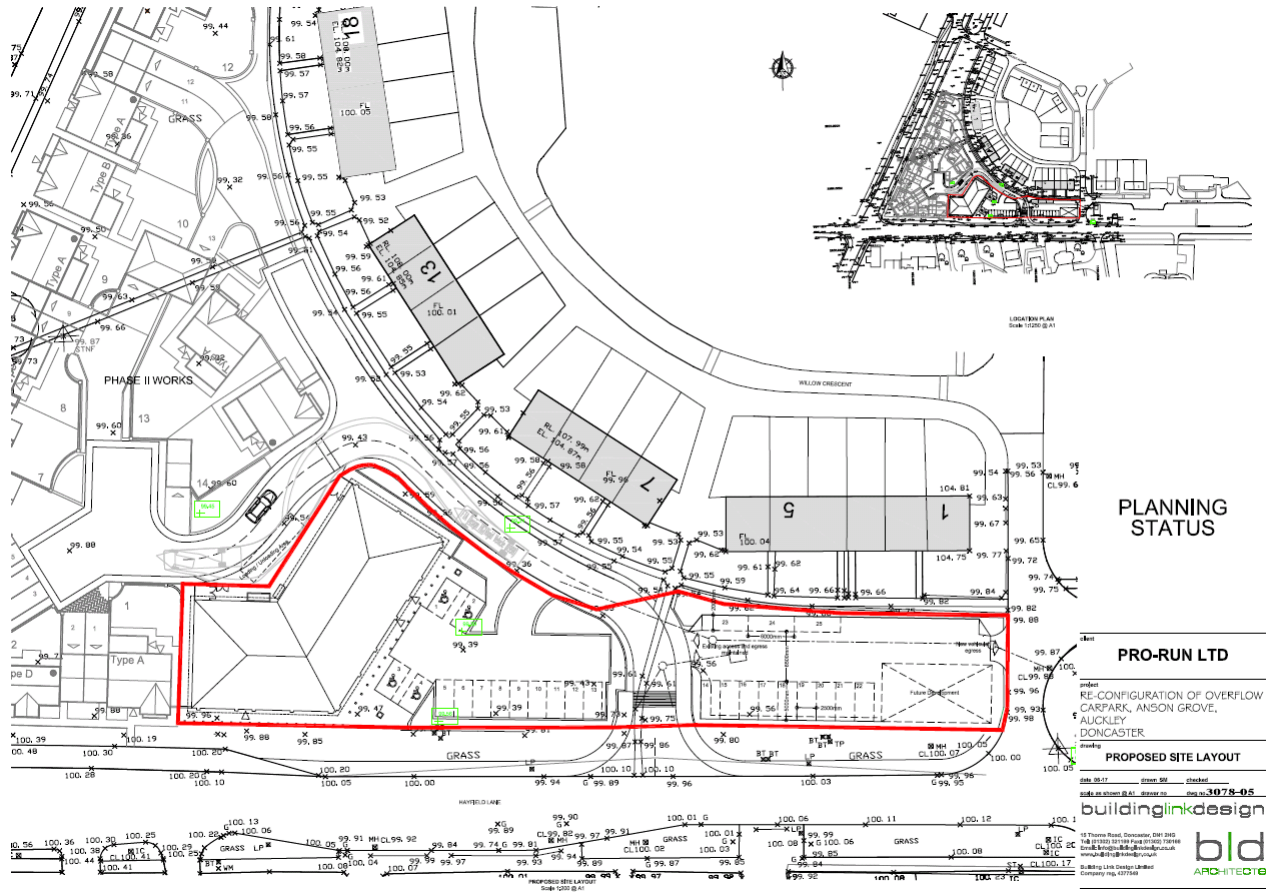
Appendix 1 – Proposed Site Plan (as amended)



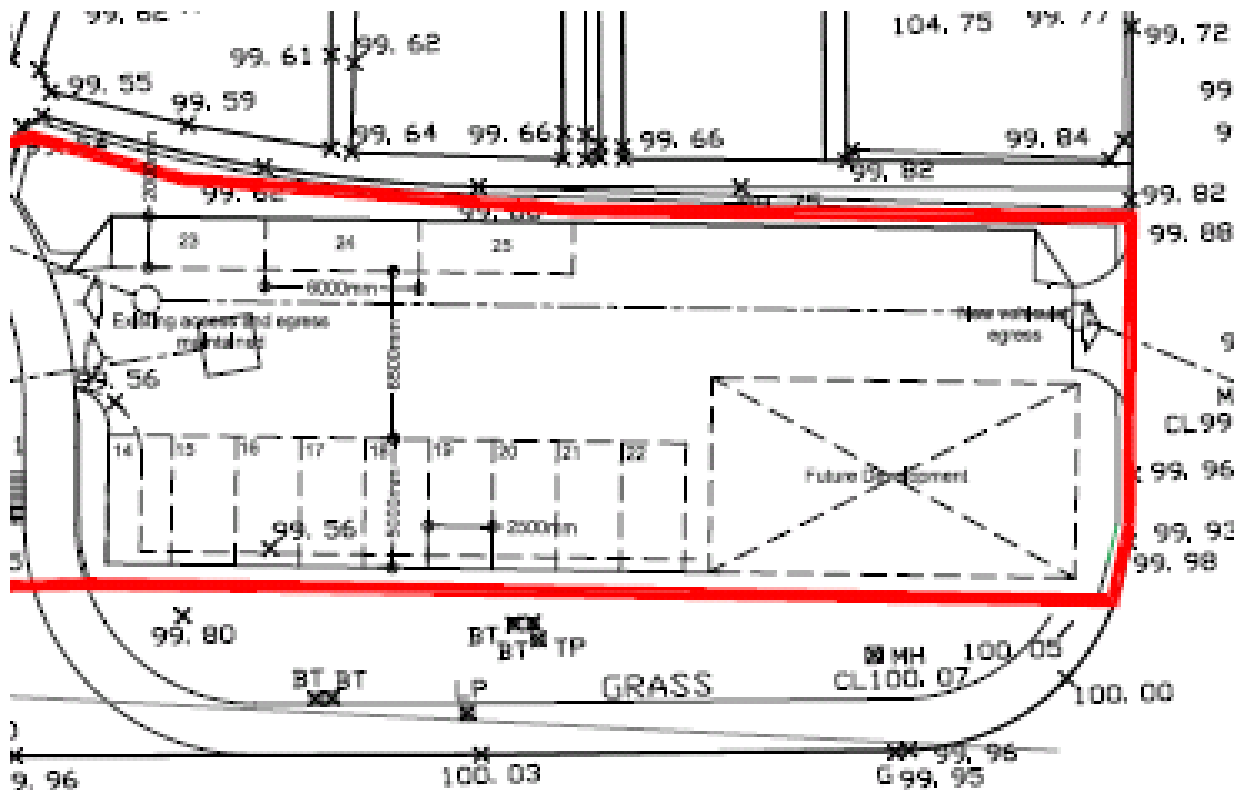
Appendix 2 – Floor Plans and Elevations



Appendix 3 – Approved Site Plan for Planning Permission 17/02888/FUL



Appendix 4 – Approved Site Plan for Planning Permission 17/02888/FUL (focused)



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DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE – 3rd April 2018

Application 4

Application Number:	17/02784/FUL	Application Expiry Date:	4 th January 2018
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Application Type:	Application for variation of condition under Section 73 Application.
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Proposal Description:	Section 73 application to vary Condition 4 of Planning Permission 12/00600/FUL (approved plans) - 1. Removal of swimming pool. 2. Alterations to create living space at ground floor level. 3. Raising of the eaves and ridge height (Retrospective).
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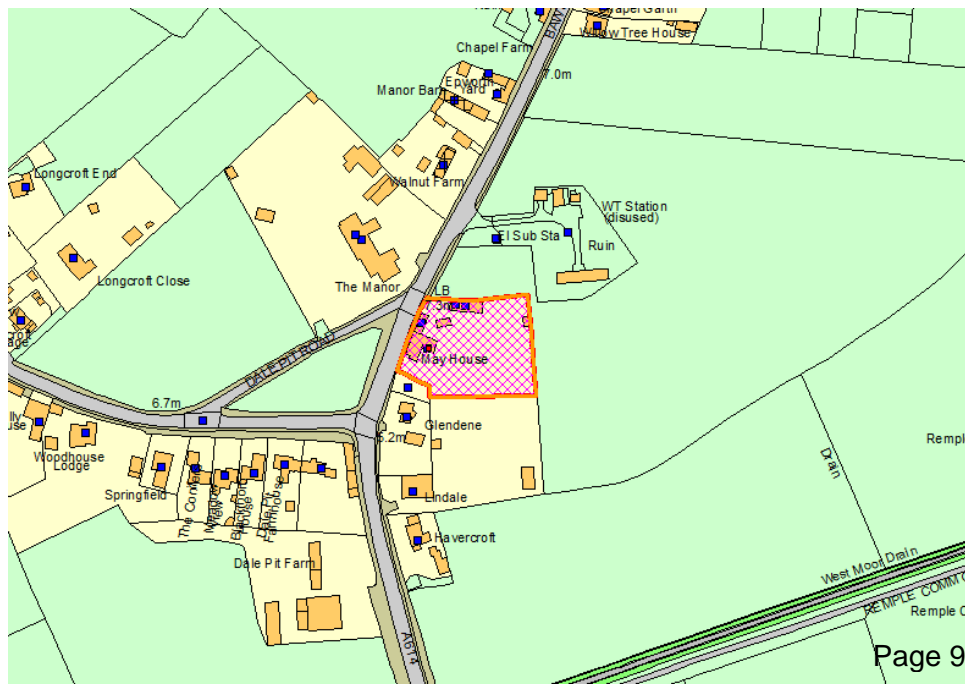
At:	May House, Bawtry Road, Hatfield Woodhouse, Doncaster
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For:	Mrs K White
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Third Party Reps:	1 Representation (Support)	Parish:	Hatfield Parish Council
		Ward:	Hatfield

Author of Report	Dave Richards
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MAIN RECOMMENDATION:	Refuse
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1.0 Reason for Report

1.1 The application is being presented to the planning committee as it has been requested by Councillor Linda Curran. Cllr Curran believes the development would be within the boundary of the properties and would enable a family member to live near his family. The development is also judged to improve the area, as the footprint of the building has been reduced.

2.0 Proposal and Background

2.1 The application proposes a variation to the approved plans under Planning Permission 12/00600/FUL. The alterations include:

- Alterations to create living space at ground floor level
- Removal of swimming pool

2.2 The site previously consisted of a relatively modest brick and tile building, apparently used as a gun shop with rear lean to additions. The rear lean to additions have been demolished and the gun shop has now been converted and extended to a larger outbuilding under Planning Permission 12/00600/FUL.

2.3 During the course of the application, it became apparent that the extent of the works is more elaborate. The alterations include the raising of the eaves and ridge height of the building and various alterations to the internal layout, windows and doors, varying from the approved plans. The description was subsequently amended with the permission of the applicant.

2.4 The site is bounded by agricultural fields to the north and east with the residential curtilage of May House and Shoemakers Lodge situated to the south.

3.0 Relevant Planning History

3.1 The relevant planning history of the site is as follows:

3.2 12/00600/FUL - Conversion of existing barn to living accommodation, erection of part two storey/part ground floor extension to side of existing barn, demolition of part of existing gun shop and erection of part two storey/part single storey extension to form workshop/triple garage/swimming pool/storage area. Approved 28.06.2012.

3.3 15/00263/FULFT - Erection of stable block incorporating tack room to rear of detached property. Approved 31.03.2015.

3.4 15/01681/FUL - Conversion of barn and erection of extension to form new dwelling. Approved 26.01.2016.

3.5 16/00812/FUL - Conversion of Gun Shop and erection of extension to form new dwelling. The application was refused on 16.05.2016 for the following reason:

The proposal does not represent sustainable development in the countryside and would fail to protect or enhance the character of the area contrary to Policy CS3 of the Core Strategy, Saved Policies ENV2 and ENV4 of the Doncaster Unitary Development Plan and the core principles of the NPPF. Furthermore, the proposal is outside any settlement limit and does not constitute quality infill, contrary to Policy CS2 of the Core Strategy.

A copy of the appeal decision is found at appendix 7 of this report.

3.6 17/00495/MAT - Conversion of existing barn to living accommodation, erection of part two storey/part ground floor extension to side of existing barn, demolition of part of existing gun shop and erection of part two storey/part single storey extension to form workshop/triple garage/swimming pool/storage area. (being amended to previous permission 12/00600/FUL, granted on 28/06/2012 - Floor Plan alterations). Amendment granted 20.03.2017.

4.0 Representations

4.1 The application has been advertised in accordance with the requirements of the Planning Practice Guidance as follows:

- Any neighbour sharing a boundary with the site has received written notification
- Advertised on the Council website

4.2 1 letter of support has been received from the adjacent occupier at Shoemakers Lodge:

- The reduced building will be better for me and my family's day to day living experience
- Disruption has been minimised
- The building works are sympathetic
- Having an annexe will reduce fear of crime
- The minor alterations are not an issue

5.0 Parish Council

5.1 No comments have been received.

6.0 Relevant Consultations

6.1 No consultation responses are relevant.

7.0 Relevant Policy and Strategic Context

7.1 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.

7.2 In the case of this application, the development plan consists of the Doncaster Core Strategy and Unitary Development Plan. The most relevant policies are Policies CS1, CS2, CS3, CS14 and CS16 of the Core Strategy and Policies ENV2, ENV4, ENV9, ENV10 and ENV13 of the UDP.

7.3 Other material considerations include the National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG); as well as the Council's supplementary planning guidance. The planning history of the site, set out in Section 3 of this report, is a material consideration.

7.4 In March 2018 a set of revisions to the existing NPPF were published for consultation. The draft is subject to lengthy consultation and may still change and as such, no weight is given at this stage.

8.0 Planning Issues and Discussion

8.1 The main planning consideration is whether the principle of the alterations proposed are acceptable, with regard to the location and nature of the building.

8.2 The application site is located in the vicinity of the small village of Hatfield Woodhouse which is in the countryside to the south east of Hatfield. The gun shop was a relatively modest brick and tile building, apparently used as a gun shop with various ad-hoc additions.

8.3 These additions have now been demolished and building works to convert and extend the building under Planning Permission 12/00600/FUL started in February 2015. The approved layout of the outbuilding consists of a workshop, garaging, swimming pool and plant room at ground floor and storage space in the roof space. The plans associated with the development are shown in appendix 1 and 2.

8.4 The applicant contacted the Local Planning Authority in February 2017 requesting to make some changes to the extant permission to suit her family's needs and submitted a variation application under Section 96A of the Town and Country Planning Act 1990 "a non-material amendment". The applicant stated that the swimming pool was not required and they wished to change some space into a garden room. The rest of the building would remain as previously approved with the exception of the first floor of the gun shop which was requested to be converted into a bedroom with en-suite for the applicant's elderly parents. The applicant explained that, with two young children, having use of the outbuilding for habitable space and the provision of ancillary accommodation for her parents would be hugely beneficial. The plans associated with the development are shown in appendix 3 and 4.

8.5 The consideration when dealing with an application for a non-material amendment is whether they amount to a material change to the original planning permission under which planning permission would be required. In this case, the main consideration was whether the alterations resulted in either the appearance and creation of a new house (a new separate planning unit) or merely converted sections of an approved outbuilding to living accommodation, both of which would be incidental to May House (in essence, a part annexe).

8.6 It is clear that the use of an outbuilding for ancillary residential accommodation in association with a main house does not require planning permission provided it complies with Section 55(2)(d) of the 1990 Act. This part of the legislation allows the use of buildings within the curtilage of a dwelling house for any purpose “incidental to the enjoyment” of that dwelling house and that it does not amount to ‘development’ which requires planning permission.

8.7 The layout, design and physical relationship between the house and the building was an important consideration in deciding whether to grant the amendment, as will the size and scale of the accommodation to be provided. Officers raised concerns with the applicant that by introducing living accommodation, given the overall size of the building, this use would not be ‘incidental’ as the building could be lived in as a separate dwelling.

8.8 Officers worked with the applicant in a positive and proactive manner in order to provide the living space required for the applicant’s parents and children. It was noted that only a small amount of living space would be created for family members as part of the works – namely the bedroom, en-suite and garden room. The rest of the building would remain as previously approved and shown to be typical outbuilding type uses such as a garage and store. In order to retain this arrangement and light of the site specific characteristic of the building, a condition was added to the permission via the amendment which stated:

The living accommodation hereby permitted as shown by the highlighted area on the submitted plan shall not be occupied at any time other than for purposes ancillary to the residential use of the main dwelling. The living accommodation shall be strictly limited to the area shown and no other part of the building unless otherwise approved in writing by the local planning authority.

REASON

To ensure that the living accommodation is ancillary and does not become a separate dwelling in light of the unsustainable location and impact upon the character of the area.

8.9 The applicant contacted the Local Planning Authority in November 2017 to advise that the implementation of Planning Permission 12/00600/FUL was to be scaled back for budgetary reasons. The applicant wished to make some minor changes to the external openings and amend the ground floor internal layout. The applicant had assumed that not fully implementing the proposal was acceptable and didn’t require further planning permission. However, the condition attached to the amendment explicitly restricts any further creation of living space within the outbuilding unless agreed in writing by the Local Planning Authority.

8.10 As such, a Section 73 application was validated to vary the approved plans under Planning Permission 12/00600/FUL. The application was described as seeking to vary the approved plans to remove a section of the previously proposed outbuilding and to convert sections of the outbuilding to living space at ground floor level.

8.11 Upon conducting a recent site inspection, it was noted that the extent of the works is more elaborate. The alterations include the raising of the eaves and ridge height of the building and various alterations to the internal layout, windows and doors, varying from the approved plans. These variations include the makings of a central staircase to the first floor in the middle of the building with studded walls at first floor. The alterations at ground floor comprise an entrance hall, two spacious living areas, a smaller utility area and a small room to the rear of the building. The internal alterations are incomplete however each room has been plastered boarded with electric fittings, LED lighting, thermostat controllers and other domestic elements. To the rear of the building, a small room has an extraction vent and fitting space for white goods.

8.12 It should be noted that 'fear' of adaptation to a large building is not a clear cut reason to refuse a proposal however, it is the opinion of Officers that the unauthorised creation of additional living space, together with the overall changes in appearance and layout of the development, is contrary to the reasoning behind imposing the condition on the previous amendment. As a result of the changes, the building is no longer considered to be incidental in terms of habitable space in relation to May House but entirely capable of being self-contained. The siting and general layout of the building is also a consideration, in that it would share a similar footprint to the main house and it can be accessed, occupied and functioned separately. Contrary to Planning Permission 12/00600/FUL and its subsequent amendment, the building in its current form does not comply with the Council's SPD guidance on the creation of an acceptable annexe.

8.13 It is Officer's conclusion that, whoever occupiers the building, they would do so independently of those to May House as a result of the unauthorised works made to the building. The building would, in use terms, function as its own dwelling and it is on this basis that the application is assessed.

Acceptability of a new dwelling

8.14 The application site lies within the countryside outside of the defined village boundary. Policy ENV4 of the UDP indicates that development in this location will not normally be permitted for purposes other than those appropriate to rural areas and that infill development is restricted to within settlements subject to limitations. Policy CS2 of the Core Strategy identifies the nearby village of Hatfield Woodhouse as being a 'defined village' which is identified as a rural settlement that has limited services and facilities or access to public transport.

8.15 The site is also within a Countryside Protection Policy Area (CPAA) as set out in the Core Strategy. Policy CS3 of the Core Strategy indicates that proposals in the CPAA will be supported where they would be appropriate to a countryside location and would protect and enhance the countryside for the sake of its intrinsic character and beauty. Policy CS3 also states that minor amendments to settlement boundaries will be supported where existing boundaries are indefensible. However, the supporting text to Policy CS3 is clear that the outer boundaries of existing built up areas where they adjoin countryside are under constant pressure for often minor but cumulatively significant small scale housing developments.

8.16 The underlying objective of the NPPF is to significantly boost the supply of housing and is a material consideration in the determination of planning applications. In terms of its location, a new dwelling would make a very small contribution towards maintaining the vitality and social vitality of such a rural community. In economic terms, there would be a limited benefit during construction. In environmental terms, a new dwelling would encourage built form into this countryside location. It is considered that the proposal would not be sustainable development with minimal overriding environmental, economic or social benefits.

8.17 This opinion is consistent with the findings of a Planning Inspector who, in 2016, dismissed a planning appeal (16/00017/REF) refused by the Local Planning Authority to convert the outbuilding approved under Planning Permission 12/00600/FUL to a separate dwelling. Whilst it should be noted that the consideration of the appeal was based upon the building in its original format and by a previous occupier (not the current applicant), the findings of the Inspector in terms of the acceptability of a new dwelling in this location attract very significant weight to this decision. A copy of the appeal decision is found at appendix 7 of this report.

8.18 The relevant housing policies for the Borough are considered up to date and consistent with the National Planning Policy Framework. As such, there is little justification for granting planning permission for a new dwelling in the countryside which is contrary to Policies CS2 and CS3 of the Core Strategy and Policies ENV2 and ENV4 of the UDP.

Other issues

8.19 Regard has been given to whether another condition linking the occupation of the annexe to May House would be appropriate. However, in view of the revised internal layout of the annexe, the independent access and its remoteness from May House, it is considered that a planning condition will not mitigate the adverse effects of the development and would not meet the tests of enforceability under the guidance set out in the NPPG.

8.20 Notwithstanding the above considerations, there is no significant impact to neighbouring amenity or highway safety as a result of the development.

9.0 Summary and Conclusion

9.1 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. In this case the application has been assessed, as a matter of judgement, as to allow a building with the distinctive character of a dwelling which includes consideration of the scale, extent of provided facilities, the physical layout as built and the functional relationship with May House. As such, it does not comply with the policies relating to the location, scale and siting of new housing which seek to ensure that new development is sustainable.

9.2 In terms of material considerations, the fall-back position of constructing the outbuilding under Planning Permission 12/00600/FUL would be a use appropriate for the area, as well as an annexe limited to an acceptable level conditioned under the amendment application reference 17/00495/MAT.

9.3 Given that alterations have occurred without the benefit of planning permission, the refusal of this application will involve enforcement action against the applicant. As such, the recommendation to this report includes authorisation to take action as appropriate.

9.4 For the reasons given above, and taking all other matters into consideration, the proposal conflicts with the relevant plan policies concerning the provision of new housing and planning permission should be refused. Under the provisions of the NPPF, the application is not considered to be a sustainable form of development.

10.0 RECOMMENDATIONS

10.1 Planning Permission should be REFUSED for the following reason;

In the opinion of the local planning authority, it is considered that the alterations to the building result in the building having the appearance and capability of being a self-contained unit of accommodation that is not ancillary to May House. As a result, a new dwelling would be created in an unsustainable countryside location which is harmful to the rural character of the area. Accordingly, the proposal is contrary to Policies CS2, CS3 and CS14 of the Core Strategy, Policies ENV2 and ENV4 of the UDP, the Council's SPD guidance and the sustainable agenda of the NPPF.

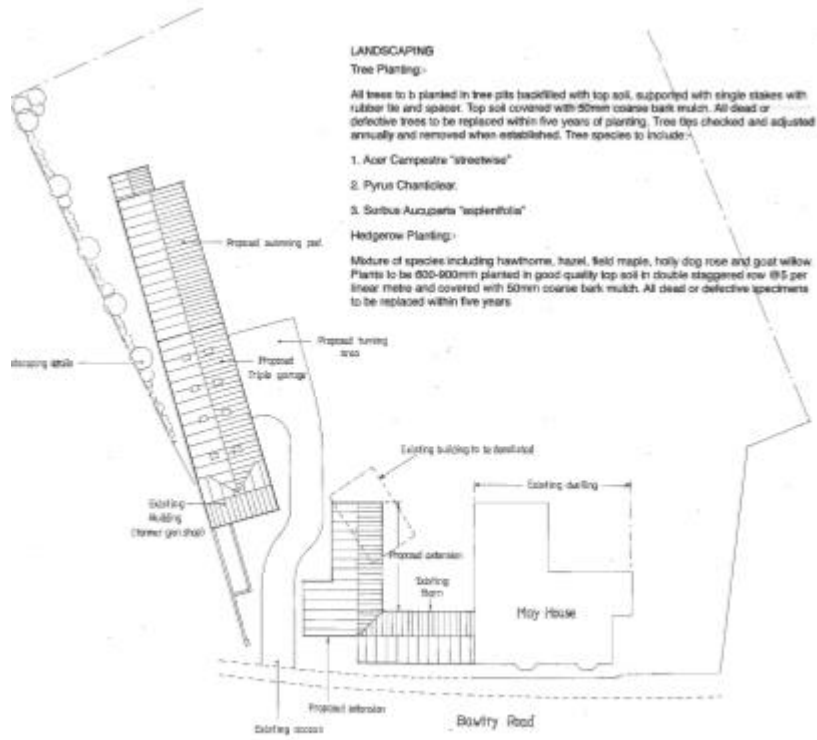
10.2 That Members authorise all necessary and appropriate enforcement action, which may include the service of a breach of condition notice, to be taken to achieve compliance with previous planning permissions and/or and bring about the proper planning control of the land.

STATEMENT OF COMPLIANCE WITH ARTICLE 35 OF THE TOWN AND COUNTRY DEVELOPMENT MANAGEMENT PROCEDURE ORDER 2015

In dealing with the application referred to above, despite the Local Planning Authority wanting to work with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application, in this instance this has not been possible. The Local Planning Authority has worked with the applicant on a previous application with a degree of flexibility which enabled an acceptable form of development.

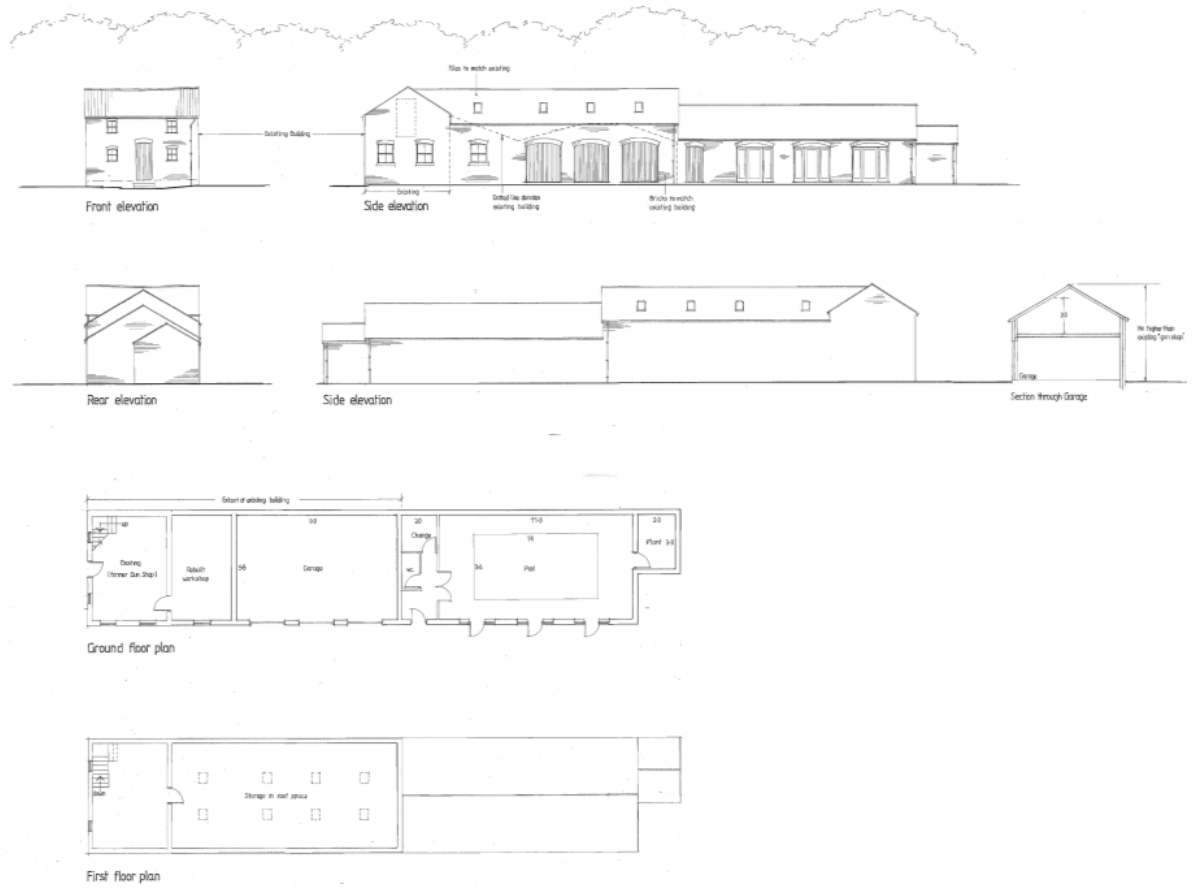
The above objections, considerations and resulting recommendation have had regard to Article 8 and Article 1 of the First Protocol of the European Convention for Human Rights Act 1998. The recommendation will not interfere with the applicant's and/or objector's right to respect for his private and family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

APPENDIX 1 – Site Plan - Planning Permission 12/00600/FUL

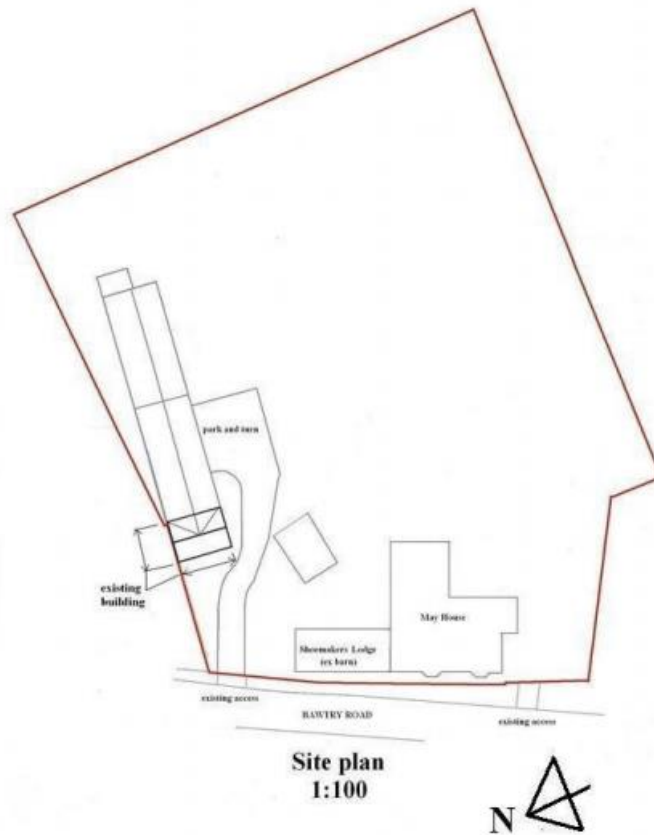


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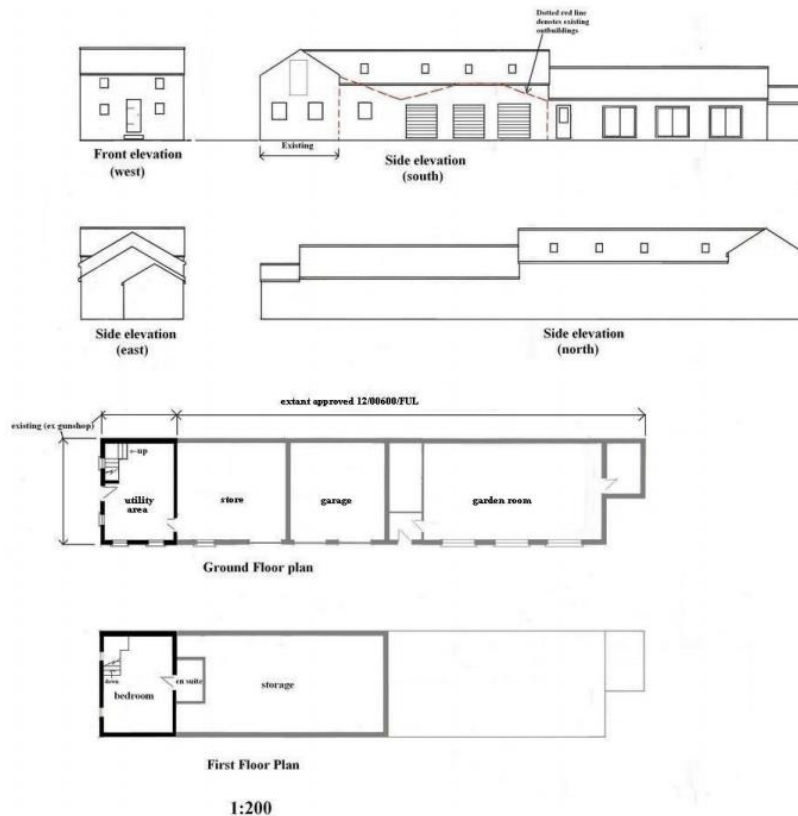
APPENDIX 2 – Elevations and Floor Plans - Planning Permission 12/00600/FUL



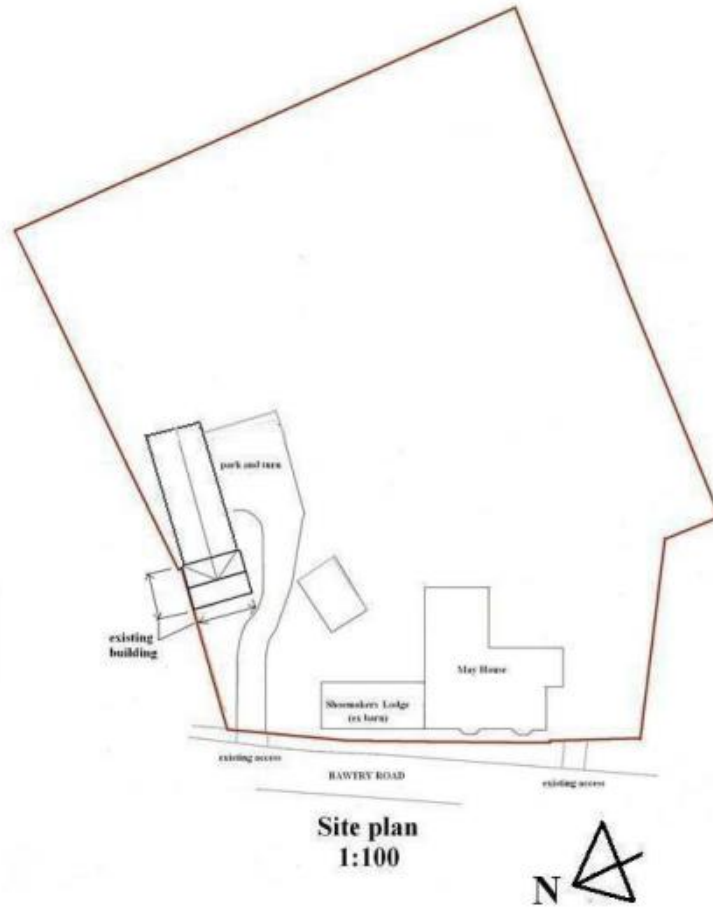
APPENDIX 3 – Site Plan – Non-Material Amendment 17/00495/MAT



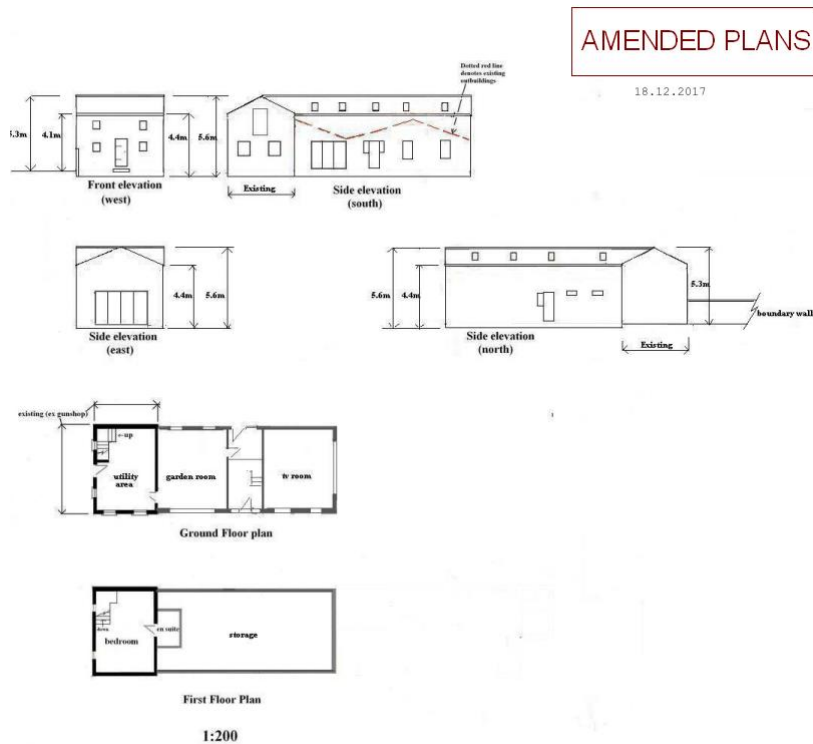
APPENDIX 4 – Elevations and Floor Plans – Non-Material Amendment 17/00495/MAT



APPENDIX 5 – Proposed Site Plan



APPENDIX 6 – Proposed Elevations and Floor Plans



Appeal Decision

Site visit made on 4 October 2016

by **A A Phillips BA(Hons) DipTP MTP MRTPI**

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: **1 November 2016**

Appeal Ref: APP/F4410/W/16/3154552

Gun Shop, Bawtry Road, Hatfield Woodhouse DN7 6PQ

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr and Mrs M F Finlan against the decision of Doncaster Metropolitan Borough Council.
 - The application Ref 16/00812/FUL, dated 17 March 2016, was refused by notice dated 16 May 2016.
 - The development proposed is conversion of Gun Shop and erection of extension to form new dwelling.
-

Decision

1. The appeal is dismissed.

Planning Background

2. In June 2012 planning permission was granted by the local planning authority under reference 12/00600/FUL for '*Conversion of existing barn to living accommodation, erection of part two storey/part ground floor extension to side of existing barn, demolition of part of existing gun shop and erection of part two storey/part single storey extension to form workshop/triple garage/swimming pool/storage area*'. The second part of this description relates to the site the subject of the current appeal.
 3. I understand from the appellant that at the time of the original 2012 planning application the conversion of the barn and associated extension was intended for a relative. However, the circumstances changed and consequently, having already implemented their planning permission, in order to ensure the lawful occupation of the barn as a separate unit of residential accommodation, in 2015 a further planning application was submitted for '*Conversion of barn and erection of extension to form new dwelling*'. Planning permission was subsequently granted under reference 15/01681/FUL on 26 January 2016.
 4. The current appeal relates to the Gun Shop site which is the remainder of the site that was the subject of the 2012 planning permission but was not the subject of planning permission 15/01681/FUL.
 5. The appellant has pointed out that the demolition of part of the existing gun shop and erection of part two storey/part single storey floor extension to form a workshop/triple garage/swimming pool/storage area could be implemented without the need for planning permission on the basis of the planning
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permission granted by the local planning authority under reference 12/00600/FUL in June 2012.

6. The Council is unable to make a clear statement regarding which planning permission has been implemented to convert the barn which is now occupied as a stand-alone residential property known as Shoemaker's Lodge located adjacent to May House. However, the appellant is clear that the implementation of 12/00600/FUL had commenced and was nearing completion when 15/01681/FUL was submitted and that the conversion of the gun shop under the 2012 permission remains extant. In support of this the appellant states in their Design and Access Statement that the conversion of the barn to residential accommodation had already commenced under the 2012 planning permission and was nearing completion at the time of submitting application 15/01681/FUL. Several other references to implementing the 2012 are made in their Statement of Case and Response to the Council's Appeal Statement.
7. It is apparent from the drawings that in design terms the proposed development is almost the same as that which was previously approved under reference 12/00600/FUL. The only external change is that the openings previously proposed as garage doors would be used as large openings to serve the kitchen and living room and form the side entrance to the property.

Main Issue

8. The main issue is whether the proposal is consistent with the objectives of local and national planning policies relating to the location of housing and which seek to protect the countryside.

Reasons

9. The appeal site comprises a modest pitched roof brick structure with large single storey attached outbuilding to its rear. It is understood that the building was previously used as a gun shop, although this use ceased some years ago. The land associated with the buildings comprises an open paddock containing some old structures such as a disused chicken enclosure and wooden outbuilding.
10. The site is located adjacent to Shoemakers Lodge, a two storey residential barn conversion which is currently occupied as a stand-alone residential property attached to May House. The residential curtilages of Shoemakers Lodge and May House are situated immediately adjacent to the appeal site. Agricultural fields are situated beyond the hedges which form the remaining boundaries of the site.
11. The site is close to a group of residential properties grouped around the junction of Bawtry Road and Ancient Lane. The village of Hatfield Woodhouse is located a few minutes' walk from the site. It has limited local services, but does have a village hall, social club, church, convenience store and a parade of shops which includes a hot food take away, hair salon and dog grooming studio. There are bus stops very close to the site which provide regular weekday services towards Lindholme and Doncaster. There are less frequent buses at weekends.
12. The site is outside the settlement boundary of Hatfield Woodhouse as shown on the proposals map of the Doncaster Unitary Development Plan Adopted July 1998 (the UDP). It is designated within the Countryside Policy Area (CPA)

according to Saved Policy ENV2 of the UDP which sets out the purposes of the Countryside Policy Area, including safeguarding the countryside from the encroachment and providing an attractive setting for towns and villages. Saved Policy ENV4 of the UDP goes on to state that development in the CPA will not normally be permitted for purposes other than those appropriate to rural areas.

13. Furthermore, according to the Doncaster Council Core Strategy 2011-2028 Adopted May 2012 (CS) the site is within the designated Countryside Protection Policy Area (CPPA). Policy CS3 states that in this area proposals will be supported where they would be appropriate for a countryside location and would protect and enhance the countryside. A key objective of CS3 is to ensure that the countryside is not eroded by significant adjustments to the boundaries of built up areas.
14. Policy CS2 of the CS identifies Hatfield Woodhouse as a larger defined village where quality infill will be permitted and existing village boundaries will only be amended if considered necessary to establish new defensible boundaries.
15. In assessing the current proposal it is important to consider whether the development plan is up to date having regard to the provisions of the National Planning Policy Framework (the Framework). Although the UDP predates the Framework its policies should not be considered out of date simply because of its date of adoption. Due weight should be given to such policies according to their degree of consistency with the Framework. Although the UDP only sought to guide development period up to 2001, Policies CS2 and CS3 of the CS which seek to achieve housing requirements for the period up to 2028 nevertheless use the settlement boundaries as defined under the UDP. Furthermore, the CS clearly reflects the approach to the protection of the countryside in Saved UDP Policies ENV2 and ENV4. Consequently, I consider that the settlement boundaries are relevant to the assessment of the current appeal and that Saved Policies ENV2 and ENV4 are not inconsistent with the Framework.
16. The development of the site would represent residential encroachment into the countryside. No structural survey or other evidence has been submitted to confirm whether the building is sound and is capable of being re-used without extensive rebuilding. The development of the property to form a new dwelling also proposes a large extension which would replace the outbuilding which is currently attached to the original brick built part of the Gun Shop. Furthermore, since the original planning application in 2012 the building may have deteriorated and now be incapable of conversion. In any case, the proposal would constitute new development in the countryside for which I find there would be no clear justification in principle under current development plan policies.
17. There is some natural screening to the front, side and rear of the site which does help to reduce the potential impact of new building on the immediate surroundings. Additional new hedge and tree planting is proposed along the boundary of the site. Furthermore, the immediate surroundings of the site have been materially altered in the past few years with the conversion of the adjacent barn to a new separate residential property. Further alterations are proposed by the current scheme, including the provision of additional car parking spaces and erection of a screen fence.

18. The introduction of such a large residential building in this location would be at odds with the general linear pattern of development in the vicinity and would alter the character of this site and its surroundings to an unacceptable degree. The provision of a separate domestic curtilage, boundary treatments and the potential for there to be additional domestic paraphernalia associated with a separate residential unit would further erode the overall character and appearance and the countryside, which causes further concern.
19. The impact of the loss of openness of the countryside and its rural character would be mitigated somewhat by the landscaping along some of the site's boundaries and its containment by existing adjacent buildings, including May House and Shoemakers Lodge. However, the development by way of the extent of building work required would not preserve the openness of the countryside or the overall reasons for including the land within it.
20. The proposal is not a form of development acceptable under Policies CS2 and CS3 of the CS as it would harm its openness and character.
21. Policy CS2 of the CS indicates that larger defined villages such as Hatfield Woodhouse are relatively unsustainable locations for housing growth. New development should be restricted to infill. However, as this site is outside the settlement boundary and is separated from the boundary by open land and sporadic development it cannot be considered to be infill. The site is relatively close to Hatfield Woodhouse, within ten minutes walking distance from a range of local facilities and services and is served by regular bus services. As such, it is relatively accessible for a site within the countryside. However, it would only make a small contribution to housing supply. There may be some limited economic benefits associated with the construction phase.
22. The Council has indicated that it maintains a five year housing supply. However, the appellant challenges this on the basis of a recent case where the local planning authority resolved to grant planning permission for a development of approximately 400 dwellings with the CPA. However, it appears to me that the circumstances relating to that case are materially different to the current appeal and has limited relevance to the current appeal, including the fact that the land in question was located in a Potential Growth Area. Furthermore, there is no clear statement in the Committee report that the Council does not have a five year supply of housing land. Accordingly, there appears to be no justification for granting planning permission for the housing development under consideration which would be outside settlement boundary.
23. I therefore conclude that the proposal would be contrary to the objectives of local and national planning policies relating to the location of housing and which seek to protect the countryside. Therefore it does not accord with Policies Saved Policies CS2 and CS3 of the CS, Saved Policies ENV2 and ENV4 of the UDP and the Framework.

Other matters

24. The appeal site has been the subject of previous planning permissions, which would allow the existing Gun Shop to be altered and substantially extended in a similar way to the current proposal. Although the appellant says the permissions have been implemented, the Council expresses some uncertainty

regarding the implementation of 12/00600/FUL, which planning permission was granted in June 2012.

25. The evidence before me regarding the implementation of the 2012 planning permission is not conclusive. However, the appellant insists that the development was commenced and remains extant, and the Council has not provided any firm evidence to the contrary.
26. But even if the appellant is right on that point, I cannot conclude on that basis alone that it is likely that the development will ever be completed by converting and extending the former gun shop as permitted. Indeed, the evidence before me suggests that circumstances and requirements may have changed significantly since the original 2012 planning permission was granted. I reach this view in part as a result of the planning application in 2015 to convert the barn attached to May House as a separate unit of accommodation, including the erection of a part two/part single storey extension to the side of the barn. I observed on site that the barn has been converted but the original garage building remains in place and extension has not been erected. I have no firm evidence of any current need for the building to be extended as permitted.
27. Overall, on the limited information before me, there appears to be at least some prospect that the former gun shop could be converted and extended under an extant permission. However, there can be little certainty that those works would be carried out in the event of this appeal failing. Accordingly, I attach only limited weight to this consideration.
28. The local planning authority has drawn my attention to a recent appeal for Land to the rear of Field Cottage, Main Street, Hatfield Woodhouse, Doncaster (Appeal reference APP/F4410/W/16/3151727). My findings on the current case are consistent with that decision so far as it is relevant.

Conclusion

29. The proposal would conflict with the development plan and the Framework with reference to the location of housing and protection of the countryside. Therefore, planning permission should not be granted unless material circumstances indicate otherwise. In this case the most significant other material consideration is the fall-back position with respect to the implementation of a previous planning permission 12/00600/FUL. However, given my conclusion that the part of that planning permission which relates to the former Gun Shop and associated land is unlikely to be implemented I have given the fall-back position little weight.
30. As such the harm I have identified would not be outweighed by other material planning considerations.
31. For the above reasons and taking account of other matters I conclude that the appeal should be dismissed.

Alastair Phillips

INSPECTOR

DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE - 3rd April 2018

Application 5

Application Number:	18/00022/FUL	Application Expiry Date:	2nd March 2018
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Application Type:	Full Application
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Proposal Description:	Provision of additional modular workshop (classroom) unit adjacent to two existing modular units forming the Field Study Centre.
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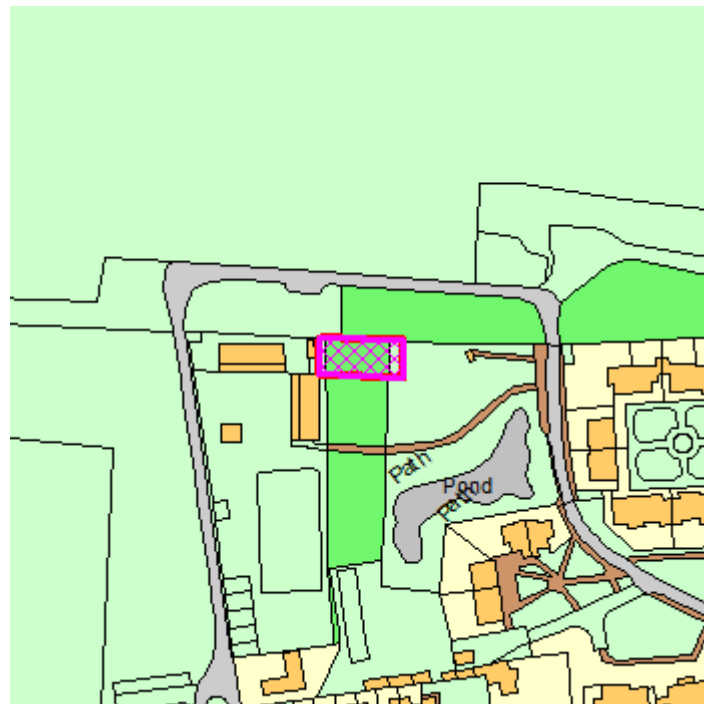
At:	The Hesley Village Stripe Road Hesley Doncaster
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For:	Mr Hugh Ashby - John Hill Associates Ltd
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Third Party Reps:	There have been no objections to the planning application.	Parish:	Tickhill Parish Council
		Ward:	Tickhill And Wadworth

Author of Report	Tim Goodall
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MAIN RECOMMENDATION:	Grant
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1.0 Reason for Report

1.1 The application is being presented to Planning Committee as it represents a departure from the Development Plan.

2.0 Proposal and Background

2.1 Planning permission is sought for the provision of an additional modular workshop (classroom) unit adjacent to two existing modular units forming the Field Study Centre. The building will have a single storey flat roof design and contain two workshops and lobby/toilet. The building will have a footprint of approximately 150 square metres.

2.2 The application site is within the north west corner of the grounds of Hesley Hall which lies off the B6463 between Rossington and Tickill. Hesley Hall is a historical hall adjoined to a Grade II listed chapel. The Site and Hall was taken over by The Hesley Group in 1975 to provide a base for their specialist residential services and schooling for children and young adults with autism or learning difficulties.

2.3 The application site lies within the statutory Green Belt and the character of the surrounding area reflects the rural nature of the site with a mix of fields and woodlands to the north and west. To the south east of the site is the main site of Hesley Hall with most of the buildings being of traditional brick construction. Currently the application site contains two detached single storey modular buildings in an 'L' shape that form the Field Study Centre.

2.4 The applicant has stated the existing Field Study Centre is at capacity and the additional space is required for this summer to catering for upcoming additional students. The requirements for such facilities is governed by Ofsted.

3.0 Relevant Planning History

3.1 00/4255/P - SITING OF RELOCATABLE CLASSROOM UNIT (9.25M X 7.45M) - Permitted

4.0 Representations

4.1 The application has been advertised as a departure from the development plan via site notice, press notice and public access. The application was not initially advertised as a departure and the site notice for this does not expire until Friday 6th April. However, a public interest site notice was posted in January and no responses have been received to date.

5.0 Parish Council

5.1 Tickhill Town Council - No objection

6.0 Relevant Consultations

6.1 Conservation Officer - No objection to the application on heritage grounds. The application is not considered to adversely affect the setting of the listed building.

6.2 Ecology Officer - No objection. Development has commenced on site and has impacted on the hedge at the site. Although the removed hedging would not have been of significant ecological value, the removal of this feature will impact upon the biodiversity and landscape value at a site level. All of that said it is a fait accompli that cannot be reversed so what we should do is require an ecological enhancement scheme to replace lost hedgerow and enhance other aspects of the sites' ecology where possible. No objections on ecological grounds but condition for ecological enhancement condition required.

6.3 Tree Officer - No objection, further tree planting recommended.

6.4 Drainage Officer - Drainage Condition required

7.0 Relevant Policy and Strategic Context

7.1 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.

In the case of this application, the Development Plan consists of the Doncaster Core Strategy and the saved policies of the Unitary Development Plan 1998.

Doncaster Core Strategy

Policy CS1 Quality of Life
Policy CS3 Countryside
Policy CS4 Flooding and Drainage
Policy CS14 Design and Sustainable Construction
Policy CS15 Valuing our Historic Environment
Policy CS16 Valuing our Natural Environment

Doncaster Unitary Development Plan (UDP) saved policies 1998

ENV1 Green Belt
ENV3 Development in the Green Belt
ENV21 Woodlands and Trees
ENV34 Setting of Listed Buildings
ENV59 Trees and Hedgerows

Tickhill Neighbourhood Plan

F1 Building Development
HE1 Heritage Assets
DE1 New Building
NE3 Tree Planting
NE8 Creation of Wildlife Corridors

Development Guidance and Requirements SPD

Development and Flood Risk SPD

8.0 Planning Issues and Discussion

Development in Green Belt

8.1 Paragraph 89 of the NPPF states that a local planning authority should regard the construction of new buildings as inappropriate in Green Belt. Exceptions to this are:

- buildings for agriculture and forestry
- provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it
- the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building
- the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces
- limited infilling in villages, and limited affordable housing for local community needs under policies set out in the Local Plan
- limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development.

8.2 Policy CS3 of the Core Strategy states that Doncaster's countryside will be protected and enhanced, having regard to the principles set out below. Key considerations for land within the Green Belt are that national policy will be applied, including a presumption against inappropriate development other than in very special circumstances. Saved Policy ENV1 states that the purposes of including land in the Doncaster green belt are:

- to regulate the size and shape of urban areas in order to prevent unrestricted sprawl;
- to prevent the coalescence of existing settlements;
- to assist in safeguarding the countryside from encroachment; and
- to assist in urban regeneration by encouraging the recycling of derelict and other urban land.

8.3 Saved policy ENV3 provides greater detail on acceptable development within the green belt.

8.4 As the proposed mobile building is for an educational use this would not in itself be acceptable in the Green Belt. However the site is within the curtilage of Hesley Hall which is an established educational use and the proposal is for a third mobile classroom for this use in addition to the two existing mobile classrooms. As such, the proposal is considered to be acceptable in principle given the proposed use accords with the existing use and is within the existing curtilage. The proposed building is of a similar scale to the existing field study centre buildings and will be closer to the main built area of the site. As such, the proposal would not encroach into the countryside and is considered to maintain the openness of the Green Belt.

Setting of Listed Building

8.5 Policy CS15 of the Core Strategy states that Doncaster's historic environment will be preserved, protected or enhanced. Part A of the policy states that proposals and initiatives will be supported which preserve and, where appropriate, enhance the heritage significance and setting of the borough's heritage assets. Saved Policy ENV34 of the UDP considers the setting of listed buildings and states that planning permission will not normally be granted for development which would adversely affect the setting of a listed building by virtue of its nature, height, form, scale, materials or design. Policy HE1 of the Tickhill Neighbourhood Plan supports the maintenance and preservation of heritage assets Paragraph 132 of the National Planning Policy Framework states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. Significance can be harmed or lost through development within its setting. Paragraph 134 goes on to state that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

8.6 The site lies within the curtilage of Hesley Hall whose chapel is a grade 2 listed building. Attached to the chapel is a hall which is the principal historic building on the site. There are also other ancillary historic buildings and structures including a coach house and a walled garden. These can be considered undesignated heritage assets. The parkland to the front of the hall and up to the main road is also designated a local park and garden of historic interest. The Council's Conservation Officer has no objection to the proposal on heritage grounds as it does not threaten these heritage assets (or others mentioned above).

Design

8.7 In accordance with Policy CS14, all development proposals must be of a high quality design that contributes to local distinctiveness. Policy DE1 of the Tickhill Neighbourhood Plan states that new development should be designed to fit into the character of Tickhill. The design of the proposed development is for a single storey modular building in close proximity to the two existing classrooms of a similar scale and design. The layout of the blocks currently forms an 'L' shape' and with the new building this would extend to a 'T' shape. While the design of the building is of little architectural merit in itself and the scale is modest, due to its location in a rural environment and its educational purposes it is considered appropriate for the context. As such, the proposal reflects the distinctiveness of this part of the application site and is considered to be acceptable on design grounds.

Trees and Landscaping

8.8 Part D of Policy CS16 of the Core Strategy states that proposals will be supported which enhance the borough's landscape and trees by:

1. being appropriate to the landscape's character, sensitivity and capacity;
2. including measures to mitigate any negative impacts on the landscape;
3. ensuring designs are of high quality, include appropriate hard and soft landscaping, a long term maintenance plan and enhance landscape character while protecting its local distinctiveness; and;

4. retaining and protecting appropriate trees and hedgerows, and incorporating new tree, woodland and hedgerow planting.

8.9 Saved Policy ENV21 seeks to protect and conserve existing trees and woodlands by steering development away from trees and woodlands. Saved Policy ENV59 states the Council will attach considerable importance to the need to protect existing trees and hedgerows and will require that new developments do not cause unnecessary loss of trees, nor imperil trees by building works. Policy NE3 of the Tickhill Neighbourhood Plan encourages new tree planting.

8.10 The Council's Tree Officer has no objection and has suggested tree planting for the site if approved that could be incorporated into an enhanced landscaping condition. These comments have been forwarded to the agent to provide revised plans following discussion with the applicant. A revised plan has been submitted by the applicant to indicate tree planting and this is currently with the Tree Officer for consideration as to whether a revision to the condition wording is required. The proposal is considered to comply with saved policies ENV21 and ENV59. Further tree planting will also accord with Core Strategy Policy CS16 Part D.

Ecology and Wildlife

8.11 Policy CS16 of the Core Strategy states that protected habitats and species will be given the highest levels of protection in accordance with the relevant legislation and policy. Policy NE8 of the Tickhill Neighbourhood Plan supports the creation of wildlife corridors.

8.12 The application site was visited by the Council's Ecology officer who noted that a hedgerow had been removed at the application site, although it was noted this would not be of significant ecological value. The applicant has subsequently responded to acknowledge that the section of hedgerow was removed for access and that the suggested condition would be complied with. Subsequently, the Council's Ecologist has no objection and an ecological enhancement plan is recommended as a condition.

Summary and Conclusion

9.0 Conclusion.

9.1 The proposed siting of the additional modular classroom for the Field Study Centre at Hesley Hall is acknowledged as a departure from the development plan in that new educational buildings are not included within the list of appropriate green belt development as per national and local planning policy. However, the proposed development will support the existing use of the site and will not harm the openness of the Green Belt. As such the proposal is recommended to Planning Committee for approval subject to the following planning conditions.

RECOMMENDATION

Planning Permission GRANTED subject to the following conditions.

01. STAT1 The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of this permission.
REASON
Condition required to be imposed by Section 91(as amended) of the Town and Country Planning Act 1990.
02. U59789 The development hereby permitted shall be carried out in complete accordance with the details shown on the amended plans referenced and dated as follows:

17/037/16B received 14.03.2018
17/037/17 received 04.01.2018
17/037/18 received 04.01.2018

REASON
To ensure that the development is carried out in accordance with the application as approved.
03. DA01 The development hereby granted shall not be begun until details of the foul, surface water and land drainage systems and all related works necessary to drain the site have been submitted to and approved by the Local Planning Authority. These works shall be carried out concurrently with the development and the drainage system shall be operating to the satisfaction of the Local Planning Authority prior to the occupation of the development.
REASON
To ensure that the site is connected to suitable drainage systems and to ensure that full details thereof are approved by the Local Planning Authority before any works begin.
04. U59786 No building shall be erected within **** metres of the piped water course which passes through/runs adjacent to the site. (The approximate position of the watercourse is shown on the attached plan, the precise location shall be ascertained by investigation on site).
REASON
To ensure adequate access at all times and to protect the culvert from damage.

05. U59787 Within 1 month of approval an ecological enhancement plan shall be submitted to the local planning authority for approval in writing. This plan shall include details of the following measures, all of which shall be implemented prior to the first occupation of the site or an alternative timescale to be approved in writing with the local planning authority:

- o Reinstatement of hedgerow to an approved specification
- o The specification and proposed location of 3X bird boxes to provide nesting opportunities for small song birds.

REASON

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

06. U59788 Prior to commencement of the proposal hereby granted, a detailed landscape scheme will be submitted to and approved in writing by the Local Planning Authority. The scheme shall include: a planting schedule for a connecting hedgerow between the retained sections of hedge comprising of a native species mix that are locally characteristic to the local landscape character area; details of ground preparation; a landscape establishment specification; a maintenance specification for a minimum of five years following practical completion of the landscape works, tree planting is to be specifically agreed on site within the indicative area shown on drawing 17/037/16B with a timescale of implementation. The landscape scheme shall comply with BS 8545:2014 Trees: from nursery to independence in the landscape - Recommendations, BS 3936-1: 1992 Nursery stock — Part 1: Specification for trees and shrubs. Thereafter be implemented in full accordance with the approved details. The Local Planning Authority shall be notified in writing within 7 working days of the completion of the landscape works and the completion shall be subsequently approved in writing by the Local Planning Authority. Any part of the scheme which fails to establish or is damaged or removed within five years of establishment shall be replaced in full accordance with the approved scheme.

Reason:

In the interests of environmental quality and the adopted core strategy policy CS16: Valuing our Natural Environment section D2 (including measures to mitigate any negative impacts on the landscape) & D4 (retaining and protecting appropriate trees and hedgerows, and incorporating new tree, woodland and hedgerow planting).

01.U12282 INFORMATIVE

The Developer should be aware that a Sustainable Drainage System (SuDS) is the LPA's preferred option. A detailed explanation of any alternative option and reasons for rejecting a SuDS solution will be required.

Surface water drainage plans should include the following:

- Rainwater pipes, gullies and drainage channels including cover levels.
- Inspection chambers, manholes and silt traps including cover and invert levels.
- Pipe sizes, pipe materials, gradients and flow directions.
- Soakaways, including size and material.
- Typical inspection chamber / soakaway / silt trap and SW attenuation details.
- Site ground levels and finished floor levels.

If infiltration systems are to be used for surface water disposal, the following information must be provided:

- o Ground percolation tests to BRE 365.
- o Ground water levels records. Minimum 1m clearance from maximum seasonal groundwater level to base of infiltration compound. This should include assessment of relevant groundwater borehole records, maps and on-site monitoring in wells.
- o Soil / rock descriptions in accordance with BS EN ISO 14688-1:2002 or BS EN ISO 14689-1:2003
- o Volume design calculations to 1 in 30 year rainfall + 30% climate change standard. An appropriate factor of safety should be applied to the design in accordance with CIRIA C753 - Table 25.2.
- o Location plans indicating position (Soakaways serving more than one property must be located in an accessible position for maintenance). Soakaways should not be used within 5m of buildings or the highway or any other structure.
- o Drawing details including sizes and material.
- o Details of a sedimentation chamber (silt trap) upstream of the inlet should be included.

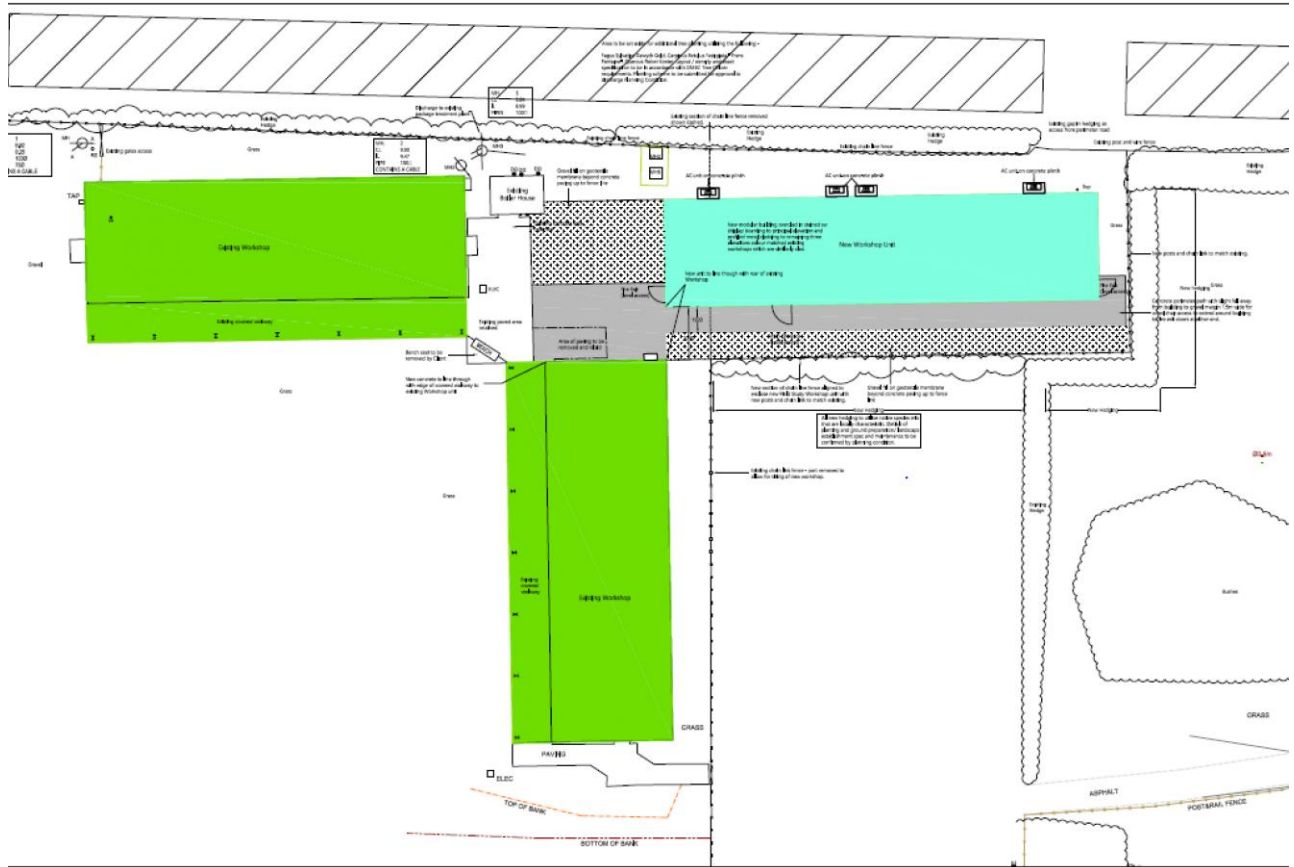
Soakaway detailed design guidance is given in CIRIA Report 753, CIRIA Report 156 and BRE Digest 365.

The above objections, considerations 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.

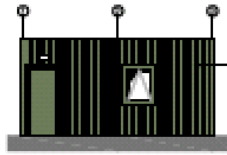
APPENDIX 1 LOCATION PLAN



APPENDIX 2 PROPOSED SITE PLAN

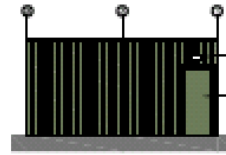


APPENDIX 3 PROPOSED ELEVATIONS AND FLOOR PLAN



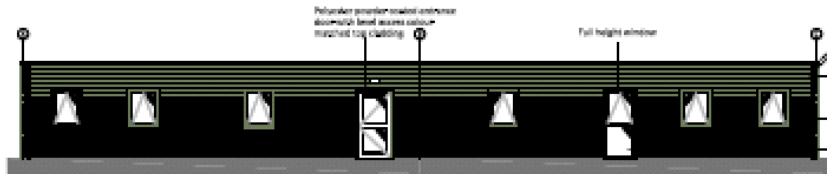
East Elevation

Secondary elevations to be clad with plastered curved profile metal cladding to match existing workshops in silver finish



West Elevation

Emergency lighting above fire exit door
Composite fire exit door splash resistant to cladding with push bar to suit internal dimensions and level signs on the perimeter side

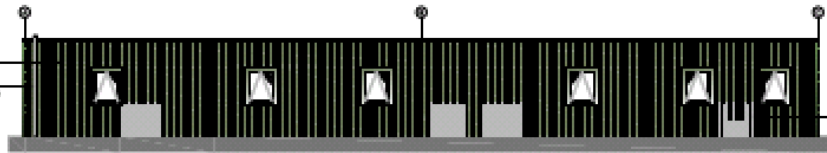


South Elevation

Polyester powder coated entrance aluminium level access colour-matched to cladding

Full height window

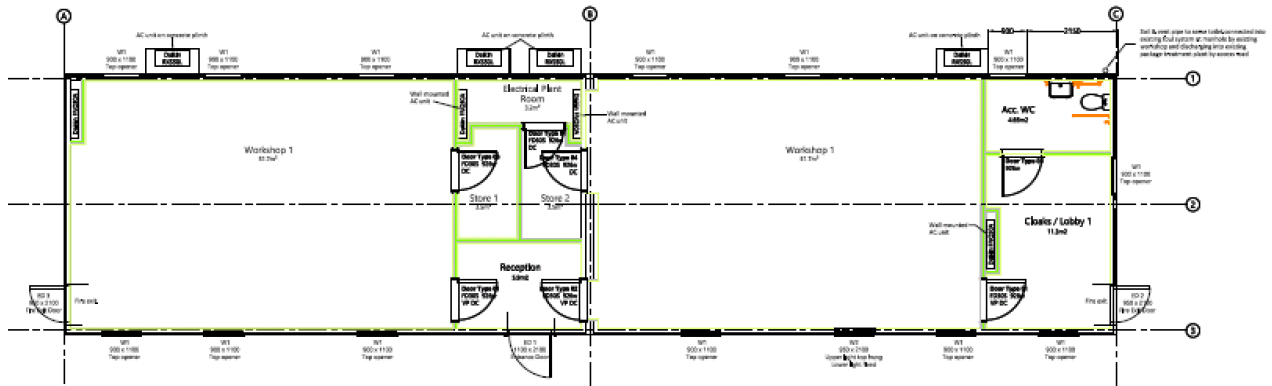
Cladding down stairs to front elevation to match existing workshop units
Main elevation external with horizontal slip slip for sounding painted to match existing workshop units
Windows & door surrounds in stainless steel to match existing workshops, aluminium in white with mesh security glass units
All floor level glazing to be toughened or laminated double glazed units



North Elevation

Wooden ventilation to roof
Roof to extend to min 1m above adjacent roofline and be fitted with galvanized sheet top

External AC condenser units set on concrete plinths above 2m with safety cages around



DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE -

Application 6

Application Number:	18/001111/FUL	Application Expiry Date:	12th March 2018
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Application Type:	Full Application
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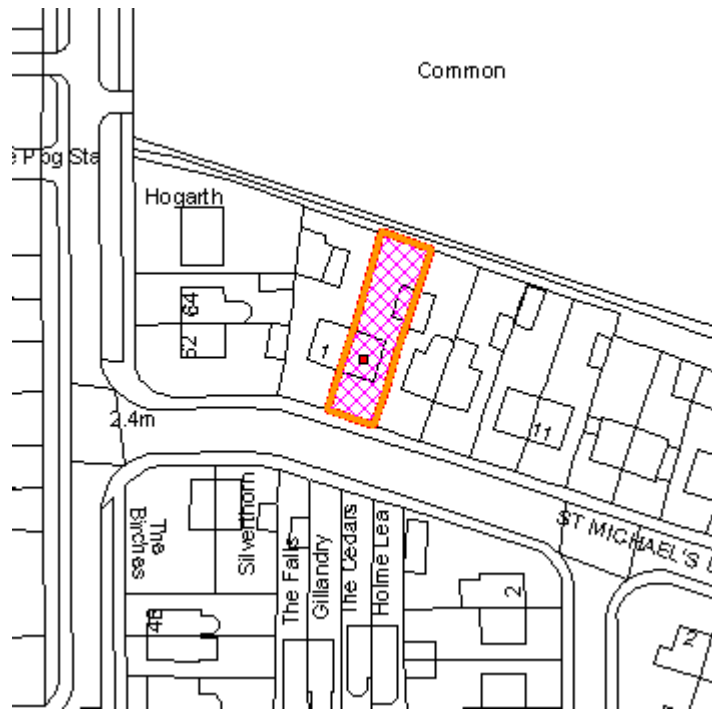
Proposal Description:	Addition of two storey side extension (Being resubmission of application refused under Ref: 17/02643/FUL on 20.12.2017)
At:	3 St Michaels Drive Thorne Doncaster DN8 5QG

For:	Mrs Michelle Poulston
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Third Party Reps:	0	Parish:	Thorne Town Council
		Ward:	Thorne And Moorends

Author of Report	Mark Sewell
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MAIN RECOMMENDATION:	
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1.0 Reason for Report

1.1 The application is being presented to the Planning Committee at the request of Cllr. Blackham.

2.0 Proposal and Background

2.1 The application seeks planning permission for the erection of a two storey side extension to a semi-detached dwelling on St. Michaels Drive, Thorne. Planning permission was previously refused for a similar proposal in December last year. The scheme has been amended as part of this planning application.

2.2 The property is a two storey semi-detached dwelling finished in buff brick with concrete tiles over. To the side of the property is an open driveway and the front of the property is enclosed by a 1.2m brick wall and metal gates in front of the driveway. The surrounding properties to either side and along the road are identical. The neighbouring property to the east has had a two storey side extension that extends up to the application site boundary, similar to what is being proposed.

3.0 Relevant Planning History

3.1 17/02643/FUL - Addition of a two storey side extension to semi-detached dwelling - REFUSED 20th December 2017

4.0 Representations

This application has been advertised via neighbour letters in accordance with Article 13 of The Town and Country Planning (Development Management Procedure) Order Publicity for Planning Applications and no representations have been received.

5.0 Town Council

5.1 - Not received

6.0 Relevant Consultations

6.1 DMBC Internal Drainage - no objections, suggested conditions

6.2 DMBC Public Rights of Way - no objections

7.0 Relevant Policy and Strategic Context

7.1 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.

7.2 In the case of this application, the development plan consists of the Doncaster Core Strategy and Unitary Development Plan. The most relevant policies are Policy CS14 of the Core Strategy and Policy ENV54 of the UDP. Other material considerations include Section 7 of the National Planning Policy Framework (2012) and the Development Guidance and Requirements SPD (2015).

8.0 Planning Issues and Discussion

8.1 The main issues to consider are the design and appearance of the proposal and its impacts upon the street scene and character of the area, and upon residential amenity.

Design and Character

8.2 The NPPF attaches great importance to good design, including responding to local character and reflecting local surroundings and materials. Policies CS1 and CS14 of the Core Strategy require development to be of a high quality design that contributes to local distinctiveness and that integrates well with its immediate surroundings. Policy ENV54 of the UDP states that alterations and extensions to existing buildings should be sympathetic in scale, materials, layout and general design to the existing building.

8.3 The two storey side extension projects 2.3m from the existing side wall of the dwelling, extending the full width of the plot. The extension is set back some 50cm from the front of the dwelling, and also projects back this same distance. The extension provides for an additional bedroom and ensuite at first floor level, with a car port underneath. The car port and a new porch extend out from the existing front wall of the dwelling by 1.2m. The first floor extension and roof over are set back by 1m from the existing front wall. Whilst the extension would be situated immediately adjacent to the side elevation of the neighbouring property, there are no facing windows affected in that dwelling.

8.4 As with the similar previously refused scheme, there are concerns over the impact of the proposal upon the character and street scene. The two storey extension would be just 15cm from the boundary with its neighbour, which has already built a similar extension up to the boundary. As such, although the upper floor of the extension is slightly set back by 1m, the resulting structure would result in a terracing effect, meaning that the two pairs of semis would appear as a terrace of 4 dwellings. Furthermore, the ground floor porch and car port actually extend out in front of the existing building line by 1.2m.

8.5 Whilst the proposal has been altered from the previous refusal by setting the first floor extension back by half a metre, given the extremely close proximity to the neighbours dwelling, and the front projection, it is still considered that the proposal would appear incongruous within the street scene, and harmful to the character of the area. The street scene along St. Michaels Drive is made up of identical pairs of semi-detached dwellings with open gaps between the pairs. It is considered that the extension would result in a proposal that is out of keeping and harmful to the established character.

Other Matters

8.6 No objections have been received from consultees to the application.

9.0 Summary and Conclusion

9.1 In conclusion, , it is considered that the proposal would appear incongruous within the street scene, and harmful to the character of the area. Consequently the proposal is considered to be contrary to Policies ENV54, Core Strategy Policy CS14 and Doncaster's SPD for development guidance and as such is accordingly recommended for refusal.

Recommendation

Refuse planning permission for the reason below;

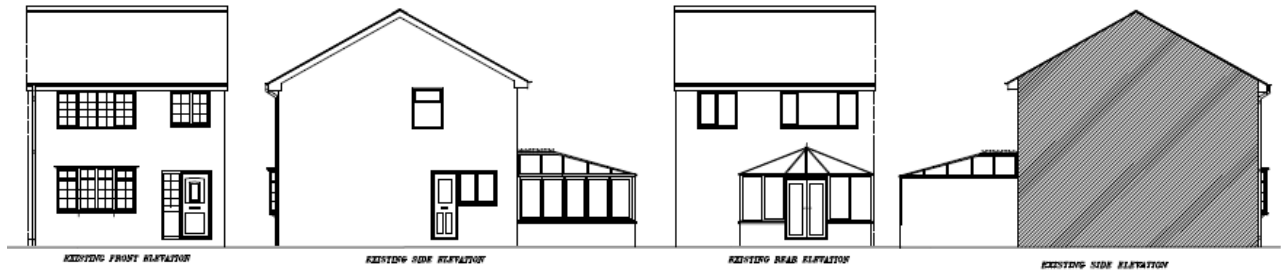
1. In the opinion of the Local Planning Authority, the proposed two storey side extension would result in a terracing effect, which would appear incongruous in the street scene and would result in an unacceptable and harmful impact upon the character of the surrounding area contrary to Policies ENV54, CS14 and Doncaster's Supplementary Planning Document for development guidance (2015).

APPENDIX 1

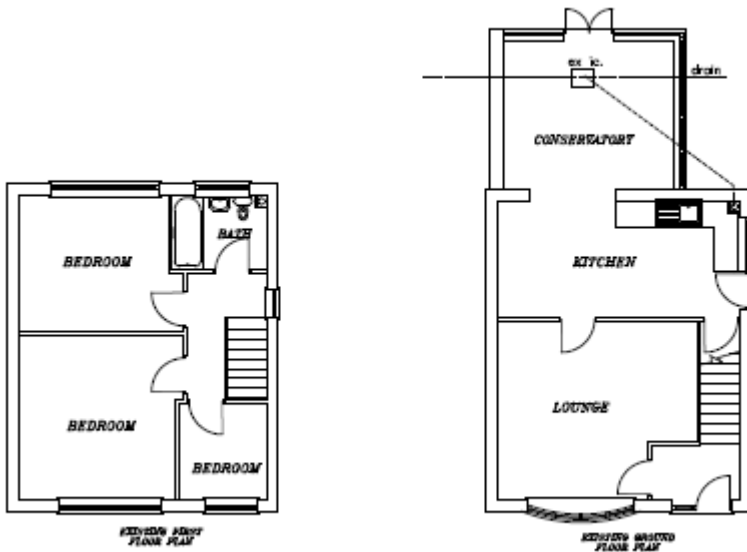


Site Location Plan

APPENDIX 2

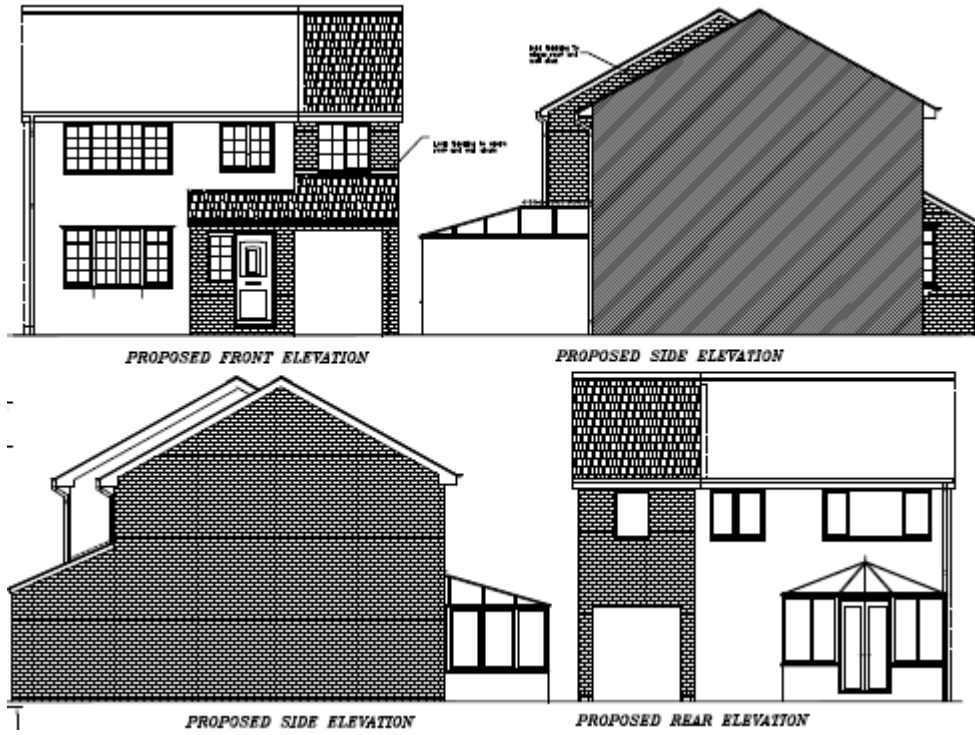


Existing Elevations

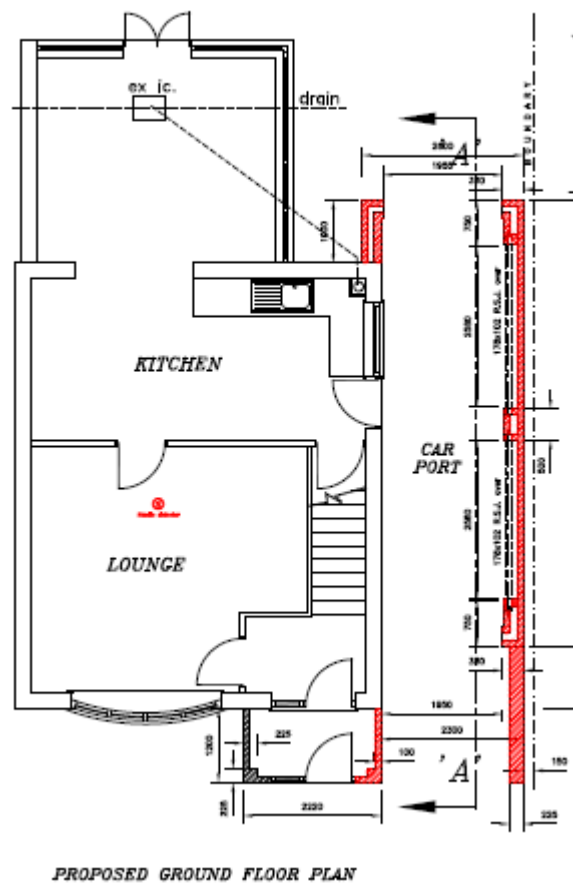
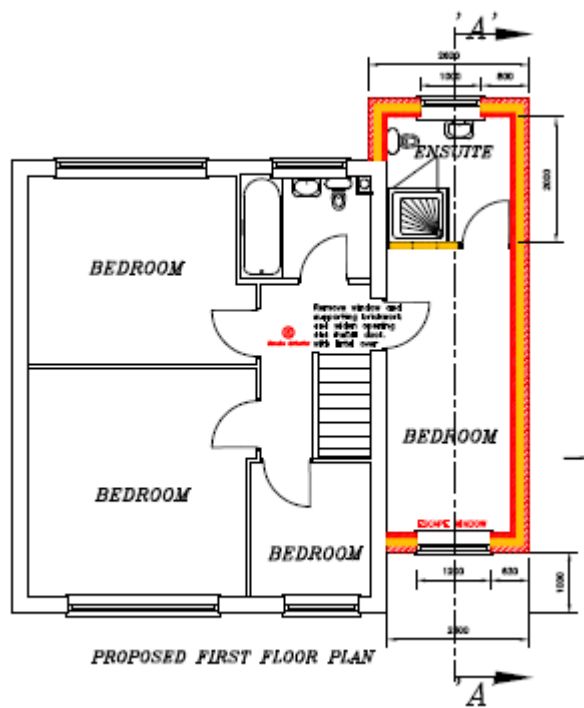


Existing Floor Plans

APPENDIX 3



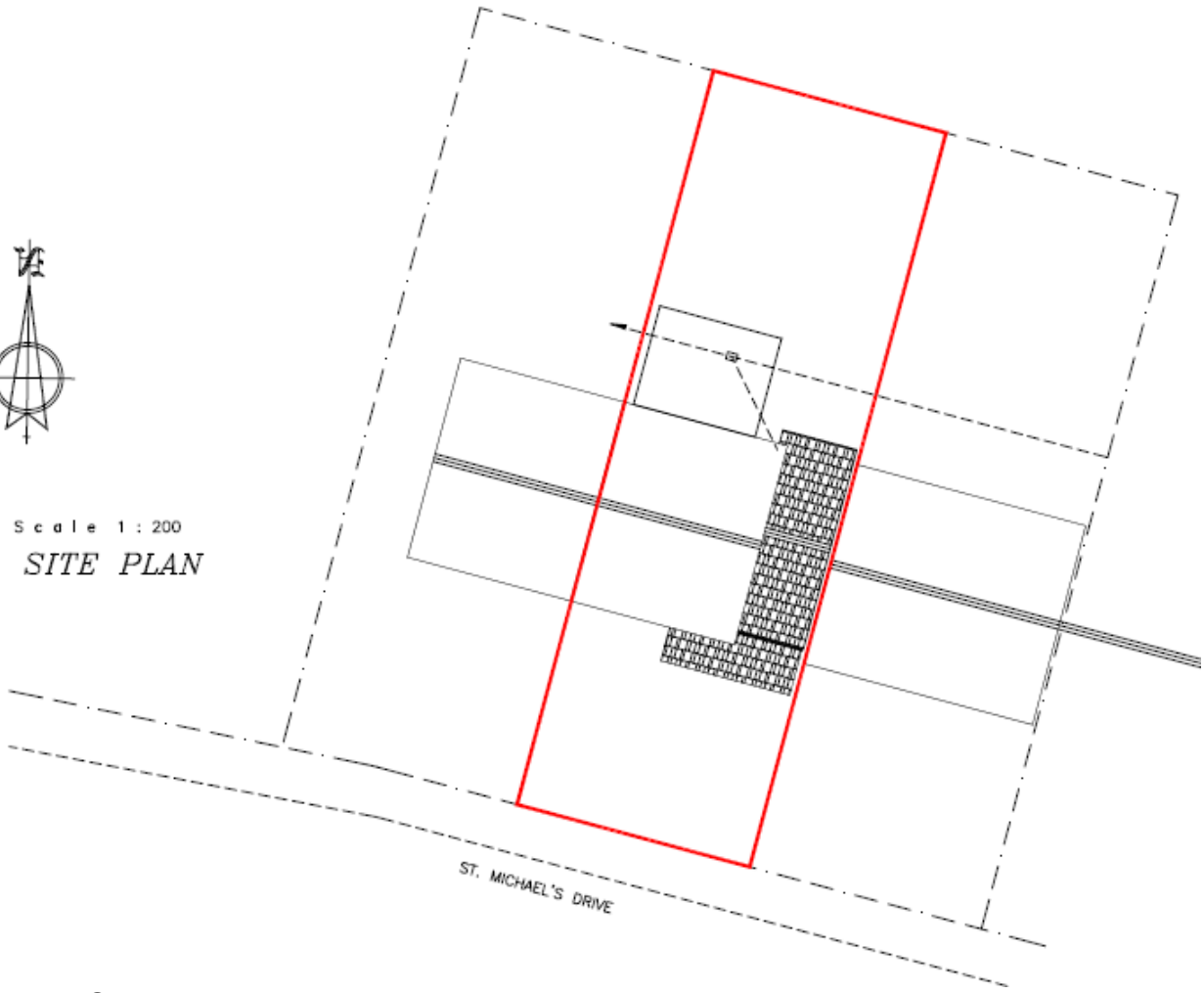
Proposed Elevations



Proposed Floor Plans



Scale 1 : 200
SITE PLAN



Proposed Site Plan

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DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE - 3rd April 2018

Application 7

Application Number:	17/02892/FUL	Application Expiry Date:	17th January 2018
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Application Type:	Full Application
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Proposal Description:	Change of use from offices to a seven bedroom house in multiple occupation and seven flats
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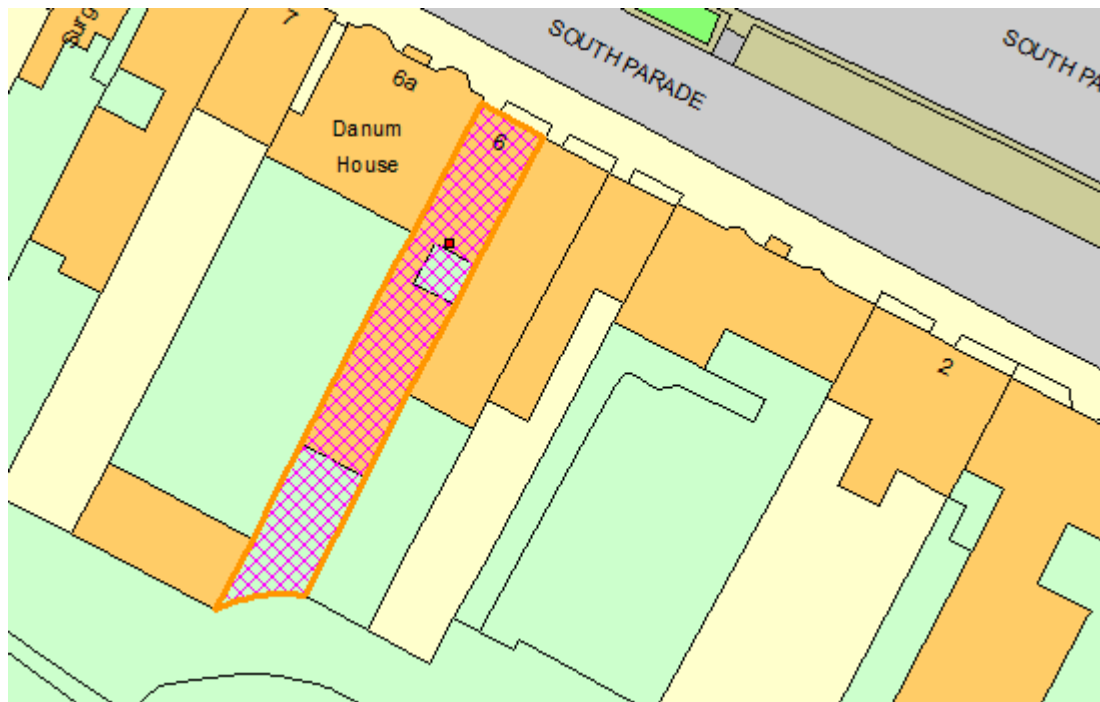
At:	6 South Parade Doncaster DN1 2DY
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For:	Mr R Bhatt - Indigo Property Associates Ltd
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Third Party Reps:	13	Parish:	
		Ward:	Town

Author of Report	Elizabeth Maw
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MAIN RECOMMENDATION:	GRANT
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1.0 Reason for Report

1.1 The application is being presented to committee due to the significant public interest shown in the application.

2.0 Proposal and Background

2.1 The application site is 6 South Parade. It is a mid-terrace property over 6 floors. The property has a historic commercial use but it has been empty for two years, with the exception of a small business in the rear extension. The rest of the property has been vacant since an accountancy left at the end of 2015. This proposal seeks an alternative use for residential.

2.2 The residential proposal is to create a seven bedroom house in multiple occupation (HMO) on the lower ground floor and seven individual flats on the upper floors.

2.3 The property is Grade II listed and within the Doncaster - South Parade Conservation Area. The UDP land allocation is Office Policy Area.

2.4 Thirteen objections have been received.

3.0 Relevant Planning History

3.1 Planning history relevant to the consideration of the application includes:

17/02893/LBC: Listed Building Consent for internal and external alterations in connection with a conversion to a residential use. Pending consideration.

4.0 Representations

4.1 The application has been publicised by letters to the neighbouring properties, site notice and press advert.

4.2 Thirteen objections have been received. The objectors are local businesses. The reasons for objecting are impact on the character of the area and the implications of a high density scheme. The comments are summarised underneath:

4.3 The character is business and office use with established professional enterprises including finance, law, engineering, design, medical, consulting etc. These businesses form a solid professional hub. They bring wealth and offer services to Doncaster residents. It is important this area continues to attract new professional enterprises and not encourage the businesses already here to leave.

4.4 The listed status of the buildings is unique in the town centre and has kept the area attractive. Everyone is likely to describe their neighbourhood as special and different but South Parade is truly unique in Doncaster.

4.5 The conversion of no6 to a residential use could start a change of character to the area. Developers could look to change other properties in Bennethorpe, Albion Terrace and Regent Square to residential use, to increase their value.

4.6 Objectors are aware of policy to create new housing but they consider South Parade should be protected for business use. There is appropriate space elsewhere in the town centre to provide the type of housing that is being applied for.

4.7 The density is excessive and could lead to social problems and a detrimental impact to the character of the conservation area. The use could increase noise, litter, crime and anti social behaviour.

4.8 The density should be reduced so that every unit would be a self contained apartment with adequate size and quality. A neighbouring business owner would support 4 or 5 larger flats to fit in with the affluence of the area but the density of this proposed scheme would attract low income individuals or people on benefits.

4.9 The change of use would make parking impossible for the businesses that are in the street, and importantly any visitors coming to see them. Parking is of high importance to the businesses and not having the ability for visitors to park close by could cause businesses to relocate.

5.0 Relevant Consultations

5.1 Environmental Health: No objections, subject to a soundproofing scheme.

5.2 Design and Conservation Officer Initial Comments: Due to the present condition and vacancy the building is considered vulnerable. Whilst the building seems to be able to converted without much impact on the historic fabric the actual use is likely to have a detrimental impact on the character of the area which is the most prestigious street in Doncaster Town Centre. Fewer apartments within the main building and the use of the rear for further apartments rather than as a HiMO is preferred.

6.0 Relevant Policy and Strategic Context

Planning policy relevant to the consideration of this application includes:

National Planning Policy Framework

Section 6: Delivering a wide choice of high quality homes

Section 12: Conserving and Enhancing the Historic Environment

Doncaster Council's Core Strategy:

CS1: Quality of Life

CS2: Growth and Regeneration Strategy

CS14: Design and Sustainable Construction

CS15: Valuing our Historic Environment

Saved Doncaster Unitary Development Plan:

ENV32: Listed Buildings

ENV25: Conservation Areas

TC11: Office Policy Area

7.0 Planning Issues and Discussion

Principle

7.1 A residential use is acceptable in principle. The proposed housing is aimed at a specific type of individual, which are persons who are working in the area on a short term basis. The residents would live on one of the most prestigious streets in Doncaster and benefit from town centre amenities on their doorstep. The NPPF advises local authorities to provide a range of housing in areas where it is demanded. This proposal achieves the aims of the NPPF.

7.2 Properties along South Parade are predominantly in commercial use/ offices and the area has a commercial character to it. The UDP land allocation is Office Policy Area. Policy TC11 of the Doncaster Unitary Development Plan advises that non-office proposals will be "treated on their merits having regard to highway safety and the relationship of the site to surrounding uses, providing that they are consistent with other policies in the plan, particularly shopping and conservation".

7.3 Preference would be to re-use the building for an office or business use but a residential use is equally acceptable. Residential uses are not out of character on South Parade. In 2015 a planning application was granted for 15 flats at South Parade. No8 South Parade has been converted into 9 flats.

7.4 Barnsdales are the estate agents for the property. They have provided a letter detailing the property's background, marketing and interest. In summary, the property has been subject to a comprehensive marketing campaign for commercial use for 3 ½ years but with little interest for a commercial use. The only serious interest has been for a residential use.

7.5 Paragraph 22 of the NPPF states Planning Authorities should avoid the long term protection of sites allocated for employment use where there is no reasonable prospect of a site being used for that purpose. A comprehensive marketing campaign for office use has been undertaken and it was unsuccessful so the council has to consider alternative uses having regard to market signals. The marketing campaign demonstrates only residential is a viable future use.

Density

7.6 Objectors are concerned this high density scheme could lead to social problems and a detrimental impact to the character of the conservation area. The use could impact upon parking, increase noise, litter, crime and anti-social behaviour.

7.7 The owner was asked if he would consider reducing the density. The owner has declined because large and luxury apartments are not suitable to his business. The applicant is a London based property developer with a portfolio of properties around the country. His property model is corporate lets rather than individuals. The owner works closely with local established businesses to provide high quality accommodation for their staff as their permanent home. These types of lets only need small but good quality living spaces for the short time that the tenants live there.

7.8 The Design and Conservation Officer advises the building can be converted without much impact on the historic fabric. The Conservation Officer initial comments stated he would prefer fewer apartments within the main building and the use of the rear for further apartments rather than as a HiMO. However, now that the Conservation Officer is aware of the applicants business model and the type of lets, he does not raise any objections to the density.

Impact upon Surrounding Uses and Buildings

7.9 Given the listed status of the building, the designation in the South Parade Conservation Area and the close proximity to the town centre, there is a potential to create a high quality residential unit. The owner intends to invest a significant amount of money converting the premises to a good quality finish.

7.10 Objectors have concerns that a high density scheme could impact on the conservation area. Potential problems could be litter, noise and anti-social behaviour. If the development does cause issues there is a potential to see a decline in the street and make these listed buildings more vulnerable in the long term. The applicant was asked to demonstrate how he will ensure these problems will not happen.

7.11 The applicant is a London based property developer with a portfolio of properties around the country. His property model is corporate lets rather than individuals. As a company they do not discriminate on tenant selection but their business model is based on lets to working professionals rather than DSS or low income tenants. The applicant considers himself to be a responsible landlord; he has undertaken a range of property training and he is a member of the National Landlord Association. Although the applicant lives in London he does not consider that this will undermine the management of the property. The applicant will use a local agent to manage the property and they will be responsible for vetting tenants and dealing with day to day issues.

7.12 The owner has discussed the business model with the local authority and shown evidence of other conversions he has carried out elsewhere in the country, which appear to be good quality conversions. The applicant also said he considered Doncaster to have a high stock of poor HMO and small flats. So he saw a gap in the housing market for better quality living spaces, to cater for working professionals that need good quality, affordable and a short term property in the Doncaster area.

7.13 Assuming the property is occupied by working individuals, most residents will be at work when the nearby businesses are operational. Therefore, there is no reason why the nearby businesses and this residential use cannot be compatible neighbours.

7.14 Bin storage is at the rear of the property. The internal arrangement allows easy access to the bin storage.

7.15 The property benefits from two external courtyards but accessed internally, which can be used as a small amenity space or smoking space for residents.

Residential Standards

7.16 Paragraph 17 of the NPPF states planning should "ensure a good standard of amenity for...future occupants". It is concluded that future occupants will have a good standard of amenity and comply with the NPPF.

7.17 The house in multiple occupation will be licensed by the DMBC Private Sector Housing Team. This team has checked the application and confirms the layout is suitable for licensing as it has adequate sized bedrooms, ventilation, kitchens and sufficient washing facilities. The accommodation within the HMO is basic but this is characteristic of a HMO.

7.16 The proposed seven flats will be on the upper floors. On the upper floors are two large rooms either side of a central staircase and each flat will take up one of these rooms. Each room is bright and spacious and has a pleasant outlook. Their size is an average of about 22m².

7.18 Nationally described space standards recommend a studio flat to be 32m² but these standards are advisory only. They have not been adopted or viability tested by the Local Planning Authority. The proposed flats are below the national space standard but the number and size of the proposed flats is partly dictated by the layout of the building and to fit in with the business model of the applicant, which is flats for working tenants who are working in the area on a short term basis.

Design and Conservation

7.19 The NPPF (section 12) and Policies CS15 of the Core Strategy and UDP policies ENV25 and ENV32 seek to ensure that our historic environment is retained for future generations and the wider visual and historic context is respected.

7.20 This conservation area is characterised by Georgian and Victorian properties fronting the linear Great North Road usually of three storeys in terraced form. This parade of buildings forms a coherent group of historic buildings and is a distinctive part of the townscape on the approach to the town centre. The heritage value of these terraces is indicated by the fact that virtually all the properties are listed in their own right with No.6 being Grade II listed.

7.20 The Design and Conservation Officer considers the building to be vulnerable due to its vacancy and condition. It does appear that the traditional office use for the historic buildings of the area is declining in attractiveness and where such uses remain there is pressure for more open plan spaces and increased signage.

7.21 The Design and Conservation Officer advises the building seems to be able to converted without much impact on the historic fabric and any necessary alterations will be considered by a listed building consent. There are no external alterations being considered by this planning application.

Highways and Parking

7.22 The property has 2-4 tandem parking spaces at the back. Any additional car owners will have to use car parks or street parking where it is permitted, safe and available. This is a town centre area and it is normal for a property to have limited off street parking.

7.23 Objectors are concerned the change of use will increase the demand for parking on South Parade. Parking on South Parade is open to the public but restricted to a maximum two hours during business hours. Residents will be drawn to the private parking at the rear because of restricted parking at the front, which will retain the parking for visitors of nearby businesses. In addition, parking would be more in demand at night and weekends when residents are at home and businesses are less in use.

8.0 Summary and Conclusion

8.1 This Grade II listed building has been empty for over 2 years and is considered vulnerable. A marketing campaign demonstrates the property is no longer viable for commercial use so an alternative use should be considered. A high density residential use is proposed, which is appropriate for short term town centre living and it would suit the owners business model. On the evidence available, the occupation of the property would not cause harm to surrounding businesses or result in a change of character to the conservation area. The recommendation is to approve.

9.0 Recommendation

9.1 GRANT Full planning permission subject to the conditions below:

01. STAT1 The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of this permission.
REASON
Condition required to be imposed by Section 91(as amended) of the Town and Country Planning Act 1990.

02. ACC1 The development hereby permitted must be carried out and completed entirely in accordance with the terms of this permission and the details shown on the approved plans and specifications.
REASON
To ensure that the development is carried out in accordance with the application as approved.

03. U59073 Prior to commencement of the development, a scheme shall be submitted to and approved in writing by the local planning authority, to install soundproofing to the HMO party walls/floors/ceilings separating individual bedsit rooms from all adjoining bedsit rooms, all adjoining communal areas and the apartment above, and between the communal kitchen and apartment above.

Such soundproofing shall be to a specification that meets or exceeds the appropriate standards of airborne and impact sound insulation (also considering flanking transmission), as specified in the Building Regulations Approved Document E, and all approved works shall be undertaken prior to first occupation of the premises.

REASON

To ensure satisfactory internal standards. The scheme has to be agreed pre commencement as the building is Grade II listed.

04. U59201 Details of the positions, design, materials, height, and type of boundary treatment to be erected on site, including any gates shall be submitted to and approved in writing before installation. Unless otherwise approved in writing by the local planning authority, the details as approved shall be completed before the occupation of any buildings on site.

REASON

To ensure the satisfactory appearance of the development.

05. U59202 Before the development is brought into use a bin storage area shall be provided at the rear of the property and details of any works to accommodate a bin storage area shall be submitted to and approved in writing before these works commence. The bin storage area shall be a size that is sufficient to store waste generated by residents and provision for recycling.

REASON

To ensure that adequate provision is made for the disposal of waste in the interests of the amenity of the area.

06. U59912 Prior to commencement of relevant site works, schedule of works to windows shall be submitted to and approved in writing by the Local Planning Authority and works carried out in full accordance with this approval. This shall include the restoration of windows of historic interest on the frontage of the property, and any replacement of non-historic windows particular those to the rear of the main building (which shall be in timber).

REASON

To protect the special interest of the Listed Building and to preserve and enhance the character and appearance of the conservation area

07. U59913 Prior to commencement of relevant site works, details of any new rooflights shall be submitted to and approved in writing by the Local Planning Authority. Rooflights shall be of a conservation type with minimal frames visible externally with vertical division. Works shall be carried out in full accordance with this approval

REASON

To protect the special interest of the Listed Building and to preserve and enhance the character and appearance of the conservation area

08. U59914

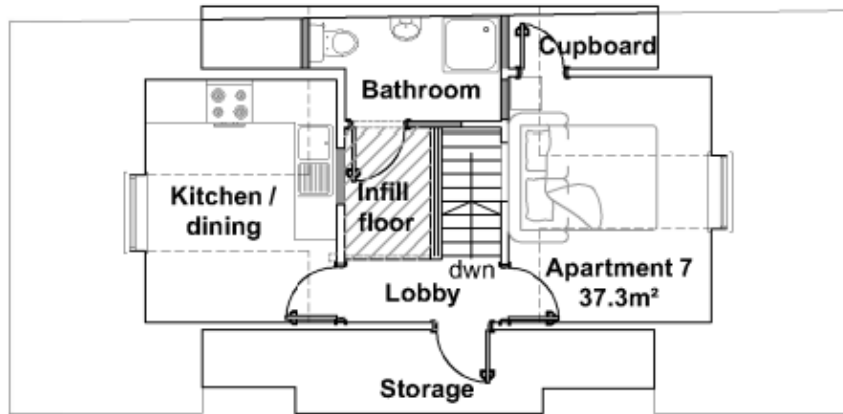
The relevant site works shall not take place until full details of the proposed design, size, location, materials and colour of all flues and vents (including any heating and plumbing vents, meter boxes, and air extract vents) required for the conversion of the building shall be submitted to and approved in writing by the Local Planning Authority. Works shall be carried out in full accordance with this approval

REASON

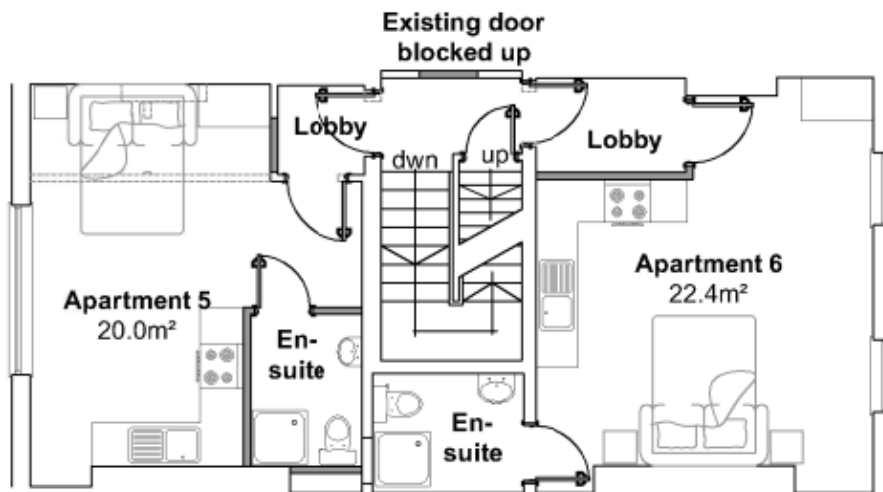
To protect the special interest of the Listed Building and to preserve and enhance the character and appearance of the conservation area

The above objections, considerations 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.

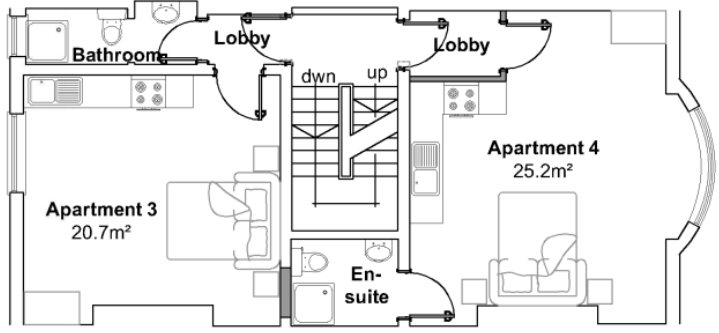
Appendix 1: Proposed floor plans



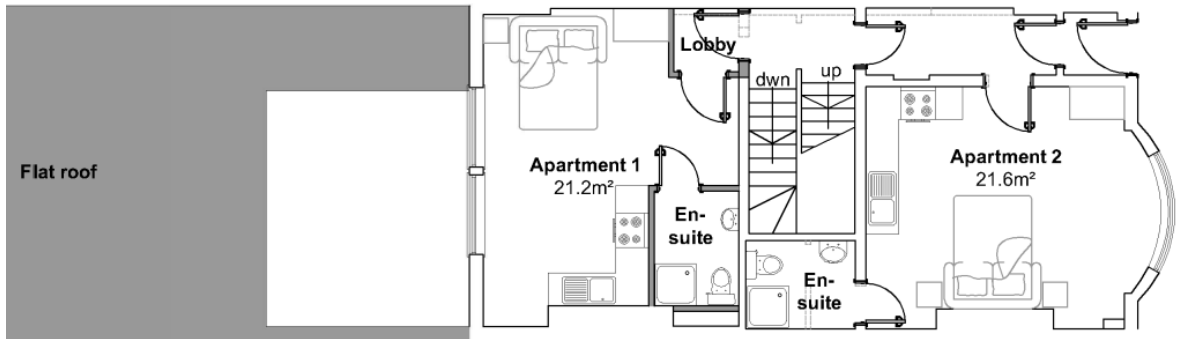
PROPOSED ATTIC LAYOUT
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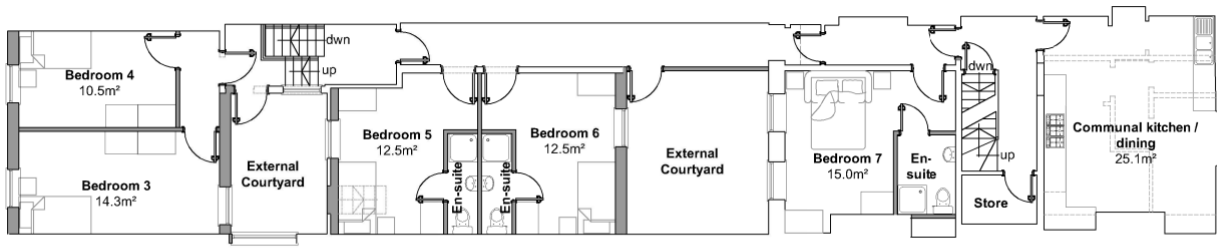
PROPOSED SECOND FLOOR LAYOUT
Scale 1:100 @ A1



PROPOSED FIRST FLOOR LAYOUT
Scale 1:100 @ A1

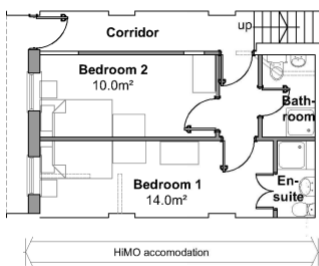


PROPOSED GROUND FLOOR LAYOUT

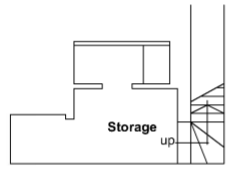


HIMO accommodation

PROPOSED LOWER GROUND FLOOR LAYOUT
Scale 1:100 @ A1



PROPOSED BASEMENT LAYOUT
Scale 1:100 @ A1



PROPOSED BASEMENT LAYOUT
Scale 1:100 @ A1

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3 April, 2018

To the Chair and Members of the Planning Committee

APPEAL DECISIONS

EXECUTIVE SUMMARY

1. The purpose of this report is to inform members of appeal decisions received from the planning inspectorate. Copies of the relevant decision letters are attached for information.

RECOMMENDATIONS

2. That the report together with the appeal decisions be noted.

WHAT DOES THIS MEAN FOR THE CITIZENS OF DONCASTER?

3. It demonstrates the ability applicants have to appeal against decisions of the Local Planning Authority and how those appeals have been assessed by the planning inspectorate.

BACKGROUND

4. Each decision has arisen from appeals made to the Planning Inspectorate.

OPTIONS CONSIDERED

5. It is helpful for the Planning Committee to be made aware of decisions made on appeals lodged against its decisions.

REASONS FOR RECOMMENDED OPTION

6. To make the public aware of these decisions.

IMPACT ON THE COUNCIL'S KEY OUTCOMES

7.

	Outcomes	Implications
	Working with our partners we will provide strong leadership and governance.	Demonstrating good governance.

RISKS AND ASSUMPTIONS

8. N/A

LEGAL IMPLICATIONS

9. Sections 288 and 289 of the Town and Country Planning Act 1990, provides that a decision of the Secretary of State or his Inspector may be challenged in the High Court. Broadly, a decision can only be challenged on one or more of the following grounds:
- a) a material breach of the Inquiries Procedure Rules;
 - b) a breach of principles of natural justice;
 - c) the Secretary of State or his Inspector in coming to his decision took into account matters which were irrelevant to that decision;
 - d) the Secretary of State or his Inspector in coming to his decision failed to take into account matters relevant to that decision;
 - e) the Secretary of State or his Inspector acted perversely in that no reasonable person in their position properly directing themselves on the relevant material, could have reached the conclusion he did;
a material error of law.

FINANCIAL IMPLICATIONS

10. The Director of Financial Services has advised that there are no financial implications arising from the above decision.

HUMAN RESOURCES IMPLICATIONS

11. There are no Human Resource implications arising from the report.

TECHNOLOGY IMPLICATIONS

12. There are no Technology implications arising from the report

EQUALITY IMPLICATIONS

13. There are no Equalities implications arising from the report.

CONSULTATION

14. N/A

BACKGROUND PAPERS

15. N/A

CONCLUSIONS

16. Decisions on the under-mentioned applications have been notified as follows:-

Application No.	Application Description & Location	Appeal Decision	Ward
16/02370/FUL	Proposed erection of two one-bedroom flats with associated parking following demolition of existing attached outbuilding at 1 Carlisle Road, Wheatley, Doncaster, DN2 4PT	Appeal Dismissed 06/03/2018	Wheatley Hills And Intake

REPORT AUTHOR & CONTRIBUTORS

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01302 734603

TSI Officer
rebecca.larder@doncaster.gov.uk

PETER DALE
Director of Regeneration and Environment

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Appeal Decision

Site visit made on 20 February 2018

by Elaine Worthington BA (Hons) MTP MUED MRTPI

an Inspector appointed by the Secretary of State

Decision date: 6th March 2018

Appeal Ref: APP/F4410/W/17/3182158

1 Carlisle Road, Wheatley, Doncaster, DN2 4PT

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr Mark Lawton against the decision of Doncaster Metropolitan Borough Council.
 - The application Ref 16/02370/FUL, dated 16 September 2016, was refused by notice dated 4 May 2017.
 - The development proposed is the demolition of the existing attached outbuilding and erection of 2 No 1 bedroom flats with associated parking.
-

Decision

1. The appeal is dismissed.

Main Issue

2. The main issue in this case is the effect of the proposal on the character and appearance of the surrounding area.

Reasons

3. The appeal site is part of the side garden of a semi-detached dwelling which occupies a corner plot. It is within a residential area of similar properties. The proposal would introduce a detached two storey building comprising two flats and would see the removal of the appeal property's existing outbuilding.
4. Although the appellant considers the site to be within a high density residential area, the houses in the vicinity of the appeal site are for the most part semi-detached and occupy regular plots. Notably the triangular shaped side gardens of the corner properties create open gaps between the houses. The plot that would be created as a result of the appeal proposal would be extremely narrow and constrained in size in comparison to those nearby. As a result of this the proposed building would be positioned very near to No 1. Although it would generally respect the building line of neighbouring No 3, it would also be sited almost right up to both of the site's side boundaries and would effectively fill the width of the plot.
5. This being so, the proposal would appear as an unduly cramped overdevelopment of the modest site that would be out of character with the other properties and more spacious plots in the area. Thus it would stand out as an incongruous and unsympathetic addition to the street scene that would be out of step with the pattern of development nearby and fail to integrate with the character of the surrounding area.

6. The appellant refers to other infill plots and large extensions nearby. However, no further details are given and I saw no such examples in the immediate vicinity of the appeal site at my visit. Whilst the Council cites an example on Crompton Road, in contrast to the appeal proposal I understand that that development is adjacent to a parade of shops. In any event, I am not aware of the circumstances that led to any of those developments and so cannot be sure that they are the same as those in the case before me.
7. I therefore conclude on the main issue that the proposal would be harmful to the character and appearance of the surrounding area. This would be contrary to Policy CS14 of the Doncaster Core Strategy which requires development to be of a high quality design that contributes to local distinctiveness, and (amongst other things) responds positively to existing site features and integrates well with its immediate and surrounding local area. It would also be at odds with the core planning principle of the National Planning Policy Framework to seek to secure high quality design.

Other matters

8. The appellant contacted the Council on a number of occasions to discuss the proposal and no issues regarding the design of the building were raised. However, this is a matter between the appellant and the Council. I confirm that I have considered the appeal proposal on its individual planning merits and made my own assessment as to its impacts.
9. The appellant considers that the proposal would meet the Council's space between dwellings guidelines and its requirements in terms of garden areas. The Council raises no objections to the proposal on these grounds or in terms of its effect on the living conditions of nearby occupiers, car parking or highway safety. The absence of harm in all these regards counts neither for, nor against the proposal.

Conclusion

10. For the reasons set out above, I conclude that the appeal should be dismissed.

Elaine Worthington

INSPECTOR

Agenda Item 7.

By virtue of paragraph(s) 6 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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