

DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE – 12th December 2017

Application	3
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Application Number:	17/02355/3FULM	Application Expiry Date:	20 th December 2017
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Application Type:	Major
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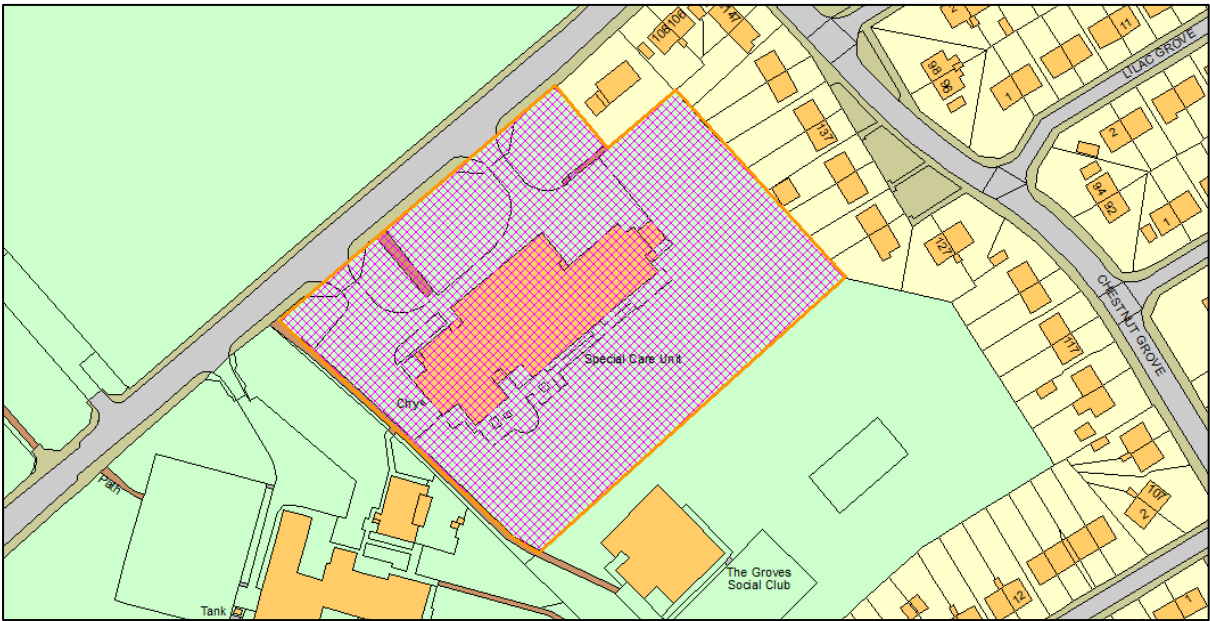
Proposal Description:	Erection of 41 affordable dwellings (Being application under Regulation 3 Town & Country Planning (General) Regulations 1992).
At:	Conisbrough Social Education Centre, Old Road, Conisbrough

For:	DMBC
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Third Party Reps:	0	Parish:	
		Ward:	Conisbrough

Author of Report	Mel Roberts
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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 because the application is submitted by the Council for its own development and is not considered to be a routine minor development such that it could be determined under delegated powers.

2.0 Proposal and Background

2.1 This application seeks planning permission for the erection of 41 affordable dwellings (100 per cent affordable housing) with a mixture of bungalows, detached and semi-detached houses (all of the houses are two storeys in height). The application proposes 25 two bedroomed houses, 10 three bedroomed houses, 2 four bedroomed houses and 4 two bedroomed bungalows.

2.2 The site was formerly occupied by the Conisbrough Social Education Centre, which closed in 2016 and was subsequently demolished in early 2017. There are two existing access points into the site from Old Road in the form of single priority junctions. Both access are currently closed but were used when the Social Education Centre was in operation. These access points will be used to serve the residential development and will be connected by a crescent road that forms an attractive frontage to the development (see Fig 1 in the appendix).

2.3 The site is located towards the western edge of Conisbrough, immediately south of Old Road and east of Conisbrough Ivanhoe Community Primary School. The site is rectangular in shape and covers an area of approximately 1.18 hectares. The site slopes down from Old Road and currently comprises vacant land covered in a mixture of soft landscaping and hard standing with demolition rubble.

2.4 The adjacent land uses are playing fields to the north west, residential houses to the north east, the Groves Social Club to the south east and a primary school to the south west. On the northern boundary of the site, situated off Old Road, is the former caretaker's bungalow, which is now owned as a freehold property. There is a public footpath that runs along the south western boundary of the site between this site and the adjacent school.

3.0 Relevant Planning History

3.1 Planning approval for the demolition of the Special Education Centre was given on the 20th September 2016 under reference 16/02150/3DEM.

4.0 Representations

4.1 A public consultation invitation was sent out to residents in the immediate area during August 2017 and the Information day took place at the Ivanhoe Centre on Tuesday 5th September. The day was attended by over 11 residents including 2 local councillors and feedback in the main was positive.

4.2 The application has been advertised in the local press, with notices posted outside the site on Old Road and with letters sent to all properties adjoining the site and no representations have been made.

5.0 Parish Council

5.1 There is no Town Council for Conisbrough.

6.0 Consultations

6.1 Transportation has responded and raised no objections to the application.

6.2 Highways have raised no objections subject to conditions; these have been attached where relevant.

6.3 The Urban Design Officer has responded and has raised no objections to the application.

6.4 The Tree Officer has raised no objections subject to conditions; these conditions have been added.

6.5 The Ecology Officer has raised no objections subject to conditions; these conditions have been added.

6.6 The Open space Officer is concerned that there is no useable open space on site, although accepts that recreational opportunities exist directly opposite the site.

6.7 Environmental Health has raised no objection subject to a condition requiring an acoustic fence along the boundary of the site with the adjacent club car park. This acoustic fence is already shown on the plans along the south east and south western boundaries and so there is no need for a condition.

6.8 Pollution Control has raised no objections subject to a condition requiring further investigation of possible contamination on site; this condition has been added.

6.9 Yorkshire Water has raised no objections subject to a condition requiring further details of the surface water discharge; this condition has been added.

6.10 Education has stated that Ivanhoe Primary school would be over capacity with the expected 9 pupil numbers as a result of this development and that De Warrene Academy would also be over capacity with the additional 7 places as a result of this development. Education has asked for a contribution of £237,366 to provide for new school places.

7.0 Relevant Policy and Strategic Context

National Planning Policy Framework

7.1 The National Planning Policy Framework (NPPF) confirms that planning law requires that applications must be determined in accordance with the development plan, unless material considerations indicate otherwise. The NPPF does not change

the statutory status of the development plan as the starting point for decision making. Proposed development that accords with an up-to-date plan should be approved and proposed development that conflicts should be refused unless other material considerations indicate otherwise. At the heart of the NPPF is a presumption in favour of sustainable development.

7.2 The NPPF states that to ensure viability, the costs of any requirements likely to be applied to a development, such as requirements for affordable housing, 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.

Doncaster Core Strategy

7.3 Policy CS1 states that proposals will be supported which strengthen communities, are place specific in their design, are accessible by a range of transport modes, protect local amenity and are well-designed.

7.4 Policy CS2 states that Conisbrough is a Principal Town and will be the focus for growth and regeneration.

7.5 Policy CS4 seeks to direct development to areas of lowest flood risk.

7.6 Policy CS9 states that new developments will provide, as appropriate, transport assessments and travel plans to ensure the delivery of travel choice and sustainable opportunities for travel.

7.7 Policy CS14 relates to design and sustainable construction and states that all proposals in Doncaster must be of high quality design that contributes to local distinctiveness, reinforces the character of local landscapes and building traditions, responds positively to existing site features and integrates well with its immediate and surrounding local area.

7.8 Policy CS16 seeks to protect Doncaster's natural environment, particularly where protected species may be affected. Proposals will be supported which enhance the borough's landscape and trees by including measures to mitigate any negative impacts on the landscape, include appropriate hard and soft landscaping, retain and protect appropriate trees and hedgerows and incorporate new tree and hedgerow planting.

Unitary Development Plan

7.9 Policy CF4 states that should land in educational use be declared surplus to requirements, proposals for their future alternative use will be acceptable where, no other community facilities provider wishes to acquire it for their own community use, it does not lie within an area deficient in community facilities and it complies with other relevant UDP policies.

7.10 Policy RL4 requires on site open space or a commuted sum in lieu on sites of 10 or more family dwellings.

8.0 Planning Issues and Discussion

Principle

8.1 The site falls within an Educational Facility Area as allocated in the Doncaster Unitary Development Plan. Saved Policy CF4 of the UDP states that should land in educational use be declared surplus to requirements, proposals for their future alternative use will be acceptable where no other community facilities provider wishes to acquire it for their own community use or it does not lie within an area deficient in community facilities. The Council is not aware of any other community provider wanting to develop the land and the site does not lie within an area that is deficient in community facilities.

8.2 The Core Strategy identifies Conisbrough as a Principal Town and should therefore be the focus for growth and regeneration as set out in policy CS2. The proposal is a suitable re-use of previously developed land and is in a sustainable location with bus stops close to the site on both sides of Old Road. There are four schools, local shops, a medical centre and two public houses within 1km of the site.

Design and residential amenity

8.3 The density of the scheme at 35 dwellings per hectare is acceptable and in keeping with the character of the surrounding area. The scheme is not considered to be over-intensive and has been designed to ensure that all healthy trees on site are retained. Additional trees are to be planted along the road frontage to replicate the mature trees already there.

8.4 The steep slope of the site from Old Road has been considered in the proposed layout, ensuring that retaining walls and under-build are kept to a minimum. Houses are stepped down the site in a series of terraces running with the contour lines.

8.5 As there are two original vehicle entrances into the site, the proposal incorporates these to form a crescent with 12 houses overlooking an area of open space that retains existing mature trees and provides an attractive frontage to the site. The strong form of this crescent seeks to provide a park like setting and compliment the open fields opposite the site entrances (see Fig 2 in the appendix).

8.6 The design and positioning of the houses around the site seeks to adhere to good urban design practice by providing vistas and blocks of terraces centred about the approaching road. Strong lines of symmetry provide balance and structure to the design.

8.7 The minimum separation distances have been adhered to and in most cases exceeded. Due to the close proximity of the Social Club to the south of the site and the public footpath and school to the west of the site, the boundary fences along the southern and western boundaries will be a special acoustic type of timber fence to afford the residents of the site with a better environment. The application accords with policies CS1 and CS14 of the Core Strategy.

Highways

8.8 A Transport Assessment and Travel Plan have been submitted with the application. A trip generation exercise has been carried out, which indicates that the proposed development will generate only 17 vehicular trips during a weekday morning peak hour and 16 vehicular trips during a weekday evening peak hour. It should also be noted that trips entering and exiting the site will travel north and south along Old Road, reducing the number of trips on the highway network further. A review of personal injury collision data on Old Road in the vicinity of the site for the last available five-year period from 2012 to 2016 did not indicate any road safety issues. Swept path analysis has been carried out for a refuse vehicle, which has demonstrated that a vehicle could enter the site in forward gear, turn within the site and exit in forward gear.

8.9 Roads within the development are designed with a standard 5.5m carriageway width with 2m wide footways on both sides; other areas are designed with private driveways serving five dwellings. At least one parking space is allocated for each dwelling. Dwellings proposed with three or more bedrooms will benefit from two parking spaces. In addition to the dedicated parking spaces, eleven shared visitor parking spaces are provided throughout the development.

8.10 The site is accessible by cycle to Conisbrough and the western edge of Doncaster. Although the site is approximately 2km walk from the train station, travel by rail is a possible option for cyclists wishing to travel to further destinations. A Travel Plan will be implemented at the site to encourage travel by sustainable modes of transport. The site is therefore highly accessible on foot, by cycle and also by public transport. The application therefore accords with policy CS9 of the Core Strategy.

Ecology and Trees

8.11 An Ecological Survey has been submitted with the application. The report concludes that the site has low ecological value. No water bodies exist within the site and the site is considered hostile for use by amphibians and common reptile species. Scattered trees on the northern boundary of the site recorded negligible potential to support features which bats could utilise for roosting or as a place of shelter. The nature of the fencing that encircles the site largely impedes access for larger, terrestrial mammal species. No evidence of breeding birds was recorded on site during the survey that was carried out in August 2017. The site does not support appropriate habitat for any other protected or significant fauna such as barn owl; otter; brown hare; white clawed crayfish or dormouse. A planning condition will secure ecological enhancement of the site in the form of bird and bat boxes on some of the houses.

8.12 A Tree Survey has been submitted with the application. The survey shows that most of the trees on the site are worthy of retention either due to specimen value, landscape value or a combination of both. The proposal has been designed to ensure that all of the worthy trees are retained. The plans show indicative landscaping within the site including large trees within the open space adjacent to

Old Road; further details of landscaping are to be secured by a condition. The application therefore accords with policy CS16 of the Core Strategy.

Flooding

8.13 A Flood Risk Assessment has been submitted with the application. The site falls within Flood Zone 1 which is the lowest risk of flooding. The use of the site for residential development is appropriate for Flood Zone 1 without the need to apply the Sequential and Exceptions Test. A surface water management strategy is outlined based on the existing drainage regime of the site, with the aim of ensuring no increase in runoff as a result of the development. The application therefore accords with policy CS4 of the Core Strategy.

Planning Obligations

8.14 Policy RL4 of the UDP requires on site open space or a commuted sum in lieu of this on sites of 10 or more family dwellings. Conisbrough is deficient in 2 out of 5 open space typologies, and there would normally be a requirement for 10 per cent of the site to be laid out as useable onsite public open space, or a commuted sum in lieu of this. The site does include open space within the scheme at the front of the site off Old Road and this equates to 10 per cent of the total site area in accordance with the requirements of policy RL4. It should also be noted that this site is directly opposite a large area of open space on the opposite side of Old Road.

8.15 Education has requested a contribution of £237,366 to provide for new school places arising from this proposed development. The applicant has confirmed that the cost of the construction is met through the Housing Capital Programme and Homes and Communities Agency Grant and any contribution towards education will affect the viability of the scheme and could jeopardise the provision of 100 per cent affordable housing. Therefore it is Officers considered view that given these factors there is greater community benefit in assisting the delivery of these affordable homes by granting permission without a commuted sum.

9.0 Summary and conclusions

9.1 The site lies within an area that is promoted for housing in the Core Strategy. The site is in a sustainable location and represents a suitable re-use of previously developed land. The scheme will deliver much needed affordable housing and has received no objections from consultees or members of the public. There have been no requests by any community provider to acquire the site and the site does not lie within an area deficient in community facilities. Even if a community provider did wish to acquire the site, then the requirement to provide affordable housing in a sustainable location as per the requirements of policy CS2 of the Core Strategy is more in line with the NPPF than the need to deliver community facilities as per policy CF4 of the UDP.

9.2 The proposal has been designed to ensure that it is in keeping with the character of the area and retains the best trees on site. The proposal is not over-intensive and ensures that there is no loss of amenity to surrounding residential properties through overlooking or overshadowing. The scheme includes areas of informal open space,

including an attractive green at the front of the site, which will be further enhanced with appropriate landscaping.

9.3 The scheme provides sufficient open space in line with the requirements of policy RL4 of the UDP and there is a large area of open space opposite the site. There is no requirement for an education contribution on this site as this would affect the viability of the scheme and could jeopardise the provision of 100 per cent affordable housing.

9.4 The proposal has been designed to meet all highway requirements and all other issues including ecology have been satisfactorily resolved. The application is therefore recommended for approval subject to the conditions outlined below.

10.0 Recommendation

GRANT Planning permission subject to the conditions below;

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 must be carried out and completed entirely in accordance with the terms of this permission and the details shown on the approved plans listed below:
Drawing number PQ1760/AD/10 Rev B dated Sept 2017 (Site plan)
Drawing number PQ1760/AD/99 Rev A dated Nov 2017 (Materials Plan)
Drawing number PQ1760/AD/PD01 Revision A dated Sept 2017 (House type N790)
Drawing number PQ1760/AD/PD02 Revision A dated Sept 2017 (House type N930)
Drawing number PQ1760/AD/PD03 dated Sept 2017 (House type N797)
Drawing number PQ1760/AD/PD09 Revision A dated Sept 2017 (House type N1210)
Drawing number PQ1760/AD/PD11 dated Sept 2017 (House type N722)
Drawing number PQ1760/AD/PD14 dated Sept 2017 (House type N630A)
Drawing number PQ1760/AD/PD15 dated Sept 2017 (House type N630B)
REASON
To ensure that the development is carried out in accordance with the application as approved.
3. The development hereby permitted shall not be commenced until details of measures to be taken within the curtilage of the site to prevent the deposition of mud or debris on the public highway, has been submitted to and approved in writing by the Local Planning Authority.
REASON
In the interests of road safety.

4. 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.

5. No development shall take place on the site until a detailed landscape scheme has been submitted to and approved in writing by the Local Planning Authority. Unless otherwise approved in writing by the Local Planning Authority the landscape scheme shall include: a planting plan and schedule; hard landscape; a landscape establishment specification; a maintenance specification for a minimum of five years following practical completion of the landscape works.

REASON

In the interests of environmental quality.

6. Prior to the commencement of the development hereby granted a scheme for the protection of all retained trees located within the grounds of the adjacent properties that complies with section 6.1 & 6.2 of British Standard 5837: 2012 Trees in Relation to Design, Demolition and Construction - Recommendations shall be submitted to and approved in writing by the Local Planning Authority. Tree protection shall be implemented on site in accordance with the approved details and the local planning authority notified of implementation to approve the setting out of the tree protection scheme before any equipment, machinery or materials have been brought on to site for the purposes of the development. Thereafter, all tree protection shall be maintained in full accordance with the approved details until all equipment, machinery and surplus materials have been removed from the site, unless the local planning authority gives its written approval to any variation. 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 retained trees are protected from damage during construction.

7. No development shall take place until details of the proposed means of disposal of surface water drainage, including but not exclusive to:
 - a) evidence to demonstrate that surface water disposal via infiltration is not reasonably practical.
 - b) evidence of existing positive drainage to public sewer and the current points of connection: and
 - c) the means of restricting the discharge to public sewer to a maximum of 23 litres per second across all storm events up to a 1:100 event have been submitted to and approved by the local planning authority. Furthermore, unless otherwise approved in writing by the local planning authority, there shall be no piped discharge of surface water from the development prior to the completion of the approved surface water drainage works.

REASON

To ensure that no surface water discharges take place until proper provision has been made for its disposal and in the interest of sustainable drainage.

8. The development hereby approved shall be carried out in accordance with the Travel Plan produced by Peter Brett Associates dated September 2017.

REASON

To encourage sustainable modes of travel to the site in accordance with policy CS9 of the Core Strategy.

9. Within one month of the commencement of development, 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:

-5 No bat boxes of the Ibstock Bat Brick or similar shall be incorporated into the structure of selected dwellings.

-5 No. bird boxes suitable for swifts and sparrows shall be sited in suitable positions on selected dwellings.

REASON

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

10. No development approved by this permission shall be commenced prior to a contaminated land assessment and associated remedial strategy, together with a timetable of works, being accepted and approved by the Local Planning Authority (LPA), unless otherwise approved in writing with the LPA.

a) As a result of the findings of the Phase 1 Desk Study Report for Old Road, Conisbrough, Ref P1 -00537, dated 24 August 2017, by MET Consultancy Group, a Phase 2 site investigation and risk assessment shall be undertaken. The Phase 2 site investigation and risk assessment, must be approved by the LPA prior to investigations commencing on site. The Phase 2 investigation shall include relevant soil, soil gas, surface and groundwater sampling and shall be carried out by a suitably qualified and accredited consultant/contractor in accordance with a quality assured sampling and analysis methodology and current best practice. All the investigative works and sampling on site, together with the results of analysis, and risk assessment to any receptors shall be submitted to the LPA for approval.

b) If as a consequence of the Phase 2 Site investigation a Phase 3 remediation report is required this shall be approved by the LPA prior to any remediation commencing on site. The works shall be of such a nature as to render harmless the identified contamination given the proposed end-use of the site and surrounding environment including any controlled waters, the site must not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

c) The approved Phase 3 remediation works shall be carried out in full on site under a quality assurance scheme to demonstrate compliance with the proposed methodology and best practice guidance. The LPA must be given two weeks written notification of commencement of the remediation scheme works. If during the works, contamination is encountered which has not previously been identified, then all associated works shall cease until the additional contamination is fully assessed and an appropriate remediation scheme approved by the LPA.

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

REASON

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

11. Notwithstanding the approved plans, prior to the installation of bin stores within the site, the details of these shall have first been approved in writing with the local planning authority.

REASON

To ensure the satisfactory appearance of the development in accordance with policy CS14 of the Doncaster Core Strategy.

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

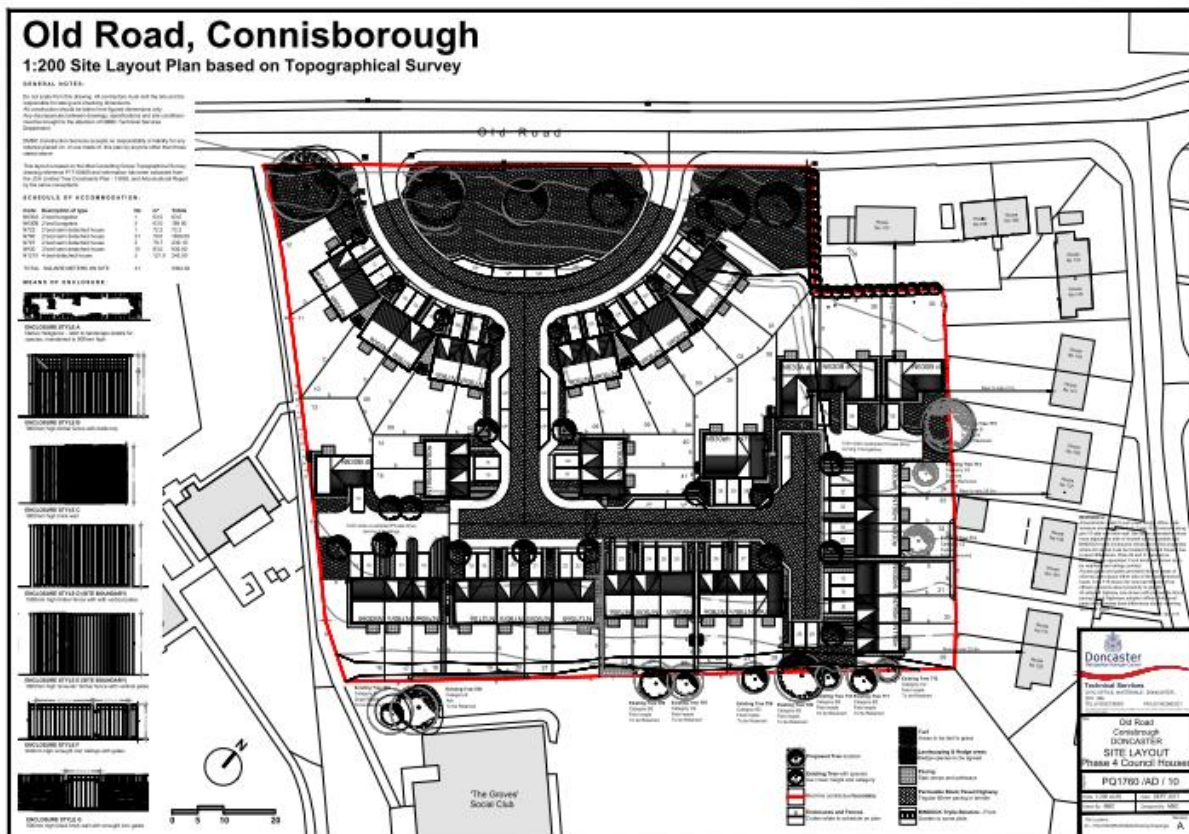


Fig 1: Site layout plan



Fig 2: Computer image of the site, showing access into the site and typical house types.