

DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE - 6th March 2018

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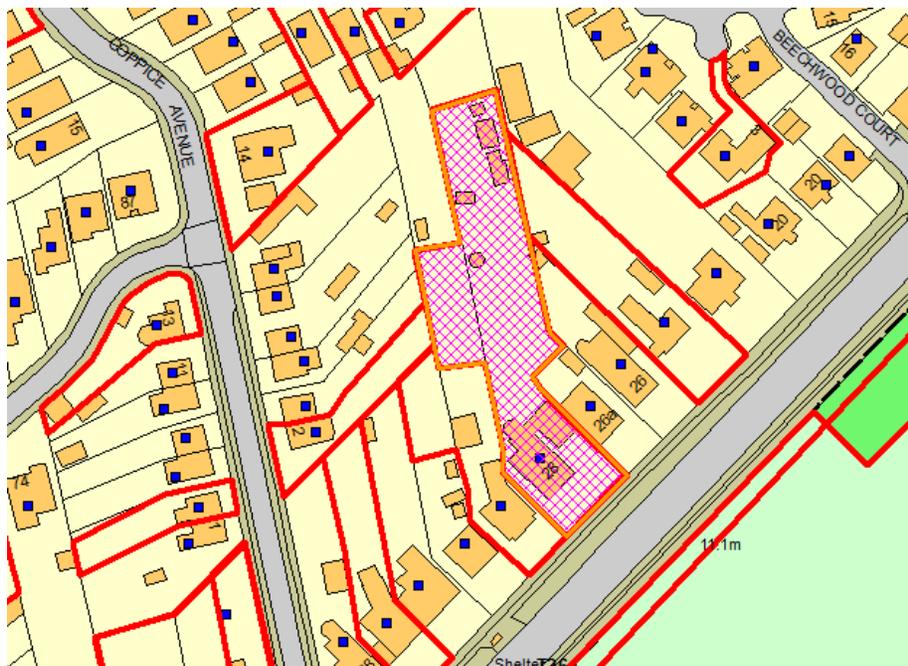
At:	28 Doncaster Road Hatfield Doncaster DN7 6AD
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For:	Ms S Jackson - Faith Homes Ltd
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Third Party Reps:	The proposal has received objection from 6 persons.	Parish:	Hatfield Parish Council
		Ward: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

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

1.1 The report was presented to Members at Planning Committee on 6th February due to the level of public interest. The application was deferred pending a site visit on Friday 2nd March 2018 and is now before Members for consideration and determination.

2.0 Proposal and Background

2.1 The proposal is for erection of 3 backland dwellings and 1 replacement dwelling (no 28 Doncaster Road) to frontage following the demolition of the existing property of no 28.

2.2 The existing application site contains no 28 Doncaster Road and the rear garden of the property and also part of no 30 Doncaster Road. The only existing vehicle access is for the off street parking for no 28. Doncaster Road in this part of Hatfield is classified as the A18, taking traffic to Doncaster to the south west and the centre of Hatfield and onto Thorne to the north east. The area is characterised by a mix of one and two storey dwellings along the north western side of the highway with a cul de sac of two storey dwellings to the north east (Beechwood Court). Opposite the site is an agricultural field with outline planning permission granted in 2016 for up to 450 homes. The rear gardens of 28 and 30 Doncaster Road are long, strip gardens which drop away slightly in levels towards the rear. The gardens are surrounded on all sides by the rear gardens of the dwellings on Coppice Avenue.

2.3 The proposal is for the demolition of the existing dwelling at no 28 and its replacement with a one and half storey dwelling with its own vehicular access. A separate access will be provided for 3 new two storey dwellings to the rear. The access will run between no's 28 and 26A Doncaster Road. The proposed dwellings will be detached with separate parking and rear gardens.

2.4 Plot 1 is for a detached dwelling measuring 7.3 metres in height, 12.6 metres in width and 8.8 metres in depth. The dwelling has an integral garage with gable dormers to the front and rear elevations.

2.5 Plot 2 has a detached single garage and is 7.6 metres high, 10.1 metres wide and 9 metres deep, excluding a projecting ground floor bay window. Plot 3 has an integrated garage, is 7.6 metres high is 12.8 metres wide with the garage and is 12 metres deep including a single storey projection. Plot 4 is 7.5 metres high, 11.8 metres wide including the attached garage and 9.6 metres deep. The dwellings are of a relatively uniform design with dual pitched roofs and architectural features including bay windows and gable ends in the front elevation.

3.0 Relevant Planning History

3.1 None relevant

4.0 Representations

4.1 Objections from 6 persons were received raising the following concerns in summary. The full objections are available to view online on Public Access.

- Impact of the more traffic
- Impact of the proposal on privacy and safety if there is a road to the rear of a garden just separated by a fence.
- The footprint of the proposed dwellings are larger than footprints of the existing bungalows prior to their extensions
- The houses are not in keeping with the surrounding area in terms of bungalows
- Concern over access and egress and the cumulative impact of extra traffic given extra approvals in the area
- Lack of amenities, local services oversubscribed
- The proposal is contrary to policy ENV4
- Overlooking, loss of privacy and security
- Objection to proposed bin store location
- Concerns over drainage
- Concern over land ownership
- Light pollution
- Noise pollution of new access road
- Proximity to existing bungalow
- Unnecessary use of land

4.2 These concerns are addressed in the report below, although it is noted that land ownership issues are not a planning matter.

5.0 Parish Council

5.1 Hatfield Town Council - The Town Council would like to take this opportunity to make the following observations in respect of this application. It is considered that there is over intensive development of the site. There is concern that the ingress and egress to the site is not adequate to accommodate the number of vehicles utilising the site. It is also considered that the development does not comply with the backland infill policy.

6.0 Relevant Consultations

Tree Officer - No objection

Ecology Officer - No objection

Contaminated Land Officer - Conditions required

Highways Officer - No objection to revised plans. Conditions required.

Yorkshire Water - No comments

Doncaster East Internal Drainage Board - Informative required

Drainage Officer – No objection. Conditions 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.

7.2 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 CS2 Growth and Regeneration Strategy

Policy CS4 Flooding and Drainage

Policy CS14 Design and Sustainable Construction

Policy CS16 Valuing our Natural Environment

Doncaster Unitary Development Plan (UDP) saved policies 1998

Residential Backland and Infill Development Supplementary Planning Document (SPD)

Development Guidance and Requirements SPD

Development and Flood Risk SPD

South Yorkshire Residential Design Guide SPD

National Planning Policy Framework

8.0 Planning Issues and Discussion

Principle of Development

8.1 Policy CS2 of the Core Strategy defines Hatfield as part of a potential growth town where significant housing growth could potentially be accommodated. While an objection makes reference to policy ENV4 of the UDP, this refers to development in the countryside policy area and is not relevant to this site in the residential policy area. Saved Policy PH11 is therefore relevant.

8.2 As per saved Policy PH11, within residential policy areas development for housing will normally be permitted except where:-

A) the development would be at a density or of a form which would be detrimental to the character of the surrounding area or would result in an over-intensive development of the site;

B) the effect of the development on the amenities of occupiers of nearby properties would be unacceptable;

C) tandem or backland development would result in an unsatisfactory access, overlooking or over-intensive development;

D) the development would result in the loss of social, community and recreational or other local facilities for which there is a demonstrated need.

8.3 In terms of accordance with part A of saved Policy PH11, while the immediate character of the application site is of dwellings fronting onto Doncaster Road, with long and narrow strip rear gardens, the proposed development would be of a similar density to similar developments nearby, including Beechwood Court to the north east and also the site off Coppice Avenue, known as 'Rear of 40-44B Doncaster Road' granted permission in 2015. The impact of the proposal on neighbour amenity and highway safety will be

considered in greater detail below (parts B and C of Policy PH11). The development would take place on existing private residential gardens and if approved would retain garden space for existing dwellings. As such the proposal complies with part D of Policy PH11.

Residential Amenity

8.4 Policy CS1 of the Core Strategy supports development proposals that protect local amenity. Policy CS14 states that new development should also have no unacceptable negative effects upon the amenity of neighbouring land uses or the environment.

8.5 The proposal is for three, two storey dwellings to the rear of the existing houses on Doncaster Road. The proposed dwellings meet the minimum space standards set out in the South Yorkshire Residential Design Guide SPD. The proposed dwellings are orientated at an angle in relation to the existing dwelling, reducing the sense of overlooking. Furthermore, the proposed dwellings broadly meet the required separation distances from existing dwellings in terms of overlooking and the impact on the level of light to dwellings. Plot 2 and Plot 3 would be slightly under the recommended minimum distance of 10 metres from the rear garden of no 26 to the south east at approximately 9 metres, but they would be at an obscure angle to the rear elevation of the building and nearly 17 metres distant. The dwellings on Coppice Avenue to the west and north of the site also benefit from long gardens. The rear elevations of the proposed dwellings would be approximately 10 metres from the garden boundary. The nearest property to the north on Coppice Avenue The original plans did show the bin collection point to be located at the rear of the garden for no Doncaster Road, but this has now been relocated onto Doncaster Road.

8.6 Concerns have been raised over noise pollution from the access road and light pollution. The issue of noise is related to the introduction of vehicles to the rear. However, boundary treatment is proposed and the access would be for just 3 new houses, which in the context of the A18 and the existing residential area are not considered to warrant refusal. The concern over light pollution is also noted, although domestic gardens can also include lights without planning permission and as such, this is not considered to be a reason to refuse the application.

8.7 On balance, the proposal is considered to be acceptable in amenity terms and in accordance with policy.

Impact on the Character of the Area

8.8 In accordance with Policy CS14 of the Doncaster Core Strategy, all development proposals must be of a high quality design that contributes to local distinctiveness. The Council's Development Guidance and Requirements SPD states that new residential developments must be accommodated in a manner that protects the living conditions of existing residents and contributes to the attractiveness of the borough. These developments should generally be in character with the existing built environment.

8.9 As set out in the Council's Residential Backland and Infill Development SPD, infill development should respect the character of the surrounding area and the amenity of the neighbours. It should re-enforce the uniformity of the street by developing in proportion to its neighbouring properties, where architectural features and building materials should be reflected. This is important in re-enforcing the local context and ensuring that the character of the street-scene is not adversely compromised.

8.10 The proposed dwellings would be detached, two storey in height and with pitched roofs. The prevailing character of the area is also for detached dwellings that are a mix of bungalows and two storey dwellings. As such, the proposal would be in keeping with the surrounding area in terms of house type and layout. As previously discussed there are other examples of recently approved backland development within the immediate area, so this proposal would be in keeping. The siting of the replacement dwelling fronting Doncaster Road (Plot 1) would respect the existing building line of the street. Revised plans have been received showing a reduction in height of the plots 2,3 and 4 by reducing the roof pitches to 30 degrees. The dwellings to the rear would be a maximum of 7.6 metres in height, slightly higher than plot 1 at 7.3 metres, however given the drop in land levels this will not result in the dwellings appearing higher than the frontage building. The design of the dwellings with bay windows and gables in the roof slopes is not untypical for the area and would respect the existing character. Conditions can be imposed regarding material samples. As such, the proposal would be acceptable in terms of Council policies with respect to backland development.

Flooding and Drainage

8.11 It is noted that concerns have been raised by local residents with regard to drainage at the site. The application site lies within flood zone 1 and if planning permission were to be approved, a condition requiring full drainage details would be imposed. As such, there is not considered to be reasonable grounds for refusal of the application with regard to drainage.

Trees and Landscaping

8.12 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.

8.13 There are some existing trees within the application site in the rear garden. The Tree Officer was consulted and is satisfied that there are no trees of a quality and landscape amenity to warrant (a) further details and, (b) a redesign or refusal on arboricultural grounds.

Ecology and Wildlife

8.14 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. The Council's Ecologist was consulted on the application and has no objection to the demolition of buildings on the site on ecological grounds. No conditions were considered necessary.

Highways and Parking

8.15 Policy CS14 of the Core Strategy states that the design of new development should make a positive contribution towards quality, stability, safety and security of private property, public areas and the highway. The National Planning Policy Framework requires that only development which generates a significant amount of movements should be supported by a Transport Statement or Transport Assessment.

8.16 The proposed development would result in the creation of a new access off Doncaster Road to allow vehicles to reach the three dwellings to the rear. The proposed development has been subject to revision as the request of the Council's Highways Development Control Officer to ensure vehicle movements can be tracked safely. The revised plans, show an adequate width to the proposed access to the backland plots and there is a separate access directly from Doncaster Road for plot 1 as with the existing dwelling. The Highways Officer has no objection to the proposed development on highways safety grounds. While a number of objections have referred to traffic congestion on Doncaster Road, these also refer to the major residential development of approximately 400 new dwellings opposite the site that was granted planning permission in 2016 (ref 16/00998/OUTM). The proposal before members would result in the creation of 3 additional dwellings with a separate highways access that is considered acceptable by the Council's Highways Officer. The proposal is not of the scale that would meet the National Planning Policy Framework criteria for a significant amount of movements on Doncaster Road and therefore it is not considered it would be reasonable to refuse the application on these grounds.

9.0 Summary and Conclusion

9.1 The proposed development for the redevelopment of 28 Doncaster Road, Hatfield with a two storey dwelling and for the creation of a vehicular access and 3 detached dwellings to the rear is considered on balance to be acceptable when considered against national and local planning policies and is recommended for approval subject to the following conditions.

10.0 Recommendation

10.1 GRANT Full planning permission 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. ACC3 The development hereby permitted shall be carried out in complete accordance with the details shown on the amended plans referenced and dated as follows [INSERT REFERENCE AND DATE].
REASON
To ensure that the development is carried out in accordance with the application as approved.
03. MAT1A Prior to the commencement of the relevant works, details of the proposed external 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 that the materials are appropriate to the area in accordance with policy CS14 of the Doncaster Core Strategy.
04. 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.
05. HIGH11 The development hereby approved shall not be brought into use until a crossing over the footpath/verge has been constructed in accordance with a scheme previously approved in writing by the local planning authority.
REASON
To avoid damage to the verge.
06. CON1 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) The Phase I desktop study, site walkover and initial assessment must be submitted to the LPA for approval. Potential risks to human health, property (existing or proposed) including buildings, livestock, pets, crops, woodland, service lines and pipes, adjoining ground, groundwater, surface water, ecological systems, archaeological sites and ancient monuments must be considered. The Phase 1 shall include a full site history, details of a site walkover and initial risk assessment. The Phase 1 shall propose further Phase 2 site investigation and risk assessment works, if appropriate, based on the relevant information discovered during the initial Phase 1 assessment.

b) The Phase 2 site investigation and risk assessment, if appropriate, 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.

c) If as a consequence of the Phase 2 Site investigation a Phase 3 remediation report is required, then 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 Environment Protection Act 1990 in relation to the intended use of the land after remediation.

d) 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.

e) 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 and pursuant to guidance set out in the National Planning Policy Framework. This is required prior to commencement to ensure that the necessary mitigation measures can be put in place should any contamination be found.

07. 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.

08. 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.

09. 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.

10. MAT4 No development shall take place until there has been submitted to and approved in writing by the local planning authority a plan indicating the positions, design, materials, height, and type of boundary treatment to be erected on site, including any gates. 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.

01. U12126

INFORMATIVE

1 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.

2. 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.

02. IDRAIN

INFORMATIVE

ANY surface water discharge into ANY watercourses in, on, under or near the site requires CONSENT from the Drainage Board.

If the surface water were to be disposed of via a soakaway system, the IDB would have no objection in principle but would advise that the ground conditions in this area may not be suitable for soakaway drainage. It is therefore essential that percolation tests are undertaken to establish if the ground conditions are suitable for soakaway drainage throughout the year.

If surface water is to be directed to a mains sewer system the IDB would again have no objection in principle, providing that the Water Authority are satisfied that the existing system will accept this additional flow.

If the surface water is to be discharged to any watercourse within the Drainage District, Consent from the IDB would be required in addition to Planning Permission, and would be restricted to 1.4 litres per second per hectare or greenfield runoff.

No obstructions within 9 metres of the edge of a watercourse are permitted without Consent from the IDB.

For further application information, consent guidance & forms Visit: www.shiregroup-idbs.gov.uk, Select 'IDB', then select 'Doncaster East IDB', and select 'Planning, Consent & Byelaws'.

For direct enquiries e-mail: planning@shiregroup-idbs.gov.uk

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. ICON1

INFORMATIVE

Prior to preparing any reports in support of conditions relating to land contamination, the applicant is strongly advised to refer to the document entitled Development on land affected by contamination. Technical Guidance for Developers, Landowners and Consultants. Yorkshire and Humberside Pollution Advisory Council.

The document can be found at the following web address:

<http://www.doncaster.gov.uk/services/environmental/developing-on-contaminated-land>

Or alternatively you can request a paper copy from the LPA.

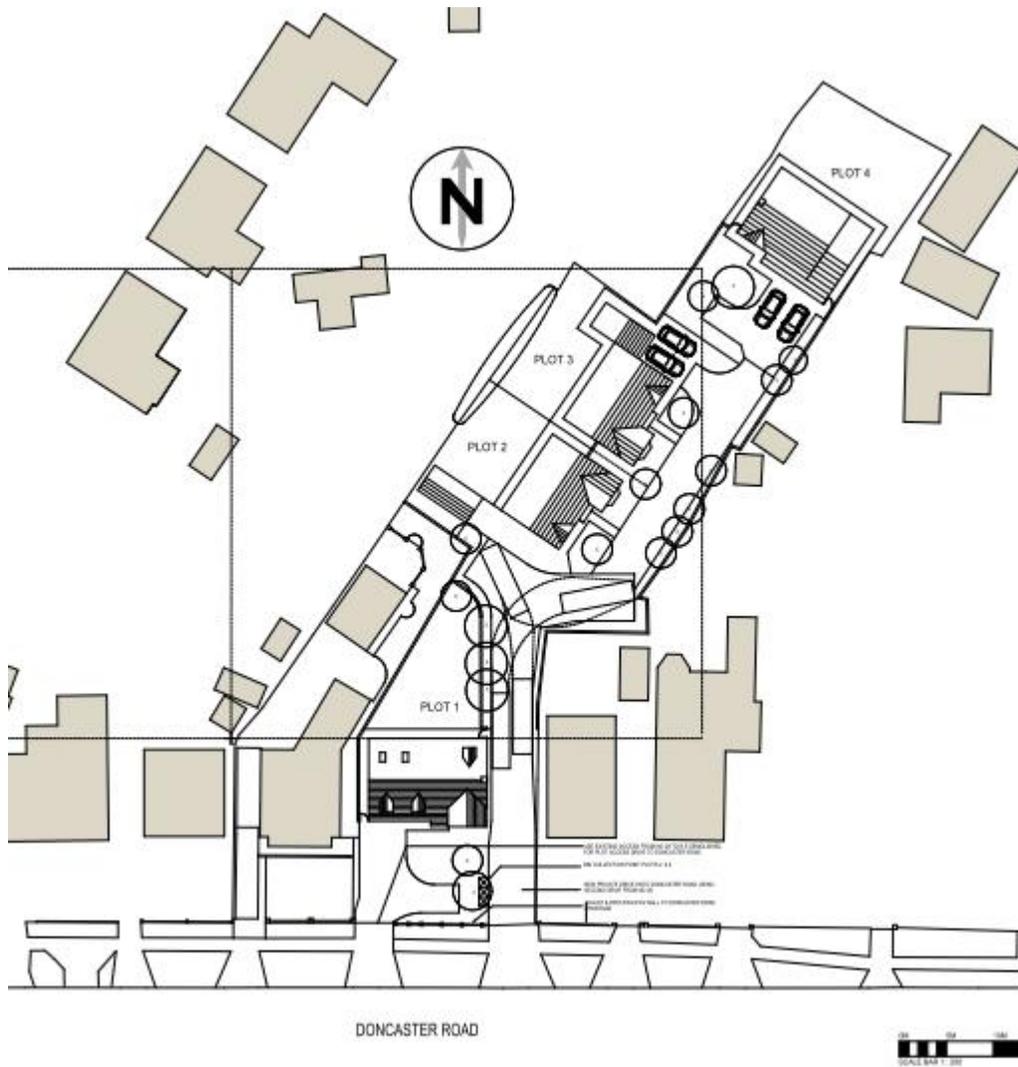
The above objections, considerations and resulting recommendation have had regard to Article 8 and Article 1 of the First Protocol of the European Convention for Human Rights Act 1998. The recommendation will not interfere with the applicant's and/or objector's right to respect for his private and family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

Appendix 1 Location Plan



LOCATION PLAN 1: 1250

Appendix 2 Site Plan



Appendix 3 Plot 1 Plans and Elevation



Appendix 4 Plot 2 Plans and Elevations



