

DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE - 6th March 2018

Application	3
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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:	Hybrid planning application comprising: (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. (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.
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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:	0	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 application is being presented to Members due to the proposal being a departure from the development and potentially affects a public right of way (PROW).

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 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

4.4 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

At the time of preparing this report no letters of representation have been received in opposition to the proposal.

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 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.

8.17 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.

8.18 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. 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.

8.19 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.

8.20 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.

8.21 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.

8.22 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.

8.23 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.

8.24 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.

8.25 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.

8.26 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.

8.27 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.

8.28 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.

8.29 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.

8.30 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.

8.31 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.

8.32 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.

8.33 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.

8.34 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.

8.35 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.

8.36 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.

8.37 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.

8.38 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.

8.39 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. 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.

8.40 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.

8.41 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.

8.42 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.

8.43 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.

8.44 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.

8.45 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

8.46 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.

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

8.48 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.

8.49 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.

8.50 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."

8.51 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).

8.52 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."

8.53 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).

8.54 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.

8.55 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."

8.56 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.

8.57 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.

8.58 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."

8.59 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.

8.60 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

8.61 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).

8.62 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.

8.63 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.

8.64 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.

8.65 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.

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

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

8.68 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.

8.69 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.

8.70 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

8.71 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.

8.72 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.

8.73 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.

8.74 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.

8.75 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.

8.76 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.

8.77 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:

8.78 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.

8.79 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.

8.80 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.

8.81 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.

8.82 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.

8.83 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.

8.84 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.

8.85 It has been concluded that the information submitted demonstrates that with a £318,000 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.

8.86 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)

8.87 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.

8.88 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.

8.89 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.

8.90 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.**

8.91 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'.

8.92 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

8.93 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.

8.94 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.

8.95 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

8.96 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 currently 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.

8.97 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 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.

8.98 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.

8.99 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.

8.100 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.

8.101 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.

8.102 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.

8.103 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

8.104 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.

8.105 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.

8.106 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.

8.107 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

8.108 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.

8.109 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.

8.110 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.

8.111 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).

8.112 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.

8.113 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.

8.114 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.

8.115 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.

8.116 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.

8.117 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.

8.118 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.

8.119 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.

8.120 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).

8.121 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.

8.122 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.

8.123 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.

8.124 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

8.125 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.

8.126 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.

8.127 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 requested 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.

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

8.129 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

8.130 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.

8.131 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.

8.132 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.

8.133 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

8.134 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).

8.135 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

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

8.137 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.

8.138 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.

8.139 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.

8.140 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.

8.141 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.

8.142 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.

8.143 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.

8.144 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.

8.145 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.

8.146 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

8.147 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.

8.148 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.

8.149 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.

8.150 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.

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

Ecology and Wildlife

8.152 Doncaster's ecologists has 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.

8.153 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

8.154 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.

8.155 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.

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

8.157 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).

Financial Contributions

8.158 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.

8.159 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.

8.160 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.

Public Open Space

8.161 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.

8.162 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 commuted sum of 15% in line with UDP Policy RL4. (Formal Open Space and Informal Open Space). This would equate to £262,500 being calculated as the contribution required, however the viability assessment has set out that a nominal fee of £18,000 can be attributed to public open space.

8.163 The applicant has therefore agreed to a commuted sum figure of £18,000 in lieu of public open space payable prior to the occupation of the 3rd unit. Local ward councillors have been contacted and negotiations are ongoing as the project in which money can be attached. That being said, only two potential receptor sites have been identified being High Street, Austerfield (Formal) and Low Common Lane (Informal). An update will be provided with the pre committee notes as to the receptor area that has been chosen.

Affordable Housing

8.164 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.

8.165 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

8.166 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.

8.167 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

8.168 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.

8.169 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 or 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) Public Open Space contribution of £18,000 to be used for improvements to be attached to suitable project.
- 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 P11 stamped amended plan 18.01.2018
 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 P05

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, 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.

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.

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



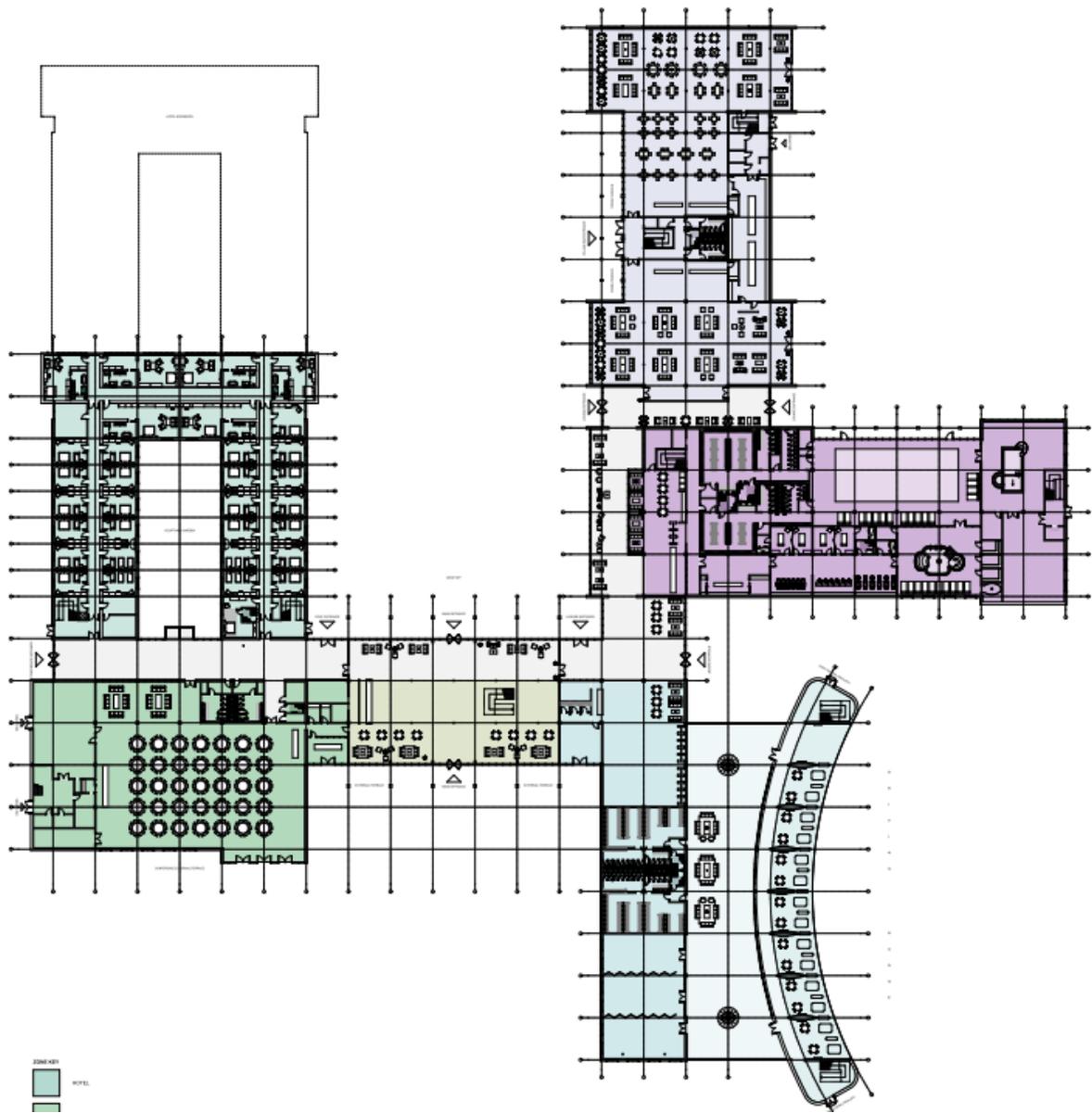
Appendix 2 – Proposed building, driving range and car park layout

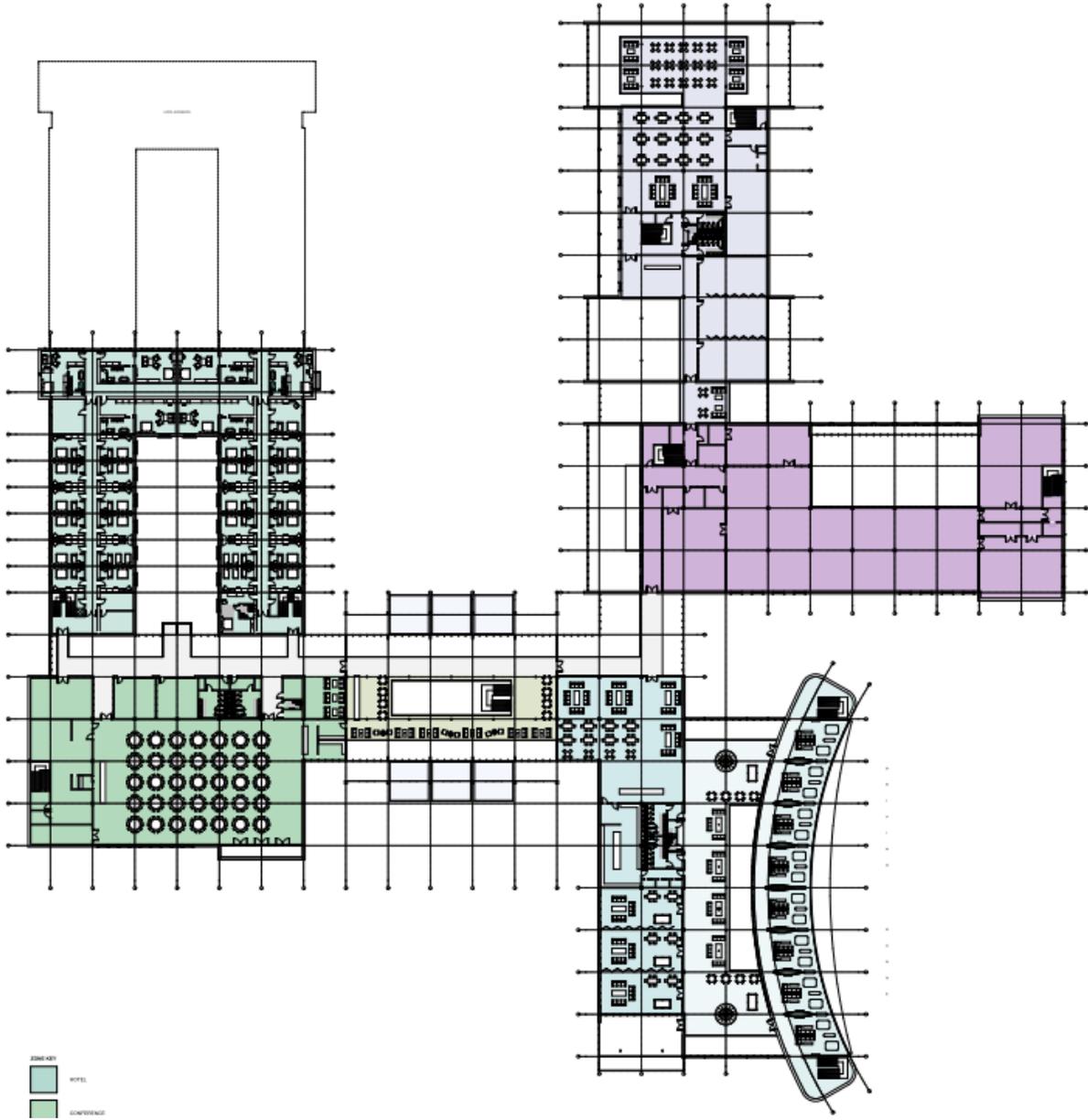


Appendix 3 – Indicative plan of proposed dwellings.

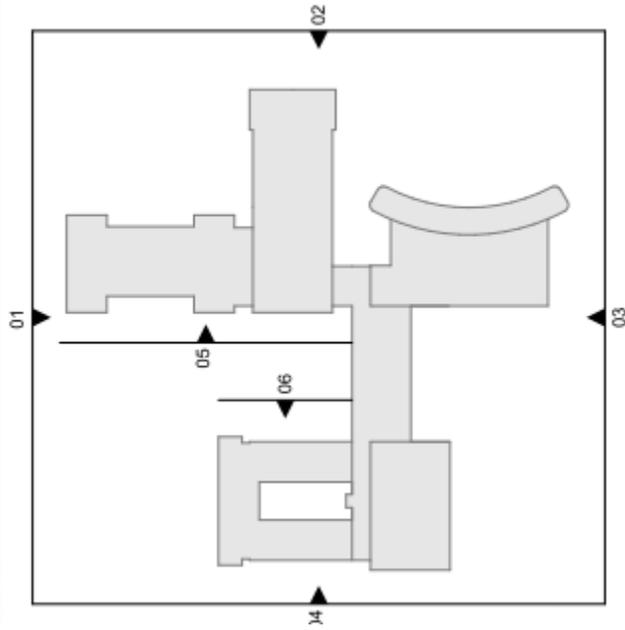
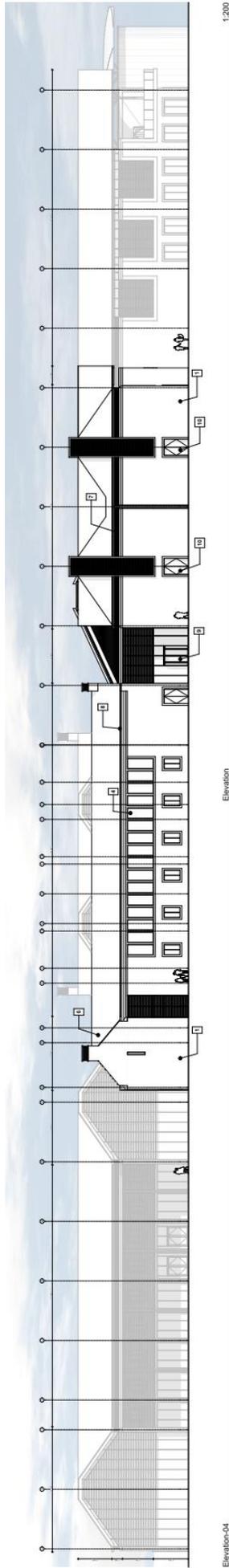
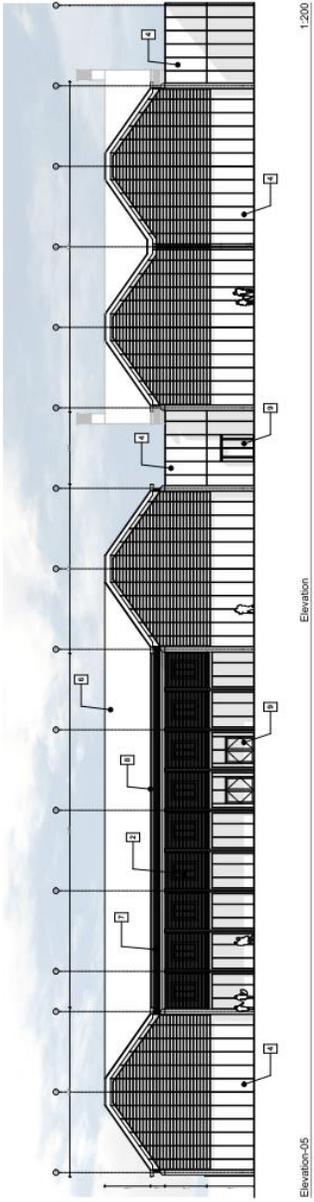


Appendix 4 – Proposed Floor Plans





Appendix 5 – Proposed Elevations



Appendix 6 – Conceptual Drawings.



