

DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE – 28 May 2019

Application	1
-------------	---

Application Number:	19/00324/FUL	Application Expiry Date:	9th April 2019
---------------------	--------------	--------------------------	----------------

Application Type:	Full Application
-------------------	------------------

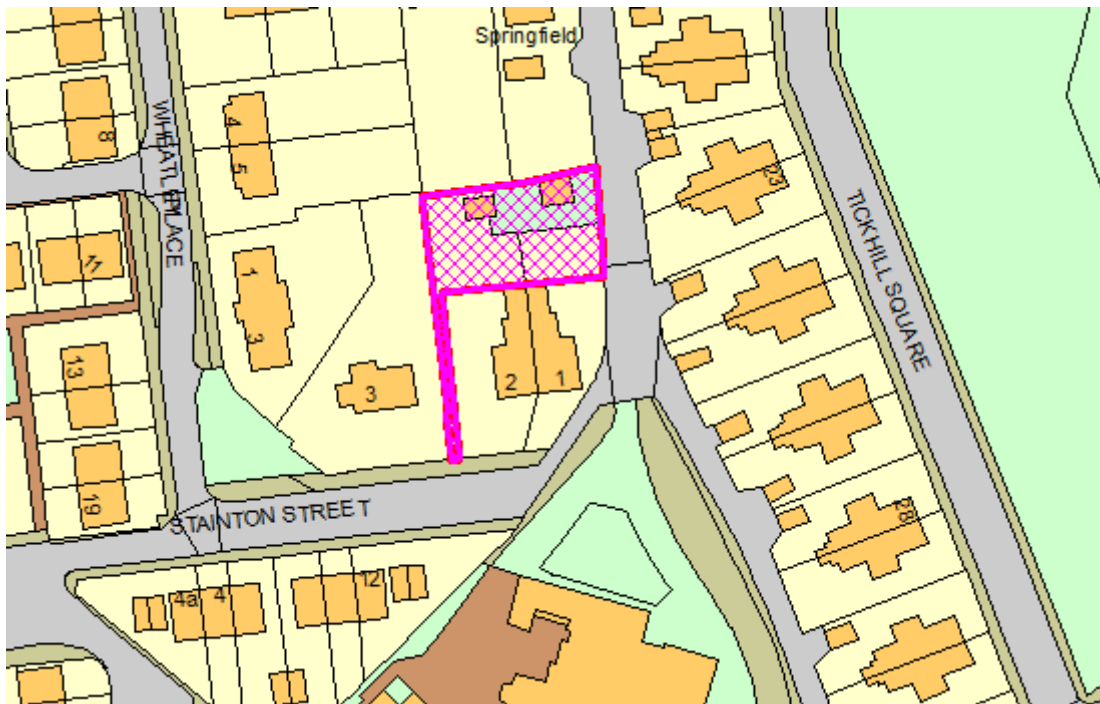
Proposal Description:	Erection of 2 (semi-detached) residential units (use class C2 -residential institution)
At:	1 Stainton Street Denaby Main Doncaster DN12 4AP

For:	Mr Glyn Turner - Hesley Group
------	-------------------------------

Third Party Reps:	4	Parish:	Unparished
		Ward:	Conisbrough

Author of Report	Mark Ramsay
------------------	-------------

MAIN RECOMMENDATION:	GRANT
----------------------	-------



****DEFERRED FROM 30th APRIL MEETING****

Members resolved to defer the application to obtain more information on the car parking need and provision. The following report is updated to include the information requested and explains that there can be provision of additional off-street car parking by the reconfiguring of an existing car park nearby which is owned by the applicant.

1.0 Reason for Report

1.1 This application is being reported to Planning Committee due to the significant local interest raised by the application.

2.0 Proposal and Background

2.1 This is an application for the erection of two small residential accommodation units at the back of an existing building that fronts Stainton Street, to be used by Hesley group for student residential accommodation in connection with the adjacent Fullerton House School. Each unit will accommodate a single student and there will be a ratio of up to two staff to each child.

2.2 The proposal is on land enclosed by close-boarded fencing with a double gate fronting the road on the eastern elevation. It is largely covered by hard standing and has been used for car parking in the past and historic maps indicate some small buildings were located on the site but has been vacant for some time. It is immediately to the north of a semi-detached two-storey building owned and operated by the applicant for similar purposes.

2.3 Two other similar units have been provided by converting outbuildings next to buildings nearby on Stainton Street and the school own buildings on Tickhill Square and have taken over a site on Wheatley Street, co-incidentally, that site providing the off street parking for staff that would attend the application site.

3.0 Relevant Planning History

3.1 Poplars & Highfields aka 1 & 2 Stainton Street

87/0583/FUL

Change of use from private residence to a residential home for the elderly
Granted 10 July 1987

There is a two storey semi-detached building immediately south of the site, 1 & 2 Stainton Street. In 1987, this was granted permission as a care home for the elderly. On taking the site over for its current use, providing care to resident children of the school, no further application was required as this falls within the use class as set out in the Use Classes Order.

3.2 Land south of Springfields

09/03108/EXT

Erection of detached house on approx 0.03 ha of land (being continuation of planning permission granted under reference 04/7616/P on 12/01/05
Granted 15 February 2010.

The plot to the north of the site, now used as the garden of Springfields, had permission granted for a detached house in 2005 and renewed in 2010. This permission has since expired, as it was never implemented.

4.0 Representations

4.1 This application has been advertised in accordance with the Development Management Procedure Order by display of site notice, advert in the local press and letters to nearby properties. Four representations were received, objecting to the proposal.

4.2 The reasons for objecting are:

- Increase in traffic including deliveries
- Issues with parking by staff at the school, using the surrounding streets rather than the allocated parking at the school
- Overlooking of neighbouring properties
- Noise nuisance from Hesley properties
- Rubbish and building work
- Overdevelopment and crowding of the site
- Pedestrian safety

5.0 Relevant Consultations

5.1 Highways: No objections in principle and note the proposal meets with local plan policy in terms of number of staff and provision of off street parking within 200m. They do not want to see any further pressure on parking in the surrounding area caused by staff parking on nearby streets.

5.2 Environmental Health: No objections

5.3 Pollution Control: Contamination assessment was provided and conditions were requested to cover the instance of contamination being discovered during development and the testing of any imported materials.

5.4 Trees: Overall from an arboriculture perspective the proposal appears to have given due consideration of the existing trees and the constraint they pose on the site. As a result, no objection to the proposal from an arboriculture perspective, subject to prior approval of the following through planning conditions:

- Tree protection fencing and method statement
- Alignment of services

- Landscape scheme

6.0 Relevant Policy and Strategic Context

National Planning Policy Framework 2019

- 2. Achieving sustainable development
- 4. Decision-making

6.1 The NPPF seeks to ensure development is located in sustainable locations. It also states that Local planning authorities should approach decisions on proposed development in a positive and creative way and seek to approve sustainable development wherever possible.

Doncaster Council Core Strategy

- CS12 Housing Mix and Affordable Housing
- CS14 Sustainable Construction

6.2 Policy CS12 of the Core Strategy states that proposals for sheltered accommodation and other specialist need accommodation will be supported where they are:

1. consistent and commensurate with identified need;
2. on sites suitable for other housing; and;
3. have good access to local services by means other than the car.

6.2 Policy CS14 of the Core Strategy and Policy PH11 of the UDP requires that all proposals in Doncaster must be of high quality design that respects the character of the area in regard to a number of principles of good design. These include being of a form, density, and layout sympathetic to the area.

Saved policies of the Doncaster Unitary Development Plan

- PH11 Housing
- PH12 Non-residential Uses

6.3 Saved Policy PH11 of the UDP supports development for housing within the residential policy area, on the proviso that the development would not result in the loss of social, community and recreational or other local facilities for which there is a demonstrated need.

6.4 Saved policy PH12 of the UDP supports the establishment or extension of non-residential uses of an appropriate scale in the residential policy area provided the use would not cause unacceptable loss of residential amenity. Policy CS14 also states that proposals should not create unacceptable negative effects upon the amenity of neighbouring land.

7.0 Planning Issues and Discussion

Principle

7.1 The site is in an area designated as residential policy area and fulfils a need to provide additional accommodation for residential students attending the Fullerton House School and is immediately adjacent to other buildings owned and operated by the Hesley Group (see appendix 1).

7.2 There are regular bus services calling at stops on Wheatley Street and, as noted by one of the respondents, a dentist and hairdresser is on their street and there is a local shop a short walk away on Shepherds Court and a pharmacy slightly further away. Therefore in conformity with Policy CS12 the development would provide an identified need, is in a location appropriate for residential development and has good access to local services other than by private car.

7.3 Its location within a residential area and good access to services also meets the requirement that development should be sustainable. The development is small scale and represents a small addition to the overall provision of the accommodation linked with Fullerton House School and therefore appropriate in terms of saved Policy PH12.

Access & Pedestrian Safety

7.4 There are two units proposed, one accessed down the west side of the two storey building and the other directly from access road to the east that leads directly into the entrance of the school. Concern has been raised that the road next to this entrance does not have a footpath.

7.5 There is a short distance of approximately 35 metres from the gate of the eastern unit to the entrance of the school and students will be escorted by staff to and from the school. Therefore it is not considered that this represents an unacceptable risk to pedestrian and highway safety due to the lack of footpath on the street to the east of the site. The access from the other unit to the school would be along a section of Stainton Street that is closed to traffic.

Design and Appearance

7.6 The building is single storey and minor in scale sitting in close proximity to other buildings operated by the Hesley Group and set out so not to adversely impact the protected trees that sit on adjacent plots. The building sits parallel to its boundary with the plot to the north so the roof slopes away from its boundary and the land is lower than the adjacent building to the south.

7.7 When viewed from the lane to the east and buildings to the north it is seen in the setting and backdrop of other larger buildings. The building is small but each unit is designed to provide accommodation for a single occupant attending Fullerton House School. It is similar in scale to other accommodation adjacent to other properties located nearby on Stainton Street and owned by Hesley Group. When the layout is read in the context of the buildings on the section of Stainton Street that runs East to West adjacent to the school, this is not considered overdeveloped or overcrowded.

Amenity

7.8 Saved Unitary Development Plan Policies PH11 & PH12 states that residential developments should not be accepted if the effect of the development on the amenities of occupiers of nearby properties would be unacceptable and is reiterated in Core Strategy Policy CS14.

7.9 Harm to neighbouring properties is avoided by maintaining separation standards as set out in the Councils Supplementary Planning Document: Backland and Infill Development. The main separation distances relevant to this application are 21 metres between high occupancy room windows of dwellings of two-storey face each other, this is reduced to 11m where high occupancy room windows face low occupancy room windows or a blank gable and overlooking from ground floor windows can be avoided by screening by walls, fences or planting.

7.10 The property is proposed to have patio doors and a kitchen window for each unit facing north. However, this will be directly adjacent to the existing boundary fence and therefore screened from the rear of the properties fronting Wheatley Street so not overlooking or causing loss of privacy to the adjacent properties. Additionally the two properties to the north are over 21m away and have substantial outbuildings in between so would not overlook the new building.

7.11 The nearest building to the east is over 16m away and only a small utility room window faces in that direction, which would be counted as a low occupancy room and the gap is interrupted by two boundary walls/ fences in between. The proposal, therefore, meets the separation distances set out in the guidance and would not introduce an unacceptable level of overlooking or loss of privacy.

7.12 Concerns have been raised about on and off street parking in the area. The applicant originally proposed to use two surplus parking spaces at their site on Wheatley Street. The applicant has further assessed their estate and found that if they reconfigure the car park in front of the Limes (indicated by a yellow triangle on the plan at Appendix 1), six additional spaces can be created (see plan at appendix 4).

7.13 This would provide sufficient off street parking, including at times when there may be an overlap between staff at the start/end of each shift. This meets the standards set in local plan policy being the provision of one space per two staff and being within 200m of the site. A condition requiring the work to provide the additional car parking being carried out, prior to development of this proposal, would ensure the additional off street parking is available to staff of the new units.

7.14 The concerns of increased comings and goings are noted but the resident children will walk to and from the adjacent school and be accompanied by staff as previously discussed. Staff supervising children at this site will park in the car park in front of the Limes and walk to the building so there should be very little difference in the comings and goings along the road to the school caused by the occupation of the proposed buildings.

7.15 Concerns have also been raised about other staff going to and from the school and properties owned by the group on Tickhill Square. However, this is a matter for the management of the school and in any case would not be directly affected by how this application is determined.

7.16 Concerns have been raised about noise coming from occupants of the current buildings and how it might be intensified by this development. Noise nuisance is generally controlled through Environmental Protection legislation and the management of how resident children are cared for. Environmental Health offered no objections or comments on the proposal and would otherwise be beyond the remit of the planning authority to consider other than the principle of the specific use of the building, which is supported by Core Strategy Policy CS12.

7.17 The concerns regarding disruption from new development are noted but the building of any development granted planning permission will inevitably cause disruption albeit, usually for a short term. This would also be regulated in terms of nuisance through Environmental Protection legislation and development would also be subject to the Building Acts and not something that can normally be given weight in terms of determining a planning application.

7.18 A permission benefiting only the Hesley Group would ensure the properties are managed in accordance with the applicant's supporting statement. This would also prevent the permission being sold on to another company who may then operate the homes in a way that might be detrimental to residential amenity and this is consistent with other permissions previously granted for their properties.

8.0 Summary and Conclusion

8.1 The proposal seeks to provide 2 single bed units to provide residential accommodation for residential students attending Fullerton House School. The provision of the building is acceptable in principle as well as in terms of design and layout and does not represent unacceptable harm to amenities of adjacent occupiers.

9.0 Recommendation

GRANT planning permission subject to the following conditions:

- | | |
|--------------|--|
| 01. STAT1 | The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of this permission.
REASON
Condition required to be imposed by Section 91(as amended) of the Town and Country Planning Act 1990. |
| 02. U0068908 | The development hereby permitted must be carried out and completed entirely in accordance with the terms of this permission and the details shown on the approved plans listed below:
18/069/04A Scheme Elevations
18/069/02A Scheme 1 Site Plan
18/069/03 Site Location Plan
Arboricultural Method Statement Ref (AWA2499AMS) January 2019

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

03. MAT1A Prior to the commencement of the relevant works, details of the proposed external materials shall be submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved materials.
REASON
To ensure that the materials are appropriate to the area in accordance with policy CS14 of the Doncaster Core Strategy.
04. U0068910 The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars (ARBORICULTURAL METHOD STATEMENT reference AWA2499AMS, Appendix 1 and Appendix 5: Tree Protection Plan) before any equipment, machinery or materials have been brought on to site for the purposes of the development. The LPA Tree Officer shall be invited to inspect the fencing is as specified 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 unless in accordance with approved activities within the area. These are the removal of existing hard surface and installation of none dig footpath detailed with section 4.2 of the approved method statement).
REASON
To ensure that all trees are protected from damage during construction.
05. U0068911 The alignment of all service trenches and overhead services are to be directed away from the retained trees. Over-ground services will be routed away from areas where they are likely to interfere with the crowns of mature trees. New underground services should be grouped together and routed away from Root Protection Areas. NJUG 10: Guidelines for the Planning, Installation and Maintenance of Utility Services in Proximity to Trees will be considered when installing services and a scheme submitted for the approval of the Local Planning Authority. The approved scheme shall thereafter be installed in full accordance with the approved details.
REASON
To prevent damage being caused to trees which it has been agreed shall be retained.
06. U0068912 No development shall take place on the site until a detailed landscape scheme has been submitted to and approved in writing by the Local Planning Authority. Unless otherwise approved in writing by the Local Planning Authority the landscape scheme shall include: a planting plan and schedule including tree and shrub planting around the site; hard landscape; a landscape establishment specification; a maintenance specification for a minimum of five years following practical completion of the landscape works.
Reason
In the interests of environmental quality

07. U0068909 The planning permission hereby granted shall be exercised by and inure solely for the benefit of the Hesley Group only.
REASON
To restrict the use to the needs of the applicant only in the interests of the proper planning of the area and to reflect the applicant's personal circumstances.
08. U0069570 The building shall only be used to accommodate children attending Fullerton House School

REASON
To restrict the use to that specifically proposed in the application in the interests of the proper planning of the area and allow further consideration of alternative uses of the building that may impact the amenity of adjacent land uses.
09. U0069992 Development shall not commence until the completion of alterations to 'The Limes' Car Park as set out on Drawing No 18/070/11 'Scheme Plan 4' to provide additional 6 car park spaces.
REASON
To ensure sufficient off street parking provision for the proposed development.

Informatives

Due regard has been given to Article 8 and Protocol 1 of Article 1 of the European Convention for Human Rights Act 1998 when considering objections, the determination of the application and the resulting recommendation. It is considered that the recommendation will not interfere with the applicant's and/or any objector's right to respect for his private and family life, his home and his correspondence.

Appendix 1: Location Plan and other sites owned by the applicants



THE LIMES BUILDING

EXISTING RESIDENTIAL PROPERTIES

RECEPTION

EXISTING CLASSROOMS AND SCHOOL

LAND OWNED BY APPLICANT

AREA OF WORK

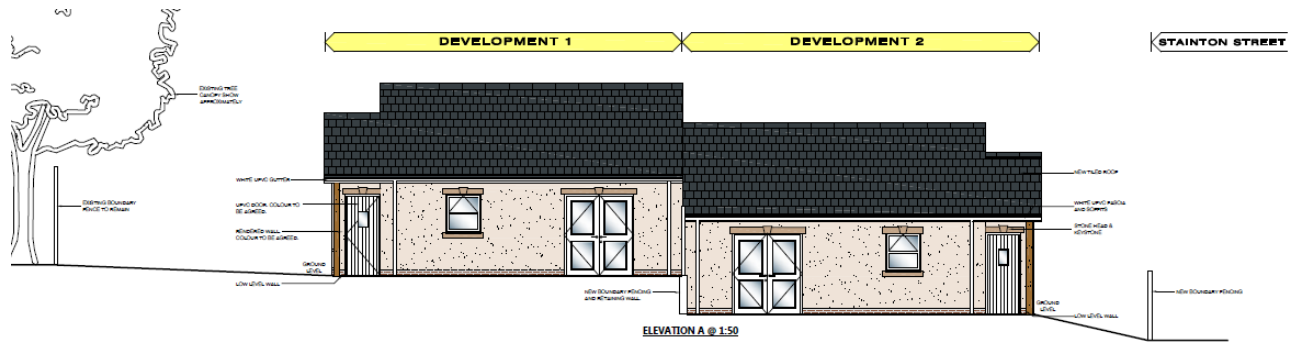
N

HesleyCr

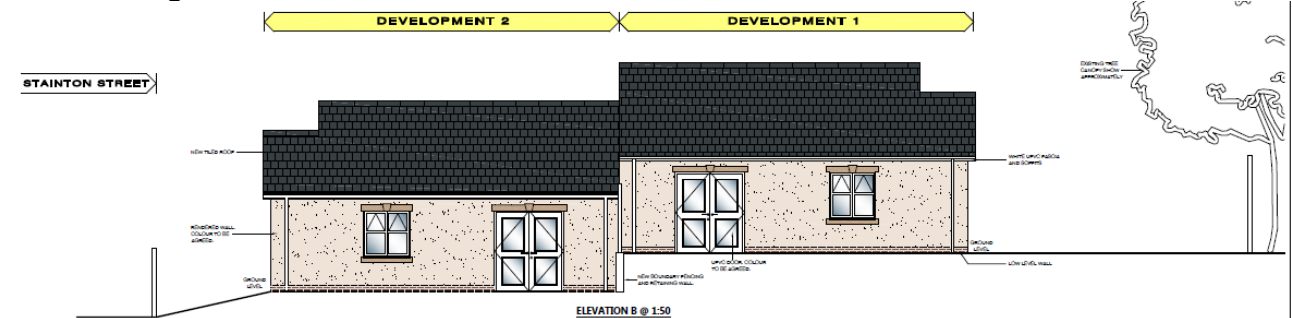
PLANNING ISSI

Ref	State	Revision
Project / Client		

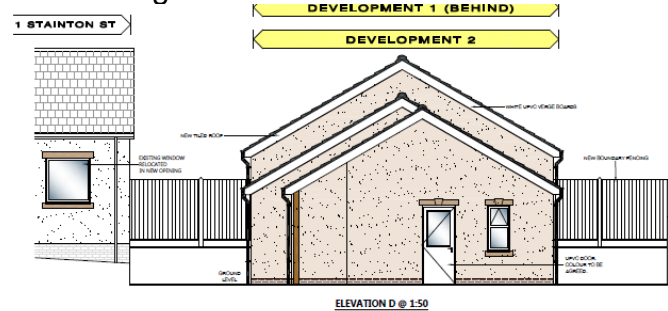
South facing elevation



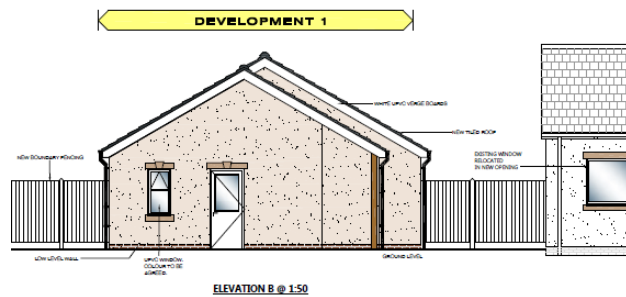
North facing elevation



East facing elevation




West facing elevation



[illegible]

Appendix 4: Revised layout of 'The Limes' Car Park





Hesley Group

PRELIMINARY ISSUE

Ref	Date	Revision	
			CLASSROOM EXTENSION TO FULLERTON HOUSE SCHOOL FOR HESLEY GROUP
			SCHEME PLAN 4
John Hill ASSOCIATES LTD Architects & Planning Consultants 6 Stone Road Way Stone Wood Business Park Charnham, Bath BA1 1JN Tel: 01225 340000 Fax: 01225 340001 enquiries@jh-assoc.co.uk			
Scale: 1:100		Date: FEB 2013	
Drawn by: MMS		Checked by: AH	
Issued by: 18/07/11		Sheet No: A1	