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Application Number:	19/02264/FULM
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Application Type:	Planning FULL Major
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Proposal Description:	Erection of 56 affordable houses, 12 retirement living bungalows and a multi-storey retirement living building accommodating 58 units.
At:	Land off Highfield Road, Askern

For:	Esh Construction Ltd
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Third Party Reps:	7 letters of objection	Parish:	Askern Town Council
		Ward:	Norton And Askern

Author of Report:	Mel Roberts
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SUMMARY

RECOMMENDATION: Grant planning permission subject to a Section 106 Agreement

The site is allocated for housing in the Doncaster UDP and lies within an area that is promoted for housing in the Core Strategy. The site is in a sustainable location and makes efficient use of vacant land. The scheme will deliver much needed affordable housing and has received no objections from consultees. The proposal has been designed to ensure that it is in keeping with the character of the area and retains the best trees and hedges on site. The proposal ensures that there is no loss of amenity to surrounding residential properties through overlooking or overshadowing. The scheme includes an area of open space and links to the existing public right of way. The proposal has been designed to meet all highway requirements and all other issues have been satisfactorily resolved.

Application site

Highfield Road



Railway line

Public footpath and ditch

Open space

1.0 Reason for Report

- 1.1 This application is before Planning Committee at the request of Councillor Austen White and due to the number of representations received.

2.0 Proposal

- 2.1 There are two distinct elements of the proposed residential development (see site plan in figure 1). The first element is an affordable retirement living development comprising a three storey 58-bedroom residential home (comprising 34, 1-bed flats and 24, 2-bed flats) and two 2-bed affordable retirement bungalows; these are to be managed by Housing & Care 21, which specialises in providing for the needs of the elderly. The retirement housing block includes communal facilities including a lounge with kitchenette, communal gardens and a buggy store. There will also be a manager's office. The manager will provide advice and support to residents and be pro-active in organising community activity (see figure 2 for elevations). The second element is the provision of 56 affordable houses (comprising 12 2-bed, 38 3-bed and 6 4-bed) and 10 2-bed affordable retirement living bungalows managed by Together Housing. The proposed houses are all 2-storeys in height (see figures 3 and 4 for elevations of houses and bungalows).
- 2.2 The proposal is therefore for the provision of 100 per cent affordable housing. The scheme is part of Housing 21's Shared Ownership and Affordable Housing Programme 2016-2021 and Together Housing's Homes England Strategic Partner Programme.
- 2.3 Vehicular access to the site is from an extension to the end of Highfield Road. The scheme includes the provision of open space at the southern end of the site with footpath linkages to an existing public right of way that runs along the southern boundary of the site. The Public Open Space area covers approximately 15% of the total site area. The open space includes a SUD's detention basin and a pump station. The scheme also includes a footpath link to the existing area of open space adjacent to the site to the east. The scheme retains an area of land next to Greenacres (a dwelling that sits adjacent to the north east of the site), to which the occupant has access rights over and provides for a new driveway to the rear of this property where there are gates.

3.0 Site Description

- 3.1 The site slopes gently down from the north to the south and is currently unused and grassed over with bushes. The site has an overall area of approximately 2.8 hectares. A public footpath runs along the southern boundary of the site and continues over the railway line at the south-western corner of the site. Mill Dike also runs along the southern boundary of the site. There are established trees and hedges that border the site.
- 3.2 To the north of the site are residential properties and to the east is a recreation ground. On the western boundary of the site runs a railway line that connects Doncaster and Wakefield Kirkgate and is used mainly for freight. To the south of the site lies open countryside.

4.0 Relevant Planning History

4.1 The relevant planning history for the northern half of the site is as follows:

Application Reference	Proposal	Decision
10/01784/OUTM	Outline application for residential development (being resubmission of application No. 09/01159/OUTM withdrawn on 28.09.09)	Allowed on appeal 26.08.2015
18/00924/REM	Details of layout, appearance, scale and landscaping for 9 dwellings (being matters reserved in outline application 10/01784/OUTM previously granted permission under appeal ref 15/00012/REF on 26/08/2015).	Allowed on 14.03.2019

4.2 There is no relevant planning history for the southern half of the site.

5.0 Site Allocation

5.1 The land is an allocated housing site in the Doncaster UDP.

5.2 National Planning Policy Framework (NPPF 2019)

5.3 The National Planning Policy Framework 2019 (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. Planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF is a material consideration in planning decisions and the relevant sections are outlined below:

5.4 Paragraphs 7 – 11 establish that all decisions should be based on the principles of a presumption in favour of sustainable development.

5.5 Paragraph 48 of the NPPF states that local planning authorities may give weight to relevant policies in emerging plans according to:

- a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
- b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

5.6 Planning decisions should mitigate and reduce to a minimum potential adverse impacts resulting from noise from new developments and avoid noise giving rise to significant adverse impacts on health and the quality of life (para 180).

5.7 Paragraph 109 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or if the residual cumulative impacts on the road network would be severe.

5.8 Core Strategy 2011 - 2028

5.9 Policy CS1 states that as a means of securing and improving economic prosperity, enhancing the quality of place and the quality of life in Doncaster, proposals will be supported that contribute to the Core Strategy objectives and which in particular provide opportunities for people to get jobs and protect local amenity and are well designed.

5.10 Policy CS2 identifies Askern as a Principal Town, with an indicative housing allocation of between 646 and 923. Outside of the Main Urban Area, the Principal Towns will be the focus for growth and regeneration.

5.11 Policy CS4 seeks to direct development to areas of lowest flood risk and ensure that mitigation measures are in place to ensure that developments do not flood. Developments within flood risk areas will be supported where they pass the Sequential and/or Exceptions Test.

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

5.13 Policy CS10 sets out the phasing of housing for the period of the plan. Existing housing allocations can be built from 2011 onwards, except where flood risk or other delivery issues cannot be resolved.

5.14 Policy CS12 states that new housing developments will be required to include a mix of house size, type, price and tenure to address identified needs and market demand and to support communities. Housing sites of 15 or more houses will normally include affordable houses on-site with the proportion, type and tenure split reflecting the latest Strategic Housing Market Assessment except where a developer can justify an alternative scheme in the interests of viability.

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

5.16 Policy CS16 states that nationally and internationally important habitats, sites and species will be given the highest level of protection in accordance with the relevant legislation and policy. Proposals will be supported which enhance the borough's landscape and trees by including measures to mitigate any negative impacts on the landscape, include appropriate hard and soft landscaping, retain and protect appropriate trees and hedgerows and incorporate new tree and hedgerow planting.

5.17 Policy CS18 states that proposals will be supported which reduce air pollution and promote more sustainable transport options and where relevant incorporate low emission technologies and cleaner transport fuels. Where any risks to ground conditions arising from contamination or previous land uses are identified,

proposals will need to incorporate measures to prevent, control and reduce air and water pollution.

5.18 Saved Unitary Development Plan (UDP) Policies (Adopted 1998)

- 5.19 Policy PH1 (7/10) identifies the site as being suitable for housing.
- 5.20 Policy RL4 requires 10-15% of the total site area of new developments with over 20 family dwellings to be laid out as public open space, except where the Council requires a commuted sum.

5.21 Local Plan

- 5.22 The emerging Doncaster Local Plan will replace the UDP and Core Strategy once adopted. Several background documents inform the Local Plan preparation including the Housing and Economic Land Availability Assessment (HELAA) and the Employment Land Availability Report (ELA) with the actual process for identifying housing allocations set out in the 'Housing & Employment Site Selection Methodology & Results Report' June 2019. The emerging Local Plan was "Published" for Regulation 19 consultation on 12th August 2019 for 7 weeks, ending on 30 September. The Council is aiming to adopt the Local Plan by the end of 2020. The Local Plan therefore is at a relatively advanced stage of preparation. The document carries limited weight at this stage, although the following emerging policies are applicable
- 5.23 The emerging Local Plan identifies the northern part of the site as a proposed housing allocation with the southern part identified as a reserve development site.
- 5.24 Policy 1 reinforces the guidance within the NPPF in that there should be a presumption in favour of sustainable development.
- 5.25 Policy 2 identifies Askern as a Service Town and Village. It states that about 10 per cent of new development will be focussed in Service Towns and Villages such as Askern.
- 5.26 Policy 3 identifies the need for an additional 165 houses in Askern.
- 5.27 Policy 6 allocates the northern half of this application site for housing. The southern half is designated a Reserve Development site; these are suitable for housing development, but are not currently considered developable in the plan period. Housing development will be supported in accordance with the policies of the Local Plan and will be additional to the allocated land supply. Proposals that would remove the anticipated housing potential will not normally be supported unless it is demonstrated that housing is unlikely to be viable.
- 5.28 The supporting text to policy 6 (para 4.82) states that Reserve Development Sites have a capacity of 1,483 dwellings. This capacity is additional to the allocations capacity. These are sites where there is currently doubt about whether they could be developed in the plan period, due to HS2 Safeguarding Route, and/or where allocation cannot be justified in accordance with a sequential approach to addressing flood risk. The sites are however otherwise sustainably located within urban areas and development for housing (or mixed-use including housing) would be appropriate if flood risk and other issues can be overcome. New applications will be approved where flood risk sequential and exceptions tests and/or other development requirements can be satisfactorily addressed. Any completions on

these sites will contribute to meeting the plan period housing requirement but have not been factored into housing supply.

- 5.29 Policy 8 sets out the requirements for the range of housing including the need for affordable housing. Part D in particular relates to supporting independent living and covers a range of needs
- 5.30 Policy 14 seeks to promote sustainable transport within new developments.
- 5.31 Policy 17 seeks to consider the needs of cyclists within new developments.
- 5.32 Policy 18 seeks to consider the needs of pedestrians within new developments.
- 5.33 Policy 29 deals with open space provision in new developments.
- 5.34 Policy 31 deals with the need to value biodiversity.
- 5.35 Policy 33 states that the design process should consider woodlands, trees and hedgerows.
- 5.36 Policy 43 deals with the need for good urban design.
- 5.37 Policy 46 deals with housing design standards and at criterion b) makes reference to ensuring longer terms needs of an aging population.
- 5.38 Policy 55 requires the need to take into account air and noise pollution.
- 5.39 Policy 57 requires the need for satisfactory drainage including the use of SuDS.
- 5.40 Policy 58 deals with the need to consider flooding.
- 5.41 Policy 59 deals with low carbon and renewable energy within new developments.
- 5.42 Policy 66 deals with developer contributions.
- 5.43 Policy 58 sets out the Borough's strategy in respect of Flood Risk and Drainage Management.

5.44 Other material planning considerations

- 5.45 Several Supplementary Planning Documents (SPDs) have been published, which are material considerations in the determination of planning applications.
- 5.46 *Development Guidance and Requirements SPD (July 2015)*
- 5.47 The SPD sets out the guidance to help implement policies in the Development Plan. This includes design in the urban and rural environment, the historic environment, transport and accessibility, strategic green infrastructure, biodiversity, geodiversity and ecological networks, open space standards and requirements, landscape, trees and hedgerows.
- 5.48 *South Yorkshire Residential Design Guide SPD (2011)*

5.49 The South Yorkshire Residential Design Guide SPD is intended to provide a consistent approach to design in the development management process and aims to improve the quality of residential design in South Yorkshire.

5.50 *Development and Flood Risk SPD (October 2010)*

5.51 The Development and Flood Risk SPD has been produced to set out the Council's approach to managing flood risk and sets out the requirements for a sequential assessment.

6.0 Representations

6.1 Prior to the submission of the application, a public meeting event took place at Askern Community Library on 1st August 2019. The concerns raised by residents comprised mainly traffic and ecology.

6.2 This application has been advertised in accordance with Article 15 of the Town and Country Planning Development Management Procedure (England) Order 2015 by means of site notices, council website, press advertisement and neighbour notification.

6.3 Seven letters have been received in opposition to the application and these can be summarised as follows:

- i) we do not need any more houses built in Askern.
- ii) the sewerage system cannot cope with more houses.
- iii) it is hard enough to get a Doctor's appointment without all these additional houses being built and there is a lack of space in the schools.
- iv) the traffic will increase on an already busy road that is full of parked cars.
- v) trying to gain access to Moss Road from Highfield Road is already difficult, especially if the railway crossing has been closed.
- v) the site is full of wildlife such as newts, badgers, foxes and hedgehogs and should be preserved.
- vi) the site floods.
- vii) Askern is slowly going downhill due to the people moving in and the amount of drug dealers it seems to attract.

7.0 Town Council

7.1 Askern Town Council has raised concerns as to whether there will be enough infrastructure in place to support the new development, particularly in relation to sewerage.

8.0 Relevant Consultations

8.1 **The Ecology Officer** has raised no objections in principle to the development subject to a condition requiring a Construction Environmental Management Plan to provide appropriate mitigation for Water Voles during the construction phase and a Biodiversity Enhancement Master Plan to provide ecological enhancement of the site. An objection has been raised in relation to biodiversity offsetting and this is dealt with below in the ecology section of the report.

8.2 **Yorkshire Wildlife Trust** raises no objection subject to the submission of a Water Vole Survey and subject to a condition requiring a Biodiversity Enhancement Plan.

- 8.3 **The Tree Officer** has raised no objections, as the amended plans have brought houses away from the existing hedge and Hybrid Poplar tree on the eastern boundary (next to the existing open space) to ensure that these will be protected.
- 8.4 **Transportation** have raised no objections subject to a condition requiring electric vehicle charging within the development.
- 8.5 **Highways Development Control** have responded and have raised no objections.
- 8.6 **The Public Rights of Way Officer** has raised no objections. Public footpath number 2 runs along the southern end of the site and the plans show that there will be a link onto this footpath.
- 8.7 **Environmental Health** have raised no objections providing that the proposed methods of sound attenuation detailed in the noise report is included as a condition.
- 8.8 **The Air Quality Officer** has raised no objections because the submitted Air Quality Assessment demonstrates that the air quality impact will not be significant.
- 8.9 **The Contaminated Land Officer** accepts that the potential for land contamination is low and suggests that no further assessment or remediation is necessary.
- 8.10 **The Environment Agency** has raised no objections, as the site falls within flood zones 1 and 2 and refer the local authority to standing advice.
- 8.11 **Yorkshire Water** has raised no objections subject to conditions.
- 8.12 **Public Health** welcomes the provision of affordable housing in this area.
- 8.13 **The Open Space Officer** has stated that because Askern is deficient in 2/5 open space typologies, in line with RL4, there is a requirement for 10% of the site to be laid out as useable open space; the area of open space takes up 15% of the site area and so there are no objections.
- 8.14 **The Education Officer** has requested a contribution of £170,002 towards Askern Moss Road Infant Academy and £182,970 towards Campsmount Academy, totalling £352,972.
- 8.15 **Ward Members**

Councillor Austen White has objected to the application for the following reasons:

- i) The proposals are an overdevelopment of the site.
- ii) The proposals do not meet the housing requirements of the area.
- iii) The existing access road is not wide enough to provide safe and adequate access into the site.
- iv) The area is an important habitat for water voles.
- v) The distances quoted regarding the nearest bus stops is questionable.

9.0 Assessment

9.1 The principle issues for consideration under this application are as follows:

- Principle of development;
- Impact on Amenity
- Impact on the character and appearance of the area
- Trees and Landscaping
- Highway safety and traffic
- Ecology
- Flooding
- Noise
- Air Quality
- S106 obligations
- Overall planning balance

9.2 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

Principle of Development

9.3 The site is allocated for housing in the Doncaster UDP and therefore accords with policy PH1 (7/10). The application also accords with policy CS10 of the Doncaster Core Strategy, which allows for the release of existing housing allocations. The application complies with policy CS2 of the Core Strategy, which identifies Askern as a Principal Town, which is a focus for growth and regeneration outside of the Main Urban Area.

9.4 Although only limited weight can be attached to the Local Plan at this stage, it is worth noting that the northern half of the site is allocated for housing and the southern half is allocated as a Reserve Development site. This division of the site reflects the fact that the northern half of the site falls within flood zone 1 and the southern half falls within flood zone 2. Policy 6 of the Local Plan allows for the release of reserved sites where it can be shown that the proposal passes the Sequential Test for flooding. It will be shown later on in the report that the proposal does pass the Sequential Test and so the proposal accords with policy 6 of the Local Plan.

9.5 The site is in a sustainable location, being close to facilities within Askern Town Centre. The site is also within walking distance of public transport services. The proposal is therefore acceptable in principle.

Sustainability

- 9.6 The NPPF sets out at paragraph 7 that the purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs
- 9.7 There are three strands to sustainability and these are social, environmental and economic. Paragraph 10 of the NPPF states that in order that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.

SOCIAL SUSTAINABILITY

9.8 Impact on Residential Amenity

- 9.9 The proposal does not create any unacceptable loss of amenity to surrounding residential properties. All of the proposed dwellings at the northern end of the site closest to existing residential properties are bungalows and are at a sufficient distance to avoid any issues of overlooking or overshadowing. The proposed three-storey building is set back from the northern boundary ensuring a distance of 30m from the nearest existing houses and it faces the gable ends of these houses ensuring that there are no overlooking issues. Separation distances between the three-storey building and other houses within the scheme are acceptable, as are other separation distances within the proposal. The proposal is providing much needed affordable housing.

9.10 ENVIRONMENTAL SUSTAINABILITY

9.11 Design and impact upon the character of the area

- 9.12 The density of the proposed development is quite high, but this reflects the density of the surrounding area, which comprises mainly terraced and semi-detached houses and bungalows. There is sufficient garden space provided for the proposed houses in accordance with the Council's guidelines. The proposed dwellings match the scale of properties in the surrounding area, being one and two 2 storeys in height. The proposed retirement living accommodation is higher in scale due to being three storeys in height, but it is considered that it will not appear out of character given that it is set within the new development away from existing properties and will be partly screened by the hedges around the site that are to be retained.
- 9.13 The scheme has been designed to ensure that there is adequate surveillance of the open space at the southern end of the site with houses facing towards it. The footpath link to the existing area of open space will also be overlooked from the new dwellings. The U-shaped footprint of the proposed retirement living accommodation creates an area of overlooked open space, which will be landscaped to provide attractive garden space.
- 9.14 A boundary treatments plan has been submitted showing a 450mm knee rail along the northern edge of the open space. 1.8m high walls are to be provided along back gardens where they face the public highway and 1.8 m high fences will divide

rear gardens. The design of the scheme is acceptable and in accordance with policy CS14 of the Core Strategy.

9.15 Trees and Landscaping

9.16 The applicant has submitted a Tree Survey. The report states that the trees on the site have a moderate impact on the local treescape and serve the local area well. The trees surveyed range in age from young to mature, with trees being predominantly early mature. The report shows that those trees to be removed are category 'C' and can therefore be removed without significantly affecting the visual amenity of the surrounding area. Only a small section of a category 'B' hedge requires removal, to create a footpath link to the adjacent area of open space. All other trees and hedges are retained. A suitable landscaping scheme is to be secured by condition. The application therefore accords with policy CS16 of the Core Strategy.

9.17 Impact upon Highway Safety

9.18 The applicant has submitted a Transport Assessment. Highfield Road is to be widened to 5.5m where it narrows close to the entrance of the application site; this land falls within the public highway. A condition of any permission will ensure that a detailed scheme for the widening of this road is approved by the local planning authority and implemented before any dwellings are occupied.

9.19 The proposed development is forecast to generate 41 2-way trips in the AM peak and 39 2-way trips in the PM peak. A junction capacity assessment has been carried out at the Highfield Road/Moss Road junction and this shows that the junction is forecast to operate within capacity. The Council's traffic signals team have not expressed any concerns with regard to the impact on the signalised junction of A19 High Street/Station Road.

9.20 The internal estate road is designed to allow sufficient manoeuvrability for emergency and service vehicles and sufficient parking is provided within the development. Highway Development Control have checked the visibility splays associated with the development and have raised no objections subject to suitably worded conditions ensuring that that part of the site to be used by vehicles shall be surfaced, drained and where necessary marked out in a manner to be approved in writing by the local planning authority. The suggested conditions also require the vehicle turning space shown on the submitted plans be constructed prior to the development being brought into use, ensuring the car parking shown and the sight lines shown are retained throughout the development. These are contained within conditions 17 – 20.

9.21 A Travel Plan has been submitted with the application. This document shows that Askern can be accessed within a 5 to 10 minute walk and other facilities are within walking distance including Askern Moss Infant School. Cycle parking is to be provided within the curtilage of each dwelling. The scheme includes footpath links onto Westfield Crescent and Highfield Road. The scheme also provides for a link to the existing public right of way that runs along the southern edge of the site and also the existing area of open space to the east of the site.

9.22 The Travel Plan indicates that Askern Town centre can be cycled to in under 5 minutes and the Campsmount Academy Secondary School is within a 15-minute

cycle journey from the site. All households will be provided with a Travel Information leaflet including key cycle routes and destinations.

- 9.23 Bus stops are located approximately 300m from the centre of the site along Moss Road. The buses operating along Moss Road provide at least three services per hour between Selby, Doncaster and Pontefract throughout the day, Monday to Saturday. All residents will be provided with a Sustainable Travel leaflet including public transport information. The application therefore accords with policy CS9 of the Doncaster Core Strategy.

9.24 Ecology

- 9.25 The applicant has submitted an ecological appraisal of the site. The report does not identify any protected species on site, but does recommend further investigation of the ditch for water voles. At the request of the Ecology Officer, a water vole survey was undertaken on the entire length of the ditch that runs along the southern boundary of the site (including a search 250m either side of the ditch itself). A desktop study was also undertaken in order to obtain any records of water vole that may be present within a 2km radius of the site, including nature conservation designations. Evidence of water voles was found in the ditch including feeding remains and burrows both above and below the water level. The evidence suggest that water voles rely on the entire 120m stretch of the ditch that runs along the southern boundary of the site. To avoid any impact on the water voles during construction of the development, the report recommends the use of a 3m exclusion zone (in the form of heras fencing) along the length of the ditch. The report also recommends that a permanent fence should be incorporated into the landscaping plan to replace the heras fencing exclusion zone once the development is completed to act as a permanent exclusion zone and prevent public access to the ditch. These requirements are to be secured by a planning condition. The application therefore accords with policy CS16 of the Core Strategy.

- 9.26 Paragraph 170 of the NPPF sets out that Planning policies and decisions should contribute to and enhance the natural and local environment by:

d) minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures

- 9.27 Doncaster's Ecologist has objected on the basis that the current proposal has not provided ecological net gain.

- 9.28 The applicant has set out that there is additional expenditure associated with the scheme to manage the drainage/surface water issues on this site. Therefore, this has increased the overall development costs for the site. In addition to this, drainage solutions also create an estate wide service charge that needs to be incorporated into the rent and this is not able to be added to the rent charged to the tenant. This in turn reduces the rental income available for the associations to raise funds for the scheme.

- 9.29 As a consequence, the scheme has required significant levels of Homes England grant to support the delivery. No further grant is available for the scheme and any additional expense would therefore render the scheme unviable.

- 9.30 The retirement housing development also costs more than general needs flats as it incorporates a range of additional features to meet the needs of the client group. These include: 2 lifts to maintain availability in case of failure, sprinkler system, adaptable bathrooms, warden call and additional communal areas, buggy store and managers facilities.
- 9.31 It is for these reasons that the development cannot sustain any other S.106 contributions but will deliver 100% affordable housing. Whilst the requirements of paragraph 170 of the NPPF are noted, the scheme is unable to provide a commuted sum for off-site bio diversity net gain. This is weighed against the provision for 100% on site affordable housing together with the provision for suitable housing for an aging population. That said a biodiversity and enhancement mast plan condition has been suggested (condition 6) which requires in the first instance the identification of the mitigation and/or compensation areas within the development site including the SUDs features. It is therefore anticipated that some on site mitigation could reasonably be incorporated into the scheme and this weighs positively in favour of the application.

9.32 Flood Risk, Foul and Surface water drainage

- 9.33 The northern half of the site is located within Flood Zone 1 and the southern half is within Flood Zone 2, as indicated on the Environment Agency flood maps. The outline of Flood Zone 2 is based on the limits of a historic flood that occurred in 1947. At the southern boundary of the site is an open dike indicated as lying within Flood Zone 3.
- 9.34 A review of a topographical survey undertaken on site and ordnance survey mapping indicates that site levels range between approximately 4.2m and 5.3m AOD.
- 9.35 The applicant has carried out a Sequential Test to ascertain if there are any other sites available within Askern that are in flood zone 1. The Sequential Test identifies four other sites, but these fall either within flood zone 2 and so are not sequentially preferable or are too small to accommodate the housing proposed. The proposal therefore passes the Sequential Test.
- 9.36 In terms of the Exceptions Test, the site lies within a sustainable location with good access to public transport, recreation, schools, public amenity and retail. The development is for the delivery of affordable housing and elderly accommodation, meeting identified needs.
- 9.37 A site specific Flood Risk Assessment (FRA) has been prepared that shows how flood risk will be mitigated through the development proposals. The development will not increase flood risk elsewhere. Surface water discharge will be limited to the Greenfield equivalent rate and surface water attenuation will be provided on site to contain excess flows during the 1 in 100-year critical duration event, with an allowance for climate change. The Drainage ditch is unlikely to overtop in 100-year flood events
- 9.38 Infiltration is not considered a viable method of surface water disposal in this case, therefore outfall to the watercourse at the southern boundary is considered appropriate. Surface water discharge will be limited to existing run-off rates and approximately 1000m³ will be attenuated on site. Foul water flows from the new development will be collected by a dedicated gravity foul network, before

discharging to the public foul sewer to the north of the site. The application therefore accords with policy CS4 of the Core Strategy.

9.39 Noise

9.40 A Noise survey has been submitted with the application to assess the likely impact from noise from the adjacent railway line. The Doncaster to Knottingley railway line is predominantly used by freight services rather than passenger services and is located parallel to the western boundary of the application site. The noise monitoring at the application site indicated approximately two rail movements per hour. The noise report sets out a number of recommendations to ensure that properties are not affected by noise from the railway line including enhanced glazing and a 1.8m high timber fence along the rear gardens of houses backing onto the railway line which would act as acoustic fencing. It is considered that these measures would satisfactorily safeguard future occupants. The application therefore accords with the guidance set out in the NPPF.

9.41 Air quality

9.42 An Air Quality Assessment (AQA) has been submitted with the application. The report identifies a high to medium risk of dust soiling impacts and a low risk of increases in particulate matter concentrations due to unmitigated construction activities. However, through good site practice and the implementation of suitable mitigation measures, the effect of dust and PM10 releases would be significantly reduced.

9.43 The residual effects of dust and PM10 generated by construction activities on air quality are therefore considered insignificant. The residual effects of emissions to air from construction vehicles and plant on local air quality is not considered significant. The proposed development is expected to result in a negligible impact associated with the operational phase traffic on nearby receptors and the residual effects are considered insignificant.

9.44 An assessment of the potential for future users/residents of the proposed development to be exposed to poor air quality has been undertaken. The site lies within an area where air quality is mainly influenced by emissions associated with traffic along the local road network. Pollutants considered in this assessment were NO₂ and Particulate Matter (PM₁₀ and PM_{2.5}). The results indicate that concentrations at proposed receptor locations within the site boundary meet the relevant air quality objectives for NO₂, PM₁₀ and PM_{2.5} concentrations. The residual effect of air quality on future occupiers of the proposed development is judged to be insignificant.

9.45 Based on the assessment significance criteria, the residual effects of the proposed development are considered to be not significant for all pollutants assessed. Furthermore, it is considered that the proposed development complies with national and local policy for air quality. Based on the assessment results, air quality issues are not considered a constraint to planning consent. The application therefore accords with policy CS18 of the Core Strategy.

9.46 ECONOMIC SUSTAINABILITY

9.47 The proposed development will support construction employment. The proposed development would increase economic output and would provide indirect benefits through further job creation in the supply chain.

10.0 Planning Obligations

10.1 The development is to provide 100 per cent affordable housing, where policy CS12 of the Core Strategy only requires the provision of 26 per cent affordable housing, subject to viability. The scheme is also providing sufficient open space provision in line with policy RL4 of the Doncaster UDP. The scheme also requires the widening of Highfield Road to satisfy highway requirements.

10.2 The applicant has submitted an affordable housing statement. This sets out that there will be additional expenditure associated with the scheme to manage the drainage/surface water issues on this site that will increase the overall development costs for the site. In addition to this, these drainage solutions also create an estate wide service charge that needs to be incorporated into the rent, as these cannot be included in the rent charged to the tenants. This in turn reduces the rental income available for the associations to raise funds for the scheme. As a consequence, the scheme has required significant levels of Homes England grant to support the delivery of the scheme. No further grant is available for the scheme and any additional expense or contributions would render the scheme unviable. The retirement housing development also costs more than general needs flats, as it incorporates a range of additional features to meet the needs of the client group. These include two lifts to maintain availability in case of failure, sprinkler system, adaptable bathrooms, warden call and additional communal areas, buggy store and manager's facilities.

10.3 It is for these reasons that the development cannot sustain any other Section 106 contributions such as education & ecology, but will deliver 100% affordable housing, open space provision and highway works, the highways works being secured by condition. The provision of the affordable housing and ensuring it remains affordable is to be secured through a 106 Agreement.

11.0 PLANNING BALANCE & CONCLUSION

11.1 The site is allocated for housing in the Doncaster UDP and lies within an area that is promoted for housing in the Core Strategy. The site is in a sustainable location and makes efficient use of vacant land. The scheme will deliver much needed affordable housing and has received no objections from consultees.

11.2 The proposal has been designed to ensure that it is in keeping with the character of the area and retains the best trees and hedges on site. The proposal ensures that there is no loss of amenity to surrounding residential properties through overlooking or overshadowing. The scheme includes an area of open space and links to the existing public right of way.

11.3 The proposal has been designed to meet all highway requirements and all other issues have been satisfactorily resolved.

12.0 RECOMMENDATION

12.1 Planning permission be granted subject to a Section 106 Agreement that secures the affordable housing provision and subject to the conditions set out below.

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

REASON

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

2. The development hereby permitted must be carried out and completed entirely in accordance with the terms of this permission and the details shown on the approved plans listed below:

Drawing number 012-100-01 dated July 2019 (Location plan)
Drawing number 003/100/03 Rev F dated July 2019 (Planning layout)
Drawing number 003/100/05 Rev F dated July 2019 (Boundary treatments layout)
Drawing number 003/100/06 Rev A dated July 2019 (Boundary details)
Drawing number 003/100/07 Rev F dated July 2019 (Block layout)
Drawing number 012-200-01 Rev A dated June 2019 (2B3P House type)
Drawing number 012-200-02 Rev A dated June 2019 (3B4P House type)
Drawing number 012-200-03 Rev A dated June 2019 (4B5P House type)
Drawing number 012-200-04 Rev A dated June 2019 (3B4P and 3B4Pa House type)
Drawing number 012-200-05 dated June 2019 (2B3P Bungalow)
Drawing number 012-200-06 dated June 2019 (2B3P Bungalow 4 block)
Drawing number 417/08 (02) 004 D (Retirement living boundary plan)
Drawing number 417/08 (02) 005 E (Site roof plan)
Drawing number 417/08 (02) 14 A (Bungalow Floor Plan)
Drawing number 417/08 (02) 010 A dated April 2019 (Ground floor plan)
Drawing number 417/08 (02) 011 A (First floor plan)
Drawing number 417/08 (02) 012 A (Second floor plan)
Drawing number 417/08 (02) 020 B (Retirement Living Block Elevations)
Drawing number 417/08 (02) 021 A (Retirement Living Block Elevations)
Drawing number 417/08 (02) 022 A (Bungalow Elevations)

REASON

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

3. Prior to the erection of any buildings on site, details of the proposed external windows, balcony enclosures, cladding, brickwork and roofing materials shall be submitted to and approved in writing by the Local Planning Authority. The Local Planning Authority may request samples be provided if required. The development shall then be carried out in accordance with the approved materials and details.

REASON

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

4. No development on any buildings 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 scheme shall include details of all

external hard surfacing materials. The soft landscape plan shall include a schedule providing plant and 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, a detailed specification for tree pit construction for the trees within the highway 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 for any paved surface above, a specification for planting including details of tree support, tree pit surfacing, aeration and irrigation and details of management and maintenance 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 of any planting within public areas or adoptable highway within the site. Soft landscaping for any individual housing plot must be implemented in full accordance with the approved scheme prior to occupation of the home. 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.

REASON

No details have been provided and these are required before the development commences in the interests of environmental quality and core strategy policy CS16: Valuing our natural environment.

5. Prior to the commencement of development, a Construction Environmental Management Plan shall be submitted to the local planning authority for approval in writing and then implemented in accordance with the approved details. The Construction Environmental Management Plan shall include:

- i) A risk assessment of the potentially damaging construction activities in relation to wildlife and habitats.
- ii) A method statement for the protection of terrestrial fauna that may be encountered on site.
- iii) The use of protective fencing, exclusion barriers and wildlife safety measures.

All of these are to be based on measures detailed in Section 5 of the ecological report JCA Ltd Ref.15127c/JE REV1.

REASON

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

6. Prior to the erection of any buildings on site, a Biodiversity Enhancement Master Plan shall be submitted to and approved in writing by the Local Planning Authority and then implemented in accordance with the approved details. The content of the plan shall include:

- i) Identification of the mitigation and/or compensation areas within the development site, including SUDS features.
- ii) Measures to protect and enhance the adjacent drain with its population of water voles.

- iii) Baseline specifications for biodiversity creation and enhancement works and other ecological features specific to mitigation proposals for habitats, faunal groups and species (these are to be based on site survey data and Local Biodiversity Action plan priorities).
- iv) Provision of roosting and nesting opportunities in woodland and new dwellings.

All of these are to be based on measures detailed in Section 5 of the ecological report JCA Ltd Ref.15127c/JE REV1

REASON:

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

- 7. 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 Local Planning Authority 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 Local Planning Authority 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.

- 8. Prior to the occupation of those dwellings identified in Appendix 3 of the submitted noise report by ENS dated 04th February 2020, the mitigation measures including enhanced double glazing and 1.8m high close boarded acoustic fencing as identified in Section 4 of that report shall be installed and operational prior to those dwellings being occupied.

REASON

To protect the residents of the affected properties from noise from the adjacent railway line in accordance with guidance set out in the NPPF.

- 9. Prior to the occupation of any dwellings on site, an air quality mitigation plan shall be submitted to and approved in writing by the local planning authority. This plan shall demonstrate how the damage costs associated with the development have been utilised to offset vehicle emissions during the lifetime of the development. Measures in any mitigation plan shall be in addition to those provided as a requirement for other planning matters. The mitigation plan shall be implemented prior to the completion of the development.

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.

- 10. Prior to occupation of the site separate systems of drainage for foul and surface water on and off site shall have been installed and be fully operational.

REASON

In the interest of satisfactory and sustainable drainage.

11. No piped discharge of surface water from the application site shall take place until works to provide a satisfactory outfall, other than the existing local public sewerage, for surface water have been completed in accordance with details submitted to and approved by the Local Planning Authority.

REASON

To ensure that the site is properly drained and in order to prevent overloading, surface water is not discharged to the public sewer network.

12. Details of electric vehicle charging provision shall be submitted to and approved in writing by the local planning authority. No dwellings shall not be occupied until the approved electric vehicle charging provision has been installed and is operational. Following installation the electric vehicle charging provision shall be retained for the lifetime of the development.

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.

13. No dwellings shall be occupied unless and until the offsite highway improvement works to Highfield Road have been carried out and are operational in accordance with a scheme previously submitted to and approved in writing by the local planning authority.

REASON

In the interests of highway safety.

14. Floor levels of the dwellings within the development shall be constructed 300mm above existing ground levels.

REASON

To accord with standing advice from the Environment Agency.

15. The development hereby granted shall not be commenced nor materials or machinery brought onto the site until the trees which it has been agreed shall be retained are fenced off to the satisfaction of the Local Planning Authority. A scheme of fencing shall be submitted to the Local Planning Authority which shall comply with B.S. Specification No. 5837 'Trees in relation to Construction (1991)', with the Council's 'Code of Practice in Relation to Trees on Development Sites' and with the Council's illustrated guidelines 'Protection of Trees on Development Sites'. The satisfactory implementation of the scheme on the site shall be confirmed in writing by the Local Planning Authority before any works are begun. The approved scheme shall be adhered to throughout the construction period.

REASON

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

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

- i) - the parking of vehicles of site operatives and visitors
- ii) - loading and unloading of plant and materials
- iii) - storage of plant and materials used in constructing the development
- iv) - the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
- v) - wheel washing facilities

- vi) - measures to control noise and the emission of dust and dirt during construction
- vii) - a scheme for recycling/disposing of waste resulting from demolition and construction works

REASON

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

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

REASON

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

18. The vehicle turning space as shown on the approved plans shall be constructed before the development is brought into use and shall thereafter be maintained as such.

REASON

To avoid the necessity of vehicles reversing on to or from the highway and creating a highway hazard.

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

REASON

To ensure that adequate parking provision is retained on site.

20. Before the development is brought into use, the sight lines as shown on the approved plan (Reference Forward Visibility Layout Drawing number 003/100/10) shall be rendered effective by removing or reducing the height of anything existing on the land hatched black on the said plan which obstructs visibility at any height greater than 900mm above the level of the near side channel line of the public highway. The visibility thus provided shall thereafter be maintained as such, unless otherwise approved in writing with the local planning authority.

REASON

In the interests of road safety and to provide and maintain adequate visibility.

21. Prior to the commencement of development details including the position and height of the temporary heras fencing along the ditch shall be submitted and approved in writing by the Local Planning Authority. The fencing shall be erected prior to the commencement of development and shall be removed following agreement with the Local Planning Authority.

REASON

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

INFORMATIVES

01. 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. The agreement 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.

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 alteration to the existing street lighting as a result of the new access arrangements will be subject to a costs which are to be borne by the applicant. 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 Fiona Horgan - Tel 01302 735097 or e-mail Fiona.Horgan@doncaster.gov.uk regarding this 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.

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

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

- Additional Noise Assessment
- Amendments to design
- Amendments to boundary treatments
- Additional landscape information

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

Appendix



Fig 1: Site layout plan.



Fig 2: Elevations of Retirement Living block



Fig 3: Elevation of houses.



Fig 4: Elevation of bungalows