

Application	2
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Application Number:	19/00100/OUTM
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Application Type:	Outline Planning Major
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Proposal Description:	Outline planning permission sought for the erection of 35 dwellings, with associated infrastructure, parking, hard surfaces, public open space and associated works (Permission sought for access).
At:	Land On The North Side Of Alexandra Street, Thorne, Doncaster, DN8 4EY

For:	Knox and Brookes Trust
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Third Party Reps:	8 Letters of objection 2 Letters of support	Parish:	Thorne Town Council
		Ward:	Thorne And Moorends

Author of Report:	Garry Hildersley
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SUMMARY

The proposal seeks outline permission for residential development with matters of appearance, landscaping, layout and scale being reserved. The proposal is considered to be unacceptable in policy terms being sited within countryside policy area as defined by Doncaster's Unitary Development Plan (UDP), Core Strategy and emerging Local Plan.

The report demonstrates the harm generated by the proposal through inappropriate development in the countryside that is not outweighed by other material planning considerations. In addition, concerns remain in respect to the application of the Sequential Test and Exceptions Test associated with flooding.

RECOMMENDATION: REFUSE

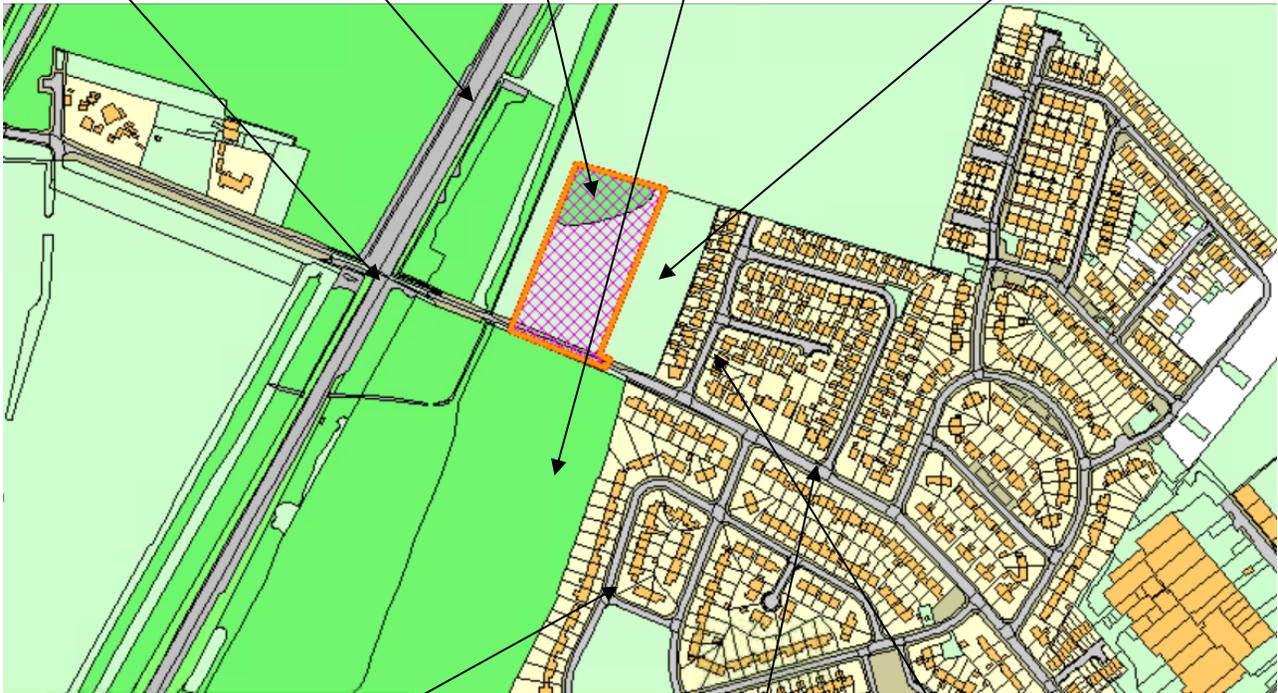
Application 17/01446/REMM
For erection of 28 Dwellings.
Approved 07.12.2017

Application Site

Application 19/00099/OUTM –
erection of 206 dwellings.
Pending consideration.

Railway Crossing

Railway Line



Highfield Road

Alexandra Street

Walnut Road

1.0 Reason for Report

- 1.1 This application is being presented to Planning Committee because: i) the application represents a departure from the development plan; ii) due to the significant public interest.

2.0 Proposal and Background

- 2.1 This application seeks outline permission for the erection of 35 dwellings and associated infrastructure with permission being sought for access only.
- 2.2 The application is owned by the same owners seeking permission to develop the site to the south of Alexandra Road (Ref: 19/00099/OUTM) The southern site is an allocated housing site both in the UDP (and emerging Local Plan) where it is considered that the principle of development is acceptable. The application site subject to this report is not.

3.0 Site Description

- 3.1 The site lies to the west of the existing settlement of Thorne, bounded on its eastern boundary by dwellings on Sidings Grove which is a new development that has not been constructed yet. To the west of the site lies the North Eastern Railway's Hull and Doncaster Branch running parallel with the site.
- 3.2 The site is generally flat with gentle undulations with a mixture of scrub and established trees within the site boundary. There are a number of dykes running through the site, however for the most part the site is largely open. Along the southern boundary situated along Alexandra Street, is a band of established trees.
- 3.3 A public right of way leads from Alexandra Street and runs parallel with the railway line and leads northwards towards Moorends and connects with Bloomhill Road.
- 3.4 The properties within the immediate vicinity are of a 1970's design, being typically two storey semi-detached constructed from red multi brick with pitched roofs, set back from the road – and all with modest front gardens.

4.0 Relevant Planning History

- 4.1 No relevant planning history for the site, however an application has been submitted for 207 dwellings directly to the south of this site on the opposite side of Alexandra Street, which is subject to a separate planning application.

5.0 Site Allocation

- 5.1 The site is located within Countryside Policy Area as defined by Doncaster's Unitary Development Plan.

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 National Planning Policy

Framework is a material consideration in planning decisions and the relevant sections are outlined below:

- 5.4 Paragraph 2 states that planning law requires applications for planning permission to be determined in accordance with the development plan, unless material considerations indicate otherwise.
- 5.5 Paragraphs 7 – 11 establish that all decisions should be based on the principles of a presumption of sustainable development.
- 5.6 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).
- 5.7 Paragraph 59 states ‘To support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay’.
- 5.8 Paragraph 68 states that small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly.
- 5.9 Paragraph 109 states development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 5.10 Paragraph 127 states planning decisions should ensure developments will function well and add to the overall quality of the area, are visually attractive and optimise the potential of the site.
- 5.11 Paragraph 158 states that the aim of the sequential test is to steer new development to areas with the lowest risk 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 risk of flooding. The strategic flood risk assessment will provide the basis for applying this test. The sequential approach should be used in areas known to be at risk now or in the future from any form of flooding.
- 5.12 Paragraph 160 states that the application of the exception test should be informed by a strategic or site specific flood risk assessment, depending on whether it is being applied during plan production or at the application stage. For the exception test to be passed it should be demonstrated that:

- a) the development would provide wider sustainability benefits to the community that outweigh the flood risk; and
- b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

5.13 Paragraph 170 states that planning policies and decisions should contribute to and enhance the natural and local environment by:

- a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);

5.14 Core Strategy 2011 - 2028

5.15 To the extent that development plan policies are material to an application for planning permission the decision must be taken in accordance with the development plan unless there are material considerations that indicate otherwise (see section 70(2) of the Town and Country Planning Act 1990 and section 38(6) of the Planning and Compulsory Purchase Act 2004.

5.16 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 relevant to this proposal are:

5.17 Policy CS1 of the Core Strategy 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.

5.18 Policy CS2 of the Core Strategy sets out the Council's growth and regeneration strategy which includes the settlement hierarchy. It identifies Thorne as a principal town and identifies within Table 1 of Criterion A) an indicative housing allocation number between 646 -923 dwellings over the plan period.

5.19 Policy CS3 of the Core Strategy sets out the Council's position in relation to development in the countryside and Green Belt. Policy CS3 states that Doncaster's countryside will be protected and enhanced. It cites a number of examples of development that would be acceptable in the countryside and these do not include major housing schemes. Proposals which are outside of development allocations will only be supported where they would: retain and improve key green wedges; not be visually detrimental; not create or aggravate highway or amenity problems and preserve the openness of the Countryside Protection Policy Area.

5.20 Policy CS4 of the Core Strategy sets out the Authorities approach to dealing with Flood Risk in line with National Policy. Criterion A, B and C of Policy CS4 are applicable which looks to steer development away from the highest areas of flood risk, ensure that developments will be safe for the lifetime of the development and apply the Sequential Test and Exceptions tests where appropriate.

- 5.21 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.
- 5.22 Policy CS10 sets out the phasing of new houses to be built and states that existing housing allocations (except where flood risk or other delivery issues cannot be resolved) are linked to phase 1 where it is anticipated that development will be delivered from 2011 onwards.
- 5.23 Policy CS14 of the Core Strategy require development to be of a high quality design that contributes to local distinctiveness and that integrates well with its immediate surroundings.
- 5.24 Policy CS16 of the Core Strategy seeks to protect and enhance Doncaster's natural environment.

Doncaster's natural environment will be protected and enhanced, in accordance with the principles set out below.

A) Proposals will be supported which enhance the borough's Ecological Networks;

D) Proposals will be supported which enhance the borough's landscape and trees by:

1. being appropriate to the landscape's character, sensitivity and capacity;
2. including measures to mitigate any negative impacts on the landscape;
3. ensuring designs are of high quality, include appropriate hard and soft landscaping, a long term maintenance plan and enhance landscape character while protecting its local distinctiveness; and;
4. retaining and protecting appropriate trees and hedgerows, and incorporating new tree, woodland and hedgerow planting.

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

- 5.26 Saved Policy ENV2 is a general planning policy setting out that the borough council will maintain a countryside policy area in the eastern part of the borough covering all countryside outside the Green Belt and sets out specific criteria for protecting the countryside.
- 5.27 Saved Policy ENV4 is a general development control policy and sets out the generally acceptable uses within the Countryside. The proposal for residential development is not listed as an acceptable use within ENV4 and consequently the proposal represents a departure from the development plan.
- 5.28 Saved Policy ENV53 sets out that the scale and appearance of new development must have regard to its wider visual impact. Development will not normally be permitted if it would have a significant adverse visual impact on b) views across open countryside. Whilst scale and appearance are a reserved matter, consideration should be given to the principle of development is material consideration to which this policy should be applied.

5.29 Local Plan

5.30 The Local Plan has been formally submitted for examination on 4th March and an Inspector has been appointed therefore the Local Plan is now under examination. Paragraph 48 of the NPPF states that the LPA may give weight depending on the stage of the Local Plan and 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). When the local plan was published under Regulation 19 in August 2019, all of the policies were identified as carrying 'limited weight' for the purposes of determining planning applications. Taking into account the remaining stages of the local plan process, it is considered the following levels of weight are appropriate between now and adoption dependant on the level of unresolved objections for each policy the level of outstanding objections has been assessed and the resulting appropriate weight noted against each policy:

- Substantial
- Moderate
- Limited

The emerging Local Plan identifies the site as Countryside Policy Area.

5.31 The Council is aiming to adopt the Local Plan by winter 2020 and the following policies would be appropriate:

5.32 Policy 1 reinforces the guidance within the NPPF in that there should be a presumption in favour of sustainable development. This policy is considered to carry limited weight at this time.

5.33 Policy 2 identifies Thorne and Moorends as a main town, which will be a focus for new development. This policy is considered to carry limited weight at this time.

5.34 Policy 3 sets out that at least 40 per cent of the borough's total housing should be within the main towns such as Thorne and Moorends. This policy is considered to carry limited weight at this time.

5.35 Policy 6 sets out the Housing Allocations (Strategic Policy) and identifies sites that will help to deliver the housing requirement of which this site is one (Site 081/343 – Alexandra Street/North Eastern Road, Thorne). This policy is considered to carry limited weight at this time.

5.36 Policy 8 sets out the requirements for the range of housing including the need for affordable housing. This policy is considered to carry limited weight at this time.

5.37 Policy 14 seeks to promote sustainable transport within new developments. This policy is considered to carry limited weight at this time.

5.38 Policy 17 seeks to consider the needs of cyclists within new developments. This policy is considered to carry moderate weight at this time.

5.39 Policy 18 seeks to consider the needs of pedestrians within new developments. This policy is considered to carry moderate weight at this time.

5.40 Policy 21 states that development proposals that are expected to give rise to significant increase in the use of public rights of way where they cross roads,

railway lines, canals and rivers must show that all safety and accessibility considerations have been taken into account to ensure use of the crossing can be maintained. This should include consultation with the appropriate authority (for example, Network Rail). This policy is considered to carry substantial weight at this time.

- 5.41 Policy 26 deals with development in the countryside setting out the circumstances in which development in the countryside is acceptable. This policy is considered to carry limited weight at this time.
- 5.42 Policy 29 deals with open space provision in new developments. This policy is considered to carry limited weight at this time.
- 5.43 Policy 31 deals with the need to value biodiversity. This policy is considered to carry limited weight at this time.
- 5.44 Policy 33 states that the design process should consider woodlands, trees and hedgerows. This policy is considered to carry substantial weight at this time.
- 5.45 Policy 43 deals with the need for good urban design. This policy is considered to carry moderate weight at this time.
- 5.46 Policy 55 requires the need to take into account air and noise pollution. This policy is considered to carry limited weight at this time.
- 5.47 Policy 56 deals with the need to mitigate any contamination on site. This policy is considered to carry limited weight at this time.
- 5.48 Policy 57 requires the need for satisfactory drainage including the use of SuDS. This policy is considered to carry moderate weight at this time.
- 5.49 Policy 58 deals with the need to consider flooding. This policy is considered to carry limited weight at this time.
- 5.50 Policy 59 deals with low carbon and renewable energy within new developments. This policy is considered to carry moderate weight at this time.
- 5.51 Policy 61 requires the need to protect the best and most versatile agricultural land. This policy is considered to carry limited weight at this time.
- 5.52 Policy 66 deals with developer contributions. This policy is considered to carry moderate weight at this time.
- 5.53 Thorne & Moorends Neighbourhood Plan (NP).**
- 5.54 A neighbourhood plan for Thorne and Moorends is currently in preparation. Pre-submission consultation and publicity has taken place and is currently at what is known as Regulation 14 stage. Consequently it is considered that the weight to be afforded to the Thorne and Moorends NP is moderate.
- 5.55 The application site is not allocated within the Local Plan. The following policies are, however, applicable:

- 5.56 Policy H2 states that housing development will be permitted within or immediately adjacent to the built-up area of Thorne and Moorends, subject to the development:
- Being well related to the existing developed extent of Thorne and Moorends.
 - Physically and visually being integrated into the existing settlements.
 - Prioritising physical relationship and integration above flood risk concerns.
- 5.57 Policy H3 states that housing developments should incorporate a mix of housing types in terms of size, tenure and type to satisfy the aspirations of the local community.
- 5.58 Policy H4 sets out the need for affordable housing.
- 5.59 Policy DDH3 sets out the need for good design.
- 5.60 Policy PT1 states that developments that are likely to increase the patronage for public transport service will be expected to contribute to facilitating access to those services.

5.61 Other material planning considerations

- Community Infrastructure Levy (CIL) Regulations (2010)
- Town and Country Planning (Environmental Impact Assessment) Regulations (2017)
- Development Requirements and Guidance Supplementary Planning Document (SPD) (2015)
- South Yorkshire Residential Design Guide (SPD) (2015)
- National Planning Policy Guidance

6.0 Representations

- 6.1 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 notice, council website, press advertisement and neighbour notification.
- 6.2 The application was initially submitted on 15th January 2019 and advertised via site notice (22nd January 2019) and press notice on 07th February 2019. Following this publicity, a total of 7 letters of objection were received. A summary of the material planning issues raised is set out below:
- Concerns that the development will lead to additional trips across the rail crossing
 - Concerns about inaccuracies in relation to the Travel Plan
 - Concerns in relation to air pollution reference made to a Councillors comment on a different application to Thorne's 'higher than normal records of Air Pollution'
 - Concerns about displacement of water in respect of watercourses
 - Alexandra Street is a very busy road and access is a concern as well as highway safety and congestion.
 - Privacy would be adversely affected
 - Concerns regarding overshadowing
 - Concerns regarding flooding
 - Concerns regarding the future potential strain on services
 - Concerns with regard to loss of wildlife
 - Concerns that the proposal would lead to the coalescence of settlements.

- The development should be CIL compliant.
- The proposal appears to be featureless.

Non material issues raised included the following

- Loss of a view

Matters raised in support:

- Thorne is in need of additional housing
- The housing would boost the local economy
- No issues with demand on local services such as doctors/dentists.

7.0 Town Council

Thorne Moorends Town Council supports the application in principle but does have concerns over the access and egress to and from the site. The Council welcomes the opportunity to meet with developers and planning officers to discuss access options and also to consider the nature of the mix of tenure of properties to be developed on the site. It was noted during Council discussions that this site is one that was identified for potential development during the Neighbourhood Plan consultation process.

8.0 Relevant Consultations

8.1 Highways England – No objections

8.2 National Grid – No response received

8.3 Environment Agency – No objection subject to condition.

8.4 Yorkshire Water – No objections subject to suitably worded conditions

8.5 DMBC Ecology – No objection subject to S106 agreement in relation to biodiversity offsetting and suitably worded conditions.

8.6 DMBC Tree Officer – No objection subject to condition

8.7 DMBC Internal Drainage – No objections subject to condition.

8.8 DMBC Education – No objections subject to the signing of a S106 agreement.

8.9 DMBC Public Rights of Way – No objections

8.10 DMBC Housing Policy - Objection in relation to the principle of development as the site lies within the existing Countryside Policy Area.

8.11 DMBC Highways Development Control – No objections subject to conditions

8.12 DMBC Transportation – No objections subject to S106 agreement and conditions.

8.13 DMBC Design Officer – No objections subject to condition.

8.14 DMBC Open Space Officer – No objections subject to condition.

8.15 DMBC Pollution Control – No objections subject to conditions

8.16 DMBC Area Manager – No response received.

8.17 DMBC Air Quality – No objections subject to condition.

8.18 DMBC Affordable Housing – No objection as the site is capable of accommodating on site affordable housing.

8.19 DMBC Flood Risk (Policy) – Objection on the basis of the Sequential Test methodology.

8.20 Ward Members:

- **Councillor Houlbrook** - Supports the scheme but would like for the highways issues to be fully considered as part of the application.
- **Councillor Blackham** – Supports the application and has sought to speak in support of the application.

9.0 Assessment

9.1 The proposal seeks outline permission for the erection of 35 dwellings with associated infrastructure including parking, hard surfaces, public open space. In considering the proposal the main material planning considerations are outlined below:

- The acceptability of residential development
- The impact on the character of the area
- The impact on neighbouring residential properties
- The impact on the highway network and highways standards
- The impact on the existing trees
- The impact on the ecology of the site
- Flooding and Drainage issues
- Whether there is an impact on the nearby rail network
- Financial contributions

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
- No

Appropriateness of the proposal

9.3 The site lies within the Countryside Policy Area as allocated in the Doncaster UDP and within the broad extent of the Countryside Policy Protection Area as defined in the Core Strategy. The proposal should be primarily judged against Core Strategy

policies CS2 and CS3 and policies ENV2 and ENV4 of the UDP. These policies protect the countryside from development that would not be appropriate such as major housing proposals and so the proposed development would not comply with these policies.

- 9.4 A recent appeal decision recovered by the Secretary of State (February 2019 – Ref: APP/F4410/W/17/3169288 – Mere Lane, Edenthorpe) concluded that UDP Policies ENV2 and ENV4 were out of date. The Secretary of State attached limited weight to policies ENV2 and ENV4 and applied the tilted balance in favour of sustainable development (as stated in paragraph 11 of the National Planning Policy Framework 2019). However, it should be borne in mind that this was the conclusion reached based on the specific circumstances of that application, which related to an urban extension of 600 dwellings to the Doncaster Main Urban Area.
- 9.5 Core Strategy Policy CS2: Growth & Regeneration Strategy identifies Thorne as one of 6 Principal Towns in the Borough which, alongside the Doncaster Main Urban Area and 2 Potential Growth Towns, are the focus for housing growth and regeneration over the plan period 2011-2028. The housing requirement for the plan period is expressed as a range of between 646 and 923 new dwellings for the town. The supporting text to the policy builds on this and states that the Principal Town’s housing growth ranges will support market-led housing growth and service improvements provided a minimum requirement consistent with the lower end of the range is allocated to each town. Urban extensions will be necessary to accommodate the proposed growth (even at the lower end of the growth range) at Thorne and that any extensions to Thorne will require land in flood risk zone 3. Given CS2 clearly identifies that urban extensions for the Town will be necessary in order to meet the Core Strategy’s housing requirement then by default this would require land that is currently designated as Countryside Policy Area in the UDP so requires further consideration against the Town’s progress towards meeting its housing requirement.
- 9.6 In terms of progress towards Thorne’s Core Strategy indicative housing requirement, annual monitoring as at 1st April 2019 shows that during the plan period 311 net new dwellings have been built so far (see Table 1 below). As at the same base date, the monitoring identifies a further supply of deliverable/developable permissions at the Principal Town of Thorne of 312 net new dwellings (see Table 2 below). Completions and deliverable/developable supply therefore totals 623 units compared to the target of 646 to 923. In other words, 96% of the Towns requirement has been identified based on the bottom of the growth range, or 67% if using the upper end of the range, by year 8 of the plan, with a further 9 years of the plan remaining.

TABLE 1: Housing Completions (Net) 1st April 2011 – 31st March 2019 – Source: Residential Land Availability Reports

Settlement	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	Total
Thorne	3	18	23	46	47	7	52	115	311

TABLE 2: Planning Permissions Supply as at 1st April 2019 – Source: Residential Land Availability Report 2018/19

Settlement	Units Remaining (Net Units)
Thorne	312

- 9.7 As well as completions and commitments, there are other sources of housing supply identified at the Town such as: the Draft Thorne-Moorends Neighbourhood Plan; and/or, remaining UDP Housing Allocations; and/or, sites included in the 5-Year Housing Land Supply Statement 2019-2024 not yet permissioned so not already included in the supply figures above. These sites have potential for an additional 379 net dwellings for the Town and would take the supply at Thorne well beyond the top of the growth range (+79 dwellings) with over half of the plan period remaining as per the summary set out at Table 3.

TABLE 3: Housing Requirement/Supply Summary & Residual Plan Period Requirement

A	LDF Core Strategy Plan Period Requirement (Policy CS2)	646-923
B	Completions 2011-2019 (Net)	311
C	Supply from Extant Permissions 01/04/2019 (Net)	312
D	Other Sources Of Supply (Net) – Draft Thorne & Moorends Neighbourhood Plan, 5-YHLS Statement 2019-2024; UDP Allocations & Urban Sites	379
E	Total Supply Identified (Net)	1,002

- 9.8 In addition to this, the Council can demonstrate a 5-Year Deliverable Housing Land Supply and this has been rigorously tested. The same Appeal decision as per the above (February 2019 - Ref: APP/F4410/W/17/3169288) also concluded that *“The Secretary of State notes that there is some dispute between the main parties as to whether the Council can demonstrate a five year housing land supply. While he notes that the applicant has used an alternative approach to calculate the figure, the Secretary of State considers that the standard methodology should be used, in line with the Framework. Using this, the Secretary of State considers that Doncaster Council’s annual requirement is circa 600 homes per year, and that based on forecast levels of supply, they can currently demonstrate over ten years supply of housing land.”* Given the progress of the Town towards meeting its LDF Core Strategy housing requirement at a relatively early stage of the plan period it is not considered justified or necessary to release further urban extensions on land designated as Countryside Policy Area at this time and therefore a policy objection has been received in respect of the current application and this weighs substantially against the proposal.

Sustainability

- 9.9 The National Planning Policy Framework (NPPF 2019) 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
- 9.10 There are three strands to sustainability, social, environmental and economic. Para.10 of the NPPF states that in order sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.

SOCIAL SUSTAINABILITY

Impact on Residential Amenity

- 9.11 The properties most likely to be affected by the development are those located on Sidings Grove (east of the site). Whilst indicative, the amended plans have been carefully designed so as to minimise the impact of the development on existing neighbouring properties. As previously set out, Doncaster's SPD sets out required separation distances in order to minimise issues such as overlooking, over dominance and loss of privacy. In general terms, principle and rear elevations should achieve 21m separation between the neighbouring equivalent and the indicative plan shows that these separation distances can largely be achieved. It should be noted that the current proposal is submitted in outline seeking permission for the principal of development and access. Matters such as layout, scale, appearance and landscaping would form reserved matters which would require consideration in their own right.
- 9.12 The SPD also makes clear that there should be at least 10m separation between the rear elevation and the rear boundary with neighbouring properties. Again the indicative plan shows that proposed properties along the eastern boundary can achieve the 10m required.
- 9.13 Whilst it is acknowledged that the view from many of the properties on Sidings Grove will change, there is no right to a view. Moreover, the indicative plan is able to demonstrate the necessary separation distances to safeguard the amenities of neighbouring properties.
- 9.14 Whilst matters of flood risk are dealt with later within this report, the applicant has confirmed that it is their intention to carefully consider the heights of the proposed dwellings on the eastern boarder of the application to ensure that they would not overbear or over dominate neighbouring properties on Sidings Grove. In any event matters of scale are a reserved matter and as such should permission be granted consideration as to the scale of the development will be considered in full at that stage.
- 9.15 Consequently it is considered that the proposal would not adversely affect neighbouring properties in terms of excessive levels of overlooking, over dominance, loss of privacy or overshadowing. This weighs positively in favour of the application carrying moderate weight.

Conclusion on Social Impacts.

- 9.16 In conclusion of the social impacts of the development, it is not considered that residential amenity will be adversely affect by the proposal in accordance with policy CS14. The proposal has been able to adequately demonstrate that residential development can be achieved on the site without adversely affecting the residential amenity of neighbouring properties through overlooking, over dominance or loss of privacy.
- 9.17 It is anticipated that the proposal would lead to some noise and disturbance being generated whilst construction is taking place, however this is considered to be short term when considered against the lifetime of the development. Notwithstanding this, planning conditions could mitigate this harm through the submission of a

Construction Impact Management Plan and Construction Method Statement and as such this is considered to carry limited weight against the proposal.

9.18 ENVIRONMENTAL SUSTAINABILITY

Impact upon the character and appearance of the surrounding area

- 9.19 Policy ENV2 makes clear that the countryside should be protected in order to safeguard it from encroachment.
- 9.20 Policy ENV4 goes onto to make clear that developments should be sited, designed and, where necessary, screened so as to minimise its impact on and wherever possible enhance the character, landscape and nature conservation value of the local environment. Core Strategy Policy CS3 makes clear that development in the Countryside should protect and enhance the character of the countryside.
- 9.21 As set out above, the principle of development is not acceptable and the development would inevitably lead to the encroachment of residential development into the countryside. It is acknowledged that the proposal would seek to emulate the character of the that immediate adjacent to the site , however the site and surrounding area is a relatively flat landscape and the introduction of a development of approximately 35 dwellings is likely to have an impact on the character and appearance of the area.
- 9.22 Views of the site are most likely to be taken via Alexandra Street, neighbouring properties to the east as well as from a public footpath that runs parallel to the railway line, meaning that views of the site could be taken across open fields. In order to mitigate this, one solution could be to include additional landscaping, however this would take many years to establish and it is unlikely that this would mitigate against the harmful visual impact that the development will have. Taken in the round, it is considered that the application does not comply with policy CS14 of the Core Strategy and policy ENV53 of the Doncaster UDP leading to encroachment into the countryside having a detrimental impact on the character of the countryside as it neither protects nor enhances its appearance. This significantly weighs against the proposal.

Highways

Access

- 9.23 One of the principle concerns raised by residents is specifically in relation to traffic generation and the impact of the development on the capacity of existing junctions namely where Alexandra Road meets with King Edward Road.
- 9.24 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.
- 9.25 As noted above, consent is sought for a proposed access leading from Alexandra Street. Plans have been submitted have allowed for a give way junction where the development site meets with Alexandra Street.

9.26 During the course of the application Doncaster's Highways Development Control team have been consulted and sought amendments to the indicative plan. On receipt of this information, the highway development control team have considered that the access arrangements for the site are acceptable with the visibility splays and priorities that are shown.

Road improvements - impact on highway network and capability for emergency vehicles to access Alexandra Street.

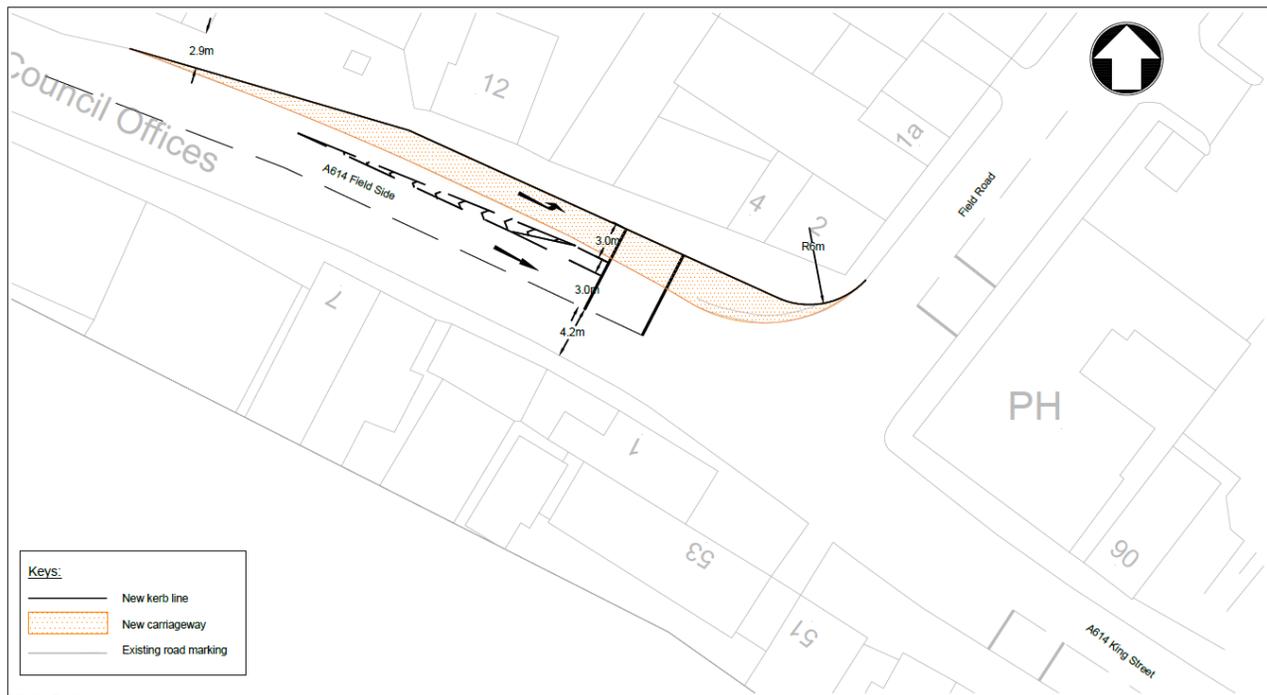
9.27 Concerns have been raised that the proposal would lead to further pressure at the junction where Alexandra Street meets with King Edward Road. Paragraph 111 of the NPPF states that all developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a Transport Statement or Transport Assessment (TA) so that the likely impacts of the proposal can be assessed. A TA has been submitted and consultation has taken place with Doncaster's Highways Transportation Team who considered the proposal in combination with the application to the south (reference 19/00099/OUTM) which seeks permission for 207 dwellings in outline. Initially some concerns were raised about the report in relation to width and radius of the turning manoeuvres as well as requiring additional justification in relation to intergreen timings and swept path analysis.

9.28 As a result of the issues raised, additional information was provided in the form of an addendum to the TA. This provided additional justification for the improvements proposed as well as additional information in relation to the modelling data used. In short the road improvements include:

1. Mitigation to the Field Side / Field Road / King Street signalised junction
2. Mitigation to the A614 Selby Road / Omega Boulevard signalised junction
3. Widening of west of Alexandra Street, Lands End Road.

9.29 West of Alexandra Street, Lands End Road is to be widened to 6.4m with 2.0m footways provided on either side leading to a new priority-controlled junction into the proposed development. The main priority through the new junction will be into the development resulting in a change of priorities on Lands End Road. As such, 'Give way' carriageway markings are proposed on Lands End Road. The kerb arrangement along the western side of the development access road and the northern side of Lands End Road are such that they form a right angle at the give way rather than following the bend around. This reduces conspicuousness of the bend increasing the risk of inappropriate approach speeds and possible loss of control type collisions. Details of this layout can be seen in appendix 3 of this report.

9.30 The proposal also recognises the need to for improvements to be made at Field Side / Field Road / King Street signalised junction in Thorne Town Centre. This involves widening Field Side to provide two lanes at the stop line and an indicative plan is included below:



9.31 Finally, consideration has also been given to mitigation to the A614 Selby Road / Omega Boulevard signalised junction. It was observed when undertaking the Road Safety Audit in association with the proposal that the pedestrian crossing on the Selby Road exit (Stage E in the existing signal specification) never changed to green during the morning peak and only changed seven times during the PM peak. Consequently it is proposed to make minor changes to rationalise the existing following intergreen time for pedestrian crossings resulting in the junction operating with spare capacity.



- 9.32 Objectors are concerned that the proposal would result in additional household waste being generated. Doncaster's Highways Development Control team have assessed the revised plans and are content that the road layout is capable of accommodating a refuse vehicle and consequently, would be subject to normal refuse collection protocol. The road improvements and the access that is proposed is considered to be able to adequately accommodate emergency vehicles.
- 9.33 This impact is not considered severe. Importantly, the NPPF makes clear at paragraph 109 that "development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe."
- 9.34 In this case, the access arrangement proposed have been technically assessed and are considered to meet with the technical specifications. In addition a Transport Assessment has been submitted with the application to consider implications on the wider highway network and potential road/signal improvements. In this case, the improvements set out above would satisfactorily address the concerns related to traffic and will be secured via a S106 agreement required in order to make the development acceptable. This weighs positively in favour of the application carrying moderate weight.
- 9.35 Finally, Highways England have been consulted as part of the application and have commented that 'having reviewed the further submissions in the current consultation, these are related to improvements which are not on the Strategic Road Network and so we have no further comment'. No objections have therefore been raise by Highways England.

Loss of agricultural land

Agricultural land classification maps (Natural England – Yorkshire and Humberside ALC) indicate that the soil quality within the site is Grade 3B 'moderate.' The land has negligible agricultural value however given its size and proximity to existing built form and is not currently in agricultural use. There is therefore no loss of high quality agricultural land and the proposal complies with policy CS18 of the Core Strategy.

Network Rail

- 9.36 During the course of the application, Network Rail objected to the application on the basis that the proposal would increase the possibility for people to cross the railway line therefore increase the risk at the pedestrian crossing. Additional clarity has been sought with the developer and Network Rail and an intimal objection was received in relation to the development on the grounds of the potential impact of the proposals on operational railway safety at the adjacent Lands End Road pedestrian level crossing.
- 9.37 An additional technical noted was submitted by the applicant as an addendum to the Transport Assessment in order to provide further information to Network Rail. It took account of public rights of way, usage patterns of the railway crossings as well as the catchment area for any potential crossings.
- 9.38 The report considered the location of residential areas, amenities and facilities in Thorne, and the most likely walking routes between these and the development. The quality of these walking routes has been considered, as well as onward connectivity

and general pedestrian provision. Count data from the Lands End Road level crossing has been studied in order to understand patterns of current usage.

- 9.39 The results of this analysis indicate that walking and cycling trips between the proposed development and facilities in Thorne (including the town centre, Capitol Park and Thorne North station) are unlikely to use the Lands End Road level crossing. The level crossing provides the longest and least direct of any of these routes. It was therefore concluded that any potential increase in level crossing usage would be related to the employment sites at The Range and BMW or recreational walking trips.
- 9.40 The report concludes that an additional 8 recreational trips could be generated per day, comprised of 4 return journeys. A further ten work-related trips could also be generated, however this would be dependent on new residents being employed at the sites to the west of the level crossing, which is subject to a high degree of uncertainty. Therefore, the estimated additional trips over the level crossing as a result of the proposed housing development would fall between the range of eight to eighteen trips over a 24-hour period.
- 9.41 On this basis Network Rail have been able to remove their objection subject to a suitably worded condition in relation to a standoff area for any waterbodies adjacent to the railway. It is considered that the potential for additional trips is of such a low scale that there would be no significant increase in risk.

Flooding and Drainage

- 9.42 The application site lies within an area designated as Flood Risk Zone 3 benefiting from flood defences. The Environment Agency have been consulted as part of the application and originally objected to the application. An updated Flood Risk Assessment (FRA) has been submitted and the environment agency confirmed in December 2019 that they were able to remove their objection subject to a suitably worded condition. It then turns to determine whether the proposal has adequately applied the Sequential Test and Exceptions Test.
- 9.43 The NPPF makes clear that residential developments within high flood risk zones should look to apply the Sequential Test (ST). Paragraph 158 sets out that the aim of the sequential test is to steer new development to areas with the lowest risk 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 risk of flooding.
- 9.44 Table 3: Flood risk vulnerability and flood zone 'compatibility' sets out the circumstances where the Exceptions Test should be applied. Residential development is classed as more vulnerable and this in combination of the site being classified as Flood Risk Zone 3 triggers the need for an Exceptions Test.
- 9.45 At paragraph 160 of the NPPF it states that the application of the exception test should be informed by a strategic or site-specific flood risk assessment, depending on whether it is being applied during plan production or at the application stage. For the exception test to be passed it should be demonstrated that:

a) *the development would provide wider sustainability benefits to the community that outweigh the flood risk; and;*

b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

- 9.46 The Council's Development & Flood Risk Supplementary Planning Document (SPD – adopted 2010) sets out the approach to the sequential test for the Borough of Doncaster. Proposals at Principal Towns should look elsewhere in the same settlement (as per UDP boundaries) for sites reasonably available and at a lower risk of flooding first and foremost. However, given this proposal is an urban extension on land currently designated as Countryside Policy Area it is correct for the applicant to also look at sites both within Thorne as well as other possible urban extension sites to the Town. Although this is a slight deviation away from the SPD (which would require proposals on Countryside Policy Area to undertake a borough-wide area of search) this narrowed search area has been accepted previously on the grounds that the Core Strategy post-dates the SPD and, in line with CS2, there is sufficient justification to look at the Principal Town alone. Similar arguments and justification for a revised approach than that set out in the SPD has also been required at the Renewal Towns. Table 3 therefore confirms that these can be larger housing proposals either on land allocated for housing in the UDP or windfalls on land allocated for other purposes e.g. employment, and notes that in the latter case these will be departure applications and will raise other policy issues. Table 4 goes on to state that the test needs to look for sites at a lower risk of flooding that can individually, or in combination, accommodate the development.
- 9.47 The applicant's Sequential Test document was prepared by Stantec/PBA (January 2019). However, the approach taken does not adhere with the SPD as summarised above, nor does it justify why an alternative approach has been followed. Para 2.23 of the report correctly identifies the site is designated as Countryside Policy Area. Para 2.26 then refers to the SPD as setting out the appropriate search for sequential testing. The applicant however then goes on to set out their own methodology for the search which is contrary to the SPD for example only considering sites that are the same size as the proposal +/- 25%. The conclusion being that there are 3 potential sites identified but they are all FRZ3 so sequentially no better than the applicant's site and the test has been passed therefore.
- 9.48 This approach is not considered acceptable as it does not accord with the adopted SPD which states that the test needs to look for sites that can individually or in combination accommodate the development, these can also include larger proposals. Based on the 2018 HELAA Update/Residential Land Availability Report 2018/5-Year Housing Land Supply Statement 2017-2022 alternative sites have been identified (site Refs: 133; 396; &, 510) as being sequentially preferable and reasonably available at the time being. The capacity of these 3 sites is 105 dwellings in line with the supply identified above within the principle of development section. Consequently, the conclusions/summary identified within the applicant's submission are not agreed.
- 9.49 As residential development is classed as more vulnerable by national policy and its supporting guidance, then both parts of the exceptions test must also be met in line with NPPF para.160 and Policy CS4. Part 1 requires demonstration that the development provides wider sustainability benefits to the community that outweighs the residual risk. This shows that the site has a mixed performance across the Sustainability Appraisal (SA) objectives/sub-objectives and 33 detailed criteria with a range of potential positive, neutral, and negative effects. The national guidance states that "If a planning application fails to score positively against the aims and

objectives of the Local Plan Sustainability Appraisal or Local Plan policies, or other measures of sustainability, the local planning authority should consider whether the use of planning conditions and/or planning obligations could make it do so. Where this is not possible, the Exception Test has not been satisfied and planning permission should be refused.”

- 9.50 Part 2 requires that the development will be safe for its lifetime (given to be 100 years) taking into account the vulnerability of its users without increasing flood risk elsewhere and, where possible, reduce flood risk overall.
- 9.51 The applicant’s Exceptions Test is set out in the same document as the Flood Risk Assessment (Stantec/PBA December 2018). The applicant’s supporting information contends that the Exception Test demonstrates the proposed development provides wider sustainability benefits to the community, which outweighs flood risk, and that suitable mitigation can be incorporated to demonstrate that the development will be safe for its lifetime. On this basis, the applicant claims that it is considered that the requirements for the Exception Test are likely to have been satisfied. However national policy makes clear that the exceptions test should only be applied in the event that the Sequential Test (ST) has been passed. In this case the Council do not consider that the ST has been passed. In any event, as set out above the proposal would lead to encroachment into the countryside and there are concerns that the development on the whole does not provide wider sustainability benefits to the local community. On balance whilst it is acknowledged that the Environment Agency have removed their objection subject to a suitably worded condition, as the proposal has failed to adequately demonstrate that the Sequential Test and Exceptions Test have been passed, this weighs negatively against the proposal carrying significant weight.

Trees and Landscaping

- 9.52 The survey area is approximately 1.1ha in size and located at the northern edge of the market town of Thorne, Doncaster.
- 9.53 The site comprises a single field, currently grazed by horses, surrounded by overgrown hedgerows. Young hawthorn scrub dominates the northern section of the grassland and there is further scattered hawthorn in other areas of the site. A small wooden storage shed is located near the southern boundary, within a fenced area of bare ground and hay bales.
- 9.54 The site is bounded by Lands End Road to the south, whilst there are further fields immediately north, west and east. A railway line runs north-east / south-west approximately 100m west of the site, with the M18 beyond. In the wider area, the village of Moorends is to the north and residential areas of Thorne to the south and east.
- 9.55 The tree survey revealed nine items of vegetation – two individual trees, three groups of trees and four hedgerows. Of those, one tree and all four hedgerows were identified as retention category B, whilst one tree and three groups of trees were identified as retention category C.
- 9.56 The field is surrounded by tall, overgrown hawthorn *Crataegus monogyna* hedgerows (H1 to H4), which are developing into dense scrub. The western hedge (H3) includes a section of blackthorn *Prunus spinosa*. The hedges appear to be well established and have been identified as retention category B as they create dense boundary features / corridors.

- 9.57 A single oak *Quercus robur* tree (T1) is located in the boundary near the southern corner of the site and has been identified as a category B tree. It is a multi-stemmed tree with rubble piled around the base. Other trees include a young self-seeded multi-stemmed ash *Fraxinus excelsior* (T2) and willows *Salix cinerea* (G1, G2), all identified as retention category C.
- 9.58 An area of hawthorn scrub (G3) is located in the north of the field and although young it is very dense.
- 9.59 A copy of the tree survey is available to access via Doncaster's Public Access page (www.doncaster.gov.uk/services/planning/planning-applications-online-public-access) the survey plan was received on the 15th January 2019.
- 9.60 Doncaster's Tree Officer has commented that The hedgerows bordering the site ("mostly trees" or "tree studded hedge" in our database) derive from the Hatfield, Thorne, Fishlake, Stainforth & Sykehouse Enclosure Award of 1825. The site plan appears to keep these out of the individual gardens which is welcome in principle. No objections have been received by the tree officer subject to a suitably worded conditions in relation to tree protection and landscaping. It is considered that these suitably worded conditions could mitigate any potential harm through via tree protection and the requirement for a landscaping scheme. This is considered to weigh neutrally in the balancing of the application.

Ecology and Wildlife

- 9.61 Doncaster's Ecologist has been consulted during the course of the application and has raised no objection to the proposal. However additional surveys were required specifically in relation to Great Crested Newts. An updated reptile and Great Crested Newt survey has been provided and following the submission of this information, Doncaster's Ecologist has commented that there are no objections subject to suitably worded conditions in relation to the Construction Environmental Management Plan (CEMP), Landscape and Ecological Management Plan, lighting strategy plan.
- 9.62 In line with Paragraph 170 of the NPPF, planning decisions should contribute to and enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures. Doncaster's Ecologist has explored the need for net gain biodiversity offsetting and this has been achieved through the submission of a revised biodiversity metric for this site. This simply assesses the baseline unit value of the site as it stands at present. The difficulty with the submission of an outline application is that final layout is not currently being considered and therefore an assessment about what would be lost and what would be retained or enhanced is difficult to achieve. One possible way around this is to set a precautionary maximum possible S106 contribution, at this outline stage, as if the entire site were to be cleared. The revised metric calculations show that total clearance of the site would result in the loss of:
- 1.99 units of hedgerow
 - 5.06 units of other habitats
- 9.63 In line with the NPPF applications need to deliver a net gain in biodiversity. So for a 10% net gain the developer should deliver approximately 5.6 habitat units and 2.2

units of hedgerows. This would result in an offsite contribution via a Section 106 of £54,976.

- 9.64 It is obviously not acceptable from a policy point of view for the entire site to be cleared as there is an expectation that green features will be retained or enhanced on site. Indeed this particular application will need to provide some habitat in order to satisfy protected species licensing requirements. It has therefore been suggested that if permission is granted, that a condition be imposed requiring details of the biodiversity offsetting prior to the submission of the first reserved matters application. Once details of a site layout are available and the Local Planning Authority are able to confidently calculate how many units of biodiversity will be delivered on site then the section 106 contribution could be reduced accordingly.
- 9.65 Biodiversity offsetting is considered to carry moderate weight in favour of the application as it would result in betterment.

Pollution issues

- 9.66 Concerns have been raised by objectors that the site has the potential for pollution as well as wider pollution control concerns.
- 9.67 As part of the consultation process, Doncaster's Pollution Control Team and Air Quality teams have been consulted and originally requested an Air Quality Assessment (AQA). This has subsequently been provided and Doncaster's Pollution Control Team have raised no objections subject to a condition requiring air quality mitigation being submitted and approved in writing by the LPA. This is considered to weigh neutrally in the assessment of the application.
- 9.68 Concerns have been raised by residents in relation to additional noise pollution being created. It is anticipated that noise associated with the development will largely be confined to the construction of the site and whilst this is a negative aspect of the proposal it carries limited weight given the relatively short term nature of the harm.

Conclusion on Environmental Issues

- 9.69 Para.8 of the NPPF (2019) indicates, amongst other things, that the planning system needs to contribute to protecting and enhancing the natural built and historic environment, including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.
- 9.70 In conclusion of the environmental issues, it is considered that issues in relation to trees, ecology, landscaping, highways, rail and pollution have been overcome subject to suitably worded conditions. Collectively these issues weigh significantly in favour of the application. However, issues in relation to flood risk and the impact of the development on the character of the countryside have not been overcome and this weighs against the proposal carrying considerable weight. Overall therefore, the proposal is considered to balance negatively in relation to environmental matters.

9.71 ECONOMIC SUSTAINABILITY

- 9.72 It is anticipated that there would be some short term economic benefit to the development of the site through employment of construction workers and tradesmen connected with the build of the project however this is restricted to a short period of time and therefore carries limited weight in favour of the application.
- 9.73 On a wider level, additional housing will increase spending within the borough which is of further economic benefit in the long term.

9.74 Conclusion on Economy Issues

- 9.75 Para 8 a) of the NPPF (2019) sets out that in order to be economically sustainable developments should help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure.
- 9.76 Whilst the economic benefit of the proposal is slight and afforded only limited weight, it does not harm the wider economy of the borough and for that reason weighs in favour of the development.

9.77 Planning Obligations

- 9.78 Concerns have been raised by objectors that the proposed development would have an adverse impact on existing facilities. Paragraph 54 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.
- 9.79 Paragraph 56 states that Planning obligations must only be sought where they meet all of the following tests
- a) necessary to make the development acceptable in planning terms;
 - b) directly related to the development; and
 - c) fairly and reasonably related in scale and kind to the development.
- 9.80 These are the statutory tests as set out in the Community Infrastructure Levy Regulations 2010. In the event that planning permission is granted, the following contributions would be required.

Affordable Housing

- 9.81 To accord with policy CS 12 of the Core Strategy, the scheme should provide 26% on site affordable housing, as more than 15 dwellings are proposed. In this case the development will need to provide 9 dwellings for affordable housing to be policy compliant.

Public Open Space

- 9.82 In the event that planning permission is granted the development should look to provide 15% on site open space in order to be policy compliant.

Education

- 9.81 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 8 additional primary school places are required as well as 5 additional secondary school places with a total educational contribution calculated at £188,579.00.

Biodiversity offsetting

- 9.82 Paragraph 170 of the NPPF states 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.
- 9.83 In line with the NPPF applications need to deliver a net gain in biodiversity. So for a 10% net gain the developer should deliver approximately 5.6 habitat units and 2.2 units of hedgerows. This would result in an offsite contribution via a Section 106 of £54,976.

10.0 PLANNING BALANCE & CONCLUSION

- 10.1 The site lies within an area shown as countryside in the Core Strategy and UDP, where policies do not normally allow for developments such as large scale housing schemes and the proposal is therefore contrary to policies CS3 and ENV4. Policy CS2 of the Core Strategy identifies Thorne as a Principal Town and sets a housing target of between 646 to 923 dwellings to be built across Thorne over the plan period up to 2028. The release of this site for housing now would be contrary to policy CS10 and would undermine the phasing aims of the Core Strategy. There is no pressing need to release this site for housing because 96% of the Towns requirement has been identified based on the bottom of the growth range, or 67% if using the upper end of the range, by year 8 of the plan, with a further 9 years of the plan remaining. The Council can demonstrate that it has a 5-year housing supply and so the policies within the development Plan are up-to-date. Although the site is within a location close to the centre of Thorne, its suitability for housing should be considered as part of the due process in preparing the Local Plan. The Local Plan has not earmarked the site as a future housing site and given the progress of the Town towards meeting its LDF Core Strategy housing requirement at a relatively early stage of the plan period it is not considered justified or necessary to release further urban extensions on land designated as Countryside Policy Area at this time. A policy objection has been received in respect of the current application and this weighs substantially against the proposal.
- 10.2 Although a Landscape and Visual Impact Assessment (LVIA) has not been submitted, it is generally considered that there would be no significant visual harm from the development, with there being a moderate adverse impact generated by the development when seen against the backdrop existing settlement of Thorne and the adjacent residential extension. Although scale and appearance are not a

consideration at this stage, the moderate harm generated by the proposal is likely to be taken from properties to the east as well as public vantage points from the public footpath running northwards. Any landscaping proposed will take time to mature and is unlikely to mitigate against the visual impact that this development will have and consequently this weighs against the proposal carrying moderate weight.

- 10.3 The Transport Statement shows that the site can accommodate the extra traffic generated particularly when considering the mitigation measures highlighted as part of the TA. The ecological value of the site has been calculated and a commuted sum calculated in order to provide 10% net gain and this weighs (see south report) moderately in favour of the application.
- 10.4 There would be some benefits arising from the proposal including onsite provision of affordable housing and the creation of jobs during construction of the development, but these material considerations do not outweigh the fact that the proposal is contrary to the Development Plan in that the site is countryside and is within Flood Zone 3 and there is no pressing need to release this site for housing at this stage.

11.0 RECOMMENDATION

Planning permission be **REFUSED** for the following reasons:

- 1) The application is contrary to policies CS3 of the Core Strategy and policy ENV4 of the Doncaster UDP, which do not normally allow for housing developments in the countryside. Whilst urban extensions will be necessary to accommodate the proposed growth at Thorne and that extensions to Thorne will require land in flood risk zone 3, it is not considered justified or necessary to release further urban extensions on land designated as Countryside Policy Area given the progress of the Town towards meeting its LDF Core Strategy housing requirement at a relatively early stage of the plan period.
- 2) It is considered that the proposal has failed to pass the Sequential Test for flooding, contrary to Paragraph 158 of the NPPF (2019) and Policy CS4 Part B (Flooding & Drainage) of the adopted Core Strategy (2012). Doncaster's Supplementary Planning Document (SPD) for flooding sets out the methodology used to undertake the Sequential Test and the application is at odds with the Council's SPD. In addition, the proposal is considered to fail the Exception Test as set out in paragraph 160 of the NPPF (2019) and LDF Core Strategy Policy CS4 Part B.

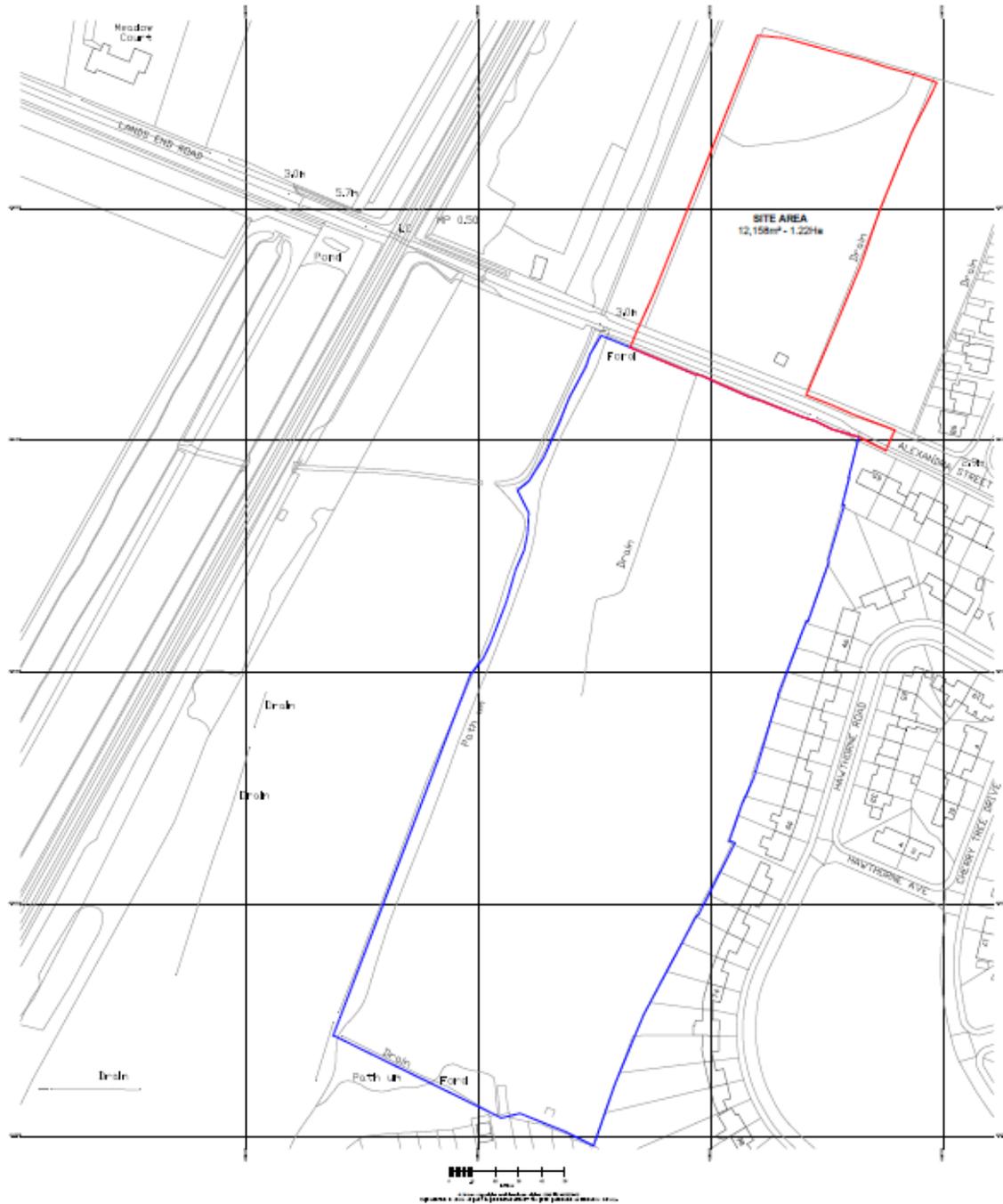
STATEMENT OF COMPLIANCE WITH ARTICLE 35 OF THE TOWN AND COUNTRY DEVELOPMENT MANAGEMENT PROCEDURE ORDER 2015

In dealing with the application referred to above, despite the Local Planning Authority wanting to work with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application, in this instance this has not been possible due to the reasons mentioned above.

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.

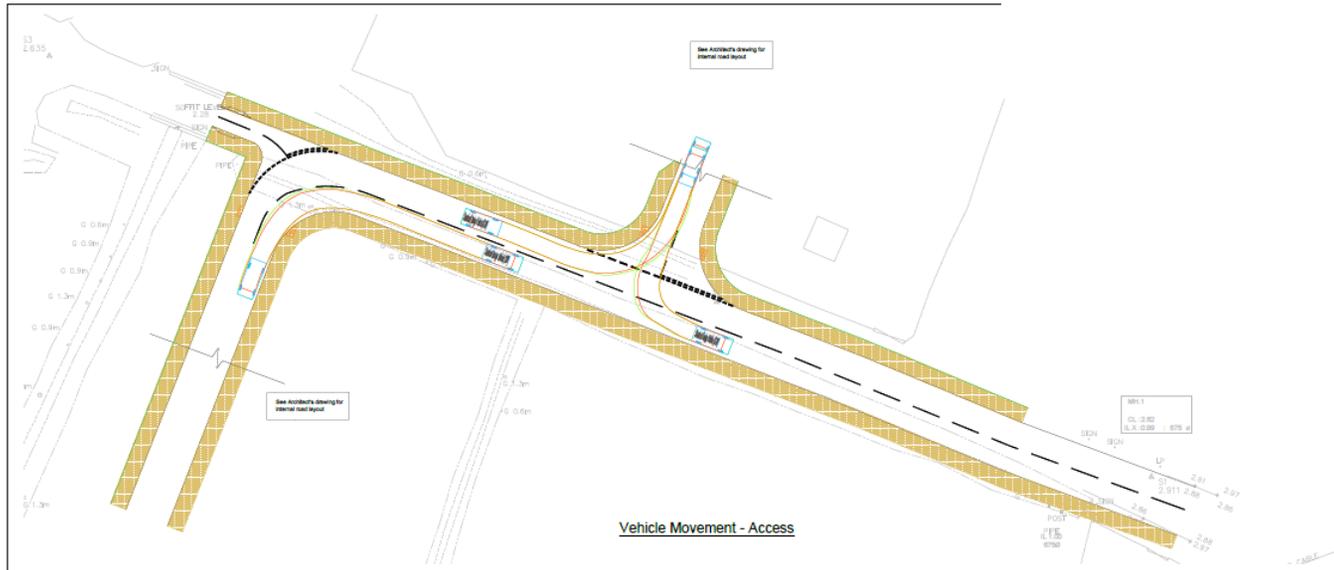
Appendix 1: Location Plan



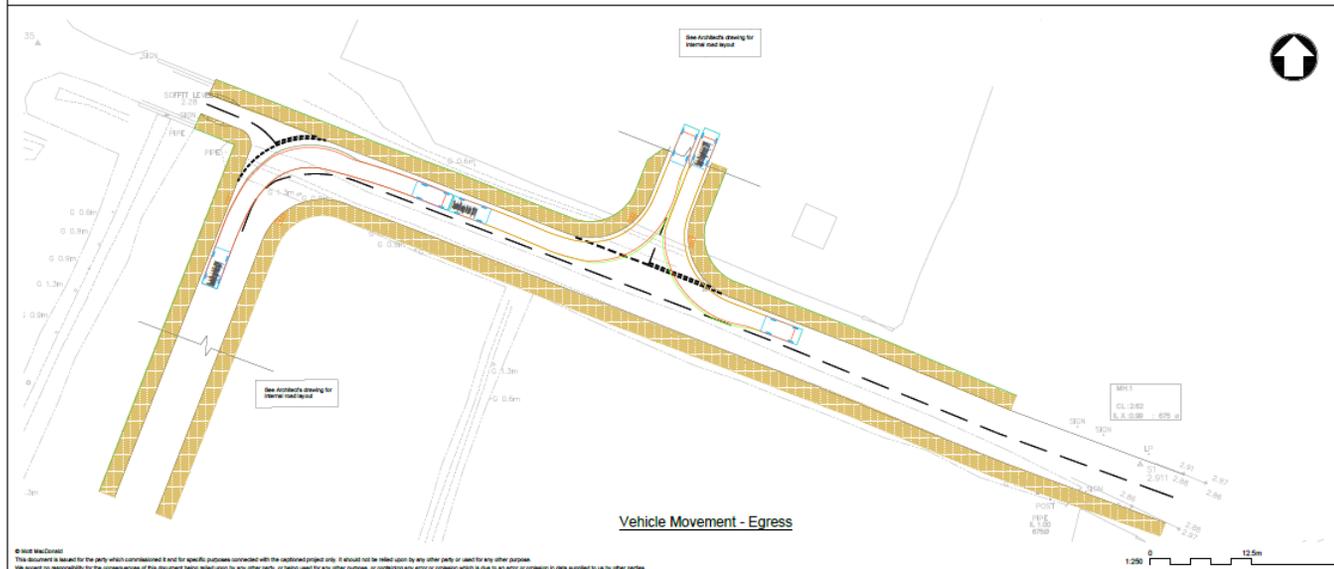
Appendix 2: Site Plan



Appendix 3 – Site Access



Vehicle Movement - Access



Vehicle Movement - Egress

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Key to symbols

Standard Design Vehicle (SDV)	4.00m
Overall Width	2.00m
Overall Height	2.00m
Maximum Ground Clearance	0.10m
WHEEL SPACING	2.00m
WHEEL TRACK	1.50m

Reference drawings

M2278-MMD-00-00-C-002	Vehicle Movements - Site Access, Detail View
M2278-MMD-00-00-C-003	Paved Area Layout
M2278-MMD-00-00-C-004	Vehicle Movements - Site Access, Standard Det

PT	28.05.19	GS	Preliminary Issue
Rev	Date	Drawn	Description
M		M	St Ann's Mill 112 Quayside Newcastle upon Tyne NE1 3DQ United Kingdom T: +44 (0)191 261 1111 F: W: mottmac.com

Client: Brookes Trust and Knox Trust

Title: Land off Alexandra Road, The Vehicle Movements - Site Access Standard Design Vehicle

Designed	G Smith	GS	Eng check	G Smith
Drawn	G Smith	GS	Coordination	-
Design check	-	-	Approved	M Star

Scale of A1	Status	Rev
1:250	PRE	P1

Drawing Number: 385278-MMD-00-XX-DR-C-1

Appendix 4 - Draft Heads of terms

In the event that planning committee resolve to grant planning permission the following heads of terms are considered necessary in order to make the development acceptable and should be secured through the signing of a S106 agreement:

- a) 26% Affordable Housing to be provided onsite.
- b) Proposal to provide 15% on site Public Open Space (POS)
- c) An education contribution towards additional school places equating to **£188,579**.
- d) Offsite highway mitigation at:
 - i) Field Side / Field Road / King Street signalised junction
 - ii) Mitigation to the A614 Selby Road / Omega Boulevard signalised junction
 - iii) Widening of west of Alexandra Street, Lands End Road.
- e) A travel bond of **£4,288.90** based upon a calculation of No. of dwellings x the current cost of a 28 day SY Connect+ ticket (currently £111.40) x 1.1.
- f) Biodiversity net gain calculated at 5.6 habitat units and 2.2 units of hedgerows. This would result in an offsite contribution of **£54,976**. Figure index linked to amount of biodiversity gain provided on site.

Appendix 5 – Draft list of Conditions

In the event that planning committee resolve to grant planning permission, the following conditions are considered to be necessary; relevant to planning; relevant to the development to be permitted; enforceable; precise; and reasonable in all other respects to the development and are recommended to be imposed:

- 01. 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 (as defined in Condition 03) 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.
- 02. In the case of the reserved matters (as defined in Condition 03), application for approval must be made not later than the expiration of three years beginning with the date of this permission
REASON
Condition required to be imposed by Section 92(as amended) of the Town and Country Planning Act 1990.
- 03. Approval of the details of the appearance, landscaping, scale and layout (hereinafter referred to as reserved matters) shall be obtained from the Local Planning Authority before the commencement of any works.
REASON
The application is in outline and no details having yet been furnished of the matters referred to in the outline they are reserved for subsequent approval by the Local Planning Authority.
- 04. Prior to the occupation 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.

05. Prior to the submission of the first reserved matters application for this site details will be provided to the Local Planning Authority of the following:
- A plan showing which habitats on site will be lost, retained and/or enhanced and where any new habitats will be created.
 - An assessment using the Defra Metric to calculate how many units will be delivered on site compared to the baseline submitted at outline.
 - A habitat creation plan detailing species, the methods that will be used for planting and establishing any new habitats including stock sizes and seeding rates.
 - A management plan detailing how any newly created/retained or enhanced habitats will be managed for a minimum of 25 years in order to ensure that they meet the target conditions proposed. This shall include details of the suitably qualified responsible persons for ensuring the management takes place.
 - A program plan for 5 Yearly monitoring reports to be submitted to the Local Planning Authority for approval in writing to assess whether management is working as intended or if changes to management are required. Once agreed by the Local Planning Authority recommended changes resulting from monitoring findings will be incorporated into the ongoing management program. Once the above assessments and plans have been agreed in writing by the Local Planning Authority they will be implemented as described.

REASON

In line with Core Strategy Policy 16 to ensure the ongoing ecological interests of the site.

06. Prior to the commencement of development a Construction Environmental Management Plan shall be submitted to the Local Planning Authority for approval in writing. The plan shall include details of all the mitigation and avoidance measures to be implemented on the site during construction as outlined in the submitted Ecological Impact Assessment and Reptile and Great Crested Newt Report. The approved plan shall then be implemented in full.

REASON

In line with Core Strategy Policy 16 to ensure the ongoing ecological interests of the site.

07. With the submission of a reserved matters application a Lighting Strategy Plan shall be submitted to the local planning authority for approval in writing. This shall include details of all lighting proposed on the site post construction and how this shall be designed in order to ensure no negative impacts on bats and their habitats.

REASON

In line with Core Strategy Policy 16 to ensure the ongoing ecological interests of the site with respect to bats are maintained.

08. The development shall be carried out in accordance with the submitted flood risk assessment (ref July 2019 / 42866/4007/North / Peter Brett Associates LLP 2019 &

email "Alexandra Street Thorne 19/00099/OUTM and 19/00100/OUTM" dated 12/12/2019), and the following mitigation measures it details:

- Finished floor levels shall be set no lower than 3.5m above Ordnance Datum (AOD).
- Resistance and Resilience measures shall be included up to a level of 4.1mAOD
- All sleeping accommodation shall be above the level of 4.1mAOD (first floor and above)
- There shall be no impact on the flow of floodwaters or floodplain storage as a result of this development

These mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the scheme's timing/phasing arrangements. The measures detailed above shall be retained and maintained thereafter throughout the lifetime of the development.

REASON

To reduce the risk of flooding to the proposed development and future occupants.

09. Prior to the operation/opening of the development hereby approved, an air quality mitigation plan shall be submitted to and approved in writing by the local planning authority. This plan should demonstrate how the damage costs have been utilised to offset vehicle emissions during the lifetime of the development. Measures in any mitigation plan should be in addition to those provided as a requirement for other Planning matters. The mitigation plan should 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. No development shall take place within a stand-off distance of 3.5 (three point five) at each side of the sewer centre-line and neither should trees be planted within 5 (five) meters of the sewer centre-line.

REASON

In order to protect existing drainage networks.

11. Prior to the first submission of an application for Reserved Matters for housing development, a Design Statement should be submitted and approved in writing by the Local Planning Authority. The statement shall inform all subsequent Reserved Matters submissions for development within the site unless otherwise agreed in writing with the Local Planning Authority. The statement should follow the layout structure and principles established in the illustrative masterplan. The document to be produced shall refer to and reflect the Council's current design policy and SPD, and cover the following key detailed design matters:

- o Movement hierarchy and street types- the network of streets and car free routes and how these integrate into existing networks, using street sections and plans to illustrate the hierarchy,
- o Urban design principles- how the development will create a permeable and secure network of blocks and plots with well-defined, active and enclosed streets and spaces,
- o Legibility strategy- how the scheme will be easy to navigate using gateways, views, nodes and landmarks for orientation,

- o Residential character areas- the different areas of housing within the site and details of the key characteristics of each zone in terms of layout, scale, siting, appearance, and landscape,
- o Architectural appearance, building details and materials- how the development responds to local building traditions and / or aims to create an appropriate and distinctive new attractive appearance informed by a local character appraisal and community engagement,
- o Open space character areas- the function, appearance and design principles for each key areas of open space,
- o Vehicle and cycle parking- including details of allocated and visitor parking strategies in line with the Council's parking standards,
- o Hard and soft landscape- including street surfacing, junction treatments, street furniture, signage, management and maintenance,
- o Boundary treatments- details of front, side, rear and plot division boundaries for each street type / character area.
- o Building for Life Statement- how BFL principles are to be met by the development (applicable to residential areas).

It is recommended for further detailed advice, applicants speak to the Council prior to developing the design statement.

REASON

To ensure a consistent and co-ordinated design approach, in the interests of the satisfactory function and appearance of the development.

12. Notwithstanding the illustrative layout shown on the site plan (ref. 2018-ID-30-PL001b dated November 2018), the layout of the proposed development shall be based on the principle of ensuring realistic long-term retention of all sound and healthy trees within and overhanging the site. The siting of any proposed building, carriageway, path, wall, service run, and built or excavated earthwork shall be based on the tree survey commissioned in accordance with British Standard 5837: 2012 Trees in Relation to Design, Demolition and Construction - Recommendations and shall give full regard to the root protection area, shading potential and future growth of each tree and the aspect and topography of the site.

REASON

To ensure that appropriate trees are retained and given due consideration in site planning in compliance with core strategy policy CS16: Valuing our Natural Environment.

13. 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 in writing 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.

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

a) The Phase I desktop study, site walkover and initial assessment must be submitted to the LPA for approval. Potential risks to human health, property (existing or proposed) including buildings, livestock, pets, crops, woodland, service lines and pipes, adjoining ground, groundwater, surface water, ecological systems, archaeological sites and ancient monuments must be considered. The Phase 1 shall include a full site history, details of a site walkover and initial risk assessment. The Phase 1 shall propose further Phase 2 site investigation and risk assessment works, if appropriate, based on the relevant information discovered during the initial Phase 1 assessment.

b) The Phase 2 site investigation and risk assessment, if appropriate, must be approved in writing by the LPA prior to investigations commencing on site. The Phase 2 investigation shall include relevant soil, soil gas, surface and groundwater sampling and shall be carried out by a suitably qualified and accredited consultant/contractor in accordance with a quality assured sampling and analysis methodology and current best practice. All the investigative works and sampling on site, together with the results of analysis, and risk assessment to any receptors shall be submitted to the LPA for approval.

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

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

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

REASON

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

15. 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.

16. 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.

17. No construction of waterbodies shall be undertaken within 20m of the boundary with Network Rail unless otherwise agreed in writing with the Local Planning Authority.

REASON

In order to protect rail safety

18. The first submission of Reserved Matters for housing shall include a public open space delivery and maintenance strategy, which shall include details of the locations of open space within the overall development and the size and type open spaces, to be approved by the Local Planning Authority, and this shall be applied to all subsequent Reserved Matters submissions within the site. The first submission of Reserved Matters for housing shall also include details of the design, layout, future maintenance and arrangements for the long term retention of public open space within that phase of development and shall be carried out in accordance with the approved details.

REASON:

To ensure the adequate provision of public open space across the development.

19. 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.

20. Before any construction works are started on the application site, a Construction Impact Management Plan, indicating measures to be taken to mitigate the effects of the construction activity and associated vehicle movements upon the living conditions of neighbouring residents and highway safety shall be submitted to and approved in writing by the Local Planning Authority. The mitigation measures shall include provision for the following: the limitation of noise, the means of enclosure of the construction sites, and any proposed external security lighting installation; the control of dust emissions; the control of deposition of mud or debris on the highway, and the routing of contractors' vehicles. The mitigation measures so approved shall be carried out at all times during the construction of the development hereby approved.

REASON:

To safeguard the living conditions of neighbouring residents.

21. 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.

22. Prior to the commencement of the development hereby granted a scheme for the protection of all retained trees that complies with clause 6.2 of British Standard 5837: 2012 Trees in Relation to Design, Demolition and Construction - Recommendations shall be submitted to and approved in writing by the Local Planning Authority. Tree protection shall be implemented on site in accordance with the approved details and the local planning authority notified of implementation to approve the setting out of the tree protection scheme before any equipment, machinery or materials have been brought on to site for the purposes of the development. Thereafter, all tree protection shall be maintained in full accordance with the approved details until all equipment, machinery and surplus materials have been removed from the site, unless the local planning authority gives its written approval to any variation. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the Local Planning Authority.

REASON: To ensure that all trees are protected from damage during construction in accordance with core strategy policy CS16: Valuing our natural environment

23. Prior to the commencement of the development hereby approved full details of a scheme of landscaping shall be submitted to and approved in writing by the Local Planning Authority. Unless as shall be specifically approved by the Local Planning Authority, the landscape scheme shall include a plan indicating the planting location of all trees and shrubs; a 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 and planting density/numbers; a detailed specification for engineered 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 Class C250 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 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

These details have not been provided and are required prior to commencement of development to ensure that a landscape scheme is implemented in the interests of environmental quality and compliance with Core Strategy policy CS16.