

<b>Application</b>	6.
--------------------	----

<b>Application Number:</b>	20/01206/3FUL
----------------------------	---------------

<b>Application Type:</b>	Planning OUTLINE
--------------------------	------------------

<b>Proposal Description:</b>	Modification and extension of existing car parks, including the installation of EV Charging points.
<b>At:</b>	Scarborough House Car Park

<b>For:</b>	Andrew Gartland – Construction Services
-------------	-----------------------------------------

<b>Third Party Reps:</b>	None	<b>Parish:</b>	N/A
		<b>Ward:</b>	Town

<b>Author of Report:</b>	Jessica Duffield
--------------------------	------------------

## SUMMARY

The application relates to the proposed works to connect and expand two existing car parks at the former Scarborough House site. The proposed car park will primarily be used to provide overflow accommodation for the Council's fleet of pool cars, as well as additional staff permit holders parking.

The existing Council House Car Park, has recently been sold to South Yorkshire Police. It is expected the development of the new Police Station will commence within 12months and therefore the site will no longer be available for Pool Car parking. As such, a new location within close proximity to the Civic Office must be sought. Additionally, DMBC are moving towards replacing the existing Pool Car fleet, with a fleet of Electric Vehicles for staff to use.

A sequential assessment, which evaluated various town centre locations, has been provided. However, the application site was found the most suitable.

The site has previously been identified for future residential development in the Emerging Local Plan.

The proposal has been recommended for approval on the basis that the permission is for 5-year temporary period.

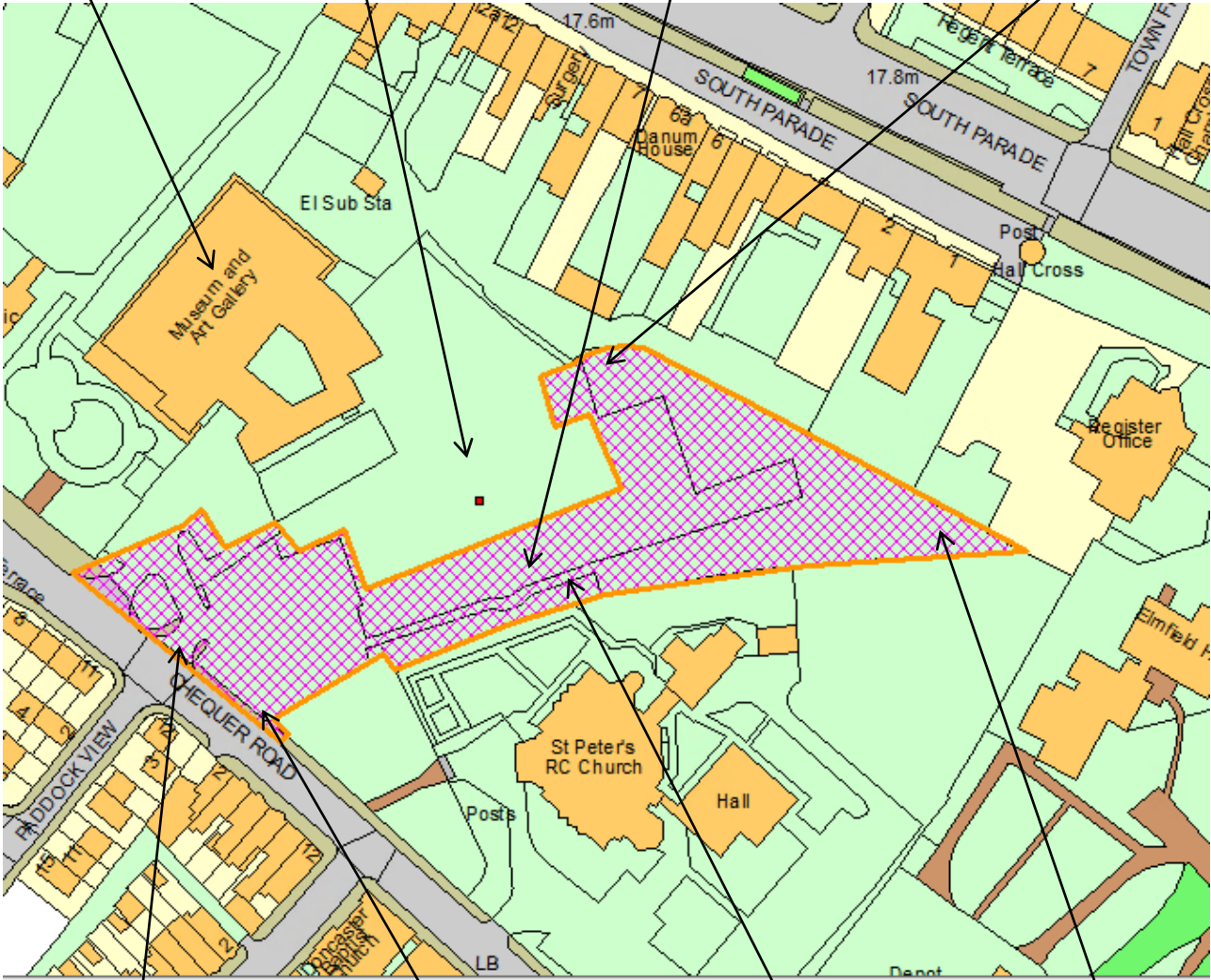
**RECOMMENDATION: GRANT planning permission subject to conditions**

Former Museum

Open Space to be retained

Application Site

Existing Exit to South Parade to be closed



Existing Car Park Entranced- accessed off Chequer Road

Proposed Site Entrance

Existing Car Parks to be connected

Existing Car Park- accessed off South Parade

## **1.0 Reason for Report**

1.1 This application is being presented to planning committee because the land is owned by DMBC and therefore the applicant is an internal Council department.

## **2.0 Proposal**

2.1 Planning Permission is being sought for the proposed works to connect and alter two existing car parks, to create one larger/merged car park, primarily to facilitate the Council's fleet of Pool Cars.

2.2 The identification and allocation of a new parking location for Council owned pool car vehicles is required. The sale of Council House car park requires the council to relocate its fleet of 39 pool cars and other vehicles to a new location within the Civic Quarter/ Town Centre.

2.3 The new parking location will support both the electrification of the Council's fleet with Electric Vehicle (EV) charging infrastructure and continue to provide access for the efficient collection and return of vehicles for Civic Office and town centre based staff.

2.4 The application site is considered to be most appropriate location, particularly given that the site is already used for car parking by DMBC staff Monday- Friday (although this is significantly underutilised). The site is within 2 minute walk of the Civic Office and is ideally located close to an electrical supply which can be used for EV Charging.

2.5 In terms of the total number of pool cars owned by the Council, this is deemed necessary in order to meet current service demands. The use of pool cars continues to be considered as the preferred option, rather than 'grey mileage' in terms of expenditure.

2.6 Currently the two car parks independently provide a total of 98 regular bays and 4 disabled bays. Following the proposed extension and alterations, the proposed Car Park will provide the following:

- 39 EV Charging Bays (19 for DMBC pool car use + 20 for public use)
- 2 Accessible EV Charging Bays
- 94 Regular Bays
- 5 Accessible Bays

2.7 The 94 regular parking bays will be for permit parking only between the hours 08:00- 18:00 Monday – Friday. These permits are primarily for Council staff, although this service may be opened up to other public sector employers. This is addressed further in the report.

2.8 The regular bays will then be used as public pay and display spaces on Saturdays between 08:00- 18:00. Outside of these hours, the regular spaces will be free to use.

2.9 19 of the 39 EV Charging Points will solely be used to park/charge the Council's future electric fleet of pool cars, in line with the Council's environmental agenda. The remaining 20 EV Charging Points will be available for public use at all times. Currently EV Charging/parking is available free of charge for a 3 hour period. At this

stage it is unclear if this will continue or will be reviewed, to give the Council the option to financially charge for EV charging/parking.

- 2.10 The proposed disabled/accessible bays are free to use by both the public and permit holders at all times, in line with the usual disabled badge holders rules, excluding the accessible EV bay.
- 2.11 The proposed plans have been amended to include additional planting, to both improve the aesthetic appearance of the car park and address concerns raised by the Conservation Officer.
- 2.12 The proposed development has been recommended for approval, subject to a condition limiting any permission to a 5-year temporary period. This is in relation to the site's aspirations to potentially facilitate residential development in the future.
- 2.13 Other works include the relocation of the existing vehicular access point, off Chequer Road, further to the south. The existing stone wall and metal railings will be removed. The stone will then be used to rebuild a new wall around the proposed pedestrian access, in the same position as the current existing access. The existing bollards which close off the vehicular access to the Museum car park will be removed, to reopen the direct access off Chequer Road.

### **3.0 Site Description**

- 3.1 The application site is in Doncaster Town Centre. The site was formerly used as Council Offices known as 'Scarborough House'. Following the development of the Civic Office building, Scarborough House was demolished. The demolition works were approved under planning references 13/02079/3DEM and 13/02088/3CAC.
- 3.2 As part of the demolition works, the two existing car parks were retained. The two existing car parks are independent from each other, separated by an area of open space, but are connected by a pedestrian footpath. The western car park is accessed directly off Chequer Road, meanwhile the eastern car park is accessed via a back lane off South Parade. Both the existing car parks are currently permit parking only 08:00 – 18:00 Monday – Friday, and Pay and Display 08:00- 18:00 on Saturdays. Outside of these hours the existing car parks are free to use.
- 3.3 A small section of the application site (the north western corner) falls within the South Parade Conservation Area. The remainder of the application site borders the Conservation Area boundary.
- 3.4 The former Museum and Art Gallery building is located to the north of the site. This building is to be retained and used for archive storage, following the recent development of the new Museum and Library building.
- 3.5 St Peter's Church lies to the immediate south of the site. Elmfield Park, which is a designated Park and Garden of Local Historic Interest and includes a Grade II Listed Asset (Elmfield House), lies further to the south of the application site.
- 3.6 The application site is within a 2-3 minute walk from the DMBC Civic Office. The site is included within the boundary of the Civic and Cultural Quarter, in which

outline planning permission was granted in March 2010 (planning ref: 08/02535/OUTA).

- 3.7 The application site abuts existing residential development, in a western and south-western direction.
- 3.8 The site is in Flood Zone 1 as defined by the Environment Agency's Flood Maps, and is therefore at low risk of flooding.

#### 4.0 Relevant Planning History

4.1 Planning History for the site as follows:

Application Reference	Proposal	Decision
81/0211/P	Retention of use of existing offices	Granted, 29/5/1981
81/1760/P	Erection of temporary extension to existing offices	Granted, 27/11/1981
86/0018/P	Retention of use of temporary offices and erection of extensions	Granted, 31/1/1986
88/1761/P	Siting of 2 no. temporary buildings for use as office accommodation in existing car park	Granted, 24/6/1988
88/2317/P	Erection of single storey office extension to side of existing buildings	Granted 16/9/1988
89/0194/P	Erection of single storey office extension	Granted, 10/2/1989
90/1276/P	Renewal of planning permission for extension to offices	Granted, 29/6/1990
90/2763/P	Erection of office extension	Granted, 30/11/1990
92/2563/P	Renewal of planning permission for extension to offices	Granted, 26/10/1992
92/3034/P	Use of Scarborough House Car Park as public car park on Saturdays only	Granted, 7/12/1992
94/0140/P	Siting of two temporary office buildings	Granted, 7/3/1994
94/0403/P	Erection of single storey office extension	Granted, 21/3/1994
94/0835/P	Formation of extension to car park	Granted, 9/5/1994
94/3031/P	Retention of office extension	Granted, 16/11/1994
94/3522/P	Erection of two rear extensions	Granted, 18/1/1995
96/0121/P	Renewal of all previous individual temporary planning permissions in respect of Scarborough House and its extensions to expire on one specific date	Granted, 18/1/1996
08/02535/OUTA (as part of a wider site)	Outline application for development of mixed use Civic and Cultural Quarter on approx 11.2ha of land (Comprising of new performance venue, public library, civic offices, A1/A2/A3/A4 retail, B1 offices, D2	Granted, with S106, 30/3/2010

	Leisure uses, C1 Hotels, C3 residential, public open space)	
13/02079/3DEM	Demolition of single storey office building	Planning Permission Not Required, 24/10/2013
13/02088/3CAC	Conservation Area Consent for demolition of single storey office building in connection with redevelopment of Civic and Cultural Quarter	Granted, 25/11/2013

## 5.0 Site Allocation

- 5.1 The site is allocated as Office Policy Area as defined by the Proposals Maps of the Doncaster Unitary Development Plan (adopted in 1998).
- 5.2 The site is also allocated within a larger parcel of land (*the application site boundary to Waterdale*) as a Development Opportunity Site. This is covered by Policy TC3.
- 5.3 National Planning Policy Framework (NPPF 2019)
- 5.4 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:
- 5.5 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.
- 5.6 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 Paragraphs 122 states that planning policies and decisions should support development that makes efficient use of land, taking into account where sustainable transport is promoting.
- 5.8 Paragraph 102 states that transport issues should be considered at the earliest stages of development proposals opportunities from existing transport infrastructure and changing transport technology and usage.

- 5.9 Paragraph 104 states that planning policies should support an appropriate mix of uses in terms of sustainable transport, to minimise the number and length of journeys needed for employment, shopping and other activities.
- 5.10 Paragraph 105 adds to this further stating that policies should take into account both the type, mix and use of development, as well as the need to ensure an adequate provision for charging plug-in and other ultra- low emission vehicles.
- 5.11 Paragraph 110 also states that developments should be designed to enable charging on plug in vehicles in safe, accessible and convenient locations.
- 5.12 Paragraph 108 states that when assessing sites it should be ensured that appropriate opportunities to promote sustainable transport modes can be taken up, given the type of development and its location.
- 5.13 Paragraph 109 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety or the impact upon the road network would be severe.
- 5.14 In terms of Town Centre development, paragraph 85 states that planning policies should allocate a range of suitable sites to meet the scale and type of development likely to needed.
- 5.15 Paragraph 120 states that planning decision need to reflect changes in the demand for land.
- 5.16 Core Strategy 2011 – 2028
- 5.17 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).
- 5.18 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:
- 5.19 Policy CS1 relates to the quality of accommodation and development within Doncaster. It makes it clear that development should be accessible by a range of transport modes. Developments should also be designed to work with their surroundings which protects and enhances the built and natural environment.
- 5.20 Policy CS14 relates to design and sustainable construction and states that all proposals in Doncaster must be of high quality design that contributes to local distinctiveness, reinforces the character of local landscapes and building traditions, responds positively to existing site features and integrates well with its immediate and surrounding local area.

- 5.21 Policy CS8 refers to Doncaster Town Centre. It states that regeneration should be focused to development opportunities at the Civic and Cultural Quarter.
- 5.22 Policy CS9 refers to Travel Choice, stating that parking in the Town Centre will be appropriately managed to support vitality and viability as well as reflecting local priorities.
- 5.23 Saved Unitary Development Plan Policies (Adopted 1998)
- 5.24 Policy TC3 states that land at Chequer Road, including the application site is identified as suitable for development. The planning brief sets out that '*the area as a whole provides scope for development to strength the commercial and cultural functions of the Town Centre.*'
- 5.16 Policy TC11 refers to the Office Policy Area which states that proposals for other uses will be treated on their merits having regard to highway safety and the relationship of the site to surrounding uses, providing that they are consistent with other policies in the plan, particularly shopping and conservation.
- 5.17 Policy TC21 states that within Doncaster Town Centre the accommodation of adequate car parking facilities should reflect the balance needed between short and long stay parking; highway capacity; environmental factors and highway safety.
- 5.18 Policy TC24 states that proposals within the town centre should be considered in relation to the Council's current car parking standards and the need to maintain commercial attractiveness.
- 5.19 Local Plan
- 5.20 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:
- Substantial
  - Moderate
  - Limited
- 5.21 The Council has now sent out the notice of examination (regulation 24 stage) and is aiming to adopt the Local Plan by winter 2020. The following policies are considered appropriate in assessing this proposal and consideration has been given to the level of outstanding objections resulting in appropriate weight attributed to each policy:
- 5.22 Policy 1 reinforces the guidance within the NPPF in that there should be a presumption in favour of sustainable development. This policy is afforded limited weight as there are outstanding unresolved objections.



- 5.23 The site is allocated under Site Ref 841 in the Emerging Local Plan, which relates to Policy 69: Key Doncaster Town Centre and Main Urban Area Mixed-Use Sites.
- 5.24 Policy 69 states that the allocation aims to become a 'central business district' that will build on the existing civic developments. Future development will include a mixture of uses including high density housing; Grade A offices; education facilities; new library; leisure uses **and additional parking provision**. Development will be expected to follow the high architectural standard and quality public realm delivered in the earlier phases. This policy can be afforded substantial weight as there are no unresolved objections.
- 5.25 Policy 15 relates to Town Centre parking and states that car parks should be managed in favour of short stay car parking with supply aligned to meet operational demand. The policy states that car park development will only be permitted where it provides efficient parking, which makes the best use of the land; is of high quality; discourages all day commuter car parking; well-designed for the provision of disabled drivers; and includes sustainable refuelling infrastructure such as EV Charging points. This policy is afforded substantial weight as there are no unresolved objections.
- 5.26 Policy 59 states that low carbon and renewable energy proposals will be supported where they have no unacceptable adverse effects on highway safety and infrastructure. This policy is afforded moderate weight as there are no significant unresolved objections.
- 5.27 Neighbourhood Plan
- 5.28 There is no Neighbourhood Plan for this area.
- 5.29 Other Material Planning Considerations
- Development Requirements and Guidance Supplementary Planning Document (SPD) (2015)
  - National Planning Policy Guidance

## **6.0 Representations**

- 6.1 This application has been advertised in accordance with The Town and Country Planning (Development Management Procedure (England)) Order 2015 as follows:
- 6.2 Site Notice- Consultation period expired 3/7/2020
- 6.3 No representations have been received in response to the application publicity.

## **7.0 Parish Council**

- 7.1 No Parish Council for this area

## **8.0 Relevant Consultations**

8.1 **Footpaths** – No response

8.2 **Public Health** – the use of electric vehicles is a positive step, although use of park and ride facilities should be maximised to encourage the use of sustainable transport.

8.3 **Ramblers Association**– No response

8.4 **Conservation**- Initially objected. Following modifications to the proposed design it is considered that the proposal will enhance the conservation area and the setting of the listed building- Condition attached regarding rebuilding of existing wall. Noted that if the proposal were to become permanent then restoration of the wall separating the car park to the back lane would need to be included in future proposals.

8.5 **Tree Officer**- No objection, conditions attached

8.6 **Highways**- No objection, number of spaces meets the Developer Guidance.

8.7 **Ecology**- No objections and no conditions

8.8 **Pollution Control** – No response

8.9 **Urban Design**- Standing objection, considers that the site should be used for housing, concerned that the proposed development could be detrimental to the long term aspiration of the site being used for residential development.

8.10 **Environmental Health**- No comments

8.11 **Local Plan**- Full Council approved the Publication version of the Draft Local Plan in July 2019 and the plan is currently going through EiP. In the Local Plan the site is identified as a mixed-use allocation, as part of the CCQ Outline Permission, site ref 841. The site is identified to provide is a housing supply in terms of both the Local Plan period and the 5-year housing land supply, which is anticipated to be developed for housing by March 2024. Emerging Policy 6 which refers to residential elements of mixed use allocations can currently only be afforded limited weight.

8.12 **Transportation**- Initial queries have been satisfied, support the development on a short term basis (5-10 years).

## **9.0 Assessment**

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

- Principle of Development
- Alternative Sites Assessment
- Allocation/Outstanding Permission
- Sustainability
- Impact Upon Residential Amenity
- Location
- Alternative Use/Urban Design Officer Objection

- Conservation
- Highways
- Trees

9.2 For the purposes of considering the balance in this application the following planning weight is referred to in this report using the following scale:

- Substantial
- Considerable
- Significant
- Moderate
- Modest
- Limited
- Little or no

### Principle of Development

9.3 The application site is allocated as Office Policy Area in the adopted UDP 1998.

9.4 Policy TC11 states that for uses other than offices, proposals will be treated on their merits in regard to highway safety and the relationship of the site to surrounding uses.

9.5 The application proposal relates to the modifications to two existing car parks, to form one larger car park which will predominantly be used to accommodate the DMBC Pool Car fleet. The main works associated with the development include the installation of an additional tarmacked area along the southern boundary of the site, to connect the two existing car parks.

9.6 On 19<sup>th</sup> September 2019, Doncaster Council Committee unanimously voted to pass the Motion to declare a Climate and Biodiversity Emergency and to establish a Local Commission,. Following this, Doncaster's Commission on the Climate and Biodiversity, , was formed. Findings from the commission will inform Team Doncaster's new Borough Strategy in 2020, which will outline opportunities to accelerate progress towards a net-zero carbon and regenerative place. The Commission published an Interim Position Statement in July 2020.

9.7 Page 10 of this document makes reference to the current activity which the Council are undertaking as part of the climate agenda and particularly refers to the replacement of Doncaster Council '*diesel pool cars and a selection of light commercial vans with electric vehicles in 2020*'. It builds on this further referring to the '*development of a dedicated EV-only fleet car park at the Council's Civic Office and the redevelopment of Scarborough House car park with 39 EV charge points (subject to planning)*'.

9.8 The proposal is part of a wider masterplan, as proposed by the Transportation/ Energy Department, which also includes developing the land to the rear of the Civic Office to provide a further 20 EV Charging spaces (the planning application for this is yet to be submitted). The development to the rear of the Civic Office will be for DMBC Pool Car charging/parking only. Due to the total number of pool cars required, not all of these can be accommodated to the rear of the Civic Office. As such the overflow EV Pool Cars (19) will be accommodated at the proposed Scarborough House development.

- 9.9 Policy TC11 makes it clear that proposals should have regard to its surroundings. The application proposal is associated with the existing office use at the Civic Building. The pool cars must be accommodated within close proximity to the office and therefore the application site is ideally located. The proposal has been amended to ensure that it appears aesthetically pleasing and does not harmfully impact the setting of the Conservation Area.
- 9.10 Taking the above considerations into account, the principle of car park redevelopment at the application site is acceptable. On balance it is considered that the temporary use of the site is capable of forming a sustainable development when assessed against UDP and Core Strategy policy. The proposal is therefore acceptable in principle, subject to other policy considerations.

#### Alternative Sites Assessment

- 9.11 The applicant has undertaken a thorough sequential test activity, analysing various potential sites within the Town Centre, which could accommodate the Council's fleet of Pool Cars. It is understood that these options papers have previously been presented to Directors and Members of the Executive Board. A summary of alternative sites and why these were disregarded have been included below:
- 9.12 Chamber Road Car Park- *already a functioning car park. However, public parking within the Civic Quarter is limited and may become over-subscribed following development of the new library and cinema. If the site is used for pool cars then a loss of income may be caused.*
- 9.13 Civic Quarter Car Park- *currently close to maximum capacity Monday – Friday, with 70+ DMBC staff on waiting list for a permit. Therefore limited capacity for pool car fleet.*
- 9.14 College Road/Cleveland Street- *site is not large enough to accommodate all of the pool car vehicles, the site is exposed with highest level of vandalism.*
- 9.15 Colonnades Car Park- *Furthest away from Civic Office, only 31 parking spaces currently available, unlikely to have surplus electricity supply capacity due to central town location.*
- 9.16 Old Civic Theatre- *high development costs due to power supply previously being removed and challenging topography, ward members previously expressed desire for the site to be used as a park. Harmful impact upon Conservation Area, established trees on the site.*
- 9.17 It is recognised that the land to rear of Civic Office (previously used as the compound for the Museum/Library development) is the Council's preferred site.. However, this site is not large enough to accommodate the entire Council pool car fleet. Therefore the application site is required to house the overflow of pool cars.

#### Allocation/Outstanding Permission

- 9.18 The site is allocated as Office Policy Area in the adopted UDP. However, in the Emerging Local Plan, the site forms part of the Waterdale, Civic and Business District Mixed Use Allocation- Site Ref 841. This relates to the Emerging Policy 69.

- 9.19 Policy 69 outlines that the Waterdale site is allocated for a mixture of uses as set out in Paragraph 5.24, which includes both high density housing and car parking.
- 9.20 Although the policy does not directly set out which sections of the allocation are to be developed for which uses, a masterplan which was approved as part of the CCQ Outline Permission in 2010 (08/02535/OUTA) does indicate an indicative overview of the land uses. In this masterplan, the application site- labelled as Parcel N- is identified as a potential housing site.
- 9.21 Table H1(A) in the Emerging Local Plan states that the allocation has a net capacity of providing 132 dwellings, of which 46 are remaining to be developed. It is recognised that a small number of these 46 units may come forward through conversions within future Waterdale developments. However, in terms of the application site, the Local Plan Team have identified the application site could accommodate approximately 33 dwellings.
- 9.22 Based on the context set out above, it is therefore recognised that the Council has aspirations for the development of the site for housing should no other sites be forthcoming in this locale.
- 9.23 In response to this, the proposed car park development will be conditioned to a 5-year temporary permission. This will mean that in the short term, the Council's fleet of pool cars can be accommodated within close proximity to the Civic Office, where the majority of the Council Staff are based. It will also allow the aspiration to replace the current fleet with electric vehicles, as set out in the position statement, can be achieved. However the temporary permission caveats the long terms use of the site and facilitates the site to come forward for housing development at a later date if required. This is therefore considered to be acceptable.

### Sustainability

- 9.24 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.
- 9.25 There are three strands to sustainability, social, environmental and economic. Paragraph 10 of the NPPF states that in order that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.
- 9.26 **SOCIAL SUSTAINABILITY**
- 9.27 Impact Upon Residential Amenity
- 9.28 Policy CS 14 (A) of the Core Strategy states that 'new development should have no unacceptable negative effects upon the amenity of neighbouring land uses or the environment' and paragraph 127 (f) of the National Planning Policy Framework states that planning decision should create places that have a high standards of amenity for existing and future users .

- 9.29 The proposed development is in close proximity to existing residential housing. Given that the application site is already in use as a car park, albeit to a lesser intensity, the proposed development is not considered to harmfully impact residential amenity.
- 9.30 The proposal does include the closing of the existing rear exit via South Parade, meaning that the only entrance point into the development will be off Chequer Road and therefore closer to the existing housing. However, as the primary use of the proposed car park is the accommodation of the Council's Pool Car fleet, these will predominantly be used during typical office hours. Therefore, limited comings and goings from the car park during anti-social hours will be caused.
- 9.31 The use of the EV Charging Points will be controlled and managed by the Council's enforcement team. Therefore it is not anticipated that proposal will encourage anti-social behaviour.
- 9.32 Overall, it is not considered that the proposed development will harmfully impact existing residential amenity. This is also reinforced by the fact the proposal relates to a temporary permission.
- 9.33 Location
- 9.34 The application site is located in a sustainable location. The site is on the southern edge of the Town Centre, in close proximity to various commercial and business uses, including those within the Civic and Cultural Quarter.
- 9.35 Although typically the use of vehicles to commute to the Town Centre is discouraged, the use of Council Pool Cars is required by various departments, in order to undertake site visits/home visits etc. Therefore, the proposed use must be within close walking distance of the Civic Office.
- 9.36 As outlined in paragraph 9.11 various other locations were analysed, however these were sequentially discounted for the reasons detailed.
- 9.37 For the purpose and nature of this application proposal, the proposed site is therefore well connected and is considered to be a sustainable location.
- 9.38 Alternative Use/Urban Design Officer Objection
- 9.39 As explained above, other Council departments have anticipated that the application site is to be developed for housing in the future. The Urban Design Officer has expressed that currently there is a lack of adequate town centre sites, such as the application site, which are available for high-quality family housing.
- 9.40 The Urban Design Officer has maintained his objection to the proposed development and provided the following comments:
- 9.41 *'Although the application seeks a temporary permission, I am concerned that the investment required for the proposal will make the car park a permanent longer term use, potentially of detriment to the regeneration of the town centre and compromise delivery of much needed family housing in the future. The fact that the EV points will be used by the public and will be a source of revenue for the Council suggests that once established through this permission, the proposal will stay*

*longer than the anticipated temporary permission albeit it will require a renewed permission.'*

9.42 *'There is an expectation that more homes would be built in the area. A number of conversions to residential are proposed in Waterdale by Lazarus, but these are unlikely to meet the remaining homes identified in the allocation or be larger family type housing which the Scarborough House site could deliver and is likely to be scarce anywhere else in the Town Centre. Emerging proposals for the remaining sites within the mixed use allocation boundary are unlikely to deliver housing (e.g. Council House Car Park/ St James Baths/ Chamber Road Car Park), so without the development of this site for housing it is likely that only a lower number of decent family homes will be delivered in the main town centre. In this respect, a car park will not help support the vibrant mixed use ambitions the allocation seeks to achieve in terms of land use in my view.'*

9.43 *'I think a better use of it would be housing (as approved and indicatively designed in the outline permission) given we don't have many 'attractive' sites in the Town Centre capable of delivering proper family housing. I appreciate why the Council have chosen this use / location but I am concerned the proposals do not make best use of land in a sustainable location.'*

9.44 Whilst the principle of the temporary permission aims to ensure that the site can be developed for housing at a later date, it is recognised that the development of the site to deliver car parking, rather than family housing, cumulatively leads to negative social impact, particularly in the short term. The temporary permission however, affords the Council to take a view on housing provision in this locale at a future date – where a decision can be taken to either make the car park permanent or whether to promote the site for future housing growth.

#### **9.45 Conclusion on Social Impacts.**

9.46 Paragraph 8 of the NPPF (2019) indicates, amongst other things, that the planning system needs to support strong, vibrant and healthy communities, by ensuring well-designed and safe built environments, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being.

9.47 In conclusion the principle of application site being used for car parking is consistent with its current use. It is considered that the proposal would not adversely affect neighbouring residential properties through excessive disturbance or loss of privacy, given the site's existing use. The application site is in a sustainable location which is well connected to the Town Centre. However, the objection raised by the Urban Design Officer in relation to the delayed availability of the site to deliver residential development does harmfully impact the social sustainability. The proposal does not detrimentally harm nor improve the social sustainability. This weights moderately in favour of the application.

#### **9.48 ENVIRONMENTAL SUSTAINABILITY**

##### **9.49 EV Charging**

9.50 The replacement of existing diesel pool cars to provide a fleet of electric vehicles, is a clear improvement in terms of environmental sustainability and will assist in reducing the carbon footprint created by the Council and its activities. Adopted

Policy CS14 states that developments should be designed so that they are environmentally responsible and well managed.

- 9.51 The proposed development will facilitate the accommodation of electric vehicles, ensuring that when DMBC staff undertake site visits etc, there will no negative impact upon the local environment caused.
- 9.52 In order to facilitate the 39 EV Charging bays, the application looks to build a small brick building, which will house the electrical equipment. The location and design of this has been amended following initial concerns raised by both the Urban Design and Conservation Officer.
- 9.53 The building has been relocated to be within the car park/tarmacked area boundary, rather than within the existing open grassland.
- 9.54 The EV Charging bays will be positioned along the northern boundary of the car park, two of which will be accessible bays.
- 9.55 Conservation
- 9.56 Policy CS15 states that proposals will be supported which protect or enhance the heritage significance and setting of the borough's heritage assets. Initially the Conservation Officer raised concerns regarding the design of the development. The concerns particularly related to the proposed access via South Parade and the position of the electrical equipment building. The plans have been amended to address these concerns.
- 9.57 A new brick/stone wall, to match the existing, will be built to close off the existing car park entrance from South Parade. The new wall will be built from stone sourced from the demolition of the existing wall on Chequer Road. By sealing off the South Parade exit, this will reduce the amount of cars using the back lane and therefore reducing the impact of traffic flow on the character and appearance of the Conservation Area and the listed buildings within it. This is considered to be suitable and addresses the concerns raised.
- 9.58 As referred to above the proposed building has also been relocated to be within the built form of the site, against the above mentioned new wall. This will therefore be shielded from the listed buildings and the CA making it less impactful.
- 9.59 The amended plans also include increased planting on the eastern part of the site, as recommended by the Conservation Officer. The proposal also includes the building of a new stone wall along Chequer Road, using reclaimed materials, to soften the appearance of the car park, whilst being in-keeping with the surroundings.
- 9.60 Overall the proposal is now considered to enhance the Conservation Area and is therefore in accordance with the relevant policies, subject to the attached condition.
- 9.61 However, the Conservation Officer has noted that should the proposal become permanent then the future works should include the restoration of the wall separating the car park to back lane. This will be assessed at the appropriate time.



## 9.62 Highways

9.63 The Highways DC Officer has reviewed the proposal. The proposed development has included the required number of accessible spaces and is in accordance with the relevant guidance. The Officer is therefore in support of the application and has no further comments.

## 9.64 Trees

9.65 The Tree Officer has reviewed the application proposals. In terms of planting, due to the temporary nature of the proposal, a combination of low to medium height shrubs have been proposed, throughout the car park. Isolated higher shrubs have been used in particular places. The previously proposed mature/high quality trees have been removed as this was seen to constrain the long term of availability of the site to deliver residential development.

9.66 A proposed planting plan/scheme has been provided. The Tree Officer is supportive of the proposed landscaping and agrees that the planting improves the aesthetic appearance of the car park.

9.67 The proposal will not impact the existing trees which are located around the site boundary, although these should be protected during construction. Two conditions have been proposed.

## **6.68 Conclusion on Environmental Issues**

9.69 Paragraph 8 (c) 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 The application proposal is not considered to harmfully impact the environment and helps to address the climate change agenda. The proposed development will facilitate the accommodation of the Council's future fleet of EV Pool Cars, which will therefore improve the Council's output in terms of carbon footprint, and will be in accordance with Emerging Policies relating to climate change.

9.71 The application causes no harm upon the Conservation Area or nearby listed assets. Both the Tree Officer and Highways Officer are in support of the application given the positive impacts. Therefore the proposal will have a positive impact upon the environment. This weights substantially in favour of the application.

## **9.72 ECONOMIC SUSTAINABILITY**

9.73 As outlined in the introduction, the proposed car park expansion will in turn create a potential economic investment in terms of the public use associated with the car park.

9.74 Whilst the purpose of the development is primarily to deliver new accommodation for DMBC Pool Cars, parking permits for the regular bays will be available to Council staff, as a continuation of the current service at the site. However this

offer could in future be opened up to other public section partners such as SY Police, particularly during the construction phase of the new Police Station. This could create an additional revenue during the temporary use of the site.

9.75 The proposed development will create additional chargeable public car parking available on Saturdays. Given the recent developments within the Civic Quarter, including the new library and museum, and cinema, this is now likely to be in higher demand.

9.76 19 of the 39 proposed EV Charging Points will be restricted to DMBC vehicles only. The remainder of these bays will be available for public use. The enforcement team will penalise any non-EV vehicle which parks in an EV parking bay. Currently EV Charging/parking is available free of charge for a 3 hour period. At this stage it is unclear if this will continue or will be reviewed, to give the Council the option to financially charge for EV charging/parking.

### **9.77 Conclusion on Economy Issues**

9.78 Paragraph 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.

9.79 The economic benefit of the proposal is of moderate benefit. The proposal will create an additional provision of chargeable parking in the form of both permits and public parking. The proposal does not directly create investment into the wider economy of the Borough but will create a limited amount of revenue for the Council. For this reason weighs moderately in favour of the development.

## **10.0 PLANNING BALANCE & CONCLUSION**

10.1 In accordance with Paragraph 11 of the NPPF (2019) the proposal is considered in the context of the presumption in favour of sustainable development. Officers have identified no adverse economic, environmental or social harm that would significantly or demonstrably outweigh the benefits identified when considered against the policies in the Framework taken as a whole. The proposal is compliant with the adopted development plan and adopted policies and there are no material considerations which indicate the application should be refused.

## **11.0 RECOMMENDATION**

### **11.1 GRANT planning permission subject to conditions:**

01. The temporary use of the site for the proposed development hereby granted consent shall be for a limited period of five years from the date of this decision. At the end of this period, the land shall be restored in accordance with a scheme to be submitted to and approved in writing by the Local Planning Authority.

REASON

To assess the cumulative future impact of the proposed development and its impact upon the availability of housing sites within the town centre.

02. The development hereby permitted shall be carried out in complete accordance with the details shown on the amended plans referenced and dated as follows:

Proposed Plans, Proposal, Drawing No: A02, Received 21/9/2020

Site Plan, Location Plan, Drawing No: A01, Received 21/9/2020

Proposed Plans, Planting Plan, Drawing No: L01, Received 21/9/2020

Proposed Plans, Parking Allocation, Drawing No: A03, Received 21/9/2020

#### REASON

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

3. Prior to commencement of relevant works details of the wall that will seal up the entrance to the car park from the back lane to South Parade shall be submitted to and approved in writing by the Local Planning Authority. Details shall include materials and coursing/banding. The wall shall be stone on the side facing the back lane and use salvaged stone from the wall to be demolished on Chequer Road and be brick facing the car park to match existing unless otherwise agreed in writing by the Local Planning Authority. Samples of the brick and any additional stone shall be provided on site for approval of the Local Planning Authority. Works shall be carried out in accordance with approved details.

#### REASON

To protect the setting of the adjoining listed buildings and to enhance the Doncaster – South Parade Conservation Area.

4. No development or other operations shall commence on site in connection with the development hereby approved (including tree pruning, ground works, soil moving, or any operations involving the use of construction machinery) until a detailed Method Statement has been submitted to and approved in writing by the Local Planning Authority. No development or other operations shall take place except in complete accordance with the approved Method Statement. The Method Statement shall be prepared by a competent arboriculturist in accordance with British Standards Institute 5837: Trees in relation to design, demolition and construction (2012) and the council's Supplementary Planning Document 'Planning for Trees

and Hedgerows on Development Sites in Doncaster' and shall include full details of the following:

- Installation of a tree protection fencing scheme
- Siting of materials and plant storage areas and site cabins
- Specification for facilitation tree work (if required)
- Excavation, root pruning and the installation of underground service around/in the vicinity of retained trees

#### REASON

To prevent damage to trees shown for retention on the Approved Plan

5. The planting scheme shown on Planting plan Drawing L01 hereby approved in writing by the Local Planning Authority, shall be implemented in the first available planting season after commencement of development. The local Planning Authority shall be notified in writing within 7 working days of completion of the landscape works to the required standard and the completion shall be subsequently approved in writing by the Local Planning Authority. The approved scheme shall be maintained for a minimum of five years in accordance with BS 8545: 2014 Trees: from nursery to independence in the landscape - Recommendations. Any landscape which is defective, damaged or removed within five years of establishment shall be replaced.

#### REASON

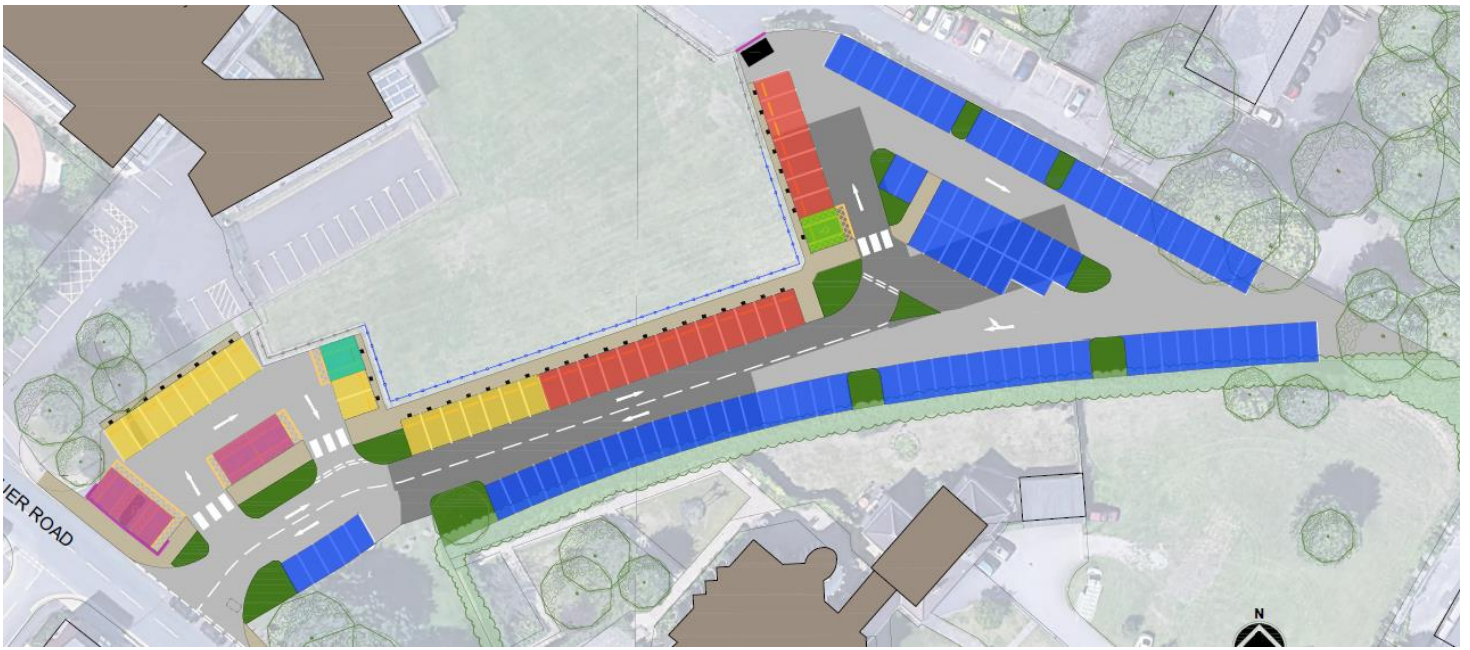
In the interests of environmental quality

**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- Site Layout



## APPENDIX 2- Allocation Plan



-  Regular Parking - Permit parking only, 08:00 till 18:00, Monday to Friday and Pay and Display on Saturday, 08:00 till 18:00. Free outside these hours.
-  Disabled Parking - Bays are free to use, for all, any time.
-  EV Parking - Permit only
-  Disabled EV Parking - Permit only
-  EV Parking - Available to the public at all times
-  Disabled EV Parking - Available to the public at all times