

## PLANNING COMMITTEE - AMENDMENTS TO THE AGENDA

**Committee Date:** 13<sup>th</sup> October 2020

**Officers Present:** Roy Sykes – Head of Planning, Garry Hildersley – Planning Development Manager, Mel Roberts – Principal Planning Officer, Dave Richards – Principal Planning Officer, Mark Sewell – Principal Planning Officer, Hannah Wilson – Principal Planning Officer, Mary Fleet – Senior Planning Officer, Roisin McFeely– Senior Planning Officer, Jess Duffield – Senior Planning Officer, Stacy Cutler – Senior Legal Officer, Amber Torrington – Governance Officer

Agenda Item No. and Application Reference	Notes
ITEM 1 19/02977/FULM	<p><b>Application description: Erection of residential development (Use Class C3), internal access roads, car parking, open space and associated works.</b></p> <p><b>Location: Land off Watch House Lane, Bentley</b></p> <p><u>Further information</u></p> <p>The applicant has submitted further information on highway matters, including vehicular access and egress, suitability of Fairfield Road, car parking provision and traffic surveys (see attached note by Fore). If Committee feel it is necessary, the applicant is offering a bond of £10,000 to be used by the Council in the event that parking restrictions are required along Fairfield Road following occupation of the development. The applicant has also submitted further information on space standards, open space provision and matters relating to the status of the Development Plan (see attached note by Quod).</p> <p><u>Request to Speak</u></p> <p>Ken Murray and Stephen Benstead are to speak in opposition to the application.</p> <p>Tim Waring of Quod (Planning agent) is to speak in support of the application. The applicant, transport consultant and architect will also be available to answer questions if needed.</p>
ITEM 2 19/02626/FULM	<p><b>Application description: Erection of 156 dwellings &amp; associated infrastructure &amp; landscaping proposals (amended plans)</b></p>

	<p><b>Location: Plot 6, Lakeside Boulevard, Lakeside, Doncaster, DN4 5PL</b></p> <p><u>Request to Speak</u></p> <p><u>Change in speaker for the applicant</u></p> <p><b>Lydia Sadler</b> – DLP (Planning Consultant) to speak in support of the application.</p> <p>The applicant (Keepmoat) will be available to allow any questions to be answered, in addition to transport and ecology consultants.</p>
<p>ITEM 3 19/02884/FULM</p>	<p><b>Application description: Use of land as a commercial crane hire business including re profiling of ground levels, construction of a new office and welfare building, workshop, prep, blast and paint areas, crane tracks, car parking, landscaping and means of access.</b></p> <p><b>Location: Land At Former Blaxton Quarry, Mosham Road, Auckley</b></p> <p><u>Request to speak</u></p> <p>Barry Lifsey to speak in opposition to the application</p> <p><u>Additional conditions</u></p> <p>Upon construction of the approved cranes TC1 and TC2, and prior to them being brought into use, a Line of Site Radar assessment must take place to assess radar interference, and suggest suitable mitigation measures. The assessment shall be submitted to and approved in writing by the Local Planning Authority, in consultation with Doncaster Sheffield Airport. The development will be carried out in accordance with the approved details.</p> <p>REASON: In the interests of air safety</p> <p>If during the construction process another mobile or fixed crane is to be used to erect the structures TC1 and TC2 and is taller than those structures themselves, a separate assessment of the impact upon radar at Doncaster Sheffield Airport will be carried out and submitted to and agreed in writing by the Local Planning Authority in consultation with Doncaster Sheffield Airport. The development will be carried out in accordance with the approved details</p> <p>REASON: In the interests of air safety</p>

	<p><u>Amended condition</u></p> <p>20. No development shall take place until details of external lighting have been submitted to and approved in writing by the local planning authority. The external lighting shall be installed in accordance with the approved details and thereby retained as such unless a variation is subsequently submitted to and approved in writing by the local planning authority.</p> <p>REASON</p> <p>To ensure that the proposed lighting scheme safeguards the character of the area and/or the living conditions of neighbouring residents, having regard to the effects of the proposed illumination, and in the interests of air safety.</p>
<p>ITEM 4 19/01500/OUT</p>	<p><b>Outline application for mixed use development to include B1 (Business), D1 (Non -residential institutions), D2 (Assembly and leisure) uses in addition to A3 use (Food and drink) ancillary to the office unit (Approval being sought for access)</b></p> <p><b>Location: Land at South End, Thorne, DN8 5QP</b></p> <p><u>Request to speak</u></p> <p>Councillor Joe Blackham to speak in opposition to the application Diane Holgate to speak in support of the application</p>

# Technical Note: Response to Highway Comments at Planning Committee

28 September 2020  
Version 1.2  
Issue



## Introduction

The purpose of this note is to respond to highway comments provided at the Planning Committee meeting on Tuesday 15 September 2020. The comments raised included the following:

- Vehicular access and egress.
- Suitability of Fairfield Road.
- Car parking provision.
- Transport surveys used for the assessment work.
- Impact of potential use of Halifax Crescent as an alternative to Watch House Lane.

These issues are summarised in this note.

## Vehicular Access and Egress

When preparing the application proposals, the feasibility of accessing the site was considered in detail. The following options were identified:

- **Provision of a mini roundabout located on Watch House Lane to the north-west corner of the site.** The proposal involved physically blocking the existing section of Fairfield Road at the northern end to meet junction spacing requirements. Dedication of a significant part of the site as public highway would also be required, as well as the potential loss of 10 residential dwellings. Given the significant economic costs associated with this proposal, in addition to the reasons outlined above, the option was rejected.
- **Access to the site from Queens Drive (located to the east of the site) via a new road crossing the Trans Pennine Trail.** To accommodate the new road crossing, the Trans Pennine Trail would be severed, as well as the removal of a significant number of trees in the nearby area, and access through industrial premises would be

required. In addition to the high costs associated with this option, and the issues created for residents off Queens Drive / Haslemere Grove, this option was rejected on the basis it would not receive public support and would not be accepted in highways terms.

- **Access to the site from Watch House Lane, opposite the existing Hastings Place Persimmon site access.** This option would result in a crossroads-type arrangement to the north-east of the existing junction of Watch House Lane and Fairfield Road. This proposal would fail to meet the design standards for junction spacing, as well as the parameters required for a crossroads junction outlined in the South Yorkshire Residential Guide.

**Following assessment of these options, it was concluded that the most appropriate location for vehicular access to the site is as proposed within the planning application, via the existing access point onto Fairfield Road, located approximately 65m to the south of the existing Fairfield Road / Watch House Lane junction.**

Suitable visibility is available along Fairfield Road. However, as part of the proposed arrangements, a scheme of road markings will be provided at the Watch House Lane / Fairfield Road junction to improve visibility for drivers turning from Fairfield Road in line with surveyed speeds (detailed separately below).

**The access proposals were discussed with the Council's planning and highways officers at the pre-application stage, through consideration of the planning application, and have been subject to an independent Stage 1 Road Safety Audit.**

**The proposed arrangements and the findings of the Road Safety Audit are accepted by the Council's highways officers.**

## Suitability of Fairfield Road

Given the identified access options, the suitability of Fairfield Road to accommodate the development as well as existing traffic was investigated in detail through the preparation of the planning application in discussion with DMBC's highways officers.

The existing carriageway width of Fairfield Road (approximately 5.2m) is more than sufficient for two large cars to pass each other, as well as for the occasional use of fire appliances and refuse vehicles. Relevant technical guidance used by the Council (the South Yorkshire Residential Design Guide) states that for conventional streets with a design speed of 20mph or less, a "*minimum carriageway width of 4.8 metres is needed for two cars to pass with some care*". The submitted Transport Assessment demonstrates that the necessary vehicles manoeuvres (including emergency access) would be satisfactorily accommodated, and this is accepted by DMBC's highways officers.



The proposed access arrangement has been subject to an independent Stage 1 Road Safety Audit and no road safety concerns have been raised by the auditors regarding the existing width of the Fairfield Road carriageway. **The proposed access arrangements and the findings of the Road Safety Audit have both been accepted by the Council's highways officers.**

Increasing the width of the Fairfield Road carriageway was considered, however it was not considered to be appropriate for the following reasons:

- Widening the carriageway would have the effect of encouraging additional through traffic to use the route via Halifax Crescent to York Road, and potentially also encouraging higher traffic speeds. Both are clearly undesirable outcomes to the community. In contrast, the existing carriageway width represent an appropriate means of discouraging through traffic and high vehicle speeds.
- Widening the carriageway would require diversion of existing utilities in the footway. Although this would be technically feasible, the costs of doing so would be of a scale that means the development becomes uneconomic.

**In summary, Fairfield Road currently provides access to and from an established residential area and in its existing form is considered to be entirely suitable for the purposes of accessing the development residential dwellings.**

**There is no road safety reason why the proposals are not acceptable and on this basis there is no need to increase the carriageway width.**

**This conclusion has been accepted by the Council's highways officers.**

Notwithstanding this, the risk of additional vehicles parking on Fairfield Road was raised by Members, with concerns that this could potentially impede access for vehicles travelling along Fairfield Road. There are no current kerbside parking restrictions in place on Fairfield Road between the junction of Watch House Lane and the proposed site access. It is suggested that a suitable scheme of kerbside controls could be put in place through lining and signing, promoted through a Traffic Regulation Order (TRO) to prevent such issues arising on Fairfield Road in the future.

If Members consider it to be necessary, the developer is willing to provide a financial contribution to allow the Council highways department to implement a future TRO on Fairfield Road between Watch House Lane and the proposed site access to introduce kerbside restrictions, including limiting parking where necessary. The scheme would comprise implementation of lining and signing to ensure that inappropriate parking on Fairfield Road does not arise in the future.

## Car Parking Provision

For this development, it is proposed that 100 parking spaces will be provided. This consists of 40 spaces for 2-bed units (40no proposed), 40 spaces for 3-bed units (20no proposed), plus 20 dedicated spaces for use by visitors.

The overall proposed parking provision is slightly lower than would be expected in line with the Council's guidance. However, **the site is in a sustainable location within the urban area of Doncaster, and is clearly accessible by sustainable modes of travel. It will be possible for future residents to travel for a wide range of purposes without reliance on owning a car, in accordance with local and national planning policy.**

Bus stops on Watch House Lane and York Road are located within convenient walking distance of the site and are served by a high frequency of buses. The site is a walking distance of around 1.0km from Bentley rail station, which is readily walkable within 12 minutes. In addition, a range of facilities and amenities (including schools, retail, and leisure facilities) are located within a convenient walking distance of the site.

Residents who choose to live at the site will be made aware of the level of parking provided through the leasing process, and therefore it can be expected that prospective residents will consider parking availability through their decision to live at the development accordingly. Furthermore, through the travel plan, residents will be provided with information to encourage and promote the use of sustainable modes. On this basis it is reasonable to suggest that not all future residents of the site would require a car parking space.

Car parking provision has been discussed with the Council's planning and highways officers at the pre-application stage and through consideration of the planning application. Overall, **the proposed quantity of car parking spaces is adequate, given the location and accessibility of the site by all modes of travel. The proposed level of car parking provision is accepted by the Council's highways officers.**

## Traffic Surveys

Traffic data used for the purposes of the Transport Assessment was collected in accordance with relevant technical guidance and to a methodology discussed and agreed with the Council's highways officers through preparation of the planning application.

The approach is summarised in the following sections.

### Turning Count Surveys

Base traffic flows were derived from a fully classified turning count survey undertaken during peak times (07:00 to 09:00 and 15:00 to 18:00) on Thursday 5 September 2019, at

the Watch House Lane / Fairfield Road / Dominion Road junction. The traffic survey was carried out with no recorded incidents or disruptions likely to affect the results.

The peak hours (representing the hour with the maximum hourly flow observed) were:

- AM Peak Hour: 07:30-08:30.
- PM Peak Hour: 16:00-17:00.

For robustness, surveyed peak hour flows were used for the purposes of the Transport Assessment submitted with the planning application.

Development traffic flows are considered on the basis of the development peak hours during the AM and PM peak periods, as 08:00-09:00 and 17:00-18:00.

The periods considered in the Transport Assessment represent the weekday hours with the maximum combination of existing and development-related traffic. The peak hours identified for existing and development-related traffic do not match exactly and, as such, the assessment can be considered extremely robust; in practice traffic flows are likely to be more dispersed than as forecast in the assessment.

### Automatic Traffic Count

An automatic traffic count was undertaken west of the Watch House Lane / Fairfield Road junction to gather volumetric and speed data over a period of 7 days between 5 and 11 September 2019, in accordance with the relevant technical guidance for measuring speeds to determine visibility requirements. The survey results confirmed 85<sup>th</sup> percentile speeds on Watch House Lane of 32.7mph and 26.8mph in the eastbound and westbound directions respectively.

As part of the proposed access arrangements, road markings will be provided at the Watch House Lane / Fairfield Road junction to provide a 'build out' and improve visibility for drivers turning from Fairfield Road. With these works in place, visibility splays of 2.4m x 43m would be achievable at the junction, which is in accordance with the urban nature of the surroundings and the surveyed speeds.

These works were reviewed through the independent Stage 1 Road Safety Audit, the conclusions of which have been accepted by DMBC highways officers.

### Halifax Crescent

Concerns were raised at the public consultation event held prior to submission of the planning application related to drivers using Halifax Crescent to avoid queuing at peak times on Watch House Lane.

Based on trip rates derived from comparable developments, the development is expected to generate approximately 1 vehicle trip every 2 minutes in the peak hours, which is not considered to represent a significant impact on the operation of the highway network.

However, given the concerns raised, site observations and queue length surveys were undertaken in the AM and PM peak periods on Thursday 5 September 2019 on Watch House Lane and Halifax Crescent as part of the preparation of the Transport Assessment.

The surveys indicated:

- There is evidence of vehicles travelling to/from York Road rerouting via Halifax Crescent to avoid queues on Watch House Lane. A maximum of 5 vehicles was recorded during one 5-minute interval, though generally through the peak periods typically 1 or 2 vehicles were observed in each 5-minute period.
- No vehicles associated with residents of the Hastings Place Persimmon development were observed to use Fairfield Road as a result of queues on Watch House Lane. This suggests that residents in the immediate area currently prefer to use Watch House Lane than the route via Halifax Crescent.
- Queuing on Halifax Crescent (for access to York Road) occurred infrequently, and only at times of peak queues on Watch House Lane. Such queues were generally observed to clear during the next green phase at the signals, but on occasion fully cleared by the following green phase. It is not considered desirable to increase green time for Halifax Crescent to reduce these queues; in practice this would potentially encourage use of Halifax Crescent by through traffic, and in turn reduce green time available for the York Road approaches to the junction, which would have significant impacts on the operation of the wider network.

## Summary and Conclusion

- Safe and efficient vehicular access can be accommodated from the existing access on Fairfield Road. The proposed arrangements and the findings of an independent Road Safety Audit undertaken in respect of the arrangements have been accepted by DMBC's highways officers.
- Notwithstanding this, if Members consider it to be necessary, the developer is willing to provide a financial contribution to allow the Council to implement a future TRO on Fairfield Road between Watch House Lane and the proposed site access to introduce kerbside restrictions, including limiting parking where necessary.
- The proposed car parking provision is acceptable given the sustainable location of the site, which means it will be possible for future residents to travel for a wide range of purposes without reliance on owning a car.



- Traffic surveys used for the Transport Assessment were undertaken in accordance with the relevant technical guidance and are fit for purpose.
- The development is expected to generate approximately 1 vehicle trip every 2 minutes in the peak hours. Such an impact is considered unlikely to significantly affect the operation of the highway network.

**Overall, it is concluded that the transport impacts of the development are acceptable and there are no highway safety reasons why development should not proceed.**

**This conclusion is accepted by the Council's highways officers in their consideration of the application.**



## Note

### Watch House Lane – Note to Planning Committee

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#### 1 Introduction

- 1.1 This Note provides further information to the Committee Members in relation to the planning application at Watch House Lane.
- 1.2 It addresses the comments and requests for further information by Members on the Planning Committee of 15<sup>th</sup> September 2020 comprising:
  - Space standards
  - Open space
  - Consideration against adopted and draft local plan

#### 2 Space Standards

- 2.1 Members commented that the internal space standards did not meet the Nationally Described Space Standards (NDSS).
- 2.2 DMBC adopted policy on space standards is set in the South Yorkshire Residential Design Guide (SYRDG) SPD. The space standards of the proposed homes are in accordance with the Doncaster's SYRDG SPD standards.
- 2.3 DMBC intend to adopt the NDSS within their emerging Local Plan under draft Policy 46. The emerging Local Plan is yet to go through examination and is still subject to objection, with specific objections to draft Policy 46. In these instances, the NPPF (paragraph 48) notes that little weight should be given to emerging policies with unresolved objections, as such, the emerging Local Plan carries little weight.
- 2.4 Indeed, we note that DMBC have recently consented a number of schemes which do not meet the NDSS, including application reference: 19/01170/FULM consented in January 2020. In a further application (reference: 19/01982/FULM, consented in July 2020), 18% of the dwellings fell below the SYRDG SPD standards.
- 2.5 The homes proposed comprise a mix of semi-detached and terraced houses of two storeys.
- 2.6 BtR homes are designed to be far more efficiently laid out. As such, the design of the scheme has been driven by an efficient use of the floorspace, through open plan living and reducing the circulation areas.
- 2.7 The layouts for all housing types are arranged in a similar way. The ground floor comprises an open plan living/dining/kitchen area that opens onto the rear gardens, along with a downstairs WC. At the first floor, the configuration comprises a compact landing from which the family bathroom and two or three bedrooms are accessed. Indeed, the three bed homes comprise an en-suite, in addition to the family bathroom and ground floor WC.
- 2.8 Figures 1 to 3 below show the internal layouts of the proposed homes, demonstrating the efficient layout and open plan living.



## Note continued

Figure 1: House Type A (2 bed)

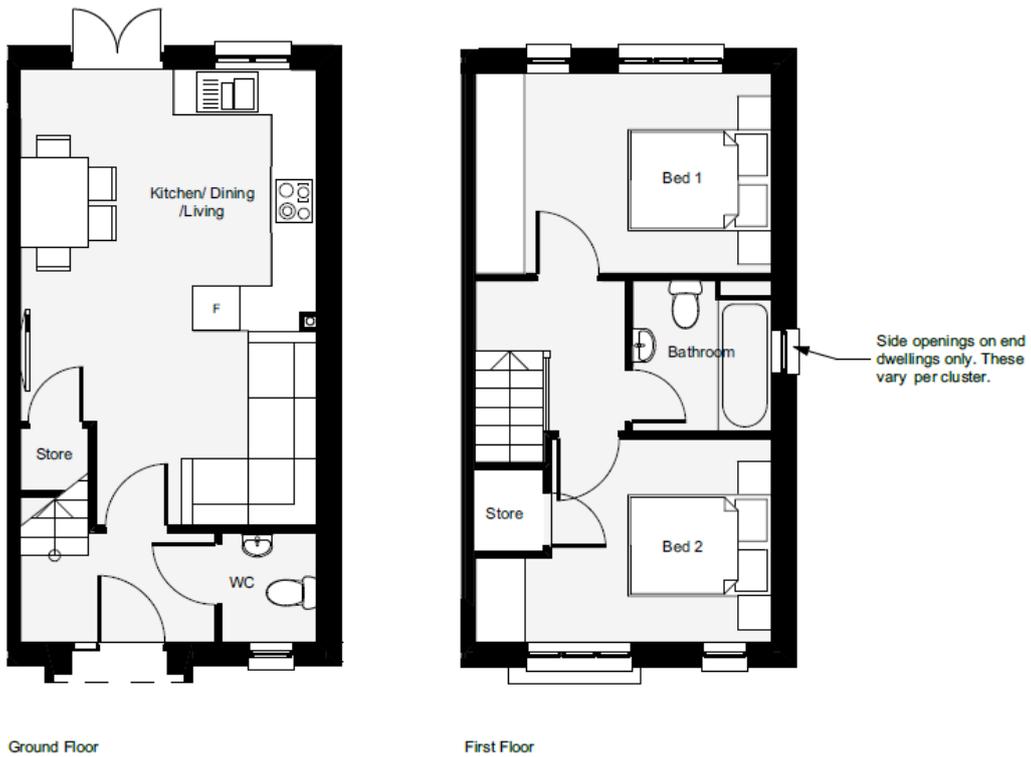


Figure 2: House Type A (with undercroft) (2 bed)





## Note continued

Figure 3: House Type B (3 bed)



2.9 The nature of BtR homes are for short term rentals (i.e. from 6 months up to 3+ year tenancies), catering for the growing sector who want to rent, or are currently unable to get onto the property ladder. As such those who wish to rent at the development will do so if the home is suitable for their needs and space requirements and is appropriately priced.

2.10 When compared to build-to-sell models, BtR has a much lower rate of return, which can create viability issues. Applying the NDSS to BtR in the same manner as traditional market products can place undeliverable demands on the design, in turn impacting on the deliverability of new homes in this sector and impacting on the financial contributions that are proposed as part of this application.

2.11 The internal spaces standards for the proposed BtR homes, which meet DMBC's adopted SPD standards, are therefore appropriate in this instance and provide high-quality amenity and living conditions for future residents.

### 3 Open Space

3.1 Members commented on the amount of open space provided within the scheme.

3.2 Each home includes a private rear garden, all of which include the 10m deep distance requirement. The majority of gardens meet the minimum private garden space requirement of 50sqm for two-bed homes and 60sqm for three-bed homes, and in many cases far exceed these standards, providing more than twice the required standard. Only six out of the 60



## Note continued

gardens fall marginally below these standards (between 14% and 6% below the minimum required) due to the orientation of the Site or to provide bike/bin access to gardens.

- 3.3 Adopted planning policy requires 10-15% of the total site area of new developments to be laid out as open space. The development also includes a generous amount of communal open space for use of all new residents, including provision of informal play space, amounting to 10.3% of the total site area. A financial contribution is provided to address the shortfall of 4.7%.
- 3.4 The open space provided within the scheme is centrally located, highly usable, and will provides visual amenity to the new residents within the scheme.
- 3.5 Indeed, there is also significant amounts of open space within the area, including the Trans Pennine Trail to the east of the Site in which connections will be made to increase access for existing and new residents within the area.
- 3.6 The development therefore provides appropriate and well laid out levels of private and communal open space and amenity areas, in accordance with DMBC's adopted standards.

## 4 Consideration against adopted and draft Local Plan

- 4.1 In addition to the topics discussed above, Members queried the consistency of the consideration of the application against both the adopted and emerging Local Plan in respect of the principle of the site's development for residential use and the internal space standards.
- 4.2 The emerging Local Plan seeks to remove the Employment Policy Area (EPA) allocation from the site, instead designating it within a 'Residential Policy Area'. This shows DMBC's future direction of travel for the site, acknowledging the site is no longer suitable, appropriate or necessary for employment, instead acknowledging its suitability for residential having regard to the changing nature of the surrounding area to primarily residential uses.
- 4.3 Notwithstanding the emerging Local Plan, the principle of residential development at the site is determined having regard to the currently adopted Local Plan (comprising the saved UDP Policies and Core Strategy) and other material considerations, and most notably in this case the NPPF.
- 4.4 In this regard, the site has been left vacant and marketed for 13 years for commercial development. This has concluded that the level of interest in the Site from industrial operators and developers was very poor, with no credible offers received. It is evidenced from the marketing carried out that the Site is not viable or suitable for employment development. This clearly demonstrates that there is no reasonable prospect of the Site coming forward for employment uses. In such cases the most up to date national policy, which post-dates the Local Plan by 22 years, is the NPPF. Paragraph 120 of the NPPF requires local planning authorities to take a positive approach to applications for alternative uses and more appropriate uses, which in this case is residential.
- 4.5 Whilst the development may be inconsistent with Saved UDP Policy EMP6, the Policy does not preclude other uses from coming forward within EPA.
- 4.6 The provision of residential on the site is, therefore, appropriate in view of adopted local and national planning policy.



## Note continued

4.7 As addressed within the above, the space standards for the homes are also in accordance with DMBC's adopted SPD standards and not the emerging Local Plan, which carries little weight at this current stage.

### 5 Summary

5.1 In conclusion, the internal space standards will provide high-quality, open plan living conditions for future residents meeting DMBC's adopted space standards. The scheme also provides generous private external gardens, the vast majority far exceeding the required standards, as well as communal open space provision along with off-site financial contributions, in accordance with DMBC policy requirements. The scheme has been considered against the relevant adopted local and national planning policy.