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Application Number:	20/03480/FUL
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Application Type:	Planning FULL
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Proposal Description:	Erection of two semi-detached dwellings
At:	Land adjacent to 36 Ivanhoe Road Edenthorpe Doncaster DN3 2JG

For:	Mr Nigel Parkin
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Third Party Reps:	1 objector, 0 supporters	Parish:	Edenthorpe Parish Council
		Ward:	Edenthorpe and Kirk Sandall

Author of Report:	Jacob George
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SUMMARY

This application seeks planning permission for the erection of a pair of 3-bedroom semi-detached houses to the side of 36 Ivanhoe Road in Edenthorpe. The application is presented to Planning Committee at the request of ward member Councillor Andrea Robinson.

The proposal has been amended since the original submission, to revise the internal layout as well as change the design of the roof, porches, front windows and driveway. The development is now considered to be acceptable in terms of residential amenity, visual impact and highways impact, and would provide two new homes without causing any substantial harm to the street scene or the wider neighbourhood. There are no material planning considerations that would demonstrably suggest that the application should be refused.

RECOMMENDATION: GRANT planning permission subject to the imposition of suitable conditions.

Public footpath

Electricity substation



Application site

36 Ivanhoe Road
(existing garden to be subdivided)

35 Ivanhoe Road –
existing bungalow
(home of objecting resident)

1.0 Reason for Report

- 1.1 This application is being presented to Planning Committee at the request of Councillor Andrea Robinson, ward member for Edenthorpe and Kirk Sandall.

2.0 Proposal

- 2.1 Planning permission is sought for the erection of a pair of semi-detached houses to the side (north) of 36 Ivanhoe Road. The dwellings would feature hipped roofs finished in red roof tiles, with the walls finished in red brickwork. Each dwelling would have three bedrooms, with living and kitchen space downstairs and a small porch to the front. Externally, the two dwellings would be served by private gardens to the rear and block paved driveways to the front, providing off-street parking spaces for two vehicles per house.
- 2.2 The proposal has been revised since the original submission, in response to feedback from the case officer and from Highways Development Control. The first floor layout has been amended to relocate the main bedrooms to the front of the house, as this results in a better outlook from the habitable rooms in the dwellings (as explained later in this report). The roof form, front windows and front porches have all been amended to result in a design more in keeping with the street scene. The layout of the driveways and front landscaping has been revised to ensure appropriate visibility splays for vehicles egressing from the site.

3.0 Site Description

- 3.1 The application site comprises a substantial private garden to the side of 36 Ivanhoe Road. To the north of the site is a narrow footpath separating the plot from 34 Ivanhoe Road. To the north-east corner of the site is an electricity substation, which would be retained following development of the land adjacent to no. 36. To the rear of the site is the garden area of 17 Ridgewood Avenue.
- 3.2 The site is located in the neighbourhood of Edenthorpe, within a residential area characterised by uniform pairs of semi-detached two-storey houses with hipped roofs. There are few appropriate opportunities for infill development in a planned housing estate such as this, but on the opposite side of the road, a bungalow (35 Ivanhoe Road) has been erected in the previous equivalent gap in built form to the side of no. 37.

4.0 Relevant Planning History

- 4.1 There have been no previous planning applications related to this site.

5.0 Site Allocation

- 5.1 The site falls within a Residential Policy Area, as defined by the Proposals Maps of the Doncaster Unitary Development Plan (adopted in 1998).

5.2 The site is located in Flood Zone 1 and is not considered to be at high risk of flooding.

5.3 Relevant Planning Policies

5.4 National Planning Policy Framework 2019 (NPPF)

5.5 The National Planning Policy Framework 2019 (NPPF) sets out the Government's planning policies for England and outlines how local planning authorities should apply these policies. 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:

5.6 Paragraphs 7-11 establish that all decisions should be based on the principle of a presumption in favour of sustainable development (considering the social, environmental and economic pillars of sustainability).

5.7 Paragraph 38 states that local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.

5.8 Paragraph 48 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 the Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

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

5.10 Paragraph 117 states that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while

safeguarding and improving the environment and ensuring safe and healthy living conditions.

- 5.11 Paragraph 124 states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process.
- 5.12 Paragraph 127 states that planning decisions should ensure developments will function well and add to the overall quality of the area, are visually attractive and sympathetic to local character, and will establish or maintain a strong sense of place. Paragraph 127(f) sets out that planning decisions should create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.
- 5.13 Paragraph 130 states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents.
- 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 (as amended) and section 38(6) of the Planning and Compulsory Purchase Act 2004 (as amended).
- 5.16 In May 2012, the Local Development Framework Core Strategy was adopted and this replaced many of the policies of the Unitary Development Plan (UDP); some UDP policies remain in force and will continue to sit alongside Core Strategy Policies until such time as the Local Plan is adopted. The Core Strategy policies relevant to this proposal are set out below.
- 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. Proposals should strengthen communities and enhance their well-being by providing a benefit to the area in which they are located, and ensuring healthy, safe places where existing amenities are protected. Developments should be place-specific in their design and work with their surroundings, protecting and enhancing the built and natural environment. Proposals should also protect local amenity and be well-designed.

5.18 Policy CS14 of the Core Strategy requires development to be of a high quality design that contributes to local distinctiveness and that integrates well with its immediate and surrounding local area. Policy CS14(A) sets out the following qualities of a successful place:

1. character – an attractive, welcoming place with its own identity appropriate to the area;
2. continuity and enclosure of streets and spaces by buildings;
3. quality, stability, safety and security of private property, public areas and the highway;
4. permeability – ease of pedestrian movement with good access to local facilities and public transport services;
5. legibility – a development that is easy to navigate;
6. adaptability – flexible buildings capable of changing over time;
7. inclusive – accessible development that meets the needs of as much of the population as possible;
8. vitality – creating vibrant, busy places with a mix of uses where appropriate; and
9. sustainability – proposals are environmentally responsible and well managed.

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

5.20 Policy PH9 designates Residential Policy Areas as shown on the Proposals Map.

5.21 Policy PH11 states that within Residential Policy Areas, development for housing will normally be permitted except where:

- A) the development would be at a density or of a form which would be detrimental to the character of the surrounding area or would result in an over-intensive development of the site;
- B) the effect of the development on the amenities of occupiers of nearby properties would be unacceptable;
- C) tandem or backland development would result in an unsatisfactory access, overlooking or over-intensive development;
- D) the development would result in the loss of social, community and recreational or other local facilities for which there is a demonstrated need.

5.22 Local Plan

5.23 Paragraph 48 of the NPPF states that the local planning authority 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). Taking into account the remaining stages of the local plan process, it is considered that the

following levels of weight are appropriate between now and adoption dependant on the level of unresolved objections:

- Substantial
- Moderate
- Limited

5.24 The Local Plan has been through Examination in Public, and consultation on proposed main modifications to the Plan is ongoing until Sunday 21 March 2021. The Council are aiming to adopt the Local Plan in Summer/Autumn 2021. 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.

5.25 Policy 2 sets out a Settlement Hierarchy by which development will be directed, with Edenthorpe falling within the Doncaster Main Urban Area, where additional growth on non-allocated sites within Development Limits is considered favourably. This policy has limited weight based on the volume of objections.

5.26 Policy 11 states that within Residential Policy Areas as defined on the Policies Map, new residential development will be supported, provided that:

1. the development would provide for an acceptable level of residential amenity for both new and existing residents; and
2. the development would help protect and enhance the qualities of the existing area and contribute to a safe, healthy and prosperous neighbourhood; and
3. the development would meet other development plan policies including those relating to flood risk, open space, design and sustainable construction.

This policy has substantial weight based on the volume of objections.

5.27 Policy 14 (Promoting Sustainable Transport in New Developments) states that new development shall make appropriate provision for access by sustainable modes of transport to protect the highway network from residual vehicular impact. The Council will work with developers to ensure that appropriate levels of parking provision are made in accordance with the standards contained within Appendix 6 of the Local Plan. Development should not result in unacceptable impacts on highway safety, or the severe residual cumulative impacts on the road network. Developers must consider the impact of new development on the existing highway and transport infrastructure. This policy has limited weight based on the volume of objections.

5.28 Policy 42 (Character and Local Distinctiveness) states that development proposals will be supported where they:

1. recognise and reinforce the character of local landscapes and building traditions;
2. are of a high quality design that contributes to local distinctiveness;

3. respond positively to their context, setting and existing site features, respecting and enhancing the character of the locality; and
4. integrate visually and functionally with the immediate and surrounding area at a settlement, neighbourhood, street and plot scale.

In all cases, applications and design proposals will need to demonstrate an understanding of the context, history, character and appearance of the site, to inform the appropriate design approach. This policy has limited weight based on the volume of objections.

- 5.29 Policy 43 (Good Urban Design) states that high quality development that reflects the principles of good urban design will be supported. This policy has moderate weight based on the volume of objections.
- 5.30 Policy 45 (Residential Design) states that new housing will be supported where it responds positively to the context and character of existing areas, or the host property, and creates high quality residential environments through good design. Developments must protect existing amenity and not significantly impact on the living conditions or privacy of neighbours, be over-bearing, or result in an unacceptable loss of garden space. Part B of this policy sets out key residential design objectives, including good connectivity, high standards of residential amenity, adequate car parking, safe access points and satisfactory refuse collection arrangements. This policy has moderate weight based on the volume of objections.
- 5.31 Policy 46 (Housing Design Standards) requires all new homes to meet the Nationally Described Space Standard as a minimum. This policy has limited weight based on the volume of objections.
- 5.32 Policy 48 (Safe and Secure Places) supports developments which are designed in a way that reduces the risk of crime. This policy has substantial weight based on the volume of objections.
- 5.33 Policy 56 (Contamination and Unstable Land) states that development on land that is unstable, currently contaminated or suspected of being contaminated due to its previous history or geology, or that will potentially become contaminated as a result of the development, will require the submission of an appropriate Preliminary Risk Assessment. Proposals will be required to mitigate contamination by demonstrating that there is no significant harm to human health or the natural environment; ensuring necessary remedial actions are undertaken to safeguard site users; demonstrating that adverse ground conditions have been properly identified and safely treated; and clearly demonstrating that the land is suitable for its proposed use. This policy has limited weight based on the volume of objections.
- 5.34 Policy 57 (Drainage) requires development sites to incorporate satisfactory measures for dealing with their drainage impacts to ensure waste water and surface water run-off are managed appropriately and to reduce flood risk to

existing communities. This policy has moderate weight based on the volume of objections.

5.35 Edenthorpe Neighbourhood Development Plan

5.36 A referendum relating to the adoption of the Edenthorpe Neighbourhood Plan was due to be held on Thursday 19 March 2020. The referendum has been postponed due to the outbreak of Covid-19. As such, the Plan is still in draft form and holds moderate weight. The following policies are relevant:

5.37 Policy 1 (New Residential Development) takes a positive approach to new residential development, with development proposals within the existing development limit supported where they would retain or improve the continued sustainability of Edenthorpe. In all cases, proposed new dwellings should provide appropriate garden amenity space to meet household recreation needs. The space provided should be in scale with the dwelling concerned, reflect the character of the surrounding area and be appropriate in relation to the local topography and to secure privacy between adjacent dwellings.

5.38 Policy 5 (General Development Principles) states that all new developments must achieve high quality design that contributes positively to the local landscape and streetscape. The policy sets out design principles including requiring development to complement neighbouring properties; reinforce local distinctiveness; be in keeping with the height of neighbouring properties; retain existing mature hedging and trees; provide adequate parking; not have any unreasonable negative impact on highway safety; not reduce garden space to an extent where it adversely impacts on the character or the area or the amenity of neighbours; and consider measures to mitigate and adapt to climate change.

5.39 Other material planning considerations

- Development Requirements and Guidance Supplementary Planning Document (SPD) (adopted 2015)
- South Yorkshire Residential Design Guide 2011 SPD (adopted 2015)
- Residential Backland and Infill Development SPD (adopted 2010)
- National Planning Practice Guidance
- National Design Guide (2019)

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 (as amended) as follows:

- Advertised on the Council website
- 10 neighbours notified by letter

6.2 One public objection was received on 2 February 2021 from the occupier of 35 Ivanhoe Road, which is the bungalow on the opposite side of the road to the application site. The resident's comments are summarised as follows:

- The proposed dwellings would overlook the bungalow and compromise privacy
 - The driveways are of an insufficient width to park two cars
 - The lack of boundary treatments would harm the street scene
 - The windows would not be in keeping with the front windows of neighbouring properties
 - The gardens are too small
 - The proposal constitutes overdevelopment
 - A similar bungalow to 'mirror' no. 35 would be a preferable proposal
- 6.3 The objector's comments all relate to material planning considerations which are addressed fully in section 9 ('Assessment') of this report. In the time since these comments were received, amendments to the design have been received, in relation to the front windows and driveways.
- 6.4 The case officer has approached the application agent regarding the idea of amending the proposal to a single detached bungalow in line with the neighbour's comments, as this would be considered the optimum use of the site. However, the applicant was unwilling to revise the proposal to a single bungalow and has, instead, managed to address the Council's concerns by amending the design of the semi-detached houses. The Council cannot consider alternative proposals as part of this planning application, and can only assess the development proposal put forward at the present time. As set out below, the amended design of the semi-detached houses is considered to be acceptable on balance, and there would be no sound justification for a refusal.
- 6.5 The objector has been in touch with Councillor Andrea Robinson regarding his concerns. In particular, the neighbour and Councillor Robinson have expressed worries that public opinion has not been fully considered, due to postal delays in delivering the neighbour notification letters. Accordingly, on reaching an acceptable proposal, the case officer agreed an extension of time with the application agent, to allow for an extra week during which further public comments could be accepted, thus ensuring the statutory 21-day consultation period had been properly carried out.
- 6.6 Despite this extra time and the receipt of amended plans which had successfully addressed the Council's concerns, Councillor Robinson wished to call in the application for a determination by the Planning Committee, on the basis that this would allow for fuller consideration of the concerns raised by the objecting resident and the Parish Council (see below).

7.0 Parish Council

- 7.1 Edenthorpe Parish Council submitted an objection on 2 February 2021, raising the following concerns:
- The telegraph pole in front of the site would prevent safe access, failing to facilitate adequate highway infrastructure in line with Policy 1 (section 4(e)) of the draft Neighbourhood Plan

- The gardens are not in keeping with surrounding garden sizes, thus failing to comply with Policy 1 (section 4(f)) and Policy 5 (section 1(g)) of the draft Neighbourhood Plan
- The application represents overdevelopment and poor design, contrary to Policy 5 (section 1(a)) of the draft Neighbourhood Plan
- The development fails to retain existing mature hedging and established trees, contrary to Policy 5 (section 1(d)) of the draft Neighbourhood Plan
- The additional vehicles will create parking and highway safety issues

7.2 Access, parking, garden sizes and design are addressed in section 9 ('Assessment') of this report.

8.0 Consultations

8.1 Pollution Control

A land contamination screening assessment form was received at Pollution Control's request. Appropriate conditions are requested to safeguard site users from any unexpected contamination risks.

8.2 Environmental Health

No objections.

8.3 Internal Drainage Board

Condition requested to secure further details of the appropriate drainage systems prior to commencement of the development. A condition relating to sustainable drainage systems (SuDS) was also requested, but this is not considered relevant to the proposal as no SuDS is proposed.

8.4 Public Rights of Way Team

According to records, the path to the side of the property is not recorded as a highway. The path is surfaced and has been used by the public for a considerable amount of time, so the path will have acquired public rights.

No objections to the planning application, provided that the path is not obstructed at any point during and after construction.

8.5 Highways Development Control (HDC)

HDC requested visibility splays of 2 metres by 2 metres where the back of the driveway joins the footpath. The splays should be kept free of obstructions and anything over 900 millimetres in height, in the interest of pedestrian and road safety.

A revised site plan has amended the parking layout, with planting moved from the centre of the site to the side, allowing for appropriate visibility splays. HDC are satisfied with the amendments, subject to the imposition of conditions to

secure the satisfactory surfacing of the driveways and the installation of a dropped kerb vehicle crossing.

8.6 Yorkshire Water

Conditions requested to secure separate systems of drainage for foul and surface water, and to prevent piped discharge of surface water until works to provide a satisfactory outfall have been completed.

8.7 Waste and Recycling

No objections.

8.8 Ecology

The site is primarily a garden with typical garden features. From the proposed layout drawing, there seems to be very little of the garden left and any open space will be used for lawns and amenity space.

In line with policy CS16 and paragraph 174 of the NPPF, enhancements providing biodiversity benefits should be secured, such as bird and bat boxes attached or integrated into the proposed building. No objections subject to the imposition of an ecological enhancement plan condition.

8.9 South Yorkshire Archaeology Service

No comments received.

8.10 Superfast South Yorkshire

No comments received.

9.0 Assessment

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

- The Principle of the Development
- Residential Amenity
- Design and Visual Impact
- Highway Safety and Parking
- Trees, Landscaping and Ecology

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

- Substantial
- Considerable
- Significant
- Moderate
- Modest

- Limited
- Little or no

The Principle of the Development

- 9.3 The site is located within a Residential Policy Area as designated in the UDP. As such, residential use of the site is acceptable in principle in line with Policy PH11, subject to compliance with other policies and consideration of the scheme's design and its impact on residential amenity, highways and other issues.

9.4 SOCIAL SUSTAINABILITY

Residential Amenity

- 9.5 Policies CS1 and CS14 of the Core Strategy, policy PH11 of the UDP and paragraph 127(f) of the NPPF all place a requirement on developments to provide a good standard of amenity for existing and future users. This includes access to daylight and sunlight, a positive outlook from the windows of habitable rooms, a good standard of privacy, and sufficient internal and external amenity space.
- 9.6 The development would have no impact on the privacy, outlook or light enjoyed by the houses either side (nos. 36 and 34). There are no first floor windows on the side elevations of the proposed dwellings, and side windows on the neighbouring houses serve non-habitable rooms, meaning that a minor loss of natural light is acceptable.
- 9.7 The occupier of the opposite bungalow on Ivanhoe Road has expressed concerns that the development would overlook his habitable rooms, claiming that the front elevation of the proposed houses would be 12 metres from his property. In actual fact, this distance would be approximately 22 metres when measured on both aerial images and the submitted block plan. This would be in excess of the required separation distance of 21 metres between habitable rooms. In any case, the Development Guidance and Requirements SPD outlines that the minimum acceptable front-to-front distance is 12 metres, as the street-facing elevation of a property is naturally considered to be less private than the rear. With the separation here vastly exceeding 12 metres, it is therefore considered that there would be no harmful impact upon the residential amenity of the bungalow 35 Ivanhoe Road.
- 9.8 The rear of the proposed dwellings would not look directly onto the habitable windows of any neighbouring property. However, the rear windows would be located 7 metres from the rear garden of 17 Ridgewood Avenue, which is below the minimum recommended guideline of 10 metres outlined in the SPD to protect neighbouring amenity in outdoor areas. The applicant's solution to this issue has been to provide obscure glazing in all rear windows up to 1.7 metres above floor level, which would prevent residents from being able to look out of their windows at the neighbour's garden.

- 9.9 Whilst there could still be an element of perceived overlooking resulting from the introduction of rear windows in this location, the occupiers of the affected dwelling have not submitted any objection to the proposal, and obscure-glazed non-openable windows up to 1.7 metres in height would prevent any actual overlooking.
- 9.10 It is worth noting that, under permitted development rights (Schedule 2, Part 1, Class A of the General Permitted Development Order), it is possible for existing householders to erect a two-storey rear extension 7 metres from the rear boundary, with no requirement for any obscure glazing. From this, it can be reasonably interpreted that the Government considers a shorter separation distance of 7 metres between habitable first floor windows and a neighbouring garden area to provide an acceptable standard of amenity. In this context, it is considered that the amenity impact of the proposal upon the garden area of 17 Ridgewood Avenue would not be a justifiable reason for refusal.
- 9.11 At the time of submission, the Local Planning Authority had some concerns about the quality of indoor space inside the new dwellings, with rooms to the rear effectively having no outlook due to the obscure glazing. In the original proposal, the two main bedrooms were located to the rear of the dwellings, but the floor plans have now been amended to relocate the main bedrooms to the front, providing these bedrooms with a view of the street. The rear windows now serve the bathroom and the third bedroom. Bathrooms are considered as non-habitable spaces, so outlook is not important. In the third bedrooms, rooflights would be provided in addition to the windows. The quality of light and outlook would therefore be equivalent to that in an attic room served by rooflights, which is considered to be acceptable. Considering that the two main bedrooms have a view of the street, and the smallest bedroom in each house has a rooflight as well as an obscure-glazed window, the quality of light and outlook in the proposed dwellings is now considered to be acceptable.
- 9.12 Internally, the gross internal floor area of each dwelling would be approximately 98 square metres, exceeding the minimum requirements for internal floor space in a 3-bedroom two-storey dwelling set out in both the South Yorkshire Residential Design Guide (77 square metres) and the Nationally Described Space Standard (84 square metres). Bedrooms also meet minimum standards, and built-in storage is provided. Accordingly, the proposed dwellings are considered to provide a high quality living environment overall.
- 9.13 Policies 1 and 5 of the draft Edenthorpe Neighbourhood Plan place an emphasis on providing sufficient outdoor garden space. Guidance on an appropriate amount of outdoor space is provided in the South Yorkshire Residential Design Guide, which states that houses with three or more bedrooms should have gardens of at least 60 square metres. The site plan shows that each house would be served by a garden measuring 62 square metres. When measuring from the plans, the case officer actually found the garden areas for each property to measure approximately 57 square metres, which is slightly lower than the recommendation in the South Yorkshire Residential Design Guide. A garden area of approximately 57 square metres would also be retained for the existing house at 36 Ivanhoe Road. Whilst this

falls below the minimum recommendation, the Design Guide only has the status of guidance, rather than policy. A shortfall of 3 metres compared to the recommendation is considered to be relatively minor, and due to the constraints of the site it would not be possible to improve the garden provision beyond that which is proposed. The garden sizes would not be considered to create a substandard level of amenity, and would not provide reasonable justification for refusal. On balance, the outdoor amenity space is considered to be acceptable.

Conclusion on Social Impacts

- 9.14 The proposed dwellings would provide a good standard of internal space for future residents, causing no loss of light, outlook or privacy to the houses on either side, or to the bungalow on the opposite site of the road. Whilst slightly larger gardens and increased separation from the neighbouring garden to the rear would have been preferable, the constraints are such that this would not be possible, and the applicant has taken all practicable measures to ensure an acceptable standard of residential amenity. On balance, it is considered that there would be no harmful impact on residential amenity, and the proposal is in accordance with policies CS1 and CS14 of the Core Strategy as well as paragraph 127(f) of the NPPF.

9.15 ENVIRONMENTAL SUSTAINABILITY

Design and Visual Impact

- 9.16 Policy CS14 of the Core Strategy and paragraph 127 of the NPPF require developments to display a high quality of design, integrating well into the local context.
- 9.17 The area is characterised by semi-detached houses with pitched roofs, and the introduction of an additional pair of semi-detached dwellings would integrate appropriately with the local pattern of development. The development would not inappropriately project forward of the building line set by properties either side. The design of the dwellings has been amended since the original submission. Most notably, a simple hipped roof form has now been adopted, whereas the original design featured a strange hybrid between a gable end and a hipped roof, which would have appeared incongruous in the street scene.
- 9.18 The fenestration on the front elevation has also been changed to more sensitively reflect the proportionality of surrounding dwellings. The front porches of the two dwellings were initially joined together, forming a single, wide front projection. There are no other examples of joined porches on the street, so the design was amended to provide separate, smaller porches at the case officer's request.
- 9.19 The Parish Council has submitted objections relating to the size of the rear gardens of the proposed dwellings, stating that they are smaller than other gardens in the area. As discussed above, on balance the gardens are considered to be of an adequate size in terms of providing sufficient outdoor amenity space for future residents. In terms of the effect on the character of the

area, the neighbourhood does not have any special status as a Conservation Area or otherwise, and spacious gardens are not a protected characteristic. Whilst the rear gardens may be smaller than most on Ivanhoe Road, they would be comparable in size to nos. 35, 37 and 39 on the opposite side of the road. Dwellings on the south side of Ridgewood Avenue, and in the more modern estate further to the south, generally have smaller garden sizes. In the wider residential context, the garden sizes are therefore considered to be acceptable and would not harm the character or pattern of the area. The proposal would not be contrary to policies 1 and 5 of the draft Neighbourhood Plan.

- 9.20 Objections also relate to the loss of mature hedging at the boundaries, particularly the front boundary which would be open to allow access for four vehicles. An open front boundary is necessary to prevent issues with parking and highway safety – whilst the retention of vegetation might have been preferred, the constraints of the site prevent this from being possible. However, the site plan does show details of planting to the front of the dwellings, which would soften the impact on the street scene and would visually break up the hard surfacing.
- 9.21 Whilst larger gardens and green boundary treatments might have been desirable, they are not practicable to deliver on this site, and it would be unreasonable to refuse the application for this reason when the application site is not located in any designated area of special character. The NPPF applies a presumption in favour of sustainable development and supports the delivery of new housing to meet the needs of a growing population. The open front boundary would not be harmful to the extent that it would outweigh the benefits of the development in terms of providing new housing in a sustainable location.
- 9.22 The design of the dwellings themselves would integrate well into the street scene and contribute positively to the character of the area. For this reason, the design is considered to be acceptable when taken as a whole, and the proposal would be in accordance with policy CS14 and the NPPF.

Highway Safety and Parking

- 9.23 The proposal would provide in-curtilage car parking spaces for two vehicles per dwelling, in line with the parking guidelines set out in Appendix 1 of the Development Guidance and Requirements SPD. Each parking space would exceed the minimum requirement of 5 metres in length and 2.5 metres in width.
- 9.24 The Parish Council and neighbouring objector have expressed concerns about the safety of the parking, and raised the issue of the telegraph pole outside the site which could cause an obstruction. Highways Development Control additionally requested that an appropriate visibility splay be provided to ensure that motorists can see oncoming pedestrian and vehicular traffic when driving out of the site.
- 9.25 By relocating planting to the north side of the site, rather than in the centre, it has been possible to move the parking spaces allocated for the house to the north, thus ensuring each vehicle has an appropriate visibility splay, taking into

account the location of the telegraph pole. The proposal is now acceptable in terms of highway safety and accords with part 3 of policy CS14(A).

Trees, Landscaping and Ecology

- 9.26 The removal of boundary hedging and trees is necessary to accommodate the proposed development. According to representations by a neighbour, trees have already been removed. Whilst this is regrettable, the site is not in a Conservation Area and the trees are not protected by a Tree Preservation Order. Therefore, there is no planning mechanism to prevent the felling of trees or removal of vegetation on the site, and this could occur even if the development were not granted permission.
- 9.27 With that said, the site plan shows a landscaping scheme to the front and rear, specifying the breeds of shrubs and trees to be planted. The carrying out of the development in accordance with these planting details can be secured through condition, improving the appearance of the development. A condition is also applied to secure ecological enhancements on the site by attaching bird and bat boxes to the building. Therefore, the proposal is not considered to be contrary to policy CS16 of the Core Strategy.

Conclusion on Environmental Issues

- 9.28 The amended proposal would have not have a harmful visual impact, and the amended design would be appropriate to the surrounding local environment. The parking provision is acceptable, and suitable visibility splays are provided to ensure there are no negative impacts on highway safety. Whilst there will be a loss of trees and hedging (some of which has already occurred), this cannot be prevented, and the planting scheme and ecological enhancement measures will improve the biodiversity of the site. Overall, the development is considered to be in accordance with policies CS14 and CS16 of the Core Strategy, and with the NPPF.

9.29 ECONOMIC SUSTAINABILITY

- 9.30 The proposal would have limited economic benefits in terms of providing temporary employment opportunities for local tradespeople during construction. There would be no economic disadvantages to the development, as the site would not otherwise be used for any business or commercial uses.

Conclusion on Economy Issues

- 9.31 The development would have little economic impact, either positive or negative, and as such the proposal would not be contrary to the economic pillar of sustainable development.

10.0 PLANNING BALANCE & CONCLUSION

- 10.1 In accordance with Paragraph 11 of the NPPF, 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 any benefits identified when considered against the policies in the NPPF taken as a whole. The development would create new homes in a sustainable location, of an appropriate design for the local area and without harmfully impacting upon residential amenity. Subject to the recommended conditions, there are no material considerations which indicate that the application should be refused.

11.0 RECOMMENDATION

11.1 MEMBERS RESOLVE TO GRANT PLANNING PERMISSION FOR THE PROPOSED DEVELOPMENT SUBJECT TO THE CONDITIONS BELOW:

Conditions

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

REASON

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

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

- Site Plan - CRB 3 - Amended 11.02.2021
- Drainage Plan - CRB 4 - Amended 27.01.2021
- Proposed Plans and Elevations - CRB 5 - Amended 27.01.2021
- Street Scene Elevation - CRB 6 - Amended 27.01.2021
- Section Drawing - CRB 7 - Amended 27.01.2021

REASON

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

03. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (No.596) (England) Order 2015, Article 3, Schedule 2: Part 1 (or any subsequent order or statutory provision revoking or re-enacting that order) no additions, extensions or other alterations other than that expressly authorised by this permission shall be carried out without prior permission of the local planning authority.

REASON

The local planning authority considers that further development could cause detriment to the amenities of the occupiers of nearby properties or to the character of the area and for this reason would wish to control any future development to comply with policy PH11 of the Doncaster Unitary Development Plan.

04. Before the first occupation of the dwellings hereby permitted, the rear windows as indicated on the approved plans shall be permanently obscure-glazed to a level of obscurity to Pilkington level 3 or above or its technical equivalent by other manufactures and non-openable up to a height of 1.7 metres above floor level, and shall be permanently retained in that condition thereafter, unless otherwise approved in writing by the local planning authority.

REASON

To ensure that the development does not impact on the privacy of the adjoining premises.

05. The planting scheme shown on the approved site plan (CRB 3, amended 11.02.2021) shall be implemented in full accordance with the details provided prior to the occupation of the first dwelling, unless alternative landscaping details are approved in writing by the Local Planning Authority.

REASON

To ensure the satisfactory appearance of the development and the provision of high quality landscaping, in accordance with policies CS14 and CS16 of the Core Strategy.

06. 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.

07. The development hereby approved shall not be brought into use until a crossing over the footpath/verge has been constructed in accordance with a scheme previously approved in writing by the local planning authority.

REASON

To avoid damage to the verge.

08. Within one month of the commencement of development, an ecological enhancement plan shall be submitted to the local planning authority for approval in writing. This plan shall include details of the following measures, all of which shall be implemented in accordance with the agreed plan prior to the first occupation of the site or an alternative timescale to be approved in writing with the local planning authority:
- 2x Bat Boxes to be attached or integrated into the new dwellings.
 - 2x Bird boxes to be attached to the new dwellings,
 - The use of native species in proposed landscaping
 - Fence gaps that allow the safe travel of hedgehogs through garden areas

REASON

To ensure the ecological interests of the site are maintained in accordance with Core Strategy Policy CS16.

09. 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 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.

10. Unless otherwise approved in writing by the Local Planning Authority, there shall be no piped discharge of surface water from the development prior to the completion of the approved surface water drainage works and no buildings shall be occupied or brought into use prior to completion of the approved foul drainage works.

REASON

To ensure that no foul or surface water discharge take place until proper provision has been made for their disposal.

11. The site shall be developed with separate systems of drainage for foul and surface water on and off site prior to the occupation of the first dwelling.

REASON

In the interest of satisfactory and sustainable drainage

12. 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.

13. 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.

Informatives

01. **INFORMATIVE**

The proposed development lies within a coal mining area which may contain unrecorded coal mining related hazards. If any coal mining feature is encountered during development, this

should be reported immediately to the Coal Authority on 0345 762 6848.

Further information is also available on the Coal Authority website at:
www.gov.uk/government/organisations/the-coal-authority

Standing Advice valid from 1st January 2021 until 31st December 2022

02.

INFORMATIVE

In light of the above drainage conditions the following information is provided:

Surface water drainage plans should include the following:

- Rainwater pipes, gullies and drainage channels including cover levels.
- Inspection chambers, manholes and silt traps including cover and invert levels.
- Pipe sizes, pipe materials, gradients and flow directions.
- Soakaways, including size and material (including calculations).
- Typical inspection chamber / soakaway / silt trap and SW attenuation details.
- Site ground levels and finished floor levels.
- Distance of proposed soakaway from buildings/infrastructure

The site is required to accommodate rainfall volumes up to 1 in 100 year return period (plus climate change) whilst ensuring no flooding to buildings or adjacent land.

The applicant will need to provide details and calculations including any below ground storage, overflow paths (flood routes), surface detention and infiltration areas etc to demonstrate how the 100 year + 30% CC rainfall volumes will be controlled and accommodated.

Where cellular storage is proposed and is within areas where it may be susceptible to damage by excavation by other utility contractors, warning signage should be provided to inform of its presence. Cellular storage and infiltration systems should not be positioned within highway.

Guidance on flood pathways can be found in BS EN 752.

If infiltration systems are to be used for surface water disposal, the following information must be provided:

- Ground percolation tests to BRE 365.
- Ground water levels records. Minimum 1m clearance from maximum seasonal groundwater level to base of infiltration compound. This should include assessment of relevant groundwater borehole records, maps and on-site monitoring in wells.
- Soil / rock descriptions in accordance with BS EN ISO 14688-1:2002 or BS EN ISO 14689-1:2003
- Volume design calculations to 1 in 30 year rainfall + 30% climate change standard. An appropriate factor of safety should be applied to the design in accordance with CIRIA C753 - Table 25.2.
- Location plans indicating position (Soakaways serving more than one property must be located in an accessible position for maintenance). Soakaways should not be used within 5m of buildings or the highway or any other structure.
- Drawing details including sizes and material.
- Details of a sedimentation chamber (silt trap) upstream of the inlet should be included.
- Soakaway detailed design guidance is given in CIRIA Report 753, CIRIA Report 156 and BRE Digest 365.

Written evidence is required from the sewerage undertaker to confirm any adoption agreements and discharge rates.

The proposed development is within a groundwater source protection zone (SPZ3)

Where the development lies within SPZ 1 or 2, the applicant is advised to consult with the Environment Agency to ensure that pollution risk to aquifers is minimised.

All necessary precautions should be taken to avoid any contamination of the ground and thus groundwater. Guiding principles on the protection of groundwater are set out in Environment Agency document GP3.

No part of the proposed development shall be constructed within 5-8m of an ordinary watercourse and a minimum 3m for a culverted watercourse (increases with size of culvert).

03.

INFORMATIVE

Works carried out on the public highway by a developer or anyone else other than the Highway Authority shall be under the provisions of Section 278 of the Highways Act 1980. The agreement must be in place before any works are commenced. There is a fee involved for the preparation of the agreement and

for on-site inspection. The applicant should make contact with Malcolm Lucas (tel. 01302 735110) as soon as possible to arrange the setting up of the agreement.

04. INFORMATIVE

The drainage details submitted on drawing CRB 4 require amendments, but amendments can be dealt with by condition. The submitted drawing appears to show a foul sewer crossing the site. Yorkshire Water has no record of such a sewer. It does have record of a 225 mm public foul sewer located adjacent the site within the land of 36 Ivanhoe Road. Yorkshire Water suspects MH F1 will drain to the sewer shown on the public sewer map and not extend into the development site.

On the Statutory Sewer Map, there is a 225 mm diameter public foul sewer recorded adjacent to the site. It is essential that the presence of this infrastructure is taken into account in the design of the scheme. In this instance, Yorkshire Water would look for this matter to be controlled (by Requirement H4 of the Building Regulations 2000).

If the developer is looking to have new sewers included in a sewer adoption agreement with Yorkshire Water (under Section 104 of the Water Industry Act 1991), he should contact the Developer Services Team (telephone 0345 120 84 82, email: technical.sewerage@yorkshirewater.co.uk) at the earliest opportunity. Sewers intended for adoption should be designed and constructed in accordance with the WRc publication 'Sewers for Adoption - a design and construction guide for developers' 6th Edition as supplemented by Yorkshire Water's requirements.

05. INFORMATIVE

Birds may be nesting in trees and shrubs proposed for removal. It is an offence under the Wildlife and Countryside Act 1981 (as amended) to disturb nesting birds, and vegetation removal should be timed therefore to avoid the nesting season (March to August inclusive).

06. INFORMATIVE

Doncaster Council provides an alternate weekly collection service with residual waste collected one week and recyclable waste collected the following week:

Week 1 Black Bin

Week 2 Blue bin / Green box + Green bins

Our standard domestic service provision for each council tax paying household is set-out below.

Each household receives a 240 litre Blue bin for the storage and collection of clean / dry recyclable materials:

- Plastic bottles (clear and coloured)
- Paper, newspapers, magazines (excluding shredded paper and windowed envelopes)
- Cardboard (Brown and Grey)
- Steel / Aluminium food and drinks cans, foil, Aerosols

Each household receives a 55 litre Green box for the storage and collection of glass bottles / jars (no sheet glass).

Each household receives a 240 litre Black bin for the storage and collection of non-recyclable / non-hazardous Household Waste:

- Shredded paper and windowed envelopes;
- Broken / sheet glass;
- Crockery;
- Nappies and sanitary products;
- Yoghurt pots, plastic tubs, trays and lids;
- Liquid food cartons (Tetra/Pure Pak);
- Plastic film or cling film;
- Polystyrene and soiled takeaway containers;
- DIY bottles / containers used for paint, oils, chemicals etc. (No liquids or hazardous waste);
- Dog and cat faeces (wrapped or bagged);
- Pet bedding and straw;
- Turf and ash; and
- Food waste (wrapped or bagged as necessary).

Each household (with a suitable gardens) receives a 240 litre Green bin for the storage and collection of green garden waste:

- Grass cuttings;
- Hedge clippings and shrub pruning's;
- Flowers, plants and weeds;
- Root balls (please remove excess soil);
- Leaves, bark, small twigs and branches.

For the proposed development, with limited outside space, Green bin collections may not be required.

Doncaster Council charges a fee for the delivery of bins to households, current Fees and Charges can be found on the Council's website here. Each council tax paying household can arrange for delivery of any bins for which they are eligible (do

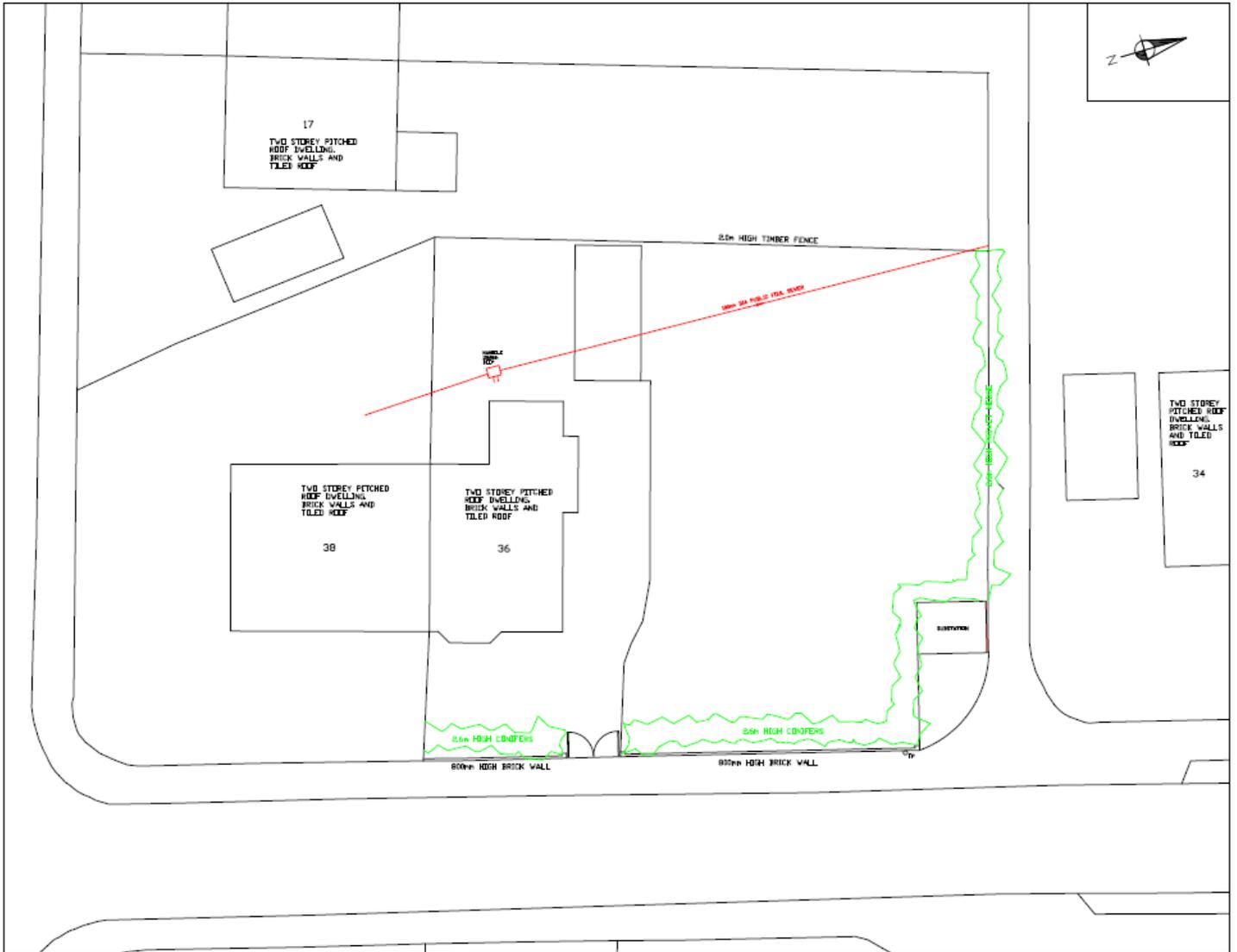
not have or that require replacement) by telephoning our Customer Contact Centre T: 01302 736000.

07. INFORMATIVE

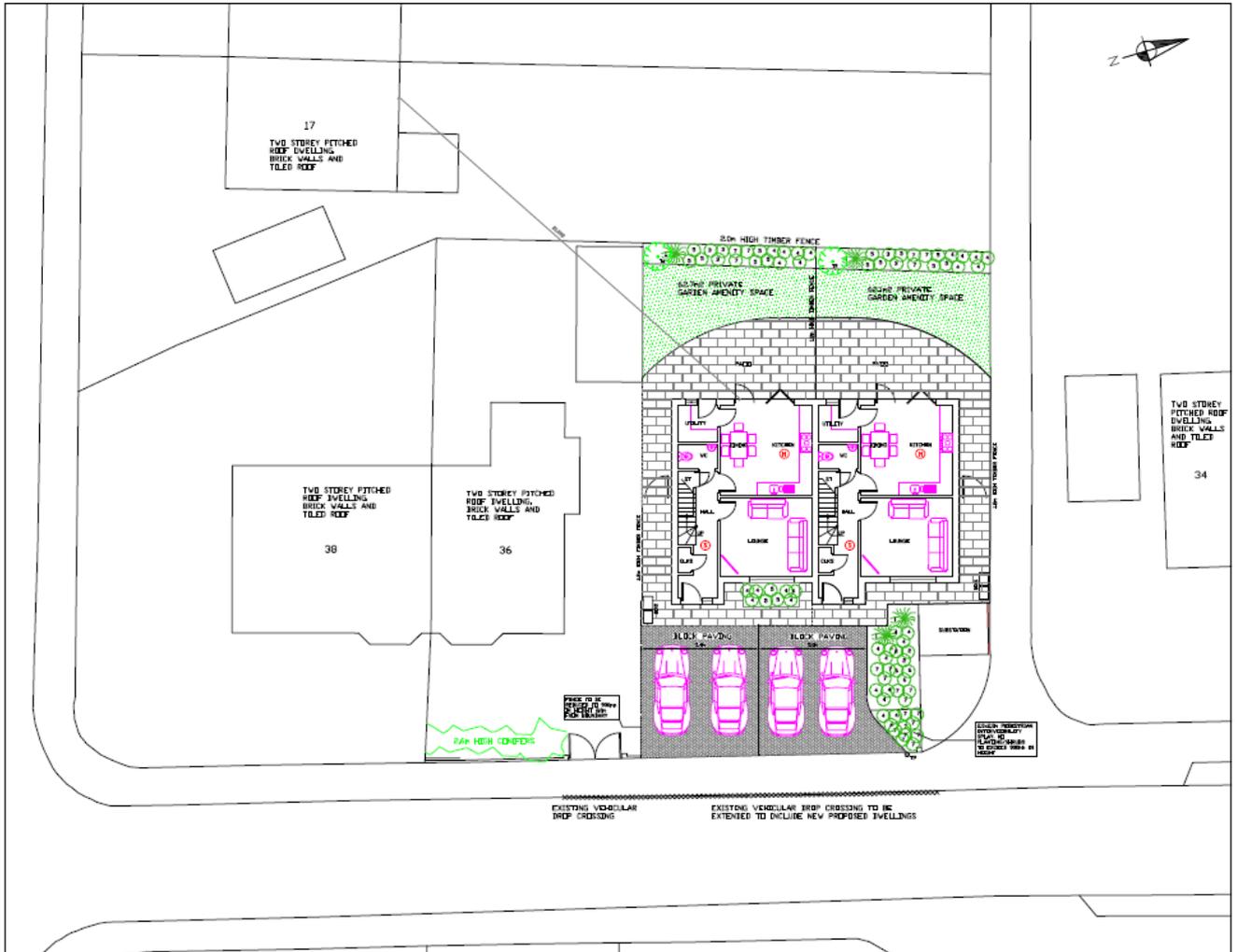
A public footpath runs adjacent to the application site. The footpath must not be obstructed at any point during or following the construction of the development.

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.

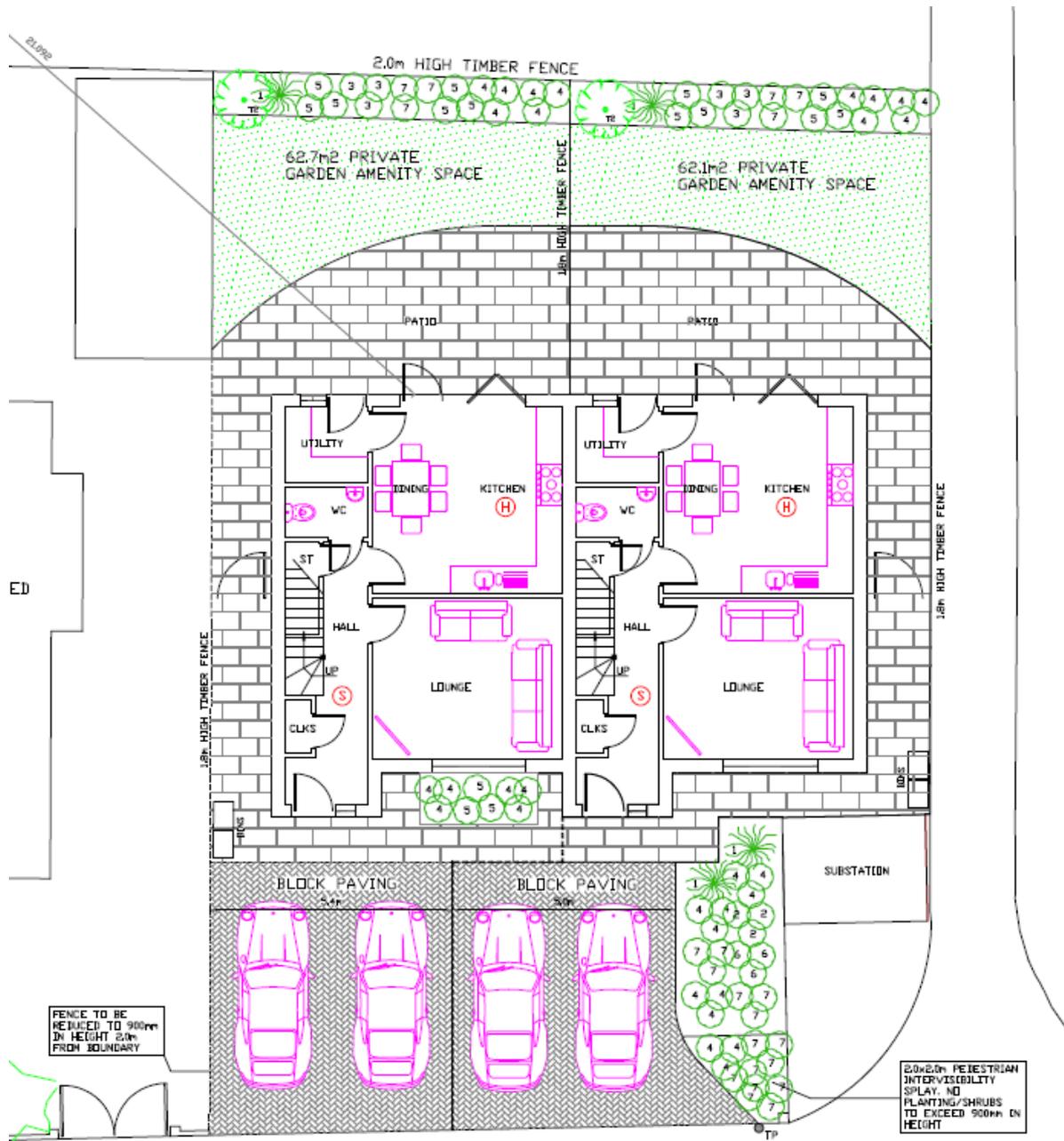
Appendix 1: Existing Site Plan (amended 11.02.2021)



Appendix 2: Proposed Site Plan (amended 11.02.2021)



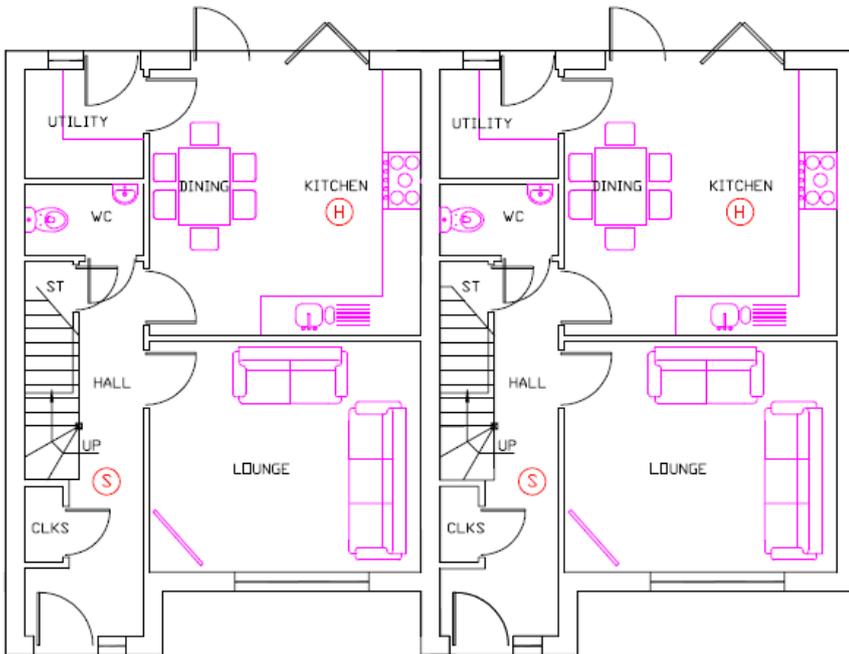
Appendix 3: Proposed Site Plan (amended 11.02.2021)



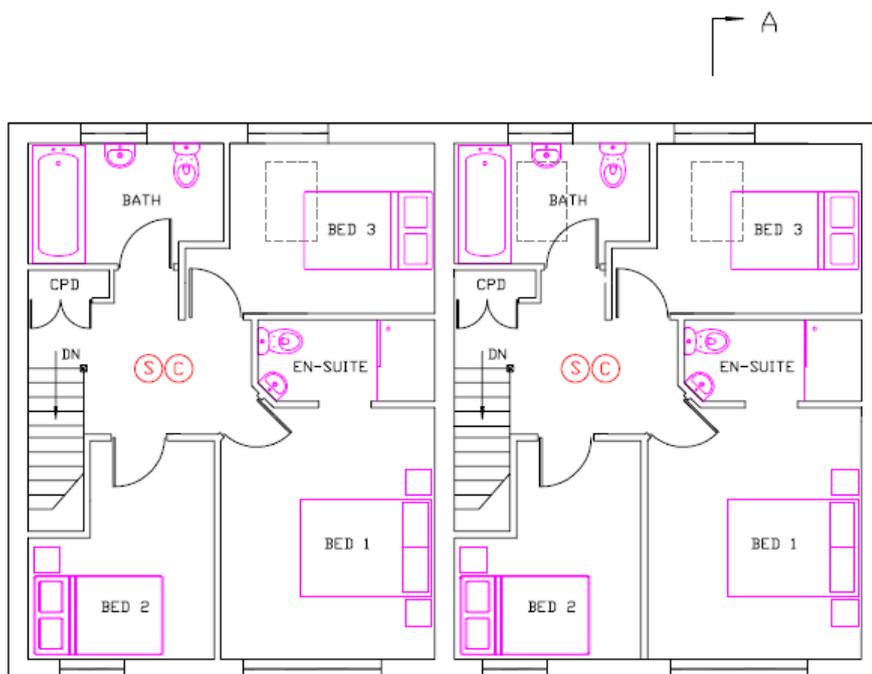
EXISTING VEHICULAR
DROP CROSSING

EXISTING VEHICULAR DROP CROSSING TO BE
EXTENDED TO INCLUDE NEW PROPOSED DWELLINGS

Appendix 4: Proposed Plans (amended 27.01.2021)



PROPOSED GROUND FLOOR LAYOUT

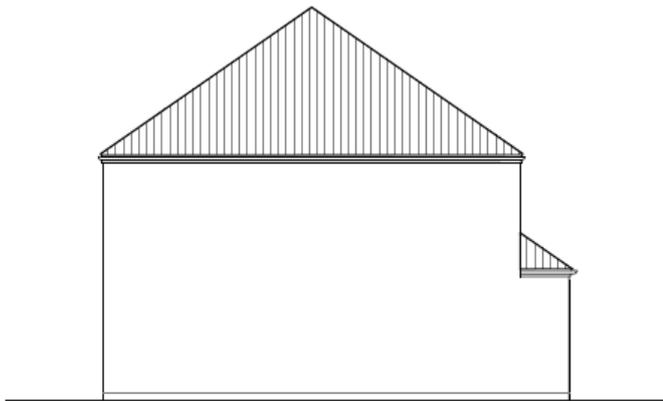


PROPOSED FIRST FLOOR LAYOUT

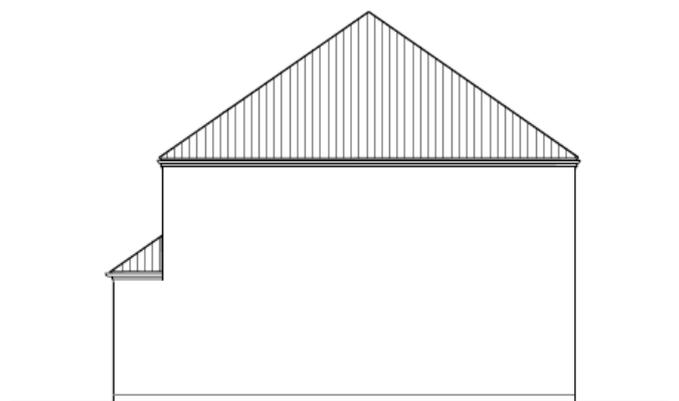
Appendix 5: Proposed Elevations (amended 27.01.2021)



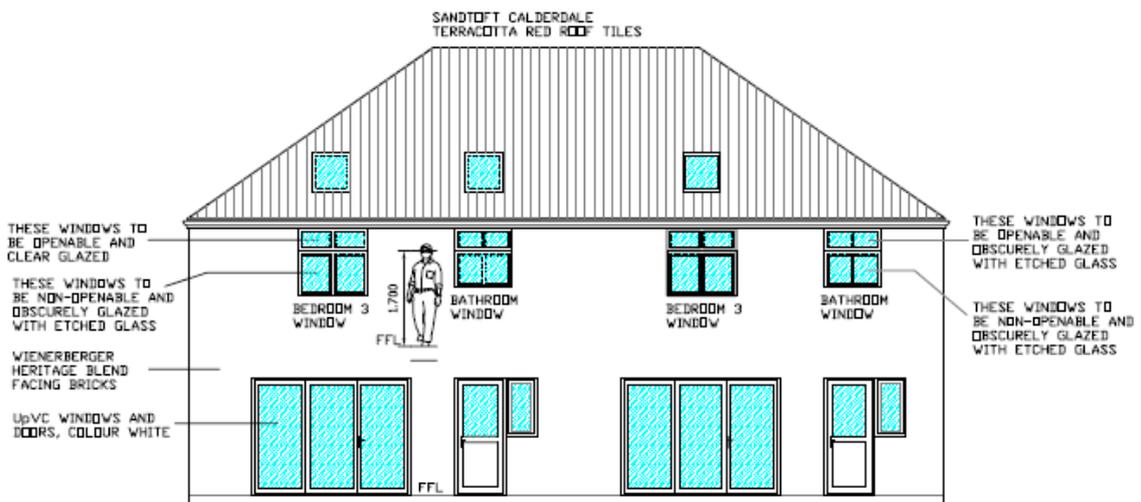
PROPOSED FRONT ELEVATION



PROPOSED SIDE ELEVATION

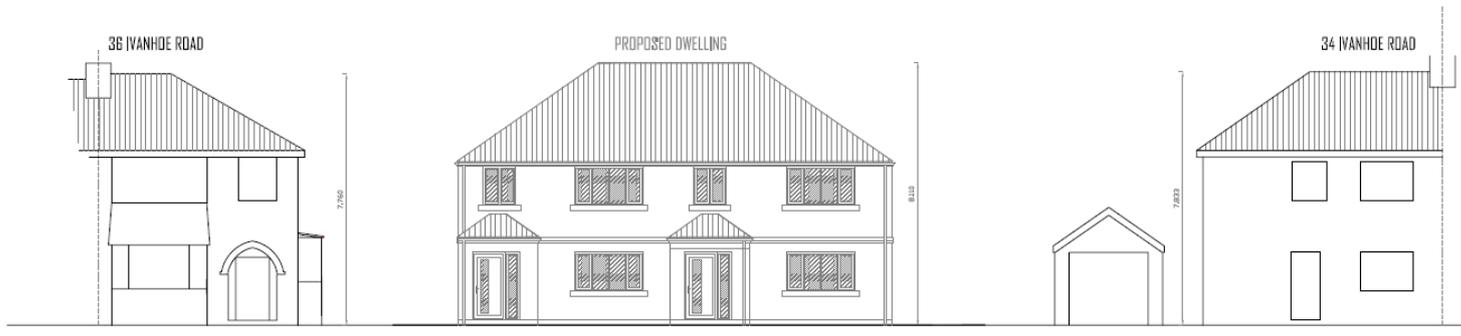


PROPOSED SIDE ELEVATION



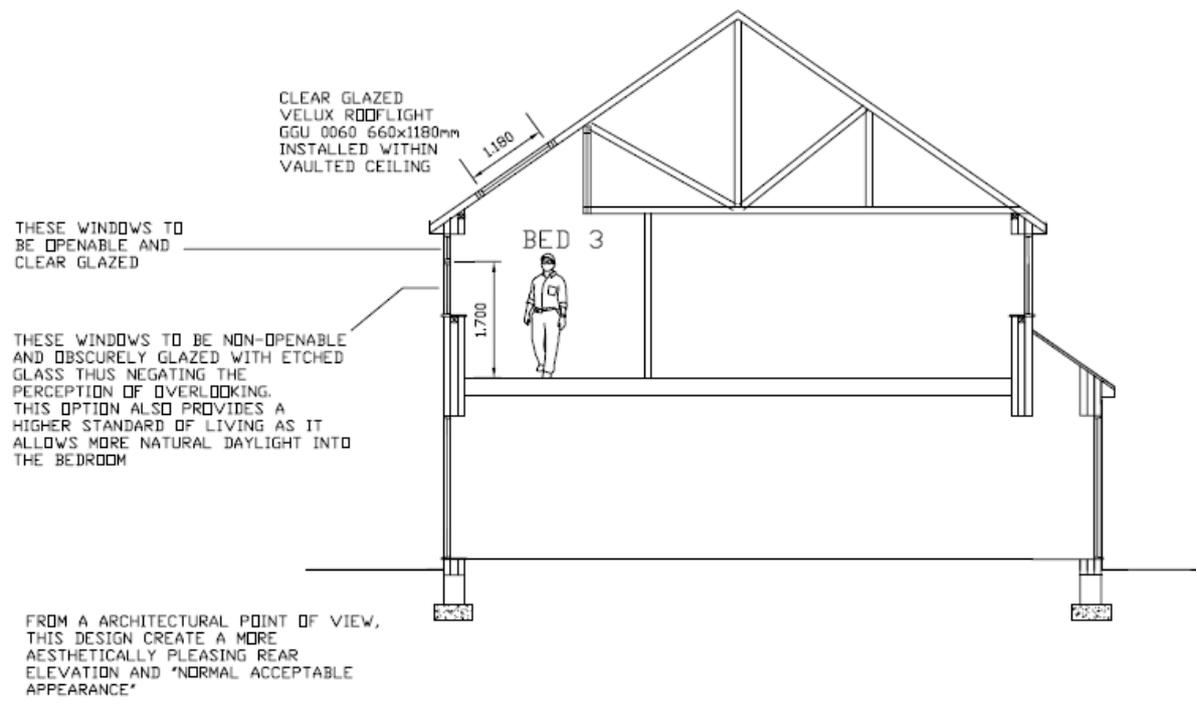
PROPOSED REAR ELEVATION

Appendix 6: Street Scene Elevation (amended 27.01.2021)



STREET SCENE ALONG IVANHOE ROAD

Appendix 7: Section Drawing (amended 27.01.2021)



PROPOSED SECTION A-A THROUGH BEDROOM 3