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Application Number:	19/00099/OUTM
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Application Type:	Outline Planning Major
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Proposal Description:	Outline Permission for the erection of 207 dwellings with associated infrastructure, parking, hard surfaces, public open space, balancing pond/biodiversity sink and associated works. (Permission being sought for access).
At:	Land To The South Of Alexandra Street Thorne Doncaster DN8 4EY

For:	Knox and Brookes Trust
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Third Party Reps:	23 Letters of objection 1 Letter of support	Parish:	Thorne Town Council
		Ward:	Thorne And Moorends

Author of Report:	Garry Hildersley
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SUMMARY

The proposal seeks outline permission for residential development with matters of appearance, landscaping, layout and scale being reserved. The proposal is considered to be acceptable in policy terms being sited within an allocated housing site within the UDP and future housing site within the Local Plan and is therefore considered to be an acceptable and sustainable form of development in line with paragraph 7 and 8 of the National Planning Policy Framework (NPPF, 2019).

The report demonstrates that there are no material planning considerations that would significantly or demonstrably outweigh the social, economic or environmental benefits of the proposal in this location. The development would not cause undue harm to neighbouring properties, the highway network, rail network or the wider character of the area.

The application was presented to planning committee previously on the 18th August 2020 where members resolved to grant planning in line with the officer recommendation. The proposal is being re-presented to planning committee as a result of new information in relation to ecology and the change in progress of the Local Plan.

RECOMMENDATION: GRANT planning permission subject to conditions and the signing of a S106 agreement.

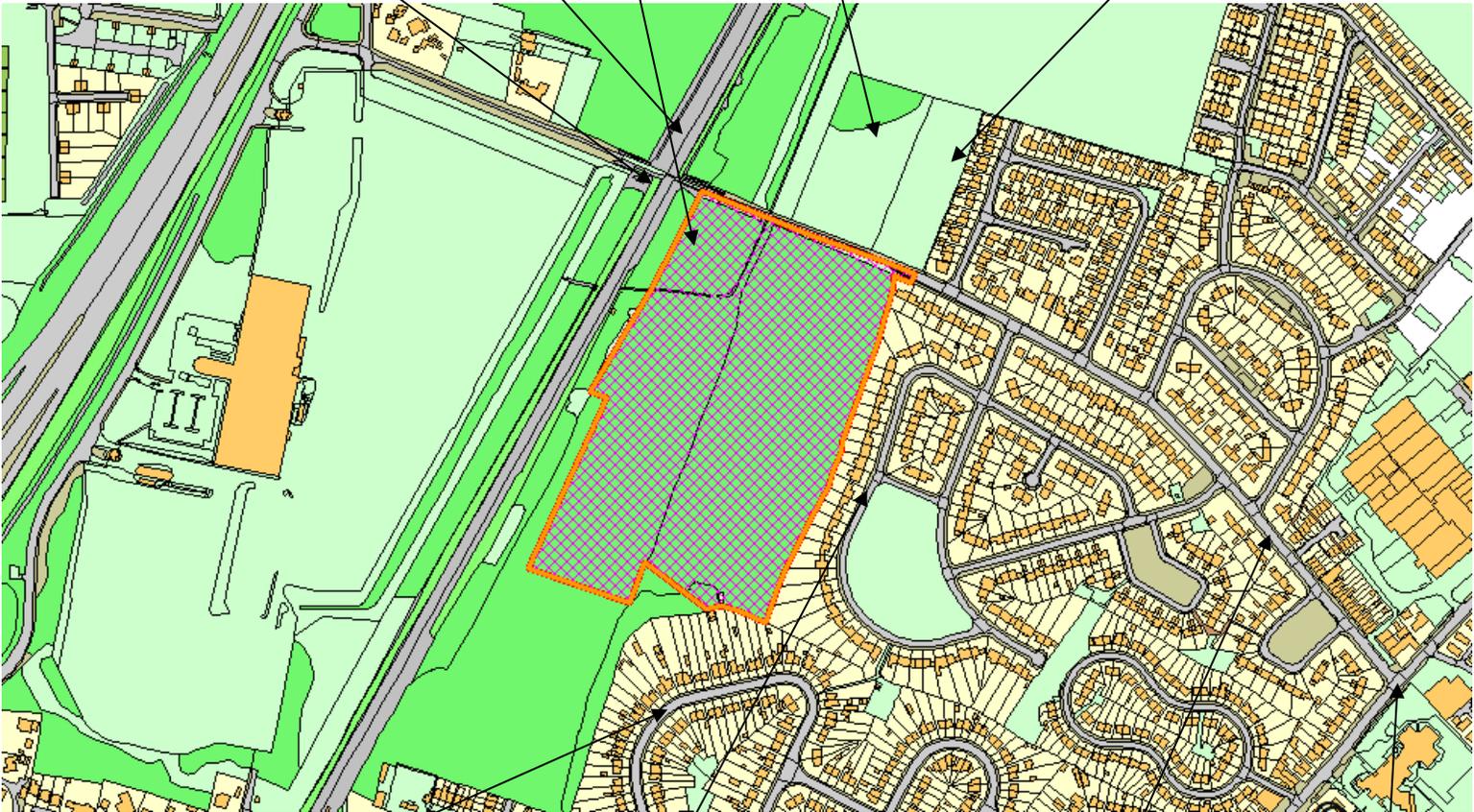
Application 17/01446/REMM
For erection of 28 Dwellings.
Approved 07.12.2017

Application Site

Application 19/00100/OUTM –
erection of 35 dwellings.
Pending decision.

Railway Crossing

Railway Line



Highfield Crescent

Hawthorne Road

Alexandra Street

King Edward Road junction

1.0 Reason for Report

- 1.1 The application is being presented to Members having generated significant public interest.

2.0 Proposal and Background

- 2.1 This application seeks outline permission for the erection of 207 dwellings and associated infrastructure with permission being sought for access only.
- 2.2 The site is allocated within the Unitary Development Plan as an allocated housing site defined within Doncaster's Unitary Development Plan specifically referred to within Policy PH1 (9/21). The site is also subject to policy RL5 (42) which sets out that sites will be developed as open space for recreational purposes laid out for recreation purposes as part of the wider housing site.
- 2.3 On the 18th August 2020 the application was presented to planning committee. Members resolved to grant permission subject to the signing of a section 106 (S106) agreement and suitably worded conditions (see appendix 4). The S106 agreement has not been signed and as a consequence the application is still considered to be under consideration by the Local Planning Authority. It has come to light that the calculation used to measure the amount of biodiversity net gain (BNG) required to offset the development had been significantly underestimated. It is therefore considered appropriate to re-present the application in light of these changes and taking into account the current position in relation to policy. A rebalancing of the material planning considerations has taken place, culminating in the recommendation.

3.0 Site Description

- 3.1 The site lies to the west of the existing settlement of Thorne bound on its eastern and southern boundaries by dwellings on Hawthorne Road and Highfield Crescent. To the west of the site lies the North Eastern Railway's Hull and Doncaster Branch running parallel with the site.
- 3.2 The site is generally flat with gentle undulations with a mixture of scrub and established trees within the site boundary. There are a number of dykes running through the site however for the most part the site is largely open. Along the northern boundary situated along Alexandra Street, is a band of established trees. In addition, to the eastern boundary directly adjacent to the rear gardens of Hawthorne Road lie a number of established trees.
- 3.3 A public right of way currently connects Alexandra Street with North Eastern Road and this has been incorporated into the indicative site plan which also sees access into the site being taken from Alexandra Street.
- 3.4 The properties within the immediate vicinity are of a 1970's design, being typically two storey semi detached constructed from red brick multi brick with pitched roofs, set back from the road with modest front gardens.
- 3.5 An application has also been submitted for 35 dwellings directly to the north of this site which is subject to a separate planning application.

4.0 Relevant Planning History

- 4.1 No relevant planning history for this site, however an application (Land to the north of Alexandra Street – 19/00100/OUTM) is currently pending and lies in close proximity to the application site. The application was re-presented to planning committee on the 14th September 2021 where members resolved to grant planning permission.

5.0 Site Allocation

- 5.1 The site is located within the Local Plan as a housing allocation (sites 081 and 343).

5.2 National Planning Policy Framework (NPPF 2021)

- 5.3 The National Planning Policy Framework 2021 (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. Planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The National Planning Policy Framework is a material consideration in planning decisions and the relevant sections are outlined below:
- 5.4 Paragraph 2 states that planning law requires applications for planning permission to be determined in accordance with the development plan, unless material considerations indicate otherwise.
- 5.5 Paragraphs 7 – 11 establish that all decisions should be based on the principles of a presumption of sustainable development.
- 5.6 Paragraph 60 states: 'To support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay'.
- 5.7 Paragraph 69 states that small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly.
- 5.8 Paragraph 111 states development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 5.9 Paragraph 130 states planning decisions should ensure developments will function well and add to the overall quality of the area, are visually attractive and optimise the potential of the site.
- 5.10 Paragraph 162 states that the aim of the sequential test is to steer new development to areas with the lowest risk of flooding. Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower risk of flooding. The strategic flood risk assessment will provide the basis for applying this test. The sequential approach should be used in areas known to be at risk now or in the future from any form of flooding.

- 5.11 Paragraph 164 states that the application of the exception test should be informed by a strategic or site specific flood risk assessment, depending on whether it is being applied during plan production or at the application stage. For the exception test to be passed it should be demonstrated that:
- a) the development would provide wider sustainability benefits to the community that outweigh the flood risk; and
 - b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.

- 5.12 Paragraph 174 states that planning policies and decisions should contribute to and enhance the natural and local environment by:
- a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);

Local Plan

- 5.13 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires proposals to be determined in accordance with the development plan unless material considerations indicate otherwise. The development plan for Doncaster consists of the Doncaster Local Plan (adopted 23 September 2021). The following Local Plan policies are relevant in this case:
- 5.14 Policy 1 identifies Thorne and Moorends as a main town, which will be a focus for new development.
- 5.15 Policy 2 identifies Thorne and Moorends as a main town, which will be a focus for new development.
- 5.16 Policy 3 sets out that at least 40 per cent of the borough's total housing should be within the main towns such as Thorne and Moorends. This policy is considered to carry limited weight at this time.
- 5.17 Policy 5 sets out the Housing Allocations (Strategic Policy) and identifies sites that will help to deliver the housing requirement of which this site is one (Site 081/343 – Alexandra Street/North Eastern Road, Thorne).
- 5.18 Policy 7 sets out the requirements for the range of housing including the need for affordable housing.
- 5.19 Policy 13 seeks to promote sustainable transport within new developments.
- 5.20 Policy 16 seeks to consider the needs of cyclists within new developments.
- 5.21 Policy 17 seeks to consider the needs of pedestrians within new developments.
- 5.22 Policy 20 states that development proposals that are expected to give rise to significant increase in the use of public rights of way where they cross roads, railway lines, canals and rivers must show that all safety and accessibility considerations have been taken into account to ensure use of the crossing can be

maintained. This should include consultation with the appropriate authority (for example, Network Rail).

- 5.23 Policy 28 deals with open space provision in new developments.
- 5.24 Policy 30 deals with the need to value biodiversity.
- 5.25 Policy 32 states that the design process should consider woodlands, trees and hedgerows.
- 5.26 Policy 42 deals with the need for good urban design.
- 5.27 Policy 54 requires the need to take into account air and noise pollution.
- 5.28 Policy 55 deals with the need to mitigate any contamination on site.
- 5.29 Policy 56 requires the need for satisfactory drainage including the use of SuDS.
- 5.30 Policy 57 deals with the need to consider flooding.
- 5.31 Policy 58 deals with low carbon and renewable energy within new developments.
- 5.32 Policy 60 requires the need to protect the best and most versatile agricultural land.
- 5.33 Policy 65 deals with developer contributions.

Thorne & Moorends Neighbourhood Plan (NP).

- 5.34 A neighbourhood plan for Thorne and Moorends is currently in preparation. Pre-submission consultation and publicity has taken place and is currently at what is known as Regulation 14 stage. Consequently it is considered that the weight to be afforded to the Thorne and Moorends NP is moderate.
- 5.35 The application site is not allocated within the Neighbourhood Plan (although note that it is an allocation in the emerging Local Plan), however the following policies are applicable:

Policy H2 states that housing development will be permitted within or immediately adjacent to the built-up area of Thorne and Moorends, subject to the development:

- Being well related to the existing developed extent of Thorne and Moorends.
 - Physically and visually being integrated into the existing settlements.
 - Prioritising physical relationship and integration above flood risk concerns.
- 5.36 Policy H3 states that housing developments should incorporate a mix of housing types in terms of size, tenure and type to satisfy the aspirations of the local community.
 - 5.37 Policy H4 sets out the need for affordable housing.
 - 5.38 Policy DDH3 sets out the need for good design.

- 5.39 Policy PT1 states that developments that are likely to increase the patronage for public transport service will be expected to contribute to facilitating access to those services.

Other material planning considerations and guidance

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

6.0 Representations

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

6.2 The application was initially submitted on 15th January 2019 and advertised via site notice (22nd January 2019) and press notice on 07th February 2019. Following this publicity, a total of 23 letters of objection were received. A summary of the material planning issues raised is set out below:

- Concerns over loss of ecology
- Concerns relating to loss of privacy and overlooking
- Concerns relating to impact on the highway network including the impact on the junction of Alexandra Street and King Edward Road.
- Highway safety concerns
- Concerns about school capacity and other facilities
- The proposal will result in overshadowing
- Concerns that the area is prone to flooding
- Concerns that foundations may lead to houses being a lot higher than existing properties
- Concerns about drainage
- Concerns about loss of trees
- Concern about radon gas
- Concerns relating to removal of play space
- Concerns about extra waste being created.
- Concerns about emergency vehicles being able to access the site.
- Concerns about noise and pollution

Non material issues raised included the following

- Loss of a view

6.3 One letter of support has been received on the basis that it will ensure that the local economy can grow meaning that further investment in local infrastructure can take place.

6.4 No additional representations have been received since members resolved to grant planning permission in August 2020.

7.0 Town Council

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

8.0 Relevant Consultations

8.1 Highways England – No objections

8.2 National Grid – No response received.

8.3 Environment Agency – No objections subject to the development being carried out in accordance with the submitted Flood Risk Assessment (FRA) (Condition 08)

8.4 Yorkshire Water – Initial concerns relating to position of development in respect of existing drainage pipes. Overcome by condition 10.

8.5 DMBC Ecology – No objections subject to S106 agreement in relation to biodiversity net gain, lighting strategy and construction environmental management plan secured by planning conditions 05, 06, and 07.

8.6 DMBC Tree Officer – No objections subject to condition 12

8.7 DMBC Internal Drainage – No objections subject to condition requiring full details off the proposed drainage (condition 13)

8.8 DMBC Education – No objection subject to the signing of a S106 agreement in relation to additional school places.

8.9 DMBC Public Rights of Way – No objections.

8.10 DMBC Housing Policy - No objections

8.11 DMBC Highways Development Control – No objections subject to conditions in relation to Construction Impact, construction methods and ensuring the site is surfaced and sealed (Conditions 19, 20 and 21).

8.12 DMBC Transportation – No objections subject to road mitigation measures and travel bond contained within S106 agreement. A condition has also been imposed requiring full details of EV charging points (condition 04).

8.13 DMBC Design Officer – No objections subject to condition requiring a design guide to be submitted (condition 11).

- 8.14 DMBC Open Space Officer** – No objection subject to onsite POS being delivered on site. A condition has also been suggested requiring full details of future maintenance (condition 18).
- 8.15 DMBC Pollution Control** – No objections subject to conditions relating to future contamination surveys being carried out (Conditions 14, 15 and 16).
- 8.16 DMBC Area Manager** – No response received.
- 8.17 DMBC Air Quality** – No objection subject to condition requiring an air quality mitigation survey to be carried out (condition 09). A condition has also been suggested requiring details of EV charging points (condition 04).
- 8.18 DMBC Affordable Housing** – No objection as the proposal is to provide 26% on site affordable housing and this is to be secured via a section 106 agreement.
- 8.19 DMBC Flood Risk (Policy)** – No objection subject to a suitable Sequential Test and Exceptions Test being carried out.
- 8.20 Ward Members - Councillor Houlbrook** – Previously supported the scheme but would like for the highways issues to be fully considered as part of the application.

9.0 Assessment

9.1 The proposal seeks outline permission for the erection of 207 dwellings with associated infrastructure including parking, hard surfaces, public open space, balancing pond/biodiversity sink and associated works with permission being sought for access. In considering the proposal the main material planning considerations are outlined below:

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

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

- Substantial
- Considerable
- Significant
- Moderate
- Modest
- Limited
- Little
- No

Appropriateness of the proposal

- 9.3 The NPPF seeks to significantly increase the overall quantity and quality of housing and to ensure that it is built in sustainable locations. Local Plan Policy 5 allocates this site as a future housing site.
- 9.4 Consideration should also be given to the Thorne and Moorends Neighbourhood Plan. Paragraph 29 of the NPPF states that Neighbourhood planning gives communities the power to develop a shared vision for their area. Neighbourhood plans can shape, direct and help to deliver sustainable development, by influencing local planning decisions as part of the statutory development plan. Neighbourhood plans should not promote less development than set out in the strategic policies for the area, or undermine those strategic policies.
- 9.5 Paragraph 30 states that once a neighbourhood plan has been brought into force, the policies it contains take precedence over existing non-strategic policies in a local plan covering the neighbourhood area, where they are in conflict; unless they are superseded by strategic or non-strategic policies that are adopted subsequently.
- 9.6 Policy H2 (Development of non-neighbourhood plan allocated housing sites) states that housing development will be permitted within or immediately adjacent to the built-up area of Thorne and Moorends, subject to the development:
- being well related to the existing developed extent of Thorne and Moorends
 - physically and visually being integrated into the existing settlements
 - prioritising physical relationship and integration above flood risk considerations.
- 9.7 It is considered that the development site does relate well to the existing development of Thorne being a reasonable extension to the existing settlement. The indicative plan shows that the general layout would integrate well with the surrounding residential character. Inter-connectivity and highway manoeuvrability will be dealt with later within this report.
- 9.8 Policy H2 goes on to state that where sites are within areas of flood risk, the level of risk should not be given priority over other sequentially preferable considerations, such as accessibility, visual impact and highways considerations.
- 9.9 Where appropriate, mitigation to protect future occupants would be preferable to avoiding development of land subject to flood risk in favour of sites outside of flood risk areas that are not so well related to the existing extent of Thorne and Moorends. Issues of flood risk will be dealt with later within this report.
- 9.10 Taken in the round, the principle of residential development is considered acceptable in principle and this weighs considerably in favour of the application.

Sustainability

- 9.11 The National Planning Policy Framework (NPPF 2021) 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

- 9.12 There are three strands to sustainability, social, environmental and economic. Para.10 of the NPPF states that in order sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.

SOCIAL SUSTAINABILITY

Impact on Residential Amenity

- 9.13 The properties most likely to be affected by the development are those located on Hawthorne Road (east of the site) and those located on Highfield Crescent (south of the application site). Whilst indicative, the amended plans have been carefully designed so as to minimise the impact of the development on existing neighbouring properties. As previously set out, Doncaster's SPD sets out required separation distances in order to minimise issues such as overlooking, over dominance and loss of privacy. In general terms, principle and rear elevations should achieve 21m separation between the neighbouring equivalent and the indicative plan exceeds these requirements being between 26m and 30m generally along the eastern boundary. It should be noted that the current proposal is submitted in outline seeking permission for the principal of development and access. Matters such as layout, scale, appearance and landscaping would form reserved matters which would require consideration in their own right.
- 9.14 The SPD also makes clear that there should be at least 10m separation between the rear elevation and the rear boundary with neighbouring properties. Again the indicative plan shows that proposed properties along the eastern boundary can achieve in excess of the 10m required.
- 9.15 Whilst it is acknowledged that the view from many of the properties on Hawthorne Road will change, there is no right to a view. Moreover, the indicative plan is able to demonstrate the necessary separation distances to safeguard the amenities of neighbouring properties.
- 9.16 Turning to those properties on Highfield Crescent, the indicative plan shows that the side elevation of the southern units would face existing properties. Doncaster's SPD requires separation distances of 12m between the rear elevation of existing properties and the side elevation of proposed dwellings. The plan submitted far and away exceeds this requirement. Whilst elevation and floor plans have not been submitted it generally accepted that any potential issues of overlooking or loss of privacy could be designed out during the detailed reserved matters application.
- 9.17 Whilst matters of flood risk are dealt with later within this report, the applicant has confirmed that it is their intention to carefully consider the heights of the proposed dwellings on the eastern boarder of the application to ensure that they would not overbear or over dominate neighbouring properties on Hawthorne Road or Highfield Crescent. In any event matters of scale are a reserved matter and as such should permission be granted consideration as to the scale of the development will be considered in full at that stage.
- 9.18 Consequently it is considered that the proposal would not adversely affect neighbouring properties in terms of excessive levels of overlooking, over dominance, loss of privacy or overshadowing. This weighs positively in favour of the application carrying moderate weight.

9.19 Conclusion on Social Impacts.

- 9.20 In conclusion of the social impacts of the development, it is not considered that residential amenity will be adversely affect by the proposal in accordance with policy 44 of the Local Plan. The proposal has been able to adequately demonstrate that residential development can be achieved on the site without adversely affecting the residential amenity of neighbouring properties through overlooking, over dominance or loss of privacy.
- 9.21 It is anticipated that the proposal would lead to some noise and disturbance being generated whilst construction is taking place, however this is considered to be short term when considered against the lifetime of the development. Notwithstanding this, planning conditions have sought to mitigate this harm as far as possible by the submission of a Construction Impact Management Plan and Construction Method Statement (conditions 19 and 20) and as such this is considered to carry limited weight against the proposal.

9.22 ENVIRONMENTAL SUSTAINABILITY

Impact upon the character and appearance of the surrounding area

- 9.23 Policies 41 and 44 of the Local Plan requires that all proposals in Doncaster must be of high quality design that respects the character of the area in regard to a number of principles of good design. Whilst the site plan submitted is for indicative purposes, Doncaster's Urban Design Officer has commented that the proposed layout has many positive characteristics. It utilises the majority of the site's Green Infrastructure (GI) and creates pleasant and attractive ecology areas which will green the character of the scheme. There are some nice bits of townscape such as the formal green square enclosed by properties and the overall layout structure seems an appropriate response to the character of the area. Some initial concerns were raised in respect of parking provision and its integration within the scheme. In addition there were concerns that the level of Public Open Space was poorly located and that permeability within the site could be improved.
- 9.24 Amended plans were sought and the concerns raised above have been addressed. A revised layout is included within appendix 2 of this report. The revised scheme scaled back the detail of the proposed plans to a more schematic proposal given that the only matters for consideration at this stage are the principle of development and access.
- 9.25 It is noted that are still some significant parking courts to the rear of properties that will not be acceptable and would need to be broken down in size into separate courts in any subsequent applications for detailed reserved matters. There would also need to be a better mix of parking solutions generally which again could affect the density / number of units proposed and this has been relayed to the applicant so that any reserved matters applications can take account of this. However as detailed matters are not part of these applications, Doncaster's Urban Design Officer considers the latest masterplan sets out an acceptable framework for the layouts at this stage in the design process and which can be developed further moving forward.
- 9.26 Whilst it is acknowledged that the appearance of the land would invariably change in the event that planning permission is granted, the proposed development would be seen as an extension to the existing built environment and spatially would help

to compliment the character of the surrounding area. It is also acknowledged that the land is currently undeveloped, however it has been allocated within the Local Plan and previously within the UDP. It was clearly the intention, over a number of years for this site to be developed. In the event that permission is approved, a suitably worded condition is proposed requiring the submission of a design statement shall be submitted prior to the first phase of reserved matters and will included details such as:

- Movement hierarchy and street types- the network of streets and car free routes and how these integrate into existing networks, using street sections and plans to illustrate the hierarchy,
- Urban design principles- how the development will create a permeable and secure network of blocks and plots with well-defined, active and enclosed streets and spaces,
- Legibility strategy- how the scheme will be easy to navigate using gateways, views, nodes and landmarks for orientation,
- Residential character areas- the different areas of housing within the site and details of the key characteristics of each zone in terms of layout, scale, siting, appearance, and landscape,
- Architectural appearance, building details and materials- how the development responds to local building traditions and / or aims to create an appropriate and distinctive new attractive appearance informed by a local character appraisal and community engagement,
- Open space character areas- the function, appearance and design principles for each key areas of open space,
- Vehicle and cycle parking- including details of allocated and visitor parking strategies in line with the Council's parking standards,
- Hard and soft landscape- including street surfacing, junction treatments, street furniture, signage, management and maintenance,
- Boundary treatments- details of front, side, rear and plot division boundaries for each street type / character area.
- Building for Life Statement- how BFL principles are to be met by the development (applicable to residential areas).

Highways

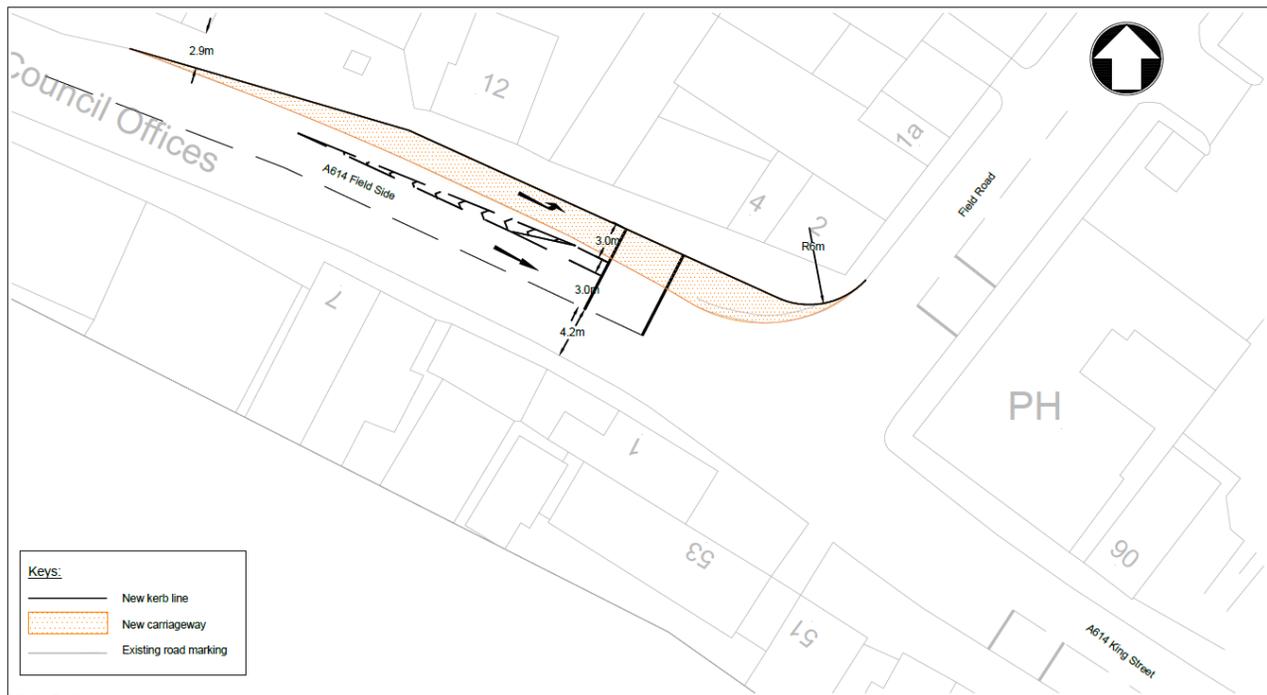
Access

- 9.27 One of the principle concerns raised by residents is specifically in relation to traffic generation and the impact of the development on the capacity of existing junctions namely where Alexandra Road meets with King Edward Road.
- 9.28 Policy 42 lists safe and secure private property, public areas and the adoptable highway ensuring access points, street design, parking and operational highway requirements safely cater for pedestrians, cyclists and vehicles as qualities of a successful place. Policy 13 of the Local Plan states that proposals will be supported which make an overall contribution to the improvement of travel choice and the transport network.
- 9.29 As noted above, consent is sought for a proposed access leading from Alexandra Street. Plans have been submitted have allowed for a give way junction where the development site meets with Alexandra Street.

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

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

- 9.31 Concerns have been raised that the proposal would lead to further pressure at the junction where Alexandra Street meets with King Edward Road. Paragraph 113 of the NPPF states that all developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment (TA) so that the likely impacts of the proposal can be assessed. A TA has been submitted and consultation has taken place with Doncaster's Highways Transportation Team who initially raised some concerns in relation to width and radius of the turning manoeuvres as well as requiring additional justification in relation to intergreen timings and swept path analysis. At traffic lights, the intergreen time is the period of time between the end of a green light phase in the driving direction and the beginning of the green light phase in the crossing direction.
- 9.32 As a result of the issues raised, additional information was provided in the form of an addendum to the TA. This provided additional justification for the improvements proposed as well as additional information in relation to the modelling data used. In short the road improvements include:
1. Mitigation to the Field Side / Field Road / King Street signalised junction
 2. Mitigation to the A614 Selby Road / Omega Boulevard signalised junction
 3. Widening of west of Alexandra Street, Lands End Road.
- 9.33 West of Alexandra Street, Lands End Road is to be widened to 6.4m with 2.0m footways provided on either side leading to a new priority-controlled junction into the proposed development. The main priority through the new junction will be into the development resulting in a change of priorities on Lands End Road. As such, 'Give way' carriageway markings are proposed on Lands End Road. The kerb arrangement along the western side of the development access road and the northern side of Lands End Road are such that they form a right angle at the give way rather than following the bend around. This reduces conspicuousness of the bend increasing the risk of inappropriate approach speeds and possible loss of control type collisions. Details of this layout can be seen in appendix 3 of this report.
- 9.34 The proposal also recognises the need to for improvements to be made at Field Side / Field Road / King Street signalised junction in Thorne Town Centre. This involves widening Field Side to provide two lanes at the stop line and an indicative plan is included below:



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



- 9.36 Objectors are concerned that the proposal would result in additional household waste being generated. Doncaster's Highways Development Control Team have assessed the revised plans and are content that the road layout is capable of accommodating a refuse vehicle and consequently, would be subject to normal refuse collection protocol. The road improvements and the access that is proposed is considered to be able to adequately accommodate emergency vehicles.
- 9.37 This impact is not considered severe. Importantly, the NPPF makes clear at paragraph 111 that "development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe."
- 9.38 In this case, the access arrangement proposed have been technically assessed and are considered to meet with the technical specifications. In addition a Transport Assessment has been submitted with the application to consider implications on the wider highway network and potential road/signal improvements. In this case, the improvements set out above would satisfactorily address the concerns related to traffic and will be secured via a S106 agreement required in order to make the development acceptable. This weighs positively in favour of the application carrying moderate weight.
- 9.39 Finally, Highways England have been consulted as part of the application and have commented that 'having reviewed the further submissions in the current consultation, these are related to improvements which are not on the Strategic Road Network and so we have no further comment'. There are therefore no objections from Highways England.

Location to services

- 9.40 Thorne is designated within Policy 2 as a *main town* and the market towns of Thorne and Mexborough have the largest town centres outside Doncaster and are important service centres for local catchments.
- 9.41 National policy seeks to build prosperous and sustainable communities by improving the economic performance of towns and cities, promoting regeneration and tackling deprivation. It seeks to focus development in existing centres accessible to public transport, jobs, key services and infrastructure so as to promote their vitality and viability, support town centre regeneration and minimise the need to travel. Land should be used efficiently and priority given to re-using well located brownfield land.
- 9.42 The nearest bus stops to the site are located on King Edward Road (approximately 579m to the east) and are served by the 86A 87 87A 87B 488 buses. They operate on a on a hail and ride basis. These buses operate on a daily basis starting at 06:28 hours and ending at 23:45 hours Monday to Friday and travel to Doncaster's Town Centre and Moorends.
- 9.43 It is widely acknowledged that that planning should actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.
- 9.44 Section 9 (Promoting Sustainable Transport) of the NPPF goes into further detail on this core principle. Paragraph 110 states that decisions should take account of whether:

- a) Appropriate opportunities to promote sustainable transport modes can be - or have been - taken up, given the type of development and its location;
 - b) Safe and suitable access to the site can be achieved for all users; and
 - c) the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code.
 - d) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.
- 9.45 Chapter 5 (Delivering a sufficient supply of homes) of the NPPF sets out that to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.
- 9.46 With regard to school places, paragraph 95 states that the government attaches great importance to ensuring that sufficient choice of school places is available to meet the needs of existing and new communities. Local planning authorities should take a proactive, positive and collaborative approach to meeting this requirement, and to development that will widen choice in education. They should:
- a) give great weight to the need to create, expand or alter schools through the preparation of plans and decisions on applications; and
 - b) work with schools promoters, delivery partners and statutory bodies to identify and resolve key planning issues before applications are submitted.
- 9.47 As part of the application submission the proposal has included a Transport Assessment (TA) and travel plan (TP) which deal specifically with the matter of transport sustainability. The TP set out key objectives to improve accessibility to the site by:
- making residents aware of the opportunities available for travel on foot, by bike and public transport;
 - make residents aware of the advantages for travel by more environmentally friendly modes; and
 - helping to reduce the impact of vehicles associated with the development on the local highway network.
- 9.48 As part of the Residents' Welcome Pack, local walking route maps would be provided to all residents. These will identify key routes to local bus stops and facilities such as grocery stores, doctors, dentists and pharmacies. They will also provide details of key walking routes in the area along with contact details of local organisations that actively support walking. This will help residents to appreciate the extent of the local facilities available and the routes and distances involved in accessing these on foot.
- 9.49 As with the walking route maps outlined above, cycle route maps will be provided to residents. Again, these will ideally be supplied as part of the Residents' Welcome Pack although, depending on availability, they may alternatively be placed in a central location which can be viewed by all. In addition, details of local cycle training facilities and cycle shops will also be included within the Residents' Welcome Pack.

9.50 Turning to consideration of the sustainability of the proposed dwellings, the Doncaster Settlement Audit (updated February 2017) considers the sustainability of the settlements throughout the borough, including Thorne. The audit categorises local services as either primary or secondary services. On page 5 of the audit, the categorisation is explained as follows:

"Primary services are those which are considered to be very important for an area to have in order for it to be sustainable and even to be a desirable place to live. Secondary services are those which are important but not as important."

9.51 The South Yorkshire Residential Design Guide SPD considers accessibility criteria for new residential development. Table N1.2 of the SPD, below, sets out the broad accessibility targets.

9.52 All properties will receive a Residents' Welcome Pack which will contain information on sustainable transport.

9.53 The Residents' Welcome Pack will provide specific information on local public transport facilities. This will include details of local bus stops, rail stations and services along with details of where residents can access additional public transport information. By offering a period of free public transport use, residents can be encouraged to develop sustainable travel patterns which will then continue once the free period has ended. The welcome pack will therefore also include an application form to allow residents to request one free SYConnect+ (South Yorkshire) pass per household. This can be used on all buses, trains and trams within South Yorkshire. Requests for passes will be sent to the developers nominated Travel Plan co-ordinator who will process and issue the passes.

9.54 Given the proximity of the site shops and other services it would be reasonable to suggest that the site lies within a main centre location given its proximity to local services, health and education as well as access to sustainable transport.

9.55 In terms of average walking speeds, the SPD states that as a general rule of thumb a 5 minute walk equates to a distance of 400 metres for non-disabled people and for different groups of disabled people, these distances are significantly less. This calculation concurs with the Institute for Highways and Transportation (IHT) 'Guidelines for Providing Journeys on Foot' published in 2000, which calculated a reasonable walking pace as 3 miles or 5 kilometres per hour.

9.56 The IHT document refers to 400 metres as a desirable walking distance and 800 metres as an acceptable distance for trips on foot outside town centres (save for commuting/schools/sightseeing where the figures are instead 500m and 1000m respectively). The application site lies 590m from the nearest school (King Edward Primary) and approximately 1200m from the nearest supermarket located within Thorne town centre.

9.57 When considered against the distance criteria set out in the South Yorkshire Residential Design Guide and also the guidelines set out by the Institute for Highways and Transportation the development measures well in terms of access to public transport and local services. Consequently the proposal adheres to Policy 13 of the Local Plan.

- 9.58 Taken in the round, the proposal is considered to be located within a sustainable location within a reasonable proximity to bus services, shops and medical facilities carrying significant weight in favour.

Network Rail

- 9.59 During the course of the application, Network Rail objected to the application on the basis that the proposal would increase the possibility for people to cross the railway line therefore increase the risk at the pedestrian crossing. Additional clarity has been sought with the developer and Network Rail and an initial objection was received to the development on the grounds of the potential impact of the proposals on operational railway safety at the adjacent Lands End Road pedestrian level crossing.
- 9.60 An additional technical noted was submitted by the applicant as an addendum to the Transport Assessment in order to provide further information to Network Rail. It took account of public rights of way, usage patterns of the railway crossings as well as the catchment area for any potential crossings.
- 9.61 The report considered the location of residential areas, amenities and facilities in Thorne, and the most likely walking routes between these and the development. The quality of these walking routes has been considered, as well as onward connectivity and general pedestrian provision. Count data from the Lands End Road level crossing has been studied in order to understand patterns of current usage.
- 9.62 The results of this analysis indicate that walking and cycling trips between the proposed development and facilities in Thorne (including the town centre, Capitol Park and Thorne North station) are unlikely to use the Lands End Road level crossing. The level crossing provides the longest and least direct of any of these routes. It was therefore concluded that any potential increase in level crossing usage would be related to the employment sites at The Range and BMW or recreational walking trips.
- 9.63 The report concludes that an additional 8 recreational trips could be generated per day, comprised of 4 return journeys. A further ten work-related trips could also be generated, however this would be dependent on new residents being employed at the sites to the west of the level crossing, which is subject to a high degree of uncertainty. Therefore, the estimated additional trips over the level crossing as a result of the proposed housing development would fall between the range of eight to eighteen trips over a 24-hour period.
- 9.64 On this basis Network Rail have been able to remove their objection subject to a suitably worded condition in relation to a standoff area for any waterbodies adjacent to the railway. It is considered that the potential for additional trips is of such a low scale that there would be no significant increase in risk.

Flooding and Drainage

- 9.65 The application site lies within an area designated as Flood Risk Zone 3 benefiting from flood defences. The Environment Agency have been consulted as part of the application and originally objected to the application. An updated Flood Risk Assessment (FRA) has been submitted and the Environment Agency confirmed in December 2019 that they were able to remove their objection subject to a suitably worded condition. It then turns to determine whether the proposal has adequately applied the Sequential Test and Exceptions Test.

- 9.66 The NPPF makes clear that residential developments within high flood risk zones should look to apply the Sequential Test (ST). Paragraph 161 sets out that the aim of the sequential test is to steer new development to areas with the lowest risk of flooding. Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower risk of flooding.
- 9.67 Table 3: Flood risk vulnerability and flood zone 'compatibility' sets out the circumstances where the Exceptions Test should be applied. Residential development is classed as more vulnerable and this in combination of the site being classified as Flood Risk Zone 3 triggers the need for an Exceptions Test.
- 9.68 At paragraph 164 of the NPPF it states that the application of the exception test should be informed by a strategic or site-specific flood risk assessment, depending on whether it is being applied during plan production or at the application stage. For the exception test to be passed it should be demonstrated that:
- a) the development would provide wider sustainability benefits to the community that outweigh the flood risk; and
 - b) the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.
- 9.69 Sequential Test information has been provided which initially indicated a search area looking at alternative sites within Thorne of a similar size +/- 25 percent of the land area. This methodology was not in accordance with Doncaster's SPD. It is noted that two applications have been submitted, one to the north of Alexandra Street and the second to the south. The smaller northern site (19/00100/OUTM) has assessed sites of a similar size whereas the SPD requires the application to look for several smaller sites, or any larger sites, that are reasonably available. In order to address this, there would be a requirement to look at other reasonably available sites (both several smaller, or any larger sites) and set out why they are not reasonably available. Or justify why their own methodological approach is justified and why they do not need to accord with the SPD.
- 9.70 Dealing specifically with the southern and current application site (19/00099/OUTM) the same approach has been taken, however given this site is far larger in size the reasonably available sites that have been identified do not provide the same numbers of housing and therefore, although the Sequential Test is lacking, the information provided in Doncaster's Policy consultation response, in conjunction with the applicants ST, has provided sufficient evidence to conclude that the ST can be passed in this instance.
- 9.71 As residential development is classed as more vulnerable by national policy and its supporting guidance, then both parts of the exceptions test must also be met in line with NPPF para.161 and Policy 57 of the Local Plan. Part 1 requires demonstration that the development provides wider sustainability benefits to the community that outweighs the residual risk.
- 9.72 It is noted that the site has a mixed performance across the Sustainability appraisal (SA) objectives/sub-objectives and 33 detailed criteria with a range of potential positive, neutral, and negative effects. The national guidance states that "If a planning application fails to score positively against the aims and objectives of the

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

- 9.73 Part 2 of the Exceptions Test process requires that the development will be safe for its lifetime (given to be 100 years) taking into account the vulnerability of its users without increasing flood risk elsewhere and, where possible, reduce flood risk overall. It is considered that a condition requiring the development to be carried out in accordance with the submitted Flood Risk Assessment would help to ensure that the development would be safe for the lifetime of the development. Moreover an informative has been suggested that the developer signs up to the EA’s early warning flooding alert system. Part 2 of the exceptions test is considered to have been passed.
- 9.74 In conclusion, the proposal is considered to pass the Sequential Test and Exceptions Tests and no objections have been raised by the Environment Agency or internal drainage teams subject to suitably worded conditions.

Trees and Landscaping

- 9.75 Initially, clarification was sought from the applicant with regards to the finished site levels and the retention/improvement of areas of existing trees. The indicative plan submitted with the application has been amended and Doncaster's Tree Officer re-consulted. No objections have been received in respect of the application subject to suitably worded conditions in relation to ensuring trees are protected and the future landscaping of the site.
- 9.76 It has been commented by Doncaster’s Tree Officer that firstly, it is pleasing to see the naturalistic features bordering the small field at the north west corner of the site (G34, G25-G28, T34 group) designed in to the scheme, as well as much of the central swathe of vegetation running north-south through the centre of the site (T21-T27, G20 group). With this latter group the tree officer has commented that he would expect the access roads through the group to be located so as to avoid the best trees. Whilst he believe that some of the BS5837 category B designations are somewhat generous, these trees (such as those within the internal G25-G28, T34 and T21-T27, G20 groups) could be retained as part of a naturalistic wider landscape features (whereby the ‘faults’ of these trees are masked).
- 9.77 Aside from the above groups, whilst the site has many trees there are very few of individual merit; these are:
- oak T2
 - birch T13
 - oak T14
 - the two oaks in G12
 - birch in G8
 - the two oaks in G8.
- 9.78 A copy of the tree survey is available to access via Doncaster’s Public Access page (www.doncaster.gov.uk/services/planning/planning-applications-online-public-access) the survey plan was received on the 15th January 2019.

9.79 Finally, in addition to the retained naturalistic groups the above trees will need to be retained within the scheme, the tree officer considers the whole frontage should be replaced and re-landscaped. Suitably worded conditions have been suggested which will require a suitable landscaping scheme to be submitted and approved in writing by the Local Planning Authority (condition 23). Suitably worded conditions relating to tree protection have also been suggested (conditions 12 and 22).

Ecology and Wildlife

9.80 Doncaster's Ecologist has been consulted during the course of the application and has raised no objection to the proposal. However additional surveys were required specifically in relation to Great Crested Newts. An updated reptile and Great Crested Newt survey has been provided and following the submission of this information, the Ecologist has commented that there are no objections subject to suitably worded conditions in relation to the Construction Environmental Management Plan (CEMP), Landscape and Ecological Management Plan and Lighting Strategy Plan – for submission and approval by the LPA.

9.81 In line with Paragraph 174 of the NPPF, planning decisions should contribute to and enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures. Doncaster's Ecologist originally explored the need for net gain biodiversity offsetting and this was achieved through the submission of a revised biodiversity metric for this site. This simply assesses the baseline unit value of the site as it stands at present. The difficulty with the submission of an outline application is that final layout is not currently being considered and therefore an assessment about what would be lost and what would be retained or enhanced is difficult to achieve. At the time the application was presented to committee in August 2020 the approach taken was to set a precautionary maximum possible S106 contribution, at this outline stage, as if the entire site were to be cleared. The revised metric calculations indicated that total clearance of the site would result in the loss of:

- 6.28 units of hedgerow
- 49.88 units of other habitats

9.82 In line with the NPPF applications need to deliver a net gain in biodiversity. So for a 10% net gain we would be looking for approximately 55 habitat units and 7 units of hedgerows. At the time the application was presented to planning committee in August 2020 BNG calculations were very much in their infancy. It was calculated that this scheme should look to provide a maximum offsite contribution via a Section 106 of £391,729.

9.83 As set out above, the position in relation to BNG has altered since the resolution made by planning committee in August 2020. A significant amount of work has been carried out into biodiversity net gain and the costs of delivering biodiversity units required to offset development impacts. In addition, a new biodiversity metric tool has been developed by Defra that replaces the beta test version that was originally used to assess this application. The change in metric and increased understanding of the costs involved in delivering biodiversity units mean that the figures provided in my previous comments are significantly lower than would actually be required to offset the development impact. As a result, the calculation of £391,729 previously calculated would not be sufficient in order to deliver 55 habitat units or the 7 units of hedgerow needed to offset the development.

- 9.84 The error in calculating BNG is a mistake of fact known by the Local Planning Authority and as such it is considered appropriate to present this application back to planning committee so that they are fully aware of the change in circumstances and whether it would alter the resolution made by committee.
- 9.85 In light of this it is recommend that the S106 is drafted to require the following information be provided at reserved matters stage for approval in writing by the Local Planning Authority:
- 9.86 A Biodiversity Impact Assessment using the Defra 3 Metric that details how a minimum 10% net gain in Biodiversity shall be secured post development. This shall include:
- Details of on site mitigation and unit delivery, and if required;
 - Details of off-site offsetting measures.
 - The contractual terms to secure the delivery of all onsite and offsite offsetting measures.
- 9.87 The S106 can offer flexibility to the developer in how any off-site units are secured. This may be through:
- The delivery of an offsetting scheme by the developer on land in their control and agreed as appropriate.
 - The delivery of an offsetting scheme by a third party (Either through delivery of a bespoke scheme or purchasing the required units from a habitat bank).
 - Payment of a per habitat unit fee of £25,000 to the Local Planning Authority to allow the subsequent delivery of the required biodiversity units.
- 9.88 It is vital to note that that the agreement to potentially accept a habitat unit fee by the Local Planning Authority would not mean that the complete loss of biodiversity on the site would be considered acceptable at reserved matters stage. A subsequent application must apply the mitigation hierarchy and demonstrate firstly how impacts will be avoided and the best habitats on the site retained in the context of the wider ecological network and species interests. The main habitats present on the site are grassland, scrub, hedgerows and a small area of woodland. The £25,000 per unit fee could be used to deliver any of these habitats. Separate unit fees are not proposed for the different habitats on the site. This is order to ensure that ecological best practice and the mitigation hierarchy principles guide the site layout rather than financial drivers based on a different habitat unit costs.
- 9.89 The per unit fee is derived from the following costs over a 30 year offsetting project that could be used to deliver grassland, woodland scrub or hedgerow habitats:
- Habitat creation, establishment and management (For example, site preparation, seeding/ tree planting/scrub planting, installing and maintaining fencing/stock management facilities, establishment management activities, ongoing management such as woodland thinning/ride creation, rotational scrub management, grazing stock management.
 - Land acquisition (based on purchase of grade 3 agricultural land)
 - Project development and management
 - Condition monitoring and reporting
 - A contingency fund (based on possible factors such as replacement fencing/planting/seeding costs or facilitating site access).

- 9.90 It is acknowledged that there is a large difference between the per unit figure proposed now and previously. This is due to a number of factors. The previous costs were conservative and based on a simple plan for grassland management involving taking a hay cut annually. The revised costs include fencing and low intensity grazing management, control of undesirable weed species as well as repeat treatments to try and improve the grassland diversity. This is much more labour intensive and the majority of the cost increase is due to the fact it is now recognised that, in order to achieve a good scheme, this type of habitat management would be required. In addition, the original costs did not factor in the need for condition monitoring surveys or ongoing project management both of which it is now considered would be required.
- 9.91 While the habitat unit figure proposed here may seem large, it should be noted that this would not translate to an enormous fee automatically being required at reserved matters stage for the following reasons:
- The project should be reassessed with Defra Metric 3 at the point of a reserved matters application. This assessment may slightly change the number of units present on the site although this is unlikely to be a large change (previously the site was assessed as having around 7 units). It is important to note that this does not mean that the habitats are now considered less important than they were. Unit outputs cannot be meaningfully compared between the two metrics.
 - Not all the habitats on the site will be lost to the development, and units will be delivered on site as part of proposed landscaping schemes once detailed planning applications come forward. This would mean that the financial contribution based on the habitat unit fee of £25,000 per unit would not be 25k multiplied by 7 units. For example if there was an outstanding requirement for 4 units, then the fee would be £100,000.
 - The market for selling biodiversity units is developing rapidly. It is anticipated that by the time a reserved matters application is submitted there will be schemes or habitat banks within Doncaster selling biodiversity units that would be suitable to act as compensation for the proposed development. The price such projects sell units for will be based on the costs of known projects so it is anticipated that a unit would cost less than the £25,000 per unit fee proposed here. As outlined above the S106 can be worded such that there is flexibility in whether units are bought on the market at the time of the reserved matters application or paid through the habitat fee payment proposed. Providing any offsite compensation on a scheme local to the site would be the preferred option for the local authority
- 9.92 It is considered that the revised calculation of BNG, amended S106 drafting and imposition of suitably worded conditions would adequately deliver suitable biodiversity offsetting for this scheme. Biodiversity offsetting is considered to carry moderate weight in favour of the application as it would result in betterment.

Pollution issues

- 9.93 Concerns have been raised by objectors that the site has the potential for pollution as well as wider pollution control concerns.
- 9.94 As part of the consultation process, Doncaster's Pollution Control Team and Air Quality teams have been consulted and originally requested an Air Quality Assessment (AQA). This has subsequently been provided and Doncaster's Pollution

Control Team have raised no objections subject to a condition requiring air quality mitigation being submitted and approved in writing by the LPA. Condition 04 also requires detailed information in respect of EV charging points across the development site.

- 9.95 Concerns have been raised by residents in relation to additional noise pollution being created. It is anticipated that noise associated with the development will largely be confined to the construction of the site and whilst this is a negative aspect of the proposal it carries limited weight given the relatively short term nature of the harm. To further mitigate this harm condition 19 & 20 require the submission and implementation of a Construction Method Statement (CMS) and Construction Impact Management Plan (CIMP) which will further seek to minimise the potential disturbance to existing residents.

9.96 Conclusion on Environmental Issues

- 9.97 Para. 8 of the NPPF (2021) 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.

- 9.98 In conclusion of the environmental issues, it is considered that there has been no significant issues raised which would weigh against the proposal that cannot be mitigated by condition and a S106 contribution. As such, moderate weight can be attached to this in favour of the development through the achievement of road improvements and biodiversity offsetting.

- 9.99 The proposal has demonstrated that the development would be safe for the lifetime of the development (as set out above) through the imposition of a planning condition requiring the development to be carried out in accordance with the submitted Flood Risk Assessment. In addition, sufficient information has been supplied to demonstrate that the application has passed the Sequential Test and that in this case the development would as a result of being allocated for housing, located within a sustainable location and through the imposition of conditions would provide wider sustainability benefits to the local community in line with the Exceptions Test. This weighs positively in favour of the application carrying moderate weight.

- 9.100 Impact on the character of the area - whilst it is acknowledged that the appearance of the land would invariably change in the event that planning permission is granted, the proposed development would be seen as an extension to the existing built environment and spatially would help to compliment the character of the surrounding area. The general appearance of the site will alter if planning permission is approved from what is currently undeveloped land to a new housing estate. However, the conditions relating to landscaping works and the final design of the future housing development will ensure that the proposal is designed and integrated into the existing settlement when seen against its backdrop. Consequently, the impact of the development on the appearance of the surrounding area is considered to weigh neutrally.

- 9.101 Additional noise issues associated with the development are considered to be short term negative impacts which can be mitigated through appropriate conditions.

Given the relative short term nature of the potential construction noise and disturbance when viewed over the lifetime of the development, it is considered that this carries limited weight against the proposal.

9.102 ECONOMIC SUSTAINABILITY

9.103 It is anticipated that there would be some short term economic benefit to the development of the site through employment of construction workers and tradesmen connected with the build of the project however this is restricted to a short period of time and therefore carries limited weight in favour of the application. Whilst there may be some additional uplift for business within Thorne as a result of additional customers, this uplift is unknown and cannot be quantified at this time and so is afforded limited weight.

9.104 Conclusion on Economy Issues

9.105 Para 8 a) of the NPPF (2021) 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.

9.106 Whilst the economic benefit of the proposal is slight and afforded only limited weight, it does not harm the wider economy of the borough and for that reason weighs in favour of the development.

9.107 Planning Obligations

9.108 Concerns have been raised by objectors that the proposed development would have an adverse impact on existing facilities. Paragraph 55 of the NPPF states that local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations. Planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition.

9.109 Paragraph 57 states that planning obligations must only be sought where they meet all of the following tests

- a) necessary to make the development acceptable in planning terms;
- b) directly related to the development; and
- c) fairly and reasonably related in scale and kind to the development.

9.110 These are the statutory tests as set out in the Community Infrastructure Levy Regulations 2010.

Affordable Housing

9.103 To accord with policy 7 of the Local Plan, the scheme should provide 23% on site affordable housing, as more than 15 dwellings are proposed.

Public Open Space

9.104 Concerns have been raised by objectors that the development of the site would result in the loss of play space. The site is not designated as open space within the

Local Plan but is instead allocated as a future housing site. Local Plan Policy 28 states that proposals will be supported which contribute 10% to 15% of the site as on-site open space to benefit the development itself – the nature and type of which will be determined by having regard to the Council’s Green Space Audit and Playing Pitch Strategy.

9.105 The 2013 Green Space Audit shows the Thorne community profile area is deficient in informal open space and public parks. As the Green Space Audit shows both accessibility issues and a variety of open spaces deficiencies, 15% on site provision should be provided in the first instance. Where this cannot be provided, the Local Planning Authority may accept a commuted sum to offset the required POS.

9.106 The applicants have accepted that a reserved matters scheme will look to incorporate 15% on site POS.

Education

9.107 Policy 65 of the Local Plan deals specifically with developer contributions. Where necessary, directly related to the development, and fair and reasonable in scale and kind, developer contributions will be sought to mitigate the impacts of development through:

provision off site, to ensure the development can be delivered in line with other policy objectives, and to a safe and satisfactory standard (such as off-site affordable housing, education facilities, biodiversity net gain, flood mitigation, or highways improvements).

Education team have been consulted and 31 additional school places are required with a total educational contribution calculated at £1,101,499.

Highway Improvements

9.108 As set out above, the proposal looks to make road and signal improvements outside of the redline boundary of the application site and in order to secure this, the development must enter into a S106 agreement with the Council. The improvements are summarised as:

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

9.109 The S016 agreement also looks to secure a travel bond of £25,363.78 based upon a calculation of No. of dwellings x the current cost of a 28 day SY Connect+ ticket (currently £111.40) x 1.1.

Biodiversity offsetting

9.110 Paragraph 174 of the NPPF states planning policies and decisions should contribute to and enhance the natural and local environment by:

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

9.111 In line with the NPPF applications need to deliver a net gain in biodiversity. So for a 10% net gain the developer should deliver approximately 6.28 units of hedgerow 49.88 units of other habitats. As set out above there would need to be a significant increase the amount of BNG monetary compensation required to offset the development since the resolution by members to grant permission in August 2020. Should members resolve to grant permission the updated S106 requirement in respect of BNG would be required and this can be seen in recommendation section below (paragraph 11.1).

10.0 PLANNING BALANCE & CONCLUSION

10.1 In accordance with Paragraph 11 of the NPPF (2021) the proposal is considered in the context of the presumption in favour of sustainable development. The proposal is considered to be located within a sustainable location on a site earmarked for residential development in the Local Plan and this weighs considerably in favour of the application. In addition the indicative plan submitted with the application has shown that a suitable layout can be achieved that would be reflective of the character of the area and safeguard neighbouring properties through appropriate separation distances and this weighs significantly in favour of the application.

10.2 The proposed road and signal improvements together with the potential biodiversity net gain achieved by the development weigh moderately in favour of the application. It is noted that whilst the proposal lies within a flood risk zone, the applicants have provided sufficient justification to the Environment Agency meaning that no objections have been received subject to a suitably worded condition.

10.3 Limited weight in favour of the application has been afforded to the potential economic benefits generated by the proposal.

10.4 The noise and smells associated with equipment used during the construction of the site can be mitigated and controlled by condition and the short term noise and disturbance associated with implementing the planning permission is considered to carry limited weight against the proposal.

10.5 The proposal is subject to a Section 106 Agreement and the proposed heads of terms are outlined below.

11.0 RECOMMENDATION

11.1 MEMBERS RESOLVE TO GRANT PLANNING PERMISSION FOR THE PROPOSED DEVELOPMENT SUBJECT TO THE CONDITIONS BELOW AND FOLLOWING THE COMPLETION OF AN AGREEMENT UNDER SECTION 106 OF THE TOWN AND COUNTRY PLANNING ACT 1990 IN RELATION TO THE FOLLOWING MATTERS

- a) 23% Affordable Housing to be provided onsite.
- b) Proposal to provide 15% on site Public Open Space (POS) including ongoing management and maintenance.
- c) An education contribution towards additional school places equating to £1,101,499
- d) Offsite highway mitigation at:
 - i) Field Side / Field Road / King Street signalised junction
 - ii) Mitigation to the A614 Selby Road / Omega Boulevard signalised junction
 - iii) Widening of west of Alexandra Street, Lands End Road.

- e) A travel bond of £25,363.78 based upon a calculation of No. of dwellings x the current cost of a 28 day SY Connect+ ticket (currently £111.40) x 1.1.
- f) In conjunction with the submission of the first reserved matters application a Biodiversity Impact Assessment and Biodiversity Offsetting Scheme to assess biodiversity losses and gains and compensate for any biodiversity loss with a minimum 10% net gain, either through on site mitigation and/or by off site offsetting and/or by payment of an Offsetting Contribution calculated at £25,000 per Biodiversity Unit.

THE HEAD OF PLANNING BE AUTHORISED TO ISSUE THE PLANNING PERMISSION UPON COMPLETION OF THE AGREEMENT.

Conditions / Reasons

01. The development to which this permission relates must be begun not later than whichever is the later of the following dates:- i) The expiration of three years from the date of this permission or ii) The expiration of two years from the final approval of the reserved matters (as are defined in Condition 03) or in the case of different dates the final approval of the last such matter to be approved.

REASON

Condition required to be imposed by Section 92 (as amended) of the Town and Country Planning Act 1990.

02. In the case of the reserved matters (as are defined in Condition 03), application for approval must be made not later than the expiration of three years beginning with the date of this permission

REASON

Condition required to be imposed by Section 92(as amended) of the Town and Country Planning Act 1990.

03. Approval of the details of the appearance, landscaping, scale and layout (hereinafter referred to as reserved matters) shall be obtained from the Local Planning Authority before the commencement of any works.

REASON

The application is in outline and no details having yet been furnished of the matters referred to in the outline they are reserved for subsequent approval by the Local Planning Authority.

04. Prior to the occupation of the development hereby approved, details of electric vehicle charging provision shall be submitted to and approved in writing by the local planning authority. Installation shall comply with current guidance/advice. The first dwelling/development shall not be occupied until the approved connection has been installed and is operational and shall be retained for the lifetime of the development. The development shall be carried out in accordance with the approved details.

REASON

To contribute towards a reduction in emissions in accordance with air quality objectives and providing sustainable travel choice in accordance with policies 13 and 54 of the Doncaster Local Plan.

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

REASON

In line with Policies 29 and 30 of the Doncaster Local Plan to ensure the ongoing ecological interests of the site with respect to bats are maintained.

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

REASON

In line with Policies 29 and 30 of the Doncaster Local Plan to ensure the ongoing ecological interests of the site with respect to bats are maintained.

07. The development shall be carried out in accordance with the submitted Flood Risk Assessment (ref July 2019 / 42866/4007/North / Peter Brett Associates LLP 2019 & email "Alexandra Street Thorne 19/00099/OUTM and 19/00100/OUTM" dated 12/12/2019), and the following mitigation measures it details:

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

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

REASON

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

08. Prior to the operation/opening of the development hereby approved, an air quality mitigation plan shall be submitted to and approved in writing by the local planning authority. This plan should demonstrate how the damage costs have been utilised to offset vehicle emissions during the lifetime of the development. Measures in any mitigation plan should be in addition to those provided as a requirement for other Planning matters. The mitigation plan should be implemented prior to the completion of the development.

REASON

To contribute towards a reduction in emissions in accordance with air quality objectives and providing sustainable travel choice in accordance with policies 13 and 54 of the Doncaster Local Plan.

09. No development shall take place within a stand-off distance of 3.5 (three point five) at each side of the sewer centre-line and neither should trees be planted within 5 (five) meters of the sewer centre-line.

REASON

In order to protect existing drainage networks.

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

- o Movement hierarchy and street types- the network of streets and car free routes and how these integrate into existing networks, using street sections and plans to illustrate the hierarchy,
- o Urban design principles- how the development will create a permeable and secure network of blocks and plots with well-defined, active and enclosed streets and spaces,
- o Legibility strategy- how the scheme will be easy to navigate using gateways, views, nodes and landmarks for orientation,
- o Residential character areas- the different areas of housing within the site and details of the key characteristics of each zone in terms of layout, scale, siting, appearance, and landscape,
- o Architectural appearance, building details and materials- how the development responds to local building traditions and / or aims to create an appropriate and distinctive new attractive appearance informed by a local character appraisal and community engagement,
- o Open space character areas- the function, appearance and design principles for each key areas of open space,
- o Vehicle and cycle parking- including details of allocated and visitor parking strategies in line with the Council's parking standards,
- o Hard and soft landscape- including street surfacing, junction treatments, street furniture, signage, management and maintenance,
- o Boundary treatments- details of front, side, rear and plot division boundaries for each street type / character area.
- o Building for Life Statement- how BFL principles are to be met by the development (applicable to residential areas).

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

REASON

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

11. Notwithstanding the illustrative layout shown on the site plan (ref. 2018-ID-28-PL001a dated November 2018), the layout of the proposed development shall be based on the principle of ensuring realistic long-term retention of all sound and healthy trees within and overhanging the site. The siting of any proposed building, carriageway, path, wall, service run, and built or excavated earthwork shall be based on the tree survey commissioned in accordance with British Standard 5837: 2012 Trees in Relation to Design, Demolition and Construction - Recommendations

and shall give full regard to the root protection area, shading potential and future growth of each tree and the aspect and topography of the site.

REASON

To ensure that appropriate trees are retained and given due consideration in site planning in compliance with Local Plan Policy 32.

12. The development hereby granted shall not be begun until details of the foul, surface water and land drainage systems and all related works necessary to drain the site have been submitted to and approved in writing by the Local Planning Authority. These works shall be carried out concurrently with the development and the drainage system shall be operating to the satisfaction of the Local Planning Authority prior to the occupation of the development.

REASON

To ensure that the site is connected to suitable drainage systems and to ensure that full details thereof are approved by the Local Planning Authority before any works begin.

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

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

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

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

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

then all associated works shall cease until the additional contamination is fully assessed and an appropriate remediation scheme approved in writing by the LPA.

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

REASON

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

14. 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 in writing 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.

15. 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.

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

REASON

In order to protect rail safety

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

open space within that phase of development and shall be carried out in accordance with the approved details.

REASON:

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

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

- i) the parking of vehicles of site operatives and visitors
- ii) loading and unloading of plant and materials
- iii) storage of plant and materials used in constructing the development
- iv) the erection and maintenance of security hoarding including decorative displays and facilities for public viewing, where appropriate
- v) wheel washing facilities
- vi) measures to control noise and the emission of dust and dirt during construction
- vii) a scheme for recycling/disposing of waste resulting from demolition and construction works

REASON:

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

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

REASON:

To safeguard the living conditions of neighbouring residents.

20. 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.

21. Prior to the commencement of the development hereby granted a scheme for the protection of all retained trees that complies with clause 6.2 of British Standard 5837: 2012 Trees in Relation to Design, Demolition and Construction - Recommendations shall be submitted to and approved in writing by the Local Planning Authority. Tree protection shall be implemented on site in accordance with the approved details and the local planning authority notified of implementation to approve the setting out of the tree protection scheme before any equipment, machinery or materials have been brought on to site for the purposes of the

development. Thereafter, all tree protection shall be maintained in full accordance with the approved details until all equipment, machinery and surplus materials have been removed from the site, unless the local planning authority gives its written approval to any variation. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the Local Planning Authority.

REASON:

To ensure that all trees are protected from damage during construction in accordance with Local Plan Policy 32.

22. Prior to the commencement of the development hereby approved full details of a scheme of landscaping shall be submitted to and approved in writing by the Local Planning Authority. Unless as shall be specifically approved by the Local Planning Authority, the landscape scheme shall include a plan indicating the planting location of all trees and shrubs; a schedule including the nursery stock specification for all shrubs and trees in compliance with British Standard 3936: Part 1: 1992 Specification for Trees and Shrubs and planting density/numbers; a detailed specification for engineered tree pit construction that utilises a professionally recognised method of construction to provide the minimum rooting volume set out in the Council's Development Guidance and Requirements supplementary planning document and a load-bearing capacity equivalent to BS EN 124 Class C250 for any paved surface above; a specification for planting including details of tree support, tree pit surfacing, aeration and irrigation; a maintenance specification and a timescale of implementation, which shall be within 3 months of completion of the development or alternative trigger to be agreed. Thereafter, the landscape scheme shall be implemented in full accordance with the approved details and the Local Planning Authority notified prior to backfilling any engineered tree pits to inspect and confirm compliance and within seven days of the completion of landscape works to inspect and approve practical completion in writing. Any tree or shrub planted as part of the scheme that is removed or is found to be dying, diseased or seriously damaged within five years of practical completion of the planting works shall be replaced during the next available planting season in full accordance with the approved scheme, unless the local planning authority gives its written approval to any variation.

REASON

These details have not been provided and are required prior to commencement of development to ensure that a landscape scheme is implemented in the interests of environmental quality and compliance with Local Plan Policy 32.

INFORMATIVES

01. **INFORMATIVE**
The developer shall consider incorporating all possible sustainability features into the design of the proposed development.
02. **INFORMATIVE**
Prior to preparing any reports in support of conditions relating to land contamination, the applicant is strongly advised to refer to the document entitled Development on land affected by contamination. Technical Guidance for Developers, Landowners and Consultants. Yorkshire and Humberside Pollution Advisory Council.

The document can be found at the following web address:

<http://www.doncaster.gov.uk/services/environmental/developing-on-contaminated-land>

Or alternatively you can request a paper copy from the LPA.

03. INFORMATIVE

Level crossing safety leaflets shall be provided and included in any welcome pack provided to new residents. Alternatively, the information is available online if the residents could be directed to the Network Rail website <https://www.networkrail.co.uk/communities/safety-in-the-community/level-crossing-safety/>.

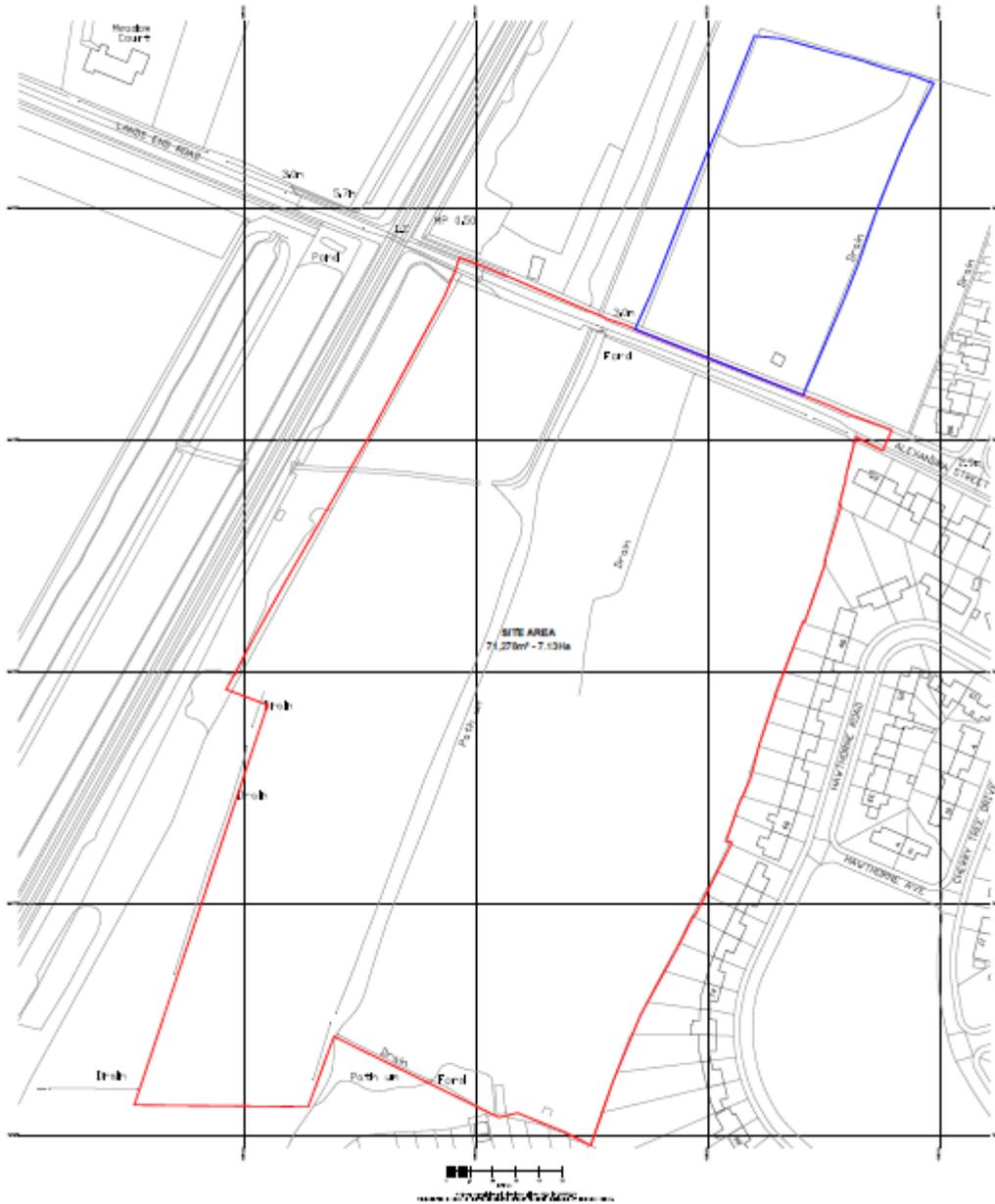
STATEMENT OF COMPLIANCE WITH ARTICLE 35 OF THE TOWN AND COUNTRY DEVELOPMENT MANAGEMENT PROCEDURE ORDER 2015

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

- Additional information in relation to Air Quality
- Amendments to the plans to show indicative layout
- Transport assessment updated with technical information
- Additional information supplied to overcome Network Rail concerns

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

Appendix 1: Location Plan



Appendix 2: Site Plan



