

**DONCASTER METROPOLITAN BOROUGH COUNCIL**

**PLANNING COMMITTEE – 17<sup>th</sup> October 2017**

**Application**

<b>Application Number:</b>	12/00188/OUTM	<b>Application Expiry Date:</b>	27 <sup>th</sup> April 2012
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<b>Application Type:</b>	Outline Planning Major
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<b>Proposal Description:</b>	Proposed residential and commercial/employment (B1, B2 and B8) development (being resubmission of application 10/01725/OUTM, refused on 18/10/11)
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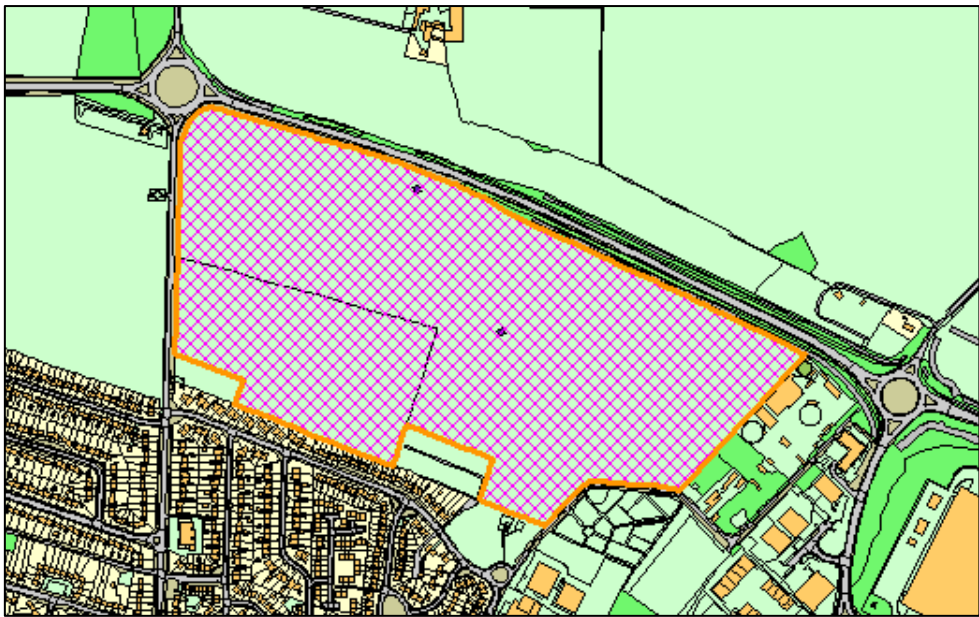
<b>At:</b>	Land on the east side of Hatfield Lane, Armthorpe
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<b>For:</b>	MPSL Planning and Design
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<b>Third Party Reps:</b>	20	<b>Parish:</b>	Armthorpe Parish Council
		<b>Ward:</b>	Armthorpe

<b>Author of Report</b>	Mel Roberts
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<b>MAIN RECOMMENDATION:</b>	GRANT SUBJECT TO A SECTION 106 AGREEMENT
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**1.0 Reason for Report**

1.1 This application is being referred to planning committee due to the level of public interest shown.

## **2.0 Proposal and Background**

2.1 This is an outline application for a mixed use residential and commercial/employment development on a site of just over 29 hectares. All matters are reserved apart from the means of access to the site and an indicative masterplan has been submitted.

2.2 The original application indicated a scheme of 500 dwellings and 2 large industrial units. The residential part of the scheme has been amended to show 400 dwellings to fall in line with the provisions of the emerging Armthorpe Neighbourhood Development Plan. The industrial element has been amended to show 4 smaller units; the change to the industrial units came as a response to advice from the Council's Inward Investment team, who felt that there was likely to be more demand for smaller units. The industrial element would likely comprise mainly distribution uses to complement the adjoining West Moor Park employment area.

2.3 It is intended that the residential and commercial/employment components of the development would take place to the west and east respectively of a central strip of open space along the route of a major electricity transmission line. The indicative layout shows the site divided roughly in the proportion of 60:40 residential and employment development. Access to the residential development will be provided via a new roundabout off Hatfield Lane. Access will be provided via a left in/ left out junction off the West Moor Link to serve the proposed employment site. This junction will also provide a second access to the residential development. In addition, alterations are proposed to the layout of the roundabouts at the junction of West Moor Link and Hatfield Lane and the junction of West Moor Link and Thorne Road (Sainsbury's roundabout) to increase capacity. A pedestrian crossing is proposed across Hatfield Lane to the north of the junction with Mercel Avenue.

2.4 Although the proposed layout is indicative at this stage, a number of principles have been set out in the submitted masterplan that would inform any reserved matters application. There will be a landscaped buffer between the residential and employment uses along the route of the overhead power line that crosses the site. There will be a large area of open space (including play area) and landscaped buffer along the northern boundary of the site to soften the impact of the development to the wider countryside. There will also be a landscaped buffer along the southern boundary to create separation with the existing residential properties on Mercel Avenue. It is also proposed to extend the existing allotments that are situated on the southern boundary of the site. Balancing ponds are proposed to the east of the industrial units and on the open space land between the industrial units and the residential element.

2.5 The residential part of the development will comprise mostly 2 storey properties with focal buildings at 2.5/3 storeys and the industrial units will be about 12m high. It is proposed that the dwellings on the southern boundary will be single storey to avoid any overlooking of existing properties on Mercel Avenue.

2.6 The site is an open area of land on the northern edge of Armthorpe. The M18 motorway runs to the east of Armthorpe and the site is about 1km from junction 4. Residential properties on Mercel Avenue and allotments bound the site to the south. At the south-eastern end of Mercel Avenue is an area of public open space. Part of the south-east boundary of the site follows Rands Lane, on the opposite side of which is Armthorpe Burial Ground. To the north and west, the site is bounded by the West Moor Link and Hatfield Lane, beyond which is agricultural land. To the east, the site bounds a number of small holdings, access to which is provided via West Moor Lane. Further east, beyond West Moor Lane, is West Moor Business Park.

2.7 The site comprises two fields, which are in agricultural use. The land rises gently from the north-east to the south-west. It is crossed by two electricity transmission lines. The major line is carried by pylons and crosses the site diagonally from the south-east corner by Rands Lane to the West Moor Link. A lower secondary line runs across the southern part of the site between Hatfield Lane and Rands Lane. There are hedgerows of varying height and extent on the frontages to Hatfield Lane and West Moor Link.

2.8 The Council has issued a screening opinion to confirm that although the proposal falls within Schedule 2 of the Regulations, an Environmental Impact Assessment is not required for this proposal.

### **3.0 Relevant Planning History**

3.1 An almost identical outline application (albeit for 500 houses) was refused under planning reference 10/01725/OUTM on 18th October 2011 and was dismissed on appeal on 4<sup>th</sup> October 2012. The appeal was dismissed by the Secretary of State because the housing component of the proposal would be premature in respect of the emerging Sites and Policies DPD, especially given the size of the development and the fact that the development plan strategy did not envisage housing allocations in Armthorpe prior to 2016. The Secretary of State also acknowledged that the Council had proven a five year housing land supply.

3.2 Outline planning permission was granted for Commercial/Employment development (Class B1, B2 and B8) on approximately 12.83ha of land on 20<sup>th</sup> June 2014 under reference 13/00796/OUTM. This industrial consent is in the same position as that indicated on this current outline application.

3.3 An outline application for Commercial/Employment development (Class B1, B2 and B8) on approx. 12.83ha of land being variation of condition 30 of 13/00796/OUTM (variation of maximum floorspace of units) was approved on 30<sup>th</sup> March 2017 under reference 15/02597/OUTM.

3.4 An outline application for 400 houses was submitted on 23<sup>rd</sup> May 2016 under reference 16/01358/OUTM. This application has been appealed on non-determination and is scheduled for a hearing on October 18<sup>th</sup> 2017.

3.5 Details of appearance, landscaping, layout and scale for Commercial/Employment development (Class B1, B2 and B8) on approx. 12.83ha of land (being matters reserved in outline application 15/02597/OUTM granted on 30/03/17) was approved on 29<sup>th</sup> August 2017 under reference 17/01528/REMM.

## 4.0 Representations

4.1 A public exhibition was held on two days at the end of April 2010 at Armthorpe Community Centre to allow members of the public to view the scheme and make comments on the proposals prior to the submission of the original application under reference 10/01725/OUTM. A total of 120 people visited the exhibition over the two days and 49 comments were made. Some of the views expressed included a desire for bungalows on the boundary with properties on Mercel Avenue, increased traffic generation, lack of provisions such as doctors and schools, need for more affordable housing and potential flood risk. Following the public consultation event, the plans were amended to provide bungalows along the Mercel Avenue boundary and to include a pedestrian crossing across Hatfield Lane.

4.2 The current application has been advertised in the press, on site and with letters to neighbouring properties on Mercel Avenue. 20 letters of objection have been submitted and these can be summarised as follows:

- i) the application does not comply with planning policy.
- ii) there will be an increase in congestion and pollution from the additional traffic generated from the development.
- iii) there will be a loss of important countryside and agricultural land.
- iv) there are a lack of facilities in Armthorpe to cope with the increase in people.
- v) there is no need for the additional industrial units, as there are some already vacant on the West Moor Park site.
- vi) the housing is too close to the electricity pylons and this will bring about health risks.
- vii) there will be a loss of wildlife.
- viii) there will be a loss of privacy to the properties on Mercel Avenue.

4.3 White Young Green (WYG) has submitted an objection to the application. WYG is acting for Miller Homes who currently have an application in for 264 houses on land at Grange Farm (south of West Moor Link and to the east of Sainsbury's) under reference 12/02133/FULM. WYG has carried out a technical review of the highways solution and in their view this raises road safety and capacity concerns at the two proposed site access junctions and two off-site junctions (West Moor Link/Hatfield Lane roundabout and West Moor Link/Thorne Road/Sainsbury's roundabout). In summary, WYG is of the view that the results of the technical review highlight the following issues:

- i) the residential layout should include restrictions to prevent HGV access through the site.
- ii) a priority junction is not appropriate on the West Moor Link due to the high volumes of traffic on the link
- iii) short sections of dual carriageway to incorporate a junction on an otherwise single carriageway should not be provided.
- iv) the available link lengths on the West Moor Link do not provide suitable overtaking opportunities prior to the proposed site access junction.
- v) the layout of the proposed West Moor Link site access junction does not comply with TD42/95.
- vi) the modified splitter islands at West Moor Link/Hatfield Lane Roundabout do not meet the central island tangentially.

- vii) the proposed modification at the West Moor Link/Thorne Road/Sainsbury's roundabout does not mitigate the impact of the development during the PM peak period.
- viii) the AM peak period analysis of the West Moor Link/Thorne Road/Sainsbury's roundabout shows that the junction operates significantly over capacity.
- ix) the proposed auxiliary lane at the West Moor Link/Thorne Road/Sainsbury's roundabout cannot accommodate the predicted queuing at the junction.
- x) the modified splitter island at the West Moor Link/Thorne Road/Sainsbury's roundabout does not meet the central island tangentially.

## **5.0 Parish Council**

5.1 Armthorpe Parish Council has raised no objections, because it has allocated this land for housing and employment development in the emerging Armthorpe Neighbourhood Development Plan.

5.2 Edenthorpe Parish Council has been consulted and has not responded.

## **6.0 Consultations**

6.1 Transportation has responded and has raised no objections.

6.2 Highways (Development Control) have responded and have raised no objections, subject to conditions.

6.3 The Highways Agency (now Highways England) has responded and has raised no objections.

6.4 Public Rights of Way has raised no objections, as no footpaths are affected by the development.

6.5 The Urban Design Officer has raised no objections in principle. The indicative density is appropriate to the area, the movement hierarchy is logical and legible and the scheme will be outward looking towards the proposed open space.

6.6 The Architectural Liaison Officer has raised a few suggestions that are more relevant to a detailed application.

6.7 The Open Space Officer has raised no objections, providing that an area open space equivalent to 15 per cent of the site area is provided together with a Locally Equipped Area of Play (LEAP) and arrangements for its future maintenance.

6.8 The Ecology Officer has raised no objections subject to conditions.

6.9 Natural England has responded and has raised no objections.

6.10 The Tree Officer has raised no objections, but has pointed out that the mature trees on the eastern half of the site have been felled.

6.11 South Yorkshire Archaeology Service has raised no objections subject to a condition requiring further archaeological evaluation of the site.

6.12 South Yorkshire Mining Advisory Service has responded and has raised no objections.

6.13 The Environment Agency has raised no objections subject to a condition that the development is carried out in accordance with the Flood Risk Assessment.

6.14 Yorkshire Water has requested further information that can be provided through the use of appropriate conditions.

6.15 Armthorpe Internal Drainage Board has raised no objections subject to conditions.

6.16 Hatfield Chase Internal Drainage Board has responded and has raised no objections.

6.17 The Internal Drainage Officer has raised no objections subject to conditions.

6.18 The Contaminated Land Officer has raised no objections subject to a condition requiring further investigation into ground conditions. A full gas risk assessment is recommended because of the presence of a former pond adjacent to the site.

6.19 Air pollution has responded and has raised no objections. An air quality assessment has been submitted with the application. The results indicate that the effect of the development on local air quality is negligible and all predicted values are below UK air quality objectives. A Construction Management Plan is to be required as a condition of any consent and this will ensure that any dust arising during construction is controlled.

6.20 Environmental Health has been consulted and has raised no objections. A Noise Assessment has been submitted and this indicates that noise levels are such that acceptable internal ambient noise levels in the development can be achieved using conventional thermal double glazing.

6.21 The Housing Officer has raised no objections subject to the provision of 26 per cent affordable housing.

6.22 The Education department has requested a contribution towards educational facilities.

6.23 National Grid has been consulted and has not responded.

## **7.0 Relevant Policy and Strategic Context**

### National Planning Policy Framework

7.1 The National Planning Policy Framework (NPPF) confirms that planning law requires that applications must be determined in accordance with the development plan, unless material considerations indicate otherwise. The NPPF does not change the statutory status of the development plan as the starting point for decision making. Proposed development that accords with an up-to-date plan should be approved and

proposed development that conflicts should be refused unless other material considerations indicate otherwise. At the heart of the NPPF is a presumption in favour of sustainable development.

7.2 The NPPF states that the government is committed to ensuring that the planning system does everything it can to support sustainable growth and therefore significant weight should be placed on the need to support economic growth through the planning system.

7.3 The NPPF states that the intrinsic character and beauty of the countryside should be recognised. It states that decisions on applications that generate significant amounts of movement should take account of; whether the opportunities for sustainable transport modes have been taken up; safe and suitable access to the site can be achieved; and improvements can be undertaken within the transport network that costs effectively limit the significant impacts of the development. Other areas are covered by the NPPF including the need for good design, flooding and ecology.

7.4 One of the core planning principles is that planning should be genuinely plan-led, empowering local people to shape their surroundings, with succinct local and neighbourhood plans setting out a positive vision for the future of the area. It states that neighbourhood plans will be able to shape and direct sustainable development in their area.

7.5 Paragraph 216 states that from the day of publication, decision-takers may give weight to relevant policies in emerging plans according to:

- i) the stage of preparation of the emerging plan (the more advanced the preparation, the greater weight that may be given);
- ii) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater weight that may be given); and
- iii) the degree of consistency of the relevant policies in the emerging plan to the policies in the Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

### National Planning Policy Guidance

7.6 The National Planning Policy Guidance (NPPG) states that neighbourhood planning provides the opportunity for communities to set out a positive vision for how they want their community to develop over the next ten, fifteen, twenty years in ways that meet identified local need and make sense for local people.

7.7 The NPPG states that an emerging Neighbourhood Plan may be a material consideration. Paragraph 216 of the NPPF sets out the weight that may be given to relevant policies in emerging plans in decisions taking. Factors to consider include the stage of preparation of the plan and the extent to which there are unresolved objections to relevant policies. Whilst a referendum ensures that the community has the final say on whether the neighbourhood plan comes into force, decision makers should respect evidence of local support prior to the referendum when seeking to apply weight to an emerging neighbourhood plan.

7.8 The NPPG states that arguments that an application is premature are unlikely to justify a refusal of planning permission other than where it is clear that the adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, taking the policies in the Framework and any other material considerations into account. Such circumstances are likely, but not exclusively, to be limited to situations where both:

- a) the development proposed is so substantial, or its cumulative effect would be so significant, that to grant permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new development that are central to an emerging Local Plan or Neighbourhood Plan; and
- b) the emerging plan is at an advanced stage but is not yet formally part of the development plan for the area.

7.9 Refusal of planning permission on the grounds of prematurity will seldom be justified where a draft Local Plan has yet to be submitted for examination, or in the case of a Neighbourhood Plan, before the end of the local planning authority publicity period. Where planning permission is refused on grounds of prematurity, the local planning authority will need to indicate clearly how the grant of permission for the development concerned would prejudice the outcome of the plan-making process.

### Doncaster Core Strategy

7.10 Policy CS2 states that outside the Main Doncaster Urban Area, the Principal Towns (including Armthorpe) will be the focus for growth and regeneration. It identifies a need for between 646 and 923 houses to be built at Armthorpe. It identifies the M18/M180 corridor at junctions close to settlements (including Armthorpe) as suitable for distribution warehousing and identifies a need for an additional 290 hectares of land.

7.11 Policy CS3 states that Doncaster's countryside will be protected and enhanced. It cites a number of examples of development that would be acceptable in the countryside and these do not include large scale housing and industrial development. Proposals which are outside of development allocations will only be supported where they would: retain and improve key green wedges; not be visually detrimental; not create or aggravate highway or amenity problems; and preserve the openness of the Countryside Protection Policy Area.

7.12 Policy CS4 seeks to direct development to areas of lowest flood risk.

7.13 Policy CS5 states that sufficient land will be allocated for employment for the creation of 36,000 jobs.

7.14 Policy CS9 states that new developments will provide, as appropriate, transport assessments and travel plans to ensure the delivery of travel choice and sustainable opportunities for travel.

7.15 Policy CS10 states that new allocations will be distributed according to policy CS2 with allocation priority afforded to well-located brownfield urban sites, followed



by other well located urban sites, followed by sustainable urban extension sites. It states that new urban extensions to Principal Towns can come forward from 2016 onwards.

7.16 Policy CS12 states that sites of 15 or more houses will normally include affordable houses on-site with the proportion, type and tenure split reflecting the latest Strategic Housing Market Assessment, except where a developer can justify an alternative scheme in the interests of viability.

7.17 Policy CS14 relates to design and sustainable construction and states that all proposals in Doncaster must be of high quality design that contributes to local distinctiveness, reinforces the character of local landscapes and building traditions, responds positively to existing site features and integrates well with its immediate and surrounding local area.

7.18 Policy CS16 seeks to protect Doncaster's natural environment, particularly where protected species may be affected.

7.19 Policy CS17 states that Doncaster's green infrastructure network (including green wedges) will be protected, maintained, enhanced and where possible extended. In the supporting text, the policy states that green wedges will be identified where development allocations need to be sensitive to strategic rural gaps between settlements and these will include land between Armthorpe and Edenthorpe.

7.20 Policy CS18 states that Doncaster's air, water and land resources will be conserved, protected and enhanced both in terms of quantity and quality, including the need to protect high quality agricultural land.

#### Unitary Development Plan

7.21 Policy ENV2 states that the Council will maintain a Countryside Policy Area in the eastern part of the borough, covering all countryside outside the Green Belt.

7.22 Policy ENV4 establishes the purposes for which development in the Countryside Policy Area is likely to be permitted. Large mixed use employment and residential developments do not fall into any of the identified categories of development.

7.23 Policy EMP17 sets out a series of requirements which new industrial and commercial development should satisfy. These include the provision of a satisfactory access, a higher standard of design where new buildings would be directly visible from main roads and proposals for screening where sites adjoin open countryside.

7.24 Policy ENV38 seeks to protect archaeological interest on a site.

7.25 Policy ENV53 states that the scale of new development must have regard to its wider visual impact. It should not have a significant adverse visual impact on views from major transport routes; or views across open countryside; or views of important landmarks.

7.26 Policy RL4 seeks the provision of local public open space and requires 15% of the total site area of new developments of over 20 dwellings to be laid out as public

open space, where the site falls within an area of existing public open space deficiency.

### Armthorpe Neighbourhood Development Plan

7.27 An Armthorpe Neighbourhood Development Plan is being prepared by the Parish Council. The Examiner has made his suggestions including the recommendation that the green wedge does not extend to this site (because in his view it is not needed given that there is open countryside to the north). The Council is likely to accept all of the modifications apart from the one which removes the green wedge from the northern part of this application site. The Council will therefore need to advertise for 6 weeks that we are not accepting the removal of the green wedge, and following this, will move the Neighbourhood Plan to a referendum. The following policies are those as recommended by the Examiner:

7.28 Policy ANP1 allocates land for a total of between 700 and 800 houses during the period 2011 and 2028. It states that permission will be given for new housing on two sites: the Lings, West Moor Link Road for between 350 and 400 dwellings (this application site) and west of Hatfield Lane for between 350 and 400 dwellings.

7.29 Policy ANP2, states proposals for new housing must be well integrated with the existing village and surrounding environment and services. Subject to viability and land ownership considerations, they will need to incorporate good connections to the rest of the village and the village centre in particular, be good quality design and provide new facilities that can be shared with adjacent areas – e.g. open space.

7.30 Policy ANP5 requires all new housing to be of high quality and designed to reflect local character. They must demonstrate how they meet policy CS14 of the LDF Core Strategy. The policy sets out a number of principles which will help achieve the requirements of the policy.

7.31 Policy ANP7 states proposals for new housing of 15 units or more should provide affordable housing as required by Policy CS12 of the Doncaster Core Strategy. Such housing must visually indistinguishable from the market housing.

7.32 Policy ANP10 allocates land at 'The Lings, West Moor Link Road' (the application site) for housing and is expected to deliver between 350 and 400 dwellings, of which 26% will be affordable, subject to viability. The development is to provide education facilities or contributions to serve the future residents; open space in accordance with Doncaster Council's policy; a design and layout which protects the residential amenity of the existing residential properties to the south of the site; recognition of the role that the site plays in establishing a gateway to Armthorpe village; connections to existing local services and facilities; prioritise sustainable local connections and access for pedestrians and cyclists; a highway design which minimises traffic impact on the existing highway network; the inclusion of a landscape and open space buffer designed to protect the residential amenity of dwellings in close proximity to the employment area.

7.33 Policy ANP12 allocates sites for employment use and this includes the area shown on this application for industrial development.

7.34 Policy ANP17 states that each site allocated for employment or residential development and/or the provision of educational facilities will need to provide a full Transport Impact Assessment.

7.35 Policy ANP18 states that developers shall take account of the location and nature of electricity installations and transmission equipment, pipelines and other infrastructure owned or operated by or on behalf of statutory utility companies and ensure that any proposed buildings will comply with statutory safety clearances.

7.36 Policy ANP19 states developers will be encouraged to improve better planning of public transport. Measures to mitigate the adverse impacts of housing and employment development to promote the use of public transport will be encouraged.

7.37 Policy ANP21 states that where appropriate, necessary and subject to viability, developer contributions will be required to mitigate the impacts of any development and contribute to infrastructure where proposals require: direct provision to be made on-site (e.g. affordable housing and open space); off-site works to ensure that the development can be delivered in line with other policy objectives (including highway improvements). Where infrastructure is to be provided either on or off site, provision for its long-term maintenance will be required.

7.38 Policy ANP28 states that subject to the limits imposed by pooled contributions, developers will be expected to meet the contributions as published from time to time by Doncaster MBC, reflecting the appropriate costs of mitigating the impact of residential development having regard to the pupil yield on a per pupil cost basis in respect of appropriate contributions towards the provision of school buildings and the serviced land cost for the provision of school buildings and associated playing fields and related facilities of appropriate size. These contributions shall be calculated and made on a per pupil yield and taking into account any surplus capacities within the catchment area. These calculations shall be made for each planning application for residential development, for both primary and secondary school provision within Armthorpe.

7.39 Policy ANP32 states that developers must provide publicly accessible open space in accordance with the site-specific policies on housing allocations and windfall sites. Where feasible, open space should connect to other open spaces and provide links to new and existing pedestrian/cycle routes.

7.40 Policy ANP34 requires sustainable urban drainage to be incorporated into new development as part of the overall proposals for drainage.

7.41 Policy ANP36 states development on the edge of Armthorpe should maintain and where possible make allowances for the visual openness and connections with and to the surrounding countryside.

## **8.0 Planning Issues and Discussion**

8.1 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, the starting point for consideration of this application is the development plan. All decisions should be made in accordance with the development plan unless material considerations indicate otherwise.

8.2 In this case, the main issues relate to the principle of the development, prematurity and weight to be attached to the emerging Neighbourhood Plan, character and appearance, economy, highways, site layout and design, flooding, ecology, archaeology and agricultural land.

### Principle of the Development

8.3 The proposal falls into two distinct elements, namely the commercial/employment part and also the residential element. The principle of developing the eastern part of the site for commercial/employment uses is acceptable on the basis that there is an extant reserved matters approval under reference 17/01528/REMM. The eastern part of the site is also allocated for employment in the emerging Armthorpe Neighbourhood Development Plan and is therefore in accordance with policy ANP12. The issue at stake therefore is whether the housing element of the proposal is acceptable, having regard to the development plan and all other material considerations.

8.4 An area of open countryside extends to the north of Armthorpe and includes the application site. This tract of open land is part of the Countryside Policy Area designated under policy ENV2 of the UDP. Protection of the countryside in the east of the borough is taken forward in the Core Strategy by policy CS3, which is concerned with the Countryside Protection Policy Area.

8.5 The proposal does not fall within any of the categories which may be acceptable in the Countryside Policy Area under policy ENV4. Policy CS3 does make reference to new urban extensions, but only by way of allocations. Otherwise it provides support for proposals which would be appropriate to a countryside location or which have particular locational requirements. The proposal would represent a significant extension to the urban area of Armthorpe, but it is not yet a formal allocation, and it does not, therefore arguably meet the specific provisions of policy CS3 of the Core Strategy. The site is however allocated for residential development in the emerging Armthorpe Neighbourhood Development Plan and significant weight can now be attached to this document given that it has passed its independent examination stage (and this is further discussed in paragraphs 8.13 and 8.14 of the report).

8.6 Armthorpe is designated in the Core Strategy as a Principal Town. In accordance with policy CS2 of the Core Strategy, Principal Towns should be the main local focus for housing and other development. Policy CS2 acknowledges that urban extensions will be required to accommodate the proposed growth at Armthorpe of between 646 and 923 dwellings. Policy CS10 states that new urban extensions to Principal Towns can come forward from 2016 onwards.

8.7 The explanation to policy CS3 of the Core Strategy makes it clear that urban extensions onto land previously designated as Countryside Policy Area will be required for housing purposes in Doncaster. The explanation to policy CS2 of the Core Strategy points out that urban extensions will be needed at several principal towns, including Armthorpe to accommodate the growth proposed there. Not only is there clear support in the Core Strategy for extending Armthorpe, but it is acknowledged that such expansion should take place notwithstanding the protection afforded to the surrounding countryside by policies ENV4 and CS3. This approach is consistent with the core planning principles set out in the NPPF, which recognise the character and beauty of the countryside, but also seek to proactively drive and

support sustainable economic development to deliver, amongst other things, the homes that the country needs.

8.8 The proposal would conflict with the specific provisions of policy ENV4 of the UDP and policy CS3 of the Core Strategy in terms of development in the Countryside Policy Area and Countryside Protection Policy Area. However, policy CS3 is more up-to-date in recognising the importance of extensions to the growth and regeneration strategy and it is more closely aligned with the NPPF which seeks to support economic development whilst recognising the value of the countryside. Policy CS3, therefore, carries greater weight and the proposal would not be inconsistent with the objectives of this policy which seeks to minimise the extent of urban extensions. The site is relatively sustainable given that it is located on the edge of Armthorpe and within access to a range of facilities for pedestrians, cyclists and public transport users. There are two bus services operating in close proximity to the site that runs between Armthorpe and Doncaster town centre. The nearest bus stops are located on Hatfield Lane and Mercel Avenue and are within walking distance of the site.

#### Prematurity and weight to be attached to the emerging Armthorpe Neighbourhood Plan

8.9 The Secretary of State refused a similar application under application reference 10/01725/OUTM. The appeal was dismissed on the basis that the housing element of the application was premature to the Sites and Policies DPD. Although the Inspector acknowledged that the DPD was at an early stage such that (in accordance with guidance set out in the document 'The Planning System: General Principles') it would seldom be appropriate to refuse permission on prematurity grounds, he felt that there were particular circumstances in that case to justify a refusal. Firstly, the scale of the housing proposal was such that it would account for a substantial proportion of the housing intended for Armthorpe (54 to 77%). Secondly, the Core Strategy (under policy CS10) did not envisage housing allocations in Armthorpe prior to 2016 and at the time of the planning inquiry, it was anticipated that the DPD would be in place by 2014. The Inspector also attached importance to his findings that there was no pressing need to release housing land at that time given that there was a 5 year supply and this was a further important factor allowing the Inspector to give weight to the prematurity argument. The Inspector did not consider that a prematurity argument carried any weight with respect to the Neighbourhood Plan because it was at such an early stage and there was no indication as to the scope or content of such a plan.

8.10 The issue of prematurity must now be considered against the guidance in the National Planning Policy Guidance (NPPG) rather than that in 'The Planning System: General Principles.' Although there are differences between the guidance in the previous document and that in the NPPG, in common they identify essentially two issues with respect to prematurity (a) whether the proposal has such a significant impact upon the draft plan as to pre-determine or undermine the plan process, and (b) whether the relevant draft plan has reached a sufficiently advanced stage for it to carry sufficient weight to found a prematurity argument. In effect the first issue has to be present to give rise to any potential prematurity issue, but even if it is present then consideration has to be given to the second issue.

8.11 With respect to the first issue, the Secretary of State concluded that a development of 500 houses in Armthorpe in the context of a potential allocation of 646 to 923 new dwellings would be so substantial as to pre-determine the plan process. The current proposals are of a reduced scale (400 houses), but they still remain substantial. This proposal would provide between 43 to 62 per cent of the proposed dwellings in Armthorpe and it remains of such a scale as to satisfy the first issue.

8.12 With respect to the second issue, the Inspector concluded that the application was premature to the Sites and Policies DPD, because it was anticipated that allocations would be in place two years before the intended release of these sites in 2016 and there was no pressing need to release sites in advance of the allocations due to an identified 5 year housing land supply. The prematurity issue is still relevant with this application because the Armthorpe Neighbourhood Development Plan (which allocates this site for development) has not yet been formally adopted. The NPPG makes it clear that an application can be considered premature if the emerging plan is at an advanced stage but is not yet formally part of the development plan for the area.

8.13 Whilst the Armthorpe Neighbourhood Development Plan has reached an advanced stage such that any decision before its adoption could be considered premature, conversely the plan is now at a stage where significant weight can be attached to it. The site is allocated for development in the Neighbourhood Plan and policy ANP10 states that permission will be given for new housing on this site of between 350 and 400 dwellings. Paragraph 216 of the NPPF offers guidance on the weight that decision-makers can give to relevant policies in emerging plans. The decision-maker must have regard to 3 issues: the stage of preparation of the emerging plan; the extent to which there are unresolved objections to relevant policies; and the degree of consistency of the relevant policies in the emerging plan to the policies in the Framework.

8.14 In terms of the first issue, the Armthorpe Neighbourhood Development Plan is at an advanced stage in that it has been checked by an independent examiner. The NPPF makes it clear that the more advanced the preparation of the Neighbourhood Plan then the greater weight that may be given. In terms of the second issue, the objections received against the Neighbourhood Plan have been considered by the examiner and he has found the plan to be sound and so the objections made can arguably be considered to be resolved. The NPPF states that greater weight can be attached to the Neighbourhood Plan where unresolved objections are less significant. In terms of the third issue, the examiner is satisfied that the relevant policies in the Neighbourhood Plan are consistent with the policies in the Framework. The NPPF states that the closer the policies in the emerging plan to the policies in the Framework then the greater the weight that may be given.

8.15 This application site has consistently been allocated for development in the Neighbourhood Plan. Extensive consultation has been carried out with the local community through the preparation of the Neighbourhood Plan. The most recent consultation exercise involved the publication of the second draft of the Neighbourhood Plan. In addition to 10 consultation responses from developers/landowners/agents/statutory consultees, email replies were submitted by 5 local residents and a further 28 written ones (33 in total). The 17 residents who opposed the second draft raised issues such as no need for more houses, impact on

traffic, countryside and local services and so on rather than any specific objection to the allocation of the site for development. The 17 residents who supported the Neighbourhood Plan agreed that the sites west and east of Hatfield Lane (this application site) were the best. Guidance in the NPPG states that 'Whilst a referendum ensures that the community has the final say on whether the neighbourhood plan comes into force, decision makers should respect evidence of local support prior to the referendum when seeking to apply weight to an emerging neighbourhood plan.' There is evidence of support for the Neighbourhood Plan and the allocation of this site for development and there is also no suggestion that the community at large is opposed to this allocation and this adds to the argument that significant weight can now be attached to the Neighbourhood Plan.

### Character and appearance

8.16 The introduction of the proposed housing and warehouse units would extend urban development onto the site, change its character and result in a reduction in openness on this part of the northern edge of town. The development as a whole would however relate well to the existing urban form, given the spread of the built-up area on two sides of the site. Development would extend up to the West Moor Link Road, which marks the limit of the built-up area to the south-east and which is a distinct physical feature close to Armthorpe. The proposal would represent a natural extension of the settlement and it would not fundamentally alter the pattern of built development and open land in the locality. Significantly it does not form part of the green wedge in the strategic gap between Armthorpe and Edenthorpe as identified in policy CS17 of the Core Strategy.

8.17 The intended approach to open space and landscaping has been set out in this application. A green wedge (incorporating a play area and football pitch) runs along the northern part of the site and this carries on to form a strip of open space that separates the residential and employment areas in accordance with the plan provided in the Armthorpe Neighbourhood Plan. If the Council decides to retain the need for a green wedge on this site in the Neighbourhood Plan, despite the Examiner's recommendation that it be removed, then this proposal would still conform to the Neighbourhood Plan by providing this green wedge as part of the layout. Other areas of open space are shown on the masterplan that would assist in breaking up the extent of the built form. A landscape buffer, incorporating a mound and tree cover, is proposed along the West Moor Link frontage in accordance with policy EMP17 of the UDP and tree planting would also form part of the landscaping proposed along Hatfield Lane and to the rear of the existing dwellings on Mercel Avenue. The extent and nature of the landscaping proposed would assist in assimilating the development into its surroundings.

8.18 Other key design themes have been included in the masterplan including adequate separation between the residential and industrial uses and a density that reflects the site's location on the edge of a settlement.

8.19 The access into the site from Hatfield Lane has been designed to ensure that the dwellings adjacent to the roundabout are used to frame the access, fronting onto Hatfield Lane and thereby creating a gateway into the site. The second access from the West Moor Link is well landscaped with public open space either side of the entrance. Within this open space there is a focal area of public art which then leads

onto the tree lined entrance road. The indicative masterplan indicates that dwellings will front onto the areas of open space to ensure that there is overlooking.

8.20 The application therefore accords with the guidance set out in the NPPF, policy CS14 of the Core Strategy, policies ENV17 and ENV53 of the Doncaster UDP and policies ANP2, ANP5, ANP10, ANP32 and ANP36 of the Armthorpe Neighbourhood Development Plan.

### Transport

8.21 The applicant has submitted a Transport Assessment (TA) to consider the transportation impacts of the proposed development. The TA is based on a development of up to 500 dwellings (as originally proposed) and 22,297 square metres of employment use.

8.22 The TA concludes that with the addition of the development traffic, Junction 4 of the M18 is predicted to continue to be operating within capacity. The TA highlights the need for mitigation works to accommodate the extra traffic generated by the development. Mitigation measures are therefore proposed for the West Moor Link/Hatfield Lane and Sainsbury's roundabouts. The works to the roundabouts are to be secured through a planning obligation and are to be completed prior to the occupation of the second industrial unit or the 176<sup>th</sup> dwelling, whichever is the earlier.

8.23 The applicant has also agreed to pay a contribution of £349,961 towards the West Moor Link improvement scheme, given that this development will increase the amount of traffic along this route. The West Moor Link improvement scheme is a Sheffield City Region Investment Fund (SCRIF) to dual the West Moor Link from the M18 to the Shaw Lane Roundabout. The applicant has submitted a draft Unilateral Undertaking which states that the West Moor Link contribution will be made at various stages of the development. Should the West Moor Link improvements be carried out before the works to the roundabouts are required then the obligation to carry out works to the roundabout will be removed, as these works will form part of the West Moor Link improvement scheme.

8.24 The applicant has also submitted Travel Plans for both the residential and employment developments to reduce the impact of single occupancy car trips and whilst they are acceptable in principle, further detailed work would be required. The development site is well located to encourage trips by public transport with the nearest bus stops located on Hatfield Lane and Mercel Avenue. It has been demonstrated that 40 per cent of the residential development is within 400 metres of a bus stop and that 80 per cent is within 500 metres. It is therefore not necessary to divert bus routes into the site. To enhance pedestrian safety, a pedestrian crossing is proposed across Hatfield Lane to the north of the junction with Mercel Avenue. This will link the development to the footway on the western side of Hatfield Lane and form part of a safe pedestrian route to the schools on Mere Lane. The three bus stops on Mercel Avenue and Hatfield Lane are to be upgraded or replaced.

8.25 The highway network has been designed to reduce traffic speeds and incorporates a primary route with footpaths each side and secondary shared surface roads linking primary routes. The road network ensures ease of access for all plots to areas of public open space and footpath routes. Footpaths are provided within the



areas of open space with a footpath link through to Mercel Avenue, ensuring ease of access to local bus routes and the existing public open space.

8.26 In terms of the highway objections raised by WYG, there is no requirement to design the residential layout to include restrictions to prevent Heavy Goods Vehicle (HGV) access through the site. HGV traffic is expected to predominately approach the site from the M18, with roughly 10 per cent along the West Moor Link from the direction of Doncaster. The proposed masterplan does not show a direct route through the residential part of the site and this together with the relatively narrow carriageway and the presence of parked cars is likely to dissuade HGV drivers from driving through the residential part to access the industrial units.

8.27 The “left in left out” priority controlled junction onto the West Moor Link (including the introduction of a kerbed central reserve and associated modifications to existing lining and signing) has been the subject of Stage 1 / 2 Road Safety Audits in accordance with HD 19/03 “Road Safety Audit” that forms part of volume 5 of the Design Manual for Roads and Bridges. The subsequent design has received technical approval from the Council’s Highways and Street Lighting Design team and construction works on site will be subject to a Section 278 Legal Agreement. It should also be noted that the same access arrangements have previously been granted planning permission as part of the consent for the commercial element of the proposal under reference 17/01528/REMM.

8.28 The Sainsbury’s roundabout is already over capacity without the development traffic and the additional development traffic will make the operation of the junction worse, but not severe. The increase in queue of 2 vehicles in the PM peak hour on Thorne Road West is not considered severe. The proposed development mitigation works to the A630 West Moor Link/Hatfield Lane and A630 West Moor Link / A18 Thorne Road roundabouts will be subject to Section 278 Agreements, Road Safety Audits and requisite technical approvals by the Councils’ Highways and Street Lighting Design team. The application therefore accords with the guidance set out in the NPPF, policy CS9 of the Core Strategy, policy EMP17 of the Doncaster UDP and policies ANP10, ANP17, ANP19 and ANP32 of the Armthorpe Neighbourhood Development Plan.

### Flooding

8.29 The employment part of the site (which benefits from an extant permission) falls within Flood Zone 3. The residential part of the site lies within Flood Zone 1, which is the least likely to flood. A full Flood Risk Assessment has been submitted with the application. This shows that the development is suitable for this location and can be safely developed to mitigate all identified long term flood risks in this area. Furthermore, it is demonstrated that the layout may be developed to incorporate elements of drainage incorporating SuDS that will not only provide adequate runoff protection, but will also provide an improvement in the runoff quality. The application therefore accords with the guidance set out in the NPPF, policy CS4 of the Core Strategy and policy ANP34 of the Armthorpe Neighbourhood Development Plan.

### Ecology

8.30 An ecological survey has been submitted with the application. The survey shows that the site is intensively managed, predominantly arable and improved

grassland crop. No records of any amphibians came to light during the survey. A bat survey has also been submitted and this shows that none of the trees on site have any cracks, raise bark or broken limbs that would provide bat roost potential and no bats were recorded within the body of the site during the survey. Biodiversity enhancement measures could be incorporated into the scheme to include wildflower grassland and amphibian wildlife ponds (this is to be secured by a planning condition). The application accords with the guidance set out in the NPPF and policy CS16 of the Core Strategy.

### Archaeology

8.31 An archaeological assessment has been submitted with the application. The assessment identifies that while no heritage assets are recorded within the site boundary itself, crop mark evidence does indicate the presence of possible field systems within the proposed development site and there is extensive evidence for Iron Age and Romano-British activity in the immediate vicinity, as well as more limited evidence of Neolithic, Bronze Age, Medieval and Post-Medieval archaeological deposits. A review of historic mapping indicates that the site has remained largely unchanged for the last 150 years and therefore there is a high potential for archaeological deposits to exist on the site, especially as archaeological remains having been found to the west and east of the site. A planning condition will ensure that further archaeological evaluation of the site is carried out. The application accords with policy ENV38 of the Doncaster Unitary Development Plan.

### Loss of agricultural land

8.32 Local, regional and national policies seek to protect the best and most versatile agricultural land. In the UDP inquiry on this site, the Ministry of Agriculture, Food and Fisheries (MAFF) considered that the site was not the best and most versatile agricultural land due to the grading of the site and the fact that it was contained by roads. The circumstances have not changed since the UDP inquiry and so the site need not be retained for agricultural purposes. The application therefore accords with policy CS18 of the Core Strategy.

### Economic impacts

8.33 The provision of 240,000 square feet of industrial and commercial floorspace will provide significant employment benefits to Armthorpe and Doncaster, creating approximately 700 direct jobs. The proposal will also deliver a significant number of construction jobs that will be suited to local people. Opportunities for indirect job creation will be provided for the relevant service and spin off industries which will serve the proposed development when complete e.g. waste collection, maintenance, caterers and so on. The proposal will also deliver new workers and expenditure into the local economy to support nearby shops and facilities. The application therefore accords with the need to support economic development as set out in the NPPF.

### Other issues

8.34 Local residents have expressed concern about the effect of the development on facilities and services in Armthorpe. There is an identified shortage of primary school places in Armthorpe and a contribution is to be made towards this. Apart from education, there is no evidence that the development would place undue pressure on local facilities and services.

8.35 There are also concerns from local residents that development adjacent to the existing properties on Mercel Avenue would result in a loss of privacy and sunlight for their occupiers. The indicative masterplan shows that a layout can be devised with adequate separation distances between existing and proposed dwellings and with an intervening landscaped buffer. Some of the dwellings on this part of Mercel Avenue are bungalows and it is the intention that the adjacent dwellings to these properties which would be built on the application site would also be bungalows. These matters of layout and landscaping would be addressed in detail at reserved matters stage and a condition would require their preparation in accordance with the illustrative masterplan considered with the outline proposal. The proposed development would not unacceptably worsen the living conditions of nearby residents.

8.36 The proposal includes an extension to the existing area of allotments to the north of Mercel Avenue. This part of the proposal would respond to the need identified by the Parish Council for additional allotment space and is to be secured by a suitably worded condition.

8.37 Some concern has been expressed about health risks from the major electricity transmission line which runs across the site. The site would be laid out so that the line would not pass over housing or through the employment area, but would be within a linear area of open space. No specific evidence has been submitted to indicate that future residents, employees and visitors would be adversely affected by the presence of the electricity transmission line and generalised concerns do not carry weight against the proposal. The application therefore accords with policy ANP18 of the Armthorpe Neighbourhood Development Plan.

### Planning Obligations

8.38 The applicant has submitted a draft Unilateral Undertaking. This includes a contribution to the West Moor Link improvement scheme of £349,961, works to the West Moor Link/Hatfield Lane and Sainsbury's roundabouts, 3 bus stops and a Transport Bond of £43,296 to be used if targets for the number and type of trips to and from the site are not met. Travel Plan measures will include the appointment of a travel co-ordinator, the provision of information about alternative means of transport to the private car and the promotion of car-sharing schemes. Additionally, under the residential travel plan each new dwelling would receive a travel pass for discounted travel by public transport for one year and a voucher towards a bicycle and/or bicycle equipment.

8.39 It also includes a contribution of 26 per cent affordable housing as per the requirements of policy CS12 of the Core Strategy and policies ANP7 and ANP10 of the Armthorpe Neighbourhood Development Plan. The delivery of a sizeable amount of affordable housing would be a significant benefit of the proposed development.

8.40 There is also to be an education contribution towards the cost of the provision of primary school places in the locality required by the development as per the requirements of policies ANP10 and ANP28 of the Armthorpe Neighbourhood Development Plan. The contribution is to be based on a formula devised by the Education Department.

## 9.0 Overall conclusions

9.1 The commercial/employment element of the application is acceptable given that there is an extant permission in place for a similar proposal.

9.2 In terms of the housing element of the proposal, the site is allocated as a Countryside Policy Area in the Doncaster UDP and a Countryside Protection Policy Area in the Doncaster Core Strategy and is not identified as a suitable proposal in policies ENV4 of the UDP and CS3 of the Core Strategy.

9.3 Policy CS2 of the Core Strategy however identifies the need for between 646 and 923 dwellings in Armthorpe through urban extensions. It is acknowledged by policy CS2 that such urban expansion should take place notwithstanding the protection afforded to the surrounding countryside by policies ENV4 and CS3. Policy CS10 states that these urban extensions can come forward from 2016 onwards.

9.4 Policy CS3 of the Core Strategy allows for the development of urban extensions to Principal Towns through allocations. The proposal would not be inconsistent with the objectives of this policy which seeks to minimise the extent of urban extensions. The site is allocated for development in the emerging Armthorpe Neighbourhood Plan and significant weight can be attached to the plan given that it is well advanced, is consistent with the policies in the Framework and objections (mainly by competing developers) have been resolved by the examiner; there is also evidence of support for the Neighbourhood Plan by the community.

9.5 The issue of prematurity to the Neighbourhood Plan, although still relevant, is less significant now because the Neighbourhood Plan has consistently shown this site for development and we are now at a point beyond 2016 whereby policy CS10 of the Core Strategy allows for the release of land for urban extensions. The consistency of the application with the Armthorpe Neighbourhood Plan at this advanced stage of its preparation means that the adverse impacts of granting planning permission would not outweigh the benefits and therefore the issue of prematurity in itself would not justify a refusal of planning permission. The site has consistently been allocated for development in the Armthorpe Neighbourhood Development Plan and so it is considered that the granting of planning permission would not prejudice the outcome of the plan-making process.

9.6 The site is sustainable given that it is located on the edge of Armthorpe and within access to a range of facilities for pedestrians, cyclists and public transport users. The proposed development would not have an adverse effect on the character and appearance of the area, nor would it unacceptably reduce highway safety or constrain the free flow of traffic. All other planning matters have been satisfactorily resolved.

9.7 The proposed development will bring about jobs and housing to which significant weight should be attached. The provision of affordable housing would be a significant benefit and some weight should also be given to the extension of the allotments.

9.8 In conclusion, the proposed development on an allocated site in an advanced emerging Neighbourhood Plan, together with an extant permission for employment and the support for urban extensions from 2016 onwards in countryside locations

outweigh any argument that the application is premature to the emerging Neighbourhood Plan.

Recommendation

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) 26% affordable housing.
- B) Education contribution based on a formula.
- C) Contribution of £349,961 towards West Moor Link improvement scheme.
- D) Works to West Moor Link/Hatfield Lane and Sainsbury's roundabouts prior to the occupation of the 174<sup>th</sup> dwelling.
- E) Transport Bond of £43,296 and monitoring.
- F) The three bus stops on Mercel Avenue and Hatfield Lane to be upgraded or replaced.
- G) Travel Plan measures to include the appointment of a travel co-ordinator, the provision of information about alternative means of transport to the private car, the promotion of car-sharing schemes and a travel pass for discounted travel by public transport for one year and a voucher towards a bicycle and/or bicycle equipment.

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

- 1) 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 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.

- 2) In the case of the reserved matters, 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.

- 3) Approval of the details of the layout, scale, appearance and landscaping of the site (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.

- 4) The reserved matters shall be prepared in accordance with the proposed indicative master plan.

REASON

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

- 5) Access to the site shall be in accordance with the details shown on the approved plans referenced 9118:01 C dated February 2010 and 49325065/P/001 REV C.

REASON

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

- 6) No residential development shall take place until a scheme for the mitigation of traffic noise has been submitted to and approved in writing by the local planning authority. The residential development shall be carried out in accordance with the approved scheme.

REASON

To ensure that residential properties are not affected by noise.

- 7) No development shall take place, 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) - measures to be taken within the curtilage of the site to prevent the deposition of mud or debris on the public highway.
- 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.

- 8) Prior to the commencement of development, an ecological enhancement plan shall be submitted to the local planning authority for approval in writing. This plan shall include details of the following measures, all of which shall be implemented prior to the first occupation of the site or in an alternative timescale to be approved in writing with the local planning authority:
- Roosting features for Pipistrelle bat species to be incorporated into buildings adjacent to the landscaped buffers.
  - The wildlife friendly design principles that will be used within the balancing ponds.
  - The inclusion of two bee and wasp banks.
  - A species rich hedgerow to be planted along the eastern boundary of the site and a species rich hedgerow and/or tree line along the western boundary.

- The native species mix to be used within all buffer planting.
- The wildflower species mix to be included within the design.

**REASON**

To ensure the ecological interests of the site are maintained in accordance with policy 16 of the Doncaster Core Strategy.

- 9) The development permitted by this planning permission shall only be carried out in accordance with the approved Flood Risk Assessment (FRA) and the following mitigation measures detailed within the FRA:
- i) Residential development to be located on land greater than 5mAOD as demonstrated by the site layout plans and the topographic survey.

**REASON**

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

- 10) No development shall take place until a scheme for the provision of drainage works has been submitted to and approved in writing by the local planning authority. The scheme shall include measures to control the infiltration and discharge of surface water to the ground. None of the dwellings shall be occupied until the drainage scheme has been implemented in respect of the residential part of the development. None of the employment units shall be occupied until the drainage scheme has been implemented in respect of the employment part of the development.

**REASON**

To ensure that the water environment and the public water supply are protected.

- 11) 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 by the Local Planning Authority (LPA), unless otherwise approved in writing with the LPA.

a) The Phase 2 site investigation and risk assessment, if appropriate, must be approved 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.

b) If as a consequence of the Phase 2 Site investigation a Phase 3 remediation report is required, then this shall be approved 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.

c) The approved Phase 3 remediation works shall be carried out in full on site under a quality assurance scheme to demonstrate compliance with the proposed methodology and best practice guidance. The LPA must be given

two weeks written notification of commencement of the remediation scheme works. If during the works, contamination is encountered which has not previously been identified, then all associated works shall cease until the additional contamination is fully assessed and an appropriate remediation scheme approved by the LPA.

d) Upon completion of the Phase 3 works, a Phase 4 verification report shall be submitted to and approved 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 and pursuant to guidance set out in the National Planning Policy Framework. This is required prior to commencement to ensure that the necessary mitigation measures can be put in place should any contamination be found.

12) The development shall not begin until a scheme for the provision of public open space on site has been submitted to and approved in writing by the local planning authority. The scheme shall provide for at least 15 per cent of the site area as public open space. The public open space shall be provided in accordance with the approved scheme and this shall include:

- i details showing the location and type of public open space and how the open space is to be landscaped;
- ii details of the provision of a Locally Equipped Area of Play and children's football pitch on site.
- iii the timing of the provision of the public open space and arrangements for its future maintenance.

**REASON**

To ensure the satisfactory provision of public open space in accordance with policy RL4 of the Doncaster Unitary Development Plan and the Council's Supplementary Planning Guidance on Adoption and Maintenance of Public Open Space in New Developments.

13) No development shall take place until a scheme for the extension of the allotments has been submitted to and approved in writing by the local planning authority. The scheme shall include the timescale for provision and arrangements for management. The extension to the allotments shall be provided in accordance with the approved scheme.

**REASON**

There is a need for allotments in the area and this development will create additional demand.

14) Development shall not commence until a detailed scheme for the realigned carriageway between Mercel Avenue and the West Moor Link roundabout has been submitted to and approved in writing by the local planning authority. The



scheme shall include details of the design of the new roundabout to ensure capacity of a 4th arm to serve land to the west of Hatfield Lane, a new footway, a pedestrian crossing across Hatfield Lane and details of the new highway verge. The approved scheme shall be implemented prior to the occupation of any dwellings on site.

**REASON**

To ensure that details of the realigned carriageway are acceptable in accordance with policy 9 of the Doncaster Core Strategy.

15) The first submission of Reserved Matters for housing shall include a Design Guide to be approved by the Local Planning Authority, which shall be applied to all subsequent Reserved Matters submissions for all other units within the site. The guide shall follow the principles established in the Design and Access Statement Ref 9118 dated December 2011. The Design Guide shall refer to and reflect the Council's existing design guidance, and cover the following key detailed design matters:

- 1) 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,
- 2) 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,
- 3) Legibility strategy- how the scheme will be easy to navigate using gateways, views, nodes and landmarks for orientation,
- 4) 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,
- 5) Architectural appearance, building details and materials- informed by a local character appraisal,
- 6) Open space character areas- the function, appearance and design principles for each key areas of open space,
- 7) Vehicle and cycle parking- including details of allocated and visitor parking strategies in line with the Council's parking standards,
- 8) Hard and soft landscape- including street surfacing, junction treatments, street furniture, signage, management and maintenance,
- 9) Boundary treatments- details of front, side, rear and plot division boundaries for each street type / character area.
- 10) Building for Life Statement- how BFL principles are to be met by the development.

**REASON**

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

16) Before the development is brought into use, sight lines shall be rendered effective by removing or reducing the height of anything which obstructs visibility at any height greater than 900mm above the level of the nearside channel of the public highway. The visibility thus provided shall thereafter be maintained as such, unless otherwise approved in writing by the Highways Authority.

**REASON**

In the interest of road safety.

- 17) The development hereby approved shall not exceed 400 dwellings.  
REASON  
To ensure that the development accords with policies ANP1 and ANP10 of the Armthorpe Neighbourhood Plan.
- 18) The proposed development shall not include any B1(a) uses within the final layout.  
REASON  
To control office uses outside of town centre locations, in accordance with the provisions of Policy CS2 of the Core Strategy.
- 19) Before the development commences, a BREEAM pre-assessment, or equivalent assessment, shall be submitted for approval demonstrating how BREEAM 'Very Good' will be met for the employment element of the application. Unless otherwise agreed in writing with the local planning authority, the development will take place in accordance with the approved assessment. Prior to the occupation of any of the industrial buildings, a post construction review shall be carried out by a licensed assessor and submitted for approval.  
REASON  
To accord with policy CS14 of the Core Strategy and in the interests of sustainability and to minimise the impact of the development on the effects of climate change.
- 20) Prior to the submission of any reserved matters application, an archaeological evaluation of the application area will be undertaken in accordance with a written scheme of investigation that has been submitted to and approved in writing by the local planning authority. Drawing upon the results of this field evaluation stage, a mitigation strategy for any further archaeological works and/or preservation in situ will be approved in writing with the local planning authority and then implemented.  
REASON  
To ensure that the site is archaeologically evaluated in accordance with an approved scheme and that sufficient information on any archaeological remains exists to help determine any reserved matters and to comply with policy ENV38 of the Doncaster Unitary Development Plan.

