

DONCASTER METROPOLITAN BOROUGH COUNCIL

PLANNING COMMITTEE - 15th November 2016

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Application Number:	16/01920/FULM	Application Expiry Date:	27th October 2016
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Application Type:	Planning FULL Major
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Proposal Description:	Demolition of existing buildings and erection of 34-bed retirement living (Category II type accommodation), provision of communal facilities, landscaping and car parking
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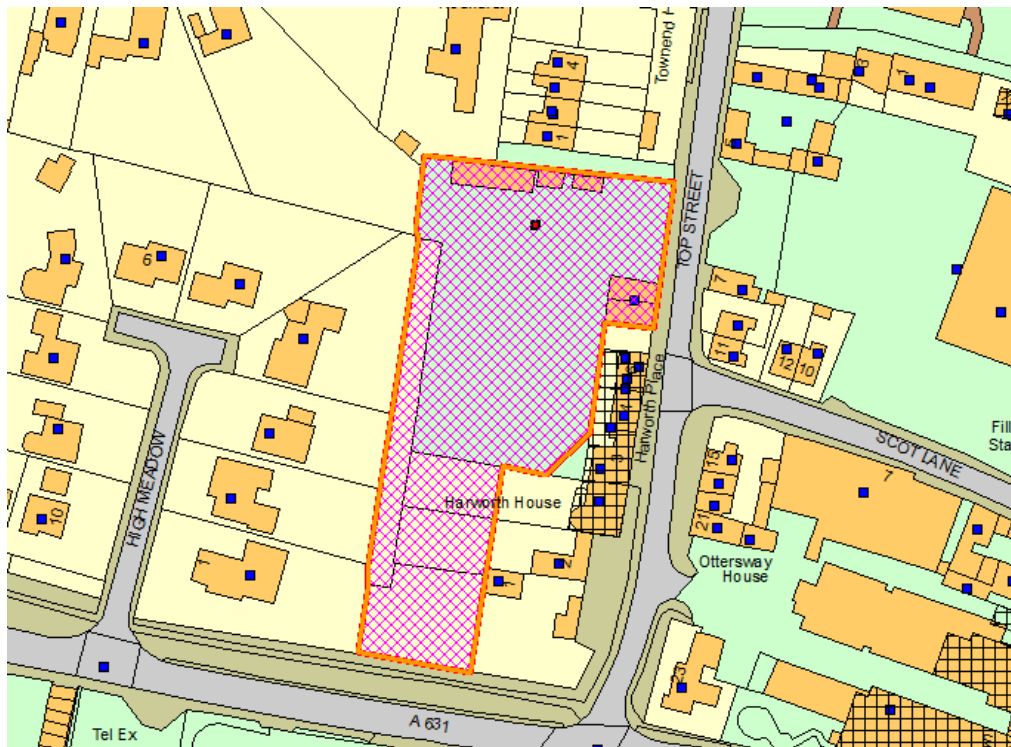
At:	Land And Buildings On The West Side Of Top Street Bawtry Doncaster
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For:	McCarthy _ Stone Retirement Lifestyles Ltd
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Third Party Reps:	14	Parish:	Bawtry Town Council
		Ward:	Rossington And Bawtry

Author of Report	Gareth Stent
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MAIN RECOMMENDATION:	Grant
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1.0 Reason for Report

1.1 The application is being presented to Planning Committee due to the level of public interest shown in the application.

2.0 Proposal and Background

2.1 This proposal is for the demolition of the existing buildings on the site and the erection of 34-bed retirement living complex, and associated communal facilities, landscaping, and car parking.

2.2 The application is supported by a series of documents which includes a detailed heritage statement, which considers the heritage significance of the adjacent listed buildings and conservation area and explains how the proposed development will retain and enhances the important elements.

2.3 In addition the application contains a Phase 2 Ground Assessment, Coal Mining Report, Ecological Survey, Transport Assessment, Design and Access Statement, Archaeological Desk based assessment, a Written Scheme of Investigation for Trial Trenching, Statement of Community Involvement, Social Need Report and Viability assessment. The application also includes plans showing landscaping, drainage and tree protection.

2.4 The application has been amended since the initial submission, mainly as a result of the consultee comments with regard to drainage, tree protection and heritage, along with some alterations to the elevations and layouts to take account of officers concerns over privacy. The proposals were also the subject of extensive pre application discussions.

Site Characteristics

2.5 The development site lies to the west of Top Street within the heart of Bawtry. Set within the settlement development limits and on the fringes of the town centre, the site is regarded as being highly sustainable, being close to shops, health care, recreational opportunities and the other essential village services such as post offices, public houses and other community meeting points. The site is currently vacant as was historically used in connection with the motor auctions that lie opposite to the east of the site. The site is fenced from Top Street where its current vehicle access is gained. An access does exist to the south onto Tickhill Road, however this is not currently used.

2.6 The site is a mixture of hard surfaces and vegetated areas. To the north the land is hard surfaced owing to its previous use as car storage. To the south the land is overgrown and vegetated and provides the open green setting for the Conservation Area. To the west are the 4 large residential dwellings that sit on the eastern side of the High Meadow cul-de-sac, the boundary of which is screened by large mature trees. To the north are a series of residential dwellings known as 1-4 Top Street and a further dwelling behind these known as Redhurst. Access to the dwellings is gained from an access which aligns with the northern boundary of the site. A palisade fence runs around the perimeter of the site.

Historical Setting

2.7 The site is located within the Bawtry Conservation Area. The character of the Bawtry Conservation Area is of a linear town with 2 and 3 storey Georgian and Victorian buildings fronting the principal streets. Top Street runs parallel to the High Street and itself marks the original alignment of the Roman road. The historic buildings date from the C19th and their rear gardens fronting Top Street formerly marked the limits of the historic town with fields beyond which were only recently developed (post WW2).

2.8 Fronting the street are the buildings of Harworth Place. Harworth House is grade 2 listed and Nos 1 and 2 are considered curtilage buildings to it. Nos 3-6 as a group are grade 2 listed. The proposal site excludes these buildings but takes in the open area to the rear which may have formerly been associated gardens or orchards. The line of trees to the western boundary of the site marks a natural edge to the conservation area.

2.9 To the right of No6 Harworth Place there is a 2 storey hipped roof brick building which judging by the form and English Garden Wall brickwork appears historic and possibly agricultural in origin. The window openings show signs of alteration and the single storey garage to the building is unsympathetic. It is within the site and its form and materials complement the conservation area. It is described in the appraisal as a 'positive building'.

2.10 There are small single storey buildings on the northern boundary which have no particular heritage significance and are described as having a negative impact on the conservation area. This part of the site is described in the conservation area appraisal as a 'site where change is encouraged' and where a 'strong street frontage is to be encouraged'. The appraisal identifies the section of Tickhill Road to the south of the site as a 'positive gateway' and the southern end of the site as a 'key green space' with 'tree cover'. This area also contributes to the setting of the listed buildings although the timber fence detracts from the overall character mentioned above.

2.11 With the exception of Harworth House the buildings of Top Street are 2 storeys high and mostly brick with some render and mostly pantile roofs.

3.0 Relevant Site History

3.1 The site has been the subject of a number of applications, none of which directly relate to this proposal, however the two applications below are the permissions which relate to the last use of the site as car storage in connection with the motor auctions:

- 05/0281/P - Use of land as car park for temporary two year period. Granted.
- 03/4750/P - Change of use of land to form vehicle storage area ancillary to the motor auctions.

The remaining applications relate to the wider site and the adjacent listed buildings:

- Change of use of former dwelling to restaurant, including porch, formation of car park and demolition of outbuilding, Harworth House. Ref. No: 01/3264/P | Status: Approved.
- Listed building consent for change of use of dwelling to restaurant and including porch, formation of car park and demolition of outbuilding, Harworth House. Ref. No: 01/3264/PL | Status: Approved.
- Listed building consent for demolition of outbuildings, Harworth House. Ref. No: 99/2088/P | Status: Approved.
- Conversion of Harworth House into 2 flats, conversion of coach house into dwelling and erection of two detached garage blocks. Ref. No: 99/0587/P | Status: Approved.
- Listed building consent for conversion of Harworth House into 2 flats and conversion of coach house into one dwelling. Ref. No: 99/0587/PL | Status: Approved.
- Outline application for the erection of 6 dwellings to the rear of Harworth House on approximately 0.3 ha of land. Ref. No: 99/0583/P | Status: Approved.
- Listed building consent for demolition of garage/boundary wall in connection with the erection of 6 dwellings, Harworth House, Top Street. Ref. No: 99/0583/PC | Status: Approved.

4.0 Representation

4.1 The application has been advertised in accordance with Article 13 of the Town and Country Planning (Development Management Procedure) Order by means of site notice, press advertisement and individual neighbour notification. The application has also been advertised following the receipt of amended plans.

4.2 14 representations were received as a result. The majority of the representations were in support of the scheme, however some letters of support did also indicate some concerns which are listed below and 1 letter of objection was received.

Support:

- There is a great need for independent living properties for older people in the area.
- The scheme is to be of a high standard.
- Much needed development on a brownfield site
- Good location near to local facilities
- Good asset for Bawtry and the local area
- Attractively design with adequate parking

Concerns:

- Concern has been raised over the level of parking provision and where visitors will park
- The proposed access off Tickhill Road is too near to a dangerous junction
- Concern over the proposed access and its relationship with parked cars on Tickhill Road. Will parking here be controlled? If not problems will be exacerbated. Parking may spill into High Meadow.

- Loss of parking opportunities on Top Street
- A crossing is required on Tickhill Road
- Issues with the control of the access during the construction period

Objection from the occupant of 1 Top Street:

- Significant difference in ground levels between the planning application site and the residential property of 1 Top Street to the north of the site. The site significantly higher and therefore the impacts upon adjacent properties will be exaggerated.
- Loss of direct sunlight to gardens, overlooking/total loss of privacy of private rear garden area and summerhouse located to the north of the site, particularly 1 Top Road from the proposed ground floor and first floor bedrooms.
- Loss of privacy/overlooking into the bedroom window of 1 Top Street.
- The heritage statement is inadequate.
- The layout plan submitted is inaccurate as there are more trees that would have to be removed to provide the vehicle access.
- Excessive height of building would be very imposing particularly considering also the difference in ground levels.
- Overdevelopment of the site
- Loss/demolition of a building within the conservation area requires special justification for loss of a heritage asset. This building to be demolished is classed as making a positive contribution to the conservation area and its loss has not been justified.
- A question has been raised regarding the prices of the apartments, but this is not a planning issue.

5.0 Town Council

5.1 The Town Council has no adverse comments regarding this application.

6.0 Relevant Consultations

6.1 Open Space: No objections.

6.2 Environmental Health: No objection in principle to the proposed development of retirement living accommodation. The development would be in a predominantly residential area so is in keeping with the character.

This type of development is unlikely to give rise to noise that would be detrimental to the amenity of existing residents and future occupiers of the development are unlikely to be exposed to unacceptable noise. Conditions are recommended to cover the construction phase of the development so as not lead to undue disturbance:

6.3 Pollution Control: The applicants have provided a Phase 1 Desktop Study which concludes the land is low risk and the Pollution control officer agrees with this. The report recommends a site investigation is carried out to determine IF any made ground is

present. This is welcomed and under the circumstances would advise CON 2 & 3 is attached to any favourable permission. CON 2 will ensure any unexpected contamination is dealt with in an appropriate manner, while CON 3 will ensure any imported material is doesn't pose a health risk to future site users.

6.4 Ecology: The ecologist is satisfied that the bat survey carried out by Innovation Group Environmental Services 30th June 2016 was carried out according to established best practice guidelines. The survey concluded that the buildings to be demolished are not being used by roosting bats and therefore their demolition would not cause any offence to be committed. The level of compensation and mitigation that has been recommended is also agreed in terms of an enhancement plan.

6.5 Internal Drainage: No objections

6.6 Conservation: No objections.

6.7 Historic England: It was necessary to consult Historic England as the '...development may would affect the character and appearance of a conservation area where the development involves the erection of a new building or the extension of an existing building, and the area of land in respect of which the application is made is more than 1,000 square metres'. Historic England raised no objections and deferred the decision to the council's specialist conservation advice.

6.8 RHA Safeguarding - No objection, however wished for the airport to be contacted by the developer prior to construction to ensure the cranes used in the development do not cause conflict with aircraft particularly as this development is in a critical flight path area. The applicants have since produced a crane report showing sizes and locations and this was consulted upon. The response is still awaited and will hopefully be available at the committee meeting. If not it can remain as a planning condition to be agreed.

6.9 Highways -Transportation: A Transport Statement has been submitted with this application, this has been assessed. This development will generate minimal traffic in the peak hours and will not have an impact on the surrounding highway network. No objections.

6.10 Highways DM - No objections, welcomes the Construction Method Statement and Construction Impact Management Plan already requested. Whilst the provision of 27 parking spaces for 34 apartments appears low, parking demand at other retirement living developments has been assessed and the provision of 0.794 spaces per apartment at this site is greater than at any of the surveyed sites and therefore considered to be sufficient.

6.11 Trees: No objections: the proposed site layout has clearly been informed by the tree survey and tree constraints plan and has dealt with the constraints imposed on the site by existing trees well on the whole. The tree officer indicated that it would be beneficial to increase the distance of the western façade from the tree crowns to reduce the constraint that they have on residential amenity. The tree officer also requested an amended tree protection plan to show a construction exclusion zone adjacent to T10, details of the construction of the parking surface that will be used within the RPA of T10 and a detail showing its installation relative to existing ground level, and to see the drainage scheme on a current site layout plan to assess the impact that it will have on the RPAs of existing trees.

6.12 These amendments to the tree protection plan and drainage plan were undertaken and resolved the initial concerns. Conditions were suggested detailing the specification for construction of the parking spaces within the root protection areas. The tree officer also accepted the building could not be moved to improve the western aspect adjacent to the trees and still maintained concern over this. Also the removal of tree G9 is now shown on the plans and some replacement tree planting indicated on the landscape plan. Conditions were added to cover replacement planting.

6.13 Archaeology: No objections, evaluation and trial trenching agreed and controlled by condition.

6.14 Yorkshire Water: No objections.

7.0 Relevant Policy and Strategic Context

7.1 The site is allocated as Residential Policy Area and within the Bawtry Conservation Area as defined by the Doncaster Unitary Development Plan 1998.

Relevant, Local, National Policies

National Planning Policy Framework;
Chapter 1 - Building a strong, competitive economy
Chapter 4 - Promoting sustainable transport
Chapter 6 - Delivering a wide choice of high quality homes
Chapter 7 - Requiring good design
Chapter 12 – Conserving and enhancing the historic environment

Doncaster Council Core Strategy;
CS 1 - Quality of Life
CS 2 - Growth and Regeneration Strategy
CS 4 - Flooding and Drainage
CS 9 - Providing Travel Choice
CS 12 - Housing Mix and Affordable Housing
CS 14 - Design and Sustainable Construction
CS 15 – Valuing Our Historic Environment.
CS16: Valuing our natural environment
CS 17 - Providing Green Infrastructure

Doncaster Unitary Development Plan;
RL 4 - Local Public Open Space Provision
ENV 59 - Protection of Trees

Community policies:

Bawtry Neighbourhood Plan.

8.0 Planning Issues and Discussion

Main Issues

8.1 The main considerations are the principle of residential development in this location, the impact on local residents, consideration of the design and layout, the impact on the Conservation Area and surrounding Listed Buildings, impact on the trees within the site, the ecological impact of the proposal, highway implications, affordable housing and public open space contributions and the archaeology within the site.

Principal

8.2 The site lies within the Residential Policy Area of Bawtry and involves the provision of C3 housing (restricted to over 60's). The use is therefore appropriate to the land use allocation and contributes towards Doncaster's housing need as demographic data clearly shows a significant Borough wide shortfall in older persons housing. The Council has an aspiration to develop a number of extra care and other older persons housing schemes in the future and this scheme will provide such a facility within the open market. The site is also highly sustainable being located within the settlement of Bawtry and is therefore acceptable in principle.

Residential Amenity

8.3 Policy CS 14 of the Core Strategy requires that new development should have no unacceptable negative effects upon the amenity of neighbouring land uses or the environment. The site is surrounded dwellings therefore it is necessary to consider the impact of the building on the living conditions of its surrounding residents.

8.4 In terms of the dwellings on Top Street Harworth Place, the building is positioned 21m away to the west where the first floor windows provide intervisibility. This accords with the council's normal standards and the ground floor windows are screened by an existing boundary retaining wall. Where the window distances are reduced, the plans have been amended to provide either blank elevations or the internals of the apartments have been reorganised to remove any overlooking. For instance apartment No.31 has rotated its kitchen window to remove overlooking and apartment No.25 has obscured the secondary window and repositioned the kitchen window to remove overlooking of the rear gardens of the dwellings on Harworth Place.

8.5 In terms of the northern elevation the windows in apartments 20 and 21 have been amended to have obscure glazing. This safeguards the privacy of the 5 dwellings to the north of the site. An objection has been received from No.1 Top Street, who's garden adjoins the site, and the concern is that the first floor windows and elevated building will provide overlooking of the occupants rear garden and No.1 Top Street. This is noted, however the rear garden is not the main circulation space and the actual dwelling (No.1 Top Street) is of a sufficient distance away so as not to be overlooked to a significant degree.

8.6 In terms of the remaining elevations, the proposed building causes no overlooking to the dwellings on High Meadow (to the west), as the existing tree canopy provides screening and building distances are acceptable being over 25m away. The Top Street frontage provides no overlooking concerns. Overall the building does take account of its tight setting and whilst being a new 2 storey structure does not create overlooking or over dominance concerns to a degree that could lead to the refusal of the application. Also with the exception of the resident of No.1 Top Street, no further concerns have been raised in the third party responses with regards to overlooking.

Design and Layout

8.7 Planning Policy Principle 7 of the NPPF states that the Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and contributes positively to making places better for people. Policy CS 14 of the Doncaster Council Core Strategy sets out the local policy in relation to design and sustainable construction.

8.8 The building is arranged to take full account of its setting and maximise the sites shape and constraints. Arranged in an L formation the building has its main pedestrian entrance onto Top Street, which has been carefully designed to recreate the conservation interest formed by the buildings on Harworth Place. The scale, massing and detailing of this frontage maintains the historic setting, with views into the wider site to the rear. The building then projects to the rear and flows south along its longest wing. The southern end of the building is where the home management activities occur and includes a homeowners lounge, scooter store, bin storage and guest room. Beyond this a 27 space car park for staff and visitors and a turning area for vehicles. All the main deliveries will use the entrance from Tickhill Road. To the east of the building is a landscaped private amenity area for the residents that will be managed by the applicants. To the west is a shallower amenity area, however as discussed in the tree section this is likely to be more shaded and used to a lesser degree. A small amenity area also exists beyond the north elevation.

8.9 The site has a mixture of boundary treatments with close boarded fencing to the west/north where it adjoins a small boundary wall on Top Street. To the east is the existing retaining wall which is to be kept and trellis added. To the south is a dwarf brick wall and railings to form the attractive vehicular entrance. Overall the design and layout of the building is considered satisfactory and in accordance with CS 14.

Conservation

8.10 Core Strategy Policy CS 15 ensures that new development respects the boroughs heritage assets. Top Street is located within the Bawtry Conservation Area. The published conservation area appraisal supports suitable development on the gap site fronting Top Street and as the development fits into the street scene and contributes to the enclosure of the street it is considered to be acceptable in principle. Most of the buildings on the site to be demolished have no heritage value apart from the altered rectilinear historic building. The heritage assessment submitted with the application considers this to be at the lower end of the positive scale due to alterations and makes the case that its loss would be minor harm outweighed by a more suitable replacement scheme in keeping with the aims mentioned in the appraisal. The Conservation officer agrees with this assessment.

8.11 The southern end of the site makes a contribution to green character marking the entrance to the conservation area. In principle officers advised the applicants at pre application that support would not be given to buildings on this part of the site. Therefore the scheme proposal utilises this area for car parking on grasscrete bays interspersed with landscaping and the replacement of the timber fence by a low wall and railing backed with green planting. This is considered to maintain this as an open, partially green area.

8.12 The proposal addresses how to adapt a large building with level floor requirement to the small scale building character of Top Street by breaking up the materials and units so they appear as a run of terraces. The scale of this large footprint building is somewhat masked by the double narrow span ranges which keeps the roof form in proportion to the roofs on Top Street.

8.13 The main design requirement in addressing the conservation area is a traditional appearance to the Top Street frontage to complement the adjacent listed buildings. This is achieved by detailing the frontage as a terrace of 3 around a central arch with subdivisions relating to the traditional buildings. The streetscene shows that the ridge height of the frontage building marginally higher than the listed buildings but lower than Harworth House and those to the rear lower than all. The form of the buildings here will be in keeping with the traditional character of the street and will close the existing unsightly view of the yard.

8.14 Overall the scheme is well considered and no objections have been raised by the Conservation officer. A suite of materials have already been agreed in principle and are included in the suggested planning conditions.

Trees and Landscaping

8.15 Core Strategy policy CS 16 (D) states that proposals will be supported which enhance the borough's landscape and trees by: ensuring that design are of high quality, include hard and soft landscaping, a long term maintenance plan and enhance landscape character while protecting its local distinctiveness and retaining and protecting appropriate trees and hedgerows. Policy ENV 59 of the Doncaster Unitary Development Plan seeks to protect existing trees, hedgerows and natural landscape features.

8.16 The application contained a tree survey, and the tree officer was pleased that the site layout has clearly been informed by the tree survey and as a result, the development layout has largely managed to avoid conflict with the root protection areas of retained trees. The initial scheme did show some encroachment into the root protection areas of trees T4 and T10 and as such the plans have been amended to change the shape of the plant bed on the western boundary and the area of 'Bodcrete' (soft surfaced car parking area) has been increased.

8.17 Secondly the building's location caused concern to the tree officer as the building was only around 4.5m from the existing tree canopy extent on the western boundary. This will result in overshadowing of windows in the west elevation and leaves little space for future tree growth.

Whilst the tree officer encouraged the applicants to amend this, the constraints of the site meant that this was impractical as the building could not be shifted further east due to the need to maintain privacy distances between the eastern elevation and the dwellings on Harworth Place. The tree officer accepted this however maintained his concern.

8.18 Finally inaccuracies were detected on the drainage plan have since been amended, and tree G9 is now shown for removal and replacement planting is shown on the landscape plan. The tree officer raised no objections to the amended scheme subject to conditions controlling no dig construction, tree protection and landscaping details ensuring compliance with CS 16.

Ecology

8.19 Paragraph 109 of the NPPF states that the planning system should contribute to and enhance the natural and local environment, in regards to: valued landscapes, ecosystem services, biodiversity, pollution, and contaminated and unstable land. Paragraph 118 of the NPPF states Local Planning Authorities should aim to conserve and enhance biodiversity and outlines a number of principles which should be applied, including 'if significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.'

8.20 Core Strategy Policy CS16: Valuing our Natural Environment, seeks to ensure that Doncaster's natural environment will be protected and enhanced. Policy CS 16 (A) of the Doncaster Council states that proposals will be supported which enhance the borough's Ecological Networks by: (1) including measures that are of an appropriate size, scale, type and have regard to both the nature of the development and its impact on existing or potential networks.

8.21 A bat survey was submitted with the application given the proposal involved the demolition of historical buildings. The survey was carried out according to established best practice guidelines. The survey concluded that the buildings to be demolished are not being used by roosting bats and therefore their demolition would not cause any offence to be committed. The survey suggested some compensation and mitigation which was agreed by the council's Ecologist and as such conditions are suggested regarding an enhancement plan and wildlife sensitive lighting. This will ensure compliance with Core Strategy Policy 16.

Highways and Parking

8.22 With regard to highway safety and parking, this should be considered against Policy CS 14 of the Core Strategy, which states that new development should ensure quality, stability, safety and security of private property, public areas and the highway, permeability and legibility. The proposal plans to utilise an old access off Tickhill Road and increase its width to form a two way access. The highway officer has assessed the turning area within the site and this is regarded as satisfactory. The visibility slays and sight line distances are also considered satisfactory onto Tickhill Road.

8.23 The level of parking is low at 27 parking spaces for 34 apartments, however the applicants have provided evidence of the parking demand at other retirement living developments and the provision of 0.794 spaces per apartment at this site is greater than at any of the surveyed sites and therefore considered to be sufficient. The site is also very sustainable and most trips by residents will be made on foot. Provision is made within the building for mobility scooter parking, therefore the main useage of the car park will be for staff and visitors. Parking is also available in Bawtry town centre on a pay and display basis immediately next to the site. Conditions are requested by the council's highway officer detailing the requirement for specific access engineering details and site surfacing.

8.24 There has been some concern from local residents that the redevelopment of the site will reduce the amount of parking on Top Street. The frontage onto Top Street is particularly narrow and space only exists for around 3-4 cars to be parked outside the site (partially off street), however this parking provision has only occurred as a result of the car storage facility closing. When it was in use, no parking was allowed outside the site entrance and therefore this concern cannot be substantiated.

8.25 In addition residents considered a crossing be necessary on Tickhill Road, however this is regarded as unreasonable especially given that the pedestrian entrance is onto Top Street where the town centre can be easily accessed from. Finally concern was expressed that the proposal could lead to parking within the High Meadow estate, however this already occurs to some degree and there is no evidence to suggest this will occur especially when car use of the residents will be very low.

8.26 Finally a Transport Statement has been submitted with this application, and this concludes that the development will generate minimal traffic in the peak hours and will not have an impact on the surrounding highway network. Therefore no objections were raised by strategic transport.

Planning Obligations and Viability

8.27 Paragraph 203 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.

8.28 In paragraph 204 it is stated that planning obligations should only be sought where they meet all of the following tests;

- 1.necessary to make the development acceptable in planning terms
- 2.directly related to the development; and
- 3.fairly and reasonably related in scale and kind to the development.

8.29 These are the statutory tests as set out in the Community Infrastructure Levy Regulations 2010. It is therefore important to consider what contributions would ordinarily be necessary for a scheme of this nature. The scheme is somewhat unusual in that it provides for C3 dwellings, however these are to be restricted to over 60's controlled by condition. No education contributions will be necessary as the scheme will not be occupied by young families which will increase the pressure on the existing educational needs of the catchment area.

Public Open Space

8.30 Core Strategy Policy CS 17 states that proposals will be supported which have regard to local standards and opportunities, and help to address deficiencies, by making an appropriate contribution to sport, recreation and related community uses by providing suitable and appropriate, on-site (or an equivalent contribution towards off-site contribution). Green space provision is identified using the 2013 Green Space Audit. This re-audit evaluates deficiencies by community profile area.

8.31 The proposal in its widest sense provides 21 x 1-bed and 13 x 2-bed units. CS 17 and RL 4 of the UDP require public open space provision where family dwellings are created. The trigger is 10 or more 2-bed dwellings. In this case whilst the dwellings are not regarded as family units, in the absence of any policy exclusion, the 13 x 2-bed units make the scheme potentially liable for a contribution. On site provision or children's play equipment clearly would not work on this type of scheme and therefore an off-site contribution could be considered if it meets the CIL tests. The public open space officer has been consulted and ordinarily the officer would have asked for a commuted sum to improve green infrastructure (GI) in the area specifically to benefit older people. Current

research however, shows that people aged 65 and over are most likely to suffer from poor health, yet this group may be the least likely to benefit from GI because they may be more susceptible to environmental stressors.

8.32 Therefore in this instance the aim should be to ensure that good quality amenity space is provided within the development proposal and ensure the units are only sold to people of (or nearing) retirement age maybe through the use of a legal covenant. The development boundary of the site shows the development proposal area as approximately 4,500sqm. The proposal includes a detailed landscape garden as well as a residents' lounge which opens onto the garden area, for the enjoyment of the residents. In total there will be over 1,700sqm of amenity green space provided which is well planned and generous for the proposal area and will positively benefit the residents. The 'amenity green space' will be maintained by the applicants and therefore no further commuted sums will be necessary on this occasion. The proposal meets with the spirit of RL 4 and CS 17.

Affordable Housing

8.33 Mainstream new housing developments are required to make an affordable housing contribution in line with policy CS 12 of the Core Strategy. Policy CS 12 includes no dispensation for elderly persons accommodation. Such contributions normally include a mix of house size, type, price and tenure to address identified needs and market demand and to support mixed communities. The provision is ordinarily 26% (subject to viability) on site affordable housing, if more than 15 dwellings are proposed. The proportion, type and tenure split will reflect the latest Strategic Housing Market Assessment.

8.34 However this is not a main stream housing scheme, as it is intended to be occupied by over 60's therefore it would not be prudent to have on site provision as this has the potential to undermine the ethos of the scheme. Therefore at best a commuted sum may be necessary under the current policy.

8.35 With this in mind the applicants produced a viability report which demonstrates that the development cannot provide any contributions towards affordable housing and remain viable as it generates a negative figure. This assessment has been verified and coupled with the applicant's examples of other authorities where affordable housing has not been required providing a condition has been added to control occupancy to over 60's, then no further affordable housing contributions are necessary.

Archaeology

8.36 Policy CS 15 seeks to ensure Doncaster's heritage is protected in particular its archaeological remains. The site does have some archaeological interest as Top Street follows the alignment of the old Roman Road and the archaeological potential on particularly undeveloped land either side has to be considered. The proposal is accompanied by a desk based assessment and a written scheme of investigation for trial trenching. The report identifies cropmark evidence indicating an extensive Iron Age and Romano-British landscape of field systems, enclosures and interconnecting trackways in the area around Bawtry. Top Street, bordering the site to the east, is thought to follow the line of the alternative course of Ermine Street-an early Roman Road from Lincoln to York.

8.37 Immediately to the south of the site lay the medieval hospital of St Mary Magdalene (now the Masonic Hall). Excavations between 2006-2010 located the hospital cemetery containing burials dating to the 14th century. The full extent of the cemetery is unknown. There is, therefore, potential for previously unrecorded buried archaeological remains to exist within the application area and important archaeological features may be disturbed or destroyed by groundworks associated with the scheme.

8.38 South Yorkshire Archaeological has agreed the extent of the evaluation works with WSI (archaeological consultants for the applicants) and trial trenching has commenced on the 24th October, therefore dependant on the results of the trenching the suggested planning condition may need to be amended. This can be amended as a pre committee update and will ensure compliance with CS 15.

Bawtry Neighbourhood Plan

8.39 A Neighbourhood Plan for Bawtry is being prepared and the Neighbourhood Plan Area was formally designated by the Council on 31st August 2016. The site is located within the designated Neighbourhood Plan Boundary. At present the emerging plan has not yet reached the appropriate stage to be regarded as a material planning consideration and as such can be afforded no weight. Having said the above the site lies within the village boundary, causes no encroachment into Green belt and provides for new housing. The siting, Conservation and historical interests which will form part of the future plan have all been addressed in the above report.

Other Matters

8.40 Internal drainage raised no objections to the scheme subject to planning conditions being imposed. Also the safeguarding authority for the airport is currently in the process of examining the applicants Crane report due to the implications of the build and crane heights in the flight path for the nearby Robin Hood Airport. In the absence of this still to be agreed, a condition is imposed, however this is likely to be deleted/amended subject to the response being received from the relevant authority.

9.0 Summary and Conclusion

9.1 In summary, the proposed development would help deliver much need elderly accommodation within the borough. The proposal is ideally placed within the Bawtry town centre, sustainable with a wide access to all essential village services.

9.2 With regards to design and layout, careful consideration has been given to privacy and dominance in its siting, and whilst the site is tight, the layout and form maximises the use of the space available whilst still maintaining the areas green character to the south of the site. The building will undoubtedly have some residual impact on privacy and dominance in the area, however this is not to a degree to warrant the proposal as being regarded as unacceptable.

9.3 The heritage assets which include the conservation area, listed buildings and archaeology have all been satisfactorily addressed through careful design and suitably worded planning conditions, as have the highway and tree implications. No affordable housing, education or public open space contributions are necessary. It is therefore recommended that planning permission be granted subject to adherence to conditions.

10.0 RECOMMENDATION

10.1 Grant planning permission subject to the following conditions.

01. STAT1 The development to which this permission relates must be begun not later than the expiration of three years beginning with the date of this permission.
REASON
Condition required to be imposed by Section 91(as amended) of the Town and Country Planning Act 1990.
02. U47525 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.

03. U47526

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 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.

04. CON2

Should any unexpected significant contamination be encountered during development, all associated works shall cease and the Local Planning Authority (LPA) be notified in writing immediately. A Phase 3 remediation and Phase 4 verification report shall be submitted to the LPA for approval. The associated works shall not re-commence until the reports have been approved by the LPA.

REASON

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

05. CON3

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.

06. U47719 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 an alternative timescale to be approved in writing with the local planning authority:
- o 5 x artificial bat roost features will be sited within the new development integrated within the new building as bat bricks and in retained trees as suitable bat boxes.
 - o 5 x bird boxes of varying type to accommodate a range of species will be sited the new development integrated within the new building and in retained trees.
- REASON
To ensure the ecological interests of the site are maintained in accordance with Core Strategy Policy 16.
07. U47720 Prior to the commencement of development a lighting design plan, specifically responding to light sensitive biodiversity, shall be submitted for approval in writing by the LPA. Such schemes shall include:
- o likely presence and location of light sensitive ecological receptors based on survey baseline data in relation to the proposed developments within each zone.
 - o Mitigation measures along with technical specifications to reduce /eliminate the impacts of lighting spill on ecological receptors unless otherwise agreed.
- REASON:
To ensure the ecological interests of the site are maintained in accordance with Core Strategy Policy 16
08. DA01 The development hereby granted shall not be begun until details of the foul, surface water and land drainage systems and all related works necessary to drain the site have been submitted to and approved by the Local Planning Authority. These works shall be carried out concurrently with the development and the drainage system shall be operating to the satisfaction of the Local Planning Authority prior to the occupation of the development.
- REASON
To ensure that the site is connected to suitable drainage systems and to ensure that full details thereof are approved by the Local Planning Authority before any works begin.
09. U48026 Prior to development commencing, the applicant shall provide a scheme which details any mobile and permanent crane that is to be positioned on site to facilitate the build and a scheme to control dust management during demolition, details of which shall be submitted to and approved in writing with consultations with RHA Safeguarding at Doncaster Sheffield Airport. The scheme shall then be implemented in accordance with the approved details.

REASON

The condition is necessary due to the site being within close proximity to the airport which could provide an obstacle for take-off and approach surfaces.

10. U48180 Prior to works commencing on site the applicant shall provide layout, engineering and drainage details for the proposed access arrangements. The details shall include measures to avoid the discharge of surface water from the site onto the public highway. These shall be agreed in writing and thereafter implemented as agreed.
REASON
In the interests of highway safety
11. U48182 No development shall take place until a scheme for the offsite highways works (footway) along the site frontage to Top Street has been submitted to and agreed in writing by the Local Planning Authority. The works shall be carried out in accordance with the agreed details and completed prior to first occupation.
REASON
In the interests of highway safety.
12. U48183 A thin area of land on Top Street between the existing site boundary and proposed low level brick wall is to be dedicated to the Council to enable subsequent adoption as public highway under Section 228 of the Highways Act 1980.
REASON
In the interests of highway safety.
13. HIGH1 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.
14. HIGH2 The vehicle turning space as shown on the approved plans shall be constructed before the development is brought into use and shall thereafter be maintained as such.
REASON
To avoid the necessity of vehicles reversing on to or from the highway and creating a highway hazard.

15. HIGH3 Before the development hereby permitted is brought into use, the parking as shown on the approved plans shall be provided. The parking area shall not be used otherwise than for the parking of private motor vehicles belonging to the occupants of and visitors to the development hereby approved.
REASON
To ensure that adequate parking provision is retained on site.
16. HIGH8 Details of wheel washing facilities for construction traffic connected with the development hereby permitted shall be submitted to and approved in writing by the local planning authority and shall be installed before the development hereby approved is commenced and once installed shall be used to prevent mud and other debris being deposited on the highway during the construction of the development.
REASON
In the interests of road safety.
17. HIGH11 The development hereby approved shall not be brought into use until a crossing over the footpath/verge has been constructed in accordance with a scheme previously approved in writing by the local planning authority.
REASON
To avoid damage to the verge.
18. U48184 When the replacement access / egress has been constructed the existing access shall be permanently closed in a manner to be approved by the local planning authority.
REASON
In the interests of highway safety.
19. The premises shall be used for Later Living Retirement Housing (Category 2) for those aged 60 years and over, other than a spouse or partner of such persons being over the age of 55, and for no other purpose including any other purpose in Class C3 in the Schedule of the Town and Country Planning (Use Classes) Order 1987 or in any provision equivalent to that Class in any Statutory Instrument revoking and re-enacting that Order.
REASON
The nature of the development as Later Living Retirement Housing means that lower standard of parking than ordinarily required for residential development and it has been accepted without the requirement for open space and education contributions.
20. U48373 Part A (pre-commencement)

No development, including any demolition and groundworks, shall take place until the applicant, or their agent or successor in title, has submitted a Written Scheme of Investigation (WSI) that sets out a strategy for archaeological investigation and this has been approved in writing by the Local Planning Authority.

The WSI shall include:

- o The programme and method of site investigation and recording.
- o The requirement to seek preservation in situ of identified features of importance.
- o The programme for post-investigation assessment.
- o The provision to be made for analysis and reporting.
- o The provision to be made for publication and dissemination of the results.
- o The provision to be made for deposition of the archive created.
- o Nomination of a competent person/persons or organisation to undertake the works.
- o The timetable for completion of all site investigation and post-investigation works.

Part B (pre-occupation/use)

Thereafter the development shall only take place in accordance with the approved WSI and the development shall not be brought into use until the Local Planning Authority has confirmed in writing that the requirements of the WSI have been fulfilled or alternative timescales agreed.

REASON

To ensure that any archaeological remains present, whether buried or part of a standing building, are investigated and a proper understanding of their nature, date, extent and significance gained, before those remains are damaged or destroyed and that knowledge gained is then disseminated.

21. U48457

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

Site Plan Rev A dated 5.10.16 Drwg NE-2256-03-01-AC-002

Floor Plan - Amended 5.10.16 Rev A Drwg NE-2256-03-01-AC-005

Elevations 1-of-2 Rev A Amended 5.10.16

Elevations 2-of-2 Rev A Amended 5.10.16

Artists Impression Drwg NE-2256-03-01-AC-006 Rev B dated 13.10.16

Tree Protection Plan 9045-02 Rev A 5.10.16

Landscape Proposals NE-2256-03-LA-01 Rev G dated 13.10.16

Drainage Plan 5.10.16 Rev D Ne -2256-03-DE-001 Rev D

Crane detail plan submitted 14th Oct 2016

REASON

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

22. U48581

The scheme of protection for all retained trees shall be implemented in full accordance with the approved Tree Survey Of Land At Top Street, Bawtry, Doncaster (ref: JTK/9045/WDC) and Tree Protection Plan (ref: 9045/02 Revision A) before any equipment, machinery or materials have been brought on to site for the purposes of the development. The local planning authority shall be notified of implementation and shall visit site to approve the setting out of the site and location of protective barriers prior to the commencement of development. Thereafter tree protection practices shall be implemented and monitored in full accordance with the approved scheme 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 core strategy policy CS16: Valuing our natural environment

23. U48582

All hard surfacing within the area identified as “minimum extent of no-dig construction” on the Tree Protection Plan (ref: 9045/02 Revision A) shall be installed in full accordance with the approved details utilising a no-dig installation method and a professionally recognised 3-dimensional load-bearing construction technique before the new access is used by any vehicle.

REASON:

To prevent the loss of and damage to roots from retained trees as a result of the installation of the new access.

24. U48583

The development hereby granted shall not be commenced nor materials or machinery brought onto the site until full details of a landscape scheme have been submitted to and approved in writing by the local planning authority. Unless specifically approved otherwise in writing by the local planning authority the landscape scheme shall be as shown on the Landscape Proposals plan ref: NE-2256-03-LA-01 revision G and shall include a mix of large and medium tree species with smaller ornamental species used to add seasonal interest with appropriate rooting volume to the mature tree stature provided for each tree.

The scheme shall comprise a plan indicating the planting location of all trees and shrubs and the dimensions of all tree pits in hard surface areas; a schedule including the nursery stock specification for all shrubs and trees that complies with British Standard 3936: Part 1: 1992 Specification for Trees and Shrubs and planting density/numbers; a specification for planting and staking; a maintenance specification and a timescale of implementation. Thereafter the landscape scheme shall be implemented and maintained in full accordance with the approved scheme. Any part of the scheme which fails to achieve independence in the landscape or is damaged or removed within five years of planting 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

In the interests of environmental quality and core strategy policy CS16: Valuing our Landscape

25. RES10

Before the first occupation of the building/extension hereby permitted, the windows as indicated on the approved plans shall be permanently obscure to a level of obscurity to Pilkington level 3 or above or its technical equivalent by other manufactures and shall be permanently retained in that condition thereafter, unless otherwise approved in writing by the local planning authority.

REASON

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

26. U48619

Notwithstanding the details contained within the materials schedule in drawings NE-2256-03-01-AC-003 RevA, NE-2256-03-01-AC-004 RevA and site plan NE-2256-03-01-AC-002 the external surfaces of the development shall, unless otherwise agreed by the local planning authority, be constructed using;

- a) Brick: Wienerberger Terca Ashington Red Multi brick,
- b) Render: Cream through coloured render by K-Rend
- c) Artstone details: Millstone Light Artstone by Proctor
- d) Roof: Natural clay Sandtoft Neo pantile in Flanders colour

REASON

To preserve the setting of listed building and the character and appearance of the conservation area in accordance with saved policies ENV34 and ENV25 respectively of the Doncaster Unitary Development Plan.

27. U48620

All windows and external doors to be used in the construction of apartments 10/11/24 and 25 shall be constructed in timber. Before the commencement of the installation of the windows and doors full details of the design, construction and finish of all windows and doors shall be submitted to and approved in writing by the local planning authority.

(Such details will include details of any integral cills, the means of opening, the glazing proportions and pattern, the design and materials of any Juliet balconies, and the relationship of the windows to the reveal). Unless otherwise agreed in writing, the details shall include an elevation at 1:20 scale of each door or window type and 1:5 scale cross-sections. Development shall be carried out in accordance with the approved details.

REASON

To preserve the setting of listed building and the character and appearance of the conservation area in accordance with saved policies ENV34 and ENV25 respectively of the Doncaster Unitary Development Plan.

28. U48621

Unless otherwise agreed in writing by the local planning authority;

- a) Verges to the two entrance gables shall be mortared verges,
- b) Rainwater goods shall be half round gutters and round downpipes in black upvc
- c) Extraction grilles shall be terracotta to brick elevations and white to rendered elevations.
- d) Stacks to the building facing Top Street shall be constructed of the same brick as the rest of the building

REASON

To preserve the setting of listed building and the character and appearance of the conservation area in accordance with saved policies ENV34 and ENV25 respectively of the Doncaster Unitary Development Plan.

29. U48622

Prior to the construction of the canopy details of the facia and materials of the flat roof to the single storey entrance foyer and office shall be submitted to and agreed in writing by the local planning authority.

REASON

To preserve the setting of listed building and the character and appearance of the conservation area in accordance with saved policies ENV34 and ENV25 respectively of the Doncaster Unitary Development Plan.

30. U48623

Unless otherwise agreed by the local planning authority the boundary treatment to the new development shall be in complete accordance with the treatment as described in the site plan drawings NE-2256-03-01-AC-002 and the elevation details in drawing NE-2256-03-01-AC-003 RevA and any walls or dwarf walls shall be constructed of the same brick as approved for the main building. Prior to the implementation of the boundary treatment details of the height, design, and materials of the dwarf wall and railing to the boundary wall facing Tickhill Road shall be submitted to and agreed in writing by the local planning authority.

REASON

To preserve the setting of listed building and the character and appearance of the conservation area in accordance with saved policies ENV34 and ENV25 respectively of the Doncaster Unitary Development Plan.

31. U48624

Prior to the implementation of the approved hard landscaping layout for the development details or samples of the hard landscaping materials for the unbuilt areas shall be submitted to and agreed in writing by the local planning authority.

REASON

To preserve the setting of listed building and the character and appearance of the conservation area in accordance with saved policies ENV34 and ENV25 respectively of the Doncaster Unitary Development Plan.

01. U10375

In order to satisfy the drainage condition 8 the following information will be needed:

1. Surface water drainage plans should include the following:

Rainwater pipes, gullies and drainage channels including cover levels. Inspection chambers, manholes and silt traps including cover and invert levels.

Pipe sizes, pipe materials, gradients and flow directions.

Soakaways, including size and material.

Typical inspection chamber / soakaway / silt trap and SW attenuation details.

Site ground levels and finished floor levels.

2. Surface Water Discharge From Brownfield Site

There should be no increase in surface water discharge from the site to existing sewers / watercourses. On site surface water attenuation will therefore be required if drained areas to existing sewers / watercourses are to be increased. A 30% net reduction to existing peak discharge (up to a 1/100 yr storm CC) will be required if the site is being re-developed. Allowances for climate change can be found in National Planning Policy Framework Technical Guidance Document Table 5.

3. Details of how the site will accommodate rainfall volumes up to 1 in 100 year return period (plus 30% for climate change) whilst ensuring no flooding to buildings or adjacent land. This can be achieved by providing additional space for water below or above ground. The applicant will need to provide details and calculations including any below ground storage, overflow paths (flood routes), surface detention and infiltration areas etc to demonstrate how the 100 year +CC rainfall volumes will be controlled and accommodated.

02. U10482

Highway Informatives:

o Works carried out on the public highway by a developer or anyone else other than the Highway Authority shall be under the provisions of Section 278 of the Highways Act 1980. The agreement must be in place before any works are commenced. There is a fee involved for the preparation of the agreement and for on-site inspection. The applicant should make contact with Malc Lucas - Tel 01302 735110 as soon as possible to arrange the setting up of the agreement.

o Doncaster Borough Council Permit Scheme (12th June 2012) - (Under section 34(2) of the Traffic Management Act 2004, the Secretary of State has approved the creation of the Doncaster Borough Council Permit Scheme for all works that take place or impact on streets specified as Traffic Sensitive or have a reinstatement category of 0, 1 or 2. Agreement under the Doncaster Borough Council Permit Scheme's provisions must be granted before works can take place. There is a fee involved for the coordination, noticing and agreement of the works. The applicant should make contact with Paul Evans - Email: p.evans@doncaster.gov.uk or Tel 01302 735162 as soon as possible to arrange the setting up of the permit agreement.

o Any alteration to the existing street lighting as a result of the new access arrangements will be subject to a costs which are to be borne by the applicant. Street lighting design and installation is generally undertaken by the Local Highway Authority. There is a fee payable for this service and the applicant should make contact with Fiona Horgan - Tel 01302 735097 or e-mail Fiona.Horgan@doncaster.gov.uk regarding this as soon as possible. Further information on the selected DNO / IDNO together with the energy supplier will also be required as soon as possible as they directly affect the adoption process for the street lighting assets.

o The developer shall ensure that no vehicle leaving the development hereby permitted enter the public highway unless its wheels and chassis are clean. It should be noted that to deposit mud and debris on the highway is an offence under provisions of The Highways Act 1980.

o That part of the site to be used by vehicles should be designed to withstand a minimum carrying capacity of 26 Tonnes without deflection in accordance with Buildings Regulations Approved Document B (Fire Safety).

03.

Oversailing of the public highway is controlled by provision of the Highways Act 1980 and will require a licence to be issued by the Highways Authority.

There are fees associated with the issuing of a licence and the developer should make contact with Adam Machin, Assistant Engineer, Highways Network Management, Tel 01302 735263 e-mail AdamMark.Machin@doncaster.gov.uk as soon as possible regarding this matter.

Annex 1 Site Plan



Annex 2 - Artists impression & elevations



View towards main entrance



View from Top Street



West Elevation



South Elevation



East Elevation



North Elevation

