DONCASTER LOCAL PLAN

Carr Lodge Design Code
Supplementary Planning Document

CONSULTATION STATEMENT

October 2016
DONCASTER LOCAL PLAN

Development Guidance and Requirements Supplementary Planning Document (SPD)

STATEMENT OF REPRESENTATIONS PROCEDURE
The Town and Country Planning (Local Planning) (England) Regulations 2012 – Regulation 12 Public Participation

Introduction

Supplementary Planning Documents (SPDs) were introduced as part of the Planning and Compulsory Purchase Act 2004. The National Planning Policy Framework (NPPF) states that SPDs should help applicants make successful applications or aid infrastructure delivery. SPDs add further detail to the policies in the development plan and provide further guidance for development on specific sites, or on particular issues. An SPD is given 'substantial weight' as a material consideration in planning decisions, particularly if it accords with national guidance/policy and has been subject of consultation.

Work has now commenced on the preparation of the Doncaster Local Plan, which will eventually replace the Core Strategy and the saved policies of the UDP. Doncaster Local Plan will not be in place until at least 2017, so interim guidance is needed to help support and implement the existing policies set out in the adopted Core Strategy and ensure that new development complies with the principles of sustainable development set out in the NPPF.

Outline planning permission was approved on the 19th March 2012 at land south of Woodfield Way, Balby, Doncaster (known as Carr Lodge) for the development of: a maximum of 1,600 residential dwellings (C3), community uses (A1 (675sq m)), A3 (100sq m), D1 (375sq m), D2 (400sq m) and sui generis (400sq m), including associated works for formation of site access roads, landscaping, open space and ecological mitigation. The applicant and landowner is the Homes and Communities Agency (HCA). Following on from the outline permission a subsequent reserved matters application for the link road between Woodfield Way (adjacent B and Q) and the Tesco’s at Balby, has been approved and the road open. Similarly reserved matters applications for the first phases of housing for c300 homes (which the developers named Dominion) and a new school (Carr Lodge Academy) have been approved, with construction well underway. A community is beginning to develop in the area.

In March 2015 the outline planning permission for the whole site expired, meaning those areas of land not subject to approved reserved matters applications do now not benefit from the planning approval. Although the development of the site for the uses described above would in principle be acceptable due to the previous permission. Now any future phases of development will need to submit new full planning applications as the HCA have indicated they will not be submitting another outline application for the full remainder of the site.

Preparation of the original outline application took place over 18 months prior to submission and involved a very thorough consultation and engagement programme with the local community and other stakeholders. The outline application reflected the outcomes of the consultation process and was considered a high quality proposal which had the potential to create an attractive new neighbourhood for the Borough which met (and in certain areas exceeded) Council planning policy requirements. The design and layout of the proposals were one particularly positive aspect of the
Outline application and were set out in a Design Code which provided strong
guidance as to how the development should take place and integrate into the
existing area in a positive way. The success of the Design Code in coordinating a
range of developers to create a high quality environment can be seen in the first
phase of development currently being built on site by 3 different builders.

With the loss of the planning permission and the related design code, Council
officers are concerned that the remaining phases of development may not take place
in line with the original masterplan and could be contrary to the principles supported
by stakeholders. The HCA design quality standards have largely been removed by
Central Government since 2012 and the competitive tendering arrangements used
by them to ensure quality on the first phase are becoming less demanding. The HCA
are under pressure from central Government to deliver increasingly higher numbers
of development quickly. Therefore, there is a risk that the quality scheme originally
agreed by the Council is eroded over time. The HCA have indicated they may be
looking to bring forward the next phase of development in 2016.

In response officers recommended adopting the original Design Code as a
Supplementary Planning Document, in order to give future applicants a clear steer
on what is required and give the Council greater influence over the form of future
phases. This should help to ensure the original high quality aspirations are delivered.
The HCA have indicated they would support this approach and make the document
available for officers to amend as a Supplementary Planning Document.

The Council has SPDs to provide further guidance about the implementation of
specific planning policies. They give guidance to the public, applicants and
developers when making planning applications. Whilst they do not have the same
status as Development Plan Documents (DPDs), SPDs are a material consideration
in the determination of planning applications and therefore a useful tool in the
planning process, particularly for large / complex sites such as this. Examples of
existing Council SPD’s can be found at www.doncaster.gov.uk/spd

Process of production of the Draft SPD

The SPD has been informed by discussions with the Homes and Communities
Agency, the Council’s Development Management Team and internal consultees
such as the Built and Environment Team and Highways Team.

A report was taken to Planning Committee on the 26th July 2016, setting out the
background and issues, and outlining the intention to adopt the outline design code
as an SPD subject to public engagement. Planning Committee endorsed the
proposal to produce a Supplementary Planning Document. An Officer Decision
Record (ODR) was then taken to approve the consultation procedure.

Consultation then took place formally for a period of 6 weeks from 25th August 2016
to 6th October 2016.

Formal Public Consultation

The formal consultation process included:

- Sending a letter or e-mail with notification of the consultation process to all
  contacts held on the Local Plan database. This includes statutory bodies
  (such as Natural England and English Heritage), local groups (such as the
  Yorkshire Wildlife Trust and Internal Drainage Board) and other interested
parties. Approximately 2800 organisations or individuals will be contacted in this way.

- Sending letters to local residents living adjacent to the site at Woodfield Plantation and new residents living at Dominion.
- Advertising the consultation via 10 site notices placed in the locality.
- Making the documents available for inspection at the Doncaster Council, Civic Office, Waterdale, Doncaster, DN1 3BU during normal office hours; Monday – Friday: 8:30–17:00
- Publish details on the Council’s website;
- Printing an advert in the Doncaster Star; and;
- Publicising the consultation on social media.

Response to Public Consultation

The table below sets out a summary of the representations received and our response to the points raised, highlighting where changes have been made to the document.
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<tr>
<th>No</th>
<th>ID/Name</th>
<th>Object/Support</th>
<th>Summary</th>
<th>Officer Comments</th>
<th>Action/Proposed Change</th>
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| 1  | Sport England | Support with comments | Sport England have produced a document in partnership with Public Health England entitled Active Design which is suggested the design code authors make reference to see where subtle improvements can be made to what appears to be a well thought out masterplan.  

There is no justification for the provision of 2 junior football pitches provision. Doncaster MBC are about to embark on a playing pitch strategy working in partnership with Sport England and several National Governing bodies for sport. It is therefore presumptuous to say if this provision is adequate or even needed. | Acknowledged. The design code broadly reflects the 10 principles of active design and more detailed consideration of these matters can be undertaken of reserved matters planning submissions. | No suggested change |
| 2  | Mr S Wilcockson | Comments | Woodfield Way traffic is already building, as heavy vehicles, as well as car owners, discover routes to and from motorways. Whenever building work has allowed access through Orion Way, it has quickly become a rat -un of cars trying to “beat the traffic”. If the entire area is to feed into this one main route, Woodfield Way could become very unpleasant. Access-only limitation to Orion Way will also be essential.  

Bus stops currently do not conform to p.29 planning criteria (shelters, lighting, bus lay-bys). Lack of bus lay-bys creates queues behind stopping buses and thus more congestion | Woodfield Way has specifically been designed to serve the site and provide routes to the motorways. The lack of bus lay bys has been designed in that way to reduce traffic speeds through the development and help a smooth flow of traffic to / from White Rose Way. Similarly the design of Orion Way and the bus stop infrastructure has already been agreed as part of the application for this part of Carr Lodge. If problems do occur in the future, limitations may be introduced but these are not envisaged at this stage. | No suggested changes |
| 3  | Superfast South Yorkshire | Comments | Any new development must have the provision for broadband connectivity, to ensure best vfm this need to be considered and built in at the design and planning stage. Broadband is highly expected in new developments and is viewed as an essential commodity by many people now. | Amended as suggested p.74 | No suggested change |
All new developments are supported by a variety of broadband infrastructure suppliers.

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<th>Mr M Field</th>
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| 4 |            | There appears to be an overall lack of integrated planning for telecommunications services between the local authorities, developers and suppliers. This is the case for the existing development, let alone the planned extended development. It is a poor state of affairs where a new housing development in modern Britain experiences amongst the worst performance in the country, which due to the lack of supplier choice, basic infrastructure and increased habitation has deteriorated by 20% in the last twelve months.  
  - Lack of planning guidelines for new developments to include provision and choice across all utilities, including telecoms.  
  - BT Monopoly  
  - Poor BT Infrastructure  
  - No ducting for cable alternatives                                                                                                                  | Amended p.74 |

|   | J Guest  
DMBC Public Rights of Way | Support                                                                                                                                                                                                                   |   |
|---|---------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---|
| 5 |                           | I have read the draft Carr Lodge Design Code and confirm that I am satisfied that it meets the requirements of the Public Rights of Way Section  
I can confirm that the Environment Agency has no comments or observations in relation to the design code Supplementary Planning Document.                                                                 | No action required |

|   | R Jones  
Environment Agency | No Comments                                                                                                                                                                                                              |   |
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<td>7</td>
<td>E Atkinson Highways England</td>
<td>Support</td>
<td>we have reviewed with the primary interest of the safe and efficient operation of the Strategic Road Network (SRN) in mind. I note that street and urban design principles are in line with the Highways England approach, that where sites will have a severe impact on the SRN, measures will be required to reduce and mitigate that impact. In a previous review of additional housing allocations in the Doncaster Local Plan dated 27th June 2016, we advised that the cumulative impact of the Strategic Housing Land Availability Assessment (SHLAA) and the additional sites would necessitate additional mitigation beyond the current Pinch Point scheme at junction 3. The forthcoming M18 junctions 2 to 6 Infrastructure Study should identify further potential schemes to cater for traffic growth along this section of the M18. The parking standards outlined in the Design Code are consistent with those in the Doncaster Council Development Guidance and Requirements SPD. These are not excessive and are supported by Highways England. These standards ensure there is an adequate level of provision within the development, minimising parking overflow onto the local highway network which could affect its operation and, in turn, the operation of the SRN. The provision is also not excessive to ensure the development does not generate high levels of private car trips. The Design Code also provides guidance on cycle parking, with bespoke facilities depending on the type of property. Good cycle parking provision will encourage sustainable transport and limit private car journeys, and is a design feature that is supported by Highways England.</td>
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<td>8</td>
<td>P Foster</td>
<td>Comments</td>
<td>can provision be made in the new development to continue the duel carriage way and remove the speed bumps. Woodfield Way has specifically been designed to serve the site and provide routes to the motorways whilst being a safe and attractive street. The raised junctions</td>
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<td>No suggested changes</td>
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The pollution caused by the traffic grinding along the current road structure must be horrendous for the residents who are currently there. Leaving the road as it is would be an injustice for any new residents and their families.

Consideration should also be given to upgrading the current roadway, even if it would remove some of the pleasant infrastructure. Whoever changed the original design from a duel carriageway needs to admit that they made a ginormous mistake and a condition for any new development should be that the road is returned to its original planned duel carriageway.

been designed in that way to reduce traffic speeds through the development and help a smooth flow of traffic to / from White Rose Way. A dual carriageway would create a major barrier running through a housing area, with higher vehicle speeds, choke points at junctions at either end, and cause safety issues. The design of Woodfield Way is unlikely to be changed, but there are plans to improve the raised junctions which have not been constructed properly and are failing in places.

Air quality assessments are submitted as part of any planning application and mitigation measures proposed where needed. The assessments for the existing houses showed pollution / air quality as being within acceptable levels.

| 9 | S Riley Wardell Armstrong | Comments | I would suggest that some consideration of SuDS based drainage strategy be formulated at this stage. The land is very low and flat and is currently intensively drained. Surface water drainage will be very layout sensitive and should be considered as part of the master plan, e.g. location of outfall(s) and direction of drainage in relation to access roads and location of and space for attenuation features. Perhaps the Council's Drainage Section (LLFA) could advise. | These drainage issues were considered at a strategic level in other documentation submitted with the original outline application and will be considered for the remaining development areas in detail as part of the reserved matters applications. Suds principles are at the heart of the drainage strategy. | No suggested changes |

| 10 | D Spencer Severn Trent | Support with comments | With reference to your email dated 25/08/2016 regarding the above, it is anticipated at this time, that Severn Trent’s water distribution apparatus will not be affected by your proposals. | No action required |

| 11 | M Coy Canal and River Trust | No Comments | As the SPD does not impact on any of our waterways or land holdings, we have no comments to make. | No action required |
|   | J Grady | Support with comments | Thank you for allowing me to respond to the supplementary document ufm535.pdf for Car Lodge site at Warmsworth. As this was already in the UDP for development I can see no objection to the supplementary document. It is considered that there might be a problem with the whole development if HCA no longer wish to develop the site in total.

It is agreed that planning applications should be submitted for any or all of the undeveloped portion of the site. | No action required |
|---|---|---|---|
|   | J Waggitt | Comments | Regarding the steep ditches, it is hoped that these do NOT become dumping areas for waste. If this does happen then it could cause flooding as this land has had drainage problems in the past.

Waste strategy, Communal facilities, if these are not controlled properly it could lead to arguments if one or two residents try to hog the facility to the detriment of others??

The graphic show flat roofed dwellings, the question is? What materials will be used past experiences have shown that flat roofs do NOT work well in this country.

I have read that some dwelling will be faced using recycled concrete materials, what will they look like in ten years’ time??

The final general question is what will be the mixture of for sale properties and social housing??

The reason for the question being, from personal experience within in my own family if it is NOT managed correctly then it reduces the value of the private housing stock and can make life very difficult where children are involved. | Comments noted.

The exact mixture of private housing or social / affordable housing is determined at the planning application stage with an assessment of the development's viability. The target for this site like other areas of Doncaster is 26% affordable housing. This may be 'social' housing or affordable housing, or a mixture thereof. The affordable housing will be generally mixed and indistinguishable from those for private sale. We note and understand your concerns regarding future management and there are better practices now put in place to manage this. | No changes suggested. |
Let us hope that DMBC and Leger Homes get it right in the first instance and keep a firm control of the situation for many years to come, otherwise the whole project could become a lost cause.

The loss of credibility in being able to build and maintain a large development such as Carr Loge could jeopardise any future application for Doncaster to be given City status, please remember Doncaster lost out to Ely, a far small town the last time around because of the lack of social cohesion.

| 14 | S Patience | No comment | Having reviewed the Draft SPD we have no comments relating to the content of this document. |
| 15 | M Ash      | Support with comments | Natural England have previously provided comments on outline application 10/00312/OUTA and reserved matters application 12/00749/REMM and have no further specific comments to make regarding this SPD. I attach our standard advice regarding design code supplementary planning documents for your reference. | No action required |