

Committee Report

Item No: 1

Reference: DC/18/01679

Case Officer: John Pateman-Gee

Ward: Elmswell & Norton.

Ward Member/s: Cllr John Levantis. Cllr Sarah Mansel.

RECOMMENDATION – GRANT APPROVAL FOR RESERVED MATTERS WITH CONDITIONS

Description of Development

Submission of details Appearance, Landscaping, Layout and Scale under Outline Planning Permission 4911/16/OUT: For the creation of 240 no. one, two, three and four bedroom houses and apartments plus associated roads, parking, landscaping, drainage systems and community parkland.

Location

Land Adjacent To Wetherden Road, Elmswell, IP30 9DG

Parish: Elmswell

Expiry Date: 20/07/2018

Application Type: RES - Reserved Matters

Development Type: Major Large Scale - Dwellings

Applicant: Crest Nicholson Eastern

Agent: JCN Design & Planning

PART ONE – REASON FOR REFERENCE TO COMMITTEE

The application is referred to committee for the following reason/s:

It is a “Major” application for:

- a residential land allocation for 15 or more dwellings

Details of Previous Committee / Resolutions and any member site visit

This application was presented to Development Control Committee A on the 1st August 2018 where it was deferred to consider revisions to road layout and tandem parking. As a response to this the application layout has been amended and SCC confirmed that they again have no objection but welcome the revisions to road alignment and the level / functionality of tandem parking. While not part of the resolution request, the applicant also sought to upgrade the designs of the properties taking into account what was discussed at committee.

The application was returned to Development Control Committee A on the 29th August 2018, however this was deferred from committee at the request of the Corporate Manager to enable a review of

comparable cases and their treatment of tandem parking in the interest of consistency of decision making.

While this review took place the case officer and agent took the opportunity to positively review the layout once more. As a result further changes have taken place to improve the layout as well as reduce tandem parking. This matter is addressed further under the highways section.

PART TWO – POLICIES AND CONSULTATION SUMMARY

Summary of Policies

H16 - Protecting existing residential amenity
H03 - Housing development in villages
H04- Altered Policy H4
H07 - Restricting housing development unrelated to needs of countryside
H13 - Design and layout of housing development
H15 - Development to reflect local characteristics
CS01 - Settlement Hierarchy
CS02 - Development in the Countryside & Countryside Villages
CS05 - Mid Suffolk's Environment
CS09 - Density and Mix
FC01 - Presumption In Favour Of Sustainable Development
FC01_1 - Mid Suffolk Approach To Delivering Sustainable Development
GP01 - Design and layout of development
HB01 - Protection of historic buildings
T10 - Highway Considerations in Development
NPPF - National Planning Policy Framework
Elmswell Neighbourhood Plan (Draft)

Consultations and Representations

During the course of the application Consultation and Representations from third parties have been received. These are summarised below.

A: Summary of Consultations

Elmswell Parish Council – No response received.

Wetherden Parish Council –

Reference made to increase in traffic volume through Wetherden and concerns of road safety, pollution, maintenance and impact on listed buildings.

The parish council seek lit, hard surface pedestrian and cycle access between Elmswell and Wetherden to be included in any planning proposals in order to make the roads safer, and to enable safe and non-vehicular access to Wetherden facilities.

The road between Elmswell and Wetherden is currently at National Speed Limit (60mph). The proposal is to make it 30mph to the eastern end of the development but again nothing has been considered further from there. Councillors feel that two actions are needed: the remaining road from the development into Wetherden should be at 40mph to help mitigate the speed at which traffic enters from the west, and the

road coming out of Elmswell should be lit for the full length of the new 30mph to where it joins the existing lit road.

We would point out that Default Plan Policy T10 requires that the authority will have regard to the suitability of existing roads given access to the development, in terms of the safe and free flow of traffic and pedestrian safety. The development as proposed is clearly in breach of this and should be rejected on these grounds alone, and not considered until this condition has been properly considered with WPC and fulfilled.

SCC and MSDC will be aware that many homes both on the Elmswell Road and other roads in Wetherden, are old, in some cases listed. Increased traffic movement concerns us. It will affect these structures, as the vibrations from traffic increase. WPC concern is that there is no indication whether Wetherden will benefit in any way from CIL and other contributions towards the management of the road in terms of the impact of the traffic, and the quality of the road surface.

(Note: All these matters would have been considered under the outline planning application and secured section 106 agreement. Further road improvements cannot be considered under this reserved matters application. CIL contributions will go to the District Council and Parish the development is within (Elmswell). Wetherden may wish to make a bid for monies secured by CIL to the District, but that would not be a matter for planning consideration.)

Environment Agency – No comments to make.

Natural England – No comments to make

SCC Travel Plan Officer – No comments as travel plan is secured in 106 Agreement with outline planning permission.

MSDC Environment Health – No objection.

MSDC Environment Health (Noise, Odour, Light and Smoke) – No objection

MSDC Environment Health (Air) – No objection

SCC Archaeological Dept – Recommend full programme of works and scheme of investigation for entire site. (Note: This has already been secured under the Outline permission and does not apply to reserved matters being considered).

SCC Floods Team – No objection (initial holding objection removed)

SCC Rights of Way – No Objection. Advisory guidance included.

Highways England – Offer no objection

SCC Highways (9th Aug 2018) – No objection

Following the highways response 15th June 2018 recommending conditions to be included and making comment for this application, we had a meeting with the applicant who have taken on my comments regarding the parking and layout and issued a revised drawing.

The applicant's Drawing No CN074-PL-001 N shows a new layout giving an improved road geometry/layout for the development which is in line with the Suffolk Design Guide. The changes in the horizontal alignment with the introduction of table-top junctions are suitable as a way in controlling vehicles speeds and creating points of interest. The road patterns are more in keeping with traditional layout of Suffolk and gives clear messages to the driver that 'motorists should take care'.

The Suffolk Guidance for Parking 2015 states that tandem parking is acceptable in some instances but does not state that it is not allowed in front of garages. Although we can class this as triple parking, there isn't anywhere in the document that rules this out. However, there is comfort in the fact the majority of dwellings with this parking layout are on the quiet short sections with very little passing traffic or pedestrians therefore, there is not a safety concern when vehicles are manoeuvring into and out of spaces.

SCC Highways has confirmed the layout is in line with the current policy requirements and despite this it is important to consider that the layout has since been revised further and improved.

SCC Strategic Development – No comment, reference and to outline application and 106 agreement secured.

Anglian Water – Amended response – System has capacity.

Place Services Ecological Advice Service – Objects to the lack of information on lighting in respect of ecological matters, but satisfied with location of ecological measures. (Note: Lighting remains a matter conditioned by the outline application and a separate matter to the issues to be dealt with under this submission of reserved matters application. On this basis there is no objection that affects the current application).

MSDC Waste Management – No objection subject to minor revisions to bin locations. (Note: Conditioned)

Suffolk Wildlife Trust – No objection

Place Services Landscape Advice Service – Details a number of recommendations and changes, all have been incorporated in revised landscape plans. Their latest response states that the road layout amendments will not have a negative impact on the physical and visual connectivity of the space. Instead they can only see that it will be beneficial for pedestrians, by creating more accessible routes and visual interest.

B: Representations

- Distance between Mill Gardens and new development not sufficient, impacts privacy, loss of light.
- The placing of a large gas controller so near to my property is a great source of concern (1 Mill Gardens)
- Loss of privacy and concern of heights of sheds against boundary (Cornfields, Wetherden Road)
- I agree with the amendment to plot 209, but believe that the same should also apply to plot 195 as the new build appears to be no more than 3 meters from the new fence between Numbers 1&2 Mill Gardens.(10 Mill Gardens)
- Concerns of drainage provision in relation to privately own pond.

Reference made to principle of development, traffic, number of houses, work hours, greenfield and use of agricultural and school issues that would have been considerations of the outline permission. Reference made to non material planning issues, including ownership and private arrangements with the developer.

PART THREE – ASSESSMENT OF APPLICATION

1. The Site and Surroundings

1.1. The proposal site comprises approximately 11.6 Hectares of agricultural land on the south eastern edge of the village of Elmswell. The site comprises two separate parcels of agricultural land, one to the north of Wetherden Road and one to the south. The northern parcel of land is enclosed by residential properties to the west and partly to the east, the highway to the south and agricultural land to the north,

whilst the southern site is similarly enclosed by existing residential properties to the west, agricultural land to the south and east and the highway to the north. The proposal site is located within the countryside; however, lies adjacent to the settlement boundary of Elmswell.

2. The Proposal

2.1. This application seeks consideration of the reserved matters. Outline planning permission 4911/16 for the erection of up to 240 dwellings was granted 28th March 2018. This included access, leaving appearance, landscaping, layout, and scale for consideration only.

2.2. This is for submission of details regarding Appearance, Landscaping, Layout and Scale under Outline Planning Permission 4911/16/OUT for the creation of 240 no. one, two, three and four bedroom houses and apartments plus associated roads, parking, landscaping, drainage systems and community parkland. The proposed dwellings are two storeys (as it was conditioned under the outline).

2.3. Across a gross site area of 11.6 hectares (28.7 acres), the proposed development of 240 new homes equates to a density of 20.7 dwellings per hectare (8.4 dwellings per acre). The net density is greater and at the level anticipated by the outline planning permission: 37.5 dwellings per hectare (15.2 dwellings per acre), in keeping with the character of the village. 35% of the new homes will be designated as affordable housing, as required by local plan policy H4 and the Section 106 Agreement attached to the outline planning permission.

2.4. The layout proposes a range of house types (21 with 32 total variations), all of which have elevations and material choices bespoke to the application. Three brick types are proposed, a red and buff brick are mainly used and spread evenly across the development. Render and weatherboarding detail are used, especially around more open aspects of the scheme. There are five roof types proposed. Grouping of materials has been used to enhance sense of place in different character areas of the layout.

3. The Principle Of Development

3.1. The development is outside the settlement boundary but granted outline planning permission and this is the submission of reserved matters. While there are objections and comments on principle issues, these have been dealt with under the outline granted. The issues of Appearance, Landscaping, Layout and Scale only are for consideration.

4. Site Access, Parking And Highway Safety Considerations

4.1. Access details and connections to the site have been dealt with under the outline permission. The outline permission also establishes the principle of 240 dwellings and related traffic to and from the site. Parking and visitor parking meet the requirements under the SCC Parking Standards. The parking proposals are as follows: -

- 410 allocated parking spaces
- 91 single garages (1 parking space)
- 4 Double Garages (2 parking spaces)
- 55 Visitor parking spaces and 9 Informal spaces

4.2. SCC Highways agree the parking provision meets the minimum requirement for parking places as shown in the Suffolk Parking for Guidance 2015.

4.3. Tandem parking has been raised previously as a concern and it is understood SCC Highways may be changing policy in 2019 in respect of this matter, but currently the adopted guidance states the following in full:-

“Tandem parking (one vehicle behind the other) is acceptable on-plot, within the curtilage of a dwelling but should be discouraged in areas which offer general access, e.g. parking courts. The provision of tandem parking reduces the uptake of spaces, often used instead for bin storage in rear parking courts, and their provision encourages on-street parking. Allowance must be made for vehicle manoeuvring, in terms of space and highway safety, if tandem parking is proposed.”

4.4. SCC's previous concern related to instances where three spaces in tandem occur (with or without a garage included) and the potential impact on main roads through a development as occupiers may need to shuffle their cars around or choose instead to park more on the main road and avoid shuffling cars. Where garage design historically precluded parking of vehicles and storage of domestic items such as bicycles, lawnmowers etc some displacement of vehicles was not unusual. The current garage design standards are intended to allow for both and overcome this problem.

4.5. Following the second deferral of the application on 29 August, officers have reviewed all comparable cases in 2017/2018 and their treatment of tandem parking. There have been a number of major housing schemes in the last few years, for example in Stowmarket, Thurston and Great Blakenham that have been approved by both Mid Suffolk committees and most of these have a degree of tandem parking. An average of 20% of the dwellings in major schemes approved in the last two years have tandem parking in the form of three spaces (whether in garage or not) in front of each other. Until very recently this has not been considered an issue as current guidance and policy does not restrict such proposals and only discourages this in certain instances. There are also benefits of tandem parking as it reduces how car dominated design by for example, avoiding wide driveways, to consider alongside drawbacks. With consideration of views given by members the applicant in this case has sought to significantly reduce the tandem parking to just 14% (from over 20% when previously reported) and those remaining areas where tandem parking takes place would be on cul de sac roads only. The layout has altered to create more cul de sac roads as well because of further consideration of the road layout. In conclusion the layout now proposed ensures a safer layout with reduced tandem spaces and traffic calming measures now integrated with the proposal.

4.6. SCC Highways had considered that the road geometry/layout of the development was too straight in design, but this has been addressed through revisions to the layout including amended road alignments and further traffic calming measures. The result is a more organic, pedestrian-friendly village edge. The applicant has therefore taken care to balance the needs of the highway authority with good design principles and maintained clear visual access to the significant open space area that this proposal includes. This public open space is large enough that it would serve the development, but also be a benefit for Elmswell and would join up with a number of public footpaths. Accordingly, through the provision of three main green links, it was considered important that existing occupiers of Elmswell could access this space, feel that they can access this space and avoid buildings blocking the view. Essentially, the view of public space is the point of interest to pull in residents of the wider area to enjoy and use as well as serve as an impressive backdrop to the new housing development.

4.7. In conclusion, the provision of 240 dwellings and access points have been agreed under the outline permission. Detailed road alignment in addition to the level and location of all parking is acceptable in policy terms. The changes during the course of the application have created a spacious and cul de sac based layout with easy access to significant open green space. The application proposal has no objection from SCC Highways and the applicant has addressed all concerns by making important and substantial changes to the layout. It is considered that the amendments since last Committee consideration have been reasonable improvements to the proposal.

5. Design And Layout [Impact On Street Scene]

5.1. The development is 2 storey as directed by the outline permission that restricts the number of storeys. The layout has been discussed above in part, but is a network of cul de sac roads linked to

public open space to create a welcoming, high quality, pedestrian-friendly residential environment. Back gardens meet back gardens and avoid unsupervised spaces. On this basis a strong linear frontage is created to Wetherden Road matching the existing dwellings that also front the main road, but in this case the new dwellings will be set back to include a green corridor to accord with landscaping recommendations, as well as creating a more rural development proposal. This green gateway is similar to the first part of Church Road as you enter Elmswell from the A14 junction but is more pedestrian friendly with the new footpath and crossing along Wetherden road representing significant benefits of the scheme. The creation of this new landscape-led, village-edge is therefore greatly supported.

5.2. The layout proposes a wide range of house types (21 with 32 total variations), all of which have elevations and material choices entirely bespoke to the application. The designs of the dwellings have been developed numerous times throughout the application process - during the pre-application meetings and following comments made by members. The resulting range of house types now enjoy detailed features with a substantial scope of materials proposed compared to the average larger estate. The proposals will provide a development of interest and warmth above the "neutral" consideration officers expressed in earlier reports.

5.3. The materials include three brick types, five roof types (typical estates have two or three at most), render and weatherboard featured dwellings with a range colour palette. The combination will result in a wide variation of housing. Further material details and samples are to be dealt with under Condition 7 of the outline consent. The development is similar in density, spacing and form to the adjacent residential area, but with a strong landscaped street scenes and significant public open space offer.

6. Landscape Impact, Trees, Ecology, Biodiversity And Protected Species

6.1. The more significant feature of this development is the extent of public open space provided and landscaping works that would be included. In part this would go a long way to mitigate the development in terms of being at the village edge. However, this feature also represents one of the largest open space areas associated with a new development that Elmswell would have, if not the largest. The open space also nicely joins a number of public rights of way and footway networks. Finally, the starting point of this site is a field and so ecology and trees impacts are minimal and no issues on this basis have been raised during the course of the application.

7. Impact On Residential Amenity

7.1. The development is essentially two areas either side of the main road. The northern section has plots 1 to 83. Plots 1 to 7 are sited along the long eastern boundary of Cornfields and Plot 8 is sited behind Cornfields and a number of existing properties. Given the orientation and distance of Plot 8, it is not considered that the proposal would result in significant overlooking or harm to amenity to refuse. Plot 1 is positioned to face the main road and is unlikely to harm amenity. Plots 2 to 8 each have rear facing windows towards Cornfield garden and the ancillary annexe, including first floor bedrooms and these will be an acceptable distance of around 12.5 metres from the boundary. The principle of two storey development along this boundary was identified in the Outline consent. Although there will be some reduction of amenity and privacy for occupiers of Cornfields, officers have considered that Cornfields is already overlooked by Woodland (its existing neighbour) and the immediate area to the rear of Cornfields is not directly overlooked. On balance, the extent of harm is not considered to warrant a refusal that could be defended at appeal. The other plots on the northern parcel are considered suitable in terms of distances, orientation, and screening so as not to result in significant harm.

7.2. On the southern section, the plots adjacent to the existing development of Mill Gardens will be around 15 metres from the boundary to neighbours, except for Plot 195 that is 1.5 storeys and is orientated north to avoid overlooking. There will be some overlooking from properties along the boundary, but given the distance, heights and relationship it is not considered sufficient to represent harm

that a refusal could be defended at appeal. Screening available to each plot and existing neighbours will further mitigate any harm.

PART FOUR – CONCLUSION

8. Planning Balance and Conclusion

8.1. The principle of development is agreed for the number of dwellings proposed as well as the access arrangements. The resultant development provides an environment that is not car dominated, has good supervision and details a variety of materials that provides interest to a range of streetscapes. All statutory consultees offer no objection to the scheme. The proposals are well connected to a number of existing footways, will create a new landscaped edge to the village and provide an important open space asset for the community to benefit from.

RECOMMENDATION

Summary of headers for conditions imposed on Outline Permission that already apply to this reserved matters application (reference only).

1. *Action required in accordance with a specific timetable: time limit For reserved matters application:*
2. *Action required prior to commencement of works: pre-commencement condition: approval of reserved matters*
3. *Action required prior to commencement of works: pre-commencement condition: approval of phasing of development*
4. *Approved plans & documents*
5. *Specific restriction on development: maximum quantum of development - the development hereby permitted shall comprise no more than 240 dwellings.*
6. *Specific restriction on development: limit on number of storeys - the dwellings hereby approved shall be of a two storey design only with no living accommodation within the roof space.*
7. *Action required in accordance with a specific timetable: agreement of materials*
8. *Action required ground floor levels details*
9. *Action required: hard landscaping scheme*
10. *Action required: soft landscaping scheme and management plan*
11. *On going requirement of development: timescale for landscaping*
12. *Action required: surface water drainage details*
13. *Action required: surface water drainage details*
14. *Action required in accordance with a specific timetable: sustainable urban drainage components and networks*
15. *Action required prior to commencement of development – pre-commencement condition: submission of construction surface water management plan*
16. *Action required prior to commencement of development – pre-commencement condition: submission of foul water strategy.*
17. *Action required prior to commencement of development – pre-commencement condition: archaeological works*
18. *Action required prior to the first occupation of development- archaeological works monitoring*
19. *Action required prior to commencement of development – pre-commencement condition: energy statement*
20. *Action required prior to commencement of development – pre-commencement condition: fire hydrants*
21. *Action required prior to commencement of development – pre-commencement condition: arboricultural method statement*
22. *Action required prior to commencement of development – pre-commencement condition: ecological enhancement and management strategy*
23. *On going requirement for development: recommendations as set out in ecological reports*
24. *Action required in accordance with a specific timetable: details of Illumination*
25. *Action required in accordance with a specific timetable: traffic regulation order - prior to construction/implementation of the proposed eastern access to the north of Wetherden road shown on drawings s761_207 and s761_206 (rev e), as a means of access from Wetherden road to the part of the development permitted under this planning permission to the north of wetherden road, a traffic regulation order shall be secured*

By the highway authority for the extension of the existing 30 mph speed limit to a point shown on a plan to be submitted to and approved in writing by the local planning authority in consultation with the highway authority. At this time the eastern pedestrian crossing with traffic island dropped kerb and tactile paving as shown on that drawing shall be substantially completed.

26. Action required prior to commencement of development – pre-commencement condition: provision of roads and footpaths

27. Action required prior to commencement of development – pre-commencement condition: parking, manoeuvring, cycle storage and electric vehicle charging details

28. Action required prior to commencement of development – pre-commencement condition: surface water discharge (highways)

29. Action required in accordance with a specific timetable: estate road junctions

30. Action required prior to commencement of development – pre-commencement condition: contamination

31. Action required prior to commencement of development – pre-commencement condition: refuse and recycling storage

32. On going requirement for development: visibility splays

33. Action required prior to commencement of development – pre-commencement condition: construction management plan

34. Action required in accordance with a specific timetable: highway Improvements

35. Action required in accordance with a specific timetable: carriageways and footways to binder level

36. Action required in accordance with a specific timetable: pedestrian crossing - prior to the first access being taken via the proposed eastern access to the north of wetherden road shown on drawings s761_207 and s761_206 (rev e), the eastern pedestrian crossing with traffic island dropped kerb and tactile paving as shown on that Drawing shall be substantially completed.

For this application for reserved matters that authority be delegated to Corporate Manager - Growth & Sustainable Planning to Grant reserved matters approval subject to the following conditions

- Approved Plans