

Committee Report

Item No: 6C

Reference: DC/21/06977

Case Officer: Elizabeth Flood

Ward: Great Cornard.

Ward Member/s: Cllr Simon Barrett. Cllr Peter Beer. Cllr Mark Newman.

RECOMMENDATION –PLANNING PERMISSION WITH CONDITIONS

Description of Development

Reserved Matters Application for Outline Planning Permission DC/18/02469 considering Appearance and Landscaping (Access, Layout and Scale previously approved) for the erection of up to 46no dwellings with vehicular and pedestrian access from Bures Road. Demolition of 182A Bures Road and storage buildings.

Location

182A Bures Road, Great Cornard, CO10 0JQ,

Expiry Date: 10/06/2022

Application Type: RES - Reserved Matters

Development Type: Major Small Scale - Dwellings

Applicant: North Avenue Development Co.

Agent: Mr Adam McLatchie

Area: 1.68ha

Parish: Great Cornard

Details of Previous Committee / Resolutions and any member site visit: None

Has a Committee Call In request been received from a Council Member: No

Has the application been subject to Pre-Application Advice: No

PART ONE – REASON FOR REFERENCE TO COMMITTEE

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

- Residential development greater than 15 dwellings.

PART TWO – POLICIES AND CONSULTATION SUMMARY

Summary of Policies

CLASSIFICATION: Official

CS01 - Applying the presumption in Favour of Sustainable Development in Babergh
CS02 - Settlement Pattern Policy
CS03 - Strategy for Growth and Development
CS15 - Implementing Sustainable Development
CS18 - Mix and Types of Dwellings
CN01 - Design Standards
CN06 - Listed Buildings - Alteration/Ext/COU
CR04 - Special Landscape Areas
TP15 - Parking Standards - New Development

Neighbourhood Plan Status

This application site is not within a Neighbourhood Plan Area.

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

Town/Parish Council

Great Cornard Parish Council

recommends - REFUSAL based on the following grounds:

The Parish Council has a long standing policy against back land development. However, in its response to the JLP, it stated that if any development should take place on this site then it should be of low density and low rise.

Great Cornard has an ageing population and bungalows are sought after in the area. Despite the Parish Councils comments, we note that there is only two bungalows on the site plans. Some of the properties on the plans are too high and in particular, The Hayloft which includes 9 apartments - identified as two storeys on the Accommodation Schedule but is in fact a three/two and a half storey building it is significantly higher than any of the adjacent properties. It is also not in keeping with the surrounding area.

Over-Development of the Site Number of properties proposed is too dense and a number closer to 30 would be more appropriate for the size of the site. Great Cornard has been well developed in recent years and squeezing 46 units on to this site is in the Councils opinion, over development.

The Parish Council objects to the demolition and loss of a perfectly good property (182a Bures Road).

The proposed public open space appears to be insufficient for the size of the development and has no provision for a children's play area. It is also poorly located along the access road into the development.

In addition to Suffolk County Councils holding objection, overall the parking allocation of 102 spaces is insufficient for the site and in particular, 12 spaces for visitor parking is not adequate.

Safety Concerns The Parish Council has safety concerns over the developments close proximity to the railway a secure fence should be installed along the boundary with the railway line. This will also discourage people crossing from the railway line onto privately owned land and seeking access to the riverside walk.

Infrastructure/Drainage/Flooding Lack of supporting infrastructure in the vicinity, i.e. lack of doctors/dentists, schools already oversubscribed, closest play area on the Stour Croft development etc.

The Design and Access Statement states that the development may seek to include PV panels or air source heat pumps to ensure improvements on basic building regulation guidance. The District Council should ensure that all environmental schemes are over and above the basic building regulation guidance and are practical, low cost and maintenance options for the provision of energy in the long term.

Lack of information provided over foul and surface water drainage. The Parish Council notes that some of the existing sewers will be used and they are already known to struggle with current demand and are prone to blockages. They would not be suitable to take on the requirements of proposed new houses in that area.

There does not appear to be any further information on the flood and water management. The Parish Council refers to SCCs response to the Outline Planning application and whether the Applicant has addressed the conditions outlined in that response.

Highways Issues The proposed development has only one entrance/exit point and is very close to the Grantham Avenue roundabout. The additional traffic flow will be dangerous for all road users and pedestrians.

There are inadequate pavements on either side of Bures Road for pedestrians to use safely. This would also be the route for any pedestrians accessing the river walk and Sudbury as there is no provision for a direct footpath from the development.

The access road splays do not appear wide enough to be able to provide good visibility when exiting the development.

Bures Road already has a speeding problem and the Parish Council recently installed an SID unit very close to the site but continues to receive complaints of speeding and accidents/near misses.

Concerns over where construction vehicles will park during the build. Bures Road is unsuitable and the site is too close to the roundabout. Contractor vehicles for other developments in the area have parked on the highway and caused issues and complaints from local residents.

National Consultee

Natural England: No comments

Network Rail: The risks posed from the proposed work to Network Rail will necessitate an agreement with ASPRO via a Basic Asset Protection Agreement. Network Rail has no objection to the proposed work but has concerns.

County Council Responses

Highway Authority:

The County Council as Highway Authority recommends that any permission which the Planning Authority may give should include conditions. Please note that the proposed layout of the estate roads means that the main access roads within the development may be suitable for adoption by the Highway Authority but the shared surface and turning head areas are unlikely to be suitable for adoption, which may subsequently impact upon the adoption of other roads within the development.

It is also noted that highway related planning conditions do not appear to have been included in the Outline Planning Permission DC/18/02469, hence conditions covering all highway related matters are proposed.

Archaeology:

This site lies in an area of archaeological potential recorded on the County Historic Environment Record, to the west of a group of three Bronze Age burial mounds (HER nos. COG 004, COG 005 and COG 006), of which two have been recently excavated. There is high potential for encountering further heritage assets of archaeological interest at this location. The proposed works will cause significant ground disturbance that has potential to damage any archaeological deposit that exists. As a result, there is high potential for the discovery of below-ground heritage assets of archaeological importance within this area, and groundworks associated with the development have the potential to damage or destroy any archaeological remains which exist. Recommend conditions.

NOTE – these conditions were already imposed at Outline stage

Internal Consultee Responses

Public Realm:

The Open Space element will be under the ownership of a management company or other nominated body and not be transferred to the council. This would appear appropriate in terms of the Open Space positioning within the development. The area of open space also appears appropriate for the size of the development. Public Realm has no objections to this element of the Application

Environmental Management Sustainability: Recommend condition relating to the provision and implementation of water, energy and resource efficiency measures.

Environmental Management Air Quality: No objection

Arboricultural officer: no objection to the arboricultural element of this reserved matters application.

Environmental Management Land Contamination: I can confirm that I have reviewed the Phase I report by Brown2Green Environmental (ref. 2960/Rpt1v1) dated November 2021 and can agree with the findings of the report and the recommendations for further works. These further works are outlined in the report referenced above but will require expanding into a formal investigation strategy as outlined in the above report.

Environmental Management Noise: Included with the application details is a noise assessment which identifies that the selected site layout can comply with condition 8 of the [Outline] planning permission. Internal noise can only be achieved with windows closed and alternative means of ventilation, with Plot 1 (receptor R6 for noise assessment) requiring slightly more enhanced building envelope mitigation (likely to be Glazing units selected) and would benefit from mechanical ventilation due to the ambient noise levels exceeding 60dB LAeq16hours. The specific details required by condition 8 are not provided at this time; however, I am satisfied that the layout presented in this reserved matters application is suitable and have no objection to the application being approved

Strategic Housing: It is recognised that there is limited scope to change the proposals set out at present, given what was agreed in the Outline planning permission. However, a number of objections are set out to this application which can hopefully be resolved:

- Support: The mix of affordable units is as per the Section 106 agreement.

- Objection: Two units do not meet the Nationally Described Space Standard, as required by the Section 106 Agreement.
- Objection: The phasing plan, if taken on face value, is not acceptable, under the terms of the Section 106 agreement. **Officer's Note: a revised phasing plan has been provided which would provide the affordable as the first properties on the site**
- Objection: The affordable units are not integrated into the site and there are too many flats in one block. Distribution of the units creates some risks.
- Comment: The site would benefit from more smaller open market units. Comment: Any part of the highway network intended for transfer to an RP ought to be constructed to an adoptable standard.
- Comment: The proximity of the railway line is noted. The amenity impacts on residents will, presumably, have been considered at Outline stage, but please confirm that Environmental Health colleagues are content that any necessary noise mitigation measures are being included and required in the design

B: Representations

At the time of writing this report at least four letters/emails/online comments have been received. It is the officer opinion that this represents four objections. A verbal update shall be provided as necessary.

Views are summarised below:-

- Loss of privacy to existing dwellings
- Noise and light pollution
- Backland development
- Adjacent to a Conservation Area
- Restricted parking
- Potential access to the railway track
- Limited pavements on Bures Road
- Unsustainable located, not within walking distance of facilities
- Dentists and schools are at capacity
- Overloading of sewers, drains and highways
- Overdevelopment of the site
- Lack of children's play equipment
- Lack of open space
- Insufficient space of refuse/ emergency vehicles
- 3-storey building out of keeping with surroundings
- 3-bedroom dwellings not required in Great Cornard
- Require renewable energy technology/ EV parking/ ground source heat pumps
- Highways dangers
- No links with wider footpath network
- Loss of trees
- Potential to lead to flooding
- Boundary issues
- Detrimental to wildlife

(Note: All individual representations are counted and considered. Repeated and/or additional communication from a single individual will be counted as one representation.)

PLANNING HISTORY

REF: DC/18/02469	Outline Planning Application (Access Layout and Scale to be considered) - Erection of up to 46 dwellings with vehicular and pedestrian access from Bures Road. Demolition of 182A Bures Road and storage buildings.	DECISION: GTD 01.10.2019
REF: DC/22/01090	Non-Material Amendment to Outline Planning Permission DC/18/02469 - Amendment to layout	DECISION: INV

PART THREE – ASSESSMENT OF APPLICATION

1.0 The Site and Surroundings

- 1.1 The application site comprises 1.68 ha of rough grassland (recently ploughed), fringed by a mix of small and large trees, with the Sudbury Marks Tey railway line to the west and the Stour beyond. The access is taken off of the Bures Road (B1508).
- 1.2 It is backland in nature, with the eastern boundary butting up to the rear gardens of 158 to 188 Bures Road, with open land to the north and south.
- 1.3 The site is not in, adjoining or near to any Conservation Area. There are no nearby listed buildings, the closest being the public house some 150 metres south-east of the site. It is not in an area of special character designation such as an Area of Outstanding Natural Beauty, but is within a Special Landscape Area (SLA).
- 1.4 The site is outside of, but next to, Flood Zone Areas 2 and 3.

2.0 The Proposal

- 2.1 The application seeks reserved matters planning permission for design and landscaping for 46 dwellings. Layout, scale and access was determined at Outline stage. However, a non-material amendment to provide minor alterations to the layout has been received and an update on this application will be provided verbally at Committee.
- 2.2 Members are reminded, therefore, that only matters of design and landscaping are for consideration here, although other points are covered in the interests of clarification.
- 2.3 The layout, which was previously agreed at Outline stage, shows the existing 182a Bures Road to be demolished, a smaller replacement dwelling built to the south and an access in the position of the current house to the right of the new dwelling.

- 2.4 The access track is approximately 80 metres in length and planted on one side, before reaching the first dwelling on the left.
- 2.5 To the right-hand side of that dwelling, and for the next 30 metres, is an area of proposed Public Open Space, measuring about 1,000m². An informal play area is proposed within the Public Open Space.
- 2.6 Given the broadly linear, north-south shape of the site, the layout largely consists of a central road and housing on either side. Most of the residences are to the right (north) of the access, with a set of flats and ten houses forming a smaller group to the left (south).
- 2.7 The dwellings consist of the following:

Market

- 8 x 4 bedroom detached
- 7 x 3 bedroom detached
- 7 x 3 bedroom semi-detached
- 4 x 2 bedroom semi-detached
- 2 x 2 bedroom bungalow
- 1 x 2 bedroom maisonette
- 1 x 1 bedroom maisonette

Affordable

- 4 x 2 bedroom semi-detached
- 2 x 3 bedroom semi-detached
- 6 x 1 bedroom flat
- 3 x 2 bedroom flat
- 1 x 1 bedroom FOG

- 2.8 Private drives and access roads to the east and west accommodate parking which meets local authority standards.
- 2.9 Whilst most buildings are two-storey, the apartment block (units 8-17) is described as 2.5-storey. This equates to ridge heights of approximately 8 metres and 11 metres respectively.

3.0 The Principle Of Development

- 3.1. The Principle of Development was determined with the granting of the Outline planning consent under planning application no. DC/18/02469. The key test is whether the proposed appearance and landscaping responds appropriately to the character and amenity of the area, having regard to relevant guiding development plan policies.
- 3.2 This application is different to most Reserved Matters applications, in that access, scale and layout have previously been agreed at outline stage. Therefore, the reserved matters are limited to the appearance of the proposed buildings and proposed landscaping.

4.0 Nearby Services and Connections Assessment Of Proposal

- 4.1. The application site is close to a number of facilities in this sustainable location. This matter was dealt with at Outline.

5.0 Site Access, Parking And Highway Safety Considerations

- 5.1. Site access / egress has been established by the grant of outline planning permission DC/18/02469.
- 5.2. The access would be from Bures Road, using a new access located in place of 182A Bures Road, with a replacement dwelling to the side. Parking was determined at Outline stage and comprises 104 parking spaces, 95 for the dwellings and 9 visitor parking spaces.
- 5.3. Following the Outline planning approval, the Highway Authority has had several concerns regarding the layout and parking. However, layout and parking was agreed at Outline stage which restricts the amount of possible changes. Minor changes have been undertaken following the Highway Authority comments.

6.0 Design And Layout [Impact On Street Scene]

- 6.1. The NPPF attaches great importance to the design of the built environment and good design is a key aspect of sustainable development.
- 6.2. At a local level, policy CS15 requires that proposals for development must respect the local context and character of the different parts of the district and should (inter alia): make a positive contribution to the local character, shape and scale of the area. Policy CN01 requires all new development proposals to be of appropriate scale, form, detailed design and construction materials for the location and Policy HS28 states (inter alia) that applications for infill developments will be refused where the proposal represents overdevelopment to the detriment of the character of the locality, residential amenity or where the proposal is of a scale, density or form which would be out of keeping with adjacent or nearby dwellings.
- 6.3. The layout was agreed at Outline stage, the proposed layout is logical for its backland setting and creates a street which is parallel with Bures Road, mimicking traditional patterns.
- 6.4. Scale was also agreed at Outline, building heights are sympathetic and similar to those around them. The key difference is the block of affordable flats which is described at two-and-a-half-storey and is, in practice, three storeys high. This does appear different to the built form around it and will be glimpsed from pasture land to the south and potentially from passing trains.
- 6.5. The dwellings have been designed generally in a traditional Suffolk vernacular character, with chimneys, brick and render and slate and pantiles. There is a large variety of different designs of dwellings. The site is located to the rear of Bures Road which is characterised by detached dwellings of a large variety of ages and designs. The development will not be especially visible from Bures Road but generally fits into this character of variety of designs, although the development will be of a higher density.

7.0 Landscape Impact, Trees, Ecology, Biodiversity And Protected Species

- 7.1. The site is generally enclosed by the houses located on Bures Road to the East and the railway line to the West. As such there will limited impact on the wider landscape. The approved layout is relatively dense (which is in character with the urban location of the site) which limits the amount of landscaping can be provided.

- 7.2 The two significant trees within the site are to be retained as part of the public open space. Boundary trees will also be retained. It is also proposed to provide some additional trees in key locations within the site. Further details of landscaping, including a detailed planting scheme, is a condition of the Outline planning application and it is proposed that details of play equipment is also dealt with by condition. The arboricultural condition is to be discharged concurrently with the Reserved Matters application. An application for the discharge of condition has been received and is considered to be acceptable by the Arboricultural Officer.
- 7.3 Ecology was also considered at Outline stage, a condition relating to the protection of reptiles and amphibians is to be discharged concurrently with the Reserved Matters application. An application for the discharge of condition has been received and is considered to be acceptable by the Ecological Officer.

8.0 Land Contamination, Flood Risk, Drainage and Waste

- 8.1. These matters were dealt with at Outline, with details of the drainage and waste management, conditions of the Outline planning permission. The drainage condition is to be discharged concurrently with the Reserved Matters application. An application for the discharge of condition has been received and the overall drainage strategy is considered to be acceptable by the Flood and Water Officer, although further details are required to discharge this condition.

9.0 Impact On Residential Amenity

- 9.1 Paragraph 130 of the NPPF states that Local Authorities should create places with a high standard of amenity for existing and future users
- 9.2 Layout has been previously determined; the proposed dwellings are not significantly nearer the properties on Bures Road, as previously approved.
- 9.3 The gardens of the existing dwellings are deep and largely screened, such that any overlooking should be negligible or non-existent in many cases. The one property which needs to be considered is the annexe at 180 Bures Road, which has become used as a separate unit of accommodation and has a clear window facing out on to the current field. The lounge window will look out onto the shared surface while the obscurely-glazed bathroom will look onto the side of Plot 44, where the only windows will be a bathroom/WC, at approximately four metres distance. Whilst this is clearly a significant change to the existing outlook and level of privacy, this relationship is considered acceptable; however, the removal of permitted development rights will be required to prevent the erection of boundary treatment along the boundary of 180 Bures Road which would have a detrimental impact on the amenity of the annexe at 180 Bures Road. In addition the landscape plan shows spikey plants below the window of the annex of 180 Bures Road, to help reduce the loss of privacy to this property.
- 9.4 Internal amenity for future occupants will be of a sufficient standard, with all dwellings provided reasonable levels of private open space and appropriate aspect/outlook. Solar and daylight access levels are adequate, and whilst there will be a level of intervisibility between the new properties, appropriate privacy is afforded to each plot. The flat above garage (FOG) will have a very small garden with limited outlook, but with the addition of a balcony which will have an open aspect, it is considered acceptable.

10.0 Parish Council Comments

10.1 Most of the matters raised by Great Cornard Parish Council relate to the fundamentals of the scheme which have already been covered in the Outline permission, but the following issues have also been raised:

- Safety of residents due to proximity of railway.

10.2 It is proposed to condition details of boundary treatment and ensure an adequate fence is provided between the dwellings and the railway line.

PART THREE – ASSESSMENT OF APPLICATION

12.0 Planning Balance and Conclusion

12.1. This is an application for reserved matters for detailed design and landscaping only. The detailed design of the dwellings is considered acceptable. The dwellings have been designed in the Suffolk vernacular with a mix of designs. The landscape details are also considered acceptable. The two significant trees of the site are to be retained within an area of public space which will also provide a children's play area.

RECOMMENDATION

That the application is GRANTED reserved matters planning permission and includes the following conditions:-

- PD removed for fence, walls, hedges along the boundary with 180 Bures Road.
- Details of children's play equipment
- Details of boundary treatment
- As recommended by the LHA

(3) And the following informative notes as summarised and those as may be deemed necessary:

- Proactive working statement
- SCC Highways notes
- Support for sustainable development principles