



Forest Heath
District Council

DEV/FH/17/019

Development Control Committee 7 June 2017

Planning Application DC/16/2832/RM Land East of Kings Warren, Warren Road, Red Lodge

Date: 23/12/2016 **Expiry Date:** 29/03/2017
Registered: **EOT:** 12/05/2017

Case Officer: Charles Judson **Recommendation:** Approve

Parish: Red Lodge **Ward:** Red Lodge

Proposal: Reserved Matters Application - Submission of details under Planning Permission F/2013/0257/HYB - the means of access, appearance, landscaping, layout and scale for Phases B and C

Site: Land East Kings Warren, Warren Road, Red Lodge, Suffolk

Applicant: Mr Mark Bedding, Crest Nicholson (Eastern) Ltd

Synopsis:

Application under the Town and Country Planning Act 1990 and the (Listed Building and Conservation Areas) Act 1990 and Associated matters.

Recommendation:

It is recommended that the Committee determine the attached application and associated matters.

CONTACT CASE OFFICER:

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Background:

The application is referred to the Development Control Committee at the request of Councillor Stanbury for the reasons set out in Paragraph 29 of this report.

Proposal:

1. Planning permission is sought for the reserved matters to F/2013/0257/HYB which granted, inter alia, outline permission for the construction of 268 dwellings. Full Planning permission was also granted for 106 dwellings on phase A and these are under construction. The Reserved Matters application therefore relates to phases B and C. The application however should also be read in conjunction with application DC/16/2833/FUL which seeks full permission for an additional 8 dwellings to be located within the boundaries of the reserved matters application. A separate report for this associated application has been prepared but it is considered that they are so inherently related that they require consideration and determination concurrently.
2. Cumulatively the proposed reserved matters and full applications seek permission for 276 dwellings of which 30% would be affordable with the following accommodation mix proposed:

	1 bed	2 bed	3 bed	4 bed	Total
Affordable	18	42	17	5	82
Open market	0	14	134	45	194
Total	18	56	151	54	276

3. Access to the site would be to the south-west via Larch Way using the same point of access for the 106 dwellings approved as part of Phase A with an emergency access provided to the north of the site to connect to Thistle Way.
4. Also proposed is an extension to the existing allotments to the north west of the site, an area of public open space to the north of the site adjacent to the existing playing fields and the continuation of an existing footpath to the east of the site to provide a permissive footpath and associated open space.
5. An associated discharge of conditions application has been submitted under reference DCON(4)/13/0257 and should be read in conjunction with this application.

Application Supporting Material:

6. Information submitted with the application as follows:
 - Location Plan

- Masterplan
 - Landscape masterplan and detailed landscaping proposals (amended)
 - Elevations and floorplans
 - Parking plan, refuse plan, materials plan, affordable housing plan (amended)
 - Noise assessment
 - Ecology report
 - Landscape and ecology management plan
 - Design statement
7. Amended plans and documents have been submitted since the application was first submitted to address comments made by the Highway Authority, Landscape and Ecology Officer, Police Architectural Liaison Officer and Anglian Water.

Site Details:

8. The site is located to the East of Red Lodge and measures 7.5 hectares. The land was last used for agriculture and contains the farmhouse known as Hundred Acre Farm and its associated buildings.
9. To the south of the application site is Phase A of the development approved under F/2013/0257/HYB where 106 dwellings are currently under construction. To the east of the site is agricultural land. To the west of the site is residential development, allotments and playing fields constructed under previous phases of the Kings Warren development. To the north of the site is an undeveloped field last having been used for agriculture.

Relevant Planning History:

- 10.DC/16/2833/FUL - 8no dwellings and associated garaging and parking. Undetermined.
- 11.DCON(4)/13/0257 Application to Discharge Conditions 32 (Contamination), 32 (Bin Storage), 37 (Parking), 41 (Construction Method Statement), 42 (Materials), 43 (Soft Landscaping) for Phase B and C only, excluding separate site area to the North West, 44 (Hard Landscaping), 45 (Public Open Space), 49 (Ecological Protection), 51 (Noise Levels), 53 (Details of Permissive Path) and 54 (Design Statement) of F/2013/0257/HYB. Undetermined.
- 12.DC/16/2851/EIASCRCR – EIA Screening Request for 268 dwellings and 8 additional dwellings on land to East Red Lodge. Determined not EIA
- 13.Planning permission granted under F/2013/0257/HYB for:
- (i) Outline application - demolition of Hundred Acre Farm and the construction of up to 268 dwellings, new public open space, drainage ditches, associated access, landscaping, infrastructure and ancillary works on land East of Red Lodge and the construction of up to 225 sq., metres of Class A1

retail floorspace on land forming part of Phase 4a Kings Warren.

- (ii) Full application - (Phase A): construction of 106 dwellings (including the relocation of 3 committed dwellings from Phase 4a), new public open spaces, associated access, landscaping, infrastructure and ancillary works on land East of Red Lodge. Restoration of open Breck grassland on land South East of Herringswell, as amended.

Consultations:

14. Highway Authority: Amendments are required to cover the following matters: parking for 4 bed dwellings insufficient; under provision of visitor car parking; shared surfaces should be shown as block paving; details required of emergency access road; no trees should be within the highway; amendments required to footway provision and cycle crossing required.

Comments on amended plans: No objection subject to conditions. (Officer note – these conditions are covered by the hybrid permission except the need to provide details of and implement the emergency access prior to the occupation of the 300th dwelling. With 106 dwellings granted as Full with the hybrid, the trigger is the 194th dwelling with this reserved matters).

15. Environment Agency: Due to the sensitivity of this location it is requested that previously suggested condition for the hybrid application is re-imposed. (Officer note: This condition is already imposed on the outline consent).

16. Strategic Housing Team: Supports the application as it meets policy CS9. The mix is as agreed and the size of the units also meet the minimum space requirements. I am satisfied with the clustering arrangements and they accord with the SPD. It has been agreed that the additional 2 affordable dwellings associated with DC/16/2833/FUL will be secured and delivered on this site. The 0.8 of an affordable dwelling will be secured as a commuted sum.

17. Sport England: The proposed development is not considered to fall either within our statutory remit (Statutory Instrument 2015/595), or non-statutory remit (National Planning Policy Guidance Par. 003 Ref. ID: 37-003-20140306) upon which we would wish to comment, therefore Sport England has not provided a detailed response. General guidance and advice can however be found on our website.

18. Public Health and Housing: No objection subject to the mitigation as set out in Section 6 and Figure 3 of the applicants noise assessment is required to ensure internal and external noise levels will meet the relevant criteria.

19. SCC Archaeology: No objection subject to conditions regarding programme for archaeological works and evaluation. (Officer comment – These conditions are already imposed on outline)
20. Natural England: Natural England has previously commented on this proposal at outline application stage and made comments to the authority in our letter dated 07 February 2014, under planning ref F/2013/0257/HYB. The advice provided in our previous response applies equally to this proposal although we made no objection to the original proposal. The proposed amendments to the original application are unlikely to have significantly different impacts on the natural environment than the original proposal.
21. SCC Flood and Water Engineer: Holding objection. Currently the provision of SuDS on the masterplan is not clear or referenced appropriately. All SuDS should be shown on the masterplan and subsequent detailed layout drawings to show how they fit into the site layout. Furthermore the SuDS layout for phases B and C should follow the drainage strategy required by condition 40 of planning application F/2013/0257/HYB. SCC understand that ditches, soakaways and infiltration trenches were proposed at the outline stage, the dimensions of these drainage assets is critical to the site layout and landscaping. So far we have no evidence to show if the required SuDS have been allocated the correct space on the site.

Comments on additional information: I have been sent the information I required to highlight where the SuDS provision is within the site layout, thus I can now remove my holding objection for the site layout/appearance reserved matter. I will need to review the drainage in detail though once its submitted in accordance with the condition on the outline permission.

22. Anglian Water: We have reviewed the applicant's submitted foul drainage information and consider that the impacts on the public foul sewerage network have not been adequately addressed at this stage. Whilst the strategy to pump foul flows from the development and the addition of 8 dwellings (DC/16/2833/FUL) is acceptable, we would wish to see a proposed pumped rate in line with the agreed strategy.

Comments on additional plans: We have reviewed the applicant's submitted foul drainage information and consider that the impacts on the public foul sewerage network have been adequately addressed at this stage. We request that we are consulted on any forthcoming application to discharge Conditions 13 and 39 of the outline planning application to which this Reserved Matters application relates, which requires the submission and approval of detailed foul drainage information.

23. Historic England: No comments. On the basis of the information available to date we do not wish to offer any comments. The application site has a good potential for below ground archaeology and we suggest that you seek the views of your archaeological advisors.

24. Highways England: No objection

25. Police Architectural Liaison Officer - Having viewed the plans there are some areas that I have concerns about including the use of car ports, access arrangements to rear gardens of terraced houses, boundary treatment to allotments and access arrangements to flats.

Comments on amended plans – No comments received

26. Ecology and Landscape Officer: No objection in principle but detailed comments on specific details including concern over the phasing of the open space.

Comments on amended plans and following further discussions – Objections have been overcome with the exception of some very minor issues. (Officer note – an email has been provided to address these minor issues and is appended as an approved document to the associated DCON application).

Representations:

27. Parish Council: No comments received

28. Ward Member - Councillor Lynch: Please bring to committee as there has been a lot of interest in these applications. This call in was subsequently withdrawn.

29. Ward Member – Councillor Stanbury – I support Cllr Millars request for applications DC/16/2832/RM and DC/16/2833/FUL to be determined by Committee for the following reasons:

- The inclusion of eight additional properties. This implies space savings will be made on the site, to the sizes of properties, or amendments to traffic flows etc. They certainly will impact on day to day concerns of future residents such as parking provision, access etc. I think these should be seen by Members.
- I have had representations from visitors to the Show Homes on the site commenting on the small scale of the properties. National Standards for dwelling sizes are now available. I think Members should be informed on whether or not properties conform with these standards and what this means for determining the application.

30. Neighbours:

- 14 Aspen Way: Object due to proximity of the affordable housing to their property.
- 19 Aspen Way: Object. Mix of affordable housing does not encourage ownership. Affordable houses are located to the western edge of the

site near existing market dwellings. The affordable homes should be spread through the site to ensure social integration. Plans do not identify how hedge on Aspen Way will be maintained. Proposal will lead to congestion on roads and impact on infrastructure and services.

- 3 Sage Court: Comment on the proposed access to Thistle Way and the level of congestion which currently exists and a likely increase in the chance of accidents due to poor visibility. Requests parking restrictions are imposed on Thistle Way.
- 31 Larch Way: Request that access arrangements be reconsidered to provide at least one or two new options for access to reduce the number of vehicular movements on Larch Way. Concerned about highway safety due to increased traffic movements. Request that road narrowing rather than speed humps are provided to reduce traffic speeds. Emergency vehicles will struggle to access the site due to parking problems.
- 21 Aspen Way: We agree with 19 Aspen Way and would also like to mention that 75% of the properties on this road are let mainly to the American base so it would be nice if the plans would take this into consideration as the houses opposite us on the plans are also rentals which makes it harder to build a community neighbourhood as we have such a high turnaround of people coming and going.
- 19 Fennel Drive: I am chair of the Red Lodge Allotment Association. Our fence to the boundary with the playing field has been irreparably damaged by persons climbing over to retrieve balls,(also causing a nuisance and damage to allotments) which have been kicked over the fence from the adjacent pitches, due to the close proximity of the goal line to our boundary. We ask that the new fence to this edge of the new area of allotments shown on the plans be 3 metres high, as already erected to other amenity areas such as the tennis courts, to eliminate this on-going problem. It would be ideal if Crest Nicholson would replace the existing damaged fence to this boundary at the same time as a pro bono act for the allotment association to save the extensive costs we face. Concerned also at a platform which is being constructed adjacent to the existing allotments and that the proposed allotments would be provided at a different level.

Policy: The following policies of the Joint Development Management Policies Document and the Forest Heath Core Strategy 2010 have been taken into account in the consideration of this application:

31. Joint Development Management Policies Document 2015:
- Policy DM1 – Presumption in favour of sustainable development
 - Policy DM2 – Creating places
 - Policy DM11 – Impact of Development on Sites of Biodiversity and Geodiversity Interest
 - Policy DM12 – Protected Species
 - Policy DM13 – Mitigation, Enhancement, Management and Monitoring of Biodiversity

- Policy DM14 – Landscape Features
- Policy DM22 – Residential Design
- Policy DM42 – Open Space, Sport and Recreation Facilities
- Policy DM46 – Parking Standards

32. Forest Heath Core Strategy 2010

- Policy CS1 – Spatial Strategy
- Policy CS2 – Natural Environment.
- Policy CS3 – Landscape Character and the Historic Environment.
- Policy CS5 – Design Quality and Local Distinctiveness.
- Policy CS9 – Affordable Housing Provision.

Emerging Local Plan:

33. Forest Heath Proposed Submission Site Allocations Local Plan (2017):

- Site SA9(c) – Land East of Red Lodge: South.

Other Planning Policy:

34. National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG)

Officer Comment:

35. The issues to be considered in the determination of the application are:

- Means of access; layout; scale; appearance and landscaping of the development.

36. The application seeks approval of reserved matters following the granting of F/2013/0257/HYB which granted, inter alia, outline permission for the erection of 268 dwellings. The reserved matters being applied for are the means of access, appearance, landscaping, layout and scale.

Means of Access

37. It is proposed that the development would be served by a vehicular access to the south west of the site via Larch Way using the access approved to serve Phase A of F/2013/0257/HYB where 106 dwellings are currently under construction. It is also proposed that this access would serve the 8 dwellings being considered under application DC/16/2833/FUL. In total therefore this access would serve a total of 382 dwellings.

38. Larch Way is a residential estate road which provides onward connection to Hundred Acre Way to the west which in turn provides access to Warren Road. From the point of access the estate road would head northwards through the middle of the site and would branch to the east and west with cul de sacs, mews' and private drives to serve the residential development. The road would extend to the north of the site to the southern end of the public open space where it would terminate. However, an emergency access road would be

provided to cross the public open space and field to the north and connect to the adopted highway at Thistle Way. A shared cycleway/footway would be provided adjacent to the main spine road providing access from Larch Way, providing a safe access route through the site and to the public open space. The Highway Authority has raised no objection to this strategy in principle and following the submission of amended plans they raise no objection subject to conditions. These conditions are largely covered by the hybrid permission and therefore do not need to be duplicated except the requirement to provide further details and then implement the emergency access prior to the occupation of the 300th dwelling. With 106 dwellings approved as a full permission with the Hybrid the trigger is therefore the 194th dwelling on phases B and C.

39. A representation has been received from a neighbouring resident concerned at the use of Larch Way as the sole point of vehicular access to the site commenting that the provision of one or two additional points of access would be preferable to reduce the number of additional vehicles which will be using Larch Way. However, Larch Way is an estate road constructed to a standard capable of accommodating the additional traffic flows without resulting in conditions detrimental to highway safety. Whilst the issue of roadside parking in the area is noted, the provision of an emergency access to the north of the site ensures that emergency vehicles would have two points of access to the site ensuring adequate access can be maintained in the event of an emergency. The Highway Authority does not object to the application following the submission of amended plans and it is considered that the proposal would not be detrimental to highway safety. The route of construction traffic has been secured in the s106 agreement for the hybrid application and requires the use of a haul road to the east of the site rather than through estate roads. To ensure the appropriate and timely delivery of the emergency access a condition needs to be imposed to require further details of this to be provided as discussed above.

40. In addition to the vehicular access strategy outlined above, the proposal would provide adequate pedestrian and cycle access through the residential development with adequate connections to ensure high levels of permeability to encourage walking or cycling and reduce dependence on the car. Furthermore, a new footpath would be provided to the eastern boundary of the site to continue the existing recreational footpath to the south of the village with connections provided from the proposed development.

Layout

41. The layout is partially dictated by the proposed access arrangements and highway network described in the preceding paragraphs where the site would be served by a central spine road which would branch to the east and west to provide smaller mews', cul de sacs and private driveways to provide access to the residential dwellings.

42. The greatest proportion of the site consists of residential development comprising of a mix of one, two, three and four bedroom detached, semi-detached and terraced houses and maisonettes and apartments supported by a network of roads, cycleways and footways. Inclusive of the 8 dwellings proposed under application DC/16/2833/FUL the development would have an overall density of 36.8 dwellings per hectare.
43. The site is divided into two phases – B and C – the former proposed to the west of the spine road and the latter to the east of the spine road. Phase B has a higher density of dwellings being adjacent to the existing Kings Warren development whilst phase C would have a lower density to reflect its location adjacent to the agricultural land to the east and its location at the edge of the settlement. The dwellings would be laid out with active frontages to the access roads and open space and characterised by off road parking, modest front gardens, a range of rear garden sizes and an assortment of garaging. It is considered that the arrangement of dwellings, including the treatment of spaces around the dwellings would result in a high quality environment compatible with the existing character of Red Lodge whilst also respecting the countryside to the east of the site.
44. In accordance with the requirements of the section 106 agreement, 30% of the dwellings would be for affordable housing which, inclusive of the 8 additional dwellings proposed under application DC/16/2833/FUL, would amount to 82 dwellings. The affordable dwellings would be located within a number of clusters throughout the development but phase B would have a slightly higher proportion (35%) compared to phase C (23%). Representations received have raised concern at the distribution of affordable houses in terms of the greater percentage being adjacent to Aspen Way and mix of affordable houses, however the Strategy and Enabling Officer has confirmed that they are satisfied with the clustering and consider the mix to be good. Given the support of the Strategy and Enabling Officer it is considered that the affordable housing mix and the clustering of dwellings are acceptable. Neighbour comments have been received regarding the provision of affordable housing located adjacent to existing market housing and the impact this could have on property value however this is not a material planning consideration and it is considered that the location of the affordable dwellings is acceptable.
45. An area of public open space is proposed to the north of the site, with further open spaces provided to the eastern boundary of the site along the route of a footpath, to the west of the spine road and cycle path and allotments to the northwest. The open spaces would have good levels of accessibility, providing high quality useable space whilst also contributing to providing a quality built environment with a sense of place. The layout of the open space is therefore considered acceptable. Also proposed is an extension to the existing allotments to the west of the site. Amended plans have been submitted to provide a 3m high weld mesh fence on the boundary with the existing playing fields and vehicle and pedestrian access provided at two points from

the existing allotments. No details have been provided regarding the division of pitches as it is considered that this would be appropriate for the uses of the allotments to dictate based on their requirements. A resident has raised concern at a soil platform which has been formed adjacent to the existing allotments but the applicants have confirmed that this is temporary and associated with the ongoing construction on the wider site and that the proposed allotments would be provided at the same level as the existing allotments.

46. Amended plans have been submitted to address comments made by the Police Architectural Liaison Officer. These changes include changes to the layout to split a terrace into two pairs of semi detached dwellings to avoid long, secluded rear garden access paths with limited natural surveillance, the inclusion of a weld mesh fence to the allotments and confirmation that lighting will be provided to car ports. It is considered that the changes made and confirmation provided ensure that the scheme proposed a layout which would minimise the opportunity for crime and anti-social behaviour. No comments have been received from the architectural liaison officer based on the amended plans.

Scale

47. The application proposes 268 dwellings comprised of one single storey dwelling, a 3 storey apartment block containing 5 dwellings and the remainder being 2 storey. Where garages are provided they would be single storey. The dwellings would have a range of widths, heights and depths but would be of a scale compatible to the scale of development within the Kings Warren development which contains a range of dwelling types, mostly being 2 and 2.5 storey but also including apartments up to 4 storey. Furthermore, the variety in scale proposed would contribute to creating an interesting street scene given the variety in house types. The scale of buildings would not result in an incongruous development and would not result in significant overshadowing or overlooking of existing properties. The dwellings most affected by the scale of development would be the dwellings on Aspen Way who face towards and are sited adjacent to the application site, as their outlook would be affected by the new dwellings, but it is not considered that the impact would be significant and the proposed development would not significantly impact upon their living conditions. Comments have been received from occupants of Aspen Way that the provision of affordable housing in close proximity to their dwellings would impact on the value of their property, but this is not a material planning consideration.
48. Concern has been expressed by the Local Member over the size of dwellings proposed in terms of the floorspace and whether they meet the Nationally Described Space Standards. The Planning Practice Guidance directs that where a Local Planning Authority wishes to require an internal space standard they should do so by reference in their Local Plan to the nationally described space standard. Members are advised that these standards have not been adopted into the

Forest Heath Local Plan and are therefore not applicable. However, Policy DM22 does require dwellings to be fit for purpose and provide adequate space. The submitted plans show how rooms can be laid out with furniture and that rooms would be well served by light and ventilation with gardens and suitable access to green infrastructure providing sufficient levels of amenity for occupants. Of the 186 market dwellings, 162 (87%) would meet the Nationally Described Space Standards and all but three house types (Leigh, Elmswell and Sussex) comply with these standards. Of the three that don't, two house types are marginally below the National Standard with the Sussex at 2sqm below and the Elmswell at 8sqm below. Furthermore, all but one house type (the Chelstead) has increased in size since the Phase A house types were approved. With regard to the affordable houses, of the eight house types proposed, four exceed the Nationally Described Space Standards whilst four are below. The affordable dwellings have been subject to consultation with the Strategy and Enabling Officer who has raised no objections to the size of the affordable dwellings and has not raised any concern that they would not be attractive to a registered provider. The plans submitted for the affordable dwellings identify how rooms could be laid out with furniture and demonstrate that they would be well served by light and ventilation. It is therefore considered that the proposed size of dwellings comply with the requirements of policy DM22 and in the absence of a planning policy which requires the dwellings to be designed to the Nationally Described Space Standards it would not be appropriate to apply these standards to the development.

Appearance

49. The proposed dwellings have been designed to use a variety of architectural forms and palette of materials including a range of suitable bricks, tiles, render, flint and weatherboarding. This approach would create visual interest whilst also reflecting local characteristics. Furthermore, the main spine road and traditional roads would be constructed of bitumen macadam whilst the shared surface roads and private drives would be constructed from block paving further enhancing the appearance of the development and defining a sense of place. The appearance of the development would further be enhanced by the hard and soft landscaping.

Landscaping

50. The landscaping strategy for the site seeks to retain and incorporate into the layout the existing hedgerow along the western boundary with Aspen Way and existing trees to the eastern boundary and Pine lines within the site. A green link is provided through the south running adjacent to the spine road with further open spaces and landscaping to the east of the site, including space for sustainable urban drainage. It is considered that this landscape strategy is acceptable. The Council's Landscape and Ecology Officer has made detailed comments on the detailed landscaping proposals and significant discussions have been undertaken in respect of the landscape proposal and delivery of the

open space and permissive path to ensure that they are acceptable and come forward in a timely manner. It is considered that the details as amended are now acceptable.

51. The impact of the proposals on statutory and non-statutory sites was assessed as part of the outline planning application F/2013/0257/HYB. Natural England has been consulted on the current applications and has confirmed that they do not consider that the reserved matters application differs significantly from the outline application and the advice that they have previously given still applies. The local planning authority, as the competent authority, is responsible for the Habitats Regulation Assessment (HRA) as required by The Conservation of Habitats and Species Regulations 2010 (as amended) and the application has been screened accordingly with no adverse impacts identified bearing in mind the mitigation secured at outline.

Conclusion:

52. In conclusion, the principle and detail of the development is considered to be acceptable and in compliance with relevant development plan policies and the National Planning Policy Framework.

Recommendation:

53. It is recommended that planning permission be **APPROVED** subject to the following conditions:
1. Development to be carried out in accordance with the approved plans and documents
 2. Details of emergency access to be provided and implemented in advance of 194th dwelling.

Documents:

All background documents including application forms, drawings and other supporting documentation relating to this application can be viewed online here;

<https://planning.westsuffolk.gov.uk/online-applications/applicationDetails.do?activeTab=documents&keyVal=OIMSO4PDLNK00>