

UTT/14/0356/DFO - (SAFFRON WALDEN)

(MAJOR)

PROPOSAL: Details following application UTT/1252/12/OP (Outline application for the demolition of existing buildings and erection of 24 no. dwellings) - details of layout, appearance, scale and landscaping

LOCATION: Tudor Works Debden Road Saffron Walden

APPLICANT: Croudace Homes Ltd

EXPIRY DATE: 21 May 2014

CASE OFFICER: Maria Shoesmith

1. NOTATION

1.1 Within Development Limits, opposite Conservation Area and Grade II Listed Building (Water Tower)

2. DESCRIPTION OF SITE

2.1 The application site comprises the current industrial premises of LPA Ltd which fronts onto Debden Road. The premises occupy most of the site and are an amalgam of some fifteen different buildings and structures of varying styles. They are predominantly single storey with a two storey brick office on the frontage and further two storey ones at the rear. The buildings extend up to the boundaries of parts of the site with very limited space around them for servicing and limited car parking available. The site is bounded by the rear gardens of the dwellings on Mandeville Road, Borough Lane and Debden Road. Mount Pleasant Cottages are separated from the site by an access road.

2.2 The ground levels marginally vary within and around the site, with an increase in ground levels north to south on Debden Road, with Mount Pleasant Cottages lying at a lower level and no. 74 at a higher level to the application site. The ground levels abutting the rear gardens of Mandeville Road being at a lower level to Debden Road.

2.3 The dwellings located within the immediate surrounding area vary in design and style, and range from 2 and 2 ½ storeys.







2.4 No 74 Debden Road which lays immediately south adjacent to the application site has a side access door and 2 flank elevation windows are considered to serve non-habitable rooms.

3. PROPOSAL


3.1 The application is for the detailed submission of reserved matters following the granting of Outline Planning Permission.

3.2 The proposed detailed scheme indicates the erection of the 24 units. It should be noted that the original application was for the erection of 24 dwellings and not for up to 24 dwellings.

- 3.3 The proposed scheme is for a mixture of 2 and 2 ½ storey dwellings, with off street car parking and garden space which is proposed to be formed around a 'T' shape cul-de-sac. The site area is 0.59hectares and the proposed density for the site would be 40 dph.
- 3.4 As initially indicated and approved the existing vehicular access from Debden Road would be repositioned away from the eastern boundary of the site. This is still proposed together with the siting of a detached dwelling to the south of the access and a terrace of three dwellings to the north of this fronting Debden Road. The existing informal access to the north of the site, off Debden Road, is proposed to be retained and utilised, both by the proposed development and Mount Pleasant Cottages.
- 3.5 Whilst boundary treatments have been indicated this aspect would still need to be further approved through the submission of information at conditions stage (condition 3 of UTT/1252/12/OP).
- 3.6 The below table provides a breakdown of the each of the units;

| Unit No. | No. Bedrooms | No. Parking Spaces | Amenity Space (m2) |
|----------|--------------|--------------------|---|
| 1 | 3 | 2 | 77.94 = |
| 2 | 2 | 2 | 52.61  |
| 3 | 3 | 2 | 88.87 = |
| 4 | 2 | 2 | 55.5  |
| 5 | 2 | 2 | 56.21  |
| 6 | 2 | 2 | 52.23  |
| 7 | 2 | 2 | 85.74  |
| 8 | 4 | 3 | 77.44 = |
| 9 | 4 | 3 | 86.47 = |
| 10 | 4 | 3 | 90.36 = |
| 11 | 3 | 2 | 86.85 = |
| 12 | 3 | 2 | 85.73 = |
| 13 | 4 | 3 | 80.64 = |
| 14 | 3 | 2 | 75 = |
| 15 | 3 | 2 | 93.74 = |
| 16 | 3 | 2 | 85.3 = |
| 17 | 3 | 2 | 84.2 = |
| 18 | 3 | 2 | 75.3 = |
| 19 | 3 | 2 | 83 = |
| 20 | 3 | 2 | 75 = |
| 21 | 2 | 2 | 71.17  |
| 22 | 2 | 2 | 44.61 = |
| 23 | 3 | 2 | 75 = |
| 24 | 3 | 2 | 88.39 = |

Key:

-  - Meets Essex Design Guide recommended amenity space standard
- = - Within 25% tolerance of the amenity space standards

4. APPLICANT'S PREVIOUS STATEMENT OF CASE

- 4.1 *"The Tudor Works has serious deficiencies and is virtually at the end of its economic life as a commercial/manufacturing unit. The Building Condition Report submitted with the application supports this fact and demonstrates the problems within the site. The application site cannot be redeveloped for the current occupants as it would cause serious disruption to the business. This together with the cost of the work required would render this option unviable and it is also extremely doubtful that the site would be capable of providing a building of the size required together with parking and HGV manoeuvring space to meet current standards. This combines to make the relocation to modern premises a pressing necessity.*
- 4.2 *The Company have been operating from the site since the 1970's and currently employs approximately 70 people on the site of whom 60 are permanent employees and 10 are on temporary contracts. The Company needs a site of a similar size (40,000 sqft) in Saffron Walden and has identified the Pedley Furniture factory units on Shirehill as being suitable.*
- 4.3 *Following informal consultation with Uttlesford District Council Planning committee, which encouraged the Company to believe that planning permission for change of use for Tudor Works to residential would be forthcoming, the Company has agreed heads of terms subject to contract to acquire these premises. The redevelopment of the Tudor Works for housing will enable the applicant company LPA Ltd to relocate to the Pedley Furniture site and to stay in Saffron Walden and to maintain its employment base in the town."*
- 4.4 A Lifetime Homes Statement has been submitted which outlined how the agreed 6 dwellings would meet the criteria. The Statement identified that units 1-3, 21, 22 and 24 would be the designated Lifetime Homes.
- 4.5 The Design and Access Statement highlights that the scheme follows the principles of the Essex Design Guide. The few existing trees and hedges on site are proposed to be retained.
- 4.6 The proposed materials to be used would be a mixture of red facing brick, under slate or tiled roof, with some finished in boarding or render. The design would vary through the use of porches and front facing dormer windows. Various examples of similar styles within the area have been highlighted within the DAS. Chimneys have been included on the proposed properties which front Debden Road to continue the theme, detail to the windows, finishing and materials have been discussed.
- 4.7 55 car parking space including 3 visitor parking spaces have been provided to meet the schemes needs. 5 additional car parking spaces have been provided since the Outline application in order for the scheme to accord with the amended car parking standards since its approval in 2012.
- 4.8 The submitted Sustainability and Energy Statement states that the dwellings would be designed to Code Level 3 standards as a minimum together with other sustainability measures. The development will utilise improved building materials, solar powered energy, passive solar advantages through design, allowing natural ventilation, high efficiency boilers. The use of low energy lights and rainwater stores or other examples of methods which is proposed to be used to improve energy efficiency of the scheme. .
- 4.9 The development is also stated to be designed to prevent crime and improve security

5. RELEVANT SITE HISTORY

- 5.1 The majority of previous history relates to the current industrial operation at Tudor Works.
- 5.2 The most relevant application was for Outline Planning permission which was granted at the 14th November 2012 Planning Committee, for the “demolition of existing buildings and erection of 24 no. dwellings with all matters reserved except access”.
- 5.3 At the time of the outline application a plan had been submitted which showed an indicative layout of groups of terraced and semidetached dwellings with a single detached dwelling on the Debden Road frontage adjacent to the access. The proposal would provide a mix of 2, 3 and 4 bed dwellings, served with a total of 50 parking spaces including garages.
- 5.4 Outline Planning Permission was resolved to be granted without the provision of affordable housing on site but a financial contribution towards this, and no education provision and only 6 units conforming to Lifetime Homes Standards in order to facilitate the retention of an important local employer in the town, of which is in the process of relocating to Shire Hill.

6. POLICIES

6.1 National Policies

- National Planning Policy Framework

6.2 Uttlesford District Local Plan 2005

- Policy S1 Development Limits for the Main Urban Areas
- Policy GEN1 Access
- Policy GEN2 Design
- Policy GEN4 Good Neighbourliness
- Policy GEN6 Infrastructure provision to support development
- Policy GEN8 Vehicle Parking Standards
- Policy ENV1 Design of Development within Conservation Areas
- Policy ENV2 Development Affecting Listed Buildings
- Policy H3 New Houses within Development limits
- Policy H9 Affordable Housing
- Policy H10 Housing mix

6.3 Uttlesford District Pre-Submission Local Plan (April 2014)

- Policy SP1 Presumption in Favour of Sustainable Development
- Policy SP2 Development within Development Limits
- Policy SP6 Meeting Housing Need
- Policy SP7 Housing Strategy
- Policy DES1 Design
- Policy HO1 Housing Density
- Policy HO2 Housing Mix
- Policy HO7 Affordable Housing
- Policy EN10 Sustainable Energy and Energy Efficiency
- Policy HE1 Design of Development within Conservation Areas
- Policy HE2 Development affecting Listed Buildings
- Policy TA1 Vehicle Parking Standards

6.4 Supplementary Planning Documents

- Parking Standards: Design and Good Practice (2009)
- Accessible homes and play space (Nov 2005)
- Energy Efficiency and Renewable Energy (October 2007)
- Uttlesford Local Parking Standards (2013)

7. SAFFRON WALDEN TOWN COUNCIL COMMENTS

7.1 No objections.

8. CONSULTATIONS

ECC Archaeology

8.1 The Historic Environment Record shows that the proposed development lies outside any area of known archaeological deposits. Therefore, no archaeological recommendations are being made on this application.

Natural England

8.2 No objection. Scheme would provide landscape enhancement, may provide biodiversity opportunities

Environment Agency

8.3 No objection

ECC SUDS

8.4 No comments provided due to size of site falling below 1 ha.

Affinity Water

8.5 The proposed development site is located within an Environment Agency defined groundwater Source Protection Zone (GPZ) corresponding to Debden Road Pumping Station. This is a public water supply, comprising a number of Chalk abstraction boreholes, operated by Affinity Water Ltd.

8.5.1 The construction works and operation of the proposed development site should be done in accordance with the relevant British Standards and Best Management Practices, thereby significantly reducing the groundwater pollution risk. It should be noted that the construction works may exacerbate any existing pollution. If any pollution is found at the site then the appropriate monitoring and remediation methods will need to be undertaken.

Housing Enabling Officer

8.6 Confirm that a financial contribution has been agreed towards affordable housing as part of the original outline application and there is no affordable housing provision on site.

ECC Highways Authority

- 8.7 No objections have been raised subject to conditions. Also, no additional comments offered on revised plans.

Access and Equalities Officer

- 8.8 The six dwellings which formed the commitment to Lifetime Homes in the Decision Notice for UTT/1252/12/OP comply with the SPD on Accessible Homes and Playspace.

9. REPRESENTATIONS

- 9.1 The neighbouring residential occupiers have been notified of the application. The scheme has been advertised on site and within the Local Press. As a result 1 letter of support, 13 comments, and 7 letters of objection have been received raising the following points;

Comments:

- Parking provision is poor which would lead to on street parking;
- No turning space, needs to be widened;
- Tandem parking should be avoided;
- Changing ground levels development would be higher than dwellings on Mandeville Road;
- Height and mass of properties should be reduced;
- Second floor windows should be obscurely glazed to avoid overlooking;
- Wish that the current brick wall which forms the rear boundary of properties on Mandeville Road be retained at least to 2m height protecting the properties due to them being at a lower ground level and stability of the wall;
- Concerned about pedestrian access from site to Mandeville Road;
- Distance of plot 24 to 74 Debden Road looks sited further away than previous plans;
- Issues with light and ventilation to side of property;
- Querying construction of boundary walls;
- Due to difference in ground levels essential to keep or reinstate boundary walls/fences and soil movement does not undermine boundaries;
- Maintenance of boundaries to be taken into account;
- Overlooking of gardens of 76, 78 and 80 obscure glazing should be used;
- Mount Pleasant Cottages access road should be closed off to the development, would result in additional through traffic, could maintain bicycle /pedestrian link instead
- Proposed development is more appropriate to use of the land;
- Density is appropriate;
- Properties would be closer to shared boundary than initially indicated;
- More landscaping should be proposed;
- No provision of affordable housing;
- Concerned about increase in traffic;
- Oppose traffic lights at Debden Rd junction;
- Increase in height overlooking properties;
- Plot 19 would have 2 flank windows which would overlooking property;
- Insufficient details;
- Preventing mud on the roads

Support:

- Development is well thought out and sympathetic to surrounding area;
- Current side access road will provide access to the development providing two-way traffic parking restrictions would be required;

Objection:

- Concerns about public right of way via the creation of a pedestrian access from Mandeville Road and impact upon security contrary to secure by design;
- Concerned about access strip to rear of properties;
- Retaining of the rear wall;
- Existing parking problems in area due to nursing home, access from rear of site would cause additional traffic and highway safety issues;
- Construction management would need to be put into place to minimise disruption during construction;
- Location of tree incorrectly shown on DAS;
- Trespassing right of way; discussing landscaping treatment;

10. APPRAISAL

The issues to consider in the determination of the application are:

- A Whether the design of the development is acceptable
- B Whether there would be impact upon amenity, the adjacent Conservation Area and the Listed Building
- C Parking Standards
- D Other Considerations

A Whether the design of the development is acceptable and whether there would be impact upon amenity

- 10.1 It should be noted that the principle of the scheme and the number of dwellings have already been previously accepted as part of the outline application, therefore the matters for consideration are that purely reserved by the consent in the form of layout, appearance, scale and landscaping.
- 10.2 The proposed density of 40 dph has also in principle been previously accepted, of which in any instances accords with Draft Local Plan Policy HO1 which highlights a density tolerance level of 35-67 dph within the town development limits of Saffron Walden.
- 10.3 The proposed design of the dwellings is considered to be appropriate for the area in terms of the style and mixture of design which already exists. The proposed dwellings would range 8.2 - 8.7 and 2 ½ storey scheme proposed to be 9.7 - 10m in height. The proposed dormer windows would be inward looking with velux windows on rearward roof slopes which are indicated to serve non-habitable rooms to prevent any form of overlooking.
- 10.4 Plot 24 has been designed with a hipped roof and would be set of the shared boundary with no. 74 Debden Road by 1m (2m distance flank to flank) in order to mitigate the impact of light loss and overshadowing to the flank windows of no. 74.
- 10.5 Flank windows at first floor would serve non-habitable rooms such as bathrooms or hall way landing areas. The back to back garden distances would comply with the Essex Design Guide of 25m. Therefore there should be minimal risk of overlooking.

- 10.6 With regards to the rear elevation of the Mount Pleasant Cottages these are located at a slight angle to Plots 4-6 with the access road as separation. This is considered acceptable particularly at 9-14 Mount Pleasant Cottages are at a higher level to the proposed scheme as it is effectively three storeys.
- 10.7 In terms of the provisions of level of amenity space 6 of the 24 units would comply with the Essex Design Guide; the remaining units would fall within a 25% of the amenity space requirement. Whilst there is a significant shortfall in amenity space this is attributed to the amendment in car parking standards since the outline planning application has been granted, thereby creating a conflict between the two aspects. The provision of car parking spaces is considered to outweigh the provision of amenity whilst the scheme is considered to still provide ample and useable amenity within a town centre location.
- 10.8 It has been proposed within the submission of additional information and also conditioned within the outline application that the scheme should achieve at least Code Level 3 of the Code for Sustainable Homes. As stated within Section 4.8 above this would in also involve the inclusion of energy efficient building materials, solar powered energy, passive solar advantages through design, allowing natural ventilation, high efficiency boilers. The use of low energy lights and rainwater stores or other examples of methods which is proposed to be used to improve energy efficiency of the scheme.
- 10.9 The proposed development is considered to accord with Local Plan Policy GEN2 and DES1 of the Draft Local Plan.
- 10.10 The proposed landscaping whilst limited it is considered appropriate due to the nature of the scheme, incorporating and retaining existing trees and hedges. The proposed development would enhance the level of biodiversity of the site, in accordance with Policy GEN7 of the Local Plan.
- 10.11 Policy H10 (Housing mix) of the adopted Local Plan and Policy HO2 of the draft Local Plan seeks a balanced mix of size of units to meet the needs of the local area. The scheme is considered to achieve this by proposing 7no. x 2 bedroom units, 13no. x 3 bedroom units and 4no. x 4 bedroom units. Therefore the scheme accords with Policies H10 and HO2.
- 10.12 No affordable housing has been agreed on the site at outline stage due to the viability of the scheme, of which it had been agreed that a financial commuted sum would be appropriate, the scheme accords with Policy H9 and HO7 in this respect.

B Whether there would be impact upon the adjacent Conservation Area and the Listed Building

- 10.13 The Conservation Area is located opposite the application site together with a Grade II Listed Water Tower Building. The design of the Plots 1 to 3 and Plot 24 has been sensitively undertaken and is considered to reflect the local surrounding area in terms of the use of hipped roofs, bay windows, porches, chimneys and soldier coursings. The materials have been conditioned under the outline consent of which would still be the subject of further approval including any boundary treatments. No detrimental impact is considered upon the character and appearance of the Conservation Area or the setting of the Listed Building, and in fact the proposed development is thought to enhance the immediate locality. No objection has been raised by the Conservation Officer.

10.14 The proposed development accords with Local Plan Policies ENV1 and ENV2, also Draft Local Plan Policies HE1 and HE2.

C Highways

10.15 Since the initial outline planning consent had been granted in 2012 the Uttlesford Local Parking Standards (2013) which seeks 3 car parking spaces for dwellings which consist of 4 or more bedrooms. The submitted scheme the proposed car parking spaces and garage sizes complies with the Essex Parking Standards (2009) and the 4 bedroom plus units complies with the adopted Uttlesford Local Parking Standards (2013).

10.16 In terms of traffic the number of units has been accepted at outline stage and it is also considered would be far less than created by the existing commercial use. No objections have been raised by ECC Highways Authority subject to conditions. The scheme accords with Local Plan Policies GEN1, and GEN8, also Essex Parking Standards (2009) and Uttlesford Local Parking Standards (2013).

D Other Considerations

10.17 A number of the points raised by third parties in Section 9.1 are either considered to be non-material planning matters, has been previously accepted under the outlined consent, is the subject of conditions or has since been amended through the submission of revised plans.

10.18 It should be noted that an access/alleyway which has been referred to by a number of the third parties has since been omitted from the scheme.

10. CONCLUSION

The following is a summary of the main reasons for the recommendation:

A The proposed height, scale, designs, landscaping and layout of the development is acceptable. No detrimental impact is considered would result in the form of overlooking, or light loss. The density of the development is also acceptable as well as the reduction in the level of amenity space in lieu of achieving car parking standards. The mix of dwellings is also acceptable. The scheme is therefore in accordance with Local Plan Policies GEN2, H10 and GEN7, also Draft Local Plan Policy DES1, HO1 and HO2, and the NPPF.

B No detrimental impact is considered upon the character and appearance of the Conservation Area or the setting of the Listed Building. The proposed development is thought to enhance the immediate locality. No objection has been raised by the Conservation Officer. The proposed development accords with Local Plan Policies ENV1 and ENV2, also Draft Local Plan Policies HE1 and HE2.

C The submitted scheme the proposed car parking spaces and garage sizes complies with the Essex Parking Standards (2009) and the 4 bedroom plus units complies with the adopted Uttlesford Local Parking Standards (2013), also Local Plan Policies GEN1, and GEN8.

RECOMMENDATION – CONDITIONAL APPROVAL

Conditions

1. The development hereby permitted shall be begun before the expiration of 3 years from the date of this decision.

REASON: To comply with the requirements of Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The carriageway(s) of the proposed estate road(s) shall be constructed up to and including at least road base level, prior to the commencement of the erection of any dwelling intended to take access from that road(s). The carriageways and footways shall be constructed up to and including base course surfacing to ensure that each dwelling prior to occupation has a properly consolidated and surfaced carriageway and footway, between the dwelling and the existing highway. Until final surfacing is completed, the footway base course shall be provided in a manner to avoid any upstands to gullies, covers, kerbs or other such obstructions within or bordering the footway. The carriageways, footways and footpaths in front of each dwelling shall be completed with final surfacing within twelve months (or three months in the case of a shared surface road or a mews) from the occupation of such dwelling.

REASON: To ensure roads/footways are constructed to an appropriate standard in the interests of highway safety in accordance with GEN1 of the Uttlesford Local Plan (2005).

3. The proposed development shall not be occupied until such time as the vehicle parking area indicated on the approved plans, including any parking spaces for the mobility impaired, has been hard surfaced, sealed and marked out in parking bays. The vehicle parking area shall be retained in this form at all times. The vehicle parking shall not be used for any purpose other than the parking of vehicles that are related to the use of the development unless otherwise agreed with the Local Planning Authority.

REASON: To ensure that on street parking of vehicles in the adjoining streets does not occur in the interests of highway safety and that appropriate parking is provided, in accordance with GEN1, and GEN8 of the Uttlesford Local Plan (2005), also Uttlesford Local Parking Standards (2013) and Essex Parking Standards (2009).

4. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking or re-enacting that Order with or without modification), the garages hereby approved shall be retained for the parking of domestic vehicles in connection with the use of the property and shall not be converted to another use including conversion to habitable accommodation.

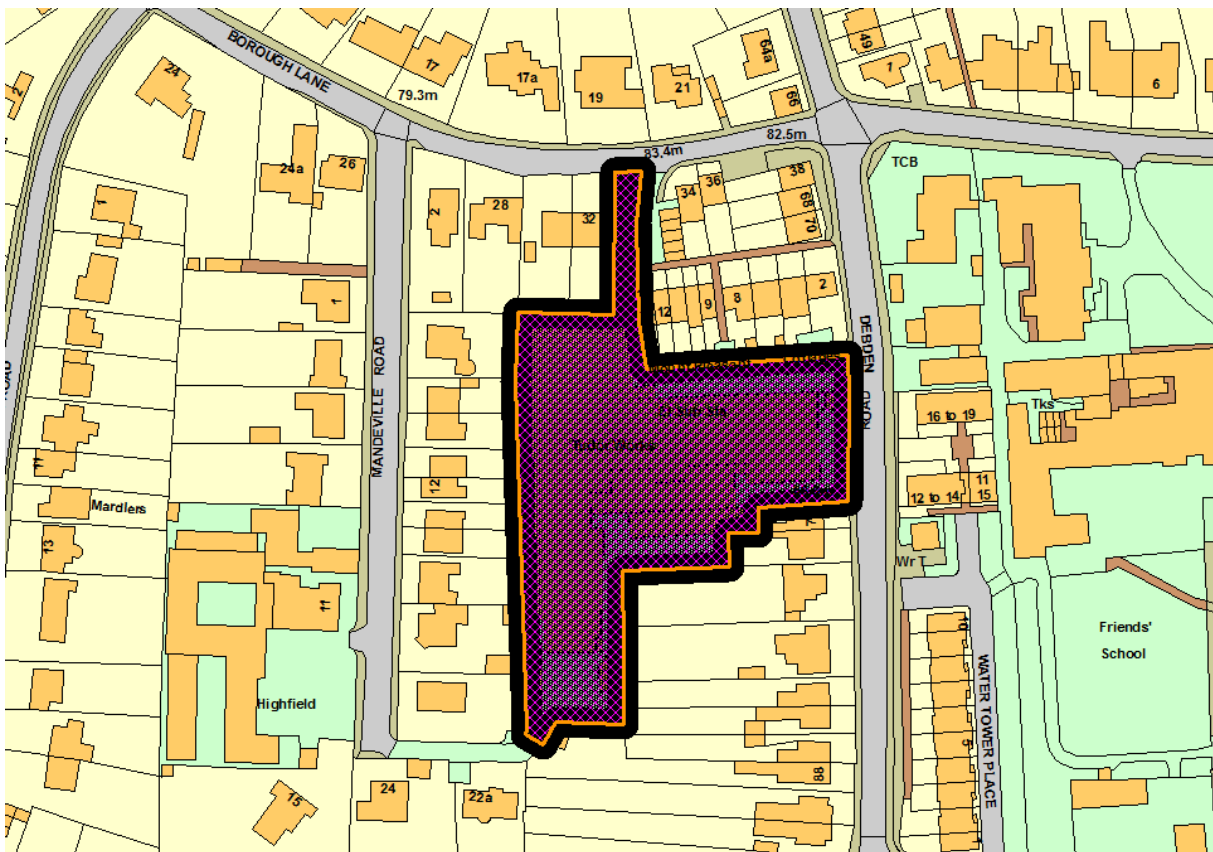
REASON: To ensure that off-road parking is provided and maintained and to avoid the requirement for further buildings for this purpose in accordance with Policy GEN8 of the Uttlesford Local Plan (adopted 2005).

5. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 (or any Order revoking or re-enacting that Order with or without modification), no extensions shall be constructed (other than any expressly authorised by this permission or any other grant of express planning permission) without the prior written permission of the local planning authority.

REASON: The gardens for these plots are the minimum size that would be acceptable and extensions or outbuildings may result in an unacceptable reduction in their size in accordance with Policy GEN2 of the Uttlesford Local Plan (adopted 2005).

Application no: UTT/14/0356/DFO

Address: Tudor Works Debden Road Saffron Walden



Scale 1 : 1250

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