

UTT/14/2234/DFO NEWPORT

(MAJOR)

PROPOSAL: Details following outline approval granted under UTT/12/5198/OP for the erection of 23 dwellings, including 9 affordable units, new vehicular access, parking, garaging, drainage and ancillary works involving demolition of existing dwelling.

LOCATION: Carnation Nurseries, Cambridge Road, Newport.

APPLICANT: Bloor Homes Eastern.

EXPIRY DATE: 22 October 2014.

CASE OFFICER: Clive Theobald.

1. NOTATION

1.1 Outside Development Limits.

2. DESCRIPTION OF SITE

2.1 The site comprises a redundant nursery extending to 0.67ha containing an extensive range of glasshouses and a large former packing shed now used for separate business use, including gym, situated behind a line of dwellings fronting the eastern side of Cambridge Road. The site slopes down from the road to the River Cam, which runs along its eastern boundary, whilst vehicular access into the site and an adjacent nursery is gained from Cambridge Road at its northern end adjacent to Carnation Bungalow.

3. PROPOSAL

3.1 This reserved matters application seeks detailed approval for the erection of 23 dwellings, including 9 affordable housing units to be situated at the rear of the site, new vehicular access from Cambridge Road, parking, garaging, drainage and ancillary works involving the demolition of Cedardale where matters relating to layout, scale, appearance and landscaping fall to be considered and where access was agreed at outline stage under application UTT/12/5198/OP.

3.2 The development would comprise mainly two storey dwellings with a small amount of two and a half storey units spread across the development and would incorporate a mixture of house types and styles and a combination of mainly on-site garaging and hardstanding spaces.

4. APPLICANT'S CASE

4.1 Summary of case:

- The scheme layout and design has been carefully drawn up to respect the site setting, to minimise visual impact and overlooking, to provide integration into the existing urban fabric in terms of built form and external finishes, to respect existing landscape parking

where possible to avoid “dead” spaces and to ensure future owners’ use of the allocated spaces provided.

- The proposed dwellings for both market and affordable housing have been designed in a variety of styles and with a number of different house types all with private gardens. The design quality will be the same across the whole site and the affordable units will not be distinguishable from the market housing units.
- An offer is being made to the Council running concurrent with this application submission for a percentage of the affordable housing units to be given over to the Council as “gifted” units to form part of its housing stock.
- The proposal provides a variety of house types ranging in size from 2 bed to 5 bed dwellings to create a mixed and balanced development. Over 50% of the market units will be 3 bedroomed, which accords with the Council’s policy requirement of providing a “significant” proportion of smaller market units.
- The key principle of the landscape strategy is to create active frontages that respect the character of the surrounding area and to contribute to the legibility of the new scheme to define a sense of place.

The application is accompanied by the following documents:

- Planning Supporting Statement
- Design and Access Statement
- Extended Phase 1 Habitat Survey
- Tree Survey, Arboricultural Impact Assessment, Preliminary Arboricultural Method Statement and Tree Protection Plan

5. RELEVANT SITE HISTORY

- 5.1 Outline planning permission granted in 2013 for the demolition of existing buildings, including a single dwelling (Cedardale) and for the principle of residential development at the site for up to 23 dwellings and estate road at Carnation Nurseries with all matters reserved except access. The officer report for the application addressed the issue of flood risk given the location of the site within a Flood Risk 2/3 area adjacent to the River Cam following consultations with the Environment Agency and also the loss of employment at the site with regard to the converted packing building. The officer report also addressed the issue of site remediation given the nature of the site.

6. POLICIES

6.1 National Policies

- National Planning Policy Framework

6.2 Uttlesford District Local Plan 2005

- ULP Policy GEN2 – Design
- ULP Policy GEN7 – Nature Conservation
- ULP Policy GEN8 - Vehicle Parking Standards
- ULP Policy H9 - Affordable housing
- ULP Policy H10 – Housing Mix

6.3 Uttlesford District DRAFT Local Plan

- Policy DES1 – Design
- Policy HO2 – Housing Mix

- Policy HO7 – Affordable Housing
- Policy TA1 – Vehicle Parking Standards

7. PARISH COUNCIL COMMENTS

7.1 We are naturally disappointed that outline consent (UTT/12/5198/OP) was granted despite our objections and those of others, but whilst accepting that decision, the current application raises issues of district-wide importance and we urge that this application be rejected on the basis of the proposed parking arrangements.

- The provision of a mere 6 places, all at the entrance to the development, is inadequate and impractical. Many of those visitors will be delivery workers and other tradesmen, who cannot be expected to carry their parcels and/or tools and fittings the length of the cul-de-sac. Moreover it is highly unlikely that visitors bringing gifts, carrying babies and other young children, as well as over-night luggage would park so far from their destination. As a medical research worker regularly visiting residents of such developments as these with heavy assessment equipment, I can personally vouch for the impracticability of such a provision.
- Many residents of such developments often do not bother to park in their drives at all, in favour of cluttering up the road, so the provision of tandem parking for at least 12 of the properties (and even triple nose-to-tail parking) is therefore hopelessly impractical. It cannot be expected that residents will placidly shuffle cars out of the way in order to use those further into the parking spaces. They will leave them all in the road.
- The parking provision at the far end of the development (plots 11 and 12) offers no adequate manoeuvring space - indeed no such space at all is provided. There is no turning area, so that many vehicles will only be able to leave by reversing! It is an inescapable fact of life that car users will simply not bother to park tidily as shown in the plan but will leave their vehicles in the road, to the inconvenience of all, including emergency services.
- The proposal must be rejected to allow the developer to design for the real world.

8. CONSULTATIONS

Environment Agency

8.1 We have reviewed the Report on a Site Investigation at Former Carnation Nurseries Site, Ref: C13147, February 2014, Ground Engineering Ltd. We are able to recommend discharge of Parts 1 to 3 of Planning Condition 14 (1. Site Characterisation; 2. Submission of Remediation Scheme; and, 3. Implementation of Approved Remediation Scheme) of UTT/12/5198/OP. We understand that Part 4 of Condition 14 (Unexpected Contamination) and Condition 9 (Surface Water Infiltration) have not yet been submitted.

Network Rail

8.2 No observations.

ECC Ecology

8.3 I note that the above scheme was granted consent in October 2013 with the following condition relating to ecology:

The applicant shall submit a further more detailed ecological survey report of the site with reference to all hard and soft features, including a detailed bat survey of Cedardale, the banks of the River Cam and wider catchment area and shall contain an

extended methodology and mitigation statement to include reference to BRIE and other local records as procedurally required by Natural England Standing Advice and CIEEM.

Further to this, the previous objections have been resolved in relation to the following:

- Local biological records search now completed (included in SES report dated July 2014)
- Phase 1 survey now accurate – survey and plan now extends to red line boundary(SES report)
- Habitats now mapped correctly on Phase 1 plan (SES report)
- Reptiles now scoped out in the SES report
- Description of River Cam included in SES report and pollution control measures outlined in terms of impacts of construction on the river
- Mitigation recommendations are included in both the EA and the bat report. These should be adhered to.

In addition, further bat and water vole surveys were undertaken in July and August respectively. No bat roosts were identified on site. Bat activity was generally low on site with common pipistrelles and soprano pipistrelles being the most commonly heard species. Leisler's bats and brown long-eared bats were also heard. The river corridor appears to be an important foraging area (and most likely commuting route) for bats. The recommended sensitive lighting strategy and enhancements on page 19 should be adhered to. No evidence of water voles was identified 50 metres up or downstream of the site. Nonetheless, pollution prevention control measures should be sought from the Environment Agency. I consider that the above addresses our previous concerns in respect of the consented development at this site. The Preliminary Ecological Appraisal (June 2014) identifies the site to contain mostly bare ground with tree and scrub borders. Potential for nesting birds was identified on site and potential for commuting bats was identified along trees on Whiteditch Lane. The recommendations in relation to both nesting birds and commuting bats in Section 5.2 on page 16 should be adhered to.

ECC Archaeology

- 8.4 A proposal for initial trial trenching has been submitted by the applicant and is appropriate for the first phase of work. However, no work has commenced on the site and a further condition is recommended in line with the National Planning Policy Framework.

UDC Access & Equalities Officer

- 8.5 I have reviewed the drawings submitted as part of this application. I note that there is compliance with the Lifetime Homes requirements as set out in the SPD on Accessible Homes and Play space. However, there are 23 dwellings on this site and there is no nomination of the plot which will need to meet the requirements of the Wheelchair Accessible Housing Standard. Appendix 2 of that document refers and the layout as set out in that Standard. Please ask the applicant to provide the details.

Environmental Health Officer

- 8.6 The revised remediation strategy originally submitted in connection with UTT12/5198/OP is acceptable. No further contamination conditions are required with respect to UTT/14/2234/DFO (but put back on Part 4).

Housing Enabling Officer

8.7 The provision of affordable housing is in accordance with the Councils adopted policy..

9 REPRESENTATIONS

9.1 Notification period expired 28 August 2014. Advertisement expired 28 August 2014. Site notice expired 28 August 2014.

4 representations of objection received (summary):

- Site susceptible to flooding. Recent flooding occurrence (2014)
- Sewerage system already poor
- Proposal represents overdevelopment
- Local road infrastructure inadequate
- Insufficient parking, including visitor parking
- Boundary details need to be changed
- No commitment to wheelchair housing

Comments on representations

9.2 The comments by the Parish Council and other third parties relating to flood risk at the site and to adjacent land are noted. It is the case that the Environment Agency was consulted on the proposal at outline stage when the principle of development was considered, who had initially raised a flood risk objection, but later withdrew this objection following the submission of further technical details showing how the development would not be vulnerable to flood risk and how measures would be undertaken to reduce flood risk to adjoining land. The applicant would be required by condition 9 imposed under outline permission UTT/12/5198/OP to submit a surface water drainage scheme for approval prior to commencement of development based upon sustainable drainage principles (SUDS) where the drainage scheme would need to accommodate a 1 in 100 year critical rainstorm event inclusive of climate change allowances and for these approved details to be subsequently implemented prior to development – Reason: To prevent the increased risk of flooding. It should be noted also that all dwellings for the current reserved matters application have finished floor levels above the minimum AOD level of 54.2 metres as required by the Environment Agency at Condition 8 of the outline approval.

10 APPRAISAL

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

- A Design, housing mix and landscaping (ULP Policies GEN2, H10);
 - B Affordable housing (ULP Policy H9);
 - C Impact on residential amenity (ULP Policy GEN2);
 - D Parking arrangements (ULP Policy GEN8);
 - E Other matters: Ecology.
- A Design and appearance (ULP Policy GEN2)**

Plot	No. of Bedrooms	Garage	Carport	Garden Sizes (Sqm)	Parking Schedule (spaces)
1	3			105 sqm	2
2	3			112 sqm	2
3	3			100 sqm	2
4	3			103 sqm	2
5	4	2		222 sqm	1
6	4		1	106 sqm	2
7	4		1	105 sqm	2
8	3 AH		1	100 sqm	1
9	2 AH		1	25 sqm	1
10	3 AH		1	122 sqm	1
11	3 AH			100 sqm	2
12	2 AH			72 sqm	2
13	2 AH			63 sqm	2
14	2 AH			92 sqm	2
15	2 AH			57 sqm	2
16	2 AH				2
17	3			110 sqm	2
18	3			117 sqm	2
19	3			134 sqm	2
20	4	1		356 sqm	2
21	5	1		100 sqm	3
22	3		2	101 sqm	0
23	4	1		100 sqm	2
Visitor spaces					6

- 10.1 The site layout submitted for this reserved matters application has layout similarities with the outline layout approved under UTT/125198/OP where vehicular access into the site would be in the same access position from Cambridge Road involving the demolition of Cedardale. The layout would involve the erection of 23 dwellings with garaging with a mix of house types where 9 No. affordable housing units representing 40% of the total number of dwellings proposed would be positioned at the end of the internal spine road off of the rear hammerhead. The dwellings would vary in scale between 2 and 2½ storeys of traditional style and appearance and would incorporate a range of external materials. The House Type schedule and parking provision is set out above.
- 10.2 The scheme as submitted reflects pre-application discussions which have taken place between the applicant and Council Officers following approval of the outline scheme for this site and does not vary in terms of the number of dwellings proposed with the exception that the outline application proposed up to 23 No. dwellings whereas the reserved matters application now proposes 23 units as a specified number. It is considered that the housing mix for the site is acceptable as the scheme provides a range of bedroom sizes under ULP Policy H10.
- 10.3 In terms of rear garden amenity sizes, both market and affordable dwellings for the development would either meet or exceed Essex Design Guide standards. All homes would be designed and built to Lifetime Homes standards. The applicant has confirmed following comments made by the Council's Access & Equalities Officer that the nominated wheelchair accessible unit for the scheme will be Plot 15, which is a ground floor 2 bedroomed unit. This is considered acceptable to the Council. Details have

been shown of refuse collection points from the development whereby a refuse collection strategy has been devised. This is considered to be satisfactory.

B Affordable Housing (ULP Policy H9)

10.4 The proposal requires 40% of the 23 No. dwellings on the site to be affordable units, which have been allocated by the developer as a single cluster at the rear end of the site off the hammerhead turning (Plots 8 to 16) comprising 3 No. 2 bedroomed units, 3 No. 3 bedroomed units, 1 No. 2 bedroomed flat unit over carports and 2 No. 2 bedroomed maisonettes where the tenure mix would be as stated in the signed S106 agreement relating to the outline permission, namely 70% affordable rent and 30% shared ownership. It was a requirement of the agreement that the affordable housing units be positioned within two separate groups and not to be contiguous and that each group not to comprise more than four affordable units, however this matter is being addressed in a separate report.

C Impact on residential amenity (ULP Policy GEN2).

10.5 The proposed dwellings have been positioned and designed so that there would not be significant amenity loss to the backs of those residential properties situated along the eastern side of Cambridge Road in terms of either overbearing effect, overshadowing or loss of privacy where separation distances between existing and proposed dwellings are such that the layout would comply with Essex Design Guide standards. The proposal would therefore comply with ULP Policy GEN2 on this basis.

D Parking arrangements (ULP Policy GEN8)

10.6 Parking for each dwelling unit would be either in the form of on-plot garage/hardstanding provision or on parking bays sited immediately adjacent to the dwellings in question and would not involve garage courts at the request of the Council. It will be seen from the table above that all of the dwellings for the proposed development would meet both ECC Highways and UDC parking standards in terms of the number of allocated garage/hardstanding spaces per dwelling where the bay sizes for each dwelling would also be standard compliant.

10.7 The originally submitted site layout drawing showed 6 No. visitor parking spaces at the front of the site, although these would have been provided at the expense of a continuous footway from Cambridge Road into the site. ECC highways raised an initial objection to this layout and requested that these be removed on one side of the access point and for the footway to be provided. The applicant has since modified the layout following this request where one of these front visitor spaces would be lost to provide the footpath and where the remaining five spaces would be realigned parallel with the access road. As such, ECC Highways have now removed their holding objection and the proposal now complies with ULP Policy GEN1.

E Ecology

10.8 A further report of ecology findings and additional desk top information has been submitted by the applicant to show the extent by which the development could impact upon protected species at the site, including water voles, particularly given the site's location immediately adjacent to the River Cam. This was because the ecology information submitted with the outline application was found to be deficient. However, the enhanced ecology information now received demonstrates that the impact of the development upon protected species at the site would be low given the site's low

habitat value where this view has been confirmed by ECC Ecology. As such, the proposal now fully complies with ULP Policy GEN7.

11 CONCLUSION

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

- A The design, appearance and house type mix proposed for the development both for the market and affordable housing would be acceptable as would the proposed landscaping measures submitted.
- B The 40% affordable housing element for the development as shown as a single cluster of 9 No. units situated at the rear end of the site would be acceptable.
- C The development would have an insignificant impact on adjacent residential amenity.
- D Parking arrangements would be satisfactory and would meet adopted car parking standards.
- E The development would not have a harmful impact on nature conservation.

RECOMMENDATION – CONDITIONAL APPROVAL

Conditions/reasons

1. No development or preliminary groundworks can commence until the completion of the trial trenching described in the archaeological statement submitted with the application. A mitigation strategy detailing the excavation/preservation strategy shall be submitted to the local planning authority following the completion of this work. No development shall commence on those areas containing archaeological deposits until the satisfactory completion of fieldwork, as detailed in the mitigation strategy.

REASON: The archaeological work would comprise a phased approach with initial trial trenching to be undertaken as soon as possible followed by open area archaeological excavation of all deposits threatened by the development. All archaeological work should be conducted by a professional recognised archaeological contractor in accordance with a brief issued by this office. The trial trenching should be undertaken prior to any detailed application being approved in accordance with ULP Policy ENV4 of the Uttlesford Local Plan (adopted 2005).

2. The applicant shall submit to the local planning authority a post-excavation assessment (to be submitted within six months of the completion of fieldwork, unless otherwise agreed in advance with the Planning Authority). This will result in the completion of post-excavation analysis, preparation of a full site archive and report ready for deposition at the local museum, and submission of a publication report in accordance with ULP Policy ENV4 of the Uttlesford Local Plan (adopted 2005).

REASON: The archaeological work would comprise a phased approach with initial trial trenching to be undertaken as soon as possible followed by open area archaeological excavation of all deposits threatened by the development. All archaeological work should be conducted by a professional recognised archaeological contractor in accordance with a brief issued by this office. The trial trenching should be undertaken prior to any detailed application being approved in accordance with ULP Policy ENV4 of the Uttlesford Local Plan (adopted 2005).

3. All tree works on the site where this includes protection of existing trees along the site curtilage in accordance with details as shown on drawing 4226-D dated 16/07/14 prepared by Haydens shall be carried out in accordance with the Tree Survey,

Arboricultural Impact Assessment, Preliminary Arboricultural Method Statement and Tree Protection Plan dated 17 July 2014.

REASON: To ensure that all trees of amenity value as identified on the survey drawing are protected during the course of construction of the development hereby permitted and in the interest of visual amenity in accordance with ULP Policies GEN2, GEN7 and ENV8 of the Uttlesford Local Plan (adopted 2005).

4. The recommendations/precautionary measures in relation to both nesting birds and commuting bats contained in Section 6.3 on page 10 of the Extended Phase 1 Habitat Survey prepared by SES dated July 2014 accompanying the application shall be adhered to.

REASON: To ensure that the risk of harm to protected species which may frequent the site is minimised in accordance with ULP Policy GEN7 of the Uttlesford Local Plan (adopted 2005).

5. The approved remediation scheme must be carried out in accordance with its terms prior to the commencement of development other than that required to carry out remediation, unless otherwise agreed in writing by the local planning authority. The local planning authority must be given two weeks written notification of commencement of the remediation scheme works.

Following completion of measures identified in the approved remediation scheme, a verification report (validation report) that demonstrates the effectiveness of the remediation carried out must be produced, and is subject to the approval in writing of the local planning authority.

REASON: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with ULP Policy ENV14 of the adopted Uttlesford Local Plan.

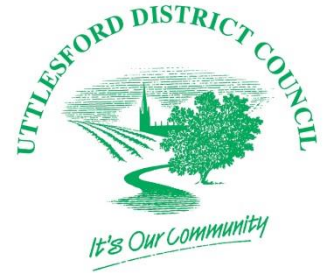
6. In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the local planning authority. An investigation and risk assessment must be undertaken in accordance with the requirements of condition 1, and where remediation is necessary a remediation scheme must be prepared in accordance with the requirements of condition 2, which is subject to the approval in writing of the local planning authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the local planning authority.

REASON: To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with ULP Policy ENV14 of the adopted Uttlesford Local Plan.

Application No. : UTT/14/2234/DFO

Address: Carnation Nurseries
Cambridge Road, Newport
Saffron Walden.



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Organisation: Uttlesford District Council

Department: Planning

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