

UTT/14/3102/FUL - (SAFFRON WALDEN)

(MAJOR)

PROPOSAL: Amendment to scheme approved under UTT/14/0356/DFO (demolition of existing buildings and erection of 24 no. dwellings) - to move plot 15 south and adjoin its single garage to plot 14 making twin garage. To rotate the carport for plots 17 and 19 and locate it on the western boundary and increase in size to accommodate parking from plots 16 & 18. To remove the single garage between plots 17 & 18 and relocate the parking of plots 18 to the relocated carport, and revised locations of plots 1-3 approximately 1.1m southwards towards site access.

LOCATION: Tudor Works Debden Road Saffron Walden

APPLICANT: Croudace Homes Ltd

EXPIRY DATE: 16 January 2015

CASE OFFICER: Maria Shoemith

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 an amendment to the previously granted reserved matters application (UTT/14/0356/DFO) on the site following the granting of Outline Planning Permission. The reserved matters were granted at the 23 July 2014 Planning Committee.
- 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 principle of the application and the general layout has already been previously approved under UTT/1252/12/OP and UTT/14/0356/DFO). This application sees a revised layout from the previously approved reserved matters in relation to Plots 1-3 and 15-19.

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	80 =
2	2	2	46 =
3	3	2	84.5 =
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	63	=
16	3	2	110.75	+
17	3	2	49	-
18	3	2	52.25	-
19	3	2	87.9	=
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
- Does not comply with EDG

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” (UTT/1252/12/OP).
- 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.
- 5.5 Reserved matters relating to layout, appearance, scale and landscaping was approved under reference UTT/14/0356/DFO at the 23 July 2014 Planning Committee.

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 Ecology

8.1 No comments.

Natural England

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

ECC Highways Authority

8.7 No comment.

9. REPRESENTATIONS

9.1 84 neighbouring residential occupiers have been notified of the application. The scheme has been advertised on site and within the Local Press. As a result and 6 letters have been received raising the following points;

- Changing ground levels development would be higher than dwellings on Mandeville Road;
- Wish that the current brick wall which forms the rear boundary of properties on Mandeville Road be retained (apart from gable projections);
- Retaining the wall would act as an acoustic barrier;
- Neighbour has been asked for access to site prior to this application being submitted;
- Applicants are proposing that the wall be reduced to 1.8m;
- The relocation of Plots 16 to 19 southwards would result in overlooking;
- Loss of light;
- Overlooking (Plot 16 in relation to 22 Mandeville RD and Plot 15 to 78 Debden Rd)

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 and the reserved matters application, therefore only the proposed amendments are for consideration.

10.2 The proposed density of the scheme remains at 40 dph which has been previously accepted, of which 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 amended design of the dwellings Plots 1-3 and Plots 15-19 is considered to be appropriate for the area in terms of the style and mixture of design which already exists. The proposed dwellings would remain at a range of 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 Flank windows at first floor would serve non-habitable rooms such as bathrooms or hall way landing areas. The amended scheme's back to back garden distances would comply with the Essex Design Guide of 25m. Therefore there should be minimal risk of overlooking.

- 10.5 Plots 1-3 would be moved further away from the Mount Pleasant Cottages which is seen as a positive amendment. Whereas the garage between Plots 16 -19 has been omitted and the dwellings pushed closer together resolving previous side access issues. No impact upon residential or visual amenity is considered from this amendment or the re-siting of plots 15-19. With regards to the garage for Plot 15 and the carport for Plots 16-19, their reorientation against an existing high wall, their proposed height of 4/4.7m and their relationship with the properties located on Mandeville Road no adverse impact upon residential or visual amenity.
- 10.6 In terms of the provisions of level of amenity space 6 of the 24 units would comply with the Essex Design Guide; 16 units would fall within a 25% of the amenity space requirement. The proposed amendments have now resulted in 2 units falling below standards (Plot 17 & 18). 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. This matter has been generally previously approved by the reserved matters application UTT/14/0356/DFO, with the exception of Plot 17 & 18 amenity levels.
- 10.7 The proposed development is considered to accord with Local Plan Policy GEN2 and DES1 of the Draft Local Plan.
- 10.8 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. Again, this matter has also been approved under the previous reserved matters.
- 10.9 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 proposed amendments will not affect the housing mix. Therefore the scheme still accords with Policies H10 and HO2.

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

- 10.10 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 amended siting of plots 1-3 by approximately 1m southwards would have no material impact upon amenity, particularly as the dwellings would be sited further into the site's Debden Road entrance. The materials have been specified as part of this application and are considered to be acceptable. Details relating to boundary treatments are conditioned under the outline consent of which would still be the subject of further approval. 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 previously raised by the Conservation Officer.
- 10.11 The proposed development accords with Local Plan Policies ENV1 and ENV2, also Draft Local Plan Policies HE1 and HE2.

C Highways

10.12 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). However, the proposed carports and parking spaces for Plots 16-19 does not comply with the Parking Standard garage sizes as they are at minimum standard sizes, nonetheless due to the open nature of the carports, their location and the constraints of the site this is considered to be acceptable as they will be still useable.

D Other Considerations

10.13 A number of the points raised by third parties in Section 9.1. There have been requests that the existing dividing brick wall between the application site and the properties that are located on Mandeville Road be retained at its existing height. A condition has been placed on the original outline application requiring details of boundary treatment to be submitted for approval and would still need to be agreed.

10.14 With regards to impact upon amenity the properties on Mandeville Road are approximately 15m from the shared boundary and Plot 16 would be set off the boundary by at least 2m. The windows on the first floor flank serves a no habitable room (bathroom) of which should planning permission be granted a condition should be imposed requiring the window to be obscurely glazed. The ground floor window secondary window serving the lounge would not been seen as a result from the boundary treatment. Plot 16 is also orientated at an angle to the properties located on Mandeville Road with the bulk predominately which would be located to the rear of 20 Mandeville Road.

10.15 With regards to Plot 15 there is a distance of 8m to the rear boundary of 78 Debden Road which has a 43m deep garden with landscaping. This distance far exceeds the EDG of 25m back to back distances therefore no detrimental impact is considered upon the residential or visual amenities of the neighbouring properties in accordance with Policy GEN2 of the Local Plan.

10. CONCLUSION

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

- A The proposed height, scale, designs, landscaping and amended layout of the development is acceptable. No detrimental impact is considered would result upon the residential or visual amenity of the existing neighbouring occupiers. The density of the development remains 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 by the proposal or the amendments proposed. The proposed development is thought to enhance the immediate locality. No objection has been previously raised by the Conservation Officer, and the proposed amendments do not alter this opinion. 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.

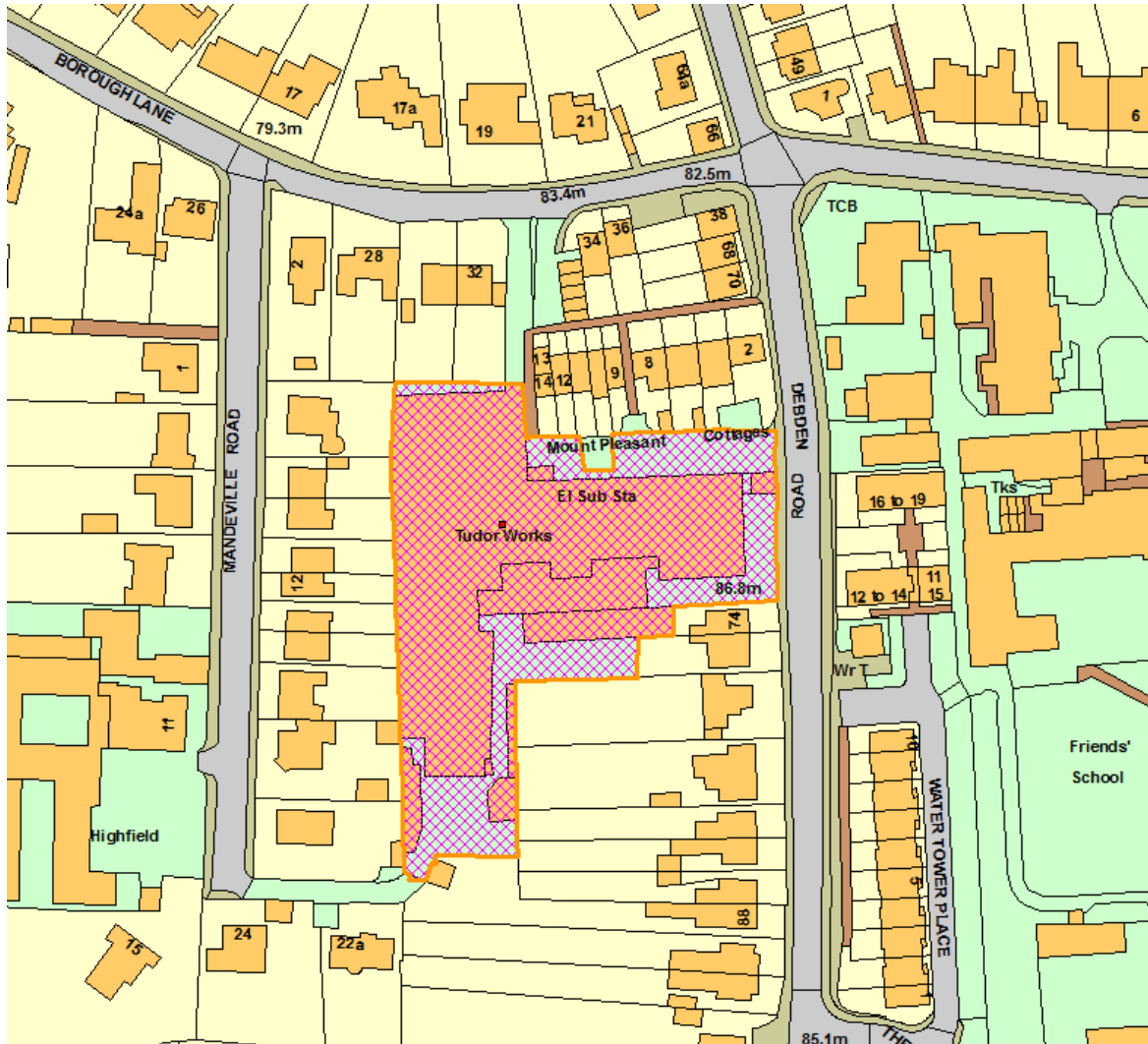
REASON: The gardens for these plots are the minimum size that would be acceptable and extensions or outbuildings may result in an unacceptable reduction in their size in accordance with Policy GEN2 of the Uttlesford Local Plan (adopted 2005).

6. The first floor windows in the west elevation of Plot 16 and east elevation of Plot 19 shall be obscure glazed with glass of obscuration level 4 or 5 of the range of glass manufactured by Pilkington plc at the date of this permission or of an equivalent standard agreed in writing by the local planning authority. Glazing of that obscuration level shall thereafter be retained in that/those window(s).

REASON: To avoid overlooking of the adjacent property in the interests of residential amenity in accordance with Policy GEN2 of the Uttlesford Local Plan (adopted 2005).

Application no.: UTT/14/3102/FUL

Address: Tudor Works Debden Road Saffron Walden



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