Planning Committee: 24 May 2017 **Item Number:** **4**

Application No: W 16 / 1987

Registration Date: 27/10/16
Town/Parish Council: Radford Semele **Expiry Date:** 26/01/17
Case Officer: Dan Charles
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Land On The West Side Of, Southam Road, Radford Semele, Leamington Spa

Submission of all reserved matters under outline planning permission no. W15/1761 for a residential development of 25 no. dwellings, including a revised access design FOR Kendrick Homes Ltd

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This application is being presented to Committee due to the number of objections received.

RECOMMENDATION

That the Reserved Matters be approved subject to the conditions at the end of this report.

DETAILS OF THE DEVELOPMENT

This application seeks the approval of reserved matters relating to appearance, landscaping, layout and scale, following the outline permission for the construction of up to 25 market and affordable dwellings granted under W/15/1761 on 19 May 2016. The site access from Southam Road into the site was approved under the outline permission.

The reserved matters application comprises the erection of 25 units, made up of the following types;

4 x two bed, 5 x three bed, 4 x four bed and 2 x five bed dwellings for private occupation.

2 x one bed, 5 x two bed and 2 x three bed affordable dwellings (tenure to be confirmed).

The layout proposes a central access road with the dwellings accessed from each side. The dwellings to the front of the site address the public highway behind a deep parking area. Plot number 1 is designed to be double fronted to address the access road and the public highway to the east.

The design has been amended following discussions with Officers in relation to the layout of the plots and the housing mix.

THE SITE AND ITS LOCATION

The application site comprises an arable field forming a largely rectangular plot bounded by Southam Road to the East with dwellings opposite, a business park to the north, dwellings to the south and further arable land to the West.

The land is currently agricultural in appearance and bounded by hedgerows to the north, east and south.

To the south, an access drive serving a number of dwellings abuts the boundary of the site with a number of properties served from the access driveway.

The site does not have any environmental designations.

PLANNING HISTORY

W/15/1761 - Residential development of up to 25 no. dwellings. Means of access from Southam Road to be determined, with all other matters (internal access, appearance, landscaping, layout and scale) reserved for subsequent approval - Granted 19.05.2016.

RELEVANT POLICIES

- National Planning Policy Framework

The Current Local Plan

- DP1 - Layout and Design (Warwick District Local Plan 1996 - 2011)
- DP2 - Amenity (Warwick District Local Plan 1996 - 2011)
- DP3 - Natural and Historic Environment and Landscape (Warwick District Local Plan 1996 - 2011)
- DP4 - Archaeology (Warwick District Local Plan 1996 - 2011)
- DP6 - Access (Warwick District Local Plan 1996 - 2011)
- DP7 - Traffic Generation (Warwick District Local Plan 1996 - 2011)
- DP8 - Parking (Warwick District Local Plan 1996 - 2011)
- DP9 - Pollution Control (Warwick District Local Plan 1996 - 2011)
- DP11 - Drainage (Warwick District Local Plan 1996 - 2011)
- DP12 - Energy Efficiency (Warwick District Local Plan 1996 - 2011)
- DP13 - Renewable Energy Developments (Warwick District Local Plan 1996 - 2011)
- DP14 - Crime Prevention (Warwick District Local Plan 1996 - 2011)
- DP15 - Accessibility and Inclusion (Warwick District Local Plan 1996 - 2011)
- RAP1 - Directing New Housing (Warwick District Local Plan 1996 - 2011)
- DAP2 - Protecting the Areas of Restraint (Warwick District Local Plan 1996 - 2011)
- DAP3 - Protecting Nature Conservation and Geology (Warwick District Local Plan 1996 - 2011)
- SC1 - Securing a Greater Choice of Housing (Warwick District Local Plan 1996 - 2011)
- SC11 - Affordable Housing (Warwick District Local Plan 1996 - 2011)
- SC12 - Sustainable Transport Improvements (Warwick District Local Plan 1996 - 2011)

- SC13 - Open Space and Recreation Improvements (Warwick District Local Plan 1996 - 2011)
- SC14 - Community Facilities (Warwick District Local Plan 1996 - 2011)

The Emerging Local Plan

- H1 - Directing New Housing (Warwick District Local Plan 2011-2029 Publication Draft April 2014)
- TR2 - Traffic Generation (Warwick District Local Plan 2011-2029 - Publication Draft April 2014)
- TR4 - Parking (Warwick District Local Plan 2011-2029 - Publication Draft April 2014)
- HE6 - Archaeology (Warwick District Local Plan 2011-2029 - Publication Draft April 2014)
- CC2 - Planning for Renewable Energy and Low Carbon Generation (Warwick District Local Plan 2011-2029 - Publication Draft April 2014)
- BE1 - Layout and Design (Warwick District Local Plan 2011-2029 - Publication Draft April 2014)
- BE3 - Amenity (Warwick District Local Plan 2011-2029 - Publication Draft April 2014)
- H0 - Housing (Warwick District Local Plan 2011-2029 Publication Draft April 2014)

Guidance Documents

- Garden Towns, Villages and Suburbs - A prospectus for Warwick District Council (Consultation document - May 2012)
- Warwickshire Landscape Guidelines SPG
- Open Space (Supplementary Planning Document - June 2009)
- Vehicle Parking Standards (Supplementary Planning Document)
- Residential Design Guide (Supplementary Planning Guidance - April 2008)
- Sustainable Buildings (Supplementary Planning Document - December 2008)
- Affordable Housing (Supplementary Planning Document - January 2008)
- Development Management Policy Guidance: Achieving a Mix of Market Housing on new Development Sites (Agreed by Executive - 19th June 2013)

SUMMARY OF REPRESENTATIONS

WDC Contract Services - No objection to refuse facilities.

Housing Strategy - Prefer mix of size of affordable homes instead of all two bedroom. Scheme now amended to provide mix - No objection.

Canal and River Trust - No objection subject to note.

WCC Landscape Team - Planting should be native to Warwickshire. Many species chosen for ornamental planting are too large and should be substituted for less vigorous/more compact shrubs.

Inland Waterways - No objection.

WCC Archaeology - Archaeological Condition on outline still stands.

WCC Ecology - Seek retention of all boundary features.

WCC Highways – Objection to revised plans submitted. The Applicants have provided further revised plans to address the concerns raised. At the time of writing, no response has been received and this will be provided within the update sheet for Members.

WDC Environmental Health - Require more information regarding the acoustic reports and Construction Management Reports. However, these matters are part of the conditions applied to the Outline permission and do not affect the consideration of the Reserved Matters.

WDC Green Space Team – The mix of housing has changed since the Outline permission. The level of housing proposed would result in a change to the Open Space Contribution.

Public Response

A total of 28 letters of objection received. Comments are as follows:

Will change the rural character of the area.
Radford Semele has had too much housing.
Density of development is too high.
Will result in loss of trees and hedgerows.
Will be harmful to wildlife habitats.
Access is not good enough and will be detrimental to highway safety.
Hours of work should be restricted in the interest of neighbouring amenity.
Houses are located too close to the southern boundary.
Hedges should be retained on the southern boundary.
The landscape mitigation strategy must be adhered too.
Fences are not an appropriate boundary treatment in this area.
Will result in the loss of the buffer between Leamington Spa and Radford Semele.
Conditions have not been discharged.

Assessment

Background

Outline planning permission was granted under reference W/15/1561 for a development of up to 25 dwellings. The access was approved at outline stage and matters relating to appearance, landscaping, layout and scale of the development are to be considered by this application.

Principle

The principle of 25 units was established following the grant of outline planning application W/15/1761 at Planning Committee on 25th April 2016. This outline application also dealt with matters associated with the principle for the development, including loss of agricultural land, affordable housing, the impact on local services and infrastructure and agreed the access point. The outline

application was subject to a Section 106 legal agreement securing necessary contributions.

Therefore the main issues relevant to the consideration of this application are the Policy Aspects and the matters reserved which are as follows:

- Appearance
- Landscaping
- Layout
- Scale

Policy aspects

Housing mix

Policy SC1 of the Warwick District Local Plan 1996-2011 requires residential development to make provision for a range of sizes and types of dwellings, and the Council has also published a supporting Policy Guidance document "Guidance on the Mix of Market Housing on New Development Sites". The housing mix in the policy guidance reflects the findings of the Strategic Housing Market Assessment (SHMA) (March 2012) in terms of the future demand for housing. The document is consistent with the NPPF and was agreed by the Council's Executive on 19th June 2013. However, this document has not been through the formal development plan framework process and does not have the status of a supplementary planning document. It should be noted that as the Council cannot currently demonstrate a 5 year supply of housing, the Policy is considered out of date and as such, can be afford little weight in the decision making process. However, the general principles of housing mix as set out in the accompanying documents is still considered an acceptable methodology for controlling the housing mix of new development.

The proposed housing mix for this development is as follows:

Bedrooms	Total Units	Proposed Percentage	WDC Requirement	Difference
1	2	8%	7%	+1%
2	9	36%	26%	+10%
3	8	32%	43%	-11%
4+	6	24%	24%	+/-0%

The District Council have carried out two Strategic Housing Market Assessments (SHMAs) in recent years, one for the District (2012) and one for Coventry & Warwickshire. Both have identified future needs for market housing which is along the lines of the Housing Mix Guidance. The District has a higher than average proportion of 1 and 2 bedroom properties and 4+ bedroom properties and consistently housing assessments have identified the need for small/medium family homes. Nevertheless, Officers have considered the existing housing stock within Radford Semele, which provides the following approximate mix:

1-bed dwellings	2.5%
2-bedroom dwellings	17.6%

3-bedroom dwellings 53.2%
4 + bedroom dwellings 26.7%.

This shows within the Village a main shortage of 1 and 2 bedroom dwellings and a large proportion of 3 bedroom dwellings. The 4+ bedroom dwellings are slightly below the District average of 28%.

The scheme meets the requirement for 1 bedroom dwellings with a total of 8% compared to the 7% requirement.

The scheme also proposes a higher proportion of 2 bedroom dwellings with 36% compared to the 20% requirement. Whilst this does not accord with the housing mix stipulation, this does go some way to addressing the lower than average numbers of 2 bedroom properties in Radford Semele.

The scheme proposes a lower proportion of 3 bedroom properties with 32% compared to the 43% requirement within the housing mix requirement. This lower figure is also considered acceptable within the village as the existing housing stock has a higher than average level of 3 bedroom properties.

The number of larger 4+ bedroom dwellings on this site is considered an acceptable level and meets with the identified housing mix. This would allow for some larger homes for those currently living in smaller dwellings within the village to scale up to.

It is noted that the village has a relatively elderly population with 26.5% over 60 (compared with a 19.6% average in Warwick District) and the applicant has taken this on-board by providing 2 bungalows within the layout.

Although the proposed market housing mix does not fully accord with the guidance document, local circumstances have been carefully considered in this case and the housing mix is therefore considered appropriate.

Affordable Housing

The scheme for 25 dwellings requires the on-site provision of 40% affordable units. This results in a total of 10 units on site being provided for affordable housing. The split of affordable units is as follows;

Bedrooms	Total Units
1	2
2	5
3	3

The scheme was amended to provide a mixture of sizes of affordable houses and this has been assessed by the Council's Housing Officer as an acceptable mix. In terms of the affordable housing layout the Housing Officer has advised that a mix of tenures will be required on the following basis;

60% Social Rented.
25% Affordable Rented.

15% Intermediate Tenure.

These tenures are controlled within the realms of the Section 106 Agreement previously agreed.

When providing affordable housing, the general consensus is that a certain amount of clustering is considered appropriate and can make it easier for Housing Associations to manage the units. For this reason Housing Associations would not wish to see affordable housing spread throughout sites in ones and twos (pepper potted). Housing Associations also wish to avoid mixed tenures in apartment buildings, terraced blocks and if the development includes parking courts, it is suggested that the parking court serves only one tenure. It is also desirable to avoid shared facilities or access ways across tenures as the relationship for maintenance can become blurred.

The applicant has designed the site layout so that the affordable units are predominantly within a group fronting the Southam Road together with an additional as well as being located within the site access from the estate road of the development. The affordable units are considered to have been spread to a certain level but still with a focus on clustering within the site and no issues are raised in this regard, particularly in light of the scale of the overall scheme.

Appearance, Landscaping, Layout and Scale (the Reserved Matters)

The Council's Garden Towns, Villages and Suburbs prospectus seeks to create a leafy and green character of neighbourhood. In terms of layout the prospectus does not call for regimented blocks but states that the blocks should be well-defined in perimeter. The proposed scheme incorporates a mix of dwellings accessed off a central spine road. Some of the proposed dwellings access directly onto the spine road with others accessed via small private drives. The resultant development intersperses the scale of dwellings throughout the site leading to a pleasant mix within the street scene.

The overall result is a development that retains the site boundaries with existing trees and hedges to the north and south and the majority of the roadside hedge is also retained either side of the proposed access drive (previously approved). This results in a development which gives the scheme a fairly spacious setting. Properties fronting the Southam Road are set back from the highway behind the mature hedgerow which is to be bolstered with additional hedge and tree planting.

The well-spaced detached and semi-detached dwellings located within the site have a predominantly front to front relationship interspersed with Plots 3-5 accessed from a private drive giving an element of variation to the scheme. The addition of terraced properties adds to the mix of property styles through the development.

The central access drive retains a view through the centre of the site to the adjoining open countryside beyond which creates a soft visual edge to the development when viewed by people entering the site from the main road.

All necessary minimum separation distances are met or exceeded, ensuring a good standard of amenity for future occupiers. Although there are no minimum standards the front and rear gardens are considered to provide a good level of amenity space and add to the overall spacious feel of the development.

In design terms there are a mix of detached bungalows and two-storey terraced, semi-detached and detached dwellings. Plots 20 and 21 are formed by a two storey maisonette property consisting of 2 x one bedroom apartments attached to a two bedroom, 2 storey dwelling.

All properties are considered to provide an acceptable design solution with corner properties having a dual aspect with a variety of design features such as projecting gables and chimneys, which are considered to be an important architectural feature.

The properties will be constructed of a mixed palette of bricks and tiles to provide an attractive mix of properties. Several properties will be rendered and several properties will have render to first floor only, colour coated Ivory.

In terms of landscaping, the general planting layout is considered acceptable with appropriate levels of soft landscaping provided within the site together with the retention of the existing boundary treatments. Some concern has been raised regarding the mix of species on the submitted landscaping plans and this can be amended through the use of an appropriate condition to secure some revisions as required by the Landscape Officer.

Other Matters relating to the Reserved Matters

<u>The impact on the living conditions of nearby dwellings</u>

The necessary separation distances to surrounding properties are met and the proposed development is not therefore considered to create any significant impact upon the amenities of the occupiers of neighbouring dwellings.

The closest existing properties to the application site are the row of dwellings to the south, and properties located on the eastern side of Southam Road on the opposite site adjacent to the site boundary. The land levels remain fairly flat across the site and the dwellings located along the southern site boundary are set with their rear garden areas nearest to the boundary ensuring adequate separation distances between the existing and proposed dwellings. The single property that has its side elevation adjacent to the boundary is a single storey bungalow (Plot 3). I am therefore satisfied that the use of a bungalow in this location would not have a detrimental impact on the amenity of the dwellings to the south of the site.

The dwellings fronting the Southam Road will have a sufficient separation distance between the properties on the opposite side of the highway due to the set back from the boundary and the retention of the existing boundary treatments. I am satisfied that this relationship is acceptable.

The impact on the amenity of future occupants of the dwellings

The dwellings proposed on the site predominantly share a front to front relationship where they face the access road. The dwellings that share this relationship have offset frontages for the majority of the plots that ensure that no harmful overlooking will result.

A number of the plots share a side to rear relationship where accessed from smaller spur roads or parking forecourts. These dwellings have been designed to meet the required separation distance of 12 metres and the scheme has been designed to limit openings on the side elevations of the plots that share this relationship with the neighbouring properties.

Each dwelling benefits from a good sized rear garden area and each of the plots also benefits from a front garden area or forecourt area to provide increased amenity for future occupants.

The layout is considered to provide an acceptable level of amenity to the future occupiers of the development.

Car Parking and Highway Safety

The site access was agreed at outline stage. The Highway Authority have raised a number of issues regarding the internal layout of the site such as the internal dimensions of garages, widths of driveways together with a request for details of tracking plans to demonstrate that refuse vehicles can enter and exit the site in a forward gear

The applicants have provided a detailed response to all of the points raised and have updated the plans accordingly to overcome these issues. At the time of writing, no further response has been received from the County Highways Team. However, on the basis of the response received from Highways and the amended details submitted, Officers have assessed the proposal and the only element of the highways response that has not been addressed is the provision of access drives at Plots 16-19 that do not have a 90 degree relationship with the road. The driveways of these plots are approximately 70 degrees to the highway and are orientated to match the frontage of the houses. Officers have considered this element of the Highways response and consider that whilst these 4 driveways are not set at 90 degrees to the estate road, the orientations as detailed on the submitted plan are not at such an obtuse angle to the road that would make access difficult or dangerous. On this basis, Officers are satisfied that the layout is acceptable. There will be a further update on the highway authority's response on the late items.

Drainage and Flood Risk

The exact design and construction of the site's sustainable urban drainage was conditioned at outline stage under W/15/1761. The details have been submitted within the application documents and the proposal will connect foul sewage to the existing mains through a new connection.

Surface water drainage is to be disposed of through the use of land drains and an attenuation tank located under the central highway that is designed to have a flood capacity based upon a 1 in 100 year + 30% flood event and has a limited level of discharge back into the land drainage system to prevent surface water flooding. The design details are still subject to agreement and discharge by the Local Planning Authority.

Renewable Energy

A condition was imposed upon the outline application requiring the applicant to show how 10% of the predicted energy requirement of the development will be produced on or near to the site, from renewable energy resources.

The applicant has confirmed that they intend to use a 'fabric first' approach. This provides the intelligent design and construction of homes so that they are inherently energy efficient and reduce CO2 emissions over the entire lifetime of each property, with little or no maintenance required.

This fabric first approach is acceptable and follows a general shift in national and local policies (within the Council's emerging local plan) away from renewable technologies.

Ecological Impact

Ecological matters were considered in detail as part of the outline application and the County Ecologist has raised no objections to the reserved matters scheme.

In terms of landscaping the County Ecologist requires that native species are chosen for the planting. As a result of this, some alterations will be required to the landscaping plans to update the list of species. This can be secured through a condition.

Protection of the proposed properties from road noise

The Environmental Health Officer has raised concerns regarding the adequate protection of the frontage properties from road noise from the Southam Road. The agent has stated that in all properties, the use of triple glazing is standard especially where properties front onto a main road. Further mitigation details are also proposed in terms of insulation levels to further mitigate from noise sources.

In Officers opinion, a satisfactory level of noise protection is proposed.

Open Space Contribution

At outline stage, the open space contribution was based upon a formula for an average number of occupants due to the lack of detailed plans showing the size of the units. At this stage, a fixed figure was agreed based on this formula and was written into the Section 106 Agreement.

At this stage, with the detailed plans being submitted, the Green Space Team have calculated that the scheme would attract a larger contribution based upon the level of occupation.

Officers have made an assessment of the legal position for seeking an additional contribution at this stage. As the contribution specified within the outline was written into the Section 106 Agreement, this is now fixed and there is no legal mechanism in place to allow for any additional contribution to be secured at this stage.

Summary/Conclusion

The proposed development is considered to provide a high quality residential environment in accordance with the garden suburbs principles, including an appropriate mix of market and affordable housing and acceptable dwellinghouse and layout design solutions.

CONDITIONS

1 The development hereby permitted shall be carried out strictly in accordance with the details shown on the site location plan and approved drawing(s) 349-04-01A, 349-04-02A, 349-05-01A, 349-05-02A,349-06-01A, 349-06-02A, 349-08-01A, 349-08-02A, 349-09-01, 349-10-01A, 349-10-02A, 349-12-01A, 349-12-02A, 349-14-01A, 349-14-02A, 349-14-03A, 349-14-04A, 349-15-01A, 349-15-02A, 349-17-01, 349-17-02, 349-18-01, 349-18-02, 349-19-01 and 349-20-01, and specification contained therein, submitted on 13 March 2017 and approved drawing(s) 349-01-01B, 349-02-301, 349-02-701-P1, 349-702-P1, 349-703-P1, 349-16-01B, 349-16-03B, 349-16-04B and 349-16-05A and specification contained therein, submitted on 11 April 2017. **REASON**: For the avoidance of doubt and to secure a satisfactory form of development in accordance with Policies DP1 and DP2 of the Warwick District Local Plan 1996-2011.