

ITEM: 11

Application Number: 09/01652/REM

Applicant: Cavanna Homes (Cornwall) Ltd

Description of Application: Approval of reserved matters of layout, scale, appearance, access and landscaping for the erection of 77 dwellings, highways, drainage, landscaping and openspace.

Type of Application: Reserved Matters

Site Address: PLYMOUTH AIRPORT APPROACH SITE GLENFIELD ROAD PLYMOUTH

Ward: Moor View

Valid Date of Application: 10/12/2009

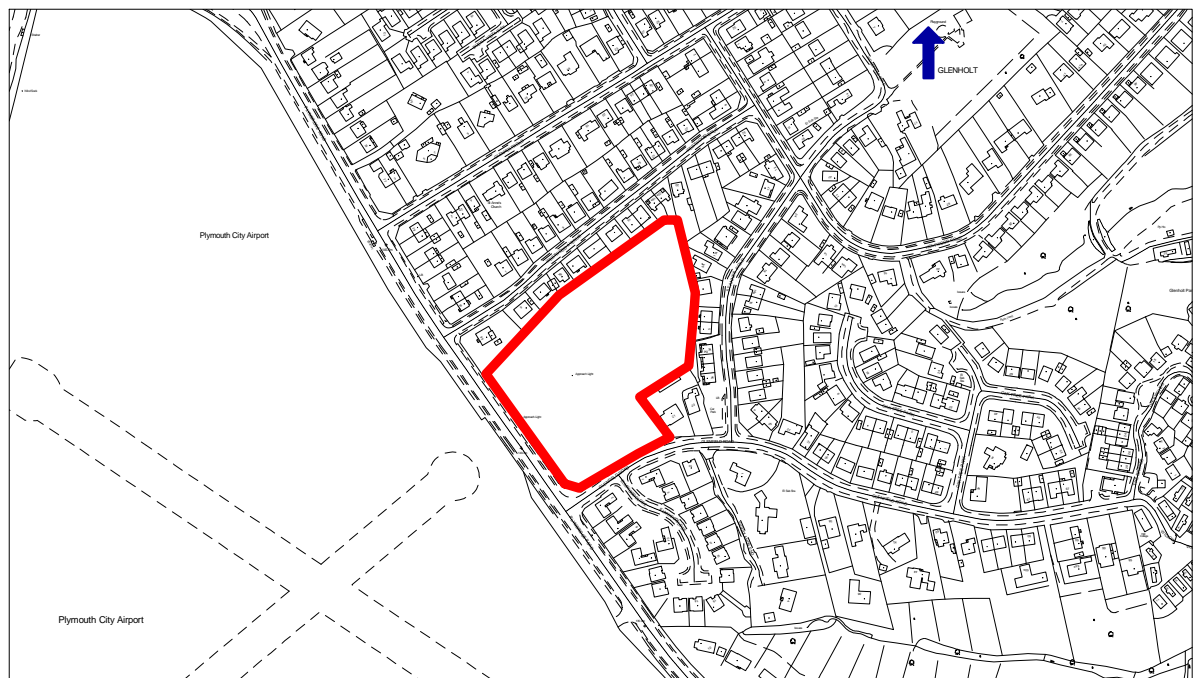
8/13 Week Date: **11/03/2010**

Decision Category: Major Application

Case Officer : Robert McMillan

Recommendation: Grant Conditionally

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OFFICERS REPORT

Site Description

The site is the Plymouth City Airport Runway Approach land, (known as the pony or horse paddock), bounded by Glenfield Road, Plymbridge Road, Westwood Avenue and St Anne's Road. It has an area of 1.78 hectares and frontages with Plymbridge Road of 109 metres and Glenfield Road of 84 metres. The remainder of the site backs onto the rear gardens of the properties in Westwood Avenue and St Anne's Road. It is an open paddock with an 8 metre fall across the site from west to east. There are low open fences on the boundaries with Plymbridge Road and Glenfield Road. There is a mixture of hedgerows including trees, walls and fences on the north western and north eastern boundaries with areas of scrub. On the south eastern part of the site there is a hedge 1.5 – 2 metres around 21 Glenfield Road.

Proposal Description

The application is for approval of the reserved matters of access, layout, scale, appearance and landscaping for this first phase of the main Plymouth City Airport application pursuant to outline permission 08/01968 for mixed use development comprising various airside works, housing development, a care home, business units, a link road and a public transport facility.

The layout follows the outline masterplan with access off Glenfield Road as a cul-de-sac looping around a rectangular landscaped public space with a small courtyard in the north east corner. There would be a combined footway and cycle path link in the north western part of the site to Plymbridge Road. There are various parking arrangements consisting of some within individual plots as at units 38 – 49, in parking courtyards and on-street. There are 77 dwellings comprising: 12 two bedroom flats, 6 two bedroom coach houses, 14 two bedroom houses, 42 three bedroom houses and 3 four bedroom houses. They would be two storey buildings in the main with the two blocks of flats and three of the houses at three storeys and 14 houses having dormers.

Officers are still negotiating on the materials but they will comprise render, timber and/or slate hanging and natural stone on parts of some of the buildings at key locations. The roof material is still under discussion and could comprise natural slate, reconstituted slate or grey concrete tiles. The hedgerows would be re-laid. Close boarded fencing 1.8 metres high would be provided along the boundaries with existing properties with railings fronting Plymbridge Road and rendered walls around the parking courtyards and on street frontages; some of these could include natural stone. The streets would be a combination of tarmac and paviers with the intention to emulate a Home Zone standard. The landscaping would provide tree planting most notably along the Plymbridge Road frontage, the main access street leading to the square and on the public square itself.

Relevant Planning History

08/01968 – OUTLINE - (PART 1) Full application for the decommissioning of runway 06/24 and runway 6/24 approach, including the construction of new aircraft hangars, relocation of the fuel storage facility and engine testing bay,

relocation of the rescue and fire fighting services, construction of access road, airport ramps, taxiway, aircraft stands, hard standing, a noise attenuation bund and landscaping.

(PART 2) Outline application for a mixed use development including residential comprising 375 dwellings, class B1 units, a care home, associated car parking, landscaping, public open space, highways access and a public transport facility – GRANTED subject to a section 106 agreement.

Consultation Responses

Environment Agency (EA)

Advise that the surface water condition on the outline permission is addressed before this application is determined. Insufficient information has been provided on flood risk and surface water drainage. EA is concerned that the percolation tests were incomplete. It needs more information on the soakaway details. It notes that the applicant needs to submit the construction and environment management plan before work starts on the development.

Highway Authority

Most of the highway issues were dealt with at the outline stage. No objections subject to the informative that the pre-existing conditions attached to the outline permission remain in force. There are more detailed comments in the "Transport" part of the "Analysis" section below.

Public Protection Services

No objection but require the relevant noise conditions 15-19 and 60 in the outline permission to be complied with. This also applies to the code of practice condition 6 and ground contamination condition 9.

The predicted noise levels in the reports for the outline application relate to ground level so that the higher floors may experience higher levels than those predicted. The applicant should take this into account in the construction of the dwellings that might require higher standards of mitigation.

Architectural Liaison

No objection but the parking courtyards should be protected by gates.

Representations

The Council received representations from 12 local residents raising the following points:

1. Overdevelopment and too high a density at 43.75 dwellings per hectare (dph), if the open space is excluded it would be 47 dph, a density of 30-35 dph is more appropriate which would equate to 52-61 dwellings;
2. The outline plan showed 63 dwellings, this is an increase of 22%, feel the residents have been duped, had they known there would be 77 homes at the outline stage they would have objected;
3. Out of character with the area;
4. Highway hazard as the access is too close to Elmwood Close which has restricted visibility;

5. Developer should contribute towards traffic lights at the junction of Glenfield Road with Plymbridge Road;
6. Inadequate parking will lead to increased on-street parking;
7. Increased congestion;
8. Some of the buildings are too close to existing properties;
9. Loss of light;
10. Loss of outlook;
11. Loss of privacy;
12. There should be no loss of any boundary hedges, walls or trees;
13. There is no play space;
14. The area and its facilities are under pressure from other developments nearby;
15. What is the developer providing for the local community?
16. The results of the 2008 Glenholt Residents' Survey have not been taken into account;
17. If the developer is to provide affordable housing it should only relate to the 63 dwellings and not the additional 24;
18. No details of the parking arrangements during the construction phase;
19. Plots 51 and 52 are too close to 14 and 16 Westwood Avenue and would have an overpowering effect on the adjoining properties;
20. The double garage at plot 61 is too close to the boundary and too high and will be unsightly, block out light and have a harmful effect on the back of the her property and rear garden;
21. The outline drawing showed fewer houses to the west of 21 Glenfield Road and further away from its side, the distance has been reduced from 25m (*the outline drawing was illustrative and the distance was 21m*) to less than 20m, the drawing also showed trees on a small verge fronting Glenfield Road that are not shown;
22. There was a restrictive covenant that the land should not be used other than public or community use;
23. There may be a restrictive covenant limiting the height of boundary walls, fences and hedges;
24. Loss of views; and
25. Property devaluation.

Councillor Mrs Dann supports the views of Mr Horley. She was involved in the consultation exercise that the residents organised and it appears their views have not been taken into account. There is a high density of development that would cause transport problems even with the park and ride close by.

Analysis

The main issues with this application are: conformity with the outline permission, masterplan and environmental statement including density and scale of development; impact on residential amenity; visual amenity; and transport matters. The application also overlaps with the applicant's obligation to discharge conditions attached to the outline permission – 08/01968. The main relevant policies are: CS01 Sustainable Linked Communities, CS02 Design, CS15 Overall housing provision, CS18 Plymouth's Green Space, CS20 Resource Use, CS22 Pollution, CS28 Local Transport Considerations, CS32 Designing Out Crime and CS34 Planning Application Considerations.

Background

Outline planning permission was granted for a major development at Plymouth City Airport in June 2008. It comprised airside works including a re-positioned engine testing bay and noise bund fronting Plymbridge Road and the release of the de-commissioned runway 06/24 and the runway approach land (the Pony Paddock) for housing, a care home and B1 business units. The reserved matters of the airside works were approved at that outline stage. The aim of the application was to provide a capital receipt to put the airport on a firmer financial footing and to enable the first phases of the airside works to go ahead to improve the airport for strategic transport and economic reasons in accordance with policy CS27.2. This application is for the approval of the reserved matters of access, layout, scale, appearance and landscaping for the first phase of the housing development on the runway approach land. The applicant has been involved in extensive pre-application negotiations with officers to seek to achieve an acceptable scheme.

Compliance with the outline permission and environmental statement

The proposal follows the layout proposed in the outline masterplan that is for illustrative purposes with access from Glenfield Road in a cul-de-sac looping around a rectangular open area with a strong street frontage to Plymbridge Road reflecting the building line. Within the site the buildings front the streets and square with a small courtyard in the north eastern corner. There is a pedestrian and cycleway link to Plymbridge Road and the scheme is designed to protect a pedestrian/cycle link to the St Anne's Road local centre between plots 61 and 62 should one ever be provided in the future. The environmental statement showed the storey heights on the site to be 6-9 metres. The layout broadly complies apart from the two blocks of flats and three houses which are 10.3 metres high. The main difference relates to the number of dwellings and density.

Density

The outline masterplan showed the land to be developed for 63 dwellings. This application is for 77 dwellings. This increases the density from 35.3 dwellings per hectare (dph) to 43.8 dph. The masterplan is for illustrative purposes only and condition 62 states that the density should not exceed 45 dph unless previously agreed by the local planning authority (LPA). This site is just part of the outline application area and the overall number of dwellings granted permission is 375 on which the environmental statement was based. Officers understand that this will not be exceeded when the runway land is developed.

The site is in an area of mainly detached dwellings at a low density of about 18.7 dph. The density would be higher than the existing density. Strategic objective 10.2 states that development should be at the highest density commensurate with achieving an attractive living environment. PPS 3 states in paragraph 50 that:

"The density of existing development should not dictate that of new housing by stifling change or requiring replication of existing style or form. If done

well, imaginative design and layout of new development can lead to a more efficient use of land without compromising the quality of the local environment."

Officers understand that residents' objection to the increase in density compared with the outline illustrative drawing. But it does not conflict with the terms of the outline permission and officers believe that the site could sustain a development with a density of this order without causing undue harm to the character or appearance of the area.

Residential amenity

The north western and north eastern boundaries are surrounded by the sensitive backs of adjoining properties. Many of these dwellings are situated close to the boundary. Officers and the applicant have spent considerable time amending the design to safeguard the residential amenities of existing occupiers. The back to back distances between plots 37-50 and 6-12 Westwood Avenue range from 21.5 - 27 metres to comply with the Council's guidelines. The sensitive part of the site is the northern part of the site where the distances are closer. Plot 51 is 20.5 meters from 14 Westwood Avenue. Plot 52 is 17 metres from 16 Westwood Avenue. The new dwellings are at lower levels with no first floor windows in the rear facades. There will be a rear roof light in each plot but this will not cause overlooking. A 1.8 metre close boarded fence will be provided on the boundary to prevent overlooking between the ground floor rooms. The adjoining properties will face a continuous rear wall of these two plots 22 metres long which is unfortunate but not sufficient reason to justify refusal. Officers sought to improve matters by separating plots 51 and 52 but this has not been possible to date.

The properties in St Anne's Road are very close to the boundary that has made it a challenging exercise to achieve adequate amenity. The boundary hedgebank and trees will be retained with a 1.8 metre high fence provided. The distances are not 21 metres in every case and where they are lower the properties are either facing side walls without windows or are at oblique angles to one another to prevent direct overlooking. The applicant has made plots 58 and 59 two storeys rather than three and removed the double garage at plot 61 to improve the outlook from 5 – 9A St Anne's Road.

The occupier of 21 Glenfield Road is concerned that plots 72-77 have increased from four to six houses, are closer to his boundary and the trees fronting Glenfield Road have gone compared with the illustrative masterplan. The main aspect of the existing house is north west to south east and the adjoining plots face the side of this house and the garden. There is a door from a bedroom onto the side balcony and a distance of 17.5 metres is considered to be acceptable. There is a hedge 1.5 – 1.8 metres on this boundary to provide some privacy that would be improved if it was allowed to grow higher. The occupier asked if the trees could be re-instated and the applicant has done this in plots 73-75. The residential amenities of 21 Glenfield Road would not be harmed to an unacceptable degree.

There are reasonable distances between the proposed plots with adequate gardens to provide a satisfactory living environment for the occupiers of the new homes. Noise issues are dealt with briefly further on in this report. It is considered that an acceptable level of residential amenity will be achieved for existing and proposed occupiers to comply with policies CS15 and CS34.

Visual amenity

The layout is relatively traditional and accords with the principles of good design by providing strong active street frontages to Plymbridge Road the public square and the access road. A key element is the public square that will provide a public amenity focus for the residents as well as affording fine views across to Dartmoor. The development and this square will be designed along Home Zone lines and the surfacing and public realm treatment must be treated as one entity from house to house across the square to create a cohesive space as well as slowing speeds so that the pedestrian take precedence.

The dwellings are mainly two storeys in height with 2/3 and 3 storey at key locations on the Plymbridge Road and Glenfield Road frontages and at corner locations. Officers are working with the applicant to rationalise the fenestration use of bay oriel windows, roof heights and pitches to achieve continuity, interest and rhythm to the street scenes. The materials will be a combination of render, timber and/or slate cladding and natural stone with slate, re-constituted slate or concrete tiles. The boundary walls at prominent locations and on road frontages are shown as render and officers will try to have them clad in natural stone. A strong line of trees will be planted on the Plymbridge Road frontage with additional trees along the main access road and within the public square. Officers are still working with the applicant to improve further the appearance, streetscape and hard and soft landscaping to enhance area and introduce a degree of local distinctiveness. They are confident that this can be achieved so that the development complies with policies CS01, CS02 and CS34.

Transport

There has been active pre-application involvement. The layout embraces the concept of a Home Zone especially around the central square with the creation of shared surfaces. (The latest drawings moved away from this concept but at a recent meeting the applicant implied that the design would revert to the Home Zone approach.) The increase in the parking standard from 1 space per unit to 1.29 spaces per unit is acceptable and does not conflict with the outline permission and environmental statement. On-street parking spaces on the adopted highway cannot be allocated to properties. A gateway feature will be provided at the entrance. Adequate visibility will be safeguarded for the garage at plot 77.

Some residents are concerned about the closeness of the new access to the junction of Elmwood Close with Glenfield Road. The local highway authority advises that the fact that both of the junctions are relatively close to the main road junction of Plymbridge Road with Glenfield Road results in traffic speeds being relatively low in this location. Vehicles either slow down as they

approach give way markings travelling westbound or are travelling at a low speed having just negotiated the junction and turned into Glenfield Road.

The 18 houses served off Elmwood Close would only generate around 9 traffic movements in the morning and afternoon peak traffic hours. Whilst the proposed development of 77 houses would generate considerably more (around 46 trips) the total sum of these movements would equate to just over 1 per minute during the 8-9am and 5-6pm peak traffic hours. Such a number of movements would not give rise to any highway safety concerns. There is unlikely to be conflicting right-turn movements from vehicles exiting the two junctions as those vehicles leaving Elmwood Close are likely to be left turning and travelling towards Plymbridge Road.

Finally on the basis that Glenfield Road is classified as a residential road, the adopted Devon County Council Design Guide refers to a junction spacing of 15m measured from junction centre line to centre line. In this instance the spacing between the 2 junctions is approximately 14m which is considered acceptable. The proposal would not give rise to conditions of undue traffic hazard or congestion on the highways and complies with policies CS28 and CS34.

Discharge of conditions attached to the outline planning permission – 08/01968

Noise

There are a number of noise related conditions on the outline permission that need to be complied with, some before works begins on this development. Plymouth City Airport is on schedule to complete the relocation of the engine testing bay and noise bund fronting Plymbridge Road by December 2010. Officers have sought information on the noise matters from the applicant for several months. This has not been received to date. It is a sensitive matter as the Council needs reassurance that the occupiers of the new homes particularly those facing Plymbridge Road will not suffer from undue noise nuisance. The applicant is entirely within its rights to deal with the discharge of conditions attached to the outline permission separately from this reserved matters application. But it would have been preferable to deal with them concurrently particularly if members approve the application and the applicant wishes to start work quickly.

Drainage and ground contamination

The Environment Agency (EA) has stated that the drainage and ground contamination conditions should be discharged before this application is discharged. The applicant is working with the EA and colleagues in the Public Protection Services on these matters to discharge conditions 7 and 9. The applicant must discharge these conditions together with other “prior commencement” conditions including 37 on the construction management plan before it starts work on the development. The applicant is aware of its obligation to discharge the prior commencement conditions and it would be unreasonable to defer determining this application.

Renewable energy

The applicant will provide the on-site renewable energy production by solar panels to comply with condition 55 of the outline permission.

Lifetime homes

The applicant will provide 18 units in the flats and coach houses to lifetime home standards. Officers are still working with the developer to ensure that an acceptable standard is achieved to comply with policy CS15.4.

Human Rights Act - The development has been assessed against the provisions of the Human Rights Act, and in particular Article 1 of the First Protocol and Article 8 of the Act itself. This Act gives further effect to the rights included in the European Convention on Human Rights. In arriving at this recommendation, due regard has been given to the applicant's reasonable development rights and expectations which have been balanced and weighed against the wider community interests, as expressed through third party interests / the Development Plan and Central Government Guidance.

Equalities & Diversities issues

The homes are suitable for all groups of society and 18 dwellings will be built to Lifetime Homes standards that will help people with disabilities and mobility difficulties. There is an area of public open space that toddlers and small children under supervision could use. It is important that the developers ensure the homes have adequate attenuation so the occupiers do not experience unacceptable noise nuisance. This is addressed in the noise conditions attached to the outline permission.

Section 106 Obligations

None as it the section 106 agreement was dealt with at the outline stage.

Conclusions

Officers understand residents' concerns that the density for this part of the outline area has increased from the outline illustrative masterplan but the scheme is compliant with the planning permission and environmental statement. The amenities of the surrounding residents have been protected. The north eastern corner has been challenging given the proximity of the adjoining dwellings to the site's boundary. Officers have sought amendments to achieve acceptable living conditions for the adjoining occupiers and are still seeking further improvements. The amenities of the occupiers of the new houses will be satisfactory and comply in most cases with the Council's guidelines. It is important that the applicant complies with all the acoustics conditions and that adequate attenuation measures are provided to prevent unacceptable noise nuisance.

The layout and design of the dwellings is acceptable and the public square will provide a focus for the residents and help to achieve an attractive development albeit at a higher density than the surrounding area. The apt choice of materials including the use of local natural stone will add to the appearance of the scheme and provide local distinctiveness. The landscaping and choice of surfacing materials will enhance the quality of the scheme.

Officers are still negotiating on these detailed matters to ensure that a satisfactory quality is achieved. The local highway authority is satisfied that the road layout, access and parking provision is acceptable and will not lead to hazardous conditions on the local roads. For these reasons the development is considered to be acceptable.

Recommendation

In respect of the application dated **10/12/2009** and the submitted drawings, **ACH5692/101A, ACH5692/A-100C, ACH5692/120-1A ACH5692/120-2A, ACH5692/120-3A, ACH5692/120-4A, ACH5692/121-1A, ACH5692/120-2A, ACH5692/120-3A, ACH5692/120-4, ACH5692/122-1A, ACH5692/123-1A, ACH5692/124-1B, ACH5692/124-2B, ACH5692/125-1A, ACH5692/125-2A, ACH5692/126-1A, ACH5692/126-2A, ACH5 ACH5692/120-1A,692/127A, ACH5692/130-1, ACH5692/130-2, ACH5692/131-1, ACH5692/132-1, ACH5692/104A, 070526/06C, ACH5692/202, ACH5692/204, Statement of compliance, Hedgerow Survey & management proposals, Energy statement**, it is recommended to: **Grant Conditionally**

Conditions

FURTHER DETAILS

(1) Notwithstanding the details shown on the submitted drawings the detailed approval of the hard and soft landscaping, materials for the external walls of buildings and boundary walls and surfacing materials are not approved at this stage. Further details on these matters shall be submitted to and approved in writing by the local planning authority before work begins on the development hereby approved.

Reason:

To ensure that a satisfactory quality of development is achieved to comply with policies CS02, CS18 and CS34 of the approved City of Plymouth Core Strategy Development Plan Document 2007 and approved Sustainable Design Supplementary Planning Document 2009.

TREES AND HEDGEROWS

(2) The treatment of the boundary hedgerows and trees shall be in accordance with the submitted Hedgerow Survey and Management Proposals report subject to the following amendments: the retention of tree T17 hawthorn as under storey; the retention of the Hawthorn tree to the north east of tree T15 with the dead part removed and the healthy part retained in the hedgerow; and the replacement of tree T1 with a suitable species of tree to be approved by the local planning authority.

Reason:

To ensure that the existing hedgerows and boundary trees worthy of retention are retained in the interests of visual amenity and nature conservation to comply with policy CS18 of the approved City of Plymouth Core Strategy Development Plan Document 2007.

INFORMATIVE: CONDITIONS REITERATED

(1)The applicant/developer is advised that the conditions attached to and specified upon the Notice of Planning Permission No: 08/01968; are still in force insofar as the same have not been discharged by the Local Planning Authority and must be complied with.

Statement of Reasons for Approval and Relevant Policies

The proposed layout, strategic appearance, scale, access and landscaping strategy are considered to comply with the outline permission and environmental statement and would not cause harm to residential or visual amenity or increase traffic hazards in the area. Detailed approval of hard and soft landscaping and materials is still required to ensure a good standard of design and appearance is achieved. In the absence of any other overriding considerations, and with the imposition of the specified conditions, the proposed development is acceptable and complies with (a) policies of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007 and supporting Development Plan Documents and Supplementary Planning Documents (the status of these documents is set out within the City of Plymouth Local Development Scheme) and the Regional Spatial Strategy, (b) non-superseded site allocations, annex relating to definition of shopping centre boundaries and frontages and annex relating to greenscape schedule of the City of Plymouth Local Plan First Deposit (1995-2011) 2001, and (c) relevant Government Policy Statements and Government Circulars, as follows:

- PPG13 - Transport
- PPG24 - Planning and Noise
- PPS3 - Housing
- PPS1 - Delivering Sustainable Development
- CS28 - Local Transport Consideration
- CS32 - Designing out Crime
- CS34 - Planning Application Consideration
- CS22 - Pollution
- CS18 - Plymouth's Green Space
- CS19 - Wildlife
- CS20 - Resource Use
- CS21 - Flood Risk
- CS01 - Sustainable Linked Communities
- CS02 - Design
- CS15 - Housing Provision
- CS16 - Housing Sites
- SO11 - Delivering a sustainable environment
- SO1 - Delivering Plymouth's Strategic Role
- SO2 - Delivering the City Vision
- SO3 - Delivering Sustainable Linked Communities
- AV9 - Derriford/Seaton
- SO10 - Delivering Adequate Housing Supply Targets
- SO14 - Delivering Sustainable Transport Targets
- SO15 - Delivering Community Well-being Targets
- SPD1 - Development Guidelines