

PLANNING APPLICATION REPORT



ITEM: 10

Application Number: 11/00655/REM

Applicant: Cavanna Homes (Cornwall) Ltd

Description of Application: Erection of 100 dwellings with associated garages, parking, footpaths, roads and open space; Application for reserved matters pursuant to outline planning permission 08/01968

Type of Application: Reserved Matters

Site Address: PLYMOUTH AIRPORT, PLYMBRIDGE LANE PLYMOUTH

Ward: Moor View

Valid Date of Application: 06/05/2011

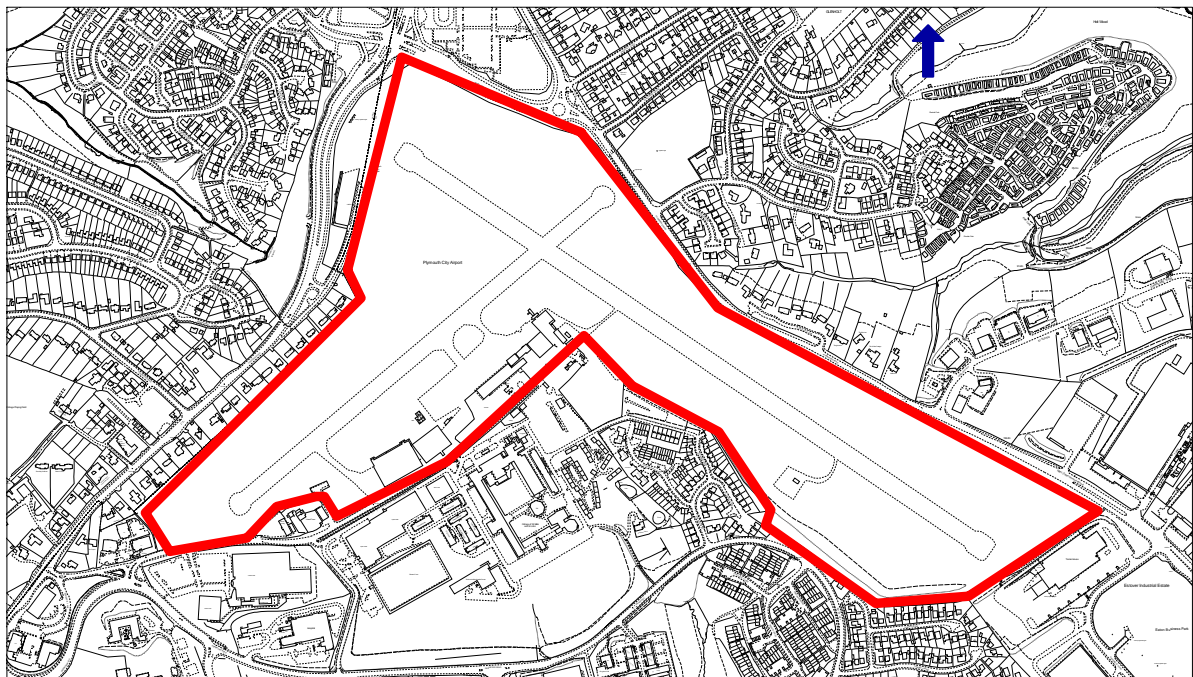
8/13 Week Date: **05/08/2011**

Decision Category: Major Application

Case Officer : Robert McMillan

Recommendation: Grant Conditionally

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Site Description

The site is the south western part of the airport and de-commissioned runway 06/24. It has an area of about 2.01 hectares and a frontage with Plymbridge Lane of 234 metres. The site is surrounded by the large houses fronting Tavistock Road to the north west, the remaining de-commissioned runway land to the north east, the Devonshire Health and Racquet Club to the south and the hospital staff accommodation to the west. To the east of the southern part of the eastern notional boundary is a hard surfaced enclosure and beyond this is Island Farm.

It is a generally flat site comprising the hard surfaced runway and grassland. There is a slight fall from north east to south west. The backs of the properties fronting Tavistock Road consist mainly of hedges of varying heights. The site's boundary is set in from these properties and the intervening strip of land 30 metres wide will be landscaped by Plymouth City Airport as a "linear park" mainly because there are service easements preventing development. There is a hedgebank along the southern boundary with Plymbridge Lane behind which is a chain link and barbed wire fence 3 metres high.

Proposal Description

The site is the first phase of the residential development of the former runway land 06/24 which was de-commissioned in 2009. It is an application for the approval of all the reserved matters of access, layout, scale, appearance and landscaping pursuant to the outline permission for airside works and new link road, residential development, a care home and business units on part of the airport land and land at Glenfield Road now known as Cobham Field reference 08/01968/OUT. It is being developed by Cavanna Homes which are building out the 72 new houses at Cobham Field reference 09/01652/REM. This is the first of three phases of development for 100 dwellings in the south west part of the former runway. A further 200 dwellings will be built in the later phases. There is a mix of house types comprising seven one bedroom flats over garages, six one bedroom flats, 20 two bedroom flats, 34 three bedroom houses and 15 four bedroom houses. The scheme is mainly two storeys in height with three 3 storey blocks of flats and 21 houses at 2.5 and three storeys.

The access is provided by the primary route off Plymbridge Lane at the eastern end of the site, known as The Avenue. This runs north to a central square as the key junction between this phase and the next phase. The route then turns west into the central part of the site. At the western end of Plymbridge Lane there is a secondary access which is one way only. It serves the houses facing the linear park and loops round to link with The Avenue at a secondary square. Parallel to Plymbridge Lane is a combined cycleway and footway. The dwellings front the streets and linear park. In the eastern part of the site is a Mews Court accessed of a shared access street north of the central square with a pedestrian link to the Avenue.

Relevant Planning History

Application site and adjoining land

08/01968 - Hybrid Outline application comprising of two parts:

(PART 1) Approval of Reserved Matters 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 S106 Agreement.

Application site

11/00019 - Erection of 105 dwellings with associated garages, parking, footpaths, roads and open space; application for reserved matters pursuant to outline planning permission 08/01968 – WITHDRAWN.

Cobham Field – former Pony Paddock Glenfield Road

09/01652 – RESERVED MATTERS - Approval of reserved matters of layout, scale, appearance, access and landscaping for the erection of 72 dwellings, highways, drainage, landscaping and open space – APPROVED and under construction.

Consultation Responses

Local Highway Authority

No objections subject to a condition relating to the cycleway/footway and a sound residential travel plan to account for the increase in parking spaces.

Public Protection Services

On land quality, no objection provided condition 9 of the outline permission 08/01968 is discharged.

On noise, there is no objection provided that conditions 15, 17, 18 and 60 of 08/01968 are discharged.

Plymouth City Airport

No objections.

Representations

The Council received two emails of representation raising the following points:

1. What provisions are being made on the road network to accommodate the additional traffic;
2. The road at the back of his mother's property should be replaced with a central road with side roads;
3. Security could be compromised; could a 2m high fence be provided?
4. Will access be retained for lorries to drain the septic tank? and
5. The revised scheme does not take on board these concerns.

Analysis

The main issues with this application are that the details of reserved matters comply with the outline masterplan; effect on visual amenity; impact on residential amenity and suitability of the streets, accesses and parking arrangements. The main Core Strategy policies are CS01 – Development of Sustainable Linked Communities, CS02 – Design, CS15 – Overall Housing Provision, CS18 Plymouth's Green Space, CS28 Local Transport Considerations, CS32 – Designing Out Crime and CS34 – Planning Application Considerations. The guidance in PPS1 Delivering Sustainable Development, PPS3 Housing and PPG13 Transport and the adopted Design and Development Guidelines SPDs applies. Policies DS01 – Improving Urban Form and DS02 – Improving Communications of the draft Derriford and Seaton Area Action Plan Pre-Submission Version are relevant.

Background

Members will recall that the outline permission for airside works, a link road, housing development, a care home and business units was granted in 2009 subject to a section 106 agreement that included a phasing programme for the provision of the airside works and the link road. Recently Plymouth City Airport (PCA) announced its intention to close the airport in December 2011. The Council is exploring all options to see if there is scope for the airport to remain open. In these difficult circumstances the airside works have not progressed as quickly as envisaged whereas the housing has started on the former runway approach land now known as Cobham Field. Officers understand that PCA intend to complete the link road from Tavistock Road to Plymbridge Lane. This is necessary to provide adequate access for all of the housing on the former runway land of 303 dwellings. In the interim the local highway authority has agreed that this first phase of 100 units can be accessed off Plymbridge Lane but future development will require completion of the link road.

Officers have been involved in pre-application negotiations since 2010 with further discussions with the withdrawn application, 11/00019 and the current application. These are still continuing and members will be updated on any changes that relate to detailed design matters.

Compliance with the outline masterplan

The layout broadly follows the outline masterplan with two roads running north – south linked by the Avenue with a one way loop road at the western end and a cycleway/footway alongside Plymbridge Lane. There are differences in detail in that there are three blocks of development instead of four and the introduction of a small mews court. There is adequate permeability with links to Plymbridge Lane and Marjons which has facilities open to the public, to the south west to the Jack Rabbit pub and eventually the proposed Derriford District Centre and the linear park to the north-west. In order to provide enough parking there are four small parking courtyards. The net density is about 48.5 dwellings per hectare (dph) which is slightly over 45 dph, the guideline in condition 62 but if the linear park is included the gross density is about 42 dph. 31 flats are provided, including 7 flats over garages, which is in line with condition 63 requiring a mix of dwellings. There is a range of house and flat sizes to comply with Core Strategy policies CS01 and CS15 and PPS3 Housing.

Design and visual amenity

The main urban design feature of the site is the central avenue joining the main square at the eastern end that will provide the link to phase two and a small square at the western end. Three storey and 2.5 storey buildings will frame and enclose the squares with a three storey building providing an end stop. The street will be lined with an avenue of trees to add structure and height to the space to provide a vertical emphasis to the wide distance between the facades of the buildings and denoting the street's primary function in the road hierarchy.

The main square will be used by traffic but will form the central public realm feature with a raised lawned area with stone seating built into retaining walls that drop to paved area with a monolith. There is likely to be a plaque making reference to the aviation history on the site. The vehicular and pedestrian routes will be finished in paviers with intervening soft landscaping and tree planting around the edges and on the raised lawn.

There will be additional tree planting on the part of the Avenue that runs south to Plymbridge Lane and the north western part of the site by two private accesses that serve eight detached houses that front the linear park. This is outside the application site and is retained by Plymouth City Airport that will landscape this area.

Officers are still negotiating with the applicant on the street elevations. The building types are similar to those at Cobham Field but with the addition of three 3 storey blocks of flats. These are in the main acceptable. There is an issue with the facades fronting Plymbridge Lane caused by the street layout. The frontage only has access to a combined cycle way and footway with vehicular access at the rear. Consequently there are the backs of several garages fronting the street at ground floor that reduces active frontage. Officers understand the applicant's predicament but are seeking changes to try to achieve more active frontage if this is feasible and will update members.

The palette of materials again is similar to Cobham Field comprising primarily white render with timber cladding and natural stone at corner and key buildings in the street scene under fibre cement slate roofs. The boundaries consist of a variety of stone and rendered walls, metal railings and fencing. The use of these materials will help to add local distinctiveness to the scheme. There will be a large amount of render and officers believe that more timber cladding and slate hanging should be introduced to add interest and reduce the monotony of some of the street elevations. The scheme will produce a layout, design and appearance of an acceptable quality adapting the style developed at Cobham Field. It will create an urban form of housing development of an appropriate scale in accordance with Core Strategy policies CS01, CS02 and CS34 and draft Derriford and Seaton AAP policies DS01 and DS02.

Residential amenity

The houses fronting Tavistock are set well away from the nearest properties on the application site namely plots 71 – 87 with distances ranging from 32 – 42 metres between the facades of the buildings. The Derriford Hospital staff housing block closest to the site is not affected as it has a blank eastern elevation. This is a satisfactory relationship with no loss of privacy or over-dominance.

The relationships within the site between the proposed dwellings are broadly in accordance with the development guidelines. Some of the gardens are small but the density and number of dwellings is based on the outline permission that was granted in 2009 before the development guidelines were adopted in 2010. There is an exception with the proposed plot 101. This was added to the Mews to improve the urban design and surveillance of the space. However it gives rise to overlooking between it and plots 65 and 66 only 11 metres away at the front and the flats in the block 51 – 59 with a gap of 17 metres. There would be unacceptable loss of privacy between habitable rooms and kitchens contrary to policy CS34 and part 2 of the Development Guidelines SPD. Officers will seek to have it removed to avoid a refusal.

Transport and highways

The local highway authority supports the broad principles of the highway layout, accesses and vision splays. It has raised several points of detail which the applicant is addressing in amended drawings. Footways have been provided on the road that runs north of the main square and would later link into phase two. Traffic calming has been improved in the main avenue with two raised bands of paving to slow vehicles. The combined cycleway and footway on the north side of Plymbridge Lane will extend further to the east in the following phases. Details will be required to show how it ends temporarily and how pedestrians can cross safely to the footway on the south side of Plymbridge Lane which will be covered by condition.

There is an increase in parking provision above the levels considered at the outline stage. This would be acceptable provided the applicant prepares a robust travel plan for this phase of the development that includes measures that will increase the use of the sustainable means of travel including walking, cycling and public transport. The applicant has to do this as part of the section 106 agreement related to the outline permission prior to the occupation of any of the dwellings.

Subject to the detailed matters being agreed the layout and accesses are acceptable in transport terms in accordance with Core Strategy policies CS28 and CS34.

Other matters

The existing hedgerow between the carriageway and proposed cycleway/footway will be reinforced and replanted in accordance with the previously agreed nature conservation mitigation works in accordance with conditions 53 and 54 of the outline permission and the environmental statement.

The application provides 20 Lifetime Homes in accordance with Core Strategy policy CS15. It will offset 16.9% of carbon emissions by on-site renewable energy production by the use of solar thermal panels to comply with Core Strategy policy CS20.

Residents' concerns

The measures to cope with the additional traffic were dealt with at the outline planning stage. The main access route is from Plymbridge Lane and the central avenue. The road on the western and north western edge of the site is one-way and is similar to the layout shown on the outline masterplan. Eight of the 17 houses fronting the linear park are accessed off two private cul-de-sacs. There will be some traffic at the rear of 292 - 310 Tavistock Road but not sufficient to cause undue harm to justify refusal particularly given the previous use as part of the airport. Plymouth City Airport is responsible for landscaping and providing the boundary treatment along the boundary of the linear park which is not part of the application site. Access arrangements along the linear park are a private civil matter.

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.

Section 106 Obligations

This is not applicable for this application as the section 106 agreement was completed with the outline permission.

Equalities & Diversities issues

The dwellings will be available for all equality groups and ages with 20 provided to Lifetime Homes standards suitable for people with disabilities, mobility difficulties and the elderly. There is no affordable housing to help younger people and those on lower incomes. This was a unique dispensation at the outline stage owing to the precarious financial position of the airport. This Committee decided that the objective to support the airport for wider strategic and economic reasons to comply with Core Strategy policy CS27 justified the lack of affordable housing.

Conclusions

The proposal is the first phase of the housing development on the former runway land for 100 dwellings. The layout broadly follows the outline masterplan and provides a mix of house types and sizes including 20 Lifetime Homes and on-site renewable energy production to comply with the outline permission and Core Strategy policies CS01, CS15 and CS20. The applicant has used a traditional style of housing similar to that used at its other site at Cobham Field. The street elevations are acceptable in most instances and officers are seeking to provide more active frontage to the development fronting Plymbridge Lane. The scheme protects the residential amenity of existing and proposed properties subject to the deletion of plot 101. The access and highway arrangements are acceptable subject to a condition protecting safe pedestrian access across Plymbridge Lane and a subsequent sound residential travel plan to compensate for the increase in parking spaces. Officers are still negotiating with the applicant to ensure all the details are acceptable. They are confident that this will be achieved and recommend positively.

Recommendation

In respect of the application dated **06/05/2011** and the submitted drawings statement of compliance, lifetime homes statement and energy statement, it is recommended to: **Minded to Grant/Defer/Del auth**

Conditions

APPROVED PLANS

(1) The development hereby permitted shall be carried out in accordance with the following approved plans: ACH5597/100, ACH5597/101A, ACH5597/103, ACH5597/110-1, ACH5597/110-2, ACH5597/200, ACH5597/202, ACH5597/206, ACH5597/206-1, ACH5597/211, ACH5597/300, ACH5597/301, ACH5597/118-1, ACH5597/118-2, ACH5597/118-4, ACH5597/119-1, ACH5597/119-2, ACH5597/119-3, ACH5597/121-1, ACH5597/121-2, ACH5597/121-3, ACH5597/121-4, ACH5597/123, ACH5597/124-1, ACH5597/125-1, ACH5597/125-2, ACH5597/125-3, ACH5597/126, ACH5597/127, ACH5597/128, ACH5597/129 -1, ACH5597/129-2, ACH5597/130-1, ACH5597/130-2, ACH5597/131, ACH5597/132-1, ACH5597/132-2, ACH5597/133-1, ACH5597/134-1, ACH5597/134-2, ACH5597/140-1, ACH5597/140-2.

Reason:

For the avoidance of doubt and in the interests of good planning, in accordance with policies CS02 and CS34 of the Plymouth Local Development Framework Core Strategy (2006-2021) 2007.

DETAILS AT EASTERN END OF THE CYCLEWAY/FOOTWAY

(2) Details of the temporary stop to the combined cycleway and footway at its eastern end and pedestrian crossing to the footway on the south side of Plymbridge Lane shall be submitted to and approved by the local planning authority before work begins on the development hereby approved.

Reason:

To ensure there are safe and convenient facilities for pedestrians and cyclists to comply with policy CS28 of the adopted 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 layout broadly follows the outline masterplan and provides a mix of house types and sizes including 20 Lifetime Homes and on-site renewable energy production to comply with the outline permission and Core Strategy policies CS01, CS15 and CS20. The applicant has used a traditional style of housing similar to that used at its other site at Cobham Field. The street elevations are acceptable in most instances and officers are seeking to provide more active frontage to the development fronting Plymbridge Lane. The scheme protects the residential amenity of existing and proposed properties subject to the deletion of plot 101. The access and highway arrangements are acceptable subject to a condition protecting safe pedestrian access across Plymbridge Lane and a subsequent sound residential travel plan to compensate the increase in parking spaces.

Having regard to the development plan and other material planning considerations the proposal for the above reasons is not considered to be demonstrably harmful. 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 (until this is statutorily removed from the legislation) and (b) relevant Government Policy Statements and Government Circulars, as follows:

- PPG13 - Transport
- PPS3 - Housing
- PPS1 - Delivering Sustainable Development
- CS28 - Local Transport Consideration
- CS32 - Designing out Crime
- CS34 - Planning Application Consideration
- CS18 - Plymouth's Green Space
- CS20 - Resource Use
- CS01 - Sustainable Linked Communities
- CS02 - Design
- CS15 - Housing Provision
- SO11 - Delivering a sustainable environment
- SO3 - Delivering Sustainable Linked Communities
- SO4 - Delivering the Quality City Targets
- SO10 - Delivering Adequate Housing Supply Targets
- SO14 - Delivering Sustainable Transport Targets
- SO15 - Delivering Community Well-being Targets
- SPD1 - Development Guidelines
- SPD3 - Design Supplementary Planning Document