REPORT OF THE PLANNING SERVICES MANAGER - 13/244

SUBJECT: CONSTRUCTION OF NEW ROADS TO SERVE PROPOSED DEVELOPMENT COMPRISING A PROPOSED BOULEVARD AND AN ACCESS ROAD BETWEEN THE BOULEVARD AND OVERDALE AT LAND NORTH OF EASTFIELD FOR K2 REGENERATION LLP

1.0 THE PROPOSAL

1.1 This is a reserved matters application relating to the scheme permitted in outline under reference 11/01914/OL, for up to 1350 dwellings and associated development on land north of Eastfield. The application relates to the main ‘estate’ road which is proposed to serve the majority of the phases of housing development on the land to the east of Deep Dale valley, allocated as Ha2 (Middle Deepdale Farm) in the Local Plan, together with a connecting road to Overdale, which will have restrictions on access. This road will only provide a through route for buses, whilst providing access to other vehicles, but not allowing drivers to travel through into the new development from Overdale.

1.2 This is the first reserved matters application to be reported to committee following the grant of outline planning permission. A number of other reserved matters applications are current and relate to initial phases of housing for Keepmoat Homes and Kebbell Homes. These will be reported to committee in August, along with the Design Code.

1.3 Due to tight timescales in terms of funding secured from the Homes and Communities Agency to facilitate early development, including affordable housing, the applicant needs to secure an early planning permission for the boulevard and associated connecting road to Overdale, to provide access to the initial phases of housing development and the Extra Care scheme. The Extra Care scheme is already under construction following the grant of detailed planning permission under reference 12/02023/FL.
1.4 The ‘boulevard’ provides a link between the two roundabouts on the link road within Ha2, and would run roughly east to west. The link road has already been granted detailed planning permission as part of the outline permission for the larger 1350 home scheme (ref. 11/01914/OL).

1.5 The boulevard and connecting road to Overdale are of different characters. The boulevard is the main ‘estate’ road within Ha2. Initially the design proposed a 6.0m wide carriageway with 2.5m wide grass verges to either side with tree planting, together with a number of lay-bys for residential parking, and 2m wide pedestrian footways on either side. However, through discussions with your officers and NYCC Highways officers, the applicant has amended the scheme to propose a wider verge (5m) to the northern side of the boulevard, with a 2m side verge on the southern side.

1.6 The connecting road to Overdale is proposed primarily to facilitate a through route for buses, enabling a bus to connect through from Eastfield, via Overdale into the new development. The road would be orientated roughly north to south. A bus stop is proposed adjacent the proposed primary school site and the Extra Care scheme with its associated shops, café and restaurant. The bus would pass through a ‘public square’ and all other traffic would be restricted from using this area. It is proposed that signage will be used to make clear the restrictions, with CCTV monitoring.

1.7 Entering from the north, from the boulevard, the road would provide access to the main car park serving the Extra Care scheme (28 spaces), which was granted permission as part of that development. It would also provide access to the proposed school site’s staff parking area.

1.8 At its southern end, the road would be sited centrally between Nos. 175 and 197 Overdale, utilising the current gap in the street frontage. The carriageway would be 6.0m in width with 2m wide footways on each side, with grass verges beyond and appropriate boundary treatments to the neighbouring dwellings. Whilst cars and other vehicles wouldn’t be able to pass through into the new development, they would be able to access a 16 space car park for the Extra Care and a 14 space car park for use by parents dropping children off at the proposed school site, and people visiting the shops etc in the Extra Care development. Tree planting is proposed to be incorporated into the road’s design.

1.9 Ideally the application would be reported to Members along with the Design Code, but funding timescales dictate that the scheme is brought to committee in advance of this.

2.0 PRE-APPLICATION COMMUNITY ENGAGEMENT

2.1 None.
3.0 CONSULTATIONS AND COMMENTS

3.1 The following is a summary of the key and relevant comments received from consultees and interested parties. Their full comments and any accompanying documentation are available to view on the Council's website.

3.2 Eastfield Parish Council – Have made the following comments:

   a. Concerns that there be no through traffic from Overdale to the Boulevard.
   b. The amount of traffic using the link from Overdale be kept to the amount stated previously at presentations to the Parish Council by the developers (1 or 2 per day).
   c. All vehicles should have their wheel washed before going into the roads; any mud split on the road should be removed.
   d. The ‘square’ to be protected by moveable bollards to prevent through traffic.
   e. Residents be kept informed of work.
   f. Concerns expressed over flooding, especially effect new road to Overdale will have on newly installed bunds and swales.
   g. Concerns that bridleway will be affected – what plans are there for re-routing (if any).

3.3 Highway Authority (NYCC) – Comments awaited. (Officer note: A number of meetings have been held with the Highway Authority and their formal comments will be reported at the meeting).

3.4 Drainage Engineers (SBC) – Comfortable with proposal in principle but wish to see a drawing that shows the details of the road layout/levels together with details of drainage measures in the vicinity of the EFAS scheme, given that the road impacts on the existing bund. Therefore the scheme needs to demonstrate mitigation measures to guard against flooding.

3.5 Environment Agency – We have no objection to the proposed roads and have no further comments to make on this reserved matters application.

3.6 Archaeologist (NYCC) - The site location for this planning application will require a combination of archaeological techniques of archaeological excavation, strip, map and record and archaeological watching brief. The chosen archaeological contractor should identify those areas of the development that will require a more detailed mitigation strategy than a watching brief.

   An overarching Written Scheme of Investigation has been produced for the site detailing the methodology to be followed. The WSI has been previously approved by this office. Therefore, I advise that the proposed development is undertaken in accordance with this document.

3.7 Public Rights of Way (NYCC) – If permission is granted for this application, an informative will be required, as follows:
Adjacent Public Rights of Way - No works are to be undertaken which will create an obstruction, either permanent or temporary, to the Public Right of Way adjacent to the proposed development.

We are in the process of speaking to the developers regarding Public Rights of Way on this site.

3.8 **Yorkshire Water** – Please note that no surface water or highway drainage may discharge to the public sewer. You are aware that the area is sensitive with regard to the underlying Corallian aquifer being the principal source for public water supply in the Scarborough area. However, provided Condition 14, 17, 18, 19 and 29 attached to the outline permission (11/01914/OL) are properly discharged, groundwater will be adequately protected.

3.9 **Northern Power** – No objections.

3.10 **Publicity** – The consultation period expired on 13 June 2013 and representations have been received from the following:

David Laker, 173 Overdale, Eastfield - Objects for the following reasons:

1. Level with the rear of Overdale properties where the new road is planned to run is a bund and swale, which was built as a flood defence at a cost of some £77,000. The road would have to pass through this feature rendering it useless and a waste of money.
2. It will also put our houses at risk of flooding since an old stream runs under it.
3. The proposal will put excess traffic on an already very busy 20 mph road and will over burden it.

John Hudson, 2 Overdale Gardens, Eastfield – Objects for the following reasons:

1. Where are the jobs for the people who are going to live on this development?
2. I’d like a Council Tax rebate for all the noise and dust that is being generated by the machinery on site.

Mrs Denise Ward – 175 Overdale, Eastfield – Comments as follows:

1. We are grateful for the fencing that has been erected along the side of our property where the road through from Overdale is proposed. We are disappointed that it hasn’t been erected across the top of our property where the bridleway is positioned, and also further along the side of our property. The fence finishes where the current hoarding is sited and when that is removed to make way fro the road it will look like a job half done. Once the road is in use our privacy will be greatly interrupted, hence the request or the fence. We have written to the developer about additional fencing along side our property.
Carole Gerada, 21 Overdale, Eastfield - Comments as follows:

1. Please provide information on various conditions for 11/01914/OL and 12/02023/FL (Extra Care).

4.0 RELEVANT SITE HISTORY

4.1 2013 – Outline planning permission granted for up to 1,350 dwellings together with ancillary facilities including primary school, extra care and retail development, including detailed design for a link road and bridge to provide a connection between the A64 and the A165 under reference 11/01914/OL.

5.0 PLANNING POLICY

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of The Town and Country Planning Act 1990 requires that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise. Attention is drawn to the following Development Plan policy/ies which is/are considered to be particularly relevant to the consideration of this application:

- Scarborough Borough Local Plan (saved policies)
  - E12 Design of New Development
  - H2 Housing Allocations

- National Planning Policy Framework
  - NPPF1 Delivering Sustainable Development
  - NPPF4 Promoting sustainable transport
  - NPPF7 Requiring good design

6.0 ASSESSMENT

6.1 The alignment of the roads, contained within this application, closely follow the alignment shown in the indicative master plan for the overall scheme and the various Parameter Plans approved as part of the outline scheme.

- Boulevard

6.2 The boulevard is designed to be the main ‘estate’ road, being the primary road within the housing development of Ha2. This aligns with Parameter Plan 216A Movement, which sets out the road hierarchy for the development (which demonstrates how roads become less substantial in nature as one passes from the link road through to small culs-de-sac/courts within the scheme).

6.3 The design approach has been amended since submission to provide for a wider grass verge to the northern side of the boulevard. This increased width
should allow for tree planting in line with the County Council’s advice on planting, which sets out minimum distances between tree stems and footway/carriageway edges. This amended proposal has been put forward in order to provide a more straightforward solution, allowing for tree planting to be agreed at this stage, whilst work is on-going to development the Design Code and an associated ‘street trees within highways guide’. It should be noted that this approach may be further amended subject to further discussions with NYCC Highways, but the desired outcome is to have an appropriate level of tree planting along this road.

6.4 Clearly, NYCC have concerns about street trees due to the maintenance issues that can arise in the longer term, but Highways Officers are using the scheme as a live project in order to seek to work up a document that might be used county-wide to provide guidance on the various approaches to trees within streets.

Connecting Road to Overdale

6.5 This road serves to provide the main access to the Extra Care and to provide access to staff parking and servicing of the proposed relocated Overdale Primary School site from the boulevard. From Overdale itself, limited access will be possible for car drivers, including parents from existing Eastfield properties wishing to drop their children off and collect them from the proposed school, people wishing to visit the Extra Care facilities and some parking for the Extra Care staff/residents. The idea behind the limited access is to enable people from Eastfield to be able to drive to the scheme, without having to go around to the new link road access off the A165 spur. As it is anticipated that the majority of the residents of the Extra Care scheme will currently be resident in Eastfield, facilitating this type of access was considered to be important and would help to facilitate community cohesion. The Extra Care will be services from Overdale, but it is anticipated that only one or two HGV/delivery van movement will occur each day, bringing supplies for the kitchens etc.

6.6 Given the limitation on through access it is envisaged that vehicle movements along Overdale should be kept to a reasonable level. At particular times (school opening and closing for instance) vehicle movements could be higher, although NYCC Education will wish to discourage parents from driving children to school. In terms of the new development, NYCC is seeking the incorporation of safe routes to school to encourage parents and children to walk to and from school. The number of vehicle movements will clearly be higher than very limited figures the Parish Council would prefer to see in their consultation response.

6.7 Details of the approach to managing through access need to be worked up. However, your Officers would prefer to avoid the use of barriers etc in the interests of visual amenity and community cohesion, and the idea of managing the situation via signage and CCTV has been discussed with the applicant and the Highway Authority. The details of such scheme, together
with a period of review, including the implementation of potential alternatives should problems arise could be controlled by condition.

Drainage Issues

6.8 Concerns have been raised about the impact of the road connecting to Overdale on the EFAS scheme, by a resident and the Parish Council. The concerns are appreciated and it remains important throughout the early stages of the development, before alternative measures to deal with surface water via on-site storage and attenuation, that the function of the EFAS scheme is maintained. The Council’s Drainage Engineers have asked for a composite drawing to be prepared, which demonstrates how the road’s impact on the EFAS bund, where it connects through to Overdale, will be managed and the alternative measures that will be put in place to protect against flooding of existing property. It is anticipated that these further details will be received in advance of the meeting and Members will be updated on the matter at the meeting.

7.0 PLANNING OBLIGATIONS

7.1 There are no planning obligations in respect of this Reserved Matters proposal, although a variety of obligations relate to the outline planning permission and are relevant to other aspects of the scheme.

8.0 CONCLUSION

8.1 The proposed development as submitted is in principle acceptable, but there are certain aspects where additional details need to be agreed and implemented and/or specific safeguards need to be put into place. Additional drawn information has been requested to ensure clarity over the measures to be put in place to mitigate the risk of flooding.

9.0 RECOMMENDATION

9.1 That PERMISSION BE GRANTED, subject to the consideration of outstanding consultations and the receipt of further information in respect of surface water drainage, and the following condition(s):

1 The development hereby granted shall be carried out in strict accordance with the submitted plans unless any amendment is first approved by the Local Planning Authority.

   Reason: For the avoidance of doubt.

2 Unless otherwise agreed, before any development is commenced, the approval of the Local Planning Authority is required to a scheme of landscaping and tree planting for the site indicating, inter alia, the number, species, heights on planting and positions of all the trees, together with details of post-planting maintenance. The scheme shall
include a programme for its implementation showing how the landscaping and tree planting will be implemented in relation to the built development to which it relates. The approved scheme shall then be implemented in accordance with that programme.

All trees, shrubs and bushes shall be maintained by the owner or owners of the land on which they are situated for the period of five years beginning with the date of completion of the scheme and during that period all losses shall be made good as and when necessary, unless the Local Planning Authority gives written consent to any variation.

Reason: In the interests of the appearance of the area and to comply with Policy E12 of the adopted Scarborough Borough Local Plan.

3 Unless otherwise agreed in writing by the Local Planning Authority, before the connecting road to Overdale is linked to the boulevard hereby permitted, details of measures to restrict through traffic, other than buses/coaches, shall be submitted to and approved in writing by the Local Planning Authority, together with any measures necessary in the interim before buses/coaches first use the route. Such details as are approved shall be implemented in full in accordance with a programme that shall first be agreed with the Local Planning Authority and which shall include a period of assessment and review in order to enable any amendments to the approved scheme to be implemented as necessary to deal with any unauthorised through traffic that might arise.

Reason: In order to restrict traffic movements along the road connecting to Overdale in the interests of the residential amenity of Overdale residents in accordance with Policy H10 of the Scarborough Borough Local Plan.

Informative: Your attention is drawn to the need to implement any necessary archaeological investigations in accordance with the approved Archaeological WSI dated April 2013 (Condition 6 of the outline permission 11/01914/OL) and to seek discharge of Condition 37 of the Outline permission 11/01914/OL which requires the full details of the roads and footways to be submitted for approval.

Planning Services Manager

Background Papers:
Those documents referred to in this report.

IF YOU HAVE ANY QUERIES ABOUT THIS REPORT OR WISH TO INSPECT ANY OF THE BACKGROUND PAPERS, PLEASE CONTACT Marcus Whitmore ON 01723 232475 e-mail marcus.whitmore@scarborough.gov.uk