

	REPORT TO PLANNING & DEVELOPMENT COMMITTEE TO BE HELD ON THURSDAY, 17 January 2019	
APPLICATION REFERENCE NO: 18/02128/RM	TARGET DATE: 4 February 2019	GRID REF: 504625-484579

REPORT OF THE PLANNING SERVICES MANAGER – PSM/19/12

SUBJECT: Reserved Matters application in relation to access, appearance, landscaping, layout and scale for 108 residential units and 1 no. community centre at site 5 (HA2), approved in outline under reference 11/01914/OL at Land To North Of Northwold Road Eastfield Scarborough NORTH YORKSHIRE for LIFeStyle Engie Regeneration Limited (Mr K Owen)

1.0 INTRODUCTION

1.1 The application seeks reserved matters approval for the erection of 108 no. dwellings and a community hub building, together with access roads and open space. The development is proposed on land identified as Phase 5 of HA2 Middle Deepdale, Eastfield relating to the outline planning permission for the wider site, granted under reference 11/01914/OL in March 2013.

1.2 The north western boundary of the site would be defined by the approved link road connecting the A64 with the A615, approved as part of the outline planning permission. The primary vehicle access to the site would be from the north east, via the Boulevard, which forms the central residential distributor road through the HA2 site. The application site lies to the north of Northwold Road and to the west of the site where a primary school is proposed. The school and its grounds have recently been granted planning permission by NYCC, as a County Matter. To the south and west of the application site areas of public open space are proposed, as approved as part of the outline permission, including Deep Dale valley.

1.3 The proposal involves the development of a retirement village, with the occupation of the dwellings proposed to be restricted to people of 55 years of age and over. The proposal involves the erection of a range of property types to appeal to a range of purchasers, and includes 26 no. bungalows, 16 no. maisonettes, 30 no. two-storey houses and 36 no. flats (in 2 no. three-storey blocks). The hub building is proposed as a resource for the retirement village, giving residents opportunities to socialise, form interest groups, learn new skills and undertake exercise classes etc. It is envisaged that the hub will be available for others to hire and to provide a meeting place for residents of the retirement village and other members of the Eastfield community.

1.4 The layout of the proposal reflects the pattern of development that has been established through the earlier phases of the development and as set out in the approved Design and Access Statement and Design Code for the wider Middle Deepdale development site. The properties are laid out so as to address the public frontages of the site, i.e. the Boulevard (to the east), the linear park (to the south) and Deep Dale valley (to the west). A mix of bungalows (6 no.) and one-and-a-half storey dwellings (3 no.) are proposed to the southern boundary of the development site facing over the adjacent green space, towards Northwold Road properties. It is proposed to place 2 no. blocks of three-storey flats (each containing 18 apartments) in key locations, with one overlooking Deep Dale valley (and the proposed link road bridge) and the other overlooking the roundabout junction on the link road providing access to the Boulevard.

2.0 SCREENING OPINION REQUIRED?

2.1 No. However, the outline application was the subject of an Environmental Impact Assessment and was accompanied by an Environmental Statement.

3.0 PRE-APPLICATION COMMUNITY ENGAGEMENT

3.1 None was undertaken for this phase, although the outline application scheme was the subject of considerable community engagement. The applicant and their architect made a pre-application presentation of the scheme to members of the Committee.

4.0 CONSULTATIONS AND COMMENTS

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.

4.1 Eastfield Town Council - Supports the application, but has concerns over the following issues:

1. Who will be responsible for the maintenance of the grassed areas
2. Reduced parking spaces could lead to more parking on grassed areas and footpaths
3. The community hub - is this for residents use only or for all community members?
4. Where are play areas for children of all ages?

(Officer note: In relationship to the above queries, the Town Council have been advised as follows: 1. The public open spaces are proposed to be adopted by SBC, along with the other open spaces in the HA2 development. 2. NYCC Highways have advised that due to the proposed road widths (at 5.5m) visitor parking can be kept to a minimum as cars can be parked on the roads rather than in defined bays. 3. The development is proposed as a retirement village for people over 55 years of age, but it is an open rather than gated community. The hub is primarily a facility for the residents of the development to help foster friendship and community activities to seek to reduce isolation etc that impact on people in later life, but I anticipate it will also have some public use. 4. As a retirement village no play areas are proposed.)

4.2 Highway Authority (NYCC) - Comments received regarding suggested minor amendments to the scheme, which have been addressed by the scheme architect. Formal comments awaited.

4.3 Environmental Health (SBC) - No objections on housing or environmental health grounds.

4.4 Drainage Engineer (SBC) - No comments received.

4.5 Lead Local Flood Authority (NYCC) - We have no comments with respect to drainage for the Reserved Matters application but will expect to be consulted on any relevant conditions imposed on either the Outline Permission or any grant of Reserved Matters.

4.6 Designing Out Crime Officer (NY Police) - The level of permeability is considered appropriate for the scheme with internal routes being well overlooked. There is a connection to the open space to the south of the site, which would be overlooked by properties within the scheme. However, it is unclear how the 'communal garden' to the rear of the community hub is to be managed. This area has potential to become a gathering place for groups in close proximity to dwellings and could result in complaints about anti-social behaviour. The approach to parking provision is commended, although there is concern regarding the integration of the parking for the community hub with the parking court for the neighbouring flats. It is recommended that two separate parking areas are formed to avoid indiscriminate parking. Recommendations are also made regarding an area of ambiguous space between Plot 90 and the adjacent block of flats, gable walls adjacent open space and certain boundary treatments, lighting, doors and windows, as well as bin and cycle storage. It is suggested that the LPA may wish to include an informative on any permission granted stating that the applicant should consider the comments made by the Police Designing Out Crime Officer.

4.7 Natural England - No objections. Based on the plans submitted, Natural England considers that the proposed development will not have significant adverse impacts on statutorily protected sites or landscapes.

4.8 Landscape Architect (SBC) - No comments received.

4.9 Ecologist (SBC) - No comments received.

4.10 Publicity - Expired on 14 December 2019. No representations received.

5.0 RELEVANT SITE HISTORY

5.1 2013 - Outline planning permission granted for up to 1350 dwellings, associated facilities, infrastructure and open space.

5.2 2013 onwards - Various reserved matters approvals granted for roads, housing and open space for phases of HA2.

6.0 PLANNING POLICY

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of The Town and Country Planning Act 1990 require that planning applications are determined in accordance with the Development Plan unless material considerations indicate otherwise (in the case of advertisement applications the Advertisement Regulations 2007 are applicable). Attention is drawn to the following Development Plan and other planning policies and guidance which are considered to be particularly relevant to the consideration of this application:-

Scarborough Borough Local Plan 2017

SD 1 - Presumption in Favour of Sustainable Development

SH 1 - Settlement Hierarchy

DEC 1 - Principles of Good Design

DEC 2 - Electric Vehicle Charging Points

DEC 4 - Protection of Amenity

DEC 5 - The Historic and Built Environment

HC 3 - Affordable Housing

ENV 3 - Environmental Risk

ENV 4 - Groundwater Protection

National Planning Policy Framework

NPPF5 - Delivering a sufficient supply of homes

NPPF11 - Making effective use of land

NPPF12 - Achieving well-designed places

Scarborough Borough Supplementary Planning Documents

Affordable Housing

Local Planning Policy and Guidance

None relevant

7.0 ASSESSMENT

7.1 Only matters reserved at the outline planning application stage can be considered as part of this reserved matters application. In this case, following the grant of outline permission, the reserved matters to be considered are as follows:

- Layout, Scale and Appearance
- Access
- Landscape.

7.2 In addition to national and local planning policy, the above matters need to be viewed within the context of the parameter plans and the illustrative masterplan forming part of the approved outline planning permission. Condition 3 of the outline planning permission indicated that the reserved matters should be implemented in accordance

with these plans and the design principles set out in the approved Design Code (which was itself required under Condition 47 of the outline permission).

7.3 In brief, the plans and documents approved as part of the outline permission (and its conditions) require that certain building heights, character areas and densities are adhered to in different parts of the site, in order to ensure variations in character and to give a sense of place to the overall site.

Layout, Scale and Appearance

7.4 The submitted layout was the subject of pre-application discussions with your Officers, when the layout was amended in order to align with the principles set out in the illustrative masterplan and the Design Code. Most importantly, the amendments sought to ensure that all streets and open spaces are addressed by the proposed dwellings to ensure a sense of place and to provide natural surveillance of the public areas, which is important from a community safety perspective. Dwellings have been orientated so as to overlook the main access road, the Boulevard, which forms the site's north eastern boundary, the adjacent open space (to the south of the site) and towards Deep Dale (to the west). In addition, properties are sited so as to provide for general surveillance of the streets and open spaces within the site itself, which is helpful in terms of reducing the likelihood of opportunistic crimes being committed.

7.5 The approach would see the dwellings and the community hub building front onto the Boulevard, with their front elevations facing towards the road and the adjacent link road roundabout junction.

7.6 The three-storey block fronting the Boulevard complies with the approved Building Heights Parameter Plan, as it was envisaged that taller properties should bound the Boulevard as the main residential distributor road within HA2 to give it a 'main street' character. However, the other proposed three-storey block sits outside the zone where three-storey properties were originally approved, but its siting close to the link road bridge and set back from Deep Dale valley, but overlooking it, is considered to be appropriate. In this location it provides for general surveillance of the open space within the valley and also acts as a modest landmark building reminding drivers crossing the bridge that they are passing through a residential area.

7.7 The character areas for this phase, within the Design Code include 'Boulevard', 'Streets, Courts and Mews' and 'Neighbourhood Park'. The phase was considered to be one where generally development would form a background to other character areas, apart from the site's frontage to the Boulevard where taller buildings are envisaged. The roundabout in the north east corner of the site was designated as a 'gateway' where buildings should address the junction, rather than turn their backs on it, so as to create clear entrances to the residential areas from the link road. The 'Neighbourhood Park' character seeks to provide a connection between new and existing homes, with buildings of more modest height overlooking it. The streets and boundary treatments accord with the details set out in the Design Code with a mix of surface treatments comprising tarmac and block paving with screen walls with infill timber panels to side boundaries where these abut the roads and metal railings to frontages abutting the open space.

7.8 The community hub building is proposed as a meeting place for residents of the proposed dwellings, which are to be built as a retirement village. It is considered to be a useful facility that is primarily proposed to foster a sense of community and reduce the likelihood of individual residents become isolated as they grow older. To ensure the hub is adaptable in the event that it becomes redundant for some reason, its design is based on a pair of semi-detached bungalows.

7.9 No concerns have been received from neighbouring residents, although the Town Council has commented on a number of matters, including whether sufficient car parking is provided. However, the Highway Authority is content with the parking provision included within the scheme, which includes a mix of parking courts, driveways and garages, visitor parking spaces and on-street parking.

7.10 The layout is considered to be in conformity with the Outline masterplan (although this was only submitted for illustrative purposes), the approved Parameter Plans and the Design Code.

7.11 In terms of scale, the housing fronting the Boulevard is proposed to be a mix of storey heights, importantly with a three-storey apartment block positioned to overlook the roundabout junction of the link road and the Boulevard. This provides visual interest, allows for natural surveillance and also makes clear to vehicle drivers passing along the link road (Crossdale Way) that they are driving through a residential area and should keep their speed to a maximum of 30mph. A second apartment block is proposed to provide visual interest to the site's north-west corner, with views provided out over Deep Dale valley and the link road bridge, this apartment block performing a similar to the other block.

7.12 The housing within the body of the site comprises a mix of bungalow, one-and-a-half storey and two-storey properties. Properties of lesser scale are proposed to be positioned overlooking the green space to the south of the site, providing surveillance whilst avoiding harm to the amenity of Northwold Road properties, and their rear gardens, on the opposite side of the green space. In addition, the properties are positioned so that they look over the open space towards Northwold Road properties at an angle, at a good distance (ranging from 26m to 41.6m) ensuring amenity is safeguarded in accordance with Policy DEC4 of the Local Plan. The approach would complement the form of the development already constructed within HA2 of the Middle Deepdale scheme.

7.13 In density terms, the relevant Parameter Plan confirms that this phase of HA2 was proposed as mid to high density (c. 35 - 37.5 dph). The proposed scheme has a density of 36.6 dph is therefore considered appropriate.

7.14 With regard to appearance, the housing would be constructed in walling and roofing materials that match the existing development on the site, and these very much take a steer from the locality in general, i.e. red and buff bricks and red and grey roof coverings. The elevational treatment of the housing is traditional in appearance, and is similar to other development already constructed within the Middle Deepdale site. The approach is considered to accord with the Design Code.

7.15 Boundary treatments include painted metal railings to frontages overlooking the open space to the south and brick boundary walls with infill timber panels to side

boundaries that abut the streets. Within the main body of the development, the front gardens are open plan, with 1.8m high fencing enclosing rear gardens.

7.16 Overall the design approach is considered to be appropriate for the site and should result in a phase of development that has its own character, principally derived from the mix of housing types proposed, which should add interest to the overall development. The layout, scale and appearance of the proposal is considered to comply with Policies DEC1 and DEC4 of the Local Plan and NPPF12.

Access

7.17 The development would be accessed by a single entry road that would connect to the Boulevard, the main estate road through the HA2 site. As the Boulevard is designated as the bus route through the site no direct driveway access is permitted from it. A second access is proposed direct from the link road, although this would be gated and would only be used in the event of an emergency where access is blocked via the main entry road into the phase.

7.18 In terms of car parking, the proposed dwellings are proposed to be served by some 166 no. on-plot parking spaces (including driveways, on-plot spaces and communal parking courts for the flats) and 44 no. garage spaces. The community hub would also be served by a small parking court access via the car park serving the adjacent apartment block. Whilst the Police Designing Out Crime Officer has raised concern about this aspect of the parking arrangements, the applicant is confident that the parking can be appropriately managed as part of the overall retirement village development so as to avoid harm to the amenity of residents.

7.19 With regard to pedestrian and cycle access to the site, various options would be available. The site can be accessed by pedestrian and cyclists from the Boulevard and also from the open spaces to the south and west of the site, where connecting paths are proposed to the main 3m combined footpath/cycleway which runs through the linear open space that runs along the southern boundary of the HA2 site. Cycle storage is to be provided to the majority of the dwellings (92 no.) either through the use of garages or dedicated cycle stores in the rear gardens of maisonettes and the curtilages of the apartment blocks.

7.20 A condition relating to the provision of electric vehicles charging points is recommended to comply with Policy DEC2 of the Local Plan.

Landscaping

7.21 The scheme includes the landscaping proposals for the site, which includes lawns, shrubs and hedge and tree planting to front gardens. Extra heavy standard tree are proposed to be planting along the southern and western boundaries of the site within the areas of public open spaces that are proposed.

7.22 In terms of the estate roads a mix of tarmac and block paving is proposed to add visual interest, with a number of shared surfaces proposed in block paving. The Highway Authority has confirmed it finds the proposals acceptable.

Other Matters

7.23 This scheme has been the subject of a viability assessment that has been scrutinised by Officers. Your Officers have confirmed with the applicant that the viability assessment is acceptable and demonstrates that the scheme cannot support affordable housing.

7.24 Whilst this is unfortunate, Members will be aware there has been a considerable amount of affordable housing already provided within the early phases of HA2, with some 90 units already built on site. In addition, 20 bungalows and 24 flats from the recently permitted schemes for Yorkshire Coast Homes and Sanctuary Housing, are under construction and will all be affordable. This means that to date 134 affordable units have been provided or are under construction. As a result of this, of the 453 dwellings already permitted on HA2, which are either built/occupied or currently under construction, some 29.5% of these are affordable. If the 108 dwellings proposed in this application are added to the total (making 561), the affordable housing percentage reduces to 23.8%, which is still well above the 10% required by the LPA's Affordable Housing SPD for this area. This has been achieved through the main developer, Kebbell Development Ltd, working in partnership with other developers, registered providers and the HCA. Members have previously welcomed the partnership approach that has been adopted on the wider HA2 site as without such an approach it is likely that the outturn of affordable housing would have been well below 10% overall given the substantial infrastructure costs that the scheme has to bear (in particular the link road and bridge).

7.25 Whilst no affordable housing is provided in this phase, the retirement housing is considered to be another important addition to the housing stock of Eastfield, providing variety within the new development and helping to ensure the needs of different property owners are met, in accordance with Policy HC5 (Older Persons Housing) of the Local Plan.

7.26 The Police Designing Out Crime Officer (DOCO) raised a couple of issues regarding the layout, as well as confirming the scheme included a number of positive features. The scheme architect has amended the layout to reflect some of these issues but has also stated that the applicant considers that some of the concerns should be safeguarded against by the on-site management of the 'retirement village'. Given the above, your Officers consider it appropriate to impose an informative as the Police DOCO has suggested in order that further informal dialogue can be undertaken, which may inform any further measures that the applicant may wish to include in the development to guard against crime and disorder issues.

7.27 There are planning issues which fall outside the remit of this reserved matters application, but these are covered by the overarching outline planning permission, its conditions and planning obligations. Thus, contributions towards off site infrastructure are largely governed by the S.106 Agreement, whilst conditions of the outline planning permission relate to management of construction, ecology and detailed highways matters. Certain of these matters will need to be discharged as part of this phase of the development. An informative is proposed to highlight the relevant conditions on the outline permission that will need to be discharged in due course. The same largely applies to surface water and foul drainage, as well as groundwater protection. This application site would not contain major drainage infrastructure as the site would be

served by the large attenuation facility lying to the south, which was installed underground as part of the initial development works for Phase 1.

8.0 PRE-COMMENCEMENT CONDITIONS

8.1 No pre-commencement conditions are proposed.

POSITIVE AND PROACTIVE STATEMENT

The proposals were subject of pre-application discussions between the applicant and the Local Planning Authority. By both parties acting positively and proactively, this reduced the need for revisions during the course of the application.

RECOMMENDATION

PERMISSION BE GRANTED, subject to the following condition(s)

- 1 The development shall be carried out in accordance with the following approved plans:

List of plans to be inserted

unless any variation is first agreed in writing by the Local Planning Authority.

Reason: For the avoidance of doubt.

- 2 Each residential dwelling of the development hereby permitted shall be occupied only by persons aged 55 or over; and by any person(s) living as part of a single household with such a person or persons: or by persons who were living as part of a single household with such a person or persons who have since died.

Reason: To ensure the housing remains available to older persons in accordance with the 'retirement village' ethos on which the scheme has been designed and in accordance with Policy HC5 (Older Persons Housing) of the Scarborough Borough Local Plan.

- 3 Each new residential property which has a dedicated marked out residential parking space within its curtilage shall include an electrical socket suitable for charging electric vehicles.

Note: The minimum requirement would be a single phase 13 amp socket with an exemption for residential apartments with communal parking areas.

Reason: To comply with Policy DEC2 of the Scarborough Borough Local Plan.

- 4 In addition to the lighting details required by virtue of conditions 43 and 44 of Outline planning permission ref: 11/01914/OL details shall be submitted providing details of lighting for parking courts and footways not forming part of the public highway. These shall be submitted and approved in writing by the Local Planning Authority prior to the occupation of any dwelling in the development and shall be implemented in full.

Reason: To ensure these areas are suitably lit to discourage crime and create a safe residential environment.

- 5 Prior to the occupation of any dwelling hereby approved details of the future management and maintenance of all areas falling outside the proposed private residential curtilages or public highway, (including the proposed parking courts and pedestrian routes) shall be submitted to and approved in writing by the Local Planning Authority. The management and maintenance of these areas shall be carried out in accordance with the approved details at all times thereafter unless revised arrangements are agreed in writing with the Local Planning Authority.

Reason: To ensure the long term maintenance of a high quality and safe residential environment.

Notes

- 1 You are advised to discuss crime prevention measures further with the Police Designing Out Crime Officer based on the issues raised in his report dated 22 November 2018 application, which can be found online. It is considered that further discussions may result in the applicant considering whether to implement any additional measures that may be of benefit to the retirement village management team and future residents.

David Walker

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 MR M P WHITMORE ON 01723 232475 email Marcus.Whitmore@scarborough.gov.uk



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