Planning Committee: 23 May 2017 Item Number: 10

Application No: W 17 / 0039

Registration Date: 17/01/17

Town/Parish Council: Bishops Tachbrook **Expiry Date:** 18/04/17

Case Officer: Lucy Hammond

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Grove Farm, Harbury Lane, Bishop's Tachbrook, Leamington Spa, CV33 90F

Reserved matters application for the layout, landscaping, scale and appearance of 130 dwelling houses comprising 1.5, 2 and 2.5 storey housing together with associated garages, parking facilities, landscaping, infrastructure and drainage, forming Phase 1B of the Oakley Grove Harbury Lane development granted under outline planning permission W/14/0023. FOR A C LLOYD LIMITED

This application is being presented to Committee due to an objection from the Parish Council having been received.

RECOMMENDATION

That planning permission be granted, subject to the conditions and notes listed at the end of this report.

DETAILS OF THE DEVELOPMENT

This application seeks the approval of reserved matters relating to the appearance, layout, landscaping and scale of the development, following the grant of outline permission on 29th May 2014 (W/14/0023) for an urban extension comprising approximately 200 dwellings with new access onto Harbury Lane, land safeguarded for a new primary school, allotments, open space, local shop (A1 use up to 100 sqm gross), car parking and associated infrastructure for up to 200 new homes, public open space, landscaping, new access and highways and associated and ancillary development. The site access from Harbury Lane was approved under this outline planning permission.

This reserved matters application provides details for what has been termed Phase 1b only, which comprises 130 units located along the northern part of the site, south of Harbury Lane. It is also to the east of and adjacent to previously approved Phase 1a, on which reserved matters for 90 units have already been approved under a previous application (W/14/1865) and where construction is already substantially complete.

THE SITE AND ITS LOCATION

The application site relates to a green field site comprising arable fields located south of Harbury Lane and west of Oakley Wood Road. The housing estate of Warwick Gates is located to the north of Harbury Lane, Heathcote Park static caravan park is located to the northwest and open fields lie to the south (where

outline permission for Phase 2 - 520 dwellings has been approved under W/15/0851 and some of the reserved matters appertaining to specific phases are currently being considered) with the village of Bishop's Tachbrook beyond. The site is within open countryside on the edge of Warwick/Royal Leamington Spa.

PLANNING HISTORY

Of direct relevance to this reserved matters application:

W/14/0023 - Residential development (approximately 200 dwellings) with new access onto Harbury Lane, land safeguarded for a new primary school, allotments, open space, local shop (A1 use up to 100 sqm gross), car parking and associated infrastructure - Approved 29.05.2014

Of relevance to the wider site but not specifically related to Phase 1b:

W/16/2356 - Reserved matters application for the appearance, layout, landscaping and scale of the infrastructure works (principally drainage pond, drainage routes, public open space and roads and footpaths, and hereinafter referred to as Oakley Grove Phase 2A) pursuant to condition 1 of previously approved outline application ref: W/15/0851 - Pending

W/16/0468 - Construction of a permanent balancing pond to support the development and occupation of the Harbury Gardens Phase 1A development – Approved 10.05.2016

W/15/1630 - Submission of reserved matter in respect of phase 1 landscaping for 90 dwelling houses comprising one and two storey housing together with associated garages, parking facilities, infrastructure and drainage, forming Phase 1 of the Grove Farm Harbury Lane development granted under outline planning permission W/14/0023 - Approved 22.07.2016

W/15/0851 - Outline planning application for residential development for (approximately) 520 dwellings together with two new accesses onto Harbury Lane, land for Country Park, open space (including areas of formal and informal open space, allotments, structural landscaping and drainage works including surface water attenuation ponds as part of a Sustainable Drainage System), demolition of existing buildings, car parking and associated infrastructure – Approved 20.08.2015

RELEVANT POLICIES

• The National Planning Policy Framework

The Current Local Plan

- RAP1 Directing New Housing (Warwick District Local Plan 1996 2011)
- DP1 Layout and Design (Warwick District Local Plan 1996 2011)
- DP2 Amenity (Warwick District Local Plan 1996 2011)
- DP3 Natural and Historic Environment and Landscape (Warwick District Local Plan 1996 2011)

- DP4 Archaeology (Warwick District Local Plan 1996 2011)
- DP5 Density (Warwick District Local Plan 1996 2011)
- DP6 Access (Warwick District Local Plan 1996 2011)
- DP7 Traffic Generation (Warwick District Local Plan 1996 2011)
- DP8 Parking (Warwick District Local Plan 1996 2011)
- DP9 Pollution Control (Warwick District Local Plan 1996 2011)
- DP11 Drainage (Warwick District Local Plan 1996 2011)
- DP12 Energy Efficiency (Warwick District Local Plan 1996 2011)
- DP13 Renewable Energy Developments (Warwick District Local Plan 1996 -2011)
- DP14 Crime Prevention (Warwick District Local Plan 1996 2011)
- SC1 Securing a Greater Choice of Housing (Warwick District Local Plan 1996 2011)
- SC4 Supporting Cycle and Pedestrian Facilities (Warwick District Local Plan 1996 2011)
- SC11 Affordable Housing (Warwick District Local Plan 1996 2011)
- SC12 Sustainable Transport Improvements (Warwick District Local Plan 1996 - 2011)
- SC13 Open Space and Recreation Improvements (Warwick District Local Plan 1996 - 2011)
- SC14 Community Facilities (Warwick District Local Plan 1996 2011)
- DAP3 Protecting Nature Conservation and Geology (Warwick District Local Plan 1996 - 2011)

The Emerging Local Plan

- DS2 Providing the Homes the District Needs (Warwick District Local Plan 2011-2029 - Publication Draft April 2014)
- DS5 Presumption in Favour of Sustainable Development (Warwick District Local Plan 2011-2029 Publication Draft April 2014)
- DS6 Level of Housing Growth (Warwick District Local Plan 2011-2029 Publication Draft April 2014)
- DS7 Meeting the Housing Requirement (Warwick District Local Plan 2011-2029 - Publication Draft April 2014)
- H0 Housing (Warwick District Local Plan 2011-2029 Publication Draft April 2014)
- DS11 Allocated Housing Sites (Warwick District Local Plan 2011-2029 -Publication Draft April 2014)
- DS13 Allocation of Land for a Country Park (Warwick District Local Plan 2011-2029 Publication Draft April 2014)
- H2 Affordable Housing (Warwick District Local Plan 2011-2029 Publication Draft April 2014)
- H4 Securing a Mix or Housing (Warwick District Local Plan 2011-2029 Publication Draft April 2014)
- BE1 Layout and Design (Warwick District Local Plan 2011-2029 Publication Draft April 2014)
- BE3 Amenity (Warwick District Local Plan 2011-2029 Publication Draft April 2014)
- TR1 Access and Choice (Warwick District Local Plan 2011-2029 Publication Draft April 2014)
- TR2 Traffic Generation (Warwick District Local Plan 2011-2029 Publication Draft April 2014)

- TR3 Transport Improvements (Warwick District Local Plan 2011-2029 -Publication Draft April 2014)
- TR4 Parking (Warwick District Local Plan 2011-2029 Publication Draft April 2014)
- NP1 Neighbourhood Plans (Warwick District Local Plan 2011-2029 -Publication Draft April 2014)
- CC2 Planning for Renewable Energy and Low Carbon Generation (Warwick District Local Plan 2011-2029 Publication Draft April 2014)
- FW4 Water Supply (Warwick District Local Plan 2011-2029 Publication Draft April 2014)

Guidance Documents

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

SUMMARY OF REPRESENTATIONS

Bishops Tachbrook Parish Council: Objection:-

- The outline permission (W/14/0023) was for 200 dwellings with land safeguarded for a new primary school, allotments, open space, local shop, car parking and associated infrastructure. Phase 1a and 1b combined amount to 220 dwellings and there is no shop
- The location of the school site has been amended from the centre of the site
 to the eastern side; together with the predominance of detached and semidetached properties, this leads to a densely packed development that does
 not comply with the Garden Village concept
- The predominant use of brick with only some render adds to the potentially oppressive feel
- The parameter plan describes a maximum height of 2.5 storeys however some of the buildings are 3 storeys; this is dominant especially in terms of the proximity to the roads and footpaths
- There is no requirement for the additional housing proposed by this application
- The proposal is unduly dense, threatens the coalescence of settlements and is too dominant on the road to the new school
- The distribution of affordable homes is uneven with the majority being to the school end of the site
- The outline permission showed the SUDs pond located on what is now shown as part of the school site. Now the SUDs pond is located to the south in part of the Country Park area, taking away land from the Country Park which is detrimental

• The secondary access road off Harbury Lane to the west of the planned school site is narrow and so is the footpath in considering its use for school drop-off and pick-up times; there should be provision for vehicles to park safely and for children to walk/cycle safely.

WCC Highways:

- (1) Objection; additional information required, followed by:-
- (2) No objection; conditions recommended

WCC Archaeology: No objections

WCC Ecology: No objection in principle but wish to see a preferred alternative mix of wildflower/planting

WCC Landscape: Objection; alternative mix for planting, landscaping and hedgerow is required together with a specification regarding planting/seeding and ongoing maintenance

Green Space team:

(1) No objections overall but additional information / clarification sought

Environmental Health:

(1) No objections overall but additional and technical information sought

ASSESSMENT

As the principle of development has already been established through the outline permission (ref. W/14/0023) this cannot be reconsidered. In relation to the reserved matters for which approval is now sought, the main issues relevant to the consideration of this application are as follows:

- Design and layout;
- The impact on the character and appearance of the area;
- The impact on the living conditions of residential properties;
- Highway safety / car parking;
- Ecological Impact.

Design and layout

The Garden Towns, Villages and Suburbs Approach

The Council's 'Garden Towns, Villages and Suburbs' Prospectus seeks to bring together the key characteristics of the garden suburbs and villages approach, which include coherent and well planned layouts, high quality design and consideration of long term management arrangements. The site is considered to fall within the category of 'neighbourhood edge', lying at the edge of the developable area and adjoining countryside. The illustrative masterplan for the wider development was designed towards the principles established in this design guidance which were then applied to the design of Phase 1a, in turn establishing the design precedent for Phase 1b.

It is considered that the proposed scheme would provide a high quality residential environment which conforms to the garden suburb design principles exhibiting the characteristics of a leafy well designed residential neighbourhood within which open space and structural landscaping is an integral part, paying particular regard to the area of Public Open Space within the centre of the development.

The community spine road that separates Phase 1a from Phase 1b is shaped to naturally slow traffic and would provide a principle route through the development with wide pavements and tree-lined verges meeting widths specified within the 'Strategic Urban Extension' document. The scheme also provides a legible hierarchy of streets and spaces in accordance with this document with neighbourhood streets off the principle route and access drives meeting 'country lane' dimensions, adjacent to areas of public open space. Many dwellings facing onto these areas of public open space also provide natural surveillance.

The prospectus indicates that the linear layout can be less regimented for the 'neighbourhood edge' with a looser urban pattern of semis and detached houses. The layout provides well defined perimeter blocks with front and rear gardens to provide an acceptable level of amenity space and ample space for soft landscaping opportunities that would add to the verdant, garden suburb character.

The Council's Supplementary Planning Guidance - Distance Separation (2003) as referred to in the Adopted Local Plan sets standards for the distance separation between the windows of habitable rooms in dwellings. In particular, the policy states that there should be 22 metres between two storey dwellings, although this standard is reduced when the distance is measured across public space or a road where there would be public activity. The distance between a side and rear elevation should be 12 metres. For the most part, the development proposes a layout where these minimum separation requirements are satisfied. Where there are elements of the scheme where these separation distances fall short, they only do so by approximately one metre, but in these instances, this reflects the fact that dwellings have been pushed back from the highway to provide deeper front gardens which in turn creates an overall character of the area as spacious, which positively meets the aims and objectives of the garden suburb prospectus and ensures a good standard of amenity for future occupiers.

The Design Code

As part of the earlier outline permission for the wider site (W/15/0851) conditions 23 and 24 required the submission and written approval of a Sitewide Masterplan and Design Code respectively. While this relates specifically to the wider site, south of Phases 1a and 1b, it does incorporate the community spine road and secondary access road, both off Harbury Lane, that provide access into the site in its entirety. It also encompasses more over-arching principles in respect of building materials and demonstrates how the remainder of the site to the south of Phase 1 relates to these earlier phases, 1a and 1b.

General design and layout considerations

In line with the outline permission (W/14/0023) the site is predominantly proposed as two storey with a maximum of two and a half storey apartments located along the gateway residential street. There are also some one and a half storey bungalows proposed which would front onto the greenway and differ from those proposed within Phase 1a to provide a variety of unit types. The Parish Council has raised some concerns about the use of three storey buildings in the development, however, it is officers' opinion that the submitted plans clearly show that no building would exceed 2.5 storeys. While accommodation may be proposed in loft spaces which necessitates the insertion of dormer windows this does not constitute a three storey building and these buildings, sporadically placed throughout the site are considered to be acceptable.

Feature dwellings are located around the perimeter of the feature square and along the gateway residential street which is intended to enhance the road hierarchy. The whole development is predominantly made up of detached and semi-detached properties, with some limited terracing towards the eastern edge where the apartments and/or landmark buildings are proposed.

The density is proposed at 23.26 dwellings per hectare. Although the Parish Council has raised some concern that the development is too dense, officers consider that 23dph is acceptable and in fact lower than many other comparable scales of development. Officers have also acknowledged the Parish Council's comment that Phase 1a and 1b combined would amount to 220 dwellings, which is more than the 200 set at outline. However, it is noted that the outline permission was given for "approximately 200 dwellings" and it therefore falls to consider the subsequent reserved matters submission on its own merits. Having regard to the density as previously considered, no objection is raised to the proposals in this respect.

In terms of appearance the dwellings generally follow the same detailing principles as Phase 1a, incorporating a mixture of red bricks with some render to gables at prominent locations. Chimneys are proposed to the site frontage and to dwellings overlooking the greenway. The elevations of the dwellings that front onto the feature square are enhanced through the use of render and quoins. Additional details that have been added to develop the architectural style of Phase 1a include; rendered two storey bays, dormers to bungalows, two and a half storey apartments to the gateway residential street and blue brick band detailing added to screen walls.

Overall, it is considered that the proposed design and layout would result in an appropriate form of development in visual terms and would not give rise to any harm to the general character of the area. It is considered appropriate to condition samples of material to ensure an appropriate finish, as was the case for Phase 1a.

A condition was imposed at Outline stage to ensure that an appropriate level of open space and recreational facilities are provided to serve the development, including informal open space, appropriate children's play facilities, outdoor sport facilities and allotment gardens. Phase 1a provided large areas of linear public open space to the northern and southern boundaries and two areas of

public open space located centrally within the development. The intention was to provide further open space in Phase 1b and the submitted plans demonstrate that this is the case, with large expanses of public open space, strategically placed in the centre, around which much of the development is arranged, together with smaller areas of landscaping and open space to the northern and southern boundaries (in much the same way as for Phase 1a). Phase 1b also includes allotment gardens and all of this combined is considered to be appropriate and acceptable.

The Parish Council has expressed concern over the fact that the outline application indicated the SUDs pond would be towards the eastern edge of the site whereas it is now proposed to the south in what will eventually become the designated Country Park (subject to separate submissions under the conditions and S.106 discharge processes). Officers acknowledge this point but are mindful however that the outline application only produced indicative layouts, none of which was binding when the outline permission was approved. The position of the SUDs pond therefore is reserved for subsequent approval in the same way as other matters related to landscaping and in fact the SUDs pond does not form part of the reserved matters submission for Phase 1b. This is being considered under a separate application related to the infrastructure and is referred to as Phase 2a.

Housing mix

Paragraph 50 of the NPPF states that local planning authorities should plan for a mix of housing, based on current and demographic trends, market trends and the needs of different groups in the community. It goes on to state that local planning authorities should identify the size, type, tenure and range of housing that is required in different locations. In accordance with these requirements, the Council has adopted guidance on the required mix of market housing (June 2013). This is based on the 2012 Strategic Housing Market Assessment for Warwick District and specifies a mix of 7% 1 bedroom dwellings, 26% 2 bedroomed dwellings, 43% 3 bedroom dwellings and 24% 4 bedroom dwellings. This phase of development provides:

Market Housing

Bedrooms	Total	% Proposed	WDC requirement	Difference
1-bedroom 2-bedroom 3-bedroom 4/5-bedroom	0 21 35 22	0 27% 45% 28%	7% 26% 43% 24%	- 7% +1% +2% +4%
Total	78	100	100	

The above table illustrates a better mix of market housing than Phase 1a and is much more closely aligned to the aforementioned guidance (2013). However, in view of the slight discrepancies, particularly in respect of the larger units, it will be necessary to ensure that the mix of house types for phase 2 are balanced to create the appropriate mix across the whole development site. Within that

context it is considered that the mix and distribution of housing types proposed as part of this first phase is acceptable.

Affordable Housing

The proposed affordable housing mix for this phase of development is as follows:

Bedrooms	Total	
1-bedroom 2-bedroom 3-bedroom 4-bedroom	10 22 16 4	
Total	52	

This phase would provide 40% affordable housing comprising the mix of dwelling sizes set out in the above table. The layout plan illustrates how the affordable housing would be distributed across the site and while, on the face of it, it may appear that there are small 'clusters' of affordable units grouped together, each of these clusters is, in officers opinion, suitably and evenly distributed across the site rather than being concentrated in one singular part of the development.

It is also acknowledged that throughout the course of this application in respect of this particular phase, the developers have liaised directly with the Council's Housing Strategy and Development Officer and this chosen layout and placement of the affordable units is preferred from a management point of view. Housing Associations generally share a consensus view insofar as a certain amount of clustering is appropriate and makes it easier for Housing Associations to manage the units, and accordingly, it is less desirable to see affordable units pepper-potted across the site in ones and twos.

The impact on the living conditions of residential properties

The proposed layout and design of this development in accordance with the garden suburb approach and having regard to the general ethos of the Design Code, would provide a high level of residential amenity to the future occupiers of the development within an attractive setting. The separation distances to surrounding properties are considered to be acceptable and despite some minor shortfalls in some areas of the site, the proposed development would provide appropriate relationships between neighbouring properties without significant impact upon the amenities of the occupiers.

Highway safety / car parking

The primary site access from Harbury Lane that leads to the community spine road was previously agreed at the outline stage. Each property has an appropriate level of parking in accordance with the Council's Vehicle Parking Standards and bin collection points have been provided where necessary.

The Highways Authority initially raised objection to this reserved matter submission, and made a number of comments regarding the proposed layout, as

well as requesting some additional information. This was subsequently prepared and submitted by the applicants and on further consideration, the Highways Authority has since removed its objection, recommending a number of conditions that are considered appropriate to attach to any forthcoming permission.

Overall, the development is not considered to be detrimental to highway or pedestrian safety and accordingly complies with policy DP6 of the Local Plan.

Ecological impact

The Ecologist was satisfied at outline stage that any ecological impact could be successfully mitigated through planning conditions and these were imposed upon the original outline application W/14/0023. These ecological conditions do not need to be replicated as part of this reserved matters application and are subject to the separate discharge of conditions process. The County Ecologist did make some comments about the proposed mix of wildflower planting and suggested that an alternative mix would be preferable from an ecological point of view. This has been incorporated into a revised landscaping scheme that will form one of the approved drawings on any forthcoming permission.

Other matters

Noise (Environmental Health)

The comments from the Environmental Health Officer are noted in respect of noise and the design of the development to provide a quiet noise environment for future occupiers. It is considered that the proposed layout and design of the scheme is acceptable in that respect..

Parish Council's comments regarding the shop and school

It is acknowledged that the Parish Council have questioned why a shop does not form part of these proposals for Phase 1b when it was referred to in the outline application. However, officers have had regard to the fact that the outline permission, whilst including reference to a shop in the description of development, was only accompanied by indicative layouts, none of which were approved when outline permission was given. Furthermore, no condition was imposed on the outline permission, nor is there any provision within the associated S.106 agreement to ensure that a shop is delivered as part of the Phase 1 development. There is therefore no mechanism to insist that a shop forms part of the proposal at this stage and the application must be assessed on its merits based on the plans put before the Local Planning Authority. In this instance, the applicants have put forward a case that with the proximity of Warwick Gates and all of its associated services and facilities there would be little need for a shop to specifically serve this particular phase of development. Moreover, just a short distance away is Bishops Tachbrook local shop and in the wider area there is a vast array of supermarkets on the periphery of Leamington Spa/Warwick. Taken on its own merits, the proposed Phase 1b development is considered to be acceptable without a shop forming part of the proposals, and more fundamentally, in the absence of any condition or S.106 obligation requiring the delivery of this facility, this would not be a reason on which to base an objection.

With regard to the school, the concerns of the Parish Council are noted about its position changing from the centre of the site to the eastern edge, however, again, the outline plans were only indicative and the safeguarded area shown in this reserved matters submission is considered to be acceptable in principle, subject of course to a subsequent application for the development at a later date which would then be considered on its own merits. Similarly, while the comments about the road widths are noted and the ability for vehicles to safely drop off and pick up school children is not a matter for consideration at this time because the safeguarded land for the school is not within the application site edged red and as such cannot be considered under this application.

SUMMARY/CONCLUSION

The proposed development is considered to provide a high quality residential environment in accordance with the garden suburbs principles, including an appropriate mix of market and affordable housing and acceptable dwelling house and layout design solutions, including landscaping and public open space, relevant to this particular phase of the development. The scheme therefore complies with the policies listed and accordingly it is recommended that planning permission be approved.

- 1 The development hereby permitted shall be carried out strictly in accordance with the details shown on the site location plan and approved drawings 79-1 Rev.E, 79-2 Rev.B, 83 Rev.A, 84 Rev.A, 85-1 Rev.A, 85-2, 86-1 Rev.A, 86-2 Rev.B, 87-1 Rev.A, 87-2 Rev.A, 88-1 Rev.B, 88-2, 89-1 Rev.A, 89-2 Rev.A, 90-1 Rev.A, 90-2 Rev.A, 91-1 Rev.A, 91-2, 92-1 Rev.A, 92-2, 93-1 Rev.A, 93-2, 94 Rev.B, 95 Rev.B, 96 Rev.B, 97 Rev.B, 98-1 Rev.N, 98-2 Rev.C, 110-1 Rev.A, 111, 115 Rev.A, 116 Rev.A, 117-1 and 117-2 and specification contained therein, submitted on 11 January 2017 and 82 Rev.C, 133 and 133-1, and specification contained therein, submitted on 19 April 2017 and 70 Rev.N, 112-1 Rev.B, 112-2 Rev.B, 112-3 Rev.B, 130 Rev.B, 132 Rev.A, 132-1 Rev.A and 134 Rev.A, and specification contained therein, submitted on 4 May 2017. **REASON**: For the avoidance of doubt and to secure a satisfactory form of development in accordance with Policies DP1 and DP2 of the Warwick District Local Plan 1996-2011.
- Other than site clearance and preparation works no works shall commence on the construction of the development hereby permitted until samples of the external facing materials to be used have been submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details. REASON: To ensure that the proposed development has a satisfactory external appearance in the interests of the visual amenities of the locality in accordance with Policy DP1 of the Warwick District Local Plan 1996-2011.
- 3 The landscaping scheme submitted as part of the application hereby

permitted shall be completed, in all respects, not later than the first planting season following the completion of each phase of the development hereby permitted. Any trees removed, dying, being severely damaged or becoming seriously diseased within five years of planting shall be replaced by trees of similar size and species to those originally required to be planted. **REASON**: To protect and enhance the amenities of the area, and to satisfy the requirements of Policies DP1 and DP3 of the Warwick District Local Plan 1996-2011.

- A No structure, tree or shrub shall be erected, planted or retained within the visibility splays exceeding, or likely to exceed at maturity, a height of 0.6 metres above the level of the public highway carriageway.

 REASON: In the interest of highway safety in accordance with policy DP6 of the Warwick District Local Plan 1996-2011.
- No utility pipe works or cabinets are to be placed on the exterior walls of the undercroft vehicular accesses that measure a width of less than 5.5 metres. **REASON:** In the interest of highway safety in accordance with policy DP6 of the Warwick District Local Plan 1996-2011.
