

PLANNING COMMITTEE – 19 OCTOBER 2016

APPLICATION NO DC/16/3147/ARM

LOCATION

Land at Foxborough Road
Lowestoft
Suffolk

6

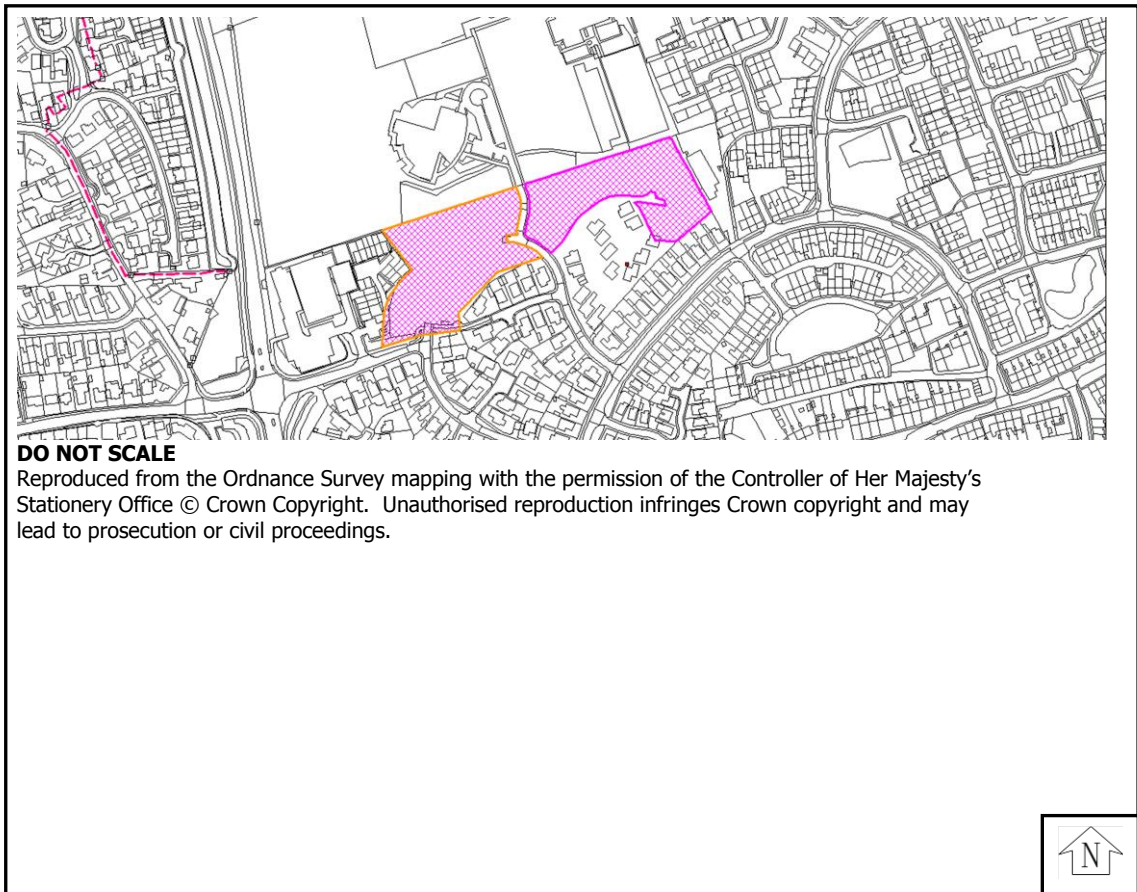
EXPIRY DATE 1 November 2016.

APPLICATION TYPE Approval of Reserved Matters

APPLICANT Warnes & Sons LTD

PARISH

PROPOSAL Approval of Reserved Matters of DC/13/0649/OUT - Phases 5 & 6 - Construction of 50 dwellings, including design of dwellings, layout, access, hard and soft landscaping and bin storage.



SUMMARY

1.1 The application seeks consent for a total of 50 dwellings comprising the last two phases (Phases 5 and 6) of the College Farm estate. The layout of the development and design of the dwellings is in keeping with recent housing development adjacent to the site and is considered acceptable. The application is referred to Committee for determination as it is a major application. The recommendation is for approval.

SITE DESCRIPTION

- 2.1 The application site is surrounded by existing or planned development on all four sides. Existing residential development, Ailmar Close, a recently built development of social housing, consisting of 16 units of accommodation is found to the west of the larger site. Immediately beyond this development is the Aldi supermarket and its car park which in turn bounds Millennium Way. To the north is the Middle School and to the east is the Crestview Medical Centre and a short distance beyond this is a small parade of shops at Village Rise comprising pharmacy, vets, fish and chip takeaway, newsagents/supermarket and hairdressers. To the south of the site lies a substantial area of residential development including Grasmere Drive, Coniston Walk, Ambleside Gardens and Crestview Drive. Most of the residential development surrounding the site has been built by the applicants and consists almost entirely of bungalows.

PROPOSAL

- 3.1 The application seeks approval of reserved matters for the last two phases of development (Phases 5 and 6) on the College Farm estate following the grant of outline consent DC/13/0649/OUT in July 2013 and includes considerations of this includes external appearance, design, layout, access, landscaping and materials. The development comprises of 50 dwellings, 22 of which are to be affordable dwellings comprising 16 no. 2 bed units and 6no. 3 bed units. Of the 28 open market dwellings 13 are houses and 15 bungalows. These properties are a mix of two and three bedrooms.

CONSULTATIONS/COMMENTS

Neighbour Consultation/representations: 49 neighbouring properties were notified of the application.

- 4.1 1 representation has been received raising concerns that that the level of crime may escalate due to the layout, density and design of the proposal.

Consultees

- 4.2 **Suffolk County Council Highways:** Notice is hereby given that the County Council as Highway Authority recommends that any permission which that Planning Authority may give should include the conditions shown below:
- 4.3 Condition: The use shall not commence until the area(s) within the site shown on Drawing No.119-352 Rev A for the purposes of cycle storage and bin presentation has been provided and thereafter that area(s) shall be retained and used for no other purposes.
- 4.4 Reason: To ensure that sufficient space for the on-site parking of cycles is provided and maintained in order to ensure the provision of adequate on-site space for the parking of cycles and to ensure that refuse recycling bins are not stored on the highway causing an obstruction and danger to other users.
- 4.5 **Suffolk County Council Archaeological Service:** Many thanks for your letter of 4 August consulting us on the above proposal.
- 4.6 The site has been subject to archaeological evaluation under previous planning permissions, and having considered the submitted documents we are satisfied there would be no significant impact on known archaeological sites or areas with archaeological

potential. We have no objection to the development and do not believe any archaeological mitigation is required in this case.

- 4.7 **Suffolk County Council Rights of Way:** Lowestoft Bridleway 2 is recorded adjacent to the proposed development area. We have no objection to this proposal.
- 4.8 **Suffolk Fire and Rescue Service:** The Fire Authority request that adequate provision is made for fire hydrants by the imposition of a suitable planning condition.
- 4.9 **Suffolk Wildlife Trust:** Thank you for sending us details of this application, we have the following comments:
- 4.10 We note that condition 19 of planning permission DC/13/0649/OUT required that the measures identified in the ecological survey report accompanying the 2013 application (Geosphere Environmental, May 2013) be implemented. These recommendations included further surveys of the site for bats and reptiles. It is unclear whether these surveys have been undertaken, they do not appear to form part of planning application DC/16/3147/ARM. We therefore recommend that if the habitat on site remains suitable for these species groups, the identified surveys are undertaken prior to the determination of this application in order to inform any necessary mitigation or compensation measures.
- 4.11 If you require any further information, please do not hesitate to contact us.
- 4.12 **Suffolk Police:** Thank you for the opportunity to comment on the above planning application.
- 4.13 On a development of this type and size I would strongly recommend that an application for Secured by Design approval is made.
- 4.14 An early input at the design stage is often the best way forward to promote a partnership approach to reducing the opportunity for crime and the fear of crime.
- 4.15 Secured by Design aims to achieve a good overall standard of security for buildings and the immediate environment. It attempts to deter criminal and anti-social behaviour within developments by introducing appropriate design features that enable natural surveillance and create a sense of ownership and responsibility for every part of the development.
- 4.16 These features include secure vehicle parking, adequate lighting of common areas, control of access to individual and common areas, defensible space and a landscaping and lighting scheme which when combined, enhances natural surveillance and safety.
- 4.17 Experience shows that incorporating security measures during a new build or a refurbishment project reduces crime, fear of crime and disorder.
- 4.18 The role of the Designing Out Crime Officer within Suffolk Police is to assist in the design process to achieve a safe and secure environment for residents and visitors without creating a 'fortress environment'.
- 4.19 The new SBD "Homes 2016" reference guide for new homes is available from www.securedbydesign.com which explains all the crime reduction elements of the scheme.
- 4.20 My specific observations for this development are as follows:

1 In respect of Torver Place and Lorton Mews, I would recommend that the landscaping be planned to ensure that good natural surveillance is maintained especially

around the communal parking areas. Full guidance and more detailed information is available in the SBD document “Homes 16” Section 17 “Planting in New Developments” As a general recommendation, where good visibility is needed, shrubs should be selected to have a mature growth height no higher than 1 metre, and trees should have no foliage, epicormic growth or lower branches below 2 metres, thereby allowing a 1 metre clear field of vision.

- 4.21 2 For both developments I would recommend that the rear boundary and sub divisional fences be 1.8m high with the top 300mm being trellis. Gates to the side of the dwelling that provide access to rear gardens or yards must be robustly constructed, be the same height as the fence (minimum height 1.8m) and be capable of being locked (operable by key from both sides of the gate). Such gates must be located on or as near to the front of the building line as possible. Again more detail can be found in Homes16 – Section 10.
- 4.22 3 Lighting is an important aspect of designing out crime and I would recommend that lighting should be provided to each dwelling elevation that contains a doorset.
- 4.23 Secured by Design has not specified PIR activated security lighting for a number of years. Research has proven that a constant level of illumination is more effective at controlling the night environment. I would therefore recommend approved low energy lamps in vandal resistant luminaires positioned out of easy reach and switched by a photo electric cell (dusk to dawn lighting).
- 4.24 I would further recommend that the public areas including footpaths and roads have a lighting scheme which complies with BS5489:2013 to ensure a uniformity of lighting in these areas.
- 4.25 Could I also take this opportunity to remind you of the following Design Principles.
- 4.26 1 **Waveney Planning Design Principles**
- 4.27 **DMO2** – states that developers should “take into account the need to promote public safety and deter crime and disorder through careful layout and design of buildings, car parking areas, landscaping, public spaces and pedestrian routeways”;
- 4.28 Waveney’s Development Policy also states that developments should be safe and take account of crime prevention and community safety considerations. Developers should therefore ensure that 'Secured by Design' principles are incorporated within all schemes.
- 4.29 This will require particular consideration to the layout of the development to allow for effective natural surveillance and supervision of public areas. Where appropriate, public areas should be clearly visible from adjoining buildings and the design and landscaping should provide for clear sight-lines on public routes (paths, cycle ways etc) and not create unnecessary concealed areas.
- 4.30 Using these nationally recognised standards as design benchmarks can often result in a more secure and safe development without placing a financial burden on the developer.
- 4.31 Other recommendations relating to Secured by Design include:
- 4.32 2 **Suffolk Design Guide for Residential Areas- Shape of Development – Design Principles**

Security

- 4.33 3.17.1 The Town and Country Planning (Development Plans) Regulations require local planning authorities to have regard to social considerations in preparing structure plans and unitary development plans. Crime Prevention must be regarded as one of these social considerations.
- 4.34 3.17.2 Landscaping will play an ever increasing role in making the built environment a better place in which to live. Planted areas have, in the past, been created with little thought to how they affect opportunities for crime. Whilst creating no particular problem in the short term, certain types and species of shrubs when mature have formed barriers where natural surveillance is compromised. This not only creates areas where intruders or assailants can lurk, but also allows attacks on vehicles to take place with little or no chance of being seen. Overgrown planting heightens the fear of crime, which often exceeds the actual risk. Planting next to footpaths should be kept low with taller varieties next to walls.
- 4.35 3.17.3 Where footpaths are separate from the highway they should be kept short, direct and well lit. Long dark alleyways should not be created, particularly to the rear of terraced properties. Where such footpaths are unavoidable they should not provide a through route. Changes in the use of materials can also have an influence in deterring the opportunist thief by indicating a semi-public area where residents can exercise some form of control.
- 4.36 3.17.7 Careful design and layout of new development can help to make crime more difficult to commit and increases the risk of detection for potential offenders, but any such security measures must form part of a balanced design approach which addresses the visual quality of the estate as well as it's security. Local Planning Authorities may therefore wish to consult their Local Police Architectural Liaison Officer (now referred to as Designing Out Crime Officer) on new estate proposals. Developers should be aware of the benefits obtained from the Secured by Design initiative which can be obtained from the Designing out Crime Officer.
- 4.37 **3** **Section 17 of the 'Crime and Disorder Act 1998'**
- 4.38 This part of the CDA places a duty on each local authority: 'to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area to include anti-social behaviour, substance misuse and behaviour which adversely affects the environment'.
- 4.39 Despite other legislative considerations within the planning process, there is no exemption from the requirement of Section 17 as above. Reasonable in this context should be seen as a requirement to listen to advice from the Police Service (as experts) in respect of criminal activity. They constantly deal with crime, disorder, anti-social acts and see on a daily basis, the potential for 'designing out crime'.
- 4.40 This rationale is further endorsed by the content of PINS 953.
- 4.41 **4** **National Planning Policy Framework.**
- 4.42 **Paragraph 58** states:-
- 4.43 "Planning policies and decisions should aim to ensure that developments create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion".

4.44 **Paragraph 69.**

4.45 This paragraph looks towards healthy and inclusive communities. The paragraph includes:-

4.46 “Planning policies and decisions, in turn, should aim to achieve places which promote:

4.47 Safe and accessible developments where crime and disorder, and the fear of crime, do not undermine quality of life and community cohesion”

4.48 **5 Department for Transport – Manual for Streets**

4.49 **4.6 Crime Prevention**

4.50 **4.6.1** The layout of a residential area can have a significant impact on crime against property (homes and cars) and pedestrians. Section 17 of the Crime and Disorder Act 1998,⁷ requires local authorities to exercise their function with due regard to the likely effect on crime and disorder. To ensure that crime prevention considerations are taken into account in the design of layouts, it is important to consult police architectural liaison officers and crime prevention officers, as advised in *Safer Places*.⁸ (In Suffolk these are now called *Designing Out Crime Officers*)

4.51 **4.6.2** To ensure that crime prevention is properly taken into account, it is important that the way in which permeability is provided is given careful consideration. High permeability is conducive to walking and cycling, but can lead to problems of anti-social behaviour if it is only achieved by providing routes that are poorly overlooked, such as rear alleyways.

4.52 **4.6.3** *Safer Places* highlights the following principles for reducing the likelihood of crime in residential areas (*Wales*: also refer to Technical Advice Note (TAN) 129):

- the desire for connectivity should not compromise the ability of householders to exert ownership over private or communal ‘defensible space’;
- access to the rear of dwellings from public spaces, including alleys, should be avoided – a block layout, with gardens in the middle, is a good way of ensuring this;
- cars, cyclists and pedestrians should be kept together if the route is over any significant length – there should be a presumption against routes serving only pedestrians and/or cyclists away from the road unless they are wide, open, short and overlooked;
- routes should lead directly to where people want to go;
- all routes should be necessary, serving a defined function;
- cars are less prone to damage or theft if parked in-curtilage (but see Chapter 8). If cars cannot be parked in-curtilage, they should
- ideally be parked on the street in view of the home.
- Where parking courts are used, they should be small and have natural surveillance;
- layouts should be designed with regard to existing levels of crime in an area; and layouts should provide natural surveillance by ensuring streets are overlooked and well used (Fig. 4.10).

4.53 I would ask that you take these points into account when making your decision.

4.54 **WDC Environmental Health Officer: Contaminated Land:** The reserved matters within this application do not appear to directly concern contaminated land so I have no adverse comments to make in that respect.

4.55 **Essex and Suffolk Water:** No objection.

4.56 **Anglian Water:** Were consulted on 4th August 2016

PUBLICITY

4.57 The application has been the subject of the following press advertisement:

Category	Published	Expiry	Publication
Major application. Public Right of Way affected	12.08.2016	01.09.2016	Beccles and Bungay Journal
Major application. Public Right of Way affected	12.08.2016	01.09.2016	Lowestoft Journal

SITE NOTICES

4.58 The following site notices have been displayed:

General Site Notice	Reason for site notice: Major application. Public Right of Way affected. Date posted 12.08.2016 Expiry date 01.09.2016
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PLANNING POLICY

- 5.1 The National Planning Policy Framework (NPPF) was published in March 2012. At the heart of the NPPF is a presumption in favour of sustainable development (para. 14). The NPPF makes clear that for decision taking, the presumption means approving development proposals that accord with the development plan without delay. In particular the NPPF, at paragraph 17, encourages the effective use of land by reusing land that has been previously developed (brownfield land).
- 5.2 The **Core Strategy** was adopted in January 2009. **Policy CS01** states that Lowestoft is the main town in the District where it is envisaged approximately 70 to 80% of the housing growth and 70 to 80% of the additional 5000 jobs are to be created, with the majority of this growth on previously developed land. **Policy CS02** requires high quality and sustainable design. In particular proposals should reflect local character and distinctiveness.
- 5.3 The **Development Management Policies** were adopted in 2011. **Policy DM01** sets physical limits for the main towns and villages. **Policy DM02** sets down Design Principles for new development, in particular proposals should be sympathetic to the character of a site and the quality of the built environment.

PLANNING CONSIDERATIONS

- 6.1 Development of the College Farm residential estate first started in the mid-1980's and this application represents the final phase of the development. The site is therefore within a well established residential area and adjoins existing residential properties. The site is also located within the defined physical limits of Lowestoft where the principle of residential development is acceptable.

- 6.2 The site is also located in close proximity to existing services and facilities with the Middle School and Medical Centre adjoining the northern and eastern boundaries respectively and the Aldi supermarket and the Village Rise parade of shops a short distance away. In addition there are regular bus services on Crestview Drive and Millenium Way. The site is therefore considered to be sustainably located and the proposal is considered to comply with policies CS01, DM01 and the NPPF.
- 6.3 The main issues to take into account in the determination of this application are the proposed layout and appearance of the development. The proposed layout is generally in-line with the schematic layout that was submitted with the earlier application for outline planning permission and accords with the general layout elsewhere on the site. Given the height of the single storey dwellings proposed and their orientation to avoid directly facing into windows of existing properties adjoining the site, which in the main are also bungalows, the scheme is not considered to have a detrimental impact upon existing residents. Separation distances between dwellings are also considered acceptable. All properties have reasonable garden space and areas for storage of wheeled bins.
- 6.4 A number of properties were identified where the garages did not meet the Highway Authority's minimum internal dimensions of 7m x 3m. This shortfall has been addressed by extending the garages to provide the minimum internal dimensions or, where it was not possible to extend the garages, sheds have been provided to provide additional internal storage space. This is in accordance with the Highway Authority's parking guidance and as such the Highway Authority raise no objection to the proposed layout.
- 6.5 The proposed appearance of the dwellings is similar in style to the previous designs of earlier phases, reflecting the newly created character of the area. The use of similar materials (brick and clay pantiles) will ensure the satisfactory appearance of the development.
- 6.6 The landscaping proposed includes tree planting (Mountain Ash, Silver Birch and Hawthorn) at a number of locations throughout the development. It is also proposed to retain an existing oak tree within the rear garden of Plot 17. The Council's Arboricultural and Landscape Officer has considered the proposed landscaping and raises no objection to it. It is considered that the proposed planting will help soften the development as it matures and is acceptable.

CONCLUSION

- 7.1 The application seeks approval of reserved matters for the last two phases of development (Phases 5 and 6) on the College Farm estate. The layout, appearance and landscaping of the development is in keeping with earlier phases and is considered to be acceptable. The application is recommended for approval.

RECOMMENDATION

- 8.1 That permission be granted subject to the following conditions:
1. The development hereby approved shall be begun within the time limits specified on the outline permission and is subject to any conditions imposed thereon.

Reason: In accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2010 (as amended)

2. The development hereby permitted shall not be brought into use until it has been completed in all respects strictly in accordance with drawing numbers 119-350, 119-351,

119-600, 119-601, 119-602, 119-603, 119-604, 119-605, 119-606, 119-607, 119-608, 119-609, 119-610, 119-611, 119-612, 119-613, 119-614, 119-615, 119-616, 119-617, 119-618, 119-650, 119-651, 119-652, 119-653, 119-654, 119-655, 119-656, 119-657, 119-658, 119-659, 119-660, 119-661, 119-664, 119-665, 119-675, 119-676, 119-677, 119-678, 119-679, 119-680, 119-681, 119-700, 119-701, 119-702, 119-703 and materials schedule and boundary treatment details received 29 July 2016, drawing numbers 119-353 Rev A, 119-662 Rev A, 119-663 Rev A and 119 704 received 19 September 2016 and Arboricultural Impact Assessment received 24 August 2016 for which permission is hereby granted or which are subsequently submitted to and approved in writing by the Local Planning Authority and in compliance with any conditions imposed by the Local Planning Authority.

Reason: To secure a properly planned development.

3. Prior to the commencement of development full details of fire hydrant provision shall be submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the agreed details.

Reason: To secure a properly planned development

BACKGROUND INFORMATION:

See application ref: DC/16/3147/ARM at www.waveney.gov.uk/publicaccess

CONTACT

Phil Perkin, Principal Planning Officer, (01502) 523073, philip.perkin@eastsoffolk.gov.uk