

**LAND SOUTH-WEST OF MUCKLESTONE ROAD, WEST OF PRICE CLOSE AND NORTH OF
MARKET DRAYTON ROAD, LOGGERHEADS
AMBER RESIDENTIAL PROPERTIES LTD & MULLER DEVELOPMENTS (LOGGERHEADS) LTD
16/00784/REM**

The application is for the approval of reserved matters relating to internal access arrangements, layout, scale, appearance and landscaping in respect of a residential development of 78 dwellings.

This approval of reserved matters follows the granting of an outline planning permission in September 2015 for residential development of up to 78 units including provision of affordable housing, public open space and vehicular and pedestrian accesses (15/00202/OUT). Details of the accesses from the highway network were approved as part of the outline consent.

The application site lies on the south-west side of Mucklestone Road which is a B classified road, outside the village envelope of Loggerheads and within the open countryside and an Area of Landscape Restoration as indicated on the Local Development Framework Proposals Map. The site area is approximately 3.7 hectares and is subdivided into two parcels by a stream and landscape corridor.

Trees within the site are the subject of Tree Preservation Order (TPO) no.147.

The 13 week period for the determination of this application expired on 3rd January 2017 but the applicant has agreed an extension to the statutory period until 28th April 2017.

RECOMMENDATIONS

Subject to consideration being given to the still awaited comments of the Landscape Development Section and to any further comments received from members of the public by 17th April and, with respect to the Parish Council, by the 18th April) on the amended/additional material received, PERMIT subject to conditions relating to the following:

- Link to outline planning permission and conditions
- Approved plans
- Provision of access, parking, servicing and turning areas in accordance with the approved plans
- Completion of vehicular and pedestrian access points onto Mucklestone Road and the footpaths along the development frontage
- Completion of access and parking areas for individual plots
- Materials (facing, roofing and surfacing)
- Landscaping and tree protection conditions

Reason for Recommendation

The principle of the use of the site for residential development has been established with the granting of the outline planning permission. The design and layout of the proposal is considered acceptable in accordance with the aims and objectives of the National Planning Policy Framework and the Newcastle-under-Lyme and Stoke-on-Trent Urban Design Guidance SPD. There would be no material adverse impact upon highway safety or residential amenity as a consequence of the internal layout. Revised landscaping details have been provided and a further report will be given on this matter. There are no other material considerations which would justify a refusal of this reserved matters submission.

Statement as to how the Local Planning Authority has worked in a positive and proactive manner in dealing with the planning application

Amendments have been promptly sought from the applicant and obtained and the proposal is considered to be a sustainable form of development in compliance with the provisions of the National Planning Policy Framework.

Key Issues

1.1 The Application is for the approval of reserved matters relating to internal access arrangements, layout, scale, appearance and landscaping in respect of a residential development of 78 dwellings. The principle of the residential development of the site has been established by the granting of outline planning permission 15/00202/OUT in September 2015. Details of the accesses from the highway network were approved as part of the outline consent.

1.2 The outline consent for the site was granted subject to a condition that required any reserved matters applications for the site to accord with the principles set out in the Design and Access Statement prepared by Hallett Environmental and Muller. Your Officer has considered the application against those principles and is satisfied that it accords with that condition of the outline consent.

1.3 A number of objections have been received from local residents relating to the impact of a housing scheme of this size upon the surrounding highway network, local amenities and the capacity of the sewerage system. These are matters that were considered and accepted as not grounds for refusing the outline planning permission and therefore, cannot be revisited now.

1.4 The issues for consideration now are:-

- Is the proposal acceptable in terms of its design and impact on the form and character of the area?
- Would there be any adverse impact on residential amenity?
- Is the internal road layout and parking provision acceptable in highway safety terms?
- Is the proposed landscaping and open space within the site acceptable?
- Is the affordable housing layout acceptable?

2. Is the proposal acceptable in terms of its design and impact on the form and character of the area?

2.1 The NPPF at paragraph 56 indicates that the Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. At paragraph 64 it states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

2.2 Policy CSP1 of the CSS lists a series of criteria against which proposals are to be judged including contributing positively to an area's identity in terms of scale, density, layout and use of materials. This policy is considered to be consistent with the NPPF.

2.3 Section 7 of the adopted Newcastle-under-Lyme and Stoke-on-Trent Urban Design Guidance Supplementary Planning Document (2010) provides residential design guidance. R3 of that document states that new development must relate well to its surroundings. It should not ignore the existing environment but should respond to and enhance it.

2.4 Section 10.1 of the SPD indicates that the aims for development within, or to extend, existing rural settlements are

- a. *To respond to the unique character and setting of each*
- b. *Development should celebrate what is distinct and positive in terms of rural characteristics and topography in each location*
- c. *Generally to locate new development within village envelopes where possible and to minimise the impact on the existing landscape character*

RE5 states that new development in the rural area should amongst other things respond to the typical forms of buildings in the village or locality and that new buildings should respond to the materials, details and colours that may be distinctive to a locality.

2.5 R12 of that same document (in the section dealing with residential design) states that residential development should be designed to contribute towards improving the character and quality of the area. Proposals will be required to demonstrate the appropriateness of their approach in each case. Development in or on the edge of existing settlements should respond to the established urban or suburban character where this exists already and has a definite value. Where there is no established urban or suburban character, new development should demonstrate that it is creating a new urban character that is appropriate to the area.

2.6 R13 states that the assessment of an appropriate site density must be design-led and should consider massing, height and bulk as well as density. R14 states that developments must provide an appropriate balance of variety and consistency.

2.7 A mix of 2, 3 and 4-bed dwellings are proposed with a mix of detached, semi-detached and townhouses proposed. All the dwellings would be 2-storey. Given the variety of dwelling size, density and style currently in Loggerheads, it is considered that the layout proposed would respect local character. Loggerheads Parish Council has stated that this site should have a greater number of smaller homes on the basis that the Neighbourhood Plan states that around a third of all new housing needs to comprise smaller homes (one and two bedrooms) to address identified needs. They have also expressed concern that there is no provision of single storey units as evidenced in Loggerheads Housing Needs Assessment 2016. The Neighbourhood Plan is a draft document that has not completed its statutory processes (indeed that draft has yet to be consulted upon) and therefore it is not yet part of the Development Plan. At present therefore it can be given very limited weight.

2.8 The materials would comprise a limited palette of red brick and plain tiles to ensure a consistency of style. Detailing would be simple and unfussy with gable features, bay windows, brick soldier courses and canopies. Double-frontage dwellings are proposed at prominent locations, providing focal points and features to enhance legibility through the development.

2.9 Properties would be set back from the pavement to allow for limited frontage landscaping. Parking would be provided in front of or to the side of dwellings, with some dwellings also provided with a garage.

2.10 The proposed layout is very similar to that shown on the illustrative layout plan submitted with the outline application and the design parameters set out in the approved Design and Access Statement are reflected in this detailed scheme.

2.11 Your Officer's view is that the design of the dwellings and the materials palette proposed would provide a consistency throughout the site and would also provide sufficient articulation and focal points to create variety and interest in the streetscene. The layout and density of the proposed scheme and the proposed house types reflect local character and it is considered that the proposal would be acceptable in terms of its design and impact on the form and character of the area.

3. Would there be any adverse impact on residential amenity?

3.1 This falls into 2 elements – the residential amenity of existing adjacent occupiers and the residential amenity of future residents of the development.

Existing occupiers' amenity

3.2 An objection has been received from a resident of Market Drayton Road on the grounds of impact on privacy and their enjoyment of their garden. The proposed dwellings would be more than 45m away from the rear elevations of the existing dwellings on Market Drayton Road and this distance significantly exceeds that recommended in the Council's Supplementary Planning Guidance (SPG) relating to Space about Dwellings. Concerns have also been raised regarding the potential impact on the privacy of the occupiers of the bungalows on Price Close. Many of the dwellings proposed along the eastern boundary of the site would have their gable end and therefore no principal windows (as

defined in the SPG) facing towards Price Close. Where the rear elevations of the proposed dwellings face Price Close, the distance between the principal windows of the existing and proposed dwellings exceeds the distance of 21m recommended in the Council's Space around Dwellings SPG. In addition, Price Close sits at a slightly higher ground level than the application site. It is not considered therefore that there would be any significant adverse impact on the amenity of the occupiers of the existing dwellings.

Amenity of future occupiers of the development

3.3 The proposed dwellings would generally provide amenity areas which comply with the lengths/areas recommended in the SPG. Although there a limited number of dwellings that have a garden length or area marginally less than the recommended figures, the level of private amenity space would be sufficient for the family dwellings proposed.

4. Is the internal road layout and parking provision acceptable in highway safety terms?

4.1 The 3 means of access to the site were determined at outline stage and therefore although objections have been received regarding increased traffic and highway safety concerns, the site benefits from outline consent, and an objection to the principle of the development in terms of its impact upon the highway network could not now be sustained.

4.2 The internal road layout is the same as that illustrated in the outline application. The Highway Authority has no objections to the detail of the proposal subject to conditions and the proposal is considered acceptable in terms of impact on highway safety.

5. Is the proposed landscaping and open space within the site acceptable?

5.1 Regarding the plans as originally submitted, the Landscape Development Section (LDS) stated that additional information is required regarding the proposed landscaping treatment to the protected woodland and that the play area proposals would not meet the LEAP (Locally Equipped Area of Play) specification under the terms of the NPFA guidance.

5.2 Amended landscaping and LEAP proposals have been submitted and the comments of the LDS have been sought. A further report will be provided on this matter.

6. Is the affordable housing layout acceptable?

6.1 Regarding the plans as originally submitted, the Council's Housing Strategy Section raised concerns that the affordable housing, which was in two groups of ten dwellings, was not sufficiently "pepper-potted" across the development. An amended layout has been submitted which distributes the affordable units across the site to a greater degree. The Housing Strategy Section is now satisfied that the affordable housing has been sufficiently distributed across the site and your Officer agrees that the revised layout achieves an acceptable level of integration and is satisfactory with regard to affordable housing.

APPENDIX

Policies and proposals in the approved development plan relevant to this decision:-

[Newcastle-under-Lyme and Stoke-on-Trent Core Spatial Strategy \(CSS\) 2006-2026](#)

Policy CSP1	Design Quality
Policy CSP3	Sustainability and Climate Change
Policy CSP4	Natural Assets
Policy CSP5	Open Space/Sport/Recreation
Policy CSP6	Affordable Housing

[Newcastle-under-Lyme Local Plan \(NLP\) 2011](#)

Policy N3	Development and Nature Conservation – Protection and Enhancement Measures
Policy N4	Development and Nature Conservation – Use of Local Species
Policy N17	Landscape Character – General Considerations
Policy N21	Areas of Landscape Restoration
Policy T16	Development – General Parking Requirements
Policy C4	Open Space in New Housing Areas

Other Material Considerations include:

National Planning Policy

[National Planning Policy Framework](#) (March 2012)

[Planning Practice Guidance](#) (March 2014)

Supplementary Planning Guidance/Documents

[Affordable Housing SPD](#) SPD (2009)

[Space Around Dwellings SPG](#) (SAD) (July 2004)

[Newcastle-under-Lyme and Stoke-on-Trent Urban Design Guidance Supplementary Planning Document](#) (2010)

Waste Management and Recycling Planning Practice Guidance Note (January 2011)

Relevant Planning History

15/00202/OUT Residential development of up to 78 units including affordable housing, public open space and vehicular and pedestrian accesses - Approved 3rd Sept 2015, following completion of legal agreement 28th August 2015

Views of Consultees

The **Environmental Health Division** states that the proposed layout follows that proposed within Illustrative Site Layout 2 (Drawing Ref. 112/Job No. 0278) and as such the impact of odour from the sewage works upon the amenity of the residents of the development is likely to be minimised. There are still several conditions of the outline permission which need to be satisfied.

The **Education Authority** states that a Section 106 agreement was signed when the outline application was granted and the education contribution amount and terms should be calculated in line with this.

The **Highway Authority** has no objections subject to conditions regarding the provision of access, parking, servicing and turning areas in accordance with the approved plans, completion of vehicular and pedestrian access points onto Muckleston Road and the footpaths along the development frontage, completion of access and parking areas and submission of Construction Management Plan.

The **Crime Prevention Design Advisor** commends the scheme which demonstrates that designing out crime and designing in community safety principles have been considered and are incorporated within the proposals. These include very good natural surveillance over the road network and public spaces and appropriate boundary treatments. A supplementary crime benefit of the layout is that the existing rear gardens of Price Close will back onto the rear gardens of the new development providing mutual security. It would be desirable if side windows were placed in blank gables to provide overlooking to parking and also for the rear garden boundaries which border the sewerage works to have defensive planting to reinforce them.

The **Landscape Development Section** states that additional information is required including tree protection proposals, detail for the construction and installation of the bridge within the woodland area, details of alterations to levels within the woodland area, details of hedgerows, additional tree planting and additional information concerning the landscaping treatment to the protected woodland. It is also stated that the play area proposals would not meet the 'LEAP' specification under the terms of the NPFA guidance and a revised scheme is requested.

Staffordshire County Council Flood Risk Team states that the amended plans show areas set aside for above-ground SUDs and surface water attenuation so the proposed layout is acceptable in principle.

The **Housing Strategy Section** states that the number and mix of affordable housing units are compliant with policy and is satisfied that the units are sufficiently pepper-potted across the development.

Loggerheads Parish Council objects on the following grounds:

- There is no provision of single storey units as evidenced in Loggerheads Housing Needs Assessment 2016
- The Neighbourhood Plan states that around a third of all new housing needs to comprise smaller homes (one and two bedrooms) to address identified needs. This site should have 26 such houses rather than the 19 that are proposed
- The affordable units would be insufficiently distributed across the site
- The 2 bed rented houses are proposed at furthest point from the access and would serve residents better if they were located at the nearest point
- The layout, density and design of plots adjacent to Price Close would be out of keeping with the layout, character and appearance of the adjoining development which is all bungalows
- Some of the properties on Price Close (bungalows) and Market Drayton Road are overlooked by 2-storey houses. The height should be reduced.
- Turning circles for recycling vehicles may not be adequate
- There is no visibility splay for access for plots 1, 2 and 3 direct onto Muckleston Road
- Hatching shown for "offset area to STW" around the sewerage works does not appear to follow the local wind direction

No comments have been received from the **Waste Management Section** and given that the period for comments has ended it could be assumed that they have no comments to make upon the proposals.

Following the receipt of amended plans, further comments have been sought from the **Landscape Development Section** and **Loggerheads Parish Council**. Any responses received by the relevant due by date will be reported to Members in a supplementary report.

Representations

13 letters of objection have been received. A summary of the objections made is as follows:

- There are lots of houses unsold in the area and therefore there is no need for more houses

- Out of keeping with adjacent properties which are mainly bungalows
- The access is onto Mucklestone Road which frequently floods
- People will invariably use Mucklestone Wood Lane which is narrow and would be very dangerous
- There are a lack of local amenities and it is already difficult getting a doctor's appointment
- Proximity of the boundary fence of plot 1 to No. 49, Mucklestone Road which has a hedge along the boundary
- It isn't a tree lined natural development like other developments in the area
- The road to Mucklestone School does not have a suitable pavement and the parking is dangerous at Hugo Meynell School
- Impact on the over stretched sewage system
- Overlooking and impact on privacy
- The amount of housing and type of housing is overbearing and too cramped
- Air pollution and traffic levels will be significantly increased
- Highway safety impact
- Impact on wildlife
- Affordable housing insufficiently spaced
- Play area is adjacent to the sewerage treatment works and nothing is specified about the level of play equipment
- Lack of visibility splay for the three properties opposite Folly View
- The siting and layout of the dwellings, particularly plot 4, is unimaginative, insensitive and not consistent with the density and disposition of this rural fringe of the village
- Insufficient levels information
- Mundane and unimaginative house types
- Current housing supply is equivalent to at least 5 years of demand

Applicant's/Agent's submission

The application is accompanied by the following documents:

- Supporting Statement
- Arboricultural Method Statement
- Tree Report

All of these documents are available for inspection at the Guildhall and on <http://publicaccess.newcastle-staffs.gov.uk/online-applications/plan/16/00784/REM>

Background papers

Planning files referred to
Planning Documents referred to

Date report prepared

6th April 2017