

DEVELOPMENT PLAN

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that “where in making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material consideration indicates otherwise.

Unitary Development Plan - current status

The Unitary Development Plan for Sunderland was adopted on 7th September 1998. In the report on each application specific reference will be made to those policies and proposals, which are particularly relevant to the application site and proposal. The UDP also includes a number of city wide and strategic policies and objectives, which when appropriate will be identified.

STANDARD CONDITIONS

Sections 91 and 92 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004 require that any planning application which is granted either full or outline planning permission shall include a condition, which limits its duration.

SITE PLANS

The site plans included in each report are illustrative only.

PUBLICITY/CONSULTATIONS

The reports identify if site notices, press notices and/or neighbour notification have been undertaken. In all cases the consultations and publicity have been carried out in accordance with the Town and Country Planning (Development Management Procedure) (England) Order 2015.

LOCAL GOVERNMENT ACT 1972 – ACCESS TO INFORMATION

The background papers material to the reports included on this agenda are:

- The application and supporting reports and information;
- Responses from consultees;
- Representations received;
- Correspondence between the applicant and/or their agent and the Local Planning Authority;
- Correspondence between objectors and the Local Planning Authority;
- Minutes of relevant meetings between interested parties and the Local Planning Authority;
- Reports and advice by specialist consultants employed by the Local Planning Authority;
- Other relevant reports.

Please note that not all of the reports will include background papers in every category and that the background papers will exclude any documents containing exempt or confidential information as defined by the Act.

These reports are held on the relevant application file and are available for inspection during normal office hours at the City Development Directorate at the Customer Service Centre or via the internet at www.sunderland.gov.uk/online-applications/

Peter McIntyre

Executive Director City Development

Reference No.: 18/01877/REM Approval of Reserved Matters

Proposal: **Reserved matters application relating to details of appearance, landscaping, layout and scale pursuant to outline approval 14/01461/OUT for the erection of 250no (c3) residential dwellings. Amended Details and Plans.**

Location: Land At Silksworth Lane/Silksworth Road, Silksworth, Sunderland

Ward: Silksworth

Applicant: Mr Paul Hunt

Date Valid: 18 January 2019

Target Date: 19 April 2019

PROPOSAL:

The application under consideration relates to the outstanding Reserved Matters from Outline planning permission for up-to 250 dwellings on land at Silksworth Lane/ Silksworth Road, Silksworth, ref. ref. 14/01461/OUT. The Reserved Matters that need to be determined are appearance, landscaping, layout and scale. This application relates to those matters.

Members considered the outline submission along with approving the access into the site on the 31 May 2016 and following the completion of the Section 106 Agreement outline planning approval was subsequently granted on the 11 August 2017.

The principle of developing dwellings on this site is therefore firmly established, along with the access into the site, and as this Reserved Matters submission was made valid on the 18 January 2019 it complies with condition 1 of the outline approval i.e. submit within 3 years of the date of the outline approval.

Applications for Reserved Matters would normally be determined under the delegated powers however, in this instance, Members of Planning & Highways requested the Reserved Matters come back to Committee for determination.

The Proposed Development

The Reserved Matters submission is seeking approval for the appearance, landscaping, layout and scale of a development that comprises of 250 homes.

The approved Parameter Plan (Drawing No. SD10.03 Revision C) sets a few constraints that frame any subsequent Reserved Matters application; these are:

- o Access must be taken from the south via the approved site access point;
- o Primary route through the site is taken from the approved southern access point;
- o Extent of development is within the defined areas;

- o Buildings within the northern and eastern areas shall be limited to a maximum of two storeys;
- o Pedestrian footpath link from the site to the south of 100 Vicarage Close;
- o Green infrastructure corridors through the middle and western areas of the site.

As with the access into the site the outline approval also agreed the following measures, the detail of which will need discharged via Condition 25 of the outline approval and delivered prior to occupation:

- o Localised widening to Silksworth Lane and Silksworth Road, including new footways and road widening;
- o Right turn pocket into development on Silksworth Lane;
- o Three new Refuge Islands with crossing points;
- o Change in junction Priority and build outs at the junction with Silksworth Road and Silksworth Lane;
- o Safety improvements on Silksworth Lane, to reduce speed limit to 30MPH at the bend in the road.

TYPE OF PUBLICITY:

Press Notice Advertised
 Site Notice Posted
 Neighbour Notifications

CONSULTEES:

Silksworth - Ward Councillor Consultation
 Nexus
 St Chads - Ward Councillor Consultation
 Network Management
 Natural England
 Environment Agency
 Director Of Childrens Services
 Fire Prevention Officer
 Southern Area Command - Police
 Northumbrian Water
 English Heritage
 Northern Electric
 Environmental Health
 Flood And Coastal Group Engineer
 Highways England

Final Date for Receipt of Representations: **07.10.2019**

REPRESENTATIONS:

Public consultation exercises:

Owing to validation issues and subsequent amendments there have been three rounds of public consultation. In total 41 letters of objection and 7 letters in support have been received.

Representations

Objections:

Objections were received covering the following concerns:

- o Encroachment;
- o Privacy;
- o Overdevelopment;
- o Encroachment;
- o Loss of light;
- o Loss of privacy;
- o Visual amenity;
- o Overlooking;
- o Noise from use;
- o Increased litter;
- o Loss of heritage;
- o Loss of light;
- o Inappropriate use;
- o Ecology impacts.

Officer comment:

Where relevant to the consideration of the Reserved Matters submission the above concerns are considered in the Layout and Landscaping sections of the Considerations Section.

Archaeology:

- o Decision should be deferred until the archaeological work has been carried out

Officer comment:

The Applicant has undertaken a series of trial trenching, which has informed the amended planning submission and the resultant report has been reviewed by the County Archaeologist.

Pedestrian connectivity:

- o Loss of an informal access route into and through the site from the north-east corner, which was also highlighted by another objector as a link to Gilley Law and beyond.
- o Reference made to the closing of the site and historical walkways adjacent to 57 Vicarage Close;
- o Objections against the number of footpaths going into Vicarage Close from the proposed development, contrary to the first meeting with Partner Construction (applicant of the outline approval).

Officer comment:

The footway connections from Vicarage Close into the site have been amended to include a north-east access point and the required footway connection into the adopted highway of Vicarage Close to south of Number 100. To the south and west footway connections are also provided, along with footway widening within the highway, in accordance with the outline approval. These are the extent of the footway connections.

Layout:

- o Concern in respect of boundary fences with Ski View and who will be responsible for them;

- o The proposed scheme being hard up to Vicarage Close to the north-east of the site, the proposed buildings will tower over existing residents;
- o Concerns expressed by the occupier of 100 Vicarage Close regarding building works being within 1.3m of their property and as such encroachment and privacy concerns.
- o Impacts of headlights onto the run of terraced properties fronting onto the site (91 - 100 Vicarage Close);
- o Occupier from 91 Vicarage Close expressed daylighting, overbearing and privacy concerns regarding the opposing Plot;
- o Occupier of 92 Vicarage Close expressed concerns regarding car headlights shining into sitting room window.

Officer comment:

The above comments are considered in the Layout section of the Consideration Section of the report. The application proposal has been amended in part following the issues raised by the public consultation process.

Infrastructure:

- o Burden on roads, could the developer carry some of this burden and widen existing roads;
- o Impact on NHS/ local doctors;
- o Pressure on schools;
- o Site drainage impacts on Vicarage Close.

Officer comment:

As confirmed by the LLFA and Northumbrian Water in their consultation responses, the surface water and foul water drainage impacts are in accordance with the outline approval and they have no objection to the development.

As highlighted in the introductory paragraphs to this report the outline approval has also embedded highway improvements into any development of the site. Impacts on local services are not considered material to the consideration of this application, the outline approval, which considered such impacts in detail, is already beholden to a Section 106 Agreement, which secured several financial contributions towards various infrastructure requirements.

Highway concerns:

- o Exit from Vicarage Close is already dangerous, which will be exacerbated by increased traffic;
- o As with the outline approval concerns were raised in respect of surrounding road network and road safety, surrounding pedestrian network and pedestrian safety;
- o Comments regarding the size of the proposed homes and resultant car ownership and impacts on the surrounding road network. It has been suggested that the committee look at placing traffic lights to control the Vicarage Road junction.
- o Concerns that the cul-de-sacs could be used as entrances and exits from the site through Vicarage Close;
- o Impacts on road safety, pedestrian safety, amenities, flooding and traffic management.

Officer comment:

Access into the site has approved and confirmed via the outline approval, as has the various road mitigation and enhancement measures, as highlighted in the introduction section of this report.

Construction impacts:

- o Ten-year project will cause severe disruption to residents;
- o Impacts from building work, down-sizing, will residents be eligible for compensation from the Planning Committee;
- o Impact of construction activities, are residents eligible for compensation or rate reductions;
- o Welcome that none of the plots are 3 storeys, however, the contractor should minimise impacts from noise and dust pollution. Comments were also made in respect of hoarding and that this should be kept to a minimum in terms of height and duration, particularly facing 91 - 100 Vicarage Close. There was also a request for the agreement of a timeline to development;
- o Damage to walls and fences on Vicarage Close - need guarantees of compensation while disruptions are carried out;
- o Impacts on house values;
- o Persimmon should look to develop in the surrounding areas where houses have been demolished;

Officer comment:

The safe development of the site rests with the developer and any damage to an individual property is a civil matter that will need to be resolved between respective landowners. Impacts on property prices is not material to the consideration of a planning application.

The outline approval already requires the Applicant to agree an Environmental Management Plan via the discharge of condition 4 and it is beholden to construction hours via adherence condition 5. The pre-commencement condition will consider construction impacts on the surrounding area and includes the agreement of a communication plan for liaising with the public.

The Local Planning Authority cannot impose conditions that require a development to be completed within a defined timescale, it can only require a timescale within which to submit the necessary application(s) and to commence development, hence Conditions 1 and 2 of the outline approval.

Cllr E Gibson

As a resident of Vicarage Close Cllr Gibson objects to the proposed 3m high retaining wall across the cul-de-sac to the north east of the site. Concerns were also expressed regarding the amount of visitor parking spaces being provided. Comments were made regarding regrowth following grass cutting and the wildlife that has followed, such as grey squirrels and pheasants.

Reference was made to Vicarage Close being 124 homes and that the proposed development of 250 homes suggest that this far too many houses for the size of the site. Lastly, comments were made regarding the road network, asserting that the entrance to Vicarage Close is horrendous with many accidents that are not recorded.

Cllr P Gibson

Cllr Gibson's main objection relates to the entrance/ exit to the development and the over-crowding of properties.

Letters of support:

Development provides quality family housing with the potential for local jobs and economic growth that are badly needed in the area;

- o £1.1 million provided to benefit local schools, local amenities and habitats, including:

- £431K for habitat;
 - £175K for equipped play facilities;
 - £392K for education facilities;
 - £122K for ecological enhancement.
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- Council tax revenue created could be directed toward improving public services in the area;
 - Last 60 years the land has been scrubland, unproductive and keeping of animals was too much of a risk as fences were continually vandalised or damaged and trespass;
 - The land has been used as a dog toilet and all that goes with it;
 - Area of Botchebys Bank, with easy access, was a continual target for fly tipping;
 - The developers will landscape over 10 acres with new planting, nurture the existing mature trees, native hedgerows, footpaths and safe and secure areas for dog walkers;
 - Council highway engineers have approved all aspects of the design,
 - Drainage has been discussed at length and approved by the Council.

Network Management (Engineers)

The Council's highway engineers requested further information and modification to the application proposal. These centred around a demonstration that large refuse vehicles could manoeuvre around the site, confirmation that the highways are to be built to adoptable standards, increase in visitor parking within the site and an increase in width to 3m for the pedestrian routes through the site. Amended plans were subsequently submitted which have been reviewed and accepted. Further detail in respect of their comments are provided in the following consideration section of this report.

Environment Agency

The Environment Agency (EA) responded by noting the application proposal appears to be exclusively in flood Zone 1 and as such, they have no objection.

Northumbrian Water

Northumbrian Water assessed the impact of the proposed development on their assets and the capacity of their network to accommodate and treat the anticipated flows arising from the development.

Northumbrian Water referred the Authority back to their 29 July 2014 consultation response made in respect of the outline approval. This consultation response confirmed no issue with the development of the site subject to it being carried out in strict accordance with the submitted flood risk assessment.

This report stated that foul water will discharge at 13.5 litres per second into manhole 4002, and that no surface water will enter the public sewerage system. Following these comments Members imposed the adherence to Condition 20 on the outline approval, which for the avoidance of doubt requires the development to be constructed in accordance with these details.

Lead Local Flood Authority (LLFA)

In relation to flood risk and drainage the layout and landscaping of the Reserved Matters are in-line with the approved flood risk assessment of the 14/01461/OUT approval and as such, there is no objection to the application proposal. Outline condition 22 'Surface Water Management Scheme' will still need to be engaged with and successfully discharged before any development commences at the site.

Highways England

Highways England reviewed the application proposal and confirmed they have no objection.

Historic England

Historic England confirmed they have no comments to make in respect of the application submission and advised the Authority to seek the views of their specialist Conservation and Archaeological Officers.

County Archaeologist

The County Archaeologist have no further comments to make on the reserved matters application as archaeological matters have been dealt with via the outline approval, culminating in Condition 19 (pre-commencement fieldwork), 20 (prior to occupation final report) and 21 (prior to occupation publication of report).

Following the County Archaeologist's initial consultation response, which referred the Applicant to the implications of Condition 19, the Applicant undertook a series of trial trenching. Most of the trial trenching has now been completed with two trenches remaining to be excavated once power lines have been taken down. This has been accepted on health and safety grounds. If archaeological remains are found in the remaining trenches then further archaeological excavation will be required, as per Condition 19.

Regarding the trial trenching undertaken to date, the archaeological evaluation report concluded that given the paucity of surviving structural remains from Mill Hill Farm (trench 10) and the lack of significant features in the other trenches no further archaeological work is required in these areas.

Built Heritage: Conservation

Built heritage colleagues have responded to the application consultation request by confirming they have no comments to make in respect of the adjacency of the site to the Silksworth Hall Conservation Area.

Public Protection and Regulatory Services (PPRS)

PPRS responded by requesting an assessment be undertaken regarding noise to establish both internal and external noise and if necessary, a scheme of mitigation be provided. It is considered that if Members are so minded a condition can be included on the approval certificate requiring

the submission of an appropriate assessment in conjunction with the details of mitigation, if required. This approach is considered reasonable given the forward-facing nature of the western boundary of the site and the fact that where rear garden areas are orientated towards Silksworth Lane they are elevated, atop significant retaining walls which should therefore provide a good degree of mitigation in any event.

Natural England

Natural England referred the Authority to their response written in respect of the outline approval, wherein they offered no objection to the proposal. Their primary focus was in respect to the protected sites along the coast and the consideration of such was embedded within the outline approval via the Section 106 Agreement.

Tyne and Wear Fire and Rescue Service

No objections to the proposal with further comments to be made via the Building Regulations process.

POLICIES:

In the Unitary Development Plan the site is subject to the following policies;

B2_Scale, massing layout and setting of new developments
B6_Measures to preserve and enhance conservation areas
B13_Sites and monuments of local importance affected by development
CN17_Tree Preservation Orders and replacement of trees
CN18_Promotion of nature conservation (general)
CN22_Developments affecting protected wildlife species and habitats
EN5_Protecting sensitive areas from new noise/vibration generating developments
EN12_Conflicts between new development and flood risk / water resources
EN14_Development on unstable or contaminated land or land at risk from landfill/mine gas
T9_Specific provision will be made for cyclists on existing/new roads and off road
T10_Protect footpaths; identify new ones & adapt some as multi-user routes
T14_Accessibility of new developments, need to avoid congestion and safety problems arising

COMMENTS:

The matters reserved at outline stage for further approval are:

- o Appearance
- o Landscaping
- o Layout, and
- o Scale.

To re-iterate the main access into the site has already been agreed as part of the Outline approval, whilst the accessibility within the site for vehicles, cycles and pedestrians will be considered in the following engineering considerations section.

Firstly, considering each of the above reserved matters in turn:

Appearance

The Town and Country Planning (Development Management Procedure)(England) Order 2015 (hereby referred to as the "2015 Order") states that "Appearance" means the aspects of a building or place within the development which determines the visual impression the building or place makes, including the external built form of the development, its architecture, materials, decoration, lighting, colour and texture.

The development proposal incorporates 12 differing semi and detached house-types across the site, each with their own individual character. It is considered that the house types provide for a suitably varied and active street scene.

In terms of materials and in view of the limited detail provided as part of this Reserved Matters submission and given that condition 6 of outline 14/01461/OUT remains outstanding, should Members be minded to approve the application the precise materials will be controlled via the discharge of this pre-commencement condition.

Landscaping

The 2015 Order describes landscaping as meaning the treatment of land (other than buildings) for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated and includes:

- o screening by fences, walls or other means;
 - o the planting of trees, hedges, shrub or grass;
 - o the formation of banks, terraces or other earthworks;
 - o the laying out or provision of gardens, courts, squares, water features, sculpture or public art; and
 - o the provision of other amenity features.
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- o Arboriculture and landscaping

The Council's Arboriculturalist has reviewed the amended scheme and considers the proposal to have successfully accommodated the principle trees of value within and adjacent to the site, particularly the mature trees on the south western boundary (T11 to T23) and the protected trees to the north.

It is noted that some trees are to be removed from within the site, however the Council's Arboriculturalist consider them to be relatively immature and as they are not visually prominent within the street scene, notes their C category rating i.e. of low quality as per the British Standard valuation system for trees on development sites. Consequently, their removal is accepted to enable the delivery of the outline approval.

The Council's Arboriculturalist notes that a section of prominent trees along the southern boundary are also identified for removal. However, in most instances these trees are in poor condition and located below overhead power cables. They are also having to make way for the approved access into the site and it is questionable that these trees are sustainable in the long term in any event given the obvious structural damage to the wall and their proximity to the adjacent vehicular highway.

The submitted Tree Protection Plan is considered to provide for a reasonable level of detail and satisfactorily demonstrates that the identified retained trees can be successfully accommodated

within the development proposal. However, the Council's Arboriculturalist has noted that a retaining wall is proposed within the root protection zone of a protected tree to the north of the site, to the rear garden plot 357. Consequently, additional detail is required to demonstrate how this Plot is to be constructed without damage to the adjacent protected trees. It is considered that this could be managed through an Arboricultural Method Statement (AMS) condition should Members be so minded.

The Council's Landscape Architect has also reviewed the amended submission and has confirmed that overall the layout is acceptable in terms of the grassland areas, scrub planting and the retention of the most important trees. The Council's Landscape Architect has requested that additional tree planting should be sought for the central linear space as well as occasional specimens in the scrub areas to include larger forest trees. Additional detail is required in terms of the species/ specimen, variety and stock sizes of the proposed planting, whilst the detail of the proposed retaining walls is also required, as well as their relationship with the surrounding landscaping proposal. As with the AMS, it is considered that a detailed landscaping condition be included should Members so minded, whilst the outline condition number 8, boundary enclosures, will agree the final details of all walls, fencing and retaining walls.

Lastly, as was highlighted while approving the outline application, the Silksworth Hall Conservation Area Character Appraisal and Management Strategy highlights the fundamental character of the dense tree cover flanking Warden Law Lane and the historic boundaries of Doxford House and Silksworth Hall has to the Conservation Area. It is therefore considered that the retention of the significant and mature trees within the south-western corner of the site will ensure an appropriate assimilation with the adjacent Silksworth Hall Conservation Area and as such, the application proposal suitably accounts for the setting of this designated heritage asset.

o Ecology considerations

The Reserved Matters submission has been supported by an Ecological Survey Works report dated November 2018, which itself was informed by an extended phase 1 survey and updating check in August of that year.

The report considers the habitats on-site to be predominantly of low ecological value, comprising coarse grassland, tall ruderal vegetation and developing scrub. The survey work noted the invasive non-native species *Cotoneaster* and *Montbretia* on site.

The key potential impacts on protected species pertain to commuting and foraging bats and nesting birds. However, aerial tree risk assessment and bat surveys did not find roosting bats on site and given the presence of similar and better-quality habitats to the west, south west and south east, overall the site was of local value. It was noted that birds were likely to nest within tree and scrub cover; however, ground nesting species were considered unlikely given how the site was being heavily used by dog walkers. In addition, the vegetation across the site had reached 1.2m by June 2018, thereby precluding ground nesting species.

It was also considered that there was a negligible risk of the presence of any other protected species. Three off site ponds were found to be unsuitable for great crested newts whilst otter and water vole were considered absent given a lack of good quality habitat for either species on site and in the immediate area. Habitats were largely unsuitable for reptiles, whilst connectivity to the site for badger was lacking and no evidence of this species was found.

In terms of considering the submission, including the proposed landscaping plans and Landscape Management Plan, the Council's Ecologist has confirmed that there are no objections to the

proposal. The details submitted appear to accord with the outline approval and broadly reflect the approved Parameter Plan.

Comments were provided advising how hedgerow, tree cutting and pruning works should ensure cover for wildlife during construction works and that flower, fruit and nut bearing species should be adopted in order to provide sustenance for wildlife throughout the seasons. Comments were also made in respect of the ratio of grasses to wildflowers in order to encourage locally native wildflowers throughout the growing season and that seed and species mix should be confirmed prior to sowing and planting.

In conclusion, the Council's Ecologist has advised that the measures proposed in the Ecological Survey Works November 2018 should be adopted and delivered in full, whilst further details of measures such as location of nest and roost units (including disturbance factors) and a habitat management plan should be submitted for approval. It is considered that these matters can be appropriately considered and agreed via Condition 10 Biodiversity Enhancement Measures.

Layout

The 2015 Order describes layout as meaning the way in which buildings, routes and open spaces within the development are provided, situated and orientated in relation to each other and to buildings and spaces outside the development.

In terms of the overall layout of the application proposal it is considered that the no build zone areas, the two-storey limit to the house types to the north and east of the site and the primary route into and through the site are in accordance with the approved Parameter Plan. It is therefore considered that the layout of the development complies with the outline approval and is acceptable.

Turning to the detailed consideration of the application proposal significant regard has been had to the Council's Residential Design Guide (RDG) Supplementary Planning Document. This document was written in support of policy B2 of the Unitary Development Plan and it provides detailed guidance on which to consider application proposals. Of relevance is Section 10C - spacing between dwellings.

Given the largely two-storey nature of the Reserved Matters the spacing standards considered relevant are:

1. 21m for main facing windows (living rooms, kitchens and bedroom).
2. 14m for main windows facing side or end elevation (with only secondary or no window).
3. 10.5m between main windows and adjacent developable land.

Section 10C caveats that for every 1m difference in ground levels 2m should be added onto the horizontal spacing.

Firstly, when approaching the consideration of the Reserved Matters submission regard needs to be had to the approved Parameter Plan. It is this plan that has set the primary route through the site and it is this route the layout of development has had to be orientated around.

When the Reserved Matters submission was first received and the basis on which the two initial rounds of public consultation were undertaken, the Applicant proposed significant retaining walls

along the entire eastern boundary of the site with Vicarage Close as well as through the middle of the site. Given the significance of these retaining walls and concerns about impacts on the existing properties Officers requested the Applicant to consider their application proposal. This reconsideration of their scheme resulted in amended plans being submitted and it is these plans that have formed the basis of the third and final round of public consultation.

The following section of the report provides detailed commentary in respect of these matters.

- o Retaining walls to the east with Vicarage Close

The initial scheme proposed 3-4m high retaining walls to the rear of what was going to be Plots 87 - 146 and which directly abutted the side boundaries of the adjacent Vicarage Close properties. The proposed finished floor levels were also set at a minimum 102 Above Ordnance Datum (AOD), but with 103.3 in the main as a minimum. This contrasted with 101.09 and 104.11 for the eaves height of the opposing existing properties in Vicarage Close. It was therefore clear that the proposed gradients and layout of development would have had a significant impact on the residential and visual amenity of the existing properties. The Applicant was therefore requested to review this element of their submission.

The Applicant submitted amended plans that have formed the basis of the third and final round of public consultation and which is essentially the scheme now before Members.

The amended submission has relocated its retaining walls to the rear of the proposed houses, away from the rear boundaries with Vicarage Close. The retaining walls have been substantially reduced in height so that they now range from 1.35-1.8m to the rear of Plots 166-168, and 0.3-0.975m in the main as the development runs south along the eastern boundary.

Five section drawings have been submitted to illustrate the spacing relationships with the existing properties. The section drawings indicate that the proposed rear land levels marry into the existing land levels of the adjacent land and thus the land levels of the Vicarage Close properties. It is considered that this should provide for a more sympathetic relationship between existing and proposed development.

Nonetheless, it is noted that there are instances where the spacing between the existing and proposed properties do not strictly accord with Section 10C. However, it is also noted that the east facing rear gardens of the proposed Plots have a perpendicular relationship with the largely north/south facing properties in Vicarage Close and as a consequence, it is the main facing rear elevations of the proposed Plots that will have their outlook onto the secondary gable elevations of Vicarage Close, rather than vice versa.

In terms of the overlooking into the rear garden areas of Vicarage Close it is considered that point 3. above, i.e. the position of dwellings in relation to adjacent land is a more relevant "yardstick" on which to measure impacts, as the other two standards are focused on the spacing relationships between built development.

Nevertheless, it is noted that given the elevated land levels within the site the spacing standards are again not strictly being adhered to. However, it is also noted that land levels in Vicarage Close vary along the entirety of the eastern boundary of the site and as such, there is no consistent level from which to assess impact, whilst, in contrast, the proposed development has to be fixed around a road layout that has been confirmed via the approved Parameter Plan. Notwithstanding this underlying factor Officers nonetheless requested the Applicant consider further the proposed Plots to see whether land levels could be lowered yet further.

In response, given the wider implications for the site the Applicant has highlighted the difficulties in lowering land levels any further. The road is already in-cut in sections by up to 1.5m and any further lowering would require greater excavations with additional material needing to be exported off-site. It would also have wider impacts on road ties elsewhere, which would then require deeper and more intrusive drainage works.

In addition, a more gradual levelling relationship is revealed when contrasting the proposed floor levels to the more consistent road levels of Vicarage Close. By way of illustration the finished floor levels of Plots 170 - 171 are 100.475 and both homes have a minimum garden depth of 11.5m, with an overall distance of 15m from the nearest adjacent road level height of 99.26 in Vicarage Close. This spacing would accord with the standards.

Another example is Plots 178 and 179, which are 101 and 101.225 respectively. These Plots have a garden depth of 11m and distance of 15m from the adjacent road level height of 99.7 in Vicarage Close. This spacing accords with the standards, whilst the nearest property, 80 Vicarage Close, which has an AOD height of 100 as compared to a finished floor level of 101 for Plots 176 and 177, will be separated by 11.5m gardens of the proposed Plots.

Ultimately, the varied garden depths, which range from a minimum of 11m to a maximum of 14.5m, are considered to help mitigate the impact of the proposed two-storey Plots on the existing properties in Vicarage Close and are comparable to the 11m garden depths found in Vicarage Close. Impacts are also considered to be further mitigated by the perpendicular relationship between the north/ south orientation of the existing properties and the east/ west orientation of the proposed. The consequence of this is that it is the proposed Plots that will have their outlook towards the gable elevations of Vicarage Close.

Attention is also drawn to the preamble of Section 10 of the RDG wherein it highlights that spacing standards should be seen as guidelines rather than prescribed and unquestioned rules. It notes that the spacing standards are useful in helping to define the lowest level of acceptability, but that a variance could on occasion be considered in the interests of creating more complex, and varied, attractive spaces. When such variations are sought, they must always relate to the overall design concept, which in turn stem from the nature of the land, its natural features and existing planting, as well as the characteristics of the surrounding area.

In this regard it is considered that the graded nature of the site, the recognition that the Primary Route through the site is fixed via the approved Parameter Plan, and the amendments that have been made to the application proposal are noted and that on balance the impacts of the two-storey Plots 166 - 189 are considered to be acceptable in terms of their layout and location.

In terms of the other three Plots that have a direct relationship with the existing properties in Vicarage Close i.e. Plots 190, 240 and 243, it is again considered that the layout and location of the proposed development is acceptable. Similar to the above considerations, the application proposal has been amended to account for the observations of Officers.

Previously a 4/5 bed detached Winster housetype was sought at the then proposed Plot 146, which was adjacent to 91 Vicarage Close. Along with Plots 142 - 145, this property was to be vehicularly accessed from the front and as such, there was direct implications from car headlights onto the lower lying 91 Vicarage Close. Plot 146 was also bound by a 3m high retaining wall, which was situated to align with the front boundary of Number 91. Consequently, there were significant concerns that the layout of the development would have detrimentally impacted residential and visual amenity.

As part of the re-design of the scheme the amended proposal has also reviewed this area of the site. The vehicular accesses to the now proposed 190-194 are located to the rear and as such, there are now no direct interfacing relationships with the front of Number 91. These Plots are now served by a pedestrian footway to the front that terminates at Plot 190 and as such, there will be no through route into Vicarage Close from this part of the site.

The retaining wall has also been re-positioned within the development and has been reduced to a height of 1.8m. A spacing of 18.5m is also provided between this retaining wall and the main facing elevation of Number 91, whilst a spacing of 22m is proposed between the main facing elevation of Number 91 and the side gable of Plot 190. It is considered that this is in general conformity with the spacing standards.

Similar to the above, the now proposed Plot 240 has also been amended given concerns that were had in respect of the potential impact of the earlier scheme on 119A Vicarage Close. The previously proposed 3m high retaining wall has been replaced by a 1m high wall, which has also been re-positioned within the site, away from the common boundary. In addition, the now proposed smaller housetype has been positioned further within the plot so that it more appropriately staggers with the front elevation of 119A.

Lastly, the previously proposed Plots 151 and 152 have been replaced by Plot 243, which has been off-set from The Bungalow to further limit any interfacing implication on this existing property. A detached garage is now proposed in the place of Plot 152 and a spacing of 12m is achieved. Moreover, the previously proposed 2m high retaining wall has now been completely removed.

o Retaining Walls through middle of site

It was also noted that 4m high retaining walls were proposed to the south of the proposed footway that runs through the green infrastructure corridor in the middle of the site. There were concerns that this significant drop in levels disrupted the coherence of the space, demarcating it between the significantly elevated north and lower lying south. The Applicant was therefore requested to review this element of their submission.

In response, the Applicant has submitted amended plans that have formed the basis of the third and final round of public consultation. These plans are now proposing a 0.15m to 1.5m retaining wall, which is considered to be more appropriate given the graded nature of the site and the need to provide for a safe and coherent form of development.

It is also noted that strong frontages are to be provided onto this green corridor and that the previously proposed detached garages have been removed from the frontage to this important and prominent area of the site. It is considered that the fanned layout now proposed should help frame the development and contribute to the visual amenity of the proposal.

o Retaining walls to the west of the site

Given the remodelling work and heavily graded nature of the site, and in order to minimise the export of materials off-site, the amended plans have necessitated higher retaining walls to the west. The amended plans propose a maximum 6.475m high retaining walls to the rear of Plot 76, which, as it extends southwards, reduces to 3m to the front of Plot 58.

It is considered that these heights will, in part, be mitigated by the landscaping proposed within the western green buffer area, which will help to soften the appearance on the wider area. Indeed,

there are limited views of this area as the gradient of the site limits views from the vehicular Silksworth Lane, whilst it is noted that there are no existing properties in the vicinity.

- o Wider estate

It is considered that the remainder of the development proposal is acceptable and provides for an acceptable form of development. The building areas and open spaces are as they have been approved by the Parameter Plan and as discussed, the landscaping considerations have been found to be acceptable. The predominantly west facing orientation of the development limits sunlight and daylighting impacts and the occasions where retaining walls are proposed between plots, their impact is off-set by the height of the retaining walls themselves and the relative seclusion they will provide, particularly for those residents that will have retaining walls in their rear garden areas.

- o Removal of Permitted Development rights

In the interest of residential and visual amenity and should Members be minded so minded, it is recommended that Class A (enlargement of a dwelling house), B (roof extension to a house) and E (detached buildings within the curtilage) permitted development rights be removed for the entirety of the site.

Scale

The 2015 Order describes scale as meaning the height, width and length of each building proposed within the development in relation to its surroundings.

The dwellings proposed for this development comprise the following:

- o Alnwick, 24 no. 2 storey 2 bed detached home;
- o Hanbury, 12 no. 2 storey 3 bed detached home;
- o Chatsworth, 29 no. 2 storey 3 bed detached home;
- o Hatfield, 17 no. 2 storey 3 bed detached home;
- o Souter, 10 no. 2 and half storey 3 bed semi-detached home;
- o Roseberry, 42 no. 2 storey 4 bed detached home,
- o Winster, 51 no. 2 storey 4/5 bed detached home;
- o Chedworth, 32 no. 2 storey 4 bed detached home;
- o Corfe, 2 no. 2 storey 4/5 bed detached home;
- o Newton, 17 no. 2 and half storey 5 bed detached home;
- o Edlingham ,15 no. 2 and half storey 4/5 bed detached home.

The approved Parameter Plan (Drawing No. SD10.03 Revision C) requires a maximum of two storey properties adjacent to the existing properties in Ski View and Vicarage Close. The proposed site layout drawing confirms that all properties within these areas are two-storey.

It is considered that the proposed scale of the development is acceptable; it is considered reflective of the mix of building heights generally associated with new build housing proposals and by way of comparison, with eaves heights ranging from 4.6m to 4.8m, compare favourably to the 5.3m eaves level of the two-storey properties in Vicarage Close.

Highway engineering considerations

The Council's highway engineers have had regard to the agreed to off-site highway safety and pedestrian safety improvements, which are;

- o Localised widening to Silksworth Lane and Silksworth Road, including new footways and road widening;
- o Right turn pocket into development on Silksworth Lane;
- o Three new Refuge Islands with crossing points;
- o Change in junction Priority and build outs at the junction with Silksworth Road and Silksworth Lane;
- o Safety improvements on Silksworth Lane, to reduce speed limit to 30MPH at the bend in the road.

These improvement works are to be delivered prior to occupation.

Moreover, as the proposed development will entail alterations to existing highways it will require the Developer to enter into an Agreement with the Council under Section 278 of the Highways Act 1980, before commencing work in the highway.

The development is to be built to an adoptable standard with 5.5 metre road widths, 1.8 metre footways, street lighting, turning head, highway drainage connection and provision for surface water run-off. The highway engineers have advised the Developer to contact the Council's highway adoption engineer and should Members be so minded this can be reiterated via an informative.

In terms of visitor parking and following their initial observations amended plans have been submitted that have increased the amount of visitor parking from 44 to the now proposed 60 spaces. This is in conjunction with 118 units that have double driveways. The highway engineers have confirmed that the level of parking provided is acceptable.

The highway engineers have also noted that all shared private accesses do not serve more than three properties and although some exceed 25 metres in length, as bin stores are to be provided, this arrangement is considered acceptable.

The Applicant has also provided swept path assessments for large refuse vehicles (11.2m) which satisfactorily demonstrate that all turning heads within the development can accommodate the turning movements of this type of vehicle. The engineers have also welcomed the increase in width of the multi-user routes to 3m throughout the site, which will ensure good connections to the wider area and will support active and non-motorised travel.

Outline conditions

There are various conditions imposed on the outline approval that are still of relevance to the development of the site, namely;

- o Pre-commencement condition 4: Environmental (Construction) Management Plan;
- o Pre-commencement condition 6: Materials;
- o Pre-commencement condition 8: Boundary walls;
- o Pre-commencement condition 10: Biodiversity;
- o Pre-commencement condition 13 15: Land contamination;
- o Pre-occupation condition 18: roads within the development completed to at least base level;
- o Condition 19: Archaeological fieldwork (two remaining trenches);

- o Pre-occupation condition 20: submission of the results of fieldwork report;
- o Pre-occupation condition 21: Publication of report;
- o Pre-commencement condition 22: Surface water drainage;
- o Pre-commencement condition 25: agreed the detail of highway improvements and the timetable for their implementation;
- o Pre-commencement condition 26: agree internal roads, footways, footpaths and cycleways and timetable for their implementation.

- o Adherence condition 3: approved plans, including highway improvements;
- o Adherence condition 5: Hours of construction;
- o Adherence condition 9: Montbretia and Cotoneaster Method Statement;
- o Adherence condition 11: Landscaping 5 years;
- o Adherence condition 16: Implementation of remediation and verification;
- o Adherence condition 23: Flood Risk Assessment and Surface Water Management Strategy.
- o Condition 17: in the event of unidentified contamination;

Given the information submitted in support of the reserved matters it is considered that pre-commencement condition 7: finished floor levels, and pre-felling condition 24 have been satisfied, whilst the proposed landscaping condition will agree the detail of the replanting scheme, which will be undertaken in consultation with Council's Landscape Architect and Ecologist.

Section 106:

By way of a reminder to Members and courtesy of the outline approval, development at the site is beholden to the following agreed to planning obligations:

- o Affordable Housing, 10% on-site;
- o Education, £392,337 - New Silksworth and Mill Hill;
- o Children's Play Space, £175,250 - St Matthew's Field, Foxhole and/ or Silksworth Adventure Centre Play Areas;
- o Site-specific ecology issues, £122,000 - directed towards wetland creation and restoration, grassland restoration, woodland improvement works, community participation and site establishment;
- o Habitat Regulations Assessment £158,303.70 - towards a package of mitigation and monitoring measures for the European designated sites at the coast.

In respect of the affordable housing provision a plan has been submitted identifying 19 Affordable Rent and 6 intermediate units, as required by the legal agreement. The units are pepper potted around the site to assist in creating an inclusive community.

EQUALITY ACT 2010 - 149 PUBLIC SECTOR EQUALITY DUTY

During the detailed consideration of this application/proposal an equality impact assessment has been undertaken which demonstrates that due regard has been given to the duties placed on the LPA's as required by the aforementioned Act.

As part of the assessment of the application/proposal due regard has been given to the following relevant protected characteristics:

- o age;

- o disability;
- o gender reassignment;
- o pregnancy and maternity;
- o race;
- o religion or belief;
- o sex;
- o sexual orientation.

The LPA is committed to (a) eliminating discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010; (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

In addition, the LPA, in the assessment of this application/proposal has given due regard to the need to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it. This approach involves (a) removing or minimising disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic; (b) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it; (c) encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The LPA has taken reasonable and proportionate steps to meet the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities, as part of this planning application/ proposal.

Due regard has been given to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves. Particular consideration has been given to the need to:

- (a) tackle prejudice, and
- (b) promote understanding.

Finally, the LPA recognise that compliance with the duties in this section may involve treating some persons more favourably than others; but that is not to be taken as permitting conduct that would otherwise be prohibited by or under this Act.

CONCLUSION

The proposed development is acceptable in respect of Appearance, Landscaping, Layout and Scale and is considered to be in accordance with the parameters approved via the outline permission 14/01461/OUT.

The amended scheme has appropriately considered relevant policy and surrounding residents and land uses. There are not considered to be any adverse impacts that would significantly and demonstrably outweigh the benefits of the scheme.

RECOMMENDATION: In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 the reserved matters application is recommended for APPROVAL, subject to the following conditions:

Conditions:

1 The development to which this permission relates must be begun not later than whichever is the later of the following dates.

(a) the expiration of three years from the outline approval of planning permission;

(b) the expiration of two years from the final approval of the reserved matters, or in the case of approval on different dates, the final approval of the last such matter to be approved, to ensure that the development is carried out within a reasonable period of time.

Reason:

To ensure that the development is carried out within a reasonable period of time.

2 The Local Planning Authority, the development hereby granted permission shall be carried out in full accordance with the following approved plans:

Silksworth Layout SK-001 Rev G;
Site Level Assessment Drawing No. N18293-906 Rev P8 (received 30 September 2019);
Engineering Assessment Plan Drawing No. N18293-900 Rev P5;
Site Sections Drawing No. N18293-907 Rev P3;
Affordable Housing Plan SK-001;

Silksworth Sunderland Vehicle Tracking 19-137 TK01 Rev A;
Silksworth Sunderland Vehicle Tracking 19-137 TK02 Rev A;
Silksworth Sunderland Vehicle Tracking 19-137 TK03 Rev A;
Silksworth Sunderland Vehicle Tracking 19-137 TK04 Rev A;

Landscape Proposals c-1611-05 Revision C;
Tree Survey and AIA 20th September 2019;
Tree Removal Plan Sheet 1 of 2 c-1611-06 Revision D;
Tree Removal Plan Sheet 2 of 2 c-1611-07 Revision D;

Alnwick AN-WD01 Rev L;
Hanbury HB-WD01;
Hanbury Corner HBC-WD01;
Chatsworth CT-WD01;
Hatfield HT--WD01;
Hatfield Corner HTC-WD01;
Souter SU-WD01;
Roseberry RS-WD01;
Winster WS-WD01;
Chedworth CD-WD01;
Chedworth Corner CDC-WD01;
Corfe CF-WD01;
Newton NT-WD01 Rev K;
Eldingham EL-WD01 Rev H;
Single and Double Garage sgd-01 Rev B;
Triple Garage SGD-02 Rev B.

In order to ensure that the completed development accords with the scheme approved and to comply with policy B2 of the adopted Unitary Development Plan.

3 No development shall take place until details of both hard and soft landscape works have been submitted to and approved in writing by the Local Planning Authority and these works shall be carried out as approved. The details shall include proposed finished levels or contours; pedestrian access and circulation areas; hard surfacing materials. Soft landscape works shall include planting plans including written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/ densities.

Reason:

In the interests of visual amenity and nature conservation and to comply with policies B2, CN18 and CN22 of the Unitary Development Plan.

4 No development shall commence until an Arboricultural Method Statement has been submitted to and approved in writing by the Local Planning Authority. The statement shall include all tree protection measures as well as the methods of construction for any works to be undertaken within the crown spread of any retained trees on site and off site. Thereafter the development shall be constructed in complete accordance with the agreed details.

Reason:

In order to ensure that no damage is caused to trees during construction work and to comply with policies B6 and CN17 of the adopted Unitary Development Plan.

5 No above ground construction shall commence until the specification of noise mitigation works deemed necessary for the development hereby approved have been submitted to and approved in writing by the Local Planning Authority. The measures shall be required to protect residents of the proposed dwellings, in accordance with British Standard 8233:2014 (Guidance on sound insulation and noise reduction for buildings) and World Health Organisation Guidelines for Community Noise. Thereafter the development shall be carried out in accordance with the approved details and the specified mitigation measures shall be fully installed prior to the occupation of any dwelling.

Reason:

In order to protect residents and to comply with policies B2 and EN5 of the Unitary Development Plan.