

18/00135/REM**LAND BETWEEN WINDERMERE AVENUE, MALYONS LANE AND LOWER ROAD, HULLBRIDGE**

APPLICATION FOR RESERVED MATTERS (IN RESPECT OF LAYOUT, SCALE, DESIGN, EXTERNAL APPEARANCE, ACCESS (SAVE FOR ACCESS POINTS TO THE SITE AS SHOWN ON THE APPROVED PARAMETERS PLAN) AND LANDSCAPING IN RELATION TO THE OUTLINE APPLICATION PERMISSION 14/00813/OUT AT LAND BETWEEN WINDERMERE AVENUE, MALYONS LANE AND LOWER ROAD HULLBRIDGE FOR THE DEVELOPMENT OF 500 DWELLINGS TOGETHER WITH ASSOCIATED ACCESS, CAR PARKING, LANDSCAPING, OPEN SPACE AND RELATED WORKS

APPLICANT: BARRATT DAVID WILSON HOMES (EASTERN COUNTIES)

ZONING: SER 6A AND SER6B - SOUTH WEST HULLBRIDGE

PARISH: HULLBRIDGE AND RAWRETH

WARD: HULLBRIDGE AND DOWNHALL AND RAWRETH

1 PLANNING APPLICATION DETAILS

- 1.1 This application is submitted pursuant to outline planning permission 14/00813/OUT, which was granted on 18th January 2017, subject to conditions, following completion of a Section 106 Agreement, which covers the following matters
- provision of the new roundabout proposed at the junction of Hullbridge Road/Rawreth Lane/Hambro Hill permitted by planning permission 16/00162/FUL by the time the 50th dwelling to be built is occupied (or such other trigger as may be advised by the Local Highway Authority);
 - provision of Watery Lane right turn improvements from Lower Road, as recommended by the Local Highway Authority;

- provision of signage improvements at the Water Lane/Lower Road junction;
 - provision of an indexed education contribution - calculated at 2016/17 pricing as £2,201,540;
 - payment of an indexed Travel Plan monitoring fee to Essex County Council calculated at 2016/17 pricing at £3,000;
 - provision and implementation of a residential Travel Information Pack for every household on the development;
 - provision of 12 month season tickets for bus-travel to all eligible occupiers of the development (maximum tickets per household);
 - provision of a minimum 35% affordable housing to be provided in each phase of the development to a mix of 80% affordable homes for rent and 20% intermediate housing, subject to delivery triggers, appropriate location of affordable housing in the development, appropriate dwelling size and type, nomination rights and other relevant matters;
 - provision of youth facilities in the form of a skate park within the development. In the event that Rochford District Council should decline to accept transfer of the facilities, these are to be maintained in perpetuity by a management company;
 - provision of an indexed contribution (£70,000 at 2016/17 pricing) towards the drainage of Pooles Lane sports pitches;
 - provision of a Sustainable Urban Drainage system to serve the development in accordance with details to be agreed pursuant to the relevant planning conditions (conditions 20, 21, 22 and 23);
 - provision of an indexed contribution (£164,560 at 2016/17 pricing) towards capital projects associated with the delivery of primary health care services in the vicinity of the site;
 - provision of public open-space in accordance with the requirements of the relevant planning condition (condition 37).
- 1.2 All matters of detail, namely, layout, scale, design, external appearance, landscaping and access - (save for the access points for vehicles (Lower Road and Malyons Lane) and for pedestrians/cyclists (Windermere Avenue, Harrison Gardens, Malyons Lane, The Pories and the connection with public footpath Rawreth No 2, as shown on the Access and Movement Parameter Plan that supported the outline planning application - have been reserved for approval under this reserved matters application.

2 THE SITE

- 2.1 The application site is of varied shaped and extends to 21.79 ha in area. The land adjoins the south-western side of the existing built up area of Hullbridge and is bound by residential development in Windermere Avenue to the north, extending down to Lower Road on the southern side. The western side of the site adjoins open countryside in agricultural use, with the exception of the extreme south-western corner where it adjoins a pumping station. To the east the site adjoins residential development in Harrison Gardens, Ambleside Gardens, Elm Grove, Malyons Lane, Abbey Close, The Priors and Monksford Drive.
- 2.2 The land is currently farmland, has been in use for grazing and hay making and is divided into seven fields of varying size, each roughly rectangular in shape and bounded by well kept hedges and fencing. In the middle part of the site is a group of farm buildings accessed from Malyons Lane, which consists of a group of stables and farm buildings of varying size and design, the farmhouse (which would be retained) and two bungalows; one of which, “Little Malyons”, is located to the east of the envelope of buildings and would be redeveloped, the other, “New Bungalow”, which is located on the north-eastern edge of the complex of farm buildings, would be retained and is excluded from the application site.
- 2.3 Within the envelope of farm buildings are four telecommunications masts.
- 2.4 The site slopes downhill from Windermere Avenue at the northern end of the site to Lower Road at its southern edge. The topography of the site varies from its highest point at some 22 metres Above Ordnance Datum (AOD) in the northern part of the site to the lowest point at some 5 metres AOD towards the southern boundary of the site to Lower Road.
- 2.5 The hedgerow on the southern boundary of the site fronting Hullbridge Road has recently been removed.
- 2.6 A group of trees located in the verge along Windermere Avenue just outside the northern boundary of the site, comprising one field maple, two oaks and six hawthorns, are protected by Tree Preservation Order (ref TPO/00006/07).
- 2.7 The site is crossed west to east by Public Footpaths 2 and 7, which extend from Malyons Lane through the farm buildings area westwards to Highlands Road.
- 2.8 The majority of the site falls within the parish of Hullbridge. Two parts of the application site to south-west and north-west of the envelope of farm buildings are sited within the parish of Rawreth. The administrative area for Rayleigh Town Council extends west of Hullbridge Road as far as the junction with Watery Lane to a point within 40m of the south west corner of the application site.

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- 2.9 A Concept Masterplan, supported by other plans, including a Density & Building Height Parameter Plan, an Access & Movement Parameter Plan, a Land Use & Amount Parameter Plan, a Proposed Hullbridge Road Access Plan and a Malyons Lane Access Plan, were approved as part of the outline planning permission, illustrating what form the proposed development would take. Condition 4 attached to the outline planning permission requires strict compliance with these plans.
- 2.10 The approved Concept Master Plan identifies areas for various uses as follows:
- residential development (approximately 14.3ha);
 - existing residential use to be retained comprising the existing farmhouse and an area of 0.19ha;
 - highway land comprising the main spine road between Lower Road and Malyons Lane (1.1ha);
 - open space (6.2ha) comprising natural and semi-natural green space through north-south links through the site, green buffer to part of eastern edge, 0.06ha of children's play space including two local areas of play (LAPs) and one Local Equipped Area of Play (LEAP). The applicants argue that the minimum 0.02ha for outdoor youth provision could include junior youth sports pitches to the north-western part of the site.
- 2.11 The application is supported by the following documents:
- Planning Statement;
 - Written Scheme of Investigation for Archaeological Evaluation;
 - Archaeological Evaluation Report;
 - Written Scheme of Investigation for Geophysical Survey;
 - Geophysical Survey Report;
 - Statement of Community Involvement.
- 2.12 In addition, the following documents are relevant, though were not submitted with the current reserved matters application, but with parallel application ref 17/01242/DOC (discharge of conditions 6 and 7):
- Design Brief Document & Public Realm Design Strategy.
- 2.13 That application has recently been approved by Officers under delegated powers, the submitted Design Brief and Public Realm Design Strategy having been judged to promote a satisfactory approach to the layout and design matters that fall to be considered formally under this reserved matters application. Conditions 6 and 7 attached to the outline permission

respectively require, before the submission of the reserved matters application, the submission to and approval by the LPA of (i) a Public Realm Design Strategy covering specified matters relating to the treatment of the public realm and (ii) a Design Brief covering specified detailed design matters; the reserved matters application to then reflect the details agreed pursuant to those conditions.

3 RELEVANT PLANNING HISTORY

- 3.1 The site excludes an area to the north-western corner of the allocation that was the subject of an outline application for 18 No. houses, including siting and access (05/00400/OUT). This was refused permission 8th August 2005 for reasons of Green Belt, inadequate unmade highway network serving the site, on-street parking, inadequate garden, lack of social infrastructure and to a layout out-of-character with Windermere Avenue.
- 3.2 The site includes part of the allocation and site that was the subject of an outline application for 14 No. houses refused permission for reasons of Green Belt, Coastal Protection Belt, too low density and inadequate unmade highway network serving the site, on 12th June 2007 under application reference 07/00132/OUT.
- 3.3 The more recent history is set out below:

Application No. 14/00813/OUT

Outline application for development of 500 dwellings together with associated access, car parking, landscaping open space and related works.

Permission granted 18th January 2017.

Application No. 18/00124/FUL

Application for Removal of Condition No.38 (Bridleway) Attached to Approved Application Ref: 14/00813/OUT

Application Approved.

Application No.18/00126/ FUL

Variation of Conditions 4 (Approved Plans) and 8 (Roundabout) Attached to Approved Application Ref: 14/00813/OUT.

Application Approved.

4 CONSULTATIONS AND REPRESENTATIONS

- 4.1 **Essex County Council (Local Highway Authority):** No objections.
- 4.2 From a highway and transportation perspective the impact of the proposal is acceptable to the Highway Authority subject to the following mitigation and conditions:
- 4.3 All housing developments in Essex which would result in the creation of a new street (more than five dwelling units communally served by a single all-purpose access) will be subject to The Advance Payments Code, Highways Act, 1980. The Developer will be served with an appropriate Notice within 6 weeks of building regulations approval being granted and prior to the commencement of any development must provide guaranteed deposits which will ensure that the new street is constructed in accordance with acceptable specification sufficient to ensure future maintenance as a public highway.

1. No occupation shall be permitted on site until such time as an Order securing the diversion of the existing definitive right of way (Footpath No2) to a route to be agreed with the Local Planning Authority has been confirmed and the new route has been constructed to the satisfaction of the Local Planning Authority.

The Public Right of Way network is protected by the Highways Act 1980. The grant of planning permission does not automatically allow development to commence. In the event of works affecting the highway, none shall be permitted to commence until such time as they have been fully agreed with this Authority. In the interests of highway user safety this may involve the applicant requesting a temporary closure of the definitive route using powers included in the aforementioned Act. All costs associated with this shall be borne by the applicant and any damage caused to the route shall be rectified by the applicant within the timescale of the closure.

2. The layout shall be constructed as shown in principle on Grafik drawing 17-2600-002 Rev C. Prior to the commencement of development the provision of traffic calming along the main spine road shall be agreed with the Highway Authority.
3. There shall be no discharge of surface water onto the Highway.
4. No development shall take place, including any ground works or demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the local planning authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:
 - i. the parking of vehicles of site operatives and visitors
 - ii. loading and unloading of plant and materials

- iii. storage of plant and materials used in constructing the development
- iv. wheel and underbody washing facilities.

- 5. No unbound material shall be used in the surface treatment of the vehicular access within 6metres of the highway boundary.

Essex County Council (Urban Design)

First Response

- 4.4 Following our initial meeting and subsequent meeting with the applicant team at County Hall, we suggested a number of urban design comments surrounding the masterplan layout. This letter contains both our review of the action taken based on Place Services initial comments, as well as our comments and observations based upon the amended Masterplan, dated April 2018.

Layout

- 4.5 Plot 1 is now a corner turning building creating a suitable feature building that both addresses the entrance road as well as the neighbouring key pedestrian route. It is clear from the accommodation schedule that this building has not been proposed as a non-standard house type and appears a further 13 times throughout the site, and we would like further details on this unit for any features that make it unique from other dwellings of this house type.
- 4.6 We are also concerned by the row of three side by side parking/ garages, this key location should not be car dominated and one of the three parking areas should be relocated to the west of unit 2 to reduce this.
- 4.7 The strong arch formed by the Crescent on primary road as previously praised is a successful addition to the masterplan layout. We had suggested that effort should be made to making this as tight knit as possible to ensure the sense of a crescent, however the new master plan layout has caused concern due to the additional parking now introduced in the crescent, which in fact has reduced the tight knit nature further, and this is becomes more apparent in Street scene A. The possibility of townhouses with ground floor parking could be explored in order to both to keep a continuous frontage and to keep the parking numbers to standard. Options should have been considered for linked detached units on the crescent with a feature building on the edge at Plot 1, and this is certainly considered as a missed opportunity.
- 4.8 A similar tight knit arrangement was recommended for the village 'centre' perhaps with a deviation from standard house types to create a close knit street using terrace townhouses which would have given the perception of a true core to the development. Removing the apartment block and replacing with dwellings has increased the setback along the built frontage, the buildings in this area should be pulled forward towards the street to help enclose it. The shared surface provides access to a number of driveways in

this area, this causes concern for pedestrian safety and may lead to inappropriate parking on the shared surface. There is also concern that the replacement dwelling will not appear as a focal building, we recommend providing a 2.5 storey dwelling to increase the height as well as using material choices to create a unique elevation.

- 4.9 We previously noted that the area of housing surrounding the existing bungalow was too dense, and we would ideally like the number of units here reduced and reallocated to terraces elsewhere, potentially at the village centre. In the amended masterplan we note that the housing around the bungalow is still very dense with no buffer zone between the bungalow and proposed dwellings.
- 4.10 Only one unit has been removed from this area on the northern boundary of the existing bungalow, however, the build-footprint remains almost the same with the removal of this unit, with the density of the surrounding housing the same. We suggest that the density of this area is revisited again to add a landscape buffer between the existing bungalow and the proposed dwellings, particularly if there is no likelihood of the bungalow becoming available.
- 4.11 We previously discussed the possibility of bungalows being provided within the masterplan which would be particularly useful for areas where overlooking existing dwellings may be of concern, and to tie in with the existing built form. We are pleased to see that five one storey dwellings (the 'Midhurst') have been proposed on site adjacent to the residential dwellings on Elm Grove, this will significantly reduce the likelihood of overlooking in this area of the site and could be replicated elsewhere that overlooking becomes an issue.
- 4.12 The pedestrian/ cycle route adjacent to units 349/331 still lacks passive surveillance along the path which is a concern. We previously suggested that this path could instead be turned into a shared drive with units facing directly onto it or alternatively provide good quality corner turning buildings which it is felt are not developed by the Ennerdale type. We also suggest as a public pedestrian route this boundary would be better suited to a brick wall rather than close board fencing which would be susceptible to damage.
- 4.13 We were previously concerned about the proximity of unit 275 in relation to 15 Malyons Lane; with the newly located drive way between the units the distance has been increased considerably since the previous plan.
- 4.14 We previously communicated that more perspective views and street typology visualisations would be welcomed to give an impression of the spaces.

Parking

- 4.15 Across the site the car parking arrangements for apartment blocks result in large parking courts that heavily impact on the block's amenity space. The layout of parking spaces often breaks up the blocks surrounding amenity

space resulting in a number of small, strange shaped areas that likely will not be used due to the unattractive car dominated aesthetic created. It is important to consider the area of amenity space which would be both private and useable for residents, particularly where blocks are not nearby or fronting onto Public Open Space (POS).

- 4.16 We previously suggested the crescent visitor parking be relocated to the opposite side of the street, improving the street frontage. We also highlighted in our previous response that opportunity should be taken to make use of the crescent green verge as well (as with other highway verges across the site) to contribute additional SuDS through the incorporation of rain gardens and swales which would add to the green infrastructure network. There appears to be little thought to how these elements could be integrated into the wider streetscape.
- 4.17 Triple tandem parking still occurs significantly across the site. Triple tandem parking is not encouraged other than in exceptional circumstances due to the problems it causes for future residents e.g. needing to swap three cars around, and this was outlined in an email previously. The tandem parking at units 67-74 is still resulting in a large setback for the units and even with the increase of soft landscaping creates negative impact on the streetscape. As we previously suggested, a central parking court integrating the bays for the units opposite should be considered.
- 4.18 Our previous concerns of car parking dominant frontages have been addressed; although the car parking is still dominant to the frontages of units 201-205. In this circumstance, the additional soft landscaping proposed breaks up the hard landscaping and improves the aesthetic of the street frontage. The dwellings opposite (units 266-269) also had the same issue and it appears these units have had their car parking relocated between/beside dwellings so on street parking only dominates one side of the street.
- 4.19 The turning head adjacent to units 144 and 135 may cause accessibility issues for some of the neighbouring units parking bays, particularly for units 141 and 138. The manoeuvrability for cars is hindered by the number of spaces in a small area; tracking diagrams should be submitted to demonstrate the turning heads functionality. There is also concern that this layout creates a poor outlook for units 142&143 and units 136&137 as their frontage will be dominated by parking and garages. This area requires further iteration.
- 4.20 Previously plots 257, 260, 262 & 265 parking bays required residents to drive over the footway for access, this caused concern for both footway maintenance as well as pedestrian safety. Removing one unit and rearranging the parking/layout to create a shared surface street has ensured that no vehicles need to cross the footway to park.
- 4.21 Parking along the southern aspect of the northern POS square has been reduced, this has prevented the terminating vista from being car-dominated

and the street now terminates with a view over the POS. The parking has also been consolidated into 4 rows of 2 at the central POS area, which is an improvement as the previous layout along the edge was disjointed and inefficient. Although this layout has improved from the earlier plan we suggest the parking is further consolidated into 3 rows of 3 spaces to slightly reduce the area of POS and hedgerow given over to parking. Alternatively the last two visitor parking spaces could be shifted east, opposite unit 409's garden boundary to avoid impacting on the units view out, in order to keep parking east of the hedgerow.

- 4.22 The previous Masterplan included some parking oddities; unit 147's parking was hidden out-of-sight of the house and unit 436 had an awkward arrangement of space around parking area. Unit 147's parking is still hidden out of sight; we suggest this parking is relocated to ensure the residents have passive surveillance over their parking spaces. Unit 439 and 436 have had their house type changed in order to create a better site layout with parking adjacent to each unit, this has made a more efficient use of space in this area.

Landscape

- 4.23 There is still no prominent frontage for apartment block units 318-323 / 324 / 325-330, it should be clarified that the elevation that looks out onto the POS is the main entrance/ prominent frontage. It is important to ensure that soft and hard landscaping to the amenity spaces is of the highest quality, to make it inviting and attractive to residents. It is currently unclear as to whether private amenity space is provided for these units.
- 4.24 Flat units 350-358 and dwelling 382 were previously fronted by a hedgerow; this has now been removed to create enough space to rearrange the layout for an additional dwelling. There is concern as to whether this hedgerow provided ecological mitigation or forms part of the existing mature hedgerow as well as amenity value, this should be clarified. We advise that where planting is removed it is mitigated elsewhere on site within the POS.
- 4.25 The submitted garden plan does not make it clear if the flat blocks amenity space includes a proportion of private communal space, or if the surrounding space is in fact publicly accessible. We recommend the garden plan has two keys one showing private gardens and one showing public/communal amenity space.

Streets and Roads

- 4.26 We previously had concerns due to the lack of variety in street types. The Masterplan included too many shared surface (tertiary streets) which extended over long distances. We praise the inclusion of shared surfaces due to the speed reducing measures and increased priority for pedestrians/cyclists, however, some shared streets appear to be used for some very long routes which is not appropriate for this typology.

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- 4.27 We suggest the secondary street network is expanded slightly (as has been already undertaken for some areas) in more areas across the site to replace a proportion of the shared surface area.
- 4.28 We previously suggested that raised tables use a different surface material and a similar approach should be followed at locations involving the entrance to an identifiable character area, for example, the stretch of road adjacent to Public Open Space/existing bungalow travelling from the Village Core to the Northern Rural Edge.
- 4.29 It is not clear from the submitted Masterplan if our suggestion has been addressed.

Refuse

- 4.30 Previously we sought clarification of the location of refuse stores for both houses and apartments, the refuse plan submitted only includes the location of apartment block refuse stores and it is not clear what is proposed for dwellings. We would suggest that refuse storage for dwellings is located either within the garage or integrated into porch areas, this will avoid residents having to make awkward journeys from their back garden to the street frontage for collection.
- 4.31 The number of dead ends that occur across the site may cause issues for refuse collection; we would suggest that routes are connected and circuitous. The current road layout suggests that refuse collection is hindered by the connectivity, due to the number of refuse collection points proposed.
- 4.32 We advise against refuse collection points where possible as these areas often become an eye sore, cluttering the street and littering public space.

Tenure

- 4.33 It is pleasing to see that the affordable housing target and the wheelchair accessible unit targets have both been met to standard on the site. Although the affordable units and accessible units are spread across the site they could be better integrated in some areas, rather than having 'clusters' of affordable dwellings the units could be dotted between private tenures across the site. Apartment blocks and single storey accessible units should remain in their current location, however there is concern regarding the identical nature of the apartment blocks particularly in the 'core'.

Views and Vistas

- 4.34 Although street scenes have been submitted we would like to see more information on short and long distance views and vistas. Some rendered 3D views at eye level would give an idea of the feel of spaces at the pedestrian

scale and smaller scaled street scenes or sections should give an idea of the proposal in the existing context. Renderings of proposed public spaces would also assist in understanding the look and feel of the development.

Materials

- 4.35 As identified at the first pre-app discussions, we were reluctant to see a set of standard house types and limited pallet (of materials) at this important site which is of a suitable size where distinct areas of individual identity could be created. The Materials Plan submitted suggests there will be little material variety across the site, only three basic types of brick are proposed for the walls, three choices of render/weatherboarding and three types of roof tile. A limit on material combinations may also, as outlined above, make it difficult to create three distinct character areas and it may be difficult to see how the (limited) materials help to reinforce a defined sense of place. We suggest that the material pallet is expanded to include some additional choices as well as an additional pallet for key/focal buildings to ensure they appear distinct. It is important the materials chosen reflect the contemporary vernacular, whilst also tying back with the Rochford vernacular. At present it is difficult to see how the precedent images of what makes Rochford architecturally special and unique have been incorporated into the proposals.

Land Uses

- 4.36 As was raised early on in the pre-application discussions, it is felt that it is a shame that no mixed use elements have been incorporated into the design such as small scale local retail or business use which, if appropriately placed in the village core area, would have helped to create a focus and amenity for the new community.

Second Response

- 4.37 The applicant responded to the first Urban Design response by either making changes or rejecting the need for changes.
- 4.38 Accordingly, officers requested further comments from Urban Design and these are set-out in their second letter dated 11 June 2018.
- 4.39 This is set-out in full below:

“Following my initial consultation response relating to the design of the 500 new home scheme at Malyons Lane, Hullbridge, I write to provide clarity on our position as urban design specialist advisors to Rochford District Council prior to planning committee. This letter runs concurrent with the previous response, takes into consideration comments made by Barratt David Wilson (BDW) Homes in response to the original letter and provides defined outcomes required.

Layout /Character

- 4.40 It is considered that, whilst the applicant engaged with pre-application discussions, one of the key elements which it was clear that we wanted to see from this site was an identity that was distinct to Hullbridge, with identifiable character areas and a combination of standard (it is understood that this would always be a requirement) and non-standard house types which could relate specifically to this desire.
- 4.41 From the initial pre-application meeting it was the opinion of the applicant that there would be no deviation from the standard house types and what is clear from the submitted plans as amended is that this has resulted in character areas which are largely just that in name and not in terms of design and identity. This was the primary reason for suggesting that character areas were reduced from the original seven to three so that each area could be treated specially and offer the opportunity for an array of built forms and materials.
- 4.42 It is evident that a large amount of time and thought has been given to the landscape strategy for the site which covers large areas both internally and around the edge of the site; however there is too much emphasis on how landscape will define the character of the areas, with the built form, materiality, etc, lacking the same level of consideration.
- 4.43 It is still highly recommended, however, that more consideration is given to (the use of) additional materials, interesting and innovative use of existing materials, and architectural enhancements which appear lacking at present, such as brickwork detailing, stone courses etc. These smaller scale changes would help to bring the development to an acceptable standard.
- 4.44 Despite these points, it is not considered robust that justification for a refusal can be made on the basis of over-use of standard house types which have been used across many developments nationwide and therefore there is **no objection** to the application on these grounds.

Additional Points

- 4.45 The following points are made in response to BDW comments on the original letter. I do not agree that amending the landscaping to the frontage of Plots 1&2 will provide an effective low level screening to the run of three car parking bays (6 vehicles) at the immediate entrance to the site. Removing and relocating one set of tandem parking bays to the other side of the adjacent garage is a minor change and should be undertaken.
- 4.46 I disagree that a series of linked detached units on the Crescent, would not work at the site. The rationale for not using linked detached units on the basis of not being able to accommodate cars is incorrect, as by the very nature of linked plots they allow for under-croft parking. I likewise disagree that the central street running through the 'Village Core' could not be improved

through the use of terraced units and a closer-knit grain, which would have been acceptable. Again, I do not agree that the use of a townhouse typology would not be appropriate for the site and its edge of settlement location. Townhouses are used in a large number of edge of town/ Sustainable Urban Extensions (SUE) sites and if designed well and appropriately placed would contribute positively to the development and townscape as well as helping to define a 'higher density' character at the core.

- 4.47 It has been stated that ECC Highways have no objections to the parking / driveway approach arrangement from the shared space area; however I still have concerns regarding how this space will appear, the apparent side-on elevation from one unit onto the space, and the use of bollards to define space.
- 4.48 The boundary treatment to the cycle/pedestrian route adjacent to units 349 / 331 is required to be of brick construction, not closed board fencing. This is non-negotiable.
- 4.49 It is stated that BDW will review separating car spaces and landscaping to plots 201-205. Please provide a plan of the updated arrangement. Likewise the plan should show how positioning of parking in the area of the hedgerow has been amended to address comments.
- 4.50 Please provide a plan showing the extent of private gardens and public/communal amenity space as stated.
- 4.51 The relatively basic material treatment to the apartment blocks and the generic approach to design should be addressed through elevational changes and better use of materials. In an earlier comment, it is suggested by BDW that a palette of 3 x render/weatherboarding, x 3 brick types and x 3 roof-tiles is appropriate for a development of this size. Whilst I may disagree with this point, it is also the way that the materials are composed and how elements such as brickwork are detailed etc. I would strongly encourage the applicant to review each house type and add interest to differentiate the units on this site from others utilising the same house type.

Summary

- 4.52 All of the above points are important in their own right and should all be addressed alongside the comments on individual house types as provided with this letter. Provided these changes are made, there is **no objection** to the scheme overall on urban design grounds."
- 4.53 Since receipt of this second round of comments, there have been further discussions between officers and the County Council Urban Design Team to better understand their position. The results of those discussions are incorporated into the comments made by officers under Design, Scale and Layout below.

Essex County Council (Flood Risk and Water Management)

4.54 No objections.

4.55 Having reviewed the Flood Risk Assessment and the associated documents which accompanied the planning application, we do not object to the details set out in this reserved matters application.

4.56 The Justification of Surface Water Drainage Strategy is accepted as per email received 15/5/18 from Andrew Weight of BDW Homes. Flows and Volumes are accepted. Site Discharge to be limited to 3.5l/s/ha as previously agreed. Developer/consultant should now produce and submit full detailed plans for all associated Surface Water Drainage structures/features on site for submission and approval.”

4.57 Advisory Note:

Swales, as described in steeper areas of site, should restrict through flow to a maximum of 2l/s to prevent potential erosion.

A Full Maintenance and Management Plan for all Surface Water Drainage structures/features should be produced for the perpetuity of the development for submission and approval.

4.58 Informatives

Essex County Council has a duty to maintain a register and record of assets which have a significant impact on the risk of flooding. In order to capture proposed SuDS which may form part of the future register, a copy of the SuDS assets in a GIS layer should be sent to suds@essex.gov.uk.

Any drainage features proposed for adoption by Essex County Council should be consulted on with the relevant Highways Development Management Office.

Changes to existing water courses may require separate consent under the Land Drainage Act before works take place. More information about consenting can be found in the attached standing advice note.

It is the applicant's responsibility to check that they are complying with common law if the drainage scheme proposes to discharge into an off-site ditch/pipe. The applicant should seek consent where appropriate from other downstream riparian landowners

The Ministerial Statement made on 18th December 2014 (ref. HCWS161) states that the final decision regarding the viability and reasonableness of

maintenance requirements lies with the LPA. It is not within the scope of the LLFA to comment on the overall viability of a scheme as the decision is based on a range of issues which are outside of this authority's area of expertise.

Essex County Council (Police) (Crime Prevention Officer)

- 4.59 Would like to invite the developer to contact us with a view to the development achieving Secured by Design.

Essex County Council (Archaeology)

- 4.60 No objections, subject to conditions.
- 4.61 The Heritage Assessment submitted with this application identifies that there is the potential for archaeological remains in this area. The Rochford Historic Environment Characterisation shows that this landscape has ancient origins and the landscape features survive well. The documentary evidence indicates that there was a property on the site of Malyons Farm since at least 1351. Cartographic evidence shows the presence of the farm, with a green lane leading to it on the first Edition Ordnance Survey Maps as well as a possible moated enclosure. An archaeological evaluation by trial trenching has been completed and has shown several areas of dense archaeological features of Early Iron Age date (c. 700-300BC).
- 4.62 The following recommendations are in line with the National Planning Policy Framework.
- 4.63 The permission granted to be subject to a number of specific conditions designed to secure a programme of targeted area excavation:
1. An archaeological mitigation strategy detailing the excavation strategy shall be agreed with the local planning authority through its historic environment advisors and submitted prior to any groundworks on site.
 2. No development or preliminary groundworks can commence in the areas identified in the mitigation strategy until the satisfactory completion of fieldwork, and signed off by the local planning authority through its historic environment advisors.
 3. The applicant will submit to the local planning authority a post-excavation assessment (to be submitted within six months of the completion of fieldwork, unless otherwise agreed in advance with the Planning Authority). This will result in the completion of post-excavation analysis, preparation of a full site archive and report ready for deposition at a registered museum, and submission of a publication report (to be completed within two years of the completion of fieldwork, unless otherwise agreed in advance with the Planning Authority, through its historic environment advisors)."

Note: These conditions have already been applied as part of the outline planning permission (conditions 24 to 27 inclusive) and do not, therefore, need to be re-stated as part of an approval of reserved matters as they still apply.

Southend Airport

- 4.64 No safeguarding objections.

Rochford District Council (Parks, Woodlands and Ecology):

- 4.65 No tree protection plan has been submitted, showing trees to be retained and how they are to be protected during construction.

Rochford District Council (Housing Strategy):

- 4.66 No objections. The application is supported on the basis that it will provide a good mix of properties that meet current housing needs in the District.

5 NEIGHBOUR REPRESENTATIONS

5.1 Mark Francois (Member of Parliament for Rayleigh and Wickford)

“I have long argued as the local Member of Parliament that we should not accept major development in my constituency unless the necessary infrastructure to ameliorate its effect is provided. In this regard, the building of 500 or so dwellings at Malyons Farm will clearly have an impact on the local road network and as such improvements will definitely need to be provided.

Specifically, I understand that as part of the Section 106 Agreement to accompany the development the developer, Barratt/David Wilson, has agreed to build a new, traditional style roundabout at the junction of Rawreth Lane and Hullbridge Road. This is designed to replace the small mini roundabout at that site, which is poorly designed and which is frequently overwhelmed by the volume of traffic which it is required to accommodate. My concern is that apparently the developer does not have to build this roundabout until 200 houses have been built on the site, i.e. 2/5 of the entire development.

It would be greatly preferable if the developer, who are likely to make a considerable profit from this site, were able to fund this development of the roundabout upfront and at least start work on it before construction on the homes themselves commences.

My fear is that once the development is underway we will then experience haggling over timings of building the roundabout, which could mean that the traffic has already built-up before the new roundabout is provided.

Secondly, I understand that the developers had originally agreed to install a new replacement bridleway on land between Windermere Avenue, Malyons Lane and Lower Road. However, according to recent reports in the local

press, it would seem that this provision has now been deleted. I think this would be a retrograde step and I would like to see the Bridleway reinstated and, despite the fact that outline planning permission has already been granted in principle, those concerns remain.”

5.2 Hullbridge Residents Association:

- agree with the ECC Urban Design Team that the layout “lacks substance” and could be improved;
- there is a lack of variation in the character and style of house-types, especially in terms of the materials and window types to be used, all of which fail to conform with current regulations for fire-escape windows to upper floors;
- conditions 6 and 7 attached to the outline planning permission respectively require the submission and approval of a Public Realm Design Strategy and a Design Brief prior to submission of the application for reserved matters. The applications to discharge those conditions remain outstanding and it follows that RDC should not be approving this application for approval of reserved matters;
- although compliance with the Lifetime Homes standard is no longer a planning consideration, it is still a requirement under Part M of the Building Regulations;
- a plan showing house-types and plot numbers is required;
- 69.5% of the houses would be in Hullbridge Parish Council area and 30.5% in Rawreth Parish Council area. The plans need to show the boundary between the 2 areas, which they do not, and the Council should insist that they do;
- the large area of public open space in the north-west of the site has been reduced from 3.6 ha to 3 ha. The applicant has stated that other areas within the site have been expanded to compensate for this but the Association would point out that these all contain flood attenuation ponds and, therefore, regards the scheme as over-development;
- some road widths appear to accord with the Essex Design Guide, some do not, and Malyons Close, which would be a feeder-road into the development, would not be widened;
- the minimum back-to-side distances on plots 34-36, 39-40, 101-102, 371-372, 414-415 & 468-469 do not satisfy the requirements of the Essex Design Guide;
- sewage connections between “old” and “new” and the “collection/dispersal” criteria should be clarified, so a submitted drainage strategy should be submitted and made available for scrutiny;

- *Watery Lane.* What are the plans for the improvement of Watery Lane, in terms of storm and surface water collection point, drainage dispersal and signage? The developer has stated they have no plans for works on Watery Lane. However, the combination of “traffic lights” and constant rain recently caused flooding and a devastating impact on traffic through Watery Lane, Hullbridge and Lower Road. Existing drainage could not cope. The Highway, Environment & Water agencies seem to turn a blind-eye to this problem;
- *Roundabout.* The proposed new roundabout at the junction of the new road into the development with Lower Road will be disastrous and its proposed siting needs to be revised;
- Revisions have accordingly been tabled, including the re-siting of the bus-stop and the provision of a bus lay-by. However, the Association considers these to be unacceptable because the lay-by proposed would not be large enough to accommodate two buses. The applicant accordingly undertook to look into this further.
- *Infrastructure.* The applicant should review the contributions to be offered to allow for road and drainage improvements, consequential on the carrying-out of the development to be carried out;
- *Disruption During Construction.* What steps will be taken to protect large numbers of residents off Lower Road and Ferry Road suffering disruption from the construction works over a period of 5 to 6 years.
- *Existing Telecommunications Masts.* These are a health hazard to the community and the Association insists that they should be removed from the site. If the Council allows them to remain, then the Council’s response to all requests for property searches should include a copy of the Guide to Mobile Phone Masts and advice to the effect that purchasers of property here and those seeking to rent property here should seek advice on the health risks arising from the telecommunications masts at the site.
- *Three Storey Development.* The Association, on behalf of the local community, takes the view that 3 storey buildings are totally unacceptable on the grounds that the existing built-up area is predominantly one and two storeys. The applicant has responded to the Association that the Concept Master Plan approved as part of the outline planning permission allows 3 storey development in parts of the site. The Association nonetheless considers that the applicant should undertake a complete review of this aspect of the development, which it considers to be in breach of the NPPF (National Planning Policy Framework) and the LDF (Local Development Framework).
- *Parking.* The amount of parking to be provided would be inadequate to provide for the number of vehicles generated by a 500 dwelling development. There would also be insufficient visitor parking. The

applicant has responded that the amount of parking complies with the Council's parking standards but has, nonetheless, undertaken to check and review this, in response to the Association's request that this be done.

In many cases where parking is to be provided between walls insufficient space is left for doors to be opened properly and pushchairs and prams to be handled.

- *Road Frontage Development.* The Essex Design Guide requires a minimum distance of 10m between dwellings opposite one another across a road, to ensure the enjoyment of satisfactory levels of daylight and sunlight; some frontages achieve this.
- *Overshadowing Between Adjacent Buildings.* Certain plots - 9-19, 66-67, 74-45, 93-94, 209-210, 211-215, 242-242, 256-257, 260-261, 373-373, 378-379 and 418-419 - do not satisfy the 45 degree rule to protect against over-shadowing.
- *Parking for Affordable Housing.* The majority of the parking for the affordable units would be adjacent to and accessible directly off the highway, which is against the principles set-out in the Essex Design Guide, which seeks to minimise the visual impact of parking in the street-scene.
- *Malyons Lane.* Is Malyons Lane to be used for access whilst the roundabout (at the junction with Lower Road) is constructed? What steps will be taken to minimise inconvenience to residents from HGVs and other traffic whilst the roundabout is constructed? The applicant has advised that Malyons Lane is not proposed to be widened "beyond the existing extremities of Essex County Council highways-owned land", yet the Essex Design Guide suggests that an access road of this sort should be at least 5.5m wide, with footways on either side, yet the existing road is only 4.5m wide, with only one footway of width 1.3m. All site-related matters will be reserved to be dealt with through a Construction Method Statement.
- *Groundwork.* The groundwork activities will be a major disruption. Measures to minimise surface water flooding, eradicate blue-clay and ensure flood-water disposes into ponds and attenuation tanks will be required. The applicant has stated that the site has been the subject of a full Geo-Physical Site Investigation and hydrology testing, as part of its Drainage Strategy for the site. Has Rochford District Council had sight of this information?
- *Anglia Water.* Has Rochford District Council received details of any agreement reached with Anglia Water in relation to the handling of surface-water, foul-water, including the connections to manholes nos 7601 and 5201 in Malyons Lane?

- *Archaeology.* Has Rochford District Council received details of the archaeological investigations required to be undertaken prior to this detailed reserved matters application being submitted (condition 24)?
- *Access to Site.* How will the developer ensure that the 6 gated access points will not be used by site traffic? The applicant has responded that this will be covered in their Construction Method Statement. The Association is sceptical that whatever is proposed under the Construction Method Statement will be adhered to as delivery vehicles will require entry, at whatever time that is. The Association has implored the applicant to liaise with the Association over this matter and the applicant has agreed to provide details to the community. The question is asked if Rochford District Council has received any information on this matter.
- *Essex County Council Flood & Water Management* insists that it is the applicant's responsibility to check that they are in compliance with common law if the drainage scheme for the site discharges into an off-site ditch or pipe. The consent of riparian land-owners downstream should, therefore, be sought. The applicant has agreed to supply this information to the Association. Has Rochford District Council received such information?
- *Foul Water Sewer.* The existing foul water sewer requires a 6m wide easement and, as foul water from the development will discharge into the existing mains sewer, it will be necessary to consult Anglian Water regarding the capacity of the foul water infrastructure. The Association requires confirmation and evidence that this consultation has taken place and the remedies offered. Has Rochford Council had sight of the applicant's stated consultation with the statutory authorities and any approvals granted by Anglian Water? Has the Council received this information?
- *Surface Water.* The siting and size of the surface water attenuation tanks suggest there will be no alternative but for any surplus discharge to be to Beeches Brook, which is subject to flooding. The siting of these tanks will increase the area of the existing flood zone. Do the applicant's intentions in this regard comply with what is required in terms of the Surface Water Management Systems? Surface water collected by the site drainage systems are not allowed to discharge into natural water courses, where the discharge rates are in excess of the natural intended run-off rate. It is illegal to overload natural watercourses. Common law states that all downstream riparian owners need to be consulted to discharge into watercourse. All surface water must be modelled on the latest computer software and there must be capacity to store water for 3 days, including 40% extra to allow for climate change. Common riparian law states the water must be controlled and of good quality. The geology of the land is reported to be London Clay.

- The Association has also noted that the underground attenuation tanks that were proposed under the outline planning permission are now replaced with above ground attenuation basins which, due to the very high water table and the fact the site is in the flood zone will be permanently full of stagnant water in areas which are supposed to be “buffer zones” for use as public open space. Has Rochford District Council received this information? The applicant has stated that full consultation with the statutory authorities has taken place and submitted to Rochford District Council. The Association request copies of any approvals granted by Anglian Water. Have all the riparian owners downstream been consulted? The Association requests proof be provided of any agreements reached. Has Rochford District Council received this information?

Flood Risk. The developer must demonstrate that they have arranged approval before any environmental works are carried-out. The Secretary of State must be notified of the Flood Risk Assessment and compliance with it. It should also be noted that Beeches Brook is affected by “Tidal Locking” at its 1 to 3 outfalls and is, therefore, affected by Tidal Surges. The Malyons Farm site has a large flood plain area and all surface water Drainage systems will have to comply with Essex Council SUDS schemes for major developments. A letter dated 13/10.17 from Essex County Council explains to Rawreth Parish Council (also applying to Hullbridge) that “Having reviewed the flood risk assessment (FRA) and associated documents which accompanied the planning, we wish to issue a holding objection to the granting of planning permission based on the following: inadequate surface water drainage strategy, the strategy submitted with the application does not comply with the requirements set out in the Essex Council Full Drainage Checklist, therefore, the submitted drainage strategy does not provide a suitable basis for assessment to be made of the flood risks arising from the proposed development and in particular the submitted strategy fails to: sufficiently limit the discharge rates which should be restricted back to Greenfield 1 in 1.” Under the heading Informatives - “It is the applicant’s responsibility to check they are complying with Common Law if the drainage scheme proposes to discharge into an off-site ditch/pipe. The applicant should seek consent where appropriate from other downstream riparian landowners, e.g. the Beeches Brook which “wiggles” through their land to the river Crouch.” The applicant has stated that full consultation with the statutory authorities has taken place and submitted to Rochford. The Association requests copies of any approvals granted by the Authorities. Has Rochford District Council received this information?”

Buffer Zone between Old and New Hullbridge. A “Buffer Zone” is only shown on the plans sent to the homes adjacent to the new development in Priory Close, Abbey Road and Abbey Close and not to Malyons Lane, Elm Grove, Ambleside Gardens, Harrison Gardens and Windermere Avenue, all these roads are “flood prone”. We request an explanation how your assessment seem to be at odds with the Environment Agency and the insurance industry who have stated that premiums would be enhanced

accordingly. The applicant has replied that the plans area being amended to include continuation of the buffer zone and that full consultation with the statutory authorities have taken place and have been submitted to Rochford District Council. The original “Buffer Zones” were to have underground attenuation tanks but the layout now shows above ground attenuation “basins” and, with such a high water table, these basins will be full all year round with stagnant water encouraging mosquitos and gnats. Has Rochford District Council received such information?

Minimum Garden Areas. Garden sizes need to be checked against the schedule of house types as the requirement for 3 or 4 bedroom houses is 100 square metres and to have a useable rectangular shape. 1 bedroom houses should have 50 square metres, with the houses not being extendable. Flats/apartments should have 25 square metres per flat. The applicant has stated that the plans comply. The Association disagrees. Rochford District Council needs to scrutinise the revised layout. Has Rochford District Council received this information?

Fire Services. Some fire-fighting appliances are shown on private drive, which is not acceptable as these are not normally constructed to adopted standards for weight-limits. Fore-appliances and refuse collection vehicles are only allowed to reverse a maximum of 10 metres from an adoptable road turning head. It also appears that the hose-reel lengths will exceed 45 metres.

Pedestrian Crossings. The revised layout now shows 3 pedestrian crossings, which will add to already intolerable congestion.

Public Rights of Way. Southend Standard (application no 18/00124/FUL mentioned that Rochford District Council is taking steps to remove the public rights of way into and through the Malyons Farm site. This is surely against planning by-laws in accordance with the NPPF and LDF terms and conditions.

House Types.

Drawing no 101 - Ground floor indication states that there will be 2 x 1 bed and 1 x 2 bed units, which is incorrect and should read 3 x 1 bed.

Drawing no 048 - H588 ground floor wc should open outwards.

Drawing no 055 - H546 Arbury garage not shown to the required internal size.

Drawing no 066 - Kinsville – no window giving natural light to kitchen area.

Drawing no 075 - Radleigh – Ground floor wc door should open outwards.

Drawing no 079 - Alnmouth - unprotected areas to side elevation may need to be checked dependent on location.

Drawing no 094 - T72 ground floor car-ports are not shown to correct current sizes.

Design of 2.5 Storey Dwellings. The proposed flat roof dormers, by reason of their size, siting and poor design, in particular, their roof and fenestration, are considered to relate poorly with the main property, resulting in an incongruous structure on the roof-slope that is materially harmful to the character and appearance of the surrounding Hullbridge vicinity.

5.3 Neighbour Representations

158 letters of representation have been received from the following addresses:

Abbey Road: 14, 30 (2 letters), 42, 60, 65;

Abbey Close: 19 (2 letters);

Ambleside Gardens: 22, 23, 38;

Ashdene Close: 7;

Broom Road: Cedars;

Burnham Road: 27, 45, 52 (2 letters), 81, 91, 112, 113;

Cedar Drive: 8;

Creek View Avenue: 29;

Crouch Avenue: 79;

Elm Grove: 6, 7, 18 (3 letters), 19, 20, 30, 32, 35;

Ferry Road: 39, 81, 101A (2 letters), 103, 105, 108, 164, 235;

Gosfield Close: 1;

Grasmere Avenue: 1, 17 (2 letters), 31, 48, 59, 60, 67, 89 (2 letters);

Harrison Gardens: 1 (2 letters), 3, 5 (2 letters), 14, 16, 18, 20 (2 letters);

Harrow Road (Barking): 28;

High Elms Road: 12, 22;

Hillcrest Avenue: 50A, 52, 62, 84;

Hilltop Avenue: 26, 58;

Kendal Close: 6

Keswick Avenue: 38;

Kingsway: The Briars;

Lower Road: 28, 31, 105 (2 letters), 124, 160, 171, unknown;

Malyons Lane: 12, Mulsanne, unknown;

Mapledene Avenue: 12;

Meadow Road: 19;

Monksford Drive: 3, 5:

Oakleigh Avenue: 6;

Padgetts Way: 1, 21 (3 letters), 27;

Pickerels Farm;

Queen Ann's Grove: 8;

Queens Avenue: 1A;

Riverview Gardens: 18, 2 x unknown;

South Avenue: 17;

The Avenue: Carlton Lodge;

The Drive: 30 (2 letters), 67;

The Priors: 4, 7 (2 letters), 9;

The Walk: 19;

Thorpedene Avenue: 32;

Waxwell Road: 8, 18, 49, 54, 56, 67;

Wellington Avenue: Cats Whiskers;

West Avenue: 10 (2 letters);

Windermere Avenue: 10, 26, 29, 51, 54, 56, 66, 72 (2 letters), 98, 100;

Anonymous: 33 representations have been received.

The representations received are summarised below and, for ease of reference, are set-out under various headings as appropriate:

Principle/Character/Green Belt

- the majority of objections raised in principle against the grant of outline planning permission also apply to the current application;
- development of this large scale will result in *over-population* of the area and will harm the character of Hullbridge, which will change from being a village to a town;
- the proposal would be an *over-development* of a site which is not big enough to accommodate 500 dwellings and provides insufficient open-space within it. New housing has to be provided but not at this scale;
- the proposed development *will not benefit Hullbridge*;
- the proposal would result in the *loss of Green Belt* which, if accepted, could result in the coalescence of neighbouring towns and villages in the area;
- would never have moved to Hullbridge if it had been known that this development was coming;
- when will the Council finally accept the valid views of Hullbridge residents and accept that the village has an identity and needs of its own? It has always been felt that Hullbridge is more of a minor irritant to the Council than anything else. **Landscaping**
- the proposed *landscaping* of the development would fail to comply with paragraph 4.16 of the Council's SPD 7, which sets out a list of *indigenous species* common in Essex that should form the main content of planting schemes;
- the *planted buffer* that is proposed on part of the site's eastern boundary should continue along its entire length, including where the development would back onto/adjoin properties in Harrison Gardens, Ambleside Gardens and certain properties in Malyons Lane, rather than being confined to where the development backs onto/adjoins properties in Abbey Close, Abbey Road, The Priors and Monksford Close;
- will the trees on Windermere Avenue be retained?

Archaeology

- The Essex County Council Archaeology Advisor regards the historic field boundaries within the site as undesignated heritage assets of local significance and recommends the preservation of these historic boundaries within the development.

Ecology/Wildlife

- the proposal will result in the loss of trees, hedgerows and other vegetation and consequential *harm to wildlife* and birds;
- Natural England has requested further information on the potential impacts of the development, which has not been provided to date.

Design

- Essex County Council Urban Design has stated that the general layout proposed lacks substance and alternative options would improve the layout;
- *three storey development is unacceptable* in principle because there is no precedent for this locally. The proposed three storey apartment blocks would not be in keeping with the height, bulk and general spaciousness of existing development in the area. They would also be provided at the highest point in the site and would block views westwards across the development to the countryside beyond. These adverse impacts would be exaggerated by the fact that certain of the blocks would be built on the highest parts of the site;
- 5 of the dwellings proposed would have *flat-roofed dormers*, which is contrary to SPD2, which requires dormers to have pitched roofs;
- 17 of the new dwellings do not meet the *national internal space standards*, of which 13 do not satisfy Rochford's local standard;
- the development will *not be sympathetic* to existing housing adjoining - in particular, houses in the streets backing onto the eastern boundary of the site, including Harrison Gardens and Malyons Lane;
- existing development on the south side of Malyons Lane consists of bungalows and the provision of 2 to 2.5 storey high houses adjacent to bungalows would not be in sympathy with the existing character on this side of the road;
- in particular, the siting and scale of the house proposed on *plot 462* backing onto no 18 Harrison Gardens is unacceptable, which is: (A) contrary to the Essex Design Guide (pages 70 to 71), which requires a minimum back-to-back distance of 25m between the rear of new and existing housing and, where the new housing is sited at an angle of more than 30 degrees (the house on plot 462 would be at right angles to the rear of no 18, this may be reduced accordingly but it should still be at least 15 metres from the nearest part of an existing house; and (B) contrary to Development Management Policies DM1 and DM3 because of (i) inadequate boundary treatment, (ii) issues of overlooking, (iii) loss of privacy, (iv) poor relationship to existing buildings and (iv) inappropriate scale and form. The proposals will result in new 2.5 storey height

development flanking onto the rear of 1.5 storey development in Harrison Gardens at too close a distance; this would be and unsympathetic to existing development in Harrison Gardens. This is contrary Policy HP6 (ix) and (x)

Infrastructure

- *local infrastructure* is already stretched and cannot support a development of this large scale. There is no police station or bank in Hullbridge, emergency vehicles, such as ambulances and fire appliances, have to attend from outside the village and there is insufficient capacity available at local medical services and schools to meet the additional demands that a development of this large scale will place on them. All new developments in the District should be expected to pay at least 10 times the Council Tax due for each property to provide a budget for associated works to support the development. A new by-pass from the District with direct access to the Rettendon Turnpike roundabout would be a good start. It should not be the case that developers are allowed to walk away, after selling their new properties, and the costs of expanding local services and infrastructure are left to be paid for from Council Tax. Payment of money to the relevant authorities is not enough either, the proposal does not provide for a new health centre and for additional education facilities and it should do so.

There have been more than 10 power-cuts since Christmas, local roads, especially Watery Lane, struggle to cope with existing demand, how will the GP surgery cope with the additional demand

Health Services

- NHS England has stated that the development will likely impact on the its funding programme. This need to be fully addressed;

Traffic/Highway Impact/Parking

- Hullbridge is used as cut-through to the A130 for not only drivers living in Hullbridge but for drivers based in Rochford, Stambridge, Ashingdon, Hockley and other places. Traffic generated by the development will *add to the amount of traffic locally* and will exacerbate existing congestion, particularly on Watery Lane which is not suitable to handle the existing traffic;
- the proposal makes *insufficient provision for parking*, which will overspill onto surroundings roads;
- *one new roundabout will be insufficient* to cope with the additional likely to be generated and there should be a second access onto Watery Lane;

- the planned new roundabout will *add to existing congestion* in Hullbridge;
- the proposals will result *two pedestrian crossings within 200m*;
- the proposed siting of the bus-stop between the new roundabout and Watery Lane is ludicrous. If 2 buses arrive they will block the access from Watery Lane and the stretch of road down to the roundabout;
- it is already difficult to enter and exit properties in Lower Road and this will become worse as a result of the development;
- Malyons Lane is not suitable to serve as an access point into the development and cannot cope with the amount of traffic to be generated during construction and in the longer term
- the extra traffic likely to be generated would be a *threat to the health, safety and well-being of horse and riders*, which should come first before stats and greed;
- Watery Lane is liable to flooding and in need of drainage improvements;
- residents have heard the developer may be trying to wriggle out of improving the Rawreth Lane roundabout;

Environmental Impact

- the proposal will add to *air pollution*;
- Hullbridge has the highest air pollution levels in Rochford District and this can only get worse as a result of the development and the large amount of traffic it will generate;
- *noise and dust* problems during construction;
- *noise nuisance* for residents backing onto the site due to traffic moving around/through the development;
- *light pollution* from the development;
- Rochford District Council's Environmental Health Service has commented that the application is not supported by a report on Air Quality

Drainage/Flood Risk

- the *local drainage* infrastructure cannot cope with existing surface water run-off, as evidenced by the local flooding that can occur,

especially on Watery Lane. A development of this large scale will exacerbate existing flood problems;

- Rochford District Council's own engineers are concerned about flooding.

Water Supply

- Essex & Suffolk Water has stated that they will need to “reinforce” the existing supply “network” to allow the new development to be supplied with water, with the costs to be recovered from the developer. No such undertaking has been given by the developer.

Electricity Supply

- doubts about whether the local electricity supply will be able to cope with the additional demand from the development, given the large number of power cuts in the area in the last year or so.

Sewage Treatment Facilities

- the demands arising from development have implications for Anglian Water local treatment facilities and this needs to be taken account of in the development of the estate

Residential Amenity

- the proposed house on plot 462 in the north-eastern part of the site would result in overlooking and loss of privacy for properties in Harrison Gardens, in relation to which what is sought here would also appear overbearing;
- overlooking and loss of light and privacy for residents at “Mulsanne” in Malyons Lane, including as a result of the new footpath that will pass adjacent to the boundary with that property. The new house proposed here should face the road like all the others;
- Malyons Lane is a quiet lane leading to a centuries old farm. Its proposed function as a secondary access road into the development is ludicrous and will harm the quality of life enjoyed by residents, both during construction and in long term;
- the development will destroy what is a peaceful village, affecting people's homes and people's way of life;
- stress for children studying for exams, who may under-achieve;
- loss of views out to open countryside to the west of the site as a result of the carrying-out of the development;

- the proposed new roundabout on Lower Road would be too close to no 28 Lower Road;
- extension of the planted buffer down the entire eastern boundary would result in an improvement in the level of level of amenity enjoyed by all the residents adjoining the eastern side of the development, instead there is no buffer to provide protection for the occupiers of dwellings in Harrison Gardens and certain properties in Ambleside Gardens;
- difficulty in selling existing properties in Hullbridge;
- loss of trees across the frontage of the site;

Horses

- the development could generate demand for stabling at nearby Pickerels Farm, which would benefit from the formation of an access for horses and vehicles from the development to Pickerels Farm.

Bus Passes

- why should new residents at the development receive bus-passes for two persons per household, valid for a year, when other residents outside the development have to pay for their travel ?

6 MATERIAL PLANNING CONSIDERATIONS

- 6.1 The outline planning permission grants permission for 500 dwellings but reserves all matters of detail - namely, **layout, scale, design and external appearance, access and landscaping** - for subsequent approval. The principle of residential development of the land for 500 dwellings does not, therefore, fall to be considered further.
- 6.2 Notwithstanding that access is to be agreed as a reserved matter, it should nonetheless be noted that the vehicle, pedestrian and cycle access points have already been approved under the outline permission and these are carried through unchanged into this reserved matters application in terms of their position and general form, albeit with detailed changes to the roundabout junction which is proposed on Lower Road.
- 6.3 The detailed design of the new roundabout junction between the main site access road and Lower Road, along with the improvements to be made to the junction with Watery Lane and the formation of a bus stop and bus lay-by on the northern side of Lower Road, to the west of the roundabout have, however, changed since the outline permission was granted in January 2017. This has triggered the submission of a Section 73 application (18/00126/FUL), to be considered in parallel with this reserved matters application, to carry-out the development at variance with the terms of outline conditions 4 and 8. The detail and merits of these changes are discussed in the related report, which was considered by the Committee at its meeting on 24th May 2018, when the

Committee determined that the changes sought are acceptable and granted permission. Access does not, therefore, need to be discussed further under this reserved matters application - because they have either already been approved under the outline planning permission or, in respect of the changes on Lower Road, have already been permitted under the Section 73 application.

- 6.4 The reserved matters will now be considered under the headings listed above.

Design, Layout and Scale

- 6.5 These will be dealt with together as they are closely inter-related.

Compliance with Outline Permission

- 6.6 The first issue in terms of design, scale and layout is the extent to which this reserved matters application complies with the parameters that have been accepted under the outline permission, which applies a condition (4) that requires strict compliance with specified plans (which set the parameters for development). Layout is a reserved matter but the outline permission approved a number of plans and these set the context for the layout to be approved at reserved matters. These plans include a Concept Master Plan, a Density and Building Height Parameter Plan and a Land Use & Amount Parameter Plan - whose purpose was to show that the site could accommodate the amount of development sought, the general disposition of development across the site (broken down as areas of low, medium and high density development), the building heights envisaged, expressed in terms of storey heights, the areas to be set-aside for other related uses, such as amenity green space, (including play-areas and public open-space), flood-attenuation areas and highways. The approved break-down of uses across the 21.79 ha development site are:

- residential development (approximately 14.3 ha, 66% of total area);
- existing residential uses to be retained, comprising the existing farmhouse and the site of a bungalow, which amount to a combined area of 0.19 ha (less than 1% of total area);
- highway land comprising the main spine road between Lower Road and Malyons Lane and the various lower order access roads into the development (1.1 ha, 5% of total area);
- open-space (6.2 ha, 28% of total area), comprising natural and semi-natural green-space in the form of green links running north-south through the site, a green-buffer running along part of the eastern edge of the site, 0.06 ha of children's play-space including two Local Areas of Play (LAPs) and one Local Equipped Area of Play (LEAP).

- 6.7 Density would amount to 23 dwellings per hectare based on the site as a whole, including the open areas of the site that are to remain undeveloped,

but would be 35 dwellings per hectare based on the actual area to be developed. Allocations Plan policy SER6 seeks a density of 30 dwellings per hectare. It is considered reasonable to calculate this figure based on the actual area to be developed and, insofar as the proposal also achieves the target 500 dwellings sought under the policy, Officers take the view that the density that would be achieved would be acceptable.

- 6.8 The approved Concept Masterplan and Density and Building Height Parameter Plan show a development based around a sweeping, crescent-style access road extending northwards into the site from a new roundabout junction with Lower Road, with lower order roads leading off its eastern and western sides and into the northern part of the site to access parcels of residential development.
- 6.9 The plans also envisage the development being undertaken based on a mixture of 3 distinct development densities dispersed across the site - high, medium and low density areas.
- 6.10 The Layout-Plan that has been submitted as part of this reserved matters application maintains the same break-down and distribution of land uses, building heights and densities across the site as was approved under the outline permission.
- 6.11 The high density development (45 dwellings per ha) would be located in the middle part of the site, distant from the site boundaries, and would include some 2.5 storey and some 3 storey development.
- 6.12 The low density development (25 dwellings per hectare) would be located at the northern end of the site in the vicinity of, but separated from, Windermere Avenue, by a “green buffer” - and would consist of sizeable two storey detached houses on generous plots.
- 6.13 The remainder of the development - the majority of the site - would be medium density (35 dwellings per hectare) and would consist of a mixture of house types and designs, including some 2.5 storey and some 3 storey development.
- 6.14 Broadly speaking, therefore, the reserved matters layout submitted accords with the Concept Master Plan and Parameter Plans approved as part of the outline permission. There are some deviations but these are of a minor nature and do not materially change the basic approach to the layout that has already been sanctioned. Beyond this, the detailed layout also needs to be considered and this is discussed below.

Housing Mix

- 6.15 The market housing, which comprises 65% of the total (325 units), will be based on 21 different house-types, ranging from small 2 bed units through to large 4 and 5 bedrooms family properties.

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- 6.16 The affordable housing will, for the most part, be based on 8 different two storey 1 and 2 bed house-types of varying sizes and layout. There would also be a detached 2 bed wheel-chair designed bungalow of front gabled design. Some 84 no. 1 and 2 bed flats of varying layout and size (6 of these to be wheel-chair designed) would also be provided in the form of 9 no. 3 storey blocks.
- 6.17 In combination, the two broad categories of housing - market and affordable - would present as 29 different types, plus 7 no. three-storey blocks of flats, which would all be of the same design. Numerically, the number of different house-types is considered to be reasonable.
- 6.18 Beyond this, however, much depends on the detail.
- 6.19 Building Design
- 6.20 The proposal is for 29 different house types across the development. Numerically this is considered reasonable; all would, however, be standard house-types that are used nationally. There is nothing unique in any of the designs that makes them distinctive and particular to Hullbridge.
- 6.21 The market housing, which comprises 65% of the total (325 units), will be based on 21 different house-types, ranging from small 2 bed units through to large 4 and 5 bedrooms family properties.
- 6.22 The affordable housing will, for the most part, be based on 8 different two storey 1 and 2 bed house-types of varying sizes and layout. There would also be a detached 2 bed wheel-chair designed bungalow of front gabled design. Some 84 no 1 and 2 bed flats of varying layout and size (6 of these to be wheel-chair designed) would also be provided in the form of 8 no 3 storey blocks.
- 6.23 The architectural character of Hullbridge is very varied but the vast majority of buildings date from the 20th century and are of no particular merit. Moreover, the settlement has developed fairly piecemeal over the years, which means there is no uniform local architectural style and character to draw on. Some parts of the village are also of their time and do not provide any design cue to be emulated in the new development. Against this background - the view of officers is that the application should be seen as an opportunity to create a development of merit that makes a positive contribution and enhances the character and appearance of the village on what is one of the key approaches into it. This will also be one of the largest developments to take place in the District and - much as the principle of 500 dwellings has been accepted - it is equally important that a quality development be achieved that has character and distinctiveness and provides a sense of place. It is not considered that the development would achieve this. There also remain detailed design-related areas of concern.

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- 6.24 The applicant did engage in pre-application discussion with officers, including the County Urban Design Team, when the expected approach to the detailed design of the development was communicated.
- 6.25 However, much of the advice given has not been taken up. A particular issue is the use of standard house-types, which clearly cannot create a sense of place unique to Hullbridge for the simple reason they are standard. The applicant has responded that, for financial reasons, the use of non-standard house-types cannot be justified; besides they consider the house-types proposed are entirely appropriate in Hullbridge.
- 6.26 Officers do not agree. It has been suggested, as a compromise, that a combination of standard and non-standard house-types could be used and, provided these are well-designed and are appropriate, one to the other, this could result in an improvement on the current proposal. This suggestion has not, however, been taken up.
- 6.27 It has also been suggested that the introduction of some variety by way of the improvement of the detailing of individual dwellings - such as brick detailing and stone coursing - could, even with standard house-types, raise the quality of the development overall to a more acceptable standard and result in a significant improvement that would add distinctiveness and create a sense of place. However, the applicant has not taken up this suggestion either.
- 6.28 There are also particular design-related concerns arising from the range of finishing materials to be used and the treatment of the three storey blocks of flats.
- 6.29 Materials. As originally proposed, the application sought to use 3 brick-types, 3 types of roof-tile and 3 choices of render/weather-boarding. This lack of variety was judged to be insufficient across a development of this large size, making the achievement of a sense of place and the creation of three truly distinct character areas more difficult. The matter was raised with the applicant, who has responded, not by increasing the range of materials, but by changing the way in which those few that are proposed are to be used. This will result in some improvement in the appearance of the development. However, it is not considered that this will be sufficient to compensate for the lack of variety in the finishes per se.
- 6.30 Blocks of Flats. Notwithstanding the objections that have been raised by the Hullbridge Residents Association and local people that 3 storey development is unacceptable, it needs to be noted that the outline planning permission does allow 3 storey development in the central part of the site, mostly within the Village Core Character Area but also within the Northern Quarter Character Area.
- 6.31 Beyond that, however, the question of the size and design of these blocks arises. There is concern because they are large buildings and if they are not

to appear overly dominant and obtrusive, external finishing materials will need to be applied in a sensitive way that breaks them up visually.

- 6.32 Whilst the development would be generously landscaped and contains ample open-space within it, which will provide an attractive setting for the development, that does not off-set the lack of distinctiveness and absence of a sense of place within the development itself as a result of the use of standard house-types throughout. Combined with the shortcomings in the detailed layout - these are discussed below - the development will fall short of what is required in terms of it creating a distinctive character and sense of place unique to Hullbridge. These are considered to amount to grounds for refusal of planning permission.
- 6.33 Finally, in terms of design- there is the issue of the extent which the nationally applicable space standards - that is, the Technical Housing Standards – Nationally Described Space Standards - are satisfied. Policy DM4 of the Council's Local Development Management Plan requires compliance with the minimum habitable floor-space standards set-out in the Plan. These were locally set standards. Then, in 2015 the government's national standards were introduced. Government advice to Local Planning Authorities at the time was that, where a local standard was in force - as was the case at Rochford - the national standard should now be applied. That advice remains unchanged and that is what the Council has been doing since March 2015.
- 6.34 The proposals have, therefore, been assessed against the national standard. The analysis by house-type measured against the national standard is attached as Appendix 1. This shows that a significant number of the house-types proposed are under-sized in terms of overall gross, room-sizes and/or storage space.
- 6.35 The standards are intended to improve on the amount of space provided in new development, because of growing concern that what could sometimes be provided was inadequate. The standards should, therefore, be applied as a minimum.
- 6.36 Officers take the view that the extent of shortfall of some 43% of the dwellings proposed across the range of house-types proposed is so great that this justifies refusal of planning permission.

Layout

- 6.37 Layout has already been discussed more generally in terms of how what is proposed satisfies the broad parameters set under the outline planning permission - see above "Compliance with Outline Permission". It is now necessary to consider layout in greater detail in terms of the resultant appearance that will be achieved on the ground.
- 6.38 The first point that needs to be noted is that a Character Area approach to the site's development is proposed. This is a concept that was developed at pre-

application stage when there was discussion with officers - which included a representative from the County Urban Design Team - about how the development of what is a large site might be best approached. This led to an agreement that that over a site of this large size there was a need for there to be a degree of variation in character and appearance, rather than the development having one fairly uniform character throughout, and one way of achieving this would be through the adoption of a Character Area approach, with each Character Area having a distinctive character in terms of the design of buildings and its layout. It was decided that 3 Character Areas would be acceptable, in the expectation that each area would be specially treated, to make them distinct from but complimentary to one another.

6.39 The 3 Character Areas are defined by the applicant as follows:

- Northern Quarter - This character area consists of the northern part of the site and would be typified predominantly by larger, detached dwellings (but with some smaller semi-detached properties) further into the site. In the words of the applicant, this would form an informal “rural edge” to the development’s principal area of public open space to the west of this area, which will include landscaping, flood attenuation ponds, which will be landscape features in their own right, a children’s play area (LEAP) and (possibly) a mixed-use games area (MUGA). The area would have an average density of 25 to 35 dwellings per hectare and would be based mostly on a layout of informally arranged larger detached houses sited on medium to deep building lines.
- Village Core - The “Village Core” would be the central character area and would have the most direct linkages with existing residential development to the east of the site. It would include highest density part of the development in the central part of the character area but would also include areas of medium density around the areas of highest density. There would be some full-height 3-storey development where flats area being provided but, in the other instances where 3 storey development is proposed, the third floor would be provided in the roof-space, served by dormer windows and/or roof-lights, thereby ensuring the height of these buildings would not be materially greater than the regular 2 storey buildings that comprise the majority of the development in the character area.

There would be a more urban character to this part of the development but there would still be generous landscaping that would provide a softer setting for parts of the development - for instance, (i) where development fronts onto the linear park (landscaped buffer) along the site’s eastern boundary, (ii) where a long finger of landscaping would cut through the housing and link into the development’s main area of open-space to the north of the character area, (iii) where development would look onto an area of public open-space that includes two attenuation ponds in the middle part of the site and (iv) where development on the western side of

this area would look out onto the site's landscaped western boundary and the open countryside beyond.

Overall, this character area would be typified by smaller dwellings at higher density, built on shallower building-lines and presenting as continuous built frontages to the street in the heart of the village core. There would, however, still be generous landscaping and open-space;

- *Parkland Quarter* - This character area derives its name from the fact that it would largely be surrounded by landscaping and/or open-space in the form of the linear-park (buffer-zone) proposed on the eastern boundary, the public open-space based on the 2 attenuation ponds in the middle part of the site and the large areas of open-space on both sides of the access road into the development to be provided on its Lower Road.

Density in this part of the development would, overall, be about 35 dwellings per hectare, which is in the middle of the range of densities proposed but is consistent with what was approved under the outline planning permission.

Development fronting the main access/spine road into the site would be laid out fairly formally, with dwellings built on a uniform medium set-back building line, whilst on the eastern side development would be more informally laid out and would look out onto the linear park proposed down the eastern boundary.

The more urban part of this character area is served by a secondary street that provides the main movement thoroughfare through the character area and accommodates some of the higher density development on the site.

Overall, this character area will show variation in character, from fairly low density development on its eastern and western sides to fairly high density development in its middle part around the secondary access street that links the large areas of open space on the Lower Road frontage to the linear park on the eastern boundary.

- 6.40 However, whilst on paper the three Character Areas agreed are shown and described - the use of standard house-types and a limited pallet of materials mean that insufficient distinctiveness is achieved, with the result that undue emphasis is placed on how the landscaping of the development will define the 3 areas. Officers take the view that the Character Areas need to be intrinsically distinct and different in terms of their layout and the design of the buildings, regardless of the contribution that the landscaping of the site makes to them; it is not considered that they are sufficiently so.
- 6.41 A particular concern arises with the *Village Core Character Area*. This is intended to be the Character Area that is most tightly-built-up and urban in character, reflecting the nature of urban centres generally. At pre-application stage it was advised that a "tightly knit" built-up frontage, possibly based on

the use of terraced town-houses, with buildings brought forward to the street to help create a sense of enclosure, would be the most appropriate way of achieving the desired built-up appearance and to give the perception of a true urban core to the development. The proposal instead is based on a fairly spread-out mix of houses that are set-back from the street, with parking to the side, creating an inappropriately “gappy” appearance to the street that undermines the basic design concept that this should be the “tightly-knit” built-up urban centre for the development.

- 6.42 More generally, the development will be based around the provision of a sweeping crescent-like access road into the development from Lower Road. This will provide an attractive and imposing point of entry into the development and is considered to be acceptable. Secondary and tertiary roads will then provide access into the development itself.
- 6.43 Beyond that, however, there are, in addition to the concerns expressed above, other concerns as set-out below.
- 6.44 Main Access Road. The view expressed by the County Urban Design Team is that development fronting the main crescent access road into the site should be much tighter than is proposed - to achieve a “sense of arrival” at the development and the appearance/sense of a crescent “proper”. Instead, what is proposed is a run of detached houses with significant spaces between properties where garages and parking would be provided. A somewhat “gappy” appearance would result. The applicant states that they have adopted this approach to be able to satisfactorily accommodate the amount of parking required and to avoid the need to use rear parking courts. The County Urban Design Team disagrees with this justification and takes the view that the use of town houses, with under-croft parking, would create the tight-knit frontage that is needed, avoid the need for rear courtyard parking and would still provide the amount of parking required. The applicant has chosen not to take-up this suggestion.
- 6.45 Triple In-Tandem Parking. There are many areas within the development where triple in-tandem parking is proposed. For example, many of the properties fronting the main access road leading into the development would be so served. Other examples elsewhere in the development include plots 35 to 40, plots 95 and 96, plots 103 and 104, plots 107 to 111, plots 114 to 121, plots 124 & 125, plots 148, 151 & 152, plots 155 to 158. There are numerous others. Not only is this inconvenient, because occupiers are obliged to swap cars round, it is also unsightly because it creates a car-dominant appearance. Triple in-tandem parking should only be used as a last resort.
- 6.46 Car-Dominant Frontages. There are numerous instances where development will be served by parking extending across the front of houses, often extending for significant lengths of the street. Examples include plots 10 to 13, plots 19 to 26, plots 67 to 74, plots 89 & 90, plots 92 & 93, plots 112 and 113, plots 236 to 241, plots 257 to 260, plots 359 to 366, plots 373 to 378. There are others. This arrangement will detract significantly from the

appearance of the street-scene and will be harmful to the amenity of residents living in close-proximity to this arrangement, many of whom will enjoy unsightly views completely dominated by a row of parked cars.

- 6.47 Officers take the view that the layout needs to be revisited to avoid these shortcomings. In the meantime, it is considered that the shortcomings in the layout need to form part of a reason for refusal on design and layout grounds.
- 6.48 Finally, for clarity, the County Urban Design Team has stated in their response of 11th June 2018 that they raise no objections to the scheme, overall, on design grounds. However, they then go on to re-iterate previously cited concerns in their original consultation response, along with making additional points, and conclude by saying that, provided changes are made, they would have no objection. Changes of the sort required have not been made and it, therefore, follows that, in effect, the Urban Design position is that they do object

7 PARKING

- 7.1 The Council has adopted and applies the Essex County Council parking standards, as set-out in “Parking Standards Design & Good Practice” (September 2009).
- 7.2 General purpose parking spaces to serve C3 residential use are required to be 2.9m deep by 5.5m wide. Parallel parking spaces are required to be 6m long. Garages are required to be 7m deep by 3m wide (measured internally). Parking spaces adjacent to solid structures are required to be increased in width by 1m to allow manoeuvrability and entry and exit to/from the vehicle.
- 7.3 Regarding the number of spaces, 1 bed dwellings are required to be provided with a minimum of 1 space each, 2 or more bedroom dwellings at least 2 spaces each. In addition, unallocated visitor parking is required to be provided at the ratio of 0.25 spaces per dwelling, rounded up to the nearest whole number.
- 7.4 Across the development the amount of parking and size of space for each property would comply with the adopted standard.
- 7.5 Disabled parking also needs to be provided where parking is to be provided on a communal basis, though not where the parking would be in-curtilage. The ratio of disabled spaces required is 25%. Spaces are required to be 6.5m long by 3.9m wide. The main part of the development where disabled persons parking is required is where flats are proposed. The development makes satisfactory disabled persons parking provision in respect of all 9 locations where flats area are proposed and the parking is being provided communally.
- 7.6 There are, however, issues with the visitor parking. The standard requires 125 visitor spaces. The requisite number will now be provided, mostly as roadside parking through the development. They would not be evenly dispersed. Some parts of the development would have little in the way of

visitor parking that is convenient to certain dwellings, with the result that visitors will in many instances simply park on the road as near to the property being visited as possible and will not use the visitor parking. The issue of visitor parking is a difficult matter to deal with satisfactorily in terms of maximising the prospects of it being used, especially on larger developments such as this.

7.7 It is, therefore, necessary to take a view on the acceptability of the proposals for visitor parking. Officers take the pragmatic view that what is proposed would not be unacceptable. This is because carriageway widths through the development would be fairly generous and could accommodate a certain amount of on-street visitor parking without creating an unacceptable hazard. The development complies with the highway requirements in the latest version of the Essex Design Guide.

7.8 Officers, therefore, take the view that the parking to serve the development would be acceptable.

8 GARDEN SIZES/AMENITY-SPACE

8.1 The Council's Supplementary Planning Document 2, "Housing Design", applies minimum garden size requirements.

8.2 This requires that gardens should have a minimum area of 100 square metres, with the exceptions, inter alia, that:

- one and two bedroom dwellings may have a minimum garden area of 50 square metres, provided that the second bedroom is not of a size that would allow sub-division into two rooms;
- for flats served by a balcony, this shall be at least 5 square metres in area, with ground floor units having a minimum patio garden area of 50 square metres; or
- where flats would be served by a useable communal residents garden, this should be provided at the rate of 25 square metres per flat.

8.3 In this case, the layout would, with one exception, be totally compliant with the Council's garden size requirements and amenity space requirements for flats. Gardens for individual dwellings and for blocks of flats would also all be of regular useable shape.

8.4 The exception arises in respect of the communal amenity area being provided for the block of flats that comprises units nos. 318 to 330. The area being provided here would consist of little more than the small areas of verge that would be available around the car-park. These areas add up to a total of about 366 square metres, which is more than the 325 square metres required by the SPD. However, this would not amount to a regularly shaped, useable area that occupiers could use as a sitting-out area.

- 8.5 The block would, however, look out onto and access the large area of landscaped public open-space that will be provided in this north-western part of the site. This will provide not only an attractive setting for the block but a useable, accessible space for residents here. Officers also consider this will satisfactorily compensate for the shortcomings in the amenity-space that will actually be attached to the block. The public open-space will be very extensive and will include a large open landscaped area for informal recreation, two flood attenuation ponds (which will be attractive landscape features in their own right), a children's play area and, possibly, a multi-use games area. Objections on grounds of the inadequacy of the amenity-space being provided for this block in particular would, therefore, be unwarranted.
- 8.6 In all other respects, amenity-space/garden areas for residents at the development will be satisfactory and compliant with the standards applied the Council, as set-out in SPD 2.

9 AFFORDABLE HOUSING

- 9.1 Adopted Core Strategy policy H4 requires provision of at least 35% affordable housing on developments of 15 or more units, with the requirement that these be tenure-blind and spread ("pepper potted") throughout larger developments.
- 9.2 This gives a requirement for 175 "affordable" units, which is what the development provides for. 141 of the units (approx. 80%) would be affordable rented units and 34 (approx. 20%) would be affordable shared-ownership units, all in a mixture of flats (84 units), 10 of which would be a ground floor wheel-chair accessible unit, and houses (in 7 different designs) of different sizes with, in addition, 1 wheelchair-accessible bungalow.
- 9.3 The mix of units has been drawn-up in consultation with the Council's Housing Strategy Team and complies with the Council's current affordable housing needs.
- 9.4 Moreover, the affordable units would be dispersed through the development and would satisfy the requirements of Core Strategy policy H4 for "pepper-potting".
- 9.5 The provision of the affordable housing is secured through the Section 106 agreement that has already been concluded as part of the outline planning permission. This reserved matters application serves simply to secure the form, distribution and specific mix of affordable housing to be provided within the development which are acceptable to the Council both as Local Planning Authority and as Local Housing Authority.

10 PUBLIC OPEN SPACE

- 10.1 The Council's adopted Allocations Document (para 3.172, Concepts Statement) requires the development of the site for 500 dwellings to provide a minimum of 3.6 ha of publicly accessible natural/semi-natural green space.

- 10.2 The Concept Master Plan that formed part of the suite of documents approved for the purposes of the outline planning permission showed the provision of 6.2 ha of open-space consisting of landscaped edges to the southern and western edges of the site, with a buffer along part of the eastern edge of the development with the existing settlement of Hullbridge. This has largely been carried through into this reserved matters application. This reserved matters application still provides 6.2 ha overall in the amount of publicly accessible open-space that would be provided, though the actual areas in different parts of the site would vary slightly from what was envisaged at outline stage but not in any material way. The buffer to the existing built-up area to the east is also much as was proposed under the outline planning permission.
- 10.3 There are, therefore, no concerns about the principle of what is proposed in terms of the amount and distribution of open-space in and around the development, which very largely follows what has already been approved at outline stage.

11 PLAY SPACE

- 11.1 The Council's adopted Allocations Document (para 3.172, Concepts Statement) requires the development of the site for 500 dwellings to provide at least 0.6 ha of children's play-space.
- 11.2 The Concept Master Plan that was part of the suite of documents that was approved for the purposes of the outline permission shows the provision of 2 LAPs (Local Areas of Play) - one at the northern end of the site, the other at the southern end - and a LEAP (Local Area of Play) in the north-western central part of the site accessed from Malyons Lane. These have been carried into this reserved matters application, in terms of their size and location, and what is proposed is consistent with what has already been approved under the outline permission.

12 YOUTH AND COMMUNITY FACILITIES

- 12.1 The Concept Statement (para 3.172) that was part of the Council's adopted Allocations Document sets a requirement for the provision of publicly accessible and available youth and community facilities as part of the development. The Concept Statement makes the point that whatever provision is agreed, it needs to be appropriate and, whilst such facilities may be indoor or outdoor, there should nonetheless be at least 0.02 ha for outdoor youth facilities.
- 12.2 Consultation locally with young people has suggested the provision of a skate park at the site would be welcomed. Nonetheless, the developer does not support this and, instead, has suggested that some form of mixed used games area would be preferable, either off-site or on-site in a similar position to where a skate-park could be provided.

- 12.3 The Section 106 agreement concluded as part of the outline planning permission requires the site owner/developer to pay a sum of £70,000 towards the improvement of sports facilities off-site in Hullbridge by way of improvement of drainage at the Pooles Lane Playing Field (Hullbridge) and the payment of a sum of £150,000 towards the construction of a multi-use games area (or skate park) on the land or within the vicinity of the development site.
- 12.4 This is the subject of on-going discussion between officers and the developer (and their representatives). It remains to be seen what the outcome will be. In the meantime, the developer remains bound by the terms of the Section 106 agreement at it stands, which is sufficiently flexibly worded to allow agreement to be reached on this by means of a deed of variation.

14 SCALE

- 14.1 The development would be predominantly two storeys, but with some elements of two and a half storey development and some three storey development. The two and a half storey buildings would be based on the third floor accommodation being provided in the roof-space and would be little different in terms of height and bulk compared with conventional two storey development.
- 14.2 The three storey development would, however, be full-height three storeys. This has, however, been accepted under the outline planning permission. Whilst there is little precedent for three-storey development in the area as a whole that is not to say that three-storey development cannot be accommodated, if it is handled properly. In this case, the three storey development would take the form of eight blocks of flats that would mostly be located in the middle part of the site and well-removed from the site boundaries. Most of the blocks would be located in the Village Core character area, which is the location for the densest and most urban character of development that is proposed but two of the blocks would be in the Northern Quarter character area, which is, overall, the least densely built-up character area but where there is still the potential to accommodate a certain amount of three storey development without causing harm.
- 14.3 The Density and Height Parameter Plan approved as part of the outline planning permission, to which adherence is required by condition 4, identifies the parts of the site where 3 storey development is acceptable. All the locations proposed for 3 storey development lie within the areas identified under the outline permission.
- 14.4 The current reserved matters application is also supported by a Massing Plan that identifies the distribution of the different storey heights across the development. This shows a good mix of storey heights across the site, with the majority of development being two storeys, and what is proposed would also be consistent with the Density and Height Parameter Plan approved under the outline permission.

- 14.5 Officers, therefore, take the view that, in terms of scale, the development would be acceptable, both on its merits and because it is consistent with the outline planning permission granted.

15 BOUNDARY TREATMENTS

- 15.1 The boundary treatments to be used will be a combination of brick walls, railings and timber fencing, either timber panels or close-boarded, dependent on the context of a site and on how publicly visible or vulnerable a boundary would be. In some locations an open frontage or hedgerow planting may be appropriate. The most appropriate boundary treatment will be determined by context.
- 15.2 Brick walls would be used where the boundary of a garden/plot to a street is publicly visible and vulnerable to damage because of its proximity to publicly accessible areas.
- 15.3 1.8m high close-boarded fencing would be used in less vulnerable positions where a boundary may still be publicly visible, such as where it would adjoin/back onto street landscaping, is set-back from the footway and protection of privacy is still an important issue
- 15.4 Timber panel fencing to a height of 1.8m would typically be used on the boundaries between neighbouring gardens that are not publicly visible.
- 15.5 In other locations, railings may be used, whilst in some instances an open frontage may be justified in terms of the character of the location.
- 15.6 The application is supported by a Boundary Treatment Plan, detailing the developer's proposals across the site, which are considered to be acceptable.

16 LANDSCAPING

- 16.1 The site would be generously landscaped. Existing perimeter hedgerows and trees would for the most part be retained. Internally, some hedgerows would be removed because this is unavoidable; other hedgerows within the site would, however, be retained. Additionally, there will be significant additional planting throughout the development.
- 16.2 Large areas of open land would be retained towards the western side of the site, with additional planting where necessary, reflecting the fact the site has a boundary with the countryside beyond. There would also be a number of attenuation ponds that would serve as landscape features.
- 16.3 There would also be a "linear buffer" on the eastern boundary with existing development on this side of Hullbridge - though not extending all the way to the northern end of the site. Existing planting on this boundary would be retained where appropriate but would be supplemented by additional planting too. This area also includes a number of water-features, which are also part of the sustainable drainage system for the site.

- 16.4 Additional “fingers” of landscaping would also penetrate the development and other areas would also be provided.
- 16.5 The entrance into the site would also be generously landscaped in the form a large swathe of planted open land to the western side of the access road.
- 16.6 This, then, is a summary of the main features of the landscaping proposed, which is considered acceptable in principle.
- 16.7 The fine detail of the landscaping - including any hard landscaping - will, however, be considered separately as details pursuant to the landscaping conditions applied to the outline planning permission (conditions 30 and 31). Landscaping does not fall to be considered further under this reserved matters application.

17 ACCESS

- 17.1 Access has already been determined under the outline planning permission. The main access into the site would be from Lower Road off a new roundabout, the design of which has already been granted planning permission. The second main access would be by an extension to Malyons Lane.
- 17.2 What this means is that, although access has been submitted as a reserved matter, this does not need to be considered further here.
- 17.3 Access within the development would be by means of a crescent-shaped road from Lower Road, off-which a network of secondary and tertiary roads would serve the development. The network of roads has been designed in accordance with the latest version of the Essex Design Guide and the Highway Authority raises no objections.
- 17.4 The width of the main pedestrian routes through the site has also been increased from 2m to 2.5m to allow them to serve as both pedestrian footways and as cycle-ways. This is a requirement of the Highway Authority and is something that can be considered under this reserved matters application because it is an access-related matter that was not fixed by the outline permission.
- 17.5 Beyond this, there are no other access related issues that fall to be considered. The layout has been designed in accordance with the Essex Design Guide and all carriageway widths and turning heads meet the Highway Authority’s requirements.
- 17.6 Access for fire-appliances is satisfactory.

18 SUMMARY

- 18.1 The principle of the site’s development for 500 dwellings has already been accepted under outline planning permission 14/00813/OUT. This was granted

subject to conditions and a Section 106 Agreement to secure certain matters as summarised above.

- 18.2 Whilst all matters of detail were reserved for subsequent approval, it is also the case that the basic parameters for the development were established by the outline permission, in terms of the areas to be developed, the access points into the site and the general form of the development. Indeed, condition 4 of the outline permission requires strict compliance with specific plans.
- 18.3 Beyond this, detailed matters of design and layout do fall to be considered. In this regard, there are serious concerns.
- 18.4 The guiding principle throughout has been to achieve an attractive development that would be distinctive and particular to Hullbridge.
- 18.5 What has been submitted, however, is a scheme based on standard house-types, the like of which are to be found widely across the country. There would be little to distinguish the development from many others elsewhere and a sense of place would not be achieved.
- 18.6 There are also significant shortcomings in terms of detail.
- 18.7 This is a major development for the District and for Hullbridge in particular. It is important that a quality development of merit be achieved. It is considered that the proposal as it stands falls significantly short of what is required.
- 18.8 There have been numerous opportunities for the applicant to change their proposals in a substantive way that will achieve the underlying objectives for the site. However, they have declined to do so.

19 CONCLUSION

- 19.1 It is, accordingly, recommended that the reserved matters be refused on design and layout grounds, including a failure to comply with the national space standards.

20 RECOMMENDATION

- 20.1 It is proposed that the Committee **RESOLVES**

That planning permission be refused for the following reasons:-


1. The proposal, by reason of:-
 - its unsatisfactory layout; in particular, the manner in which the parking would be provided, which in many locations would present an unattractive appearance in the street scene;

- the buildings proposed which, because they would be standard house types, with no features that would make them in any way unique, would not result in the achievement of a sense of place and distinctiveness particular to Hullbridge;
- there being insufficient differentiation between the Character Areas, which is a device designed to achieve variation in appearance and character across the development;
- the failure to achieve a tightly built up street frontage in the central part of the Village Core Character Area, consistent with the urban character that is proposed to be a key feature of this Character Area; and
- the narrow range of external finishing materials to be used, which contributes to there being insufficient differentiation and variety in the appearance of the development generally and, in particular, between the 3 Character Areas

would fail to achieve a development that has character and is sufficiently distinctive in appearance, with a sense of place that makes it unique to Hullbridge.

2. The proposal would also fail to meet the space standards set out in the “Technical Housing Standards - Nationally Described Space Standard”, March 2015, and would not, therefore, provide a satisfactory standard of accommodation for potential occupiers of those dwellings that fail the national standard.

The proposed development would, therefore, be contrary to policies CP1 and DM1 of the Rochford District Council Local Development Framework Core Strategy (adopted December 2011), policies DM1 and DM3 of the Rochford District Council Local Development Framework Management Plan (adopted December 2014) and to the national applicable space standards referred to above.



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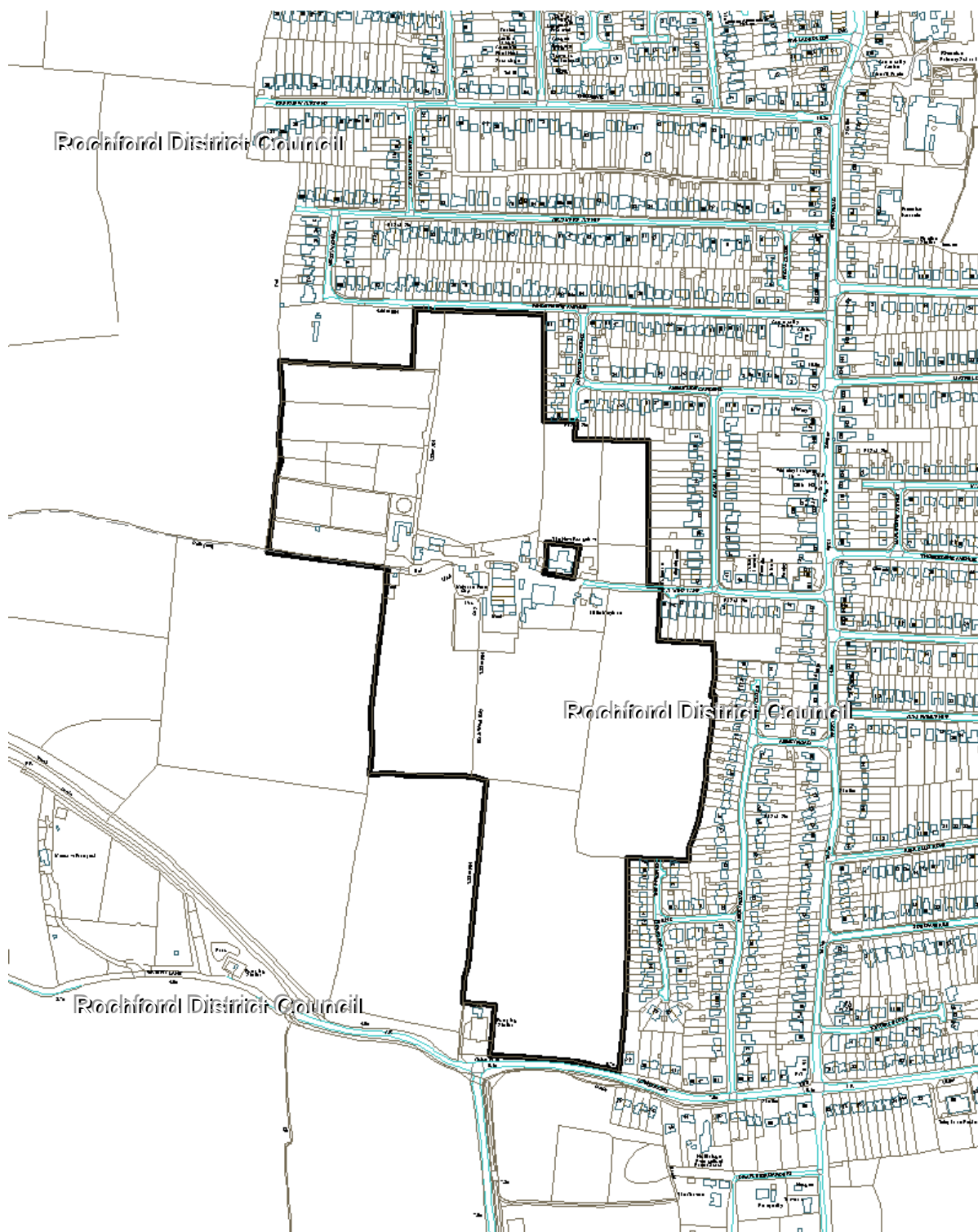
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