



Gloucester City Council

Planning Committee

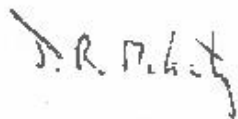
Meeting: Tuesday, 2nd August 2016 at 6.00 pm in Civic Suite, North Warehouse, The Docks, Gloucester, GL1 2EP

Membership:	Cllrs. Taylor (Chair), Lewis (Vice-Chair), Lugg, Hanman, Morgan, D. Brown, Dee, Hansdot, Toleman, J. Brown, Cook, Fearn and Finnegan
Contact:	Tony Wisdom Democratic Services Officer 01452 396158 anthony.wisdom@gloucester.gov.uk

AGENDA

1.	APOLOGIES To receive any apologies for absence.
2.	DECLARATIONS OF INTEREST To receive from Members, declarations of the existence of any disclosable pecuniary, or non-pecuniary, interests and the nature of those interests in relation to any agenda item. Please see Agenda Notes.
3.	MINUTES (Pages 7 - 10) To approve as a correct record the non-exempt minutes of the meeting held on 5 July 2016.
4.	LAND SOUTH OF GRANGE ROAD - 16/00165/OUT (Pages 11 - 78) Application for determination:- Outline application for the erection of up to 250 homes including demolition of existing agricultural buildings, the provision of new access, landscaping and open space (access to be determined now, all other matters reserved) on land south of Grange Road.
5.	MILESTONE SCHOOL, LONGFORD LANE. - 16/0032/FUL (Pages 79 - 90) Application for determination:- A new two storey extension to provide disabled children therapies including reconfiguration of the playground and parking areas at Milestone School, Longford Lane.
6.	LAND ADJACENT TO 2 HEMMINGSDALE ROAD - 14/00848/FUL (Pages 91 - 124) Application for determination:- Erection of a commercial unit to serve a mixture of Use Class B1 (business) and B8 (storage

	and distribution) uses (amended plans) on land adjacent to 2 Hemmingsdale Road.
7.	SMH FLEET SOLUTIONS, NAAS LANE - 16/00100/FUL (Pages 125 - 146) Application for determination: Proposed new workshop building and new surfacing for parking/storing of motor vehicles at SMH Fleet Solutions, Naas Lane.
8.	PLANNING ENFORCEMENT PROGRESS REPORT (Pages 147 - 156) To receive the report of the Senior Planning Compliance Officer detailing the level and nature of enforcement activity undertaken by the Planning Enforcement team between January and June 2016 together with an update on formal action being taken against more serious planning breaches.
9.	DELEGATED DECISIONS (Pages 157 - 178) To consider a schedule of applications determined under delegated powers during the month of June 2016.
10.	DATE OF NEXT MEETING Tuesday, 6 September 2016 at 6.00pm.
11.	EXCLUSION OF THE PRESS AND PUBLIC To resolve that the press and public be excluded from the meeting during the following item of business on the grounds that it is likely, in view of the nature of business to be transacted or the nature of the proceedings, that if members of the press and public are present during consideration of this item there will be disclosure to them of exempt information as defined in Paragraph 5 of Part 1 of Schedule 12A of the Local Government Act 1972 as amended.
12.	EXEMPT MINUTE OF 5 JULY 2016 (Pages 179 - 180) To confirm the exempt minute of the meeting held on 5 July 2016.



Jon McGinty
Managing Director

Date of Publication: Monday, 25 July 2016

NOTES

Disclosable Pecuniary Interests

The duties to register, disclose and not to participate in respect of any matter in which a member has a Disclosable Pecuniary Interest are set out in Chapter 7 of the Localism Act 2011.

Disclosable pecuniary interests are defined in the Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012 as follows –

<u>Interest</u>	<u>Prescribed description</u>
Employment, office, trade, profession or vocation	Any employment, office, trade, profession or vocation carried on for profit or gain.
Sponsorship	Any payment or provision of any other financial benefit (other than from the Council) made or provided within the previous 12 months (up to and including the date of notification of the interest) in respect of any expenses incurred by you carrying out duties as a member, or towards your election expenses. This includes any payment or financial benefit from a trade union within the meaning of the Trade Union and Labour Relations (Consolidation) Act 1992.
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Land	Any beneficial interest in land which is within the Council's area. For this purpose "land" includes an easement, servitude, interest or right in or over land which does not carry with it a right for you, your spouse, civil partner or person with whom you are living as a spouse or civil partner (alone or jointly with another) to occupy the land or to receive income.
Licences	Any licence (alone or jointly with others) to occupy land in the Council's area for a month or longer.
Corporate tenancies	Any tenancy where (to your knowledge) – (a) the landlord is the Council; and (b) the tenant is a body in which you, your spouse or civil partner or a person you are living with as a spouse or civil partner has a beneficial interest
Securities	Any beneficial interest in securities of a body where – (a) that body (to your knowledge) has a place of business or land in the Council's area and (b) either – i. The total nominal value of the securities exceeds £25,000 or one hundredth of the total issued share capital of that body; or ii. If the share capital of that body is of more than one class, the total nominal value of the shares of any one class in which you, your spouse or civil partner or person with

whom you are living as a spouse or civil partner has a beneficial interest exceeds one hundredth of the total issued share capital of that class.

For this purpose, “securities” means shares, debentures, debenture stock, loan stock, bonds, units of a collective investment scheme within the meaning of the Financial Services and Markets Act 2000 and other securities of any description, other than money deposited with a building society.

NOTE: the requirements in respect of the registration and disclosure of Disclosable Pecuniary Interests and withdrawing from participating in respect of any matter where you have a Disclosable Pecuniary Interest apply to your interests and those of your spouse or civil partner or person with whom you are living as a spouse or civil partner where you are aware of their interest.

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For further details and enquiries about this meeting please contact Anthony Wisdom, 01452 396158, anthony.wisdom@gloucester.gov.uk.

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- Do not stop to collect personal belongings;
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HUMAN RIGHTS

In compiling the recommendations on the following reports we have given full consideration to all aspects of the Human Rights Act 1998 in relation to the applicant and/or the occupiers of any affected properties. In particular, regard has been had to Article 8 of the ECHR (Right to respect for private and family life, home and correspondence); Article 1 of the First Protocol (Right to the use and enjoyment of property) and the requirement to ensure that any interference with the right in this Article is both in accordance with the law and proportionate. A balance needs to be drawn between the right to develop land in accordance with planning permission and the rights under Article 8 and also Article 1 of the First Protocol of adjacent occupiers. On assessing the issues raised by the applications no particular matters, other than those referred to in the reports, warrant any different action to that recommended.

EQUALITY ACT 2010

In considering this matter, full consideration has been given to the need to comply with the Public Sector Equality Duty under the Equality Act 2010 and in particular to the obligation to not only take steps to stop discrimination, but also to the promotion of equality, including the promotion of equality of opportunity and the promotion of good relations. An equality impact assessment has been carried out and it is considered that the Council has fully complied with the legal requirements.

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PLANNING COMMITTEE

MEETING : Tuesday, 5th July 2016

PRESENT : Cllrs. Taylor (Chair), Lugg, Hanman, Morgan, D. Brown, Dee, Hansdot, J. Brown, Cook and Fearn

Others in Attendance

Anthony Wilson, Head of Planning
Jon Sutcliffe, Development Control Manager
Nick Jonathan, Solicitor, One Legal
Tom Graham, Planning Advocate - One Legal
Joann Meneaud, Principal Planning Officer
Caroline Townley, Principal Planning Officer
Tony Wisdom, Democratic Services Officer

APOLOGIES : Cllrs. Lewis, Toleman and Finnegan

26. DECLARATIONS OF INTEREST

Councillor Lugg declared a personal interest in agenda items 6 and 9, Land at Winnycroft Lane, Matson due to her previous involvement with the application prior to her appointment to this Committee.

27. MINUTES

The minutes of the meeting held on 14 June 2016 were confirmed and signed by the Chair as a correct record.

28. LATE MATERIAL

The Chair drew Members' attention to the late material which consisted of a further letter of representation in respect of agenda item 5.

29. LAND ADJACENT TO 2, HEMMINGSDALE ROAD - 14/00848/FUL

The Principal Planning Officer presented her report which detailed an application for the erection of a commercial unit to serve a mixture of Use Class B1 (business) and B8 (storage and distribution) uses (amended plans) on land adjacent to 2, Hemmingsdale Road.

PLANNING COMMITTEE
05.07.16

She outlined the planning history of the site and advised that the amended plans now proposed a single unit to be occupied by Middleton Panels and Paint, a company presently located in Hempsted.

The County Council Highways Section had been satisfied with the amended plans and had confirmed that they would not prejudice the future widening of the South West Bypass.

She noted that the site was located in the flood plain and the Applicant was unable to provide compensatory volume within the site. She advised that the Applicant had agreed to make a financial contribution of £3,000 to be spent on flood compensation works at Alney Island, adjacent to Over Causeway.

She displayed a photo-montage illustrating the impact of the proposed scheme in relation to Llanthony Priory.

She referred Members to the further representation from Llanthony Secunda Priory Trust contained within the late material.

A Member supported the principle of development but expressed concerns regarding the design proposals. The Principal Planning Officer stated that the proposed cladding was of a high quality and would look like timber.

Another Member believed that the design lacked imagination and he was advised that there was no scope for tree planting along Llanthony Road as a portion of the site would be used for road widening.

The first speaker suggested deferral for one month to await further amended plans showing less cladding with a greater proportion of brickwork and glazing. It was also considered that the materials should be lighter in colour than indicated on the submitted drawings.

The Principal Planning Officer suggested that the Committee might wish to see samples of the proposed materials as the visuals did not accurately convey the actual colours.

The Member reiterated his request for amended drawings.

RESOLVED that the application be deferred to await amended drawings showing revised materials and elevational details.

30. LAND AT WINNYCROFT LANE, MATSON - 14/01063/OUT

Councillor Lugg had declared a personal interest in agenda items 6 and 9, Land at Winnycroft Lane, Matson due to her previous involvement with the application prior to her appointment to this Committee. She took no part in the debate or vote on this item.

The Principal Planning Officer presented her report which advised Members of the latest situation regarding the Winnycroft application and sought Members' approval of the next steps.

PLANNING COMMITTEE
05.07.16

The application, which had been considered by the Committee on 15 December 2015 and 12 April 2016, was an outline application for the erection of up to 420 dwellings and community space/building, as well as associated landscaping, public open space, access, drainage, infrastructure, earthworks and other ancillary enabling works on land at Winnycroft Lane, Matson.

The Committee had determined on 15 December 2015 that the application be approved subject to the completion of Section 106 agreement to secure the planning obligations and the provision of twenty per cent affordable housing together with a review mechanism.

The Committee had been advised that the Applicant was unwilling to sign the Section 106 Agreement and at the meeting held on 12 April 2016 the previous decision of the Committee was endorsed,

She advised that the Applicant had lodged an appeal on grounds of non-determination and that it would be held at a Public Inquiry due to start on 13 December 2016 and was expected to last up to three days.

She noted that, in their submission, the Applicant now proposed zero percent affordable housing with no review and she advised that the Council would require robust evidence to support the requirement for affordable housing.

She stated that, on the basis of the studies commissioned by the Council, a requirement for ten per cent affordable housing together with reviews after the completion of 140 dwellings and three years thereafter could be defended.

She confirmed that should the review indicate increased viability then more affordable housing could be required.

Consideration of the matter was adjourned for the Committee to resolve to exclude the press and public in order to receive legal advice.

31. EXCLUSION OF THE PRESS AND PUBLIC

RESOLVED that the press and public be excluded from the meeting during the following item of business on the grounds that it is likely, in view of the nature of business to be transacted or the nature of the proceedings, that if members of the press and public are present during consideration of this item there will be disclosure to them of exempt information as defined in Paragraph 5 of Part 1 of Schedule 12A of the Local Government Act 1972 as amended.

32. EXEMPT REPORT - LEGAL ADVICE

The Committee received legal advice relating to agenda item 6.

**PLANNING COMMITTEE
05.07.16**

33. READMISSION OF THE PRESS AND PUBLIC

RESOLVED that the press and public be readmitted to the meeting.

The Committee continued with the consideration of agenda item 6.

The Principal Planning Officer amended her recommendation by adding the words “not less than” to her recommendation within the report.

The Chair noted that the Committee’s decision would be conveyed to the Inspector and that a decision was required this evening.

He stated that he was happy with the recommendation as amended and he believed that it provided a comfortable position to defend at the Inquiry.

RESOLVED that recommendation at paragraph 5.1 of the report for agenda item 6 approved subject to amendment of the second line to read ”...appeal requiring not less than ten percent affordable housing together with a review mechanism,”

34. DELEGATED DECISIONS

Consideration was given to a schedule of applications determined under delegated powers during the month of May 2016.

The Chair advised Members to contact the case officers prior to the meeting if they had any concerns relating to applications on the regular schedule of delegated decisions.

RESOLVED that the schedule be noted.

35. DATE OF NEXT MEETING

Tuesday, 2 August 2016 at 6.00 pm.

Time of commencement: 6.00 pm

Time of conclusion: 6.55 pm

Chair

GLOUCESTER CITY COUNCIL

COMMITTEE	:	PLANNING
DATE	:	2nd AUGUST 2016
ADDRESS/LOCATION	:	LAND SOUTH OF GRANGE ROAD
APPLICATION NO. & WARD	:	16/00165/OUT TUFFLEY
EXPIRY DATE	:	5th AUGUST 2016
APPLICANT	:	HALLAM LAND MANAGEMENT
PROPOSAL	:	OUTLINE APPLICATION FOR THE ERECTION OF UP TO 250 HOMES INCLUDING DEMOLITION OF EXISTING AGRICULTURAL BUILDINGS, THE PROVISION OF NEW ACCESS, LANDSCAPING AND OPEN SPACE (ACCESS TO BE DETERMINED NOW, ALL OTHER MATTERS RESERVED)
REPORT BY	:	ED BAKER
NO. OF APPENDICES/ OBJECTIONS	:	1. SITE LOCATION PLAN

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The application relates to land to the south side of Grange Road in Tuffley Ward to the southern edge of the Gloucester.
- 1.2 The site comprises approximately 10.8 hectares (“ha”) of agricultural land. The site is broadly trapezoid shaped. The north side of the site has a frontage with Grange Road and is approximately 400 metres in length. The site then extends southwards by approximately 390 metres on its west side and by 280 metres on its east side. The site tapers inwards in a southerly direction with the south boundary of the site approximately 290 metres in length.
- 1.3 The gradient of the site rises in a southerly westerly direction from around 26.6 metres AOD next to Grange Road (at the centre point of the site) to around 35.3 metres AOD at the back of the site.
- 1.4 The application site is surrounded by agricultural land on its east and south sides. Grange Road abuts much of the north side of the site, although the road moves away from the site boundary at its north western end. Alongside the west boundary of the site is the main railway line (Bristol to Birmingham).

- 1.5 There is a residential estate to the opposite side of Grange Road to the north. This appears to have been constructed in the late 20th Century. There are four residential cul-de-sacs on that estate which have direct access off Grange Road. These are: Enborne Close, Chislet Way, Whaddon Way and Harwell Close. Bybrook Road is situated off Grange Road but further to the east. There is a large residential estate to the far side of the railway line to the west including Vincent Avenue.
- 1.6 Grange Road passes under a railway bridge to the north-west. The underpass narrows to a single vehicle width and is controlled by traffic lights. Further to the north, Grange Road has a roundabout junction with Tuffley Lane and Epney Road. Epney Road is then a short distance from Cole Avenue (A38). Grange Road links with Stroud Road (A4173) at its eastern end, about 300 metres from the edge of the application site.
- 1.7 The application seeks outline planning permission for the erection of up to 250 homes. The means of access is to be determined now with layout, scale, appearance and landscaping reserved for subsequent approval.
- 1.8 A revised indicative masterplan has been submitted in support of the application. This shows a layout of 250 homes, which is the maximum number of homes proposed by the application. A single vehicular access point is proposed from Grange Road, relatively central to the frontage of the site and approximately 40 metres to the east of the junction with Chislet Way.
- 1.9 The indicative masterplan shows a mixture of terrace, semi-detached and detached houses as well as several blocks of flats in the north-west corner. Two balancing ponds are shown: one to the north-east corner of the site next to Grange Road and the other next to Grange Road to the north-west corner adjacent the railway line. A large area of public open space is proposed at the southern part of the site. This includes an equipped play area on the east side. There would be new strategic planting alongside Grange Road and the boundaries of the site, as well as between the housing and open space.
- 1.10 The application is supported by the following information:
- Indicative masterplan
 - Planning statement
 - Design and Access Statement
 - Supplementary design information
 - Topographical survey
 - Heritage Statement
 - Archaeological evaluation
 - Landscape and visual appraisal
 - Transport Assessment
 - Travel Plan
 - Noise and vibration assessments
 - Flood Risk Assessment

- Drainage strategy
- Energy statement
- Service supply statement
- Waste minimisation strategy
- Arboricultural assessment
- Ecological appraisal

1.11 There have been no pre-application discussions with officers.

1.12 The application is referred to the planning committee because of the scale of the development and because a Section 106 legal agreement is necessary if planning permission is granted.

2.0 PLANNING POLICIES

2.1 15/00934/EIA – the Local Planning Authority screened the proposal in September 2015 under the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 and determined that Environmental Impact Assessment (“EIA”) is not required.

3.0 PLANNING POLICIES

3.1 This part of the report identifies relevant local and national planning policies and considers the weight that can be afforded to them.

Statutory Development Plan

3.2 The statutory Development Plan for Gloucester remains the partially saved 1983 City of Gloucester Local Plan (“1983 Local Plan”).

3.3 Paragraph 215 of the National Planning Policy Framework (“NPPF”) states that *‘...due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given.’*

3.4 The 1983 Local Plan is more than thirty years old and, according to the Inspector who dealt with an appeal relating to the Peel Centre, St. Ann Way (13/00559/FUL), *‘...its sheer ages suggests it must be out of date...’* (par. 11 of the Inspector’s report). Members are advised that the 1983 Local Plan is out-of-date and superseded by later planning policy including the NPPF.

National Planning Policy Framework

3.5 The NPPF published in March 2012 is a material consideration of considerable importance. It sets out the Government’s planning policies for England and how these are expected to be applied.

- 3.6 Guidance on how to interpret the NPPF is provided by online National Planning Policy Guidance (“NPPG”).
- 3.7 Annex 1 of the NPPF provides advice on the weight that should be afforded to adopted Local Plans that pre-date the NPPF, and emerging Local Plans.
- 3.8 Paragraph 14 of the NPPF says that: ‘*At the heart of the National Planning Policy Framework is a **presumption in favour of sustainable development**, which should be seen as a golden thread running through both plan-making and decision-taking...*

...For decision-taking this means:

- *Approving development proposals that accord with the development plan without delay; and*
 - *Where the development plan is absent, silent or relevant policies are out-of-date, granting planning permission, unless:*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
 - *specific policies in the Framework indicate development should be restricted.’*
- 3.9 Section 6 of the NPPF *Delivering a wide choice of high quality homes* provides national policy on proposals for new housing.

Draft Joint Core Strategy for Gloucester, Cheltenham and Tewkesbury

- 3.10 The City Council is currently working on a new Development Plan that will replace the 1983 Local Plan. The new Development Plan will comprise the Joint Core Strategy for Gloucester, Cheltenham and Tewkesbury (“JCS”) and Gloucester City Plan (“City Plan”) once they are adopted.
- 3.11 The JCS was submitted to the Government for Inspection in November 2014. Policies in the Submission Joint Core Strategy have been prepared in the context of the NPPF and are a material consideration.
- 3.12 Paragraph 216 of the NPPF states that weight can be given to relevant policies in emerging plans according to:
- The stage of preparation of the emerging plan;
 - The extent to which there are unresolved objections to relevant policies; and
 - The degree of consistency of the relevant policies in the emerging plan to the policies in the NPPF.
- 3.13 The JCS is part way through the Examination process and the Inspector published their Interim Report in May 2016. However, a number of proposed

modifications are expected to be made to the policies in the plan. The Council has received legal advice to the effect that the JCS can only be given limited weight at this time.

Gloucester City Plan

- 3.14 The Gloucester City Plan (“City Plan”) is at a much less advanced stage than the JCS. The City Plan will be presented in three parts: Part 1 will set out the context for the City Plan, including the main challenges facing the city, a strategy for development and key development principles. Part 2 will identify development management policies. Part 3 will identify development opportunities.
- 3.15 Part 1 was subject to consultation in 2012 and is to be reviewed. Part 2 was subject to consultation in 2013 on potential future development sites in the City as well as a draft vision and strategy for the city centre. Parts 2 and 3 have also yet to be completed.

Gloucester Local Plan, Second Stage Deposit 2002

- 3.16 Regard is also had to the policies contained within the Gloucester Local Plan, Second Stage Deposit 2002 (“2002 Local Plan”). The 2002 Local Plan was subject to two comprehensive rounds of public consultation and was adopted by the Council for development management purposes.
- 3.17 However, the 2002 Local Plan was never subject to Examination and was never formally adopted. In this regard, the 2002 Local Plan should only be given limited weight.
- 3.18 Members are advised that the following “day-to-day” development management policies, which are not of a strategic nature and broadly accord with the policies contained in the NPPF, should be given some weight:

ST.7	Urban Design Principles
B.7	Protected Species
B.8	Non-identified Sites
B.10	Trees and Hedgerows on Development Sites
FRP.5	Maintenance of Water Courses
FRP.6	Surface Water Run-off
FRP.10	Noise
FRP.15	Contaminated Land
BE.1	Scale, Massing and Height
BE.2	Views and Skyline
BE.7	Architectural Design
BE.8	Energy Efficient Development
BE.12	Landscape Schemes
BE.14	Native Species
BE.21	Safeguarding Amenity
BE.32	Archaeological Assessment
BE.33	Archaeological Field Evaluation

BE.34	Presumption in Favour of Preserving Archaeology
BE.36	Preserving in Situ
BE.37	Recording and Preserving Archaeology
TR.31	Road Safety
OS.2	Public Open Space Standard for New Development
OS.3	New Housing and Public Open Space
OS.5	Maintenance Payments for Public Open Space
CS.11	Developer Contributions for Education

- 3.19 The 1983 Local Plan, JCS, 2002 Local Plan and draft City Plan can be viewed at the following website address:-
<http://www.gloucester.gov.uk/resident/planning-and-building-control/planning-policy>. The NPPF and NPPG can be viewed at the Department of Community and Local Government website:-
<http://planningguidance.communities.gov.uk/>.

4.0 **CONSULTATIONS**

- 4.1 Highway Authority (Gloucestershire County Council)

28th June 2016

No objection – comments as follows.

- **Background** – the applicant has undertaken pre-application discussions with the Highway Authority. There have been ongoing discussions during the planning application process and additional information has been provided by the applicant as referred to in this report;
- **Site access** – the proposal is for a single priority T junction onto the southern side of Grange Road. A revised access plan has been submitted which shows extended visibility splays of 2.4 metres by 92 metres in either direction. The geometry of the junction has also been adjusted to allow for a 3 axle refuse vehicle. The access includes the provision of a new footway along the site frontage and two pedestrian crossing refuges and associated signage/lining to accommodate pedestrian access to and from the site. The proposals should help to reduce current vehicle speeds for this part of Grange Road, which exceed the 30mph speed limit. The site access and pedestrian crossing facilities have been subject to independent testing and have not raised any safety issues. Safe and suitable access for all users would be provided;
- **Layout** – the internal layout is not being considered at this time because Layout is a reserved matter. The indicative masterplan shows additional cycle/footway links to the east and west of the proposed access to provide a direct link to the proposed pedestrian cross refuges on Grange Road to maximise sustainable travel options;
- **Parking** – the submitted Transport Assessment refers to outdated parking standards. It is accepted that the applicant will need to robustly

demonstrate that the level of parking proposed at the reserved matters stage will be sufficient. In addition, visitor parking will be required at a ratio of 1 space for every 5 homes. This is of paramount importance if shared streets are proposed. If garages are to count towards the overall parking provision then the minimum internal dimensions shall be 3 metres by 6 metres. These points have been accepted;

- **Accessibility** – the proposal includes a footway along the site frontage alongside Grange Road. There are realistic opportunities for sustainable travel for future occupiers to access local facilities. There are a range of facilities and services within reasonable walking and cycling distance of the site including primary and secondary schools; local convenience shops; doctors; dentists; pharmacy; leisure centre; library; public house; nursery and post office. *Manual For Streets* advises that walkable neighbourhoods have a range of facilities within 800 metres but recognise that this is not an upper limit and that walking offers the greatest potential to replace short car trips under 2 km with cycling distances less than 5 km. The Highway Authority is satisfied that the site is located in an accessible location;
- Grange Road forms part of an on-carriageway cycle route that links through the residential area of Tuffley and Stroud Road where dedicated cycle lanes exist;
- There are several bus routes that are within a reasonable walking distance from the site along Grange Road, Roberts Raikes Avenue; Stroud Road and Windsor Drive. The bus route that occupants of the development will most likely use is the No. 9 service, which operates from Gurney Avenue within a 5 minute walking distance from the site and which runs every 15 minutes to Gloucester City Centre. The No. 63 service operates from Stroud Road and provides a 30 minute service to Forest Green, Nailsworth and Stroud. The No. 10 service that links Lower Tuffley to Gloucester, Brocksworth and Cheltenham runs every 10 minutes. This is accessed from Windsor Drive and whilst it is a longer walk from the site, it does provide access to a wider choice of destinations for employment, shopping etc.
- Gloucester Railway Station is located approximately 4 km away and can be accessed via public transport or by bicycle using the existing cycle network. The station has access to a number of towns and cities including Birmingham, Bristol, Cardiff, Cheltenham, Chepstow, Derby, London, Nottingham, Stroud, Swindon and Worcester.
- The Highway Authority is satisfied that the proposed development has adequate access to walking, cycling and public transport routes so that opportunities can be provide for sustainable modes of transport.
- **Baseline conditions** – the applicant has agreed the extent of the study area with the Highway Authority. The study area includes Grange Road, Stroud Road and Cole Avenue. Traffic surveys have been undertaken by the applicant September 2015. These show that the peak hour on the highway network is 7:45 to 8:45 hours in the AM period; and 17:15 to 18:15 in the PM period. The Highway Authority is

satisfied that the applicant's data is comparable with traffic counts undertaken by Gloucestershire County Council.

- **Junction capacity assessment** – the modelling has assessed the capacity of the following junctions using a 2015 baseline scenario:
 - Grange Road/Stroud Road Priority T junction
 - St. Barnabas Roundabout
 - Epney Road/Tuffley Lane Roundabout
 - Cole Avenue/Epney Road Signalised Crossing
 - Tuffley Lane/Stroud Road
 - Grange Road Railway Bridge
- Grange Road/Stroud Road Priority T junction – the junction is shown to be operating within its design capacity for both the AM and PM peak periods with significant spare capacity;
- St. Barnabas Roundabout – the revised modelling for this junction has been accepted by the Highway Authority and shows the roundabout to be operating close to capacity with queuing observed;
- Epney Road/Tuffley Lane Roundabout – the junction is shown to be operating within its design capacity for both the AM and PM peak periods with significant spare capacity;
- Cole Avenue/Epney Road Signalised Crossing – the junction is shown to be operating within its design capacity for both the AM and PM peak periods with some capacity with a maximum queue of 29 passenger cars on Cole Avenue East in the AM peak;
- Tuffley Lane/Stroud Road – the junction is shown to be operating within its design capacity for both the AM and PM peak periods with significant spare capacity;
- Grange Road Railway Bridge – the traffic signals operate satisfactorily.
- **Future year baseline condition** – a future traffic figure of 2021 has been used because this coincides with when the development should be complete. Regard has been had to the development proposals at Winnycroft Lane (which do not have planning permission yet), Kingsway and Hunts Grove;
- **Development traffic flows** – the expected trip generation from the site has been calculated using TRICS data. The assessment has been carried out on the basis of 300 homes (not up to 250 proposed by the application) so that it is robust. The assessment estimates the generation of 141 two way trips in the AM peak hour and 142 two way trips in the PM peak hour;
- **2021 growth traffic flow + development traffic junction capacity**
- Grange Road/Stroud Road Priority T junction – the junction is shown to be operating within its design capacity for both the AM and PM peak periods with spare capacity;
- St. Barnabas Roundabout – this junction is shown to be operating over capacity both with growth traffic alone. When development traffic is

added performance at the junction deteriorates further. The development traffic is estimated to increase traffic queues by 12 cars in the AM peak period and by 19 cars in the PM peak;

- Epney Road/Tuffley Lane Roundabout – the junction is shown to be operating within its design capacity for both the AM and PM peak periods with significant spare capacity;
- Cole Avenue/Epney Road Signalised Crossing – this junction is shown to be operating close to its capacity with growth traffic alone. When development traffic is added the performance of the junction deteriorates further but still remains within operational capacity. The impact of the development traffic is not considered to be severe to require mitigation for the AM peak period. The PM peak period shows that the junction is operating with some spare capacity;
- Tuffley Lane/Stroud Road – the junction is shown to be operating within its design capacity for both the AM and PM peak periods with significant spare capacity;
- Grange Road Railway Bridge – the signals at this junction still operate with spare capacity with the growth traffic and development traffic with an increase in queuing of approximately 1 car. The assessment predicts 18 pedestrians using this junction in both directions during the AM and PM peak periods. This equates to an average of one additional pedestrian every 3 minutes. The length of restricted footway through the bridge is approximately 40 metres and applying an average walking speed of 1.4 metres per second the journey would take approximately 29 seconds. This delay is not considered severe should a parent with child meet another pedestrian travelling in the opposite direction;
- However, the bridge is a constraint on the local road network and there is a lack of lighting that could discourage walking trips during the hours of darkness. In order to take up the opportunities of sustainable travel, a lighting scheme could be implemented to make this a more attractive route. The Highway Authority has prepared an indicative lighting scheme with cost estimates for the installation of 2 new street lights with one at either side of the bridge. It would be reasonable for the Local Planning Authority to seek a contribution towards the provision of this lighting and this can be secured as a planning obligation;
- **Highway safety/personal recorded collisions** – an analysis of records between 2010 and 2015 has been carried out. The majority of collisions have occurred on the main routes within the study area such as Stroud Road, St. Barnabas, Tuffley Lane and Cole Avenue. The immediate area has an excellent safety record with no recorded collisions along Grange Road. The available evidence suggests that the collisions are attributed to driver/rider/user behaviour and not as a result of the existing highway infrastructure itself.
- **Public rights of way** – the existing public rights of way are not affected by the proposed development.

- **Mitigation**

- St. Barnabas roundabout – the modelling shows that queues will significantly increase as a result of the proposed development. The residue cumulative impact of the development will be severe without mitigation as congestion worsens and queues significantly increase. Gloucestershire County Council has secured provisional funding via the Local Enterprise Partnership for £1 million towards a highway improvement scheme for St. Barnabas junction. The scheme is expected to exceed the provisionally allocated funding and the most recent cost estimate was £1,102,648 (March 2016). It would be necessary for the application to provide a contribution of £102,648 towards the highway improvement scheme to mitigate the impact;
- Walking improvements – a contribution of £6,000 towards the lighting improvements to the Grange Road bridge is sought, which will encourage walking. There is also a lack of tactile paving along the residential junctions with Grange Road opposite the site. These works can be secured by means of a planning condition;
- Cycling – there is a lack of cycling parking at the shopping parades at Holmleigh and Seventh Avenue that would likely discourage cycle trips due to a lack of secure bicycle parking. A contribution of £2,000 should be sought to provide cycle stands at both these locations.
- **Travel Plan** – the applicant has agreed to amend their approach to the Travel Plan by bringing forward initiatives to promote sustainable travel (and not leaving it to after 75% occupation). Also, to target between 5-9% reduction in single occupancy vehicles.

Recommendation:

The Highway Authority advises that safe and suitable access to the site can be provided. Opportunities for sustainable transport modes have been taken up. The Highway Authority is satisfied that the residual cumulative impacts of the proposed development would not be severe subject to the following obligations and planning conditions being secured:

Planning obligations

- £102,648 towards the St. Barnabas highway improvement scheme;
- £6,000 towards street lighting improvements at the Grange Road railway bridge; and
- £2,000 towards the installation of cycle parking at Holmleigh Parade and Seventh Avenue Shopping Parade.

Planning conditions

- Construction of access, prior to other development;
- Submission of Layout as a reserved matter;
- Details of the proposed pedestrian links from the north west and south east of the site along Grange road, prior to occupation;

- Provision of parking layout;
- Provision of uncontrolled pedestrian crossings to the east and west of the proposed access along Grange Road and footway along Grange Road, prior to occupation;
- Provision of tactile paving at the pedestrian dropped kerbs at the junctions of Grange Road with Bybrook Gardens, Harwell Close, Whaddon Way, Chislet Way and Enborne Close, prior to occupation;
- Implementation of approved Travel Plan;
- Provision of Construction Method Statement;
- Provision of fire hydrants; and
- Arrangements for the future management and maintenance of the proposed streets to be agreed.

29th June 2016

Comments as follows:

- No further comments with respect of the information submitted by the applicant in June 2016; and
- Regarding the future parking proposals, these refer to the South Gloucestershire parking standards, which is not entirely appropriate. The proposed parking standards have been reviewed and this appears reasonable, but will need to be justified by car ownership levels at the reserved matters stage. It should be noted that 1.5 spaces for a 2 bed house would place a demand of an extra unallocated space for every pair of 2 bedroom houses. The Highway Authority is satisfied that this provision can be designed into the layout. The provision of visitor parking is acceptable.

7th July 2016

- Clarifies why the specific sum of £102,648 is required towards improvements to St. Barnabas roundabout. With regard to the level of contribution, the Highway Authority has sought the shortfall in funding as there are no further allocated/committed sites in the locality to apportion costs based on the level of impact. The development will have a material impact on the St Barnabas junction and it is evident from Table 8.1 of the applicant's Transport Assessment that there will be percentage increase on the Stroud Road (N) arm, Finlay Road and Stroud Road (S) in both the AM (Combined increase on all arms 8.3%) and PM peak hours (Combined increase on all arms 10.3%). This equates to approximately 8-10% of the total costs for Gloucestershire County Council delivering the scheme.

4.2 Local Education Authority (Gloucestershire County Council)

Comments as follows:

- The scheme has been assessed for education contributions. Contributions will be required towards pre-school, primary, secondary schools and to libraries;
- The specific purpose of the contributions will be to create additional places at the named schools, which are at or forecast to be at capacity. The schools are Tuffley Primary School and Beauford Co-operative Academy;
- A contribution towards pre-school provision will also be required; and
- The commuted sums are as follows:
 - Pre-school – £216,283
 - Primary – £772,438
 - Secondary – £706,800
 - Libraries – £49,000
 - Total – £1,744,521**

4.3 Planning Policy Team (Gloucester City Council)

8th April 2016

No objection – comments as follows:

- There is a tension between the 2002 Local Plan and emerging Development Plan policy. This is because the 2002 Local Plan identifies the southern part of the site as a Landscape Conservation Area where largescale development would be considered unacceptable; whilst the emerging JCS and City Plan identify the need for new housing, coupled with an updated landscape evidence base which moves away from Landscape Conservation Area designations;
- The NPPF seeks to boost the housing supply across the country by requiring local planning authorities to demonstrate a 5 year supply of housing land + 5% buffer. The NPPF also provides guidance on conserving landscape and scenic beauty in Areas of Outstanding Natural Beauty (“AONB”). The site is not within an AONB nor does it lay immediately adjacent to an AONB;
- The JCS has reached an advanced stage. The Examination in Public commenced in May 2015. The JCS submission in November 2014 identified the need for 30,500 homes across the JCS area for the period 2011-2031. The housing requirement for Gloucester was 11,300 homes. During the course of the Examination in Public, the Inspector identified the requirement for uplift in the overall figures to 33,500 homes. At the time of writing, this remains the published target figure;
- The City has an indicative capacity of 7,917 homes. The JCS strategy for meeting the City’s unmet housing need is through urban extensions and strategic allocations to urban areas;

- Relevant policies in the emerging JCS are: Policies SD4, SD5, SD7, SD9, SD10, SD11, SD12, SD13 and INF1 to INF8;
- The site is not allocated for residential development in the 2002 Local Plan. The 2002 Local Plan identifies the site as partly “white land” and partly as lying within a Landscape Conservation Area. That part of the site that is in the Landscape Conservation Area is not proposed to be developed by the planning application;
- Quotes Policy LCA.1 (Landscape Conservation Areas) and Policy FRP.10 (Noise) of the 2002 Local Plan;
- Work undertaken in 2013 on the search for new housing land identified the following issues for Tuffley Ward:
 - A low number of privately rented homes
 - Pockets of deprivation
 - Shortfall of public open space
 - Shortfall of playing pitches
 - Shortfall of play equipment
- The Planning Policy Team advises that the proposed development would provide the opportunity to address some of the weaknesses in the Ward which were acknowledged by the local community and local ward members alike;
- The site was submitted for consideration in the first published Strategic Housing Land Availability Assessment (“SHLAA”) in 2009 when it was found to be unsuitable for development on the grounds of landscape impact, access and distance to employment and services;
- The site remained unsuitable in the SHLAA until 2012 when additional JCS evidence on Landscape Characterisation and Sensitivity Analysis became available. This identified that the site is not within an area of “high” landscape value. The site was considered as being “suitable”, “available” and “deliverable” from 2012 onwards;
- New landscape evidence commissioned by the Council in 2013 demonstrated that the part of the site adjacent Grange Road and outside the Landscape Conservation Area would potentially be suitable for development. The 2013 Strategic Assessment of Land Availability (“SALA”) gave the site a capacity of 198 homes. The 2016 SALA uplifts this figure to 220 homes, reflecting the application for up to 250 homes;
- Given that the City cannot meet its housing need within the Local Plan period and requires contributions from JCS strategic allocations located in the green belt within Tewkesbury Borough Council in accordance with the “duty to cooperate”, within the first five years in order to achieve a 5 year housing supply, it is important that all sites that have the potential to contribute to City Plan capacity are brought forward in accordance with the requirement of paragraph 47 of the National Planning Policy Framework. The thrust of national policy, emerging

policies and this evidence is that the site has, in principle, the potential to contribute to the City's housing need for the plan period 2011-2031;

- This site already contributes to the City's five year housing land supply calculation, therefore, the Planning Policy Team is supportive of the application site being considered for residential development; and
- Members should take account of paragraph 14 of the NPPF, which requires local authorities to proactively plan to meet the development needs of their area and for decision taking to approve development that accords with the development plan. The paragraph also implies that not granting permission for sites that are proactively plan led will result in other "sustainable" development proposals being considered acceptable for growth – the principal of sustainable development being the golden thread that runs through the NPPF.

18th July 2016

The Planning Policy team advises that the Council cannot demonstrate a five year supply of housing land as otherwise required to do so by paragraph 47 of the NPPF. The following issues are factors:

- The overall housing requirement for the Joint Core Strategy, and in turn Gloucester City, is still subject to debate with the JCS Inspector's Interim Report recommending that the objectively assessed housing need for the JCS being uplifted by 5% from 33,500 new homes to 35,175 homes; and
- The delivery of housing through the JCS is reliant on strategic housing sites coming forward on Greenbelt land. Such land is nationally protected and this strategy has not been formally endorsed through adoption of the JCS, which is still in the process of being examined.

4.4 Housing Team (Gloucester City Council)

18th July 2016

Comments as follows:

1. Meeting affordable housing Need in the City

'This site and Outline application for 250 homes represent a significant opportunity to meet the need for affordable housing in the City. Previous comments have identified the acute shortfall of Affordable Housing in the City and referred to the updated SHMA (Sept. 2015) evidence base. The Joint Core Strategy examination has also highlighted the negative market signals that show an acute imbalance between supply and demand, creating issues around affordability. Joint Core Strategy Policy updated SD13 – Affordable Housing states that "where the viability of a site may enable additional levels of housing to be delivered above the requirements set out in this policy the JCS authorities will negotiate with developers to find an appropriate balance to deliver Affordable housing and infrastructure needs".

We would therefore expect the developer to demonstrate what affordable housing contribution can be achieved on this site through the provision of a viability assessment.

2. House types proposed

An appropriate mix of dwelling sizes, types and tenures should meet the needs of the local area, including for older people.

Preferred mix of affordable homes

Please see the following table based on the provision of 40% Affordable Housing:

	Rent	Shared Ownership	
Number of Bedrooms	Units required	Units required	Totals
One	14	0	14
Two	31	16	47
Three	24	9	33
Four	5	1	6
Totals	75	25	100

It should be noted that preliminary evidence suggests that there is limited demand for the emerging Starter Homes tenure in Gloucester given the existing relatively low open market values in the City.

As an authority we would support a varied mix of open market housing that would assist in meeting a range of aspirations within the open market. The most recent Strategic Housing Market Assessment sets out the clear need for a wide range of house types both affordable and open market to meet the needs of the City. It is difficult to understand how these needs and aspirations will be met, or indeed what the viability of the site is, without a more detailed understanding the mix and size of units that would be built on the site. This would allow the planning authority to consider whether the proposed mix is indeed suitable to help balance the Gloucester Housing Market. The NPPG makes reference to needs of specific groups such as first time buyers, older person and those with disabilities.

3. Density of affordable housing

The mix of affordable housing will determine the density and as stated we would expect an appropriate mix of dwelling sizes on what is a relatively large development. As such the specified number of one and two bedroom units as apartments that will increase the scheme density. In terms of layout we would expect to see small clusters of affordable housing of between 6-8 units across the site.

4. Special needs housing

We expect that the contribution will also ensure the delivery of homes that are both adaptable and adapted to meet the needs for older and disabled households. The developer should demonstrate how the development will go to meet the needs of the City's ageing population as well as meeting the need for households with a disabled member or wheelchair user. The Council can demonstrate a need for such housing and the JCS Policy makes reference to meeting their needs and the need for high quality design.

We suggest also that the developer considers the opportunity to provide housing to downsize both in terms of open market units and affordable housing, in relation to such accommodation the quality of design and build is crucial to its success.

Please see also previous commentary regarding homes for people with learning disabilities.

The provision of special needs adapted and adaptable housing will need to be detailed.

5. Design and Environmental Standards

It is important that any resulting Section 106 agreement ensures that the quality in terms of design and size of the units. The development should be tenure blind so that there is no discernible difference in the design of the open market and affordable homes. A fabric first approach to energy efficiency is recommended and liaison with Registered Providers regarding size and environmental standards is suggested as well as taking account of the current National Housing Standards.'

4.5 Neighbourhood Services Manager

14th April 2016

Comments as follows:

- The low ridge across the southern part of the site forms an important view that helps to protect the setting of the southern part of Gloucester. This was identified in Bridges study of 1998, and backed up by the more recent WSP study of December 2013;
- Both reports and the JCS landscape sensitivity study conclude there is little intrinsic value in the landscape given its intensive management and lack of features. I have no objection in landscape terms to its development, however, the functionality of the ridge and the need to use this to protect views from the south is imperative;
- Before any application is evaluated, I recommend that views from the south, especially the public footpath network and Naas Lane, are

submitted so the impact can be evaluated. This will probably be a photomontage confirming what would be seen (rooflines etc.) from these strategic viewpoints;

- While not so important, views from Robinswood Hill and potentially the Cotswold Area of Outstanding Natural Beauty need to be shown and mitigation proposed to ensure the development is, at least to a degree, assimilated into the wider landscape; and
- It is noted that the hedge is to be retained in the illustrative layout. While this broadly follows the low ridge and would seem sensible to mitigate any impact, this will conflict with the need to overlook what appears to be open space to the south. Given the very poor nature of the hedge it would be better to remove at least part of it and plant a new mixed hedge to the south of the site before the land begins to drop away. This would still protect views from the south and allow better management of the open space.

15th July 2016

No objection – comments as follows:

‘The views from Naas lane and the footpath network to the south appear to be satisfactory. This is not necessarily the case however when looking from the South East.

View point 3 is close to the development and there is little getting round the issue that the proposal will be clearly visible in the foreground. Structure planting on the edge of the site and within it to break up the mass will assist in mitigating against the impact and this can be conditioned in the usual manner. View 2 is of more interest as this is in effect what many will see when travelling towards Gloucester down the Stroud Road. It shows the South Eastern corner of the site as skyline development and again is to a degree mitigated by landscape planting. It is considered however, that the visibility of the site could be significantly reduced if the heights of buildings especially in the south eastern corner were lowered.

I am confident therefore that with careful planting and the building heights sensibly controlled on the periphery of the site then the development would appear acceptable.

I have no objection to the proposal on landscape grounds subject to the normal landscape condition and a condition that controls the heights of the first line of the buildings in the SE corner.’

4.6 Urban Design Officer

No objection – comments as follows:

‘I have no overall objection to this application. During the discussions with the applicants, the issue of density and the level of submitted information were

raised. The originally submitted Illustrative Layout plan only showed 170 units out of the 250 being applied for, but this has subsequently been amended to reflect the full amount. I also requested three more detailed sketch layouts be produced which each focussed on a different part of the development. This was to better demonstrate that the site could be developed at a density of around 40 dwelling per hectare (D/Ha).

In principle, I do not object to higher density residential design, partly due to the fact that as a city, we need to make better use of the very limited and finite amount of space within the city boundary. Higher densities can in theory at least, provide homes for a greater number of people, therefore meaning urban areas do not spread in an uncontrolled way, leading to forms which are totally car dependent and unsustainable.

However, the theory of higher densities has to be considered very carefully in terms of the reality of the issues which are generated. One of the main issues is the impact that an additional 250 homes will have on the existing transport network, as well as the on-site demand generation for car parking. Increasing the number of 2-4 bedroom housing will simply mean more of the overall space within the site must be devoted to parking, because that range and type of housing will inevitably lead to the greatest demand for parking. If the density is increased with single-bed apartments, that could proportionally lower overall demand for parking across the site, but this type of accommodation would not necessarily meet housing need or market aspirations.

The extremely peripheral and fundamentally unsustainable location of the site itself, on the very edge of the urban area and furthest distance from the city centre, means that higher densities will have the biggest impact, due to the lack of appropriate bus and sustainable transport options

While I am satisfied that an adequate level of parking can physically be designed into the site to meet demand, there will inevitably be impacts from that level of parking on the functioning, appearance and amenity value of any final development. One key issue in reality will be how people choose to use the garages on site. If garages can be provided which are wide enough to realistically accommodate a car which allows doors to be opened, more people will choose to use them for parking cars, rather than for storing household items. Ideally, garages should be wider than the 3m x 6m internal dimensions set out by County Highways, to accommodate car parking and storage.

If garages are not used for parking, it places even more pressure on the external public realm to accommodate parking, which can very easily lead to the majority of the public realm being devoted to the access and parking of cars. This inevitably leads to issues of hard landscapes dominated by tarmac, with green spaces merely introduced in the left-over areas within and around the tarmac. This places a real pressure on the need for good street trees, which line roads and help to soften areas of parking. The other way to break up the sea of tarmac is to vary hard landscaping materials, in terms of colours

and textures. On-street allocated or visitor parking could be formed from smaller concrete setts, while pavements could follow this approach, but with larger slab sizes.

I have checked the three more detailed sketch plans which have been submitted and they are acceptable. I would suggest that these plans are not directly referenced within the permission, or wording to the effect of 'notwithstanding the design or layout which is represented in the submitted plans', in order to allow some flexibility and the possibility of alterations in the final design.

The accompanying car parking plans are useful in identifying where each parking space will be for each property. The approach of using the South Gloucestershire parking standard is fine but there will be real issues when the 1.5 spaces per 2-bed property are divided up. Careful placement of spaces is needed as well as allocations, given the problems which can arise.

Overall, the general layout is quite logical with mainly perimeter type blocks of houses which back onto each other and which clearly define and overlook the public realm. The single access point off Grange Road may have to be signalled to allow the significant rush hour traffic flows out of and into the development. Built form facing the railway is the best approach and is more effective than facing gardens towards that boundary. A green corridor should be maintained or introduced along Grange Road, partly to retain the hedge and ditch where it exists but also to reinforce the idea of this development having some kind of green or rural setting. This will help to mitigate a small part of the visual or perceived impact from the development.'

4.7 Landscape Architect (Public Open Space)

Comments as follows:

- The site is Greenfield and we would expect to see a certain level of on-site open space provision, including facilities for formal sport and play;
- Public Open Space ("POS") is calculated on bed numbers. As the application is in outline, the housing mix has been estimated. On site provision of 2.7 ha should be provided (based on a mix of 25 x 1 bed; 25 x 2 bed; 160 x 3 bed; 35 x 4 bed and 5 x bed homes). The POS should be provided in useable parcels of 0.2 ha minimum and to include formal sport and formal play facilities;
- We would seek sports provision of at least one senior football or rugby pitch with associated changing rooms and car parking;
- Should these not be provided on site then a commuted sum would be required to be secured by a Section 106 legal agreement. The calculation indicates 1.7 ha for formal sport and 0.6 ha for formal play;
- The commuted sums required from the estimate housing mix are:
 - **Sport** – £895,934.40

- **Play** – £311,874.30
 - **General** – £125,350.80
 - **Total** – £1,333,159.50
- The proposed play area should be a NEAP for this size of development, which should be at least 1,000 sq. m. in size and include a multi-use games area and wheeled sport facility;
 - Questions how the acoustic screening next to the railway would affect the existing vegetation in this area. Hopefully, the existing vegetation can be retained in order to soften views across the development;
 - The SUDS ponds may not necessarily be acceptable as public open space and this will depend on their design. Any public open space SUDS features must be designed so as to allow safe access and use by the public for informal recreation, be natural in appearance and not heavily engineered;
 - The public open space should be visually connected to the new housing. The solid planted buffer between the houses and open space (shown in the original masterplan, which has since been revised) would be unacceptable;
 - The Council has a policy of provision of allotments at 0.2 ha per 1,000 population (or an off-site contribution to be agreed); and
 - Section 106 heads of terms should include reference to public open space, including commuted sums for maintenance of any open space that the Council would adopt.

4.8 Conservation Officer

Comments as follows:

- The applicant's Heritage Statement demonstrates that the farm buildings are identified on the 1799 map. They are therefore an undesignated heritage asset of local interest. The NPPF states that the impact of proposals on a non-designated heritage asset should be taken into account. A balanced judgement will be required having regard to the scale of any harm or loss to the significance of the heritage asset (par. 135);
- The barns are the last surviving structures belonging to Tuffley Farm and are of local significance. The barns have interesting brickwork and some original timber framing and could be converted as part of a residential scheme;
- Any historic hedgerows should also be retained;
- The site has been assessed for heritage value. The "SUB44" report states that the site: '*...holds interest because it contains the historic buildings now known as Tuffley Farm which are late 18th Century in date. The earthworks ridge and furrow in the northern part of the site,*

particularly around the historic buildings, is also important as a relic example of medieval farming techniques.'

- Retention of the historic farm buildings would be an enhancement to the site. These buildings would be best incorporated into a development scheme and could be converted to provide housing or communal space;
- The hedgerows across the middle of the site should be retained within any development. This hedgerow follows the line of a footpath visible on the first edition Ordinary Survey and possibly on the 1799 map. This would also be an enhancement to the area;
- A key dimension of sustainability is protecting and enhancing our historic environmental and heritage assets should be conserved in a manner appropriate to their significance. Paragraphs 126 to 141 are the core historic environmental policies. Reference is made to paragraphs 131 and 135 of the NPPF. Reference to the 1983 Local Plan, 2002 Local Plan and emerging JCS. Proposals that secure the future conservation and maintenance of heritage assets and their setting that are at risk through neglect, decay or other threats will be encouraged. Proposals that will bring vacant or derelict heritage assets back into appropriate use will also be encouraged.

4.9 Crime Prevention Design Advisor (Gloucestershire Constabulary)

12th July 2016

Comments as follows:

'I would like to express **serious concerns** with regards to the increased density in the middle of the site, the considerable permeability of the site and the capacity for the junction and surrounding roads to cope with the increase in traffic.

I would like to draw your attention to the PDF document attached to the carrying e-mail which provides detail to the following observations for your consideration.

1. Reducing the permeability of the site and blocking off certain roads will improve security and safety;
2. Rear alleyways – the design of this development should reflect the available space, fenced alleyways providing rear access will be problematic;
3. Assessments will be required of neighbouring traffic junctions to cope with traffic demand;
4. Residents need good views of where their vehicles are parked. In-curtilage parking should be used to improve vehicle security and prevent congestion likely to cause issues and conflict. Parking spaces and garages should relate to each property to encourage security;
5. Long private driveways should be gated;
6. Front gardens should have defensible space;

7. The Western boundary of the Site should be strengthened to protect intrusion from the Railway line and intrusion onto it;
8. Planting should not restrict surveillance opportunities, assist in climbing or create hiding places. Planting along footpaths needs to be carefully considered to ensure it will not grow over the path, restricting the width, creating narrower and less inviting areas. Landscaped areas will need to be managed;
9. The boundaries abutting a POS or footpath should be reinforced with a line of defensive planting to restrict garden thefts and burglary;
10. Vehicle mitigation should be designed into the entrances of any footpath exceeding 1.5m wide;
11. Water areas should be landscaped to prevent vehicular access and resulting environmental pollution;
12. Road edging should include off-road mitigation to prevent inappropriate access and parking;
13. Public open spaces and play areas should be managed and maintained for prolonged community involvement; also ensuring the extended life of the drainage system. The NEAP lacks surveillance;
14. The lighting plan should be designed to encompass the development and allow for seasonal variations within the planting scheme; thereby removing areas of deep shadow to reduce the fear of crime, along with opportunities of crime and Anti-Social Behaviour; and
15. Apartments should have defensible space and security provision for communal living with consideration given to access control, postal security and utility meters.

It is recommended that the development is built to meet Secured by Design standards. (Doors and windows to be PAS 24:2012). Secured by Design (SBD) is a police initiative, to encourage the building industry to adopt crime prevention measures in the design of developments.'

4.10 Tree Officer

Comments as follows:

- The arboricultural assessment undertaken is adequate for validation purposes. There is very little in the way of arboricultural interest, on or just off site. The proposal actually presents an opportunity to increase tree cover in the area. As ever, the challenge is to ensure all the proposed trees on the masterplans/illustrative layouts actually get planted. The Tree Officer would like to see tree planting along the Grange Road frontage using avenue style trees that will grow to an ultimate size to have an impact on the area, not species of a much lesser quality. The Tree Officer would also not rule out tree planting on the raised land to the south of the proposed housing – a real chance to make a local landscape feature.

4.11 City Archaeologist

No objection – comments as follows:

- The application site has been subject to archaeological evaluation (trial trenching and geophysical survey) which has established that archaeological remains of prehistoric, Roman and medieval date survive throughout the site. These remains include finds of Mesolithic and Bronze Age date and archaeological features of Iron Age, Roman and medieval date; and
- With regard to built heritage; the 'agricultural building' within the site is a barn which is over 200 years old, as such it is considered to be a non-designated heritage asset.

The following planning conditions are recommended:

- Secure the implementation of a programme of archaeological work in accordance with a written scheme of investigation; and
- The recording of significant elements of the historic built environment (i.e. the agricultural buildings) with appropriate archiving and public dissemination of the findings.

4.12 Lead Local Flood Authority (Gloucestershire County Council)

1st March 2016

Comments as follows:

- The site is within Flood Zone 1. The Lead Local Flood Authority ("LLFA") is aware of property flooding in the vicinity of Grange Road. The site naturally drains to the north towards the Whaddon Brook rather than south to Daniels Brooks catchment;
- The infiltration tests carried out by the applicant clearly show that soakaways will not be effective and an alternative method is required. The LLFA questions whether the SUDS hierarchy has been fully considered and whether the potential to discharge to the existing watercourse to the north of the site (Whaddon Brook) has been fully explored. There is evidence of an outfall on the site's northern boundary with Grange Road;
- The following points need to be addressed:
 - Evidence that the SuDS hierarchy has been fully considered
 - Clarification is required that the proposal to discharge at QBar i.e. 11.8 l/s is inclusive of all events up to and including the 1 in 100 year rainfall event?
 - Calculations have been provided to support the storage of surface water runoff up to and including the 1 in 100 year storm event plus climate change. This has been based on the impermeable area of the development. The proposed layout of the development as shown in the applicant's 'Illustrative Surface Water Drainage Strategy Plan' drawing no. 10377-DR-1 shows an area of public

open space at the south of the site with a maximum level of 35m AOD. The northern part of the open space will drain onto the proposed developable area and be captured by the site's positive drainage system Unless the applicant can show that this additional surface water runoff from the open space will not be captured by the site's drainage the appropriate increased storage should be calculated and provided.

- The applicant proposes to utilise the existing ditch on the western border of the site to facilitate surface water flows. Evidence and clarification of the appropriate connectivity, condition and capacity of the ditch and any other conduit used to carry flows to the Severn Trent sewer are required. No open ditch is evident on the western boundary (as noted from Grange Road) although there is evidence of some form of ditch on the eastern boundary.
- The updated Flood Map for Surface Water shows Grange Road at flood risk in the 1 in 30 year storm event on the highway NE of the proposed site, midway along the site and at the entrance to and through the railway tunnel. It is noted in the FRA that surface water currently flows from the site area onto Grange Road where highway gullies then carry the flow to the Severn Trent storm sewer. Evidence is required that surface water from the development can be effectively discharged to the Severn Trent sewer in Grange Road during these rainfall /flood conditions and nor increase the flood risk.

Recommends the following conditions if permission is granted:

- Submission and implementation of a detailed drainage strategy;
- Evidence of water company consent to accommodate the maximum permitted discharge rate (if the discharge rate is not accepted by the water company then an alternative drainage scheme shall be submitted for approval by the Local Planning Authority).

The LLFA advises that management of SUDS is a matter for the Local Planning Authority.

12th July 2016

Comments as follows:

- The LLFA is in receipt of the additional information provided by the applicant. It notes that the detention basin capacities and discharge rates are adequate for the site run-off and from the open space to the south and the east;
- Remains concerned as to whether surface water from the site can be effectively discharged to the Severn Trent sewer in Grange Road up to and during a 1 in 30 year rainfall event. The surface water flood maps and the photographic evidence from the community suggest that the

sewer may be inundated during these events which could result in flooding on the proposed development. Unfortunately, the applicant has not provided any additional information to satisfy this point. The information should be provided now rather than deferred by condition.

4.13 Drainage Officer

Comments as follows:

Flood Risk at the Site

'The development site is located in Flood Zone 1 and so I do not have any concerns about fluvial flood risk at the site. Similarly, the surface water flood mapping does not highlight any issues.

Impact of the Development on Flood Risk Elsewhere

An infiltration test report was provided by the applicant. It is accepted that the soils are not sufficiently permeable to allow infiltration as means of surface water runoff disposal.

In line with pre-application communications, as long term storage is not being provided, the applicant is proposing to limit surface water discharge from the site to QBar. This will apply to all events up to the 100 year + 30% climate change event. The proposed figure of 3.4 l/s/ha is acceptable. The peak discharge from the site will be set at 11.8 l/s based on the proposed impermeable area of 3.47 ha. I raised concerns over the volume of storage being provided in the eastern basin, as the applicant had not allowed for the overland flows which arrive in this area from the adjoining field. As a result of these comments, the applicant increased the available attenuation volume in this basin from 1,343 m³ up to 3,000 m³. I am now satisfied that there is adequate storage volume.

Given the conservative 'QBar' approach taken, the proposals should reduce flood risk in the Harwell Close / Grange Road area for storms up to in excess of a 100 year + climate change event.

Independent to this development proposal, Gloucester City Council is in the process of delivering a flood mitigation scheme to extend the bund opposite Harwell Close. The impact of this flood mitigation scheme is that in the (unlikely) event of the eastern attenuation basin overtopping, the flood routing would be towards the junction of Grange road and Harwell Close. Further improvement works which we are carrying out at the junction will facilitate the passage of flood water into the brook.

It should however be pointed out that none of the above works would prevent flood water entering Harwell Close in the event of a 2007 magnitude flood. Nonetheless, the flood barriers which Gloucester city Council has provided in Harwell Close should prevent flooding property flooding here.

SuDS (General / Water Quality)

Following my initial comments about the paucity of SuDS features on the plans, the applicant has improved the SuDS provision by augmenting with swales and permeable paving. I am now satisfied that there is adequate SuDS provision from a water quality perspective.

When the applicant originally doubled the eastern attenuation basin volume, they kept the area which it is to fit into the same size. I was concerned that the basin would therefore be shoe-horned in and with inadequate space from the perspectives of safety, maintenance and aesthetics. Following some protracted discussions, we were presented with an increased footprint to accommodate the eastern basin. I am now satisfied that there is adequate space.

SuDS Maintenance

The LLFA has requested a SuDS condition which requires the applicant to submit details of their SuDS maintenance plans prior to development commencing. This is satisfactory from my perspective.'

4.14 Severn Trent Water

No objection – subject to the following conditions:

- Submission and approval of foul and surface water drainage plans;
- Implementation of the approved drainage plans;
- Advise that there may be a public sewer located within the site; and
- Advice on the Building Regulations process.

(Officer comment – the final two points are advisory notes and not legitimate planning conditions)

4.15 Environmental Health Officer

Comments as follows:

- We are now in a position to accept the noise assessment [following further noise monitoring by the applicant and the submission of a revised Noise Assessment);
- Further discussion is needed on what planning conditions are required at this outline stage. The conditions will include the requirement for details of the acoustic barrier next to the railway line, and final approval of the masterplan including the location of gardens; and
- Conditions relating to the construction phase will also be needed.

Further detailed comments, including a full list of recommended conditions, are awaited.

4.16 Contaminated Land Officer

Worcestershire Regulatory Services advises the City Council on land contamination issues and provides the following comments:

- The records indicate that the site has been agricultural land for a considerable period of time. A section of railway line runs along the western boundary of the site and has done since the date of the earliest available maps. There is also an area of agricultural buildings occupying part of the site which are proposed for demolition. Agricultural land can often be associated with the use of pesticides, herbicides, fungicides, bactericides, sewage sludge, farm waste disposal and hydrocarbons from farm machinery. Likewise, the buildings may have been used for the storage of these materials and for storage and maintenance of farm machinery and equipment; and
- Given the history of the site there is potential for contamination to be present. It is recommended that planning conditions are applied to any planning permission in order to fully assess the presence of contaminants and mitigate risks where necessary. It is recommended that any investigation includes sample analysis of agricultural soils to include the substances listed above (herbicides, pesticides etc.).

The following planning conditions are recommended:

- Implementation of contamination conditions
- Site characterisation
- Submission of a remediation strategy
- Implementation of approved remediation strategy
- Reporting of unexpected contamination
- Long-term monitoring and maintenance

4.17 Network Rail

Objection – summarised below:

- There appears to be a holding pond near to the railway boundary; and
- Network Rail is willing to remove the objection providing that the applicant confirms that the holding pond is at least 20 metres away from the railway boundary.

4.18 Stroud District Council

Comments as follows:

- The site is located wholly within Gloucester City's administrative area. Adjacent land in the control of the applicant is located within Stroud District. A large area, either including the site and/or adjacent land, has previously been promoted through the planning system as follows:

- As omission sites during preparation of the Stroud Local Plan in 2005;
 - As part of potential areas of search including in the draft Regional Spatial Strategy for the South West Proposed Changes 2008;
 - Through the Council's Strategic Land Available Assessment 2011;
 - As a potential area of search at the preferred strategy stage in the development of the newly adopted Stroud Local Plan 2011/12;
 - As an omission site at the Examination stage of the newly adopted Stroud Local Plan 2015; and
 - Through the Council's current Strategic Land Available Assessment 2016
- Development of the site would extend Gloucester beyond the well-established boundaries of the Bristol – Birmingham main railway line to the west and Grange Road to the north into open countryside without clear defensible boundaries before Naas Lane and the M5 to the south are reached. It is therefore important to see development of the site as opening up a strategic scale of development to the south of Gloucester;
 - The proper place for considering strategic scale of development is through the Local Plan process. The City Council is jointly preparing a Joint Core Strategy which is seeking to meet the future needs of the whole area to 2031. The draft Plan does not allocate strategic housing sites in this location. However, the plan is currently at examination and the Inspector is considering such matters as housing need and the distribution of housing provision, including examining the future role of strategic sites in and around Gloucester;
 - At the current time, the justification for development of the application site depends primarily upon the outcome of the JCS examination process – whether further land beyond the boundaries of the urban area is required to meet the needs arising from Gloucester City and how any additional land should be identified – through an allocation in the JCS and/or through a future Local Plan review;
 - Within Stroud District, a new Local Plan has been adopted which does not allocate adjacent land at Whaddon for strategic development to meet needs arising from within the District for the period to 2031. In terms of any unmet needs from adjoining districts, the Stroud Local Plan states that these will be considered, including through an early review of the Local Plan, commencing within five years and by December 2019 at the latest; and
 - This Council is committed to working with Gloucester City and the JCS authorities to identify the most sustainable sites for future development to meet identified needs.

4.19 Brookthorpe and Whaddon Parish Council

Strongly objects to the application on the following grounds:

- **‘Sustainability** – there are no new employment prospects in the local area. Local schools, doctors and dentist surgeries are reported to be at full capacity. There are no shopping or leisure facilities within easy walking distance of the proposed site. There is no public transport operating in this part of Grange Road ensuring that the inhabitants would be reliant on their own private cars;
- **Highways** – the proposed development would have an extremely adverse effect on the surrounding road network. The A1473 is very close to capacity especially at the St. Barnabas roundabout. Building already underway at Hunts Grove and other developments along the A38 corridor are not yet complete and may well impact further on congestion. Grange Road itself is classed as a lane with footpath only on one side of the road. It already has a very busy bottleneck, just to the East of the site, when the carriageway turns into single track, as it enters a traffic light controlled tunnel and goes under the railway bridge. There appears no way or willingness to ease the situation at either location in the near future;
- **Flooding** – this area is extremely prone to flooding, and although work has been done to elevate the problem, these fields soak up an immense amount of water, that would otherwise cause flooding in this area of Grange Road. It is unlikely, that even with the balancing ponds suggested, that the current infrastructure could cope with the added surface water;
- **Economic** – this proposal would result in the loss of agricultural land and well as having an immense negative result on the landscape and views to the AONB enjoyed by local residents; and
- **Conclusion** – the Parish Council feels that this area could not cope with the negative effects outlined above caused by the building of 250 homes at this site.’

5.0 PUBLICITY AND REPRESENTATIONS

- 5.1 The application has been publicised by way of press notice and the display of several site notices. In addition, 27 neighbouring properties were directly notified of the applications in writing. Following the receipt of new and updated information from the applicant, a further round of consultation was undertaken. Adjacent properties were again notified and notifications were also sent to everyone who had previously commented on the application.
- 5.2 At the time of writing this report, a total of 178 objections and 2 letters of support have been received. In addition, an online petition of 987 signatures against the application has been submitted.
- 5.3 These representations are summarised below.

TUFFLEY MATTERS

- 5.4 “Tuffley Matters” is a local community action group set up by a number of local residents who oppose the proposed development. The group is said to have almost 700 members. Tuffley Matters have submitted representations against the application and their concerns are summarised below:

Overview

- Local infrastructure is not capable of supporting a possible extra 500 vehicles and 965 people.

Highway concerns

- Grange Road is essentially a country lane with single pavement, no cycle path and no bus service;
- The road is used as a shortcut by local people;
- Concerns about the capacity of the roads and congestion; traffic congestion on Stroud Road and St. Barnabas roundabout at peak times. How will this be dealt with?
- St. Barnabas roundabout is at capacity and the Highway Authority do not have a viable plan to improve it;
- Questions the accuracy of the applicant’s traffic counts; believes the equipment was broken;
- Refers to the accident record on local roads including a fatality in 2014;
- The railway bridge on Grange Road is a “pinch point”;
- Only one parking space is proposed per house which is insufficient; concerns about a lack of parking; increased on-road parking;
- Impact of construction traffic;
- The site does not have good access to local facilities and amenities and there will be reliance on the private car;
- Concerns about the cumulative traffic impact with other developments in the area that have or are coming forward.

Public transport

- No regular bus service on Grange Road because of the railway bridge;
- Nearest bus services are No. 9 (a 9 minute walk); No. 10 (10 minutes); and No. 63 (9 minutes). These are too far for people to walk with shopping bags, children, pushchairs etc.
- School buses at St. Peters High add to traffic at peak times.

Cycling

- No cycle path on Grange Road;

- Access to employment at Waterwells by bicycle is not good because of the distance and steep incline.

Schools

- Local schools are near capacity;
- Pedestrian access for children walking to school is not good.

Amenities

- The nearest shop is Tesco Express on Grange Road. If people want to shop in the area they have to go by car;
- There is only one doctors surgery in the area and it is over capacity;
- A lack of leisure facilities and shops in the area.

Flood risk and drainage

- The site is liable to serious flooding; site has a long history of flooding (photographs taken during flood events are provided); refers to the significant flood events in 2007 and 2012;
- The geology of the site is mudstone and blue lias;
- Concerns that the development will increase flood risk; concerns about flooding on Grange Road;
- Concerns about the effectiveness of the proposed drainage system and balancing ponds if not properly managed;
- Will the proposed drainage system be effective in 15 years' time?
- Impact of "urban creep", which will increase impermeable areas.

Landscape impact, design and layout

- Loss of views;
- Landscape impact;
- The site is an Area of Outstanding Natural Beauty;
- The site currently provides a green buffer;
- The density of the housing is high at 40 homes/ha;
- Will 40% affordable housing be provided as required by the Council?
- Where will the affordable housing be provided and in what quantity?
- There are insufficient details of the design of the proposed homes;
- Will the height of the houses be controlled?

- The three storey apartment blocks will intrude on the landscape; they will dominate the skyline;
- Drawings showing the impact of the apartments need to be provided;
- Can the applicant build a recreation area on the south part of the site which is designated a Landscape Conservation Area?
- Queries the size of the gardens;
- Unsure whether the garage sizes will be large enough to park a car.

Environmental impacts

- There is wildlife on the site including in the hedgerows; impact on local wildlife; reports of bats occupying the farm building;
- The site once contained a farmhouse and is of archaeological interest; the 17th Century barn on the site has archaeological value;
- Loss of agricultural land.

Local Plan Policy

- The JCS and City Plan have not been finalised and this should not be an excuse to pass the application;
- Stroud District Council has a five year housing land supply;
- The Local Plan process rejected the site in 2005 because of the level of opposition to it in relation to the loss of a greenfield site; impact on local services; infrastructure; accessibility; traffic impact; the lack of need for new housing and impact on views to and from Robinswood Hill;
- The surrounding fields do not feature in the new Stroud Local Plan;
- The proposal would intrude into Stroud District;
- The site falls outside the remit of the JCS;
- The Council's Strategic Assessment of Land Availability gives the site a capacity of 198 homes at a density of 35 homes/ha; that it has fair to poor access to public transport; that it is a greenfield site not well located to the main road network; and that St. Barnabas roundabout is identified as being very congested in JCS highway capacity;
- Concerns that approval of the application would set a precedent that would lead to the development of the surrounding land, which is being promoted by Origin 3;
- Concerns that the applicant has been in improper contact with the JCS Inspector and that this has led to the Inspector referring to the application site in her interim JCS report.

Section 106 contributions

- Any payments from the developers will not offset the loss of the site as a green “buffer”; commuted sums are rarely spent

Other matters

- Concerns that the applicant controls the land to the east and it is unclear what their intentions are for that land;
- There are other more suitable sites that should be built on first.

Richard Graham, MP

5.5 Objects to the application on the following grounds:

- **Overview** – the proposal is universally unpopular, too big, would strain local infrastructure and would set a precedent for further applications in neighbouring Stroud District;
- **Schools** – nearby primary schools are at full capacity. These include Tuffley Primary (210 pupils, average class size of 23); Grange Primary School (311, 23); Harewood Junior School (298, 24); and Harewood Infant (224, 28). The proposed development would increase classroom sizes to 28, 28, 31 and 32 respectively (assuming one child per house between the ages of 4 and 11 years);
- St. Peters High School, Beauford Academy, Crypt and Ribston would also struggle to absorb so many pupils;
- With the exception of Tuffley Primary, all schools require significant walks or car journeys. The bus service is poor. Crossing underneath the railway bridge is dangerous. Lack of cycle lanes. All the schools have a shortage of parking/dropping off space;
- **Healthcare** – there is a shortage of GP and healthcare facilities in the area. An increased population will make appointments harder to get;
- **Highways** – the site is next to the Grange Road railway bridge, a well-known local “bottle-neck”. Local traffic has already increased. There are often long tail backs on the local roads. A recent newspaper report cited 87% of all journeys in Tuffley are by car. The applicant’s proposal for one car per home is optimistic and will increase congestion, journey times and air pollution;
- **Future development** – further development to the south of Grange Road and west of Whaddon would only intensify infrastructure issues. Origin 3 (on behalf of Taylor Wimpey) envisages 2,750 homes from the south of Tuffley to Naas Lane in their submissions to the JCS. The application is therefore only the start of the proposals;
- **Section 106 funding** – this and Council Tax funding could be used to mitigate some pressure, but road and GP infrastructure would be hard to resolve;

- **Flood risk** – Grange Road flooded badly in 2007 and 2012. Whilst prevention measures have since been introduced, there is concern that the proposal will increase run-off, funnelling excess water to Whaddon Brook. It is suggested that the site has a high water table. The Flood Risk Assessment fails to take account of urban creep. It is unclear as to who would maintain the proposed flood mitigation; and
- **Conclusion** – the site was rejected by the Local Plan process in 2006 owing to loss of green field; impact on local services and infrastructure; accessibility; traffic generation; lack of need for new housing; and impact on views to and from Robinswood Hill. These points remain valid and are more valid today because of the impacts of other more recent developments elsewhere. The MP objects strongly to the proposal for the reasons cited in their objection.

OBJECTIONS

5.6 The Local Planning Authority has received 178 objections, which collectively raise the following concerns:

Traffic and highway safety impacts

- Traffic congestion; the local road network does not have the capacity to cope with the extra traffic generated by the proposal;
- There is already too much traffic on the roads;
- The development would worsen congestion on St. Barnabas roundabout;
- Extra traffic will be dangerous;
- Grange Road is subject to high speed traffic;
- Many children use this route to go to school;
- The roads have become more dangerous since the opening of the Tesco store on Grange Road (to the west of the site);
- Grange Road is already a “rat run”;
- Local pavements are narrow;
- The railway bridge is single file carriageway and a “bottle neck”;
- The footway underneath the railway bridge is not wide enough;
- The accuracy of the traffic surveys is questioned because the cabling equipment was damaged;
- Impacts on cyclists;
- The applicant’s one car policy is unrealistic and unenforceable;
- Insufficient parking; increased on-street parking;
- Impact on maintenance of the roads;
- Where will construction workers park?

- Mud on the highway during construction.

Drainage

- The site is prone to very serious flooding (including in 2007 and 2012);
- The site acts as a soakaway;
- The proposal will increase flooding elsewhere including flooding of adjacent houses;
- Insufficient foul and surface water drainage infrastructure;
- The proposed SUDS scheme will not work;
- Local knowledge on flooding of the area should not be ignored.

Sustainability

- Insufficient infrastructure to accommodate the development;
- There are not enough amenities in the area such as shops, schools, doctors surgeries, dentists; healthcare; and leisure facilities;
- Local schools are already at capacity;
- St. Peters High School should be discounted because it is not coordinated by the Local Education Authority;
- The site is not close enough to bus routes; limited public transport;
- Brownfield sites should be built on rather than greenfield land;
- There are better alternative sites;
- Empty and unused properties should be used instead;
- There are already enough homes; the area has had enough housing;
- Employment opportunities in the area are limited;
- Approval would set a precedent for further development in this area;
- The site was rejected by the Council in 2005 on grounds of loss of greenfield site; impact on local services and infrastructure; accessibility; traffic generation; the lack of need for new housing; and impact on views to and from Robinswood Hill. Nothing has changed;
- The site was rejected as being unsuitable by the Council's previous Strategic Assessment of Land Availability on grounds of poor accessibility; lack of employment links and the unsuitability of the local road network including St. Barnabas roundabout;
- It was previously understood that the land would not be built on;
- The site is not identified in the Joint Core Strategy;
- The proposal is contrary to the JCS and Stroud Local Plan;
- The proposal is contrary to the NPPF;

- The planning status of the site is unclear;
- Supports the objection submitted by the MP;
- The screening of the proposal under the Environmental Impact Assessment regulations should have taken into account adjoining land.

Urban design

- Unclear what the house sizes will be;
- Insufficient recreation and planting areas within the layout;
- Insufficient open space with a density of 40 homes/hectare;
- Insufficient environmental enhancement within the design;
- No dedicated walkways linking with existing public footpaths;
- The houses are out of keeping with the area;
- Who will clean and maintain the alleyways?
- Overbearing and adverse impact on existing houses;
- Concerned about the visual impact of 3 storey housing;
- Overdevelopment of the site;
- Overbearing and overshadowing of property;
- The flats in the north west corner of the site are crammed in; they do not have gardens or sufficient parking;
- The blocks of flats will be visually over-dominant; the flats are too high in relation to nearby houses; further drawings are required to demonstrate the impact; the flats will block neighbour views;
- Three storey apartments will be out of character with the area.

Environmental concerns

- Adverse impact on ecology and damage to wildlife;
- Increased air pollution;
- Disturbance such as dust and noise;
- Light pollution;
- Increased car emissions;
- Impact on climate change;
- Properties backing onto the railway will be subject to significant noise;
- Noise from road traffic;
- Health threats from the balancing ponds;
- The SUDS ponds will be a nuisance because of insects and odour;
- Who would control and manage the balancing ponds?

- Loss of another farm.

Landscape impacts

- Loss of valuable countryside and greenfield land;
- Loss of greenbelt;
- Negative impact on the environment; loss of trees;
- Loss of important views;
- Impact on the natural beauty of the area;
- Loss of views of the Cotswolds;
- Impact on views of Robinswood Hill;
- Loss of agricultural land;
- The site is an important green buffer to the city;
- Loss of amenity value;
- The development is out of keeping. There is no development on this side of Grange Road;
- The south part of the site is a Landscape Conservation Area. How can it be used for recreation?

Other issues

- Is the land classified as agricultural?
- Devaluation of local property;
- Policing of the area;
- Public consultation has not been sufficient.

SUPPORT

5.7 Two letters in support of the application have been received:

- Gloucester needs more houses;
- The site provides an ideal opportunity for Gloucester to use this land for more homes;
- There is 1% risk of flooding since 2007;
- Existing housing in the area was built on farm land;
- New pupils will be welcomed by academy schools;
- GPs do not need to consider how they will be support the new homes and this is a national problem.

OTHER COMMENTS

5.8 A letter has been received providing the following comments:

- It might be a good idea to build a footpath and bridge from Bateman Close into Grange Road to give easier access to the shops and bus route in Robert Raikes Avenue.

ONLINE PETITION

5.9 An outline petition created by Tuffley Matters has been submitted. The petition is against the proposal. It reports the proposed development as being for up to 300 homes (officer comment – this is factually incorrect as the proposal is for up to 250 homes). At the time of writing this report, the petition had **987** signatures. The petition outlines the following concerns:

- Flooding – the site is a flood plain and is vital to prevent the type of flooding seen in 2007 and 2012. There is a huge risk of any extra surface water causing a big problem;
- Traffic and congestion – Tuffley is already struggling with traffic and congestion. The development is restricted by a railway bridge that cannot be expanded and on any given morning residents will already be queuing. Stroud Road from St. Barnabas is usually backed up to St. Peters High School in morning traffic. The developers proposed a one car policy for occupants of the new development which is not a viable solution. Before long we will have even greater congestion;
- Schools and local services – there are no plans to look at additional school options. Residents will be aware of the number of local children not getting their preferred local school. There is also a huge strain on surgeries, shops, leisure facilities, other local services and jobs;
- Public transport – there are no plans to even discuss public transport until the site is 75% occupied. Even then the only viable bus route is onto Stroud Road into an already well know traffic hotspot; and
- Impact on landscape and natural beauty – there are walks and views here that are enjoyed by people near and far. The land has not been built on for centuries and has historic value. There is an abundance of local wildlife in the fields and hedgerows. We have little “green space” left in the City and it would be a tragedy to lose it. There are also areas of archaeological interest at the site.

5.10 The online petition can be viewed in full at the following link:-

<https://www.change.org/p/gloucester-city-council-tuffley-matters-use-your-voice-to-stop-developers-ruining-our-community>

5.4 The full content of all correspondence on this application can be inspected at Herbert Warehouse, The Docks, Gloucester, or via the following link, prior to the Committee meeting:

<http://planningdocs.gloucester.gov.uk/default.aspx?custref=16/00165/OUT>

6.0 OFFICER OPINION

Legislative background

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires the Local Planning Authority to determine planning applications in accordance with the Development Plan, unless material considerations indicate otherwise.

6.2 Section 70(2) of the Town and Country Planning Act 1990 (as amended) states that in dealing with a planning application, the Local Planning Authority should have regard to the following:

- a) the provisions of the development plan, so far as material to the application;
- b) any local finance considerations, so far as material to the application; and
- c) any other material considerations.

6.3 Members are advised that the main issues relevant to consideration of this planning application are as follows:

- Housing supply
- Transport sustainability
- Affordable housing
- Infrastructure
- Economic benefit
- Access and parking
- Landscape impact
- Loss of agricultural land
- Impact on Heritage Assets
- Archaeology
- Urban design
- Public Open Space
- Residential amenity
- Flood risk and Drainage
- Ecology
- Other issues that have been raised during the consultation period
- Local finance considerations
- Planning obligations
- Conditions

Housing supply

6.4 The NPPF states that: '*Housing applications should be considered in the context of the presumption in favour of sustainable development.*' (par. 49).

- 6.5 The NPPF requires that local authorities should be able to demonstrate a five year supply of housing land plus a buffer (par. 47). For Gloucester, the buffer is 5% because of its past record of housing delivery (local authorities with persistent under delivery are required to provide a 20% buffer).
- 6.6 The Planning Policy team advises that the City Council cannot demonstrate a five year supply of housing plus 5% buffer. Factors include the fact that the housing need for the JCS is still subject to debate with the JCS Inspector's Interim Report recommending that the objectively assessed housing need for the JCS is uplifted by 5% from 33,500 new homes to 35,175 homes. Moreover, the delivery of housing through the JCS is reliant on strategic housing sites coming forward in Greenbelt land. The JCS is some months away from adoption and this approach has not been ratified at this time. The City Council's Development Plan dates back to 1983 and it does not have an up-to-date Local Plan that commits new housing sites coming forward.
- 6.7 Policy 49 of the NPPF states that: '*Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.*'
- 6.8 Members are advised that the policies contained in the statutory 1983 Local Plan are out-of-date. Policies contained in the 2002 Local Plan, which the Council adopted for development control purposes, can only be given limited weight for the reasons explained in paragraph 3.17 of this report. Irrespective, housing supply policies are out-of-date because the Council cannot demonstrate a five year supply of housing land.
- 6.9 Paragraph 14 of the NPPF clearly states that:
- 'Where the development plan is absent, silent or relevant policies are out-of-date [officer's emphasis], local planning authorities should grant permission unless:*
- *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits [officer's emphasis], when assessed against the policies in this Framework taken as a whole; or*
 - *specific policies in this Framework indicate development should be restricted.'*
- 6.10 In the absence of operational housing policies, the Council is unable to apply a "brownfield first" approach to housing sites as otherwise argued by many local residents who believe that other sites should be built on first before the application site is considered.
- 6.11 The fact that the Council cannot demonstrate a five year supply of housing land should be given significant weight when the application is considered in the round. It is noteworthy that the site already contributes to the Council's housing supply figures, but even then it is unable to demonstrate five years of deliverable housing land plus 5% buffer.

- 6.12 The JCS Inspector refers to the application site in their Interim Report dated 26 May 2016. The Inspector comments that the site '*...lies within the JCS area and is being considered for allocation in the Gloucester City Plan, having already been counted in the City's capacity figures.*' (par. 84). The Inspector goes on to suggest that '*...as part of the larger Brookthorpe/Whaddon site [outside the JCS area], it should be brought forward for allocation in the JCS, thereby providing more choice, flexibility and certainty in meeting the five year housing land supply.*' Whilst the City Council has rejected the notion of a strategic housing allocation here (which includes substantial land outside the administrative area of Gloucester City in Stroud District), the Inspector's comments indicate that they are supportive of the principle of development of the application site for housing.
- 6.13 Members are advised that the Planning Policy Team is supportive of the application site being considered for residential development
- 6.14 It is considered that there are no specific policies in the NPPF that indicate that development should be restricted. Therefore, in accordance with paragraph 14 of the NPPF, Members are advised that planning permission should **only be refused** where any adverse impacts would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF taken as a whole. Members are advised to have this at the forefront of their minds when they consider the following issues.

Transport sustainability

- 6.15 The planning system seeks to promote development in sustainable locations with good access to shops, services, jobs and public transport. The objective is to reduce car usage so as to reduce congestion on roads, lower pollution levels, and to promote more sustainable and healthy modes of transport such as walking and cycling.
- 6.16 The site is located at the southern edge of the Gloucester in the ward of Tuffley. It is approximately 3 miles (4.8 km) from the City Centre. The surrounding urban area is very largely residential.
- 6.17 The Government's *Manual For Streets* advises that walkable neighbourhoods have a range of facilities within 800 metres but recognise that this is not an upper limit and that walking offers the greatest potential to replace short car trips under 2 km, and cycling for distances less than 5 km.
- 6.18 Section 4.0 of the applicant's Transport Assessment considers the accessibility of the site by all modes of transport including walking, cycling, by bus and by rail. Table 4.1 provides information on the proximity of the site to various facilities and amenities, including:
- Tuffley Primary School – 720 metres
 - Harewood Infant/Junior School – 920 metres
 - Children's nursery – 1,100 metres
 - St. Peters High School & Sixth Form – 900 metres

- Beauford Co-operative Academy – 1,300 metres
- Doctors – 1,500 metres
- Dentist – 900 metres
- Tesco Express – 550 metres
- Premier Stores – 810 metres
- Co-op – 1,200 metres
- Leisure Centre – 1,300 metres
- Library – 1,150 metres
- Worship – 1,100 metres
- Post offices – 1,150 and 1,100 metres
- ATM – 550 metres
- Public house – 810 metres
- Bus stop at Grange Road – 400 metres
- Employment at Waterwells Business Park – 2,500 metres

6.19 The doctors' surgery is the furthest amenity at 1,500 metres, which is an estimated 18 minute walk or 6 minute cycle from the site. Other than the employment at Waterwells Business Park, it should be noted that all the facilities listed above are within the walking and cycling thresholds recommended by *Manual For Streets*.

6.20 In order to facilitate pedestrian access to the site, the application proposes a new pedestrian footway along the frontage of the south side of Grange Road. Two pedestrian island crossings are proposed to link the site to the existing footway on the north side of Grange Road. The Highway Authority identifies the need to improve the pedestrian route underneath the railway bridge by providing improved lighting. A contribution of £6,000 is sought from the applicant and this would be secured by means of a Section 106 legal agreement. Tactile paving along the residential junctions to the opposite side of Grange Road also needs to be provided. These works are on the highway and can be secured by means of a planning condition.

6.21 Insofar as cycling, the topography of the area is reasonably level. Grange Road forms part of an on-carriageway cycle route that links through the residential area of Tuffley and Stroud Road where dedicated cycle lanes exist.

6.22 There are several bus routes that are within a reasonable walking distance from the site along Grange Road, Roberts Raikes Avenue, Stroud Road and Windsor Drive. The bus route that occupants of the development will most likely use is the No. 9 service, which operates from Gurney Avenue within a 5 minute walking distance from the site and which runs every 15 minutes to Gloucester City Centre. The No. 63 service operates from Stroud Road and provides a 30 minute service to Forest Green, Nailsworth and Stroud. The No. 10 service that links Lower Tuffley to Gloucester, Brocksworth and Cheltenham runs every 10 minutes. This is accessed from Windsor Drive and whilst it is a longer walk from the site, it does provide access to a wider choice of destinations for employment, shopping and other trips.

- 6.23 Gloucester Railway Station is located approximately 2.5 miles (4 km) away and can be accessed via public transport or bicycle using the cycle network.
- 6.24 The application is supported by a Travel Plan, which has the aim of reducing solo car usage and promoting more sustainable modes of transport such as walking, cycling and public transport. The NPPF recognises travel plans as a key tool to promote sustainable transport and they are required for all developments that generate significant amounts of movement (par. 36).
- 6.25 The submitted Travel Plan proposes the following measures:
- A Welcome Pack for each householder with information promoting sustainable travel;
 - A Travel Plan notice board with material promoting sustainable travel;
 - Funding of a Travel Plan Co-ordinator;
 - A commitment to promotional events;
 - A monitoring programme to ensure that the Travel Plan is successful.
- 6.26 The applicant says that the Travel Plan will be provided alongside a commitment to provide suitable car and cycle parking within the development; provision of pedestrian links to the existing pedestrian network; and a development layout that promotes sustainable transport in accordance with *Manual for Streets*.
- 6.27 On the advice of the Highway Authority, the applicant has agreed to bring forward some of the initiatives in the Travel Plan that were originally planned to be actioned only after 75% occupation of the site. Moreover, the Travel Plan will target between 5% and 9% reduction in single occupancy vehicles.
- 6.28 The Highway Authority is satisfied that the site is located in an accessible location. There are realistic opportunities for sustainable travel for future occupiers to access local facilities. The Travel Plan is broadly supported and will need to be secured by way of a Section 106 legal agreement.
- 6.29 For the reasons set out above, the proposal is considered acceptable from a transport sustainability point of view, having regard to paragraphs 29, 32, 35 and 36 of the NPPF.
- 6.30 A number of residents have referred to the Council's 2012 *Strategic Housing Land Availability Assessment*, which reported that the site has '*fair to poor access to public transport, services and facilities.*' However, it is considered that this was a brief analysis only and is contradicted by the evidence provided in the application and the professional view of the Highway Authority.

Affordable housing

- 6.31 The applicant has made representations on the policy requirement for affordable housing. They say that the policy requirement should be to provide

20% of the total homes as affordable housing as set out in the latest version of the emerging JCS, rather than 40% as required by the 2002 Local Plan. Their reasoning is that the 2002 Local Plan was never properly tested at Examination and was never adopted. The 40% threshold was formulated on the basis of evidence which is now very old and out-of-date. In contrast, the latest version of Policy SD13 of the JCS sets a requirement for 20% affordable housing in recognition of the weaker housing market in Gloucester. This lower threshold is based on very recent viability evidence commissioned by the three JCS authorities that has been formally tabled to the Inspector. The applicant says that they are committed to providing 20% affordable housing at the site.

- 6.32 Members are advised that the original version of Policy SD13, submitted as part of JCS Submission in November 2014, set out a requirement for 40% affordable housing on larger sites. This policy was modified in February 2016 to 20% affordable housing delivery by way of a note for the Inspector (“EXAM 178”). This followed new viability evidence presented by the *Plan Viability, Community Infrastructure Levy and Affordable Housing Study* (February 2016). That report demonstrated that viability across the JCS area can differ significantly. Therefore, sites of 11 homes or more in Gloucester only require a 20% contribution to ensure that developments remain viable and can be delivered. This threshold assumes the requirement for the developer to pay the relevant Community Infrastructure Levy (“CIL”).
- 6.33 However, the amendment to Policy SD13 made in February 2016 was a draft modification and has not been subject to consultation. It can therefore only be given limited consideration. Indeed, the note provided to the Inspector states that: *‘...this is a draft policy to reflect the findings of the viability study. There still needs to be a review of the level of requirements by the JCS authorities to determine the appropriate balance between affordable housing provision and contributions towards infrastructure needs. There may also be further amendments to this policy following JCS examination sessions on viability, affordable housing and infrastructure.’*
- 6.34 It is pertinent that the Inspector’s Interim Report identifies the need to boost affordable housing across the JCS further. The Inspector suggests that this could be achieved by increasing the overall housing requirement for the JCS area: *‘Consequently, in accordance with the PPG, consideration should be given to increasing the total housing figures in the JCS to help deliver the required number of affordable homes. Increasing the housing requirement by 5% would assist in delivering these much needed affordable homes.’* (par.18 of the Inspector’s Interim Report) How the JCS authorities deal with the issue of increasing affordable housing supply is unclear at this time. But the Inspector’s comments indicate that there is uncertainty at this time around affordable housing delivery and in turn whether a 20% affordable housing requirement for Gloucester will be adopted.
- 6.35 The legal advice to the planning department is that the 40% requirement for affordable housing, as indicated in the original JCS submission in November 2014, should be used ahead of the draft modified policy requirement of 20%.

Members are advised that the fact that a figure of 40% is set by both the 2002 Local Plan and JCS is a coincidence (it is the 40% requirement set by the JCS which is of relevance given that only limited weight can be afforded to the strategic policies in the 2002 Local Plan).

- 6.36 As mentioned, the applicant has given a commitment to providing 20% of the homes across the site as affordable housing. However, given that a 40% policy requirement applies, the applicant will need to demonstrate through a viability appraisal why they can only provide less than 40% affordable housing. The recommendation of this report is therefore subject to the applicant either committing to 40% affordable housing or undertaking a viability appraisal to justify a lesser amount.
- 6.37 If planning permission is granted, the amount, type, size, tenure and location of affordable housing will need to be secured by means of a Section 106 legal agreement in consultation with the Council's Housing Team.

Infrastructure

- 6.38 Many local residents are concerned that there is not enough infrastructure in place in the Tuffley area to serve the proposed housing. Issues around access to services and amenities and transport sustainability have already been dealt with in this report. However, there is concern amongst the public that existing schools and health care in the area do not have enough capacity.
- 6.39 The Local Education Authority ("LEA") has been consulted on the proposal. It has identified the need to create additional capacity at Tuffley Primary School and Beauford Co-operative Academy if the development goes ahead. The LEA confirms that there is sufficient physical space at these schools for the necessary expansion to take place. The LEA seeks commuted sums to support the increased school capacity. Contributions towards pre-school care and local libraries are also required.
- 6.40 The LEA has provided a breakdown of the commuted sums as follows:

- Pre-school – £216,283
- Primary – £772,438
- Secondary – £706,800
- Libraries – £49,000
- **Total – £1,744,521**

- 6.41 These sums are based on an estimated number of children that will live on the development and cost per child. The figure is based on an amount per qualifying dwelling, and excludes flats and one bedroom properties. The final value of the commuted sums will depend on the number of homes approved at the reserved matters stage. The contributions should be secured by way of a Section 106 legal agreement.
- 6.42 Insofar as the capacity of local doctors' surgeries and dentists, this should be a matter for healthcare providers. Policy ST.14 of the 2002 Local Plan, which

requires developer contributions towards the provision of infrastructure and community services, is out-of-date. Moreover, this policy was never tested at Examination and was never formally adopted. Policies INF5 and INF7 of the emerging JCS, which relates to the delivery of social and community infrastructure, can only be given limited weight at this time for the reasons set out in paragraph 3.13 of this report. Looking further forward, infrastructure requirements resulting from new developments will largely be dealt with in the future by the Community Infrastructure Levy, which the City Council expects to introduce next year.

Economic benefit

- 6.43 The NPPF states that '*... significant weight should be placed on the need to support economic growth through the planning system.*' [par. 19]
- 6.44 The applicant claims that the construction of the development would create 1,075 full time jobs (par. 6.21 of the planning statement). This is based on information provided by the Home Builders Federation, which suggests that the construction of one home per annum generates on average 4.3 direct and indirect jobs. The proposal would therefore have some economic benefit and this adds some weight to the case for granting planning permission.

Access and parking

- 6.45 The application is accompanied by a Transport Assessment and Travel Plan. Discussions have taken place between the Highway Authority and the applicant's highway consultants to address a number of issues and this resulted in the submission of further information by the applicant.
- 6.46 The proposal has been thoroughly examined by the Highway Authority (Gloucestershire County Council). Their detailed comments are summarised in Section 4.1 of this report. The proposed vehicular access to the site would be via a single priority T junction onto the south side of Grange Road. A revised access plan has been submitted which shows extended visibility splays of 2.4 metres by 92 metres in either direction. The access includes the provision of a new footway along the site frontage and two pedestrian crossing refuges and associated signage/lining to accommodate pedestrian access to and from the site. The Highway Authority says that the site access and pedestrian crossing facilities have been subject to independent testing and have not raised any safety issues. Safe and suitable access for all users would be provided.
- 6.47 The Transport Assessment assesses the impact of the proposal on the wider local road network. The study area includes Grange Road, Stroud Road and Cole Avenue. Traffic surveys were undertaken and show that the peak hour for traffic on the highway network is 7:45 to 8:45 hours in the AM period; and 17:15 to 18:15 in the PM period. The applicant's data is comparable with traffic counts undertaken by the Highway Authority.

- 6.48 The application considers junction capacity on the local road network. Modelling of the following junctions has been undertaken:
- Grange Road/Stroud Road Priority T junction
 - St. Barnabas roundabout
 - Epney Road/Tuffley Lane Roundabout
 - Cole Avenue/Epney Road Signalised Crossing
 - Tuffley Lane/Stroud Road
 - Grange Road Railway Bridge
- 6.49 Existing junction capacity assumes a 2015 baseline scenario. The future year baseline scenario is 2021, which coincides with when the development should be complete and has regard to the proposals at Winnycroft Lane (which do not have planning permission yet), Kingsway and Hunts Grove.
- 6.50 The number of expected trip generation is calculated using TRICS data. The assessment has been carried out on the basis of 300 homes (not up to 250 proposed by the application) so that it is robust. The assessment estimates the generation of 141 two way trips in the AM peak hour and 142 two way trips in the PM peak hour.
- 6.51 The assessment goes on to predict the impact of the proposal upon the modelled junctions assuming a 2021 traffic growth scenario and the development being in place. The modelling identifies potential problems at St. Barnabas roundabout and at Grange Road railway bridge:
- St. Barnabas Roundabout – this junction is shown to be operating over capacity with growth traffic alone. When development traffic is added performance at the junction deteriorates further. The development traffic is estimated to increase traffic queues by 12 cars in the AM peak period and by 19 cars in the PM peak;
 - Grange Road Railway Bridge – the bridge is a constraint on the local pedestrian/cycle network and there is a lack of lighting that could discourage walking trips during the hours of darkness.
- 6.52 The Highway Authority reports that the residue cumulative impact on St. Barnabas roundabout would be severe without mitigation as congestion worsens and queues significantly increase. The County Council has secured provisional funding via the Local Enterprise Partnership for £1 million towards a highway improvement scheme for St. Barnabas junction. The cost of the scheme is expected to exceed the provisionally allocated funding and the most recent cost estimate was £1,102,648 (March 2016). The Highway Authority has recommended that a contribution of £102,648 is sought towards the highway improvement scheme to mitigate the impact. The applicant has agreed to pay the contribution which would need to be secured by means of a Section 106 legal agreement.
- 6.53 Turning to the Grange Road railway bridge, the Highway Authority has identified the need for improved lighting to promote opportunities for

sustainable travel. An indicative lighting scheme for the installation of 2 new street lights has been drawn up and the Highway Authority seeks a contribution of £6,000 towards these works. The applicant has agreed to pay this contribution which again would be secured by way of a legal agreement.

- 6.54 In terms of local accidents and collisions, an analysis of records between 2010 and 2015 has been undertaken. The majority of collisions have occurred on the main routes within the study area such as Stroud Road, St. Barnabas, Tuffley Lane and Cole Avenue. The Highway Authority reports that the immediate area has an excellent safety record with no recorded collisions along Grange Road. The available evidence suggests that the collisions are attributed to driver/rider/user behaviour and not as a result of the existing highway infrastructure itself.
- 6.55 The Highway Authority notes a lack of cycling parking at the shopping parades at Holmleigh and Seventh Avenue that would likely discourage cycle trips due to a lack of secure bicycle parking. A contribution of £2,000 is sought to provide cycle stands at both these locations. The applicant has agreed to pay the contribution which would be secured by way of a legal agreement.
- 6.56 Paragraph 32 of the NPPF says that: '*Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.*' The Highway Authority advises that the cumulative impacts of the proposal would not be severe, subject to the identified mitigation. Whilst the significant concerns of local residents about the impact of the proposal on the local road network are understood, they are not supported by technical evidence.
- 6.57 In view of the advice from the Highway Authority, and having regard to Policy TR.31 of the 2002 Local Plan, the proposal is considered acceptable in terms of its transport impacts.

Landscape impact

- 6.58 Preparation of the JCS has been informed by a raft of documentation and evidence. This includes the *Joint Core Strategy Landscape Characterisation Assessment and Sensitivity Analysis*, which provides landscape character and sensitivity analysis around the urban centres of Gloucester, Cheltenham and Tewkesbury. The Landscape Characterisation Assessment ("LCA") has informed the JCS's approach to strategic housing allocations on the edge of Gloucester, Cheltenham and Tewkesbury as well as environmental protection of the land surrounding these urban areas.
- 6.59 The LCA identifies the site as forming part of character area G30 ("South of Tuffley") and has "Medium to low" landscape sensitivity. The commentary on this character area is reproduced below:

'This compartment demonstrates a simplistic pattern of very large, predominantly pastoral fields bound by low and often degraded hedgerows. Tree cover is sparse, confined to the occasional field boundary tree and a

small orchard. The Daniels Brook crosses the site but is not an obvious feature, possibly culverted beneath the ground. The area is notably compartmentalised by the bold linear railway embankment and dramatic line of Poplars to the west; residential development of Tuffley to the north; and the M5 to the south. Despite a loss of landscape features this compartment acts as a green buffer between Gloucester and the AONB. The contrast between urban and rural is further emphasised by the linear railway/Poplar boundary and the bland nature of the landscape compartment.'

Reasons

Highly visible landscape with strong and important visual associations with Robinswood Hill, the AONB, and landscape beyond the M5 in the south

Landscape character degraded by loss of landscape features resulting in simplistic and bland pattern and structure

Good network of public footpaths linking Whaddon, south Tuffley and Waterwells

Tranquility reduced by proximity to M5

Bold, boundary to industrial development at Waterwells – not in keeping with rural landscape character.'

- 6.60 Contrary to the comments of some local people, the site does not form part of the Green Belt (the nearest Green Belt to Gloucester is some distance from the site to the south side of Tewkesbury). Neither is the site within an Area of Outstanding Natural Beauty. The southern part of the site where the Public Open Space is planned is designated a Landscape Conservation Area in the 2002 Local Plan. However, the 2002 Local Plan is not considered to hold significant material weight for the reasons set out in paragraph 3.17 of the report. The weight that can be afforded to the Landscape Conservation Area status of the southern part of the site is therefore limited. Nevertheless, the designation does demonstrate that this part of the site, which is on higher ground than the northern section adjacent Grange Road, is particularly landscape sensitive. This has informed the application proposals which exclude this area from new housing and reserve this part of the site for public open space only.
- 6.61 The Council's Neighbourhood Services Manager ("NSM") has provided advice on the landscape impacts of the proposal. They note that the low ridge across the southern part of the site forms an important view that helps to protect the setting of the southern part of the City. However, given the insensitive management of the landscape and lack of features, the area has little intrinsic value in landscape terms. This is borne out by the LCA which classifies the landscape sensitivity of this area as medium to low. The NSM has no fundamental landscape objection to the proposal, however, the functionality of the ridge on the south side of the site and its role in protecting views of the south is considered imperative.
- 6.62 To this end, the NSM has required further demonstration of the impacts of the proposal from views to the south and south east. The applicant has

responded by providing further landscape analysis to supplement their original Landscape and Visual Appraisal. A number of baseline photographs have been taken of the site from the public footpaths to the south near Naas Farm and from the south east. These are supported by “visualisations” of the proposed development, created from the same viewpoints. The visualisations are based on the amended indicative layout of the scheme provided with the application and assume maximum building heights of 10.5 metres as set out in the Design & Access Statement. Two visualisations are provided for each viewpoint: one assuming the effects of proposed structural planting between 1 and 5 years; and the other between 10 and 15 years.

- 6.63 Viewpoint 1 shows that no housing can be seen on Grange Road at present. After the development is built, and between 1 and 5 years, the roofline of the houses on the southern part of the developable area of the site would be visible. However, after the proposed landscape planting has matured between 10 and 15 years, the roofline of the houses are largely screened. From Viewpoints 2 and 3, the impact of the housing will be more noticeable and after 10 to 15 years, the proposed landscape planting will only partially screen the houses. The NSM considers the impact of the proposal on views from the south (Viewpoint 1) to be satisfactory. However, the impact on views from the south east (Viewpoints 2 and 3) is more of a concern. Viewpoint 2 is of particular interest because it also gives a feel for the view from the Stroud Road when travelling into Gloucester. It shows the south-east corner of the site as skyline development, which is to a degree mitigated by new landscape planting. However, visibility of the development can be significantly reduced if the heights of the buildings are lowered to single or 1.5 storeys, especially in the south eastern corner of the site.
- 6.64 The NMS has suggested that the storey heights of the buildings on the south-east corner of the site can be controlled by condition. This is considered unnecessary because the scale and appearance of the buildings would be controlled at the reserved matters stage. However, it would be prudent to advise the applicant of the need to keep building heights lower at that part of the site by way of an advisory note if planning permission is granted. Similarly, the provision of a landscaping scheme (including structural landscaping) is a matter that would be dealt with at the reserved matters stage.
- 6.65 There are no particular concerns about the impact of the proposal on views of and from Robinswood Hill. When the site is viewed from Robinswood Hill, the development would be seen in the context of the surrounding existing house on Grange Road and to the west and would not be considered detrimental to the landscape setting of the City. It is considered that the proposal would not harm the natural beauty of the Cotswolds Area of Outstanding Natural Beauty.
- 6.66 The concerns of local people about the landscape impact of the proposal are understood. However, given the medium to low sensitivity of the landscape that the site sits within, that development would be prohibited from the higher southern part of the site, and that the impact of the proposal can be lessened through new structural planting and the lowering of buildings on the south and

south eastern part of the site, it is considered that the landscape impacts of the proposed development would neither be significant nor demonstrable.

- 6.67 The proposed development is considered acceptable having regard to paragraph 109 of the NPPF.

Loss of agricultural land

- 6.68 The site is within an area of 'land predominantly in urban use' according to information from Natural England. Adjacent land to the south is zoned as Grade 3, 'Good to Moderate' quality. The proposal would not result in the loss of the best and most versatile graded agricultural land. The proposal is considered acceptable having regard to paragraph 112 of the NPPF.

Impact on Heritage Assets

- 6.69 The site is not within or adjacent a Conservation Area. The site contains no Listed Buildings nor are there any Listed Buildings next to the site. The Conservation Officer notes that the existing agricultural barn, which is located approximately midway along the frontage of the site with Grange Road, has some historic value. It is the last surviving structure belonging to Tuffley Farm and has some local significance. Farm buildings are identified on the 1799 map and the barn is considered to be a non-designated heritage asset.
- 6.70 The barn is constructed in brick with a tiled timber structure roof. There are much more modern additions at the site and rear, which are far less attractive. The buildings are not in good condition. The Conservation Officer would like to see the retention of the barn as part of the proposed development, perhaps as a conversion. However, this is not considered necessary and is not being proposed by the applicant. Moreover, the position of the barn is very close to proposed access to the site and it is unlikely that it can be retained without repositioning the access.
- 6.71 The barn has no legal protection; it is not Listed nor is it suitable for Listing. The Local Planning Authority would not be able to resist its demolition if the applicant submitted a prior notification to require its removal. Under Class B of Part 11 of the Town and Country Planning (General Permitted Development) (England) Order 2015, the Local Planning Authority may only consider the '*...method of demolition and any proposed restoration of the site.*' It would be unable to consider the heritage value of the building.
- 6.72 The applicant has submitted a Heritage Assessment of the barn, which describes and records the building, and assesses its heritage value. The barn is not considered to be significant enough to protect or retain, and the Heritage Assessment acts as a useful record of the barn for future generations. In view of the significance and condition of the barn, it is considered that its removal is acceptable, having regard to paragraphs 135, 136 and 141 of the NPPF. The City Archaeologist has recommended a condition to require that the barn is recorded.

Archaeology

- 6.73 The application is supported by an Archaeological Evaluation report. An archaeological evaluation of the site was undertaken in April 2016. The fieldwork comprised the excavation of 18 trenches. No clear settlement focus was found, however, a concentration of medieval features was found close to Grange Road in the north eastern part of the site. Artefacts included early prehistoric struck flint and pottery, late Iron Age/Roman pottery and medieval pottery. Ridge and furrow cultivation remains were identified across the site.
- 6.74 The City Archaeologist is satisfied with the archaeological evaluation and recommends planning conditions in the event that planning permission is granted. The first condition would secure a programme of archaeological work in accordance with a written scheme of investigation. This will likely require the developer to strip the top layer of the site before construction commences so that archaeological features can be sampled. A second condition would require physical recording of the barn, appropriate archiving and public dissemination of the findings. The City Archaeologist advises that the Heritage Assessment of the barn will be suffice in terms of written description, but elevations and drawings of how the buildings evolved will be required.
- 6.75 Subject to the conditions recommended by the City Archaeologist, it is considered that the proposal is acceptable having regard to Policies BE.32, BE.33, BE34, BE36 and BE.37 of the 2002 Local Plan.

Urban Design

- 6.76 The application is seeking to establish the principle of development of the site for up to 250 homes. The detail of the layout, scale, appearance and landscaping of the development are “reserved matters”, which would be subject to a separate future application (or applications). These matters are not before the Council now. Nevertheless, it is necessary for the Local Planning Authority to consider whether the site can likely accommodate up to 250 homes whilst providing a decent, high quality urban environment.
- 6.77 The applicant was therefore asked to modify their original indicative masterplan to clearly show 250 homes, being the maximum level of development applied for. The indicative masterplan has been subject to a number of iterations to deal with this and a variety of other issues including the relationship of houses with the railway line, the design of the balancing ponds at the front of the site, surveillance of the public open space and urban design considerations.
- 6.78 The latest version of the indicative masterplan (Drawing Number 2988-P-04 Revision L) is considered to successfully deal with these issues and responds to the original concerns of the Urban Design Officer. The layout shows a mix of terrace, semi-detached and detached homes across the site, and a group of apartment blocks in the north-west corner. The housing is set back from Grange Road behind a new roadside hedge to provide a green corridor at the front of the site. There are large areas of open space at either end of the

frontage where the balancing ponds are located. Many of the houses have parking directly in front of them and for the large homes, separate garages and off-street parking is provided.

- 6.79 According to the Drainage Plan, the developable area of the site is 6.3 ha. For a scheme of 250 homes, this equates to a density of 39.7 homes/ha. There is no objection to this density per se, which would help make effective use of land. However, it is necessary for the applicant to demonstrate that this level of development will work in practice from an urban design point of view.
- 6.80 The scale of the indicative masterplan is quite large at 1:1250 and further detail has been sought to examine whether the suggested layout will work. The applicant has provided sketch plans at 1:500 scale that show the indicative layout in finer detail across three different parts of the site. The sketches show a commitment to “keynote” buildings on corners and important vistas; variation in surface materials; proposed parking arrangements including avoidance of parking courtyards; provision of a private drive or “green lane” at the front of the site parallel to Grange Road; street tree planting; and soft landscaping. In the southern part of the site, the sketches demonstrate surveillance of the public open space to be by adjacent houses and part retention of existing hedgerow.
- 6.81 Parking is a necessary structural requirement for any new housing scheme and the applicant has provided detailed parking arrangements across the three parts of the site they sample. The applicant says that the layout has regard to *Manual For Streets*. Neither the County Council Highway Authority nor City Council has up-to-date minimum parking guidelines. The plans assume the following parking standards by type of home:
- One bedroom – 1 space per dwelling
 - Two bedroom – 1.5 spaces per dwelling
 - Three bedroom – 2 spaces per dwelling
 - Four bedroom – 2 spaces per dwelling
 - Five+ bedroom – 3 spaces per dwelling
 - Visitor – 1 space per 5 dwellings
- 6.82 The Highway Authority is satisfied with the above level of provision, other than to require an extra unallocated space for every pair of 2 bedroom houses. If garages are to count towards the overall parking provision then the minimum internal dimensions shall be 3 metres by 6 metres. These issues, along with parking requirements generally, can be dealt with when the layout of the scheme is submitted at the reserved matters stage.
- 6.83 The Police Crime Prevention Design Advisor has commented on the application. They are critical about some aspects of the proposal, particularly with regard to the density of the centre of the site and permeability. Often a balance needs to be struck between design aims such as making effective use of land and ensuring good accessibility, with crime prevention objectives.

These issues would be considered in detail when the layout of the scheme is submitted at the reserved matters stage.

- 6.84 The proposal includes the provision of a 2 metre high acoustic fence on the western boundary of the site to help shield adjacent houses from noise from the railway line. Illustrative sections have been provided that show the acoustic fence set behind a new planting belt which should ensure that it is relatively discreet and not objectionable from a design point of view.
- 6.85 In summary, it is considered that the application satisfactorily demonstrates that the site is likely to be capable of accommodating up to 250 homes whilst ensuring a decent, quality environment, including the provision of acceptable levels of parking. The proposal is considered acceptable having regard to Policies ST.7, BE.1, BE.2 and BE.7 of the 2002 Local Plan.

Public Open Space

- 6.86 Policies OS.2 and OS.3 of the 2002 Local Plan require new housing developments to provide equipped public open space. Policy OS.5 requires payments to the Council to cover the cost of maintenance of the open spaces.
- 6.87 The parameters plan and indicative layout provided with the application show an extensive area of open space on the southern part of the site, coinciding with the area zoned a Landscape Conservation Area in the 2002 Local Plan.
- 6.88 The Council's Landscape Architect provides advice on Public Open Space requirements. They have set out the public open space requirements for the site based on an assumption on the proposed mix of housing (the final housing mix has not provided at this stage because this is an outline application).
- 6.89 The Landscape Architect advises that based on their housing mix assumptions, the site should deliver at least 1.7 ha for formal sport and 0.6 ha for formal play. A Neighbourhood Equipped Area of Play ("NEAP") of at least 1,000 sq. m. should also be provided. The area of undeveloped open space at the southern end of the site is approximately 3 ha (the overall size of the site is 10.8 ha). This exceeds the identified requirement of 2.3 ha¹.
- 6.90 The applicant describes the southern field as forming a small gentle rounded hill and says that it does not lend itself to formal sport (such as a football or rugby pitch). The applicant therefore suggests payment of a commuted sum in lieu of on-site provision of formal sport space. The Landscape Architect has calculated the commuted sum at £895,934.40¹. It is considered that this approach is acceptable in principle.
- 6.91 The applicant has agreed to the provision of a NEAP and has shown this on the east side of the southern field on the indicative masterplan.

¹ Based on an assumed housing mix – the final requirement for open space will vary according to the approved housing mix at the reserved matters stage

- 6.92 The applicant also agrees to provide a commuted sum towards allotments.
- 6.93 The applicant has confirmed that they propose to set up a Management Company to manage and maintain the public open space, balancing ponds and other SUDS features, drainage and common parts of the site.
- 6.94 If planning permission is granted, a Section 106 legal agreement would be required to secure the following:
- Formal play space (0.6 ha¹) to be provided within the site;
 - Provision of a NEAP in an appropriate location within the site;
 - General open space to be provided within the site or off-site by way of financial contributions;
 - Commuted sum towards the provision of formal sport and allotments;
 - Arrangements for the management and maintenance of all public open space and common parts of the site;
 - On-site provision and commuted sums towards off-site provision to be calculated on the basis of a pro rata formula according to the final mix of housing approved at the reserved matters stage.
- 6.95 Details of the planting arrangements and design of the acoustic screen next to the railway line would be secured through the reserved matters and by means of a planning condition.
- 6.96 Subject to these provisions, it is considered that the proposal is acceptable having regard to Policies OS.2, OS.3 and OS.5 of the 2002 Local Plan.

Residential amenity

Impact on the amenity of existing residents

- 6.97 The closest residential neighbours to the site are located to the north side of Grange Road, including properties on Enborne Close, Chislet Way, Whaddon Way and Harwell Close. It is very unlikely that the proposal would demonstrably harm the living conditions of those properties given its residential character and position to the other side of the road. The indicative masterplan shows elevation to elevation distances of over 30 metres between the existing houses alongside Grange Road and the nearest properties on the application site. Normally a minimum of 21 metres separation is considered sufficient and the indicative layout exceeds that requirement by an appreciable margin. There is no reason why minimum elevation to elevation distances cannot be achieved in the final design.
- 6.98 Some residents have expressed concern about the height of the three storey apartment blocks shown in the north-west corner of the site. The final height and design of all buildings are reserved for subsequent approval. Nevertheless, the indicative masterplan shows the apartment blocks largely

set back from Grange Road behind the balancing pond. The elevation to elevation distance between the closest block and the nearest houses on Grange Road is about 28 metres. Again, this is more than sufficient distance. Tuffley Matters and other residents have requested further information about the design of the buildings and their relationship with existing houses. These are matters that would be dealt with at the reserved matters stage.

- 6.99 The houses on the far side of the railway line to the west, including the homes on Vincent Avenue, are physically separated by the railway and there would be over 60 metres between the existing and proposed houses. The proposal would not harm the living conditions of those properties.
- 6.100 Conditions are recommended to require an environmental construction management plan to minimise noise, dust and traffic impacts during construction; and to limit the hours for construction and deliveries.
- 6.101 Subject to these conditions and appropriate control of the position, scale and design of buildings at reserved matters, the proposal is considered acceptable having regard to Policies FRP.10 and BE.21 of the 2002 Local Plan.

Noise impact from the railway line

- 6.102 The railway line is located to the immediate west of the site and travels in a north-south direction. This is the main line between Bristol and Birmingham and it is therefore a busy part of the rail network. The indicative masterplan shows houses and apartments alongside the west boundary of the site, separated by a new planting belt and in the most part behind an access road in front of the houses. The distance between the railway line and closest building is around 13 metres (apartment block 202-207).
- 6.103 The impact of noise from the railway line on the new housing is an important material consideration and it is necessary to ensure that the new residents will have decent living standards. The application is accompanied by a Noise Assessment and Vibration Assessment to examine these issues.
- 6.104 The Environmental Health Officer (“EHO”) has provided advice on the application. They have been working with the applicant’s noise consultants to ensure that the Local Planning Authority has sufficient information on the issue of noise impact from the railway line, but also in relation to noise impact from traffic on Grange Road.
- 6.105 The indicative masterplan has been re-worked so that the houses now face the railway line rather than back onto it. The rationale for this is that it is easier to mitigate noise impacts from inside the houses through enhanced acoustic glazing than it is to protect the amenity of gardens and outdoor areas. The original masterplan showed gardens on the nearside of the railway line and the houses set further back from the west boundary. The revised layout also enables the homes to be built closer to the railway line, therefore, making more effective use of the site.

6.106 The EHO required the applicant to carry out extended and additional noise monitoring at the site to further consider noise impacts from the railway and Grange Road. The applicant subsequently submitted an updated Noise Assessment (dated 27 May 2016). The Noise Assessment reports that maximum noise levels near the railway were relatively high. It makes a number of recommendations to mitigate impacts including enhanced double glazing for units within 35 metres of the railway line; or to place bedrooms in houses within 35 metres of the railway on the opposite side elevation, facing away from the railway track. A 2.0 metre high acoustic screen could also be provided along the railway boundary to further reduce noise levels in the gardens, although the noise report suggests that this is not necessary to make the development acceptable. The EHO has been asked to clarify whether the acoustic fence is fundamentally necessary and their comments are awaited. It is expected that Members will be provided with an update on this issue by the time of the committee meeting. In the meanwhile, it is recommended that the acoustic fence is required if the development proceeds.

6.107 The EHO has considered the updated Noise Assessment and has confirmed that they are now satisfied that the proposal is acceptable. Officers are currently awaiting a detailed list of recommended conditions from the EHO, and it is envisaged that these will include the following:

- Requirement for details of the acoustic fence alongside the railway line and its subsequent implementation;
- Minimum acoustic specification for the bedroom windows within 35 metres and facing the railway line so as to safeguard residents from noise from trains;
- Provision of an Environmental Construction Management Plan; and
- Limit on hours for construction and deliveries.

6.108 The position of buildings and gardens alongside the west boundary of the site next to the railway line would be controlled at the reserved matters stage.

6.109 Subject to suitable conditions, as set out above, the proposal is considered acceptable, having regard to Policy FRP.10 of the Local Plan.

Flood risk and Drainage

6.110 One of the key concerns of local people is that the proposal will compound existing surface water flood problems in the area. It is understood that Grange Road was subject to very serious flooding in 2007 and again in 2012. It is believed that some mitigation works have since been carried out by the Council but flood risk remains a threat.

6.111 The site is on higher ground and falls in a north easterly direction towards Grange Road from a height of 35.3 metres AOD in the south to 26.6 metres AOD in the north next to the road. This is a fall of nearly 9 metres. The site itself is within Flood Zone 1, which is land at least risk of flooding. However, Grange Road to the east of the site, and as far as the junction with Stroud

Road (A4173), is within Flood Zone 3. This is land at high risk of flooding. The brook to the north of the adjacent houses on the north side of Grange Road is identified as being within Flood Zone 2, at medium risk of flooding.

- 6.112 The application is supported by a Flood Risk Assessment and Drainage Strategy. The report seeks to address issues of flood risk, surface water drainage and foul water drainage. The indicative masterplan provided with the application shows two balancing ponds at the lower end of the site next to Grange Road, one at the north-west corner of the site and the other in the north-east corner. There would also be a series of swales. As part of the discussions on the proposal, the applicant has provided a revised drainage plan, surface water plan and drainage calculations.
- 6.113 The LLFA (Gloucestershire County Council) and City Council's Drainage Officer have advised the Council on the flood risk and drainage implications of the proposal. Both have raised a number of technical concerns. Following discussion between the applicant, LLFA and Drainage Officer, the applicant has provided additional information and revised drainage proposals. The LLFA is generally satisfied with this information, but remains concerned as to whether surface water from the site can be effectively discharged to the Severn Trent sewer in Grange Road during a 1 in 30 year rainfall event. The applicant has been asked to provide this information to the LLFA and the point remains unresolved at the time of writing this report.
- 6.114 The Drainage Officer has also reviewed the application, and considered the detailed objections on flood risk and surface water issues raised by Tuffley Matters. The Drainage Officer is satisfied with the revised and additional drainage information by provided by the applicant. The applicant has adequately demonstrated that a suitable drainage scheme incorporating SUDS can be provided as part of the development to address issues of surface water run-off. A condition would be necessary to secure a fully worked up SUDS scheme for the final scheme, including proposals for its future management. The applicant confirms that they wish to set up a Management Company to manage and maintain the SUDS and drainage system.
- 6.115 Having regard to the technical advice from the LLFA and Drainage Officer, the proposal is considered to be acceptable in terms of flood risk and surface water drainage issues. It will be necessary to confirm that surface water can be satisfactorily discharged to the Severn Trent Sewer in Grange Road. Subject to this proviso, the proposal is considered acceptable having regard to Policy FRP.1a and FRP.6 of the 2002 Local Plan.

Ecology

- 6.116 The application is supported by an Ecological Appraisal. A phase 1 habitat survey was undertaken in June 2014. The findings of the report are summarised below:
- The site is dominated by improved grassland and arable lay with native species hedgerows bordering the fields;

- No significant effects on the Cotswold Commons and Beechwoods SAC and NNR, and Severn Estuary SAC, SPA and Ramsar are considered likely as a result of the proposal;
- Habitats present were of limited botanic interest and of limited value to wildlife. There is some limited foraging and nesting potential for birds, and some limited potential habitat for common reptiles, badgers, water voles and bats;
- No evidence of use of the site by protected species;
- The site supports terrestrial habitat of sub optimal suitability for Great Crested Newts and an off-site pond was identified approximately 470 metres from the application site boundary. Great Crested Newts are considered to be reasonably unlikely to be present on the site;
- No evidence of reptiles was observed during the survey. Hedge bottoms and ditches should be cleared using a passive displacement method as outlined in the report;
- Potential suitable habitats for bats and birds are limited. Lighting design should be carefully considered around new and retained hedgerows;
- Recommended that clearance of scrub and woody vegetation is undertaken outside of the bird nesting season (March to August inclusive) or during this time if supervised by an ecologist;
- New hedgerow, scrub and tree planting with buffering coarse margins are recommended to maintain and enhance biodiversity opportunities;
- Additional enhancements could be the installation of a variety of bird boxes on new buildings.

6.117 The design of lighting adjacent new and existing hedgerows should be required by a condition.

6.118 A condition is recommended to prohibit clearance of scrub and woody vegetation outside the bird nesting season, unless the works are supervised by an ecologist.

6.119 It is also recommended that a condition is required to ensure that hedge bottoms and ditches are cleared using a passive displacement method.

6.120 Conditions are recommended to require implementation of a strategy for new hedgerows, scrub and tree planting across the site to promote biodiversity; and a strategy for installing bird boxes on new building.

6.121 In accordance with the Habitats Directive, the proposal should be screened by the Local Planning Authority to establish whether the proposal would have significant effects on the Cotswold Commons and Beechwoods SAC and NNR, and Severn Estuary SAC, SPA and Ramsar. This work is being undertaken and the recommendation of this report is subject to this screening process being completed.

6.122 Subject to the above, the proposal is considered acceptable having to Policies B.7 and B.8 of the 2002 Local Plan.

Other issues that have been raised during the consultation process

6.123 This part of the report deals with other main issues that have been raised during the consultation process but have not been addressed elsewhere.

6.124 Network Rail has objected to the application on grounds of the proximity of the westerly balancing pond to the railway line. Network Rail indicates that they would withdraw the objection if the balancing pond is at least 20 metres from the boundary with the railway. The indicative layout is provided at a large scale and it difficult to be precise as to the distance between the balancing pond and site boundary. The distance appears to be between 19.5 metres and 20 metres. Since the position of the balancing pond is indicative only, it has been suggested to Network Rail that a condition could be imposed to require the balancing pond to be located at least 20 metres from the site boundary next to the railway line. Network Rail's comments on this proposal are currently awaited.

6.125 The applicant confirms that the traffic count equipment was not broken. The Highway Authority has not raised any concerns about the accuracy of the data, which they say is consistent with their own traffic movement records.

6.126 Insofar as concerns that the granting of planning permission would set a precedent for further development in the area, this is incorrect. Members will be aware that each application should be judged on its own individual merits. Similarly, that the applicant may control land to the south and east of the site does not have any bearing on the acceptability of the proposal.

6.127 In response to a concern raised by Tuffley Matters, as far as the Local Planning Authority is concerned, the JCS process is being carried out in full accordance with strict protocols and that there have been no improper meetings between the applicant, their representatives and the Inspector outside formally structured forums.

6.128 Devaluation of property is not a material planning consideration.

6.129 Public consultation has been carried out in accordance with local and national planning requirements.

Local finance considerations

6.130 Section 70(2) of the Town and Country Planning Act 1990 (as amended) states that in dealing with a planning application, the Local Planning Authority should have regard to local finance considerations, insofar as they are material to the application.

6.131 The applicant states the proposal will have a number of direct and indirect financial impacts. The indirect benefits are difficult to quantify and include matters such as the contribution of the future residents of the development to local economic output. Direct financial considerations include Section 106 financial contributions; New Homes Bonus; Council Tax revenue; and construction jobs created.

6.132 It is considered that these financial considerations add to the case for granting planning permission, but are not of themselves pivotal in making the proposed development acceptable.

Planning obligations

6.133 As set out in this report, the proposal requires a range of planning obligations to make the development acceptable. These will need to be secured by way of a Section 106 legal agreement, the detailed requirements of which should be delegated to officers in consultation with One Legal. The planning obligations to be included in the legal agreement are as follows:

1. Provision of affordable housing
2. On-site provision of public open space and NEAP
3. Off-site public open space contributions
4. Management of SUDS, drainage, public open space and common parts of the site
5. Education contributions;
6. Highway contributions.

6.134 The Local Education Authority and Landscape Architect confirm that the contributions towards education and public open space satisfy the “pooling rules” (under the Community Infrastructure Levy regulations, no more than five contributions can be “pooled” for the same project).

Conditions

6.135 Delegated authority is sought for officers to finalise the conditions. In accordance with best practice, this should be done in discussion with the applicant (paragraph 018 of the NPPG).

7.0 CONCLUSION

7.1 The statutory Development Plan for Gloucester remains the 1983 Local Plan, however, it is out-of-date. The Council has adopted the 2002 Local Plan development control purposes; however, it was never subject to formal Examination and was never formally adopted as a Development Plan. The 2002 Local Plan can therefore only be given limited weight.

- 7.2 The Council is unable to demonstrate a five year supply of housing land, which means that local housing policies are out of date. Paragraph 14 of the NPPF is activated, which requires that planning permission is granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits of the proposed development when assessed against the policies in the NPPF taken as a whole.
- 7.3 The principal benefits of the proposal are the delivery of housing for which there is both a need and under supply, and the provision of affordable housing. Other benefits include the provision of green open space and minor improvements to the highway network including improved lighting to the railway bridge tunnel and tactile paving on the north side of Grange Road.
- 7.4 The site is considered a sustainable location for new housing with good access to local services and amenities, many of which are within walking and cycling distance of the site. If the development goes ahead it would be necessary to increase the capacity of the local primary and secondary schools and the applicant has agreed to pay a commuted sum towards this.
- 7.5 Transport information provided by the applicant demonstrates that with mitigation by way of improvements to St. Barnabas roundabout; lighting to the Grange Road railway bridge; and improved cycle parking facilities at local shops; the proposal would not have a “severe” impact on the highway. The proposal would not be detrimental to highway safety.
- 7.6 The site lays within landscape of medium to low sensitivity and would not result in significant or demonstrable harm to the landscape. The proposal would not result in the loss of the best and most versatile agricultural land.
- 7.7 Impacts on heritage (i.e. the historic barn on the site) and archaeology can be managed by way of planning conditions.
- 7.8 The applicant has provided sufficient information to demonstrate that the site can likely accommodate up to 250 homes whilst provided a decent, quality urban environment. Matters of layout, scale, appearance and landscaping are to be dealt with at the reserved matters stage.
- 7.9 The proposal would provide a suitable level of on-site public open space, including a NEAP. Suitable contributions would be secured for off-site public open space. Mechanisms will be put in place by way of a Section 106 legal agreement to ensure that the on-site public open space, SUDS, drainage and common parts of the site are appropriately managed.
- 7.10 The proposal would not harm the living conditions of nearby residents.
- 7.11 The application demonstrates that a suitable drainage system, including SUDS, can be incorporated into the development to satisfy national and local planning policy requirements.

- 7.12 Subject to measures to be secured by conditions, the proposal would not demonstrably and significantly harm wildlife and ecology.
- 7.13 There is no technical evidence to suggest that any adverse impacts resulting from the development will significantly and demonstrably outweigh its benefits. In accordance with paragraph 14 of the National Planning Policy Framework, and having regard to policies in the 2002 Local Plan and emerging JCS insofar as they are relevant, the proposal is acceptable and planning permission should be granted.

8.0 RECOMMENDATIONS OF THE DEVELOPMENT CONTROL MANAGER

8.1 That subject to resolution of the matters listed below and conclusion of a legal agreement under Section 106 of the Town and Country Planning Act 1990 to secure the obligations listed in paragraph 8.2, planning permission is granted with appropriate conditions. Delegated powers to be given to the Development Control Manager to prepare the required conditions and detailed wording of the legal agreement.

- Confirmation that surface water can be satisfactorily discharged into the Severn Trent sewer in Grange Road;
- Confirmation from the EHO as to whether the acoustic fence next to the railway is necessary to make the development acceptable;
- Completion of a screening opinion by the Council to establish whether the proposal would likely have significant effects on the Cotswold Commons and Beechwoods SAC and NNR, and Severn Estuary SAC, SPA and Ramsar; and
- The applicant providing 40% affordable housing or satisfactorily demonstrating why a lesser amount of affordable housing is justified through a viability appraisal

8.2 The planning obligations to be secured by means of an agreement under Section 106 of the Town and Country Planning Act 1990 are:

1. Provision of affordable housing
2. On-site provision and management of public open space
3. On-site provision and management of a NEAP
4. Financial contribution towards off-site public open space including allotments
5. Management of the SUDS, drainage, tree and structural planting, acoustic fence and common parts of the site
6. Financial contribution towards education
7. Financial contributions towards highway improvements to St. Barnabas roundabout; lighting improvements at the Grange Road railway bridge;

and the installation of cycle parking at Holmleigh Parade and Seventh Avenue Shopping Parade

8. Travel Plan

PLANNING CONDITIONS

8.3 It is expected that the conditions will include, but not be limited to, the following:

Standard conditions

1. Standard time implementation conditions for outline permission.
2. Requirement to submit reserved matters relating to the layout, scale, appearance and landscaping of the development.
3. Identification of the approval plans and drawings.

Location of the housing

4. Limit the location of the housing to the area defined as “Residential” and coloured yellow on the approved parameters plan; and to exclude housing outside this area.

Highway conditions

5. Construction of access, prior to other development.
6. Provision of the new footway on the frontage of the site to the south side of Grange Road.
7. Provision of uncontrolled pedestrian crossings to the east and west of the proposed access along Grange Road and footway along Grange Road, prior to occupation.
8. Provision of tactile paving on the north side of Grange Road.
9. Arrangements for the future management and maintenance of the proposed streets to be agreed.
10. Implementation of Travel Plan (revised Travel Plan required).
11. Provision of Construction Method Statement.
12. Provision of fire hydrants.

Environmental protection

13. Requirement for details of the acoustic fence alongside the railway line and its subsequent implementation².
14. Minimum acoustic specification for the bedroom windows within 35 metres of and facing the railway line so as to safeguard residents from noise from trains; or for bedroom windows to face away from the railway line;
15. Provision of an Environmental Construction Management Plan.
16. Limit on hours for construction and deliveries.

Contamination

17. Implementation of contamination conditions
18. Site characterisation
19. Submission of a remediation strategy
20. Implementation of approved remediation strategy
21. Reporting of unexpected contamination
22. Long-term monitoring and maintenance

Drainage

23. Requirement for details of a surface water drainage scheme that incorporate SUDS principles and its subsequent implementation.
24. Requirement for details of a foul drainage scheme and its subsequent implementation.

Archaeology

25. Implementation of a programme of archaeological work in accordance with a written scheme of investigation.
26. The recording of significant elements of the historic built environment (i.e. the agricultural barn) with appropriate archiving and public dissemination of the findings.

Ecology

27. Design of lighting adjacent new and retained hedgerows.

² To be confirmed following further consultation with the Environmental Health Officer

- 28. No clearance of scrub and woody vegetation outside the bird nesting season (March to August inclusive), unless supervised by an ecologist.
- 29. No hedge bottoms and ditches shall be cleared unless using a passive displacement method, details of which shall have first been submitted to and approved in writing by the Local Planning Authority.
- 30. The final scheme to incorporate a strategy for green corridors, the planting of new hedgerows, scrub and trees across the site to promote biodiversity.
- 31. Provision of a strategy for installing bird boxes on new building.

NOTES

Note 1

The applicant/developer is referred to the advice of the Neighbourhood Services Manager in their comments of 15 July 2016. The heights of buildings along the south east side of the site should be kept as low as possible in order to minimize the landscape impact of the development. Single storey bungalows and one and a half storey houses are envisaged in this location.

Statement of Positive and Proactive Engagement

In accordance with the requirements of the National Planning Policy Framework, the Local Planning Authority has worked with the applicant in a positive and proactive manner in seeking solutions to secure sustainable development which will improve the economic, social and environmental wellbeing of the area. In particular, the Local Planning Authority has negotiated issues relating to the transport impacts of the proposal; the level of affordable housing required; education contributions; landscape impacts; impacts on the agricultural barn (a non-designated Heritage Asset); archaeology; the provision of public open space; flood risk and drainage; local finance considerations; and planning obligations.

Decision:

Notes:

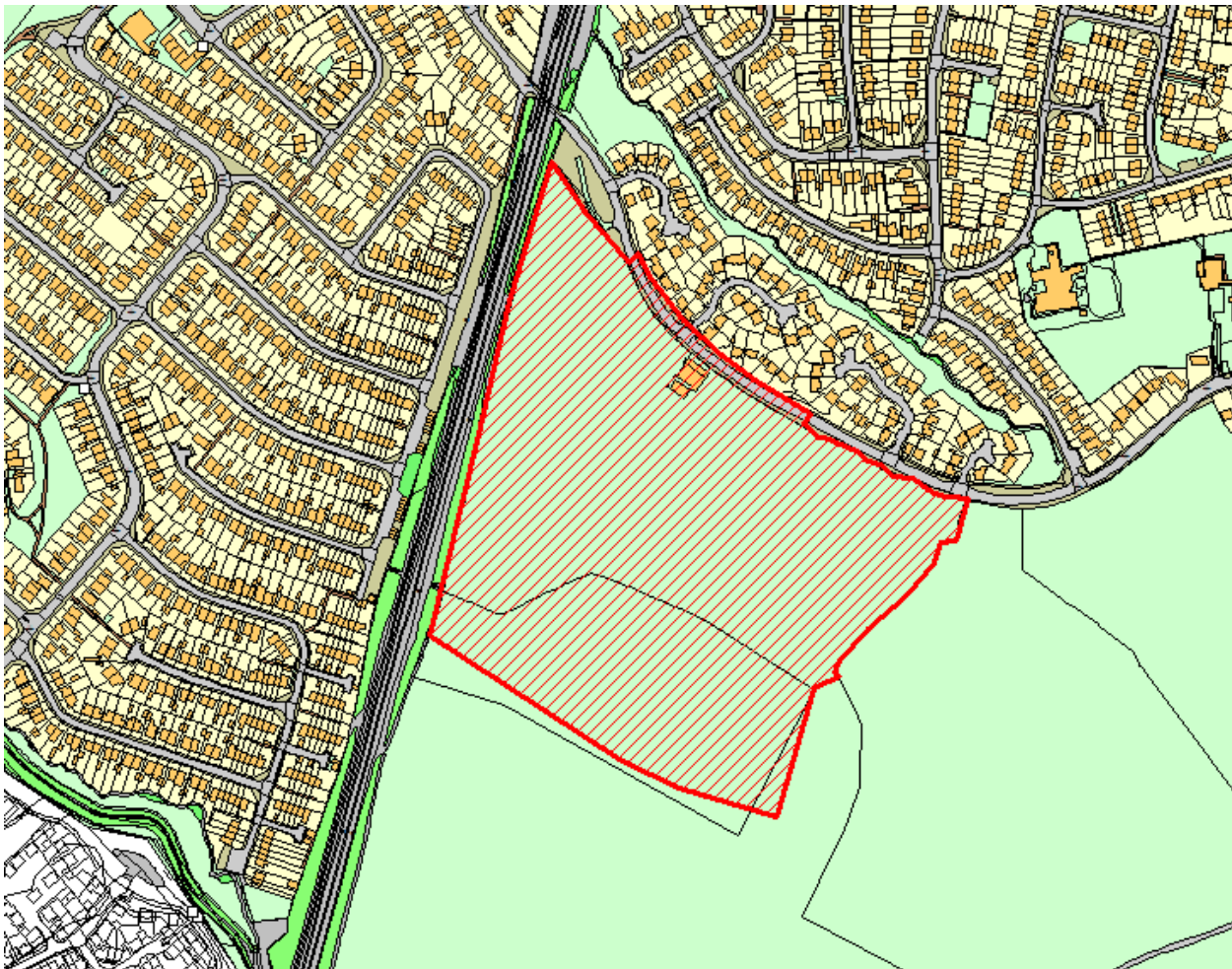
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Person to contact: Ed Baker
 (Tel: 396835.)

16/00165/OUT

**Land South Of
Grange Road
Gloucester**

Planning Committee 02.08.2016



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GLOUCESTER CITY COUNCIL

COMMITTEE	:	PLANNING
DATE	:	2ND AUGUST 2016
ADDRESS/LOCATION	:	MILESTONE SCHOOL, LONGFORD LANE, GLOUCESTER
APPLICATION NO. & WARD	:	16/00322/FUL LONGLEVENS
EXPIRY DATE	:	24th JUNE 2016
APPLICANT	:	THE CHAMWELL CENTRE CHARITY
PROPOSAL	:	A NEW TWO STOREY EXTENSION TO PROVIDE DISABLED CHILDREN THERAPIES, INCLUDING RECONFIGURATION OF THE PLAYGROUND AND PARKING AREAS.
REPORT BY	:	BOB RISTIC
NO. OF APPENDICES/ OBJECTIONS	:	1. SITE LOCATION PLAN

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The application relates to part of the Milestone School complex which is set on the northern side of Longford Lane, to the east of Brionne Way/Milford Close to the west of Longlevens Rugby Club.
- 1.2 This application specifically relates to the Chamwell Centre which is located to the eastern side of the site, as well as the area to the south of the site, which is laid out as a playground and parking area.
- 1.3 The application seeks planning permission for a single and two storey extension to create new building which would provide a host of specialist facilities including a new hydrotherapy pool, changing facilities, rebound therapy and soft play areas, physiotherapy, and other consulting rooms for use by Milestone School pupils as well as a variety of other community groups.
- 1.4 The application also proposes the re-siting of the playground area to west of the proposed extension and to the north of the access road through the site. The application also proposes the re-arrangement of the existing car parking facilities to the southern part of the site and would result in an overall increase

of 18 car spaces and 3 minibus spaces at the site, and would also remove the need for pupils to cross the road in order to access the existing play area.

- 1.5 The application has been brought before members as the floor area of the new building would be 1,430 square metres (therefore exceeding the 1,000 square metres) and cannot therefore be determined under officer's delegated powers.

2.0 RELEVANT PLANNING HISTORY

- 2.1 The school site has been subject to numerous planning applications over the years. The most recent of which are summarised below:

13/00089/FUL - 1.7 metre high netting attached to existing fencing (adjoining 23-32 Milford Close) and 2.4 metre high timber fence (adjoining 12 Ashmead & 1 Woodcote) Retrospective application

15/00092/DCC - Demolition of single storey structure and construction of single storey flat roof extension. Additional single storey extension to classroom.

13/00087/FUL - Proposed single storey classroom extension & relocation of glazed canopy.

11/01378/DCC - Erection of a single storey teaching block. (County Council Ref: 11/0077/GLREG3)

11/01236/FUL - Single storey classroom building

10/00948/DCC - Stationing of demountable classroom

3.0 PLANNING POLICIES

- 3.1 The statutory development plan for Gloucester remains the 1983 City of Gloucester Local Plan. Regard is also had to the policies contained within the 2002 Revised Deposit Draft Local Plan which was subject to two comprehensive periods of public consultation and adopted by the Council for development management purposes. The National Planning Policy Framework (NPPF) published in March 2012 is also a material consideration.

- 3.2 For the purposes of making decisions, the National Planning Policy Framework sets out that, policies in a Local Plan should not necessarily be considered out of date where they were adopted prior to the publication of the National Planning Policy Framework. In these circumstances due weight should be given to relevant policies in existing plans according to their degree of consistency with the National Planning Policy Framework.

- 3.3 Policy contained in the National Planning Policy Guidance is explained and amplified by the online National Planning Policy Guidance.

3.3 The policies within the 1983 and the 2002 Local Plan remain therefore a material consideration where they are consistent with the National Planning Policy Framework.

3.4 From the Second Stage Deposit Plan the following policy is the most relevant:

ST.1	Sustainable Development
ST.7	Urban Design Principles
BE.1	Scale, Massing and Height
BE.7	Architectural Design
BE.12	Landscape Schemes
BE.21	Safeguarding Amenity
TR.31	Road Safety
FRP.6	Surface Water Run Off

3.5 The site has no specific allocation or restrictions in the Second Stage Deposit Local Plan (2002).

3.6 In terms of the emerging Development Plan, the Council has prepared a Joint Core Strategy with Cheltenham and Tewkesbury Councils which was submitted to the Planning Inspectorate on 20th November 2014. Policies in the Submission Joint Core Strategy have been prepared in the context of the NPPF and are a material consideration. The weight to be attached to them is limited: the Plan has not yet been the subject of independent scrutiny and does not have development plan status. The Examination in Public has been ongoing since May 2015. In addition to the Joint Core Strategy, the Council is preparing its local City Plan which is taking forward the policy framework contained within the City Council's Local Development Framework Documents which reached Preferred Options stage in 2006.

3.7 On adoption, the Joint Core Strategy, City Plan and any Neighbourhood Plans will provide a revised local planning policy framework for the Council. In the interim period, weight can be attached to relevant policies in the emerging plans according to

- The stage of preparation of the emerging plan
- The extent to which there are unresolved objections to relevant policies; and
- The degree of consistency of the relevant policies in the emerging plan to the policies in the National Planning Policy Framework.

3.8 All policies can be viewed at the relevant website address:- Gloucester Local Plan policies – www.gloucester.gov.uk/planning; and Department of Communities and Local Government planning policies - www.communities.gov.uk/planningandbuilding/planning/.

4.0 CONSULTATIONS

4.1 Highway Authority (Gloucestershire County Council)

No objection – subject to conditions

4.2 **Tree Officer**

No objections to the revised landscaping scheme

4.3 **Environmental Health Officer**

No objections subject to conditions

4.4 **City Archaeologist**

No objection subject to conditions

4.5 **Lead Local Flood Authority (LLFA)**

Final comments/conditions are awaited.

5.0 PUBLICITY AND REPRESENTATIONS

5.1 The occupiers of 22 neighbouring properties were notified of the application by letter and a site notice was and press notice was also posted.

5.2 There have been no public representations in response to the consultation process.

5.3 The full content of all correspondence on this application can be viewed on the city council website via the following link:

<http://planningdocs.gloucester.gov.uk/default.aspx?custref=16/00322/FUL>

6.0 OFFICER OPINION

6.1 It is considered that the main issues with regard to this application are as follows:

- Design & Layout
- Residential amenity
- Traffic and transport

Design & layout

6.2 The application proposes a single and two storey building set back from Longford Lane by approximately 65 metres. The proposed building would have a striking modern appearance with a full height glazed screen wall framing the building entrance, 'brise soleil' detailing to the upper part.

6.3 The remainder of the building would be finished in contrasting brickwork which would break-up the massing of the development and add visual interest.

- 6.4 While the majority of the existing school buildings are single storey in height, the proposed single and two storey extension would nevertheless integrate well with the existing, extensive school complex and would include a single storey link to the main building.
- 6.5 Furthermore the eastern side elevation (save the plant room to the rear part of the roof) would step down to single storey in height and would be screened to a significant degree by a row of substantial Poplar trees along the boundary with the rugby club.
- 6.6 Additionally the two storey form also allows for the delivery of the required accommodation while minimising the overall footprint of the building and allowing for adequate playground and parking facilities to be maintained.
- 6.7 While the proposal would involve the removal of a number of existing trees within the site, the applicant has provided a comprehensive landscaping strategy which includes heavy standard compensatory tree planting. Accordingly the City Tree Officer has raised no objections subject to a condition requiring the implementation of the agreed landscaping scheme.
- 6.8 It is considered that the proposed extension would have a modern and high quality, bespoke appearance which as a result of the setback from the street and presence of existing and proposed landscaping, would preserve the visual amenities of the area and provide a positive addition to the street scene.

Residential Amenity

- 6.9 The proposed building would be set approximately 90 metres from the nearest residential property on the southern side of Longford Lane. Accordingly the proposed building would have no adverse impacts in terms of overbearing effect, adverse overlooking or loss of light.
- 6.10 The city environmental health officer has requested a precautionary noise condition to ensure any noise from plant at the building does not affect the living conditions of nearby properties.
- 6.11 Additionally, conditions requiring the approval of a construction method statement and restrictions to the hours of construction will ensure that there are no adverse impacts upon the living conditions of neighbouring occupiers throughout the construction process.

Traffic & Transport

- 6.12 The proposed works have been assessed by the County Council Highways officer who has advised that the means of access to the site will remain unchanged from the existing arrangement and suitable for the type of vehicular and pedestrians' movements associated with the development.

- 6.13 The parking layout has been realigned in order to accommodate for the school extension. The realignment has resulted in a proposed increase in car spaces by 18 to 138 and by 3 minibus spaces to 55.
- 6.14 It is considered that the parking provision is suitable for the expected number of vehicles. Furthermore the development proposed is to improve facilities rather than increase overall pupil numbers, therefore it would be expected that the number of vehicles would be similar in number to current volumes. Any increase that may occur would not be material or detrimental to highway safety.

Other matters

- 6.15 The applicant has finalised the principles of the drainage strategy for the site. While the Lead Local Flood Authority has accepted the recommendations in principle, their final advice and any necessary conditions are still awaited.
- 6.16 As a result of recent Neolithic and Roman period finds in the area, the city archaeologist has requested a condition to secure a programme of archaeological mitigation is considered appropriate.

7.0 CONCLUSION

- 7.1 The application proposes a substantial, modern and well-designed building which would offer an extensive range of facilities for the benefit of Milestone School and local groups.
- 7.2 The proposal would not result in any demonstrable harm to highway safety, the visual amenities of the area or adversely impact the living conditions of the occupiers of adjoining residential properties. The proposal is therefore considered to be acceptable and in accordance with Policies BE.1, BE.7, TR.31, FRP.6 and BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

8.0 RECOMMENDATIONS OF THE DEVELOPMENT CONTROL MANAGER

It is recommended that delegated powers be deferred to the Development Control Manager to grant planning permission subject to the following condition and any additional conditions deemed necessary by the LLFA.

Condition 1

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason

Required to be imposed by Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

Condition 2

The development hereby permitted shall be carried out in accordance with the approved Drawing nos.5172-P-200, 5172-P-600, 5172-P-700, 21st March 2016, Drawing No.16-00450 SP01A received by the local planning authority on 10th June 2016, drawing no.5172-P-1000 received by the local planning authority on 13th June 2016 and 5172-P-112 Rev.B received by the local planning authority on 16th June 2016 and any other conditions attached to this permission.

Reason

To ensure that the development is carried out in accordance with the approved plans and in accordance with policies contained within Second Deposit City of Gloucester Local Plan (2002).

Condition 3

No development or demolition below ground level shall take place within the application site until the applicant or their agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing by the local planning authority.

Reason

To make provision for a programme of archaeological mitigation, so as to record and advance understanding of any heritage assets which will be lost, in accordance with paragraph 141 of the National Planning Policy Framework

Condition 4

No construction works (with the exception of site preparation and excavation) shall take place until drainage plans for the disposal of foul and surface water flows have been submitted to and approved by the Local Planning Authority. The scheme shall be implemented in accordance with the approved details before the development is first brought into use.

Reason

This is to ensure that the development is provided with a satisfactory means of drainage as well as to reduce the risk of creating or exacerbating a flooding problem and to minimise the risk of pollution in accordance with To ensure that the development is provided with a satisfactory means of drainage as well as to reduce the risk of creating or exacerbating a flooding problem and to minimise the risk of pollution in accordance with policies FRP.1a, FRP.6 and FRP.11 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 5

No development shall take place, including any works of 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 a suitable construction vehicle access;
- provide for the parking of vehicles of site operatives and visitors;
- provide for the loading and unloading of plant and materials;

- provide for the storage of plant and materials used in constructing the development;
- provide for wheel washing facilities;
- provide measures to control the emission of dust and dirt during demolition/construction from ground works, haul roads, stockpiles and material handling/removal;
- light from security compounds;
- storage of waste.

Reason

To reduce the potential impact on the public highway and to safeguard residential amenity and prevent pollution in accordance with policies TR.31 and BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 6

No development works above DPC level shall take place until precise details including samples of materials to be used externally have been submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details and shall be similarly maintained thereafter.

Reason

To ensure a satisfactory appearance to the development in accordance with polices BE.1, BE7 and BE.21 of the Second Stage Deposit Local Plan 2002.

Condition 7

Prior to the first use of the building, precise details of any external lighting to the building and carpark areas shall be submitted to and approved in writing by the local planning authority. The lighting scheme shall be implemented and thereafter maintained in accordance with those approved details and be extinguished outside of the hours of operation of the development.

Reason

In the interest of the visual amenities of the area and to protect the living conditions of neighboring occupiers in accordance with Policies FRP.11 and BE.21 of the Gloucester Local Plan, Second Stage Deposit Local Plan 2002.

Condition 8

Prior to first use of the development hereby permitted, a noise assessment shall be carried out (by a competent person i.e. member of the IOA) to ensure that the rating level of any noise generated by mechanical plant associated with the development shall not exceed the pre-existing background level by more than 5dB(A) at any time. The noise levels shall be determined at nearby noise sensitive premises, and measurements and assessment shall be made in accordance with BS4142: 2014 Method of Rating Industrial Noise Affecting Mixed Residential and Industrial Areas.

Reason

To protect the living conditions of neighboring occupiers in accordance with Policies FRP.11 and BE.21 of the Gloucester Local Plan, Second Stage Deposit Local Plan 2002.

Condition 9

During the construction phase no machinery shall be operated, no process shall be carried out and no deliveries taken at or despatched from the site outside the following times: Monday-Friday 8.00 am-6.00pm, Saturday 8.00 am-1.00 pm nor at any time on Sundays, bank or public holidays.

Reason

To safeguard the amenity of the area in accordance with policy BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 10

The landscaping scheme as set out on approved drawing nos.5172-P-1000 and 45172-P-112 Rev.B shall be carried out concurrently with the development hereby permitted and shall be completed no later than the first planting season following the completion of the development. The planting shall be maintained for a period of 5 years. If during this time any trees, shrubs or other plants which are removed, die, or are seriously retarded shall be replaced during the next planting season with others of similar size and species unless the Local Planning Authority gives written consent to any variation. If any plants fail more than once they shall continue to be replaced on an annual basis until the end of the 5 year maintenance period.

Reason

To ensure a satisfactory and well planned development and to preserve and enhance the quality of the environment in accordance with policies BE4 and BE.12 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 11

Prior to the first use of the building hereby permitted, the vehicular parking and turning facilities shall be laid out and constructed in accordance with the approved drawing no. SP01 Rev A and those facilities shall be maintained available for those purposes thereafter.

Reason

To ensure that a safe, suitable and secure means of access for all people that minimises the conflict between traffic and cyclists and pedestrians is provided in accordance with policy TR.31 of the the Second Deposit City of Gloucester Local Plan (2002).

Note 1

Your attention is drawn to the requirements of the Building Regulations, which must be obtained as a separate consent to this planning decision. You are advised to contact the Gloucester City Council Building Control Team on 01452 396771 for further information.

Note 2

The proposed development will involve works to be carried out on the public highway and the Applicant/Developer is required to enter into a legally binding Highway Works Agreement (including an appropriate bond) with the County Council before commencing those works.

Note 3

The applicant is advised that there may be a public sewer located within the application site and encourage the applicant to investigate this. Please note that public sewers have statutory protection and may not be built close to, directly over or be diverted without consent. If there are sewers which will come into close proximity of the works, the applicant is advised to contact Severn Trent Water to discuss the proposals and we will seek to assist with obtaining a solution which protects both the public sewer and the building.

Note 4

Please note, when submitting a Building Regulations application, the building control officer is required to check the sewer maps supplied by Severn Trent and advise them of any proposals located over or within 3 meters of a public sewer. In many cases under the provisions of Building Regulations 2000 Part H4, Severn Trent can direct the building control officer to refuse building regulations approval.

Note 5

All crushers and screens that are to be used on site shall be accompanied by a Permit to Operate issued under the Environmental Permitting Regulations 2010.

Note 6

In accordance with the requirements of the National Planning Policy Framework, the Local Planning Authority has worked with the applicant in a positive and proactive manner in seeking solutions to secure sustainable development which will improve the economic, social and environmental wellbeing of the area. In particular, the Local Planning Authority has negotiated issues relating to the suitability of the means of access, drainage requirements and noise impact.

Decision:

Notes:

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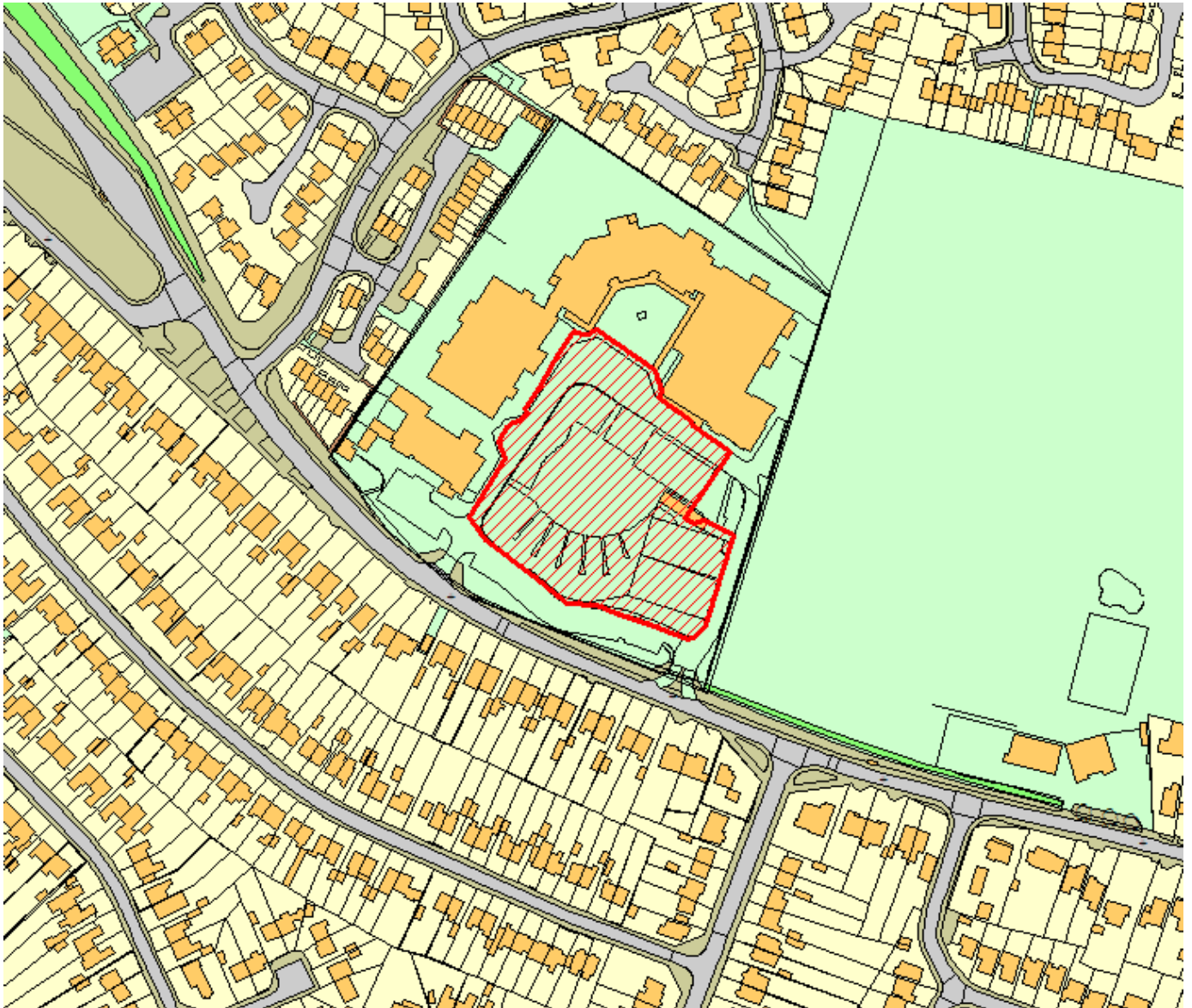
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Person to contact: Bob Ristic
(Tel: 396822.)

16/00322/FUL

Milestone School
Longford Lane
Gloucester
GL2 9EU

Planning Committee



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GLOUCESTER CITY COUNCIL

COMMITTEE	:	PLANNING
DATE	:	2ND AUGUSTY 2016
ADDRESS/LOCATION	:	LAND ADJACENT TO 2 HEMMINGSDALE ROAD.
APPLICATION NO. & WARD	:	14/00848/FUL WESTGATE
EXPIRY DATE	:	1ST AUGUST 2016 (TIME EXTENSION AGREED)
APPLICANT	:	MR ALISTAIR TIMMS
PROPOSAL	:	ERECTION OF A COMMERCIAL UNIT TO SERVE A MIXTURE OF USE CLASS B1 (BUSINESS) AND B8 (STORAGE AND DISTRIBUTION) USES. (AMENDED PLANS.)
REPORT BY	:	CAROLINE TOWNLEY
NO. OF APPENDICES/ OBJECTIONS	:	1. SITE LOCATION PLAN 2. LATE MATERIAL 5TH JULY 2016 3. PLANNING COMMITTEE REPORT OF 5TH JULY 2016

1.0 UPDATE REPORT

- 1.1 The application was reported to the Planning Committee on 5th July 2016. At this meeting Members expressed concerns regarding the external appearance of the building in particular the use of materials. It was suggested that amended plans should be submitted showing less cladding with a greater proportion of brickwork and glazing. It was also considered that the materials should be lighter in colour than those indicated on the submitted drawings.
- 1.2 Members confirmed that there was no objection to the proposed siting of the building, its overall height or intended use and resolved to defer the application to allow the submission of amended drawings showing revised materials and elevational details.
- 1.3 Amended plans have now been received following consultation with the Urban Design and Conservation Officers. The amended drawings incorporate widened brick piers, increased brickwork to the front elevation, vertical cladding alignment (wood effect) and larger window openings increasing the overall proportion of brickwork and glazing.

1.4 The Llanthony Secunda Priory Trust, Historic England, Conservation Officer and the Urban Design Officer have been re-consulted on the amended drawings. This consultation period expires on 27th July and any comments received will be reported as late material.

1.5 A copy of the 5th July committee report and late material are attached as an appendix.

2.0 PUBLICITY, CONSULTATIONS AND REPRESENTATIONS

2.1 Llanthony Priory Trust, Historic England, Conservation Officer and the Urban Design Officer have been re-consulted on the amended drawings. This consultation period expires on 27th July and any comments received will be reported as late material.

2.2 **Conservation Officer** – There have been significant discussions between Officers and the Architect there have been a number of changes to the design which includes introduction of larger areas of glazing and reduction of cladding panels, the widening of the brick piers, retaining the vertical emphasis and adding a low brick plinth to ground the building. These have been positive changes to the scheme and with the introduction of deep window reveals and a considered choice in materials I believe that the changes creates a scheme which will not have a harmful impact upon the special character of the designated heritage assets of Llanthony Priory.

All materials will need to be of a high quality and it is critical that we have material samples of the cladding to view, bricks should respond with Llanthony Priory and windows should be slim profile aluminium. A condition will be required for samples of the materials to be agreed in advance of works together with any landscaping and boundary treatments.

2.4 The full content of all correspondence on this application can be inspected at Herbert Warehouse, The Docks, Gloucester, or via the following link, prior to the Committee meeting:

<http://planningdocs.gloucester.gov.uk/default.aspx?custref=14/00848/FUL>

3.0 OFFICER OPINION

3.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 provides that where regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.

3.2 At its meeting on 5th July the Committee accepted the principle and use of the building, its siting and scale. The amended drawings increase the amount of brickwork and glazing to the elevations and also propose vertically aligned timber effect cladding in response to the concerns expressed by Members. It

is considered that the revised drawings represent positive changes and an improvement to the overall design of the building and will raise the quality of the built form in the area. All other considerations remain unchanged

4.0 RECOMMENDATIONS OF THE DEVELOPMENT CONTROL MANAGER

- 4.1 That authority is delegated to the Development Control Manager to grant, subject to the satisfactory completion of a Unilateral Undertaking from the applicant to secure a financial contribution of £3,000 to be spent on flood compensation works at Alney Island, adjacent to Over Causeway, planning permission subject to the following conditions:

Condition 1

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason

Required to be imposed by Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

Condition 2

The development hereby permitted shall be carried out in accordance with the approved drawing nos. 1106/09A received by the Local Planning Authority on 14th June 2016 and 1106/03M received by the Local Planning Authority on 15th July 2016 and any other conditions attached to this planning permission.

Reason

To ensure that the development is carried out in accordance with the approved plans and in accordance with policies contained within Second Deposit City of Gloucester Local Plan (2002).

Condition 3

No development shall take place, including any works of 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:

- i. specify the type and number of vehicles;
- ii. provide for the parking of vehicles of site operatives and visitors;
- iii. provide for the loading and unloading of plant and materials;
- iv. provide for the storage of plant and materials used in constructing the development;
- v. provide for wheel washing facilities;
- vii. measures to control the emission of dust and dirt during construction.

Reason

To ensure that appropriate measures are in place prior to the commencement of development to reduce the potential impact on the public highway and

accommodate the efficient delivery of goods and supplies in accordance paragraph 35 of the National Planning Policy Framework.

Condition 4

No development approved by the permission shall be commenced until a detailed drainage strategy for the disposal of surface water and foul sewage has been submitted to and approved in writing by the Local Planning Authority. The Strategy should be supported by evidence of ground conditions and modelling of the scheme to demonstrate it is technically feasible and for the disposal of surface water in accordance with the principles of Sustainable Urban Drainage (SUDS). The Strategy shall be carried out in accordance with the approved details before the development is first brought into use and maintained thereafter for the duration of the development.

Reason

To ensure the development is provided with a satisfactory means of drainage and thereby preventing the risk of flooding and to minimise the risk of pollution in accordance with sustainable objectives of Gloucester City Council and Central Government and policy FRP.6 of the Second Deposit City of Gloucester Local Plan (2002). It is important that these details are agreed prior to the commencement of development as any works on site could have implications for drainage in the locality.

Condition 5

Notwithstanding the details submitted no development works above DPC level shall take place until details or samples of materials to be used externally on walls, roofs, windows, external doors together with details of rainwater goods have been submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

Reason

To ensure a satisfactory appearance to the development and to ensure that they harmonise with the surroundings in accordance with policy BE.20 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 6

Notwithstanding the details submitted no development shall take place until details of the proposed Finished Floor Levels of the building have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason

To ensure that the details are agreed prior to the commencement of development to protect the development from flooding in accordance with policy FRP.1a of the Second Deposit City of Gloucester Local Plan (2002).

Condition 7

Prior to the commencement of the development full details of the proposed flood resilient and flood defence construction measures to be incorporated

into the building to minimise damage caused by flooding shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented in all respects before the occupation of the development and retained for the duration of the development.

Reason

To ensure that details are agreed prior to the commencement of development minimise any damage to the properties as a result of flooding in accordance with the provisions of the National Planning Policy Framework and Policy FRP.1a of the Second Deposit City of Gloucester Local Plan (2002).

Condition 8

No development shall take place until there has been submitted to and approved in writing by the local planning authority a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed in accordance with a timetable to be agreed in writing with the local planning authority. Development shall be carried out in accordance with the approved details.

Reason

It is important that these details are provided prior to the commencement of development to ensure that adequate protection is provided to neighbouring properties in the interests of residential amenity and to ensure dwellings have satisfactory protection and privacy in accordance with policies BE.21 and BE.4 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 9

During the construction phase no machinery shall be operated, no process shall be carried out and no deliveries taken at or despatched from the site outside the following times: Monday-Friday 8.00 am-6.00pm, Saturday 8.00 am-1.00 pm nor at any time on Sundays, Bank or Public Holidays.

Reason

To protect the amenity of local residents in accordance with policy BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 10

During the construction phase no power tools or machinery shall be used on the site, other than portable hand tools between 08:00 and 08:30hrs Monday – Friday or between 08:30 and 09:00hrs Saturdays.

Reason

To safeguard the amenity of the area in accordance with policy BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 11

No burning of materials/substances during demolition/construction phases
No materials or substances shall be burnt within the application site during the construction phase.

Reason

To safeguard residential amenity and prevent pollution in accordance with policy BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 12

The building hereby permitted shall not be occupied until a Flood Evacuation and Management Plan has been submitted to and agreed in writing by the Local Planning Authority. The Management plan shall include procedures for the evacuation of the site in the event of flooding and the design and location of appropriate signage and flood warning notices to make staff and visitors to the site aware of the potential flood risk at the site and evacuation procedures during times of flood. The approved Management Plan shall be implemented prior to the first occupation of the development with the approved notices kept legible and clear of obstruction and maintained as such for the life of the development.

Reason

To ensure that owners and occupiers of premises are aware that the site is at risk of flooding and have suitable evacuation procedures in place in accordance with the National Planning policy Framework and in accordance with Policy FRP.1a of the Second Deposit Gloucester City Local Plan (2002).

Condition 13

Prior to the occupation of the development hereby permitted details of the vehicular access shall be submitted to and agreed in writing by the Local Planning Authority. The development shall be constructed in accordance with the approved details and shall be maintained for the duration of the development.

Reason

To reduce potential highway impact by ensuring the access is suitably laid out in accordance with Paragraph 35 of the National Planning Policy Framework.

Condition 14

The building hereby permitted shall not be occupied until the vehicular parking and turning facilities have been provided in accordance with the submitted drawing no. 1106-09 A, and those facilities shall be maintained for those purposes for the duration of the development.

Reason

To reduce potential highway impact by ensuring that adequate parking and manoeuvring facilities are available in accordance with Paragraph 35 of the National Planning Policy Framework.

Condition 15

The building shall not be occupied until measures to discourage seagulls from nesting and roosting on the buildings hereby approved have been implemented in accordance with details to be submitted to and approved in writing by the Local Planning Authority.

Reason

In the interests of the appearance of the development and to avoid nuisance caused by nesting and roosting seagulls, in accordance with Policy SD5 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy Submission Version November 2014, Paragraphs 17 and 58 of the National Planning Policy Framework and Policy BE.10 of the City of Gloucester Second Deposit Local Plan 2002.

Condition 16

The building shall not be occupied until details of a lighting scheme to illuminate the external areas of the application site have been submitted to and approved in writing by the Local Planning Authority. The details shall include the lighting fixtures, their location on the site/on the buildings, and the extent of illumination. The scheme is also to include details on how the impact of how floodlights and external lighting will be minimised. Development shall be carried out in accordance with the approved details and there shall be no other external illumination of the development unless otherwise agreed in writing by the Local Planning Authority.

Reason

In the interests of crime prevention in accordance with Policy BE.5 of the City of Gloucester Second Deposit Local Plan 2002.

Condition 17

No part of the development shall be occupied until covered and secure cycle storage facilities have been laid out within the site in accordance with details to be submitted to and agreed in writing by the Local Planning Authority; and those facilities shall be maintained for the duration of the development.

Reason

To ensure that adequate cycle parking is provided to promote sustainable transport in accordance with paragraph 32 of the NPPF.

Condition 18

Noise generated and associated with the extract system shall be controlled such that the rating level, in accordance with BS 4142: 2014, measured or calculated at 1m from the facade of the nearest noise sensitive premises of the proposed development shall not exceed a level of 5dB below the existing LA90 background with no tonal element to the plant.

Reason

To safeguard the amenity of the area in accordance with policy BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 19

The loading and unloading of service and delivery vehicles together with their arrival and departure from the site shall not take place outside the hours of 07:00 to 19:00 Mondays to Fridays, 08:00 to 18:00 on Saturdays and 10:00 to 14:00 on Sundays, Bank or Public Holidays.

Reason

To safeguard the amenities of the locality in accordance with policy BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 20

The trade counter area of the building shall be restricted to that area indicated on the approved plans drawing no. 1106/03 K and shall at all times remain ancillary to the main uses of the unit for purposes within Use Classes B1 (business) and B8 (storage or distribution) of the Town and Country Planning (Use Classes) Order 1987, or in any provision equivalent to the Class in any statutory instrument revoking and re-enacting that Order with or without modification. The buildings shall be used for no other purposes whatsoever without the prior permission in writing of the local planning authority.

Reason

The Council wishes to retain control over the nature and use of the given the location of the site outside of a designated shopping area and to ensure the in accordance with policy and S4a within the Second Deposit City of Gloucester Local Plan (2002).

Notes

1. There may be a public sewer located within the application site and Severn Trent Water encourages the applicant to investigate this. Please note that public sewers have statutory protection and may not be built close to, directly over or be diverted without consent. If there are sewers which will come into close proximity of the works, the applicant is advised to contact Severn Trent Water to discuss the proposals to seek assistance with obtaining a solution which protects both the public sewer and the building.
2. When submitting a Building Regulations application, the building control officer is required to check the sewer maps supplied by Severn Trent Water and advise them of any proposals located over or within 3 metres of a public sewer. In many cases under the provisions of Building Regulations 2000 Part H4, Severn Trent can direct the building control officer to refuse building regulations approval.
3. This permission does not authorise the display of any advertisements on the site and very careful consideration will be required to ensure that any signage is appropriate and sensitively located on the building so as minimise its impact on the street scene and setting of the Llanthony Priory. A Separate application should be made to Gloucester City Council in accordance with the Town and Country Planning (Control of Advertisements) Regulations 1992.

Statement of Positive and Proactive Engagement

In accordance with the requirements of the NPPF the Local Planning Authority has sought to determine the application in a positive and proactive manner by offering pre-application advice, publishing guidance to assist the applicant, and publishing to the council's website relevant information received during the consideration of the application thus enabling the applicant to be kept informed as to how the case was proceeding.

Decision:

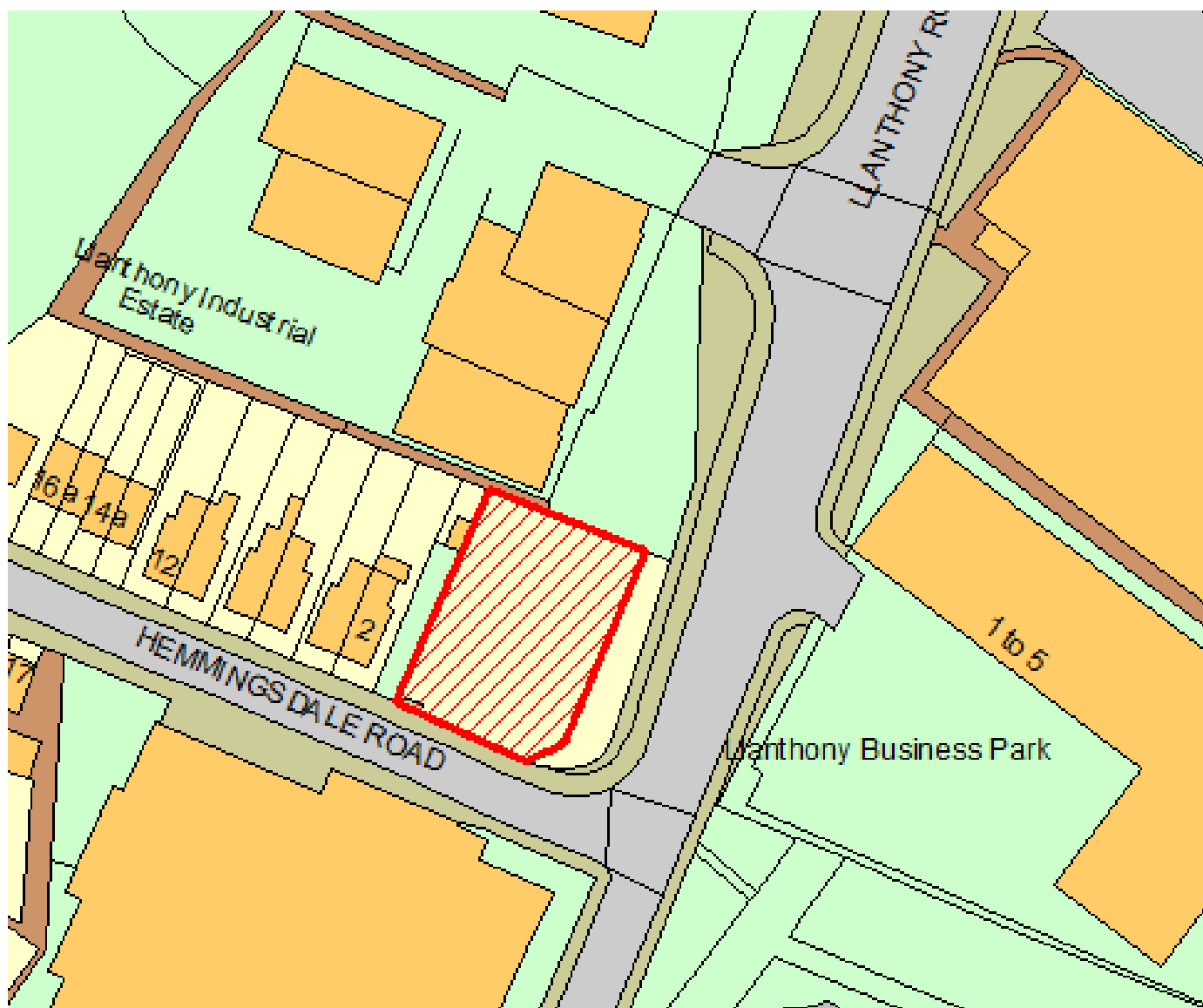
Notes:

Person to contact: Caroline Townley
(Tel: 396780.)

14/00848/FUL

Land Adjacent 2
Hemmingsdale Road
Gloucester

Planning Committee 02.08.2016





Gloucester City Council

PLANNING COMMITTEE

Meeting: Tuesday, 5th July 2016 at 6.00 pm
in Civic Suite, North Warehouse, The Docks, Gloucester, GL1 2EP

ADDENDUM

The following item although provided for on the agenda front sheet was not available at the time of dispatch:

4.	LATE MATERIAL Document relates to agenda item 5
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Yours sincerely

Jon McGinty
Managing Director

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**Ms Caroline Townley
Gloucester City Council
Development Control
Herbert Warehouse
The Docks
GLOUCESTER
GL1 2EQ**

17 May 2016

Dear Ms Townley,

TOWN AND COUNTRY PLANNING ACT 1990

Planning Application 14/00848/FUL - Consultation on Amended Plans - erection of two commercial units, to serve a mixture of Class B1 (Business) and B8 (Storage and Distribution) uses on land at Hemmingsdale Road, Gloucester.

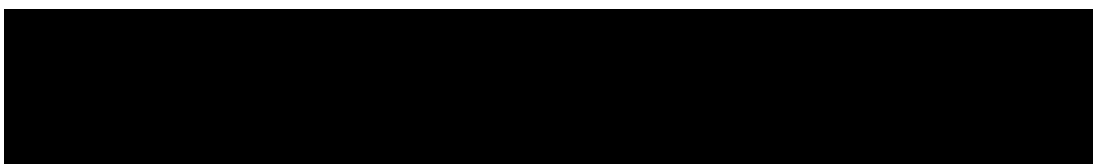
Thank you for re-consulting the Llanthony Secunda Priory Trust (LSPT) on the amended plans received in respect of this application. Given the passage of time (the application was lodged in 2014), we had rather assumed that the application had been abandoned.

As you may recall, LSPT set out its concerns about this proposal in its letter of 8 September 2014 (copy attached for convenience). You will also be aware that Historic England (then English Heritage) expressed similar concerns (its letter of 10th October 2014).

The Trust has now studied the amended plans. Unfortunately, our view is unchanged and the revisions do little if anything to address our concerns. Indeed, the photomontage images produced by the Applicant appear to us as pictorial 'reasons for refusal'. It is simply not appropriate to impose utilitarian trading estate 'architecture' on the doorstep of such an important and sensitive heritage site.

It is worth reminding that Llanthony is a site of national and, indeed, international heritage significance. It has been neglected and abused through the twentieth century and its survival is remarkable. The site is a scheduled monument and contains no less than six Grade 1 listed buildings.

You will also be aware that LSPT has now secured a £3,194,400 Heritage Lottery Fund grant for the Llanthony Secunda Re-formation Project. This project will see the major heritage buildings – the Medieval Range, Victorian Farmhouse and Brick Range



all repaired, restored and brought back into active and vibrant use. The grounds will also see the first phase of the Trust's landscape masterplan implemented. There is an ambitious plan of activities including a wide range of involvement for College students and the local community, with outdoor events and plenty of opportunities to engage with the site in different ways.

Llanthony is now set to become one of the most significant heritage sites in Gloucester and this underlines the importance of protecting its setting.

The current proposals under 14/00848/FUL do not protect its setting and would cause substantial harm to it. It is a large, boxy, utilitarian structure and the only relief from the expansive clad Llanthony Road elevation is provided by a series of narrow brick piers.

LSPT notes that the Council's Urban Design officer recognises that there will be an impact on Llanthony, but seems to think that the amended scheme is acceptable and will set a 'benchmark'. I am afraid that LSPT must disagree. LSPT considers that an approach of 'it's a bit better than Bikini Bathrooms' is just not good enough and fails to recognise the nationally important status of the Llanthony heritage assets.

Our position is fully supported by Chapter 7 of the NPPF, which requires 'good design', and by Chapter 12 that sets out the imperative of conserving and enhancing the historic environment. Indeed, the Framework could not be clearer with paragraph 132 stating that '*great weight*' should be given to such considerations and that '*...the more important the asset, the greater the weight should be*'.

I would be grateful if you would acknowledge this letter and keep LSPT informed of any further revisions to the submitted application. We would stress again that we are not opposed to development on this site, but the design needs to be much improved and past mistakes must not be repeated.

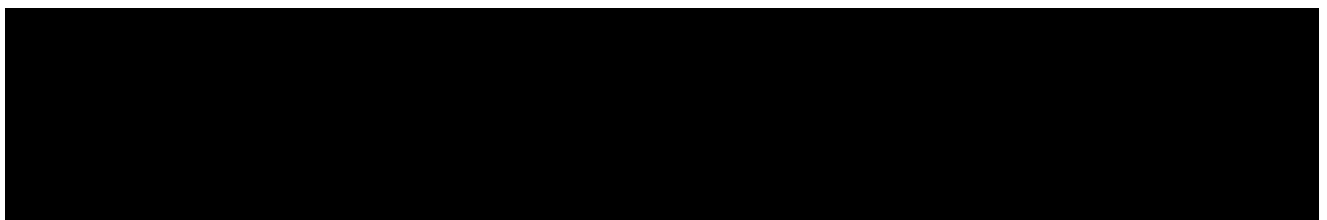
Yours sincerely,

Philip Staddon

Director Trustee – Llanthony Secunda Priory Trust

Enclosure: Letter of 8 September 2015

Copy to: Melanie Barge, Historic England



GLOUCESTER CITY COUNCIL

COMMITTEE : **PLANNING**

DATE : **5TH JULY 2016**

ADDRESS/LOCATION : **LAND ADJACENT TO 2 HEMMINGSDALE ROAD.**

APPLICATION NO. & WARD : **14/00848/FUL WESTGATE**

EXPIRY DATE : **1ST AUGUST 2016 (TIME EXTENSION AGREED)**

APPLICANT : **MR ALISTAIR TIMMS**

PROPOSAL : **ERECTION OF A COMMERCIAL UNIT TO SERVE A MIXTURE OF USE CLASS B1 (BUSINESS) AND B8 (STORAGE AND DISTRIBUTION) USES. (AMENDED PLANS.)**

REPORT BY : **CAROLINE TOWNLEY**

NO. OF APPENDICES/ OBJECTIONS : **1. SITE LOCATION PLAN**

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The application site is a vacant plot located on the northern side of Hemmingsdale Road at its junction with Llanthony Road. To the west of the site are three pairs of semi-detached properties. To the north and south of the site are commercial units. Llanthony Road bounds the site to the east with Llanthony Priory and Gloucestershire College on the opposite side of the road.
- 1.2 The site was formerly occupied by three pairs of Victorian semi-detached houses which fronted onto Llanthony Road. Gloucestershire County Council acquired these properties to allow for the construction of the Llanthony section of the South West Bypass. As a result of on-going problems with vandalism the houses were demolished in 2000. The land was subsequently declared surplus to the County Council requirements and outline planning permission (with all matters reserved) was granted to the County Council for residential development on 6th January 2004.
- 1.3 Following the grant of outline planning permission an application for reserved matters was subsequently approved on 1st March 2007 for 4 no. semi-detached 3 bedroom houses fronting onto Hemmingsdale Road with private

gardens to the rear. This permission was not implemented and has since expired.

- 1.4 The originally submitted application sought full planning permission for the erection of a building containing two commercial units to be used for a mix of storage and distribution (Use Class B8) and light industrial (Use Class B1). However, following allocation of funding for the completion of the South West Bypass, Gloucestershire County Council instructed Amey to undertake design work to identify the most appropriate scheme with the funding available. The latest plans provide two lanes in each direction and a lane for right turning. This plan impacts on the applicants site and has resulted in revised drawings being submitted which will set the building further back from Llanthony Road to allow for the greater land take associated with the revised plans to widen the Bypass.
- 1.5 The amended plans now propose a single unit to be occupied by Middleton Panels and Paint suppliers of automotive paint, panels, tools and accessories.
- 1.6 The proposed building will be located along the eastern boundary of the site with vehicular and pedestrian access gained from Hemmingsdale Road. The building is two storeys in height and of a modern design with an overall height of approximately 7.4 metres. The proposed materials comprise of a mixture of red brickwork, timber effect cladding and grey roof cladding.

2.0 RELEVANT PLANNING HISTORY

- 2.1 The site was previously occupied by 3 pairs of semi-detached houses, which were demolished in 2000. There have been a number of subsequent planning applications for the site:

01/00899/OUT - Outline residential development (all matters reserved).
Granted 6th January 2004.

04/01042/OUT - 12 no. flats in three-storey block with associated car parking.
Outline application including siting, access, design and means of access.
Withdrawn 24.1.05.

05/00945/OUT - A further outline application was received and validated on 16th August 2005 for the erection of a three-storey building comprising of 8 flats with car parking served from Hemmingsdale Road. The proposed building backed onto Llanthony Road with its front looking towards the side of No. 2 Hemmingsdale Road. Vehicular access was proposed from Hemmingsdale Road with 8 car parking spaces together with bin/bicycle stores on the ground floor. The living accommodation was proposed on the first and second floors. This application was refused on 11th October 2005 under Officers delegated powers.

06/01243/FUL – Erection of 5 no. 2 bed dwelling houses. This application was withdrawn.

07/00046/REM – Erection of four semi-detached dwellings. Approved 1st March 2007.

08/01619/OUT – Erection of four semi-detached dwellings. Refused 7th April 2009.

09/01140/FUL - Temporary use of land for a private car park, surfacing and erection of 1 metre high perimeter fence. Refused on highway grounds 21st December 2009.

12/00312/FUL – Temporary use for car parking for customers of The Priory Café. Granted temporary consent 21st May 2012.

3.0 PLANNING POLICIES

3.1 The statutory development plan for Gloucester remains the 1983 City of Gloucester Local Plan. Regard is also had to the policies contained within the 2002 Revised Deposit Draft Local Plan which was subject to two comprehensive periods of public consultation and adopted by the Council for development control purposes. The National Planning Policy Framework has been published and is also a material consideration.

3.2 For the purposes of making decisions, the National Planning Policy Framework sets out that, policies in a Local Plan should not be considered out of date where they were adopted prior to the publication of the National Planning Policy Framework. In these circumstances due weight should be given to relevant policies in existing plans according to their degree of consistency with the National Planning Policy Framework.

3.3 The policies within the 1983 and the 2002 Local Plan remain therefore a material consideration where they are consistent with the National Planning Policy Framework.

3.4 From the Second Stage Deposit Plan the following policy is the most relevant:

Policy FRP.9 (Light Pollution)

Policy FRP.10 (Noise)

Policy BE.1 (Scale Massing and Height)

Policy BE.6 (Access for All)

Policy BE.7 (Architectural Design)

Policy BE.21 (Safeguarding of Amenity)

Policy BE.23 (Development Affecting the Setting of Listed Buildings)

Policy TR.5 (South West Bypass)

Policy TR.9 (Parking Standards)

Policy TR.12 (Cycle Standards)

Policy TR.31 (Road Safety)

Policy FRP.1a (Development and Flood Risk)

Policy S.4a (New Retail Development Outside Designated Centres)

- 3.5 In terms of the emerging local plan, the Council has prepared a Joint Core Strategy with Cheltenham and Tewkesbury Councils which was submitted to the Planning Inspectorate on 20th November 2014. Policies in the Submission Joint Core Strategy have been prepared in the context of the NPPF and NPPG and are a material consideration. The weight to be attached to them is limited; the Plan has not yet been the subject of independent scrutiny and does not have development plan status. The Examination in Public has been ongoing since May 2015. In addition to the Joint Core Strategy, the Council is preparing its local City Plan which is taking forward the policy framework contained within the City Council's Local Development Framework Documents which reached Preferred Options stage in 2006.
- 3.6 On adoption, the Joint Core Strategy, City Plan and any Neighbourhood Plans will provide a revised planning policy framework for the Council. In the interim period, weight can be attached to relevant policies in the emerging plans according to
- The stage of preparation of the emerging plan
 - The extent to which there are unresolved objections to relevant policies; and
 - The degree of consistency of the relevant policies in the emerging plan to the policies in the National Planning Policy Framework.
- 3.7 All policies can be viewed at the relevant website address:- Gloucester Local Plan policies – www.gloucester.gov.uk/planning; and Department of Community and Local Government planning policies - www.communities.gov.uk/planningandbuilding/planning/.

4.0 CONSULTATIONS

- 4.1 **Gloucestershire County Council (Highways)** – No highway objections subject to conditions. Confirm that the revised plans will not prejudice the delivery of the widening of the Gloucester South West Bypass. The site access, layout and parking remain largely unchanged and are acceptable.
- 4.2 **Historic England (Amended plans)** – Previously commented on this application (10 October 2014 and 3 July 2015) outlining the lack of information on the impact of the application on Llanthony Priory; situated opposite the application site. Although some additional information was provided it was not sufficient and in our last response we undertook our own assessment of the impact based on the information provided. Our assessment has not changed based on the new information that has now been provided. Previously we concluded that the new building would cause harm to the setting of the asset, but that the harm was less than substantial. Therefore it is for the Local Authority to decide if that harm is outweighed by the benefits of this development (NPPF 134).

Our assessment from 2015 was:

Llanthony Priory was one of the wealthiest Priors in England and as such its buildings reflect that wealth. The Church and associated religious buildings

were removed in the 18th and 19th centuries. The buildings that remain provide an insight into the domestic arrangements of a large religious community. The buildings within this area of the priory are large and impressive, showing off the wealth and power of that community. Hempsted Lane was a major approach to the site as shown by the large gateway and decorated boundary wall.

The setting of the Priory has been altered in the 20th century by the construction of large industrial buildings around all sides of the surviving Priory buildings. Along Hempsted Lane this has been further altered by the adoption of the Lane as part of the relief road for Gloucester, increasing traffic use close to the 16th century boundary wall and Gatehouse.

The introduction of a new industrial unit on this site on a currently vacant plot will further alter the assets setting. We have been able to assess that impact based on our knowledge of the site and the photomontages provided in the amended application documents.

Part of the assets significance is its prominence along Hempsted Lane and the visual impact of the large medieval buildings as you travel along that road. The introduction of the new unit will cause some impact on that significance by drawing the eye of the passer-by to it rather than the Priory buildings. As visually it will be more prominent as you travel north along the road. Travelling south it will not be so much of an impact as the Priory buildings do not come into view until you have passed the site.

There is therefore some harm to the setting of the asset and therefore to its significance but that harm is less than substantial (NPPF 132). It is for the Local Authority to decide if that harm is outweighed by the benefits of this development (NPPF 134).

Recommendation

We recommend that the application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice.

- 4.3 **Llanthony Secunda Priory Trust (LSPT)** - Llanthony Secunda Priory Trust (LSPT) was established in late 2007 as a vehicle to restore, repair and find a new future for the Llanthony Secunda site. The site is of national and, indeed, international importance as a heritage asset. The site is covered by a Scheduled Ancient Monument designation and there are no less than six Grade 1 listed buildings (plus the Grade 2 listed farmhouse).

Llanthony is one of the most significant heritage sites in the city of Gloucester and captures nine centuries of Gloucester (and England's) history. However, for many years Llanthony was lost within, and threatened by, the industrial land uses and activities that surrounded and swamped it. The twentieth century was not kind to Llanthony and the neglect and dereliction placed its future survival in peril.

However, the substantial achievements secured in terms of leading and delivering regeneration in Gloucester Docks and Quays has fundamentally transformed the setting of Llanthony. Although there is still much more work to be done, the profound and positive changes to Llanthony's setting, through the delivery of the new Gloscol campus and the Gloucester Quays development, have provided the essential backcloth to the successful work of LSPT.

LSPT, which is made up entirely of volunteer Trustees has made huge strides in defining a new future for this nationally important heritage site. To date, significant repairs have been carried out and the Trust has defined an ambitious multi-million pound project to restore / repair all of the buildings and to establish the site as a vibrant and successful multi-activity heritage and learning site. The Trust has secured a Round 1 HLF grant and has appointed a project manager and design team which is currently working up a detailed scheme for HLF round 2 approval. This project, along with the Cathedral's Project Pilgrim, will together deliver major flagship heritage projects that will redefine Gloucester as an historic city.

This background context is important. It underlines the importance of the Llanthony site nationally and the imperative of scrutinising closely any development proposals within its setting. We do not wish to see a repeat of past mistakes where inappropriate uses and development have damaged or detracted from the unique heritage at Llanthony.

The Trust wishes to raise the following two issues in relation to the current application:

- i) Road widening – aware that the County Council is now seeking to progress a widening scheme which should enable the carriageways to be realigned away from the Grade 1 listed boundary walls. This scheme involves forecourt land on the other side of the road (Bikini Bathrooms and adjacent to Hemmingsdale Road). Before any decision is made request that the County Council is asked to confirm that the development proposal will not prejudice, in any way, its widening scheme which is regarded by the Trust as essential to protect the Grade 1 listed heritage assets and improve Llanthony's immediate boundary environment.
- ii) Design / Impact on setting of Llanthony Secunda Priory - Whilst the development is not immediately adjoining the site boundary of Llanthony Priory, the site nonetheless forms part of the setting of this nationally important site. The setting of Llanthony has been dramatically improved in recent years and the Trust is keen to ensure that it is further enhanced.

The application proposal is for a substantial utilitarian structure which would not be out of place on a trading estate. Given its location, it will be very prominent and will, without doubt, fall within Llanthony's setting, particularly when approaching from the north. The Trust has concerns about the proposed design in this location, as it considers

that it will harm, and certainly will not improve, the setting of the Priory site.

The Trust is not opposed to development on this site *per se* but wishes to see the design approach reconsidered and revised. The Trust would like to see a much improved and more sympathetic design and the use of more traditional and mellower facing materials to ensure that the setting of the nationally important heritage site is properly respected. Such a position is fully supported by Chapter 7 of the NPPF, which requires 'good design', and by Chapter 12 which sets out the imperative of conserving and enhancing the historic environment. Indeed, the Framework could not be clearer with paragraph 132 stating that '*great weight*' should be given to such considerations and that '*...the more important the asset, the greater the weight should be*'.

Llanthony's fortunes are changing for the better but the Trust wishes to ensure that past mistakes are not repeated. Our work on transforming Llanthony needs to be supported by the highest standards of design on neighbouring sites that form the setting of this nationally important heritage site.

- 4.3 **Severn Trent Water** – No objection to the proposal subject to the inclusion of a condition requiring the submission and approval of plans for the disposal of surface water and foul sewage. Advise that there may be a public sewer located within the application site and the applicant should investigate this.
- 4.4 **Environment Agency** – The proposals do not feature on our consultation matrix reference should be made to our standing advice.
- 4.5 **City Council's Conservation Officer** – The existing development along the western side of Llanthony Road is generally of poor quality and consists of 2 storey commercial and light industrial uses.

Due to the schemes location, close to the designated heritage assets of Llanthony Priory, the applicant was advised to undertake further work in regards to producing computer generated images (CGI's) from and around the Priory grounds to assess the visual impact of the proposed scheme. The location of these visuals was agreed with the Conservation Officer and the Inspector of Ancient Monuments for Historic England.

The visuals produced demonstrate the proposed building will not be of significant harm to the setting of the designated heritage assets of Llanthony Priory, the revision to the materials palette to be a multi brick and mixed timber cladding panel provides a simple and modern approach but the Conservation officer has questioned the choice of materials and whether a greater ratio of brick and the introduction of glazing would be better suited rather than cladding. As previously advised the elevational form and cladding treatment is of particular importance to minimise the impact of the new buildings on the designated assets of Llanthony Priory as well as raising the standard of development along this industrial corridor. The historic map

research provides useful information and the building has been located to follow the historic development pattern and existing built form. Although further information was requested regarding the impacts of the development it is felt that the CGI's produced have provided sufficient information to assess the impact of the proposal.

The National Planning Policy Framework states that heritage assets are an irreplaceable resource and any development should protect and enhance our historic environment and should conserve heritage assets in a manner appropriate to their significance. Paragraphs 126 to 141 are the core historic environment policies in chapter 12. Due to the industrial character and nature of the area there are no objections to this proposal, the development will not be of significant harm to the designated heritage assets but materials and signage will require conditioning to ensure these are high quality and any future advertisements are appropriate and sensitively located.

- 4.6 **Urban Design Officer** – The amended plans principally address the siting of the building and the elevational treatment proposed. Consider that the revised design will raise the quality of the built form in the area, particularly considering the poor quality of the existing commercial units directly adjacent to the listed priory wall, and the existence of the ring road and other metal commercial units.
- 4.7 **City Archaeologist** – This site has already been subject to archaeological evaluation (trial trenching) and no significant archaeological remains were identified during that investigation.
- 4.8 **Environmental Health Officer** – No objections subject to the inclusion of conditions.
- 4.9 **Drainage Engineer** – No objection subject to conditions and Legal Agreement to secure compensatory flood storage.
- 4.10 **Contaminated Land Advisors** – No adverse comments.

5.0 PUBLICITY AND REPRESENTATIONS

- 5.1 The application has been publicised through the display of a site notice. In addition 36 properties have been notified of the application in writing of the originally submitted application and subsequent two amendments.
- 5.2 No letters of representation have been received.
- 5.4 The full content of all correspondence on this application can be inspected at Herbert Warehouse, The Docks, Gloucester, or via the following link, prior to the Committee meeting:

<http://planningdocs.gloucester.gov.uk/default.aspx?custref=14/00848/FUL>

6.0 OFFICER OPINION

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 provides that where regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.

Siting and Design of the Building

6.2 The originally submitted proposal was for a building sited at a right angle to the latest submission, along the northern boundary. This went against the historic development pattern of the area, the existing development pattern and would have resulted in an overbearing impact on the adjacent residential property.

6.3 Amended plans were submitted proposing a building that defines the main road and is set further away from the property to the west. It also follows the historic development line. The scale of the development broadly reflects the built form in the surrounding area. Further amended plans have since been submitted so as not to prejudice the latest scheme for the widening of the South West Bypass. These plans set the building further back from Llanthony Road to allow for the greater land take required for the Bypass and has resulted in the loss of the second unit.

6.4 The various views which have been produced of the development do show some visual impact from within the priory grounds. However, given the positive design of the proposed development and the negative existing character of the numerous industrial and commercial units which line Llanthony Road, it is considered that there will be an overall improvement to the quality and character of the area.

6.5 The development of the design of the architectural detailing has followed a simple and modern approach, with strong vertical brick pillars forming the main separating elements to the timber-effect main façade materials. The style somewhat reflects the functional use and has a generally warehouse character, but also the use of brick and timber does reflect the brick of the priory walls and buildings, with the timber reflecting the established landscaping in the area. The contrasting panels are designed to continue the window sections through the blank sections and to add interest. The timber-effect panels were also introduced to add interest to the fairly dull single colour panels which were originally proposed.

6.6 Given the simplicity of the design, the final choice of materials will be a key consideration and a condition requiring a sample of the proposed conditions is recommended.

6.7 Overall it is considered that the revised design will raise the quality of the built form in the area.

Conservation Issues

- 6.8 The application site is located within a prominent location and could potentially impact on the designated heritage assets of Llanthony Priory. The Llanthony Priory site was scheduled as an ancient monument in 1949 and contains several designated heritage assets. As a result of the prominent location of the application site additional information was requested from the applicant to determine the visual impact of the scheme.
- 6.9 The applicant was advised to undertake further work in regards to producing computer generated images (CGI's) from and around the Priory grounds to assess the visual impact of the proposed scheme. The location of these visuals was agreed with the Conservation Officer and the Inspector of Ancient Monuments for Historic England. The Conservation Officer is satisfied that the visuals produced demonstrate the proposed building will not be of significant harm to the setting of the designated heritage assets of Llanthony Priory, the revision to the materials palette to be a multi brick and mixed timber cladding panel provides a simple and modern approach but takes reference from the surrounding character of the area. As previously advised the elevational form and cladding treatment is of particular importance to minimise the impact of the new buildings on the designated assets of Llanthony Priory as well as raising the standard of development along this industrial corridor. The historic map research provides useful information and the building has been located to follow the historic development pattern and existing built form. Although further information was requested regarding the impacts of the development it is felt that the CGI's produced have provided sufficient information to assess the impact of the proposal.
- 6.10 While Historic England originally stated that the revised Heritage Impact Statement is lacking in detail and understanding of the significance of the assets and therefore impact on the significance, it has been able to assess the impact based on its knowledge of the site and the photomontages provided. Historic England has suggested that the introduction of the new unit will have some impact on the prominence of the Priory site as it will draw the eye of passers-by to it rather than the Priory buildings especially when travelling north along Llanthony Road.
- 6.11 On this basis Historic England considers that the development would result in some harm to the setting of the asset and therefore to its significance but that harm is less than substantial (NPPF 132) and that it is for the Local Authority to decide if that harm is outweighed by the benefits of this development (NPPF 134). It is recommended that these issues are addressed and that the application should be determined in accordance with national and local policy guidance, and on the basis of the City Council's specialist conservation advice.
- 6.12 The National Planning Policy Framework states that heritage assets are an irreplaceable resource and any development should protect and enhance our historic environment and should conserve heritage assets in a manner appropriate to their significance. Paragraphs 126 to 141 are the core historic environment policies in chapter 12.

6.13 The existing development along the western side of Llanthony Road is generally considered to be of poor quality and consists of a mixture of two storey business, commercial and light industrial uses together with some residential properties adjacent to the site. Due to the industrial character and nature of the area the City Council's Conservation Officer has raised no objections to this proposal, as it is considered that the development will not be of significant or substantial harm to the designated heritage assets but materials and signage will require conditioning to ensure these are high quality and any future advertisements are appropriate and sensitively located.

Use

6.14 It is intended that the main unit will be occupied by Middleton Panels and Paints for the sale of car panels, paint and consumables predominantly to the trade. The primary source of business is supplying goods and parts for vehicle body repair and refinishing. They also provide a water based paint mixing and colour matching service on site.

6.15 The unit would also include a small trade counter for the sale of specialist products for vehicle bodywork repair and finishing primarily to the trade. This includes selling new body panels and lighting together with items for repairing and rectifying bodywork. The goods sold include abrasives, valeting products, primers, paints and lacquer all in sealed containers. The Trade Counter also offers limited sales of car related products including sat navs, car stereos, Bluetooth transmitters, kits and transmitters and car chargers. It has been confirmed that approximately 10% of their sales are to the general public with about 85% of orders placed over the telephone and delivered directly to the client.

Residential Amenity

6.16 The site is immediately adjacent and to the east of the side elevation of no. 2 Hemmingsdale Road. No. 2 Hemmingsdale Road has the front door, a dining room window and conservatory at ground floor and bedroom window at first floor level facing towards the application site.

6.17 The revised siting of the proposed commercial building results in the car parking for the site being sited adjacent to the boundary fence to no. 2 Hemmingsdale Road with the building sited approximately 10 metres from the side boundary and 16.3 metres from the side elevation of the dwelling. While the entrances into the proposed unit together with roller shutter doors front onto the car park and the residential properties beyond there are no first floor windows in this elevation.

6.18 It is considered that the scale, design and siting of the proposed building will not result in any significant overlooking, overshadowing or overbearing impact on the occupiers of no. 2 Hemmingsdale Road.

6.19 The Environmental Health Officer is satisfied that the proposed uses will not result in any significance noise disturbance to the occupants of the surrounding houses but has recommended a number of conditions including a

restriction on the times of deliveries and dispatches from the site to protect residential amenity.

Parking and Highway Issues

- 6.20 It is proposed to access the site from Hemmingsdale Road which is a Class 4 highway subject to the local speed limit of 30mph. Hemmingsdale Road serves a number of residential and commercial properties and has footways on both sides together with street lighting.
- 6.21 The proposed access has adequate emerging and forward visibility and will be formed by a dropped kerb maintaining pedestrian priority across the frontage of the site. The Highway Authority is satisfied that the proposed development will provide a safe and suitable access.
- 6.22 The proposals will provide 12 car parking spaces including 1 disabled parking space which is considered adequate for the development. Vehicle manoeuvring is provided within the site. The Highway Authority does not consider that the residual cumulative impact of the proposed development will be severe and can be accommodated on the adjacent highway network without harm to capacity or compromising highway safety.
- 6.23 The amended plan takes into consideration the plans for the proposed widening of the South West Bypass and the Highway Authority has confirmed that the revised plans will not prejudice the delivery of the widening of the Gloucester South West Bypass
- 6.24 No objection is raised by the Highway Authority subject to the inclusion of conditions.

Flooding

- 6.25 According to the Environment Agency flood maps, the development is located within Flood Zone 2 and is surrounded by Flood Zone 3. However, according to the content of the submitted Flood Risk Assessment, the measurements put the site in Flood Zone 3 (greater than 1 in 100 (or 1%) risk of flooding). Advice in the National Planning Policy Framework (NPPF) and the associated Technical Guide makes it clear that development proposals in these zones should not result in a net loss in flood plain storage and should be aiming to reduce flood risk locally.
- 6.26 The NPPF sets out that inappropriate development should be avoided in areas at risk of flooding by directing development away from areas at highest risk, but where it is necessary, making it safe without increasing flood risk elsewhere. It is advised that Local Planning Authorities should only consider development in flood risk areas appropriate, where informed by a site-specific flood risk assessment.
- 6.27 The flood risk vulnerability classification for the type of development proposed is 'less vulnerable' as defined in the NPPF, and is considered an acceptable form of development in Flood Zones 2 and 3 if the Sequential Test is deemed to have been passed.

- 6.28 In line with Environment Agency advice, finished floor levels should be set a minimum of 600 mm above the 100 year + climate change flood level i.e. finished floor levels should be set at a minimum of 11.44 m AOD. Section 3.1.28 of the FRA suggests that finished floor levels would be set at 10.62 m AOD, which would not be acceptable, unless the building is designed to be 'floodable'.

Impact of the development of flood elsewhere

- 6.29 As the proposal will involve development below the 100 year + cc flood level, compensation would be required for the loss in 'floodplain storage capacity'. The calculation of this volume should take into account any ground level raising, as well as building volumes.
- 6.30 To compensate for the loss of flood storage capacity the City Council's Drainage Officer has recommended that on the basis that the applicant is unable to provide compensatory volume within the application site a financial contribution should be paid for works off site. The contribution has been calculated on the basis of £50 per m³ which would equate to a payment of £3,000 (60m³). This contribution is to be spent on flood compensation works at Alney Island, adjacent to Over Causeway.

Surface water run-off

- 6.31 The development site is currently Greenfield. In line with GCC's requirements, the FRA states that post development flows are to be restricted to Greenfield rates, and permeable paving is to be used. The applicant's revised proposals (in letter dated 30th October) look acceptable subject to a little clarification. The City Council's Drainage Engineer is satisfied that this clarification can be sought through the submission and approval of a final drainage scheme secured by condition.

SuDs (Water Quality)

- 6.32 In line with National SuDS standards, surface water runoff from vehicular areas should contain a minimum of two treatment stages. The proposed scheme is acceptable.

Sequential Test

- 6.33 The Sequential Test needs to demonstrate that there are no reasonable available sites in a lower flood risk which can accommodate the proposal. The first step is to determine the search area. This would normally be the whole of the City Council's administrative area, unless it is demonstrated, with evidence, that there is a specific need within a specific area. It is accepted that a pragmatic approach to the availability of alternative sites should be adopted, including constraints specific to a business which will limit the search area. It is the applicant's responsibility to fully justify their search area.
- 6.34 The revised Sequential Test sets out and justifies the company's search criteria taking into consideration its current location in Hempsted, requirements to be located on a major traffic route, location of its main customers and competitors. This provides a search area for an alternative site

which will reasonably ensure that any new location will not be significantly detrimental to the continued operation of the existing business.

- 6.35 A number of sites were identified within the search area based on the latest SALA (January 2015) and following an assessment the submitted report concludes that there are no other reasonable available sites of a sufficient size, in areas of lower flood risk, where the business could relocate to within the search area.
- 6.36 On balance it is considered that the search area has been suitably justified and the Sequential Test has been satisfied.

7.0 CONCLUSION

- 7.1 Overall and subject to conditions, the proposed use, design, scale and siting of the building is considered acceptable and it is not considered that the development would have any significant adverse impact on the occupiers of residential properties, or on highway safety. Amended plans have been submitted following discussions with the Highway Authority to ensure that the proposed development will not prejudice the delivery of the widening of the South West Bypass. After careful consideration the Conservation Officer is satisfied that the proposed development will not have any significant harm to the designated heritage assets. The benefits of the proposed development include the re-use of a prominent vacant site securing a viable use by a local business and would result in an overall improvement to the quality and character of the area. These benefits are considered to outweigh the less than substantial harm to the designated heritage assets identifies by Historic England. The development is considered appropriate in the flood zone and subject to a financial contribution towards off-site flood compensation storage the Drainage Officer is satisfied that the proposed development will not increase flood risk elsewhere. The development is therefore considered to be in accordance with the principles outlined in the NPPF and relevant policies in the Second Deposit City of Gloucester Local Plan (2002).

8.0 RECOMMENDATIONS OF THE DEVELOPMENT CONTROL MANAGER

- 8.1 That authority is delegated to the Development Control Manager to grant, subject to the satisfactory completion of a Unilateral Undertaking from the applicant to secure a financial contribution of £3,000 to be spent on flood compensation works at Alney Island, adjacent to Over Causeway, planning permission subject to the following conditions:

Condition 1

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason

Required to be imposed by Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

Condition 2

The development hereby permitted shall be carried out in accordance with the approved drawing nos. 1106/03K received by the Local Planning Authority on 5th May 2016 and 1106/09A received on 14th June 2016a and any other conditions attached to this planning permission.

Reason

To ensure that the development is carried out in accordance with the approved plans and in accordance with policies contained within Second Deposit City of Gloucester Local Plan (2002).

Condition 3

No development shall take place, including any works of 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:

- i. specify the type and number of vehicles;
- ii. provide for the parking of vehicles of site operatives and visitors;
- iii. provide for the loading and unloading of plant and materials;
- iv. provide for the storage of plant and materials used in constructing the development;
- v. provide for wheel washing facilities;
- vii. measures to control the emission of dust and dirt during construction.

Reason

To ensure that appropriate measures are in place prior to the commencement of development to reduce the potential impact on the public highway and accommodate the efficient delivery of goods and supplies in accordance paragraph 35 of the National Planning Policy Framework.

Condition 4

No development approved by the permission shall be commenced until a detailed drainage strategy for the disposal of surface water and foul sewage has been submitted to and approved in writing by the Local Planning Authority. The Strategy should be supported by evidence of ground conditions and modelling of the scheme to demonstrate it is technically feasible and for the disposal of surface water in accordance with the principles of Sustainable Urban Drainage (SUDS). The Strategy shall be carried out in accordance with the approved details before the development is first brought into use and maintained thereafter for the duration of the development.

Reason

To ensure the development is provided with a satisfactory means of drainage and thereby preventing the risk of flooding and to minimise the risk of pollution in accordance with sustainable objectives of Gloucester City Council and Central Government and policy FRP.6 of the Second Deposit City of Gloucester Local Plan (2002). It is important that these details are agreed

prior to the commencement of development as any works on site could have implications for drainage in the locality.

Condition 5

Notwithstanding the details submitted no development works above DPC level shall take place until details or samples of materials to be used externally on walls, roofs, windows, external doors together with details of rainwater goods have been submitted to and approved in writing by the local planning authority. Development shall be carried out in accordance with the approved details.

Reason

To ensure a satisfactory appearance to the development and to ensure that they harmonise with the surroundings in accordance with policy BE.20 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 6

Notwithstanding the details submitted no development shall take place until details of the proposed Finished Floor Levels of the building have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason

To ensure that the details are agreed prior to the commencement of development to protect the development from flooding in accordance with policy FRP.1a of the Second Deposit City of Gloucester Local Plan (2002).

Condition 7

Prior to the commencement of the development full details of the proposed flood resilient and flood defence construction measures to be incorporated into the building to minimise damage caused by flooding shall be submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be implemented in all respects before the occupation of the development and retained for the duration of the development.

Reason

To ensure that details are agreed prior to the commencement of development minimise any damage to the properties as a result of flooding in accordance with the provisions of the National Planning Policy Framework and Policy FRP.1a of the Second Deposit City of Gloucester Local Plan (2002).

Condition 8

No development shall take place until there has been submitted to and approved in writing by the local planning authority a plan indicating the positions, design, materials and type of boundary treatment to be erected. The boundary treatment shall be completed in accordance with a timetable to be agreed in writing with the local planning authority. Development shall be carried out in accordance with the approved details.

Reason

It is important that these details are provided prior to the commencement of development to ensure that adequate protection is provided to neighbouring properties in the interests of residential amenity and to ensure dwellings have satisfactory protection and privacy in accordance with policies BE.21 and BE.4 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 9

During the construction phase no machinery shall be operated, no process shall be carried out and no deliveries taken at or despatched from the site outside the following times: Monday-Friday 8.00 am-6.00pm, Saturday 8.00 am-1.00 pm nor at any time on Sundays, Bank or Public Holidays.

Reason

To protect the amenity of local residents in accordance with policy BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 10

During the construction phase no power tools or machinery shall be used on the site, other than portable hand tools between 08:00 and 08:30hrs Monday – Friday or between 08:30 and 09:00hrs Saturdays.

Reason

To safeguard the amenity of the area in accordance with policy BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 11

No burning of materials/substances during demolition/construction phases
No materials or substances shall be burnt within the application site during the construction phase.

Reason

To safeguard residential amenity and prevent pollution in accordance with policy BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 12

The building hereby permitted shall not be occupied until a Flood Evacuation and Management Plan has been submitted to and agreed in writing by the Local Planning Authority. The Management plan shall include procedures for the evacuation of the site in the event of flooding and the design and location of appropriate signage and flood warning notices to make staff and visitors to the site aware of the potential flood risk at the site and evacuation procedures during times of flood. The approved Management Plan shall be implemented prior to the first occupation of the development with the approved notices kept legible and clear of obstruction and maintained as such for the life of the development.

Reason

To ensure that owners and occupiers of premises are aware that the site is at risk of flooding and have suitable evacuation procedures in place in

accordance with the National Planning policy Framework and in accordance with Policy FRP.1a of the Second Deposit Gloucester City Local Plan (2002).

Condition 13

Prior to the occupation of the development hereby permitted details of the vehicular access shall be submitted to and agreed in writing by the Local Planning Authority. The development shall be constructed in accordance with the approved details and shall be maintained for the duration of the development.

Reason

To reduce potential highway impact by ensuring the access is suitably laid out in accordance with Paragraph 35 of the National Planning Policy Framework.

Condition 14

The building hereby permitted shall not be occupied until the vehicular parking and turning facilities have been provided in accordance with the submitted drawing no. 1106-09 A, and those facilities shall be maintained for those purposes for the duration of the development.

Reason

To reduce potential highway impact by ensuring that adequate parking and manoeuvring facilities are available in accordance with Paragraph 35 of the National Planning Policy Framework.

Condition 15

The building shall not be occupied until measures to discourage seagulls from nesting and roosting on the buildings hereby approved have been implemented in accordance with details to be submitted to and approved in writing by the Local Planning Authority.

Reason

In the interests of the appearance of the development and to avoid nuisance caused by nesting and roosting seagulls, in accordance with Policy SD5 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy Submission Version November 2014, Paragraphs 17 and 58 of the National Planning Policy Framework and Policy BE.10 of the City of Gloucester Second Deposit Local Plan 2002.

Condition 16

The building shall not be occupied until details of a lighting scheme to illuminate the external areas of the application site have been submitted to and approved in writing by the Local Planning Authority. The details shall include the lighting fixtures, their location on the site/on the buildings, and the extent of illumination. The scheme is also to include details on how the impact of how floodlights and external lighting will be minimised. Development shall be carried out in accordance with the approved details and there shall be no other external illumination of the development unless otherwise agreed in writing by the Local Planning Authority.

Reason

In the interests of crime prevention in accordance with Policy BE.5 of the City of Gloucester Second Deposit Local Plan 2002.

Condition 17

No part of the development shall be occupied until covered and secure cycle storage facilities have been laid out within the site in accordance with details to be submitted to and agreed in writing by the Local Planning Authority; and those facilities shall be maintained for the duration of the development.

Reason

To ensure that adequate cycle parking is provided to promote sustainable transport in accordance with paragraph 32 of the NPPF.

Condition 18

Noise generated and associated with the extract system shall be controlled such that the rating level, in accordance with BS 4142: 2014, measured or calculated at 1m from the facade of the nearest noise sensitive premises of the proposed development shall not exceed a level of 5dB below the existing LA90 background with no tonal element to the plant.

Reason

To safeguard the amenity of the area in accordance with policy BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 19

The loading and unloading of service and delivery vehicles together with their arrival and departure from the site shall not take place outside the hours of 07:00 to 19:00 Mondays to Fridays, 08:00 to 18:00 on Saturdays and 10:00 to 14:00 on Sundays, Bank or Public Holidays.

Reason

To safeguard the amenities of the locality in accordance with policy BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 20

The trade counter area of the building shall be restricted to that area indicated on the approved plans drawing no. 1106/03 K and shall at all times remain ancillary to the main uses of the unit for purposes within Use Classes B1 (business) and B8 (storage or distribution) of the Town and Country Planning (Use Classes) Order 1987, or in any provision equivalent to the Class in any statutory instrument revoking and re-enacting that Order with or without modification. The buildings shall be used for no other purposes whatsoever without the prior permission in writing of the local planning authority.

Reason

The Council wishes to retain control over the nature and use of the given the location of the site outside of a designated shopping area and to ensure the in accordance with policy and S4a within the Second Deposit City of Gloucester Local Plan (2002).

Notes

1. There may be a public sewer located within the application site and Severn Trent Water encourages the applicant to investigate this. Please note that public sewers have statutory protection and may not be built close to, directly over or be diverted without consent. If there are sewers which will come into close proximity of the works, the applicant is advised to contact Severn Trent Water to discuss the proposals to seek assistance with obtaining a solution which protects both the public sewer and the building.
2. When submitting a Building Regulations application, the building control officer is required to check the sewer maps supplied by Severn Trent Water and advise them of any proposals located over or within 3 metres of a public sewer. In many cases under the provisions of Building Regulations 2000 Part H4, Severn Trent can direct the building control officer to refuse building regulations approval.
3. This permission does not authorise the display of any advertisements on the site and very careful consideration will be required to ensure that any signage is appropriate and sensitively located on the building so as minimise its impact on the street scene and setting of the Llanthony Priory. A Separate application should be made to Gloucester City Council in accordance with the Town and Country Planning (Control of Advertisements) Regulations 1992.

Statement of Positive and Proactive Engagement

In accordance with the requirements of the NPPF the Local Planning Authority has sought to determine the application in a positive and proactive manner by offering pre-application advice, publishing guidance to assist the applicant, and publishing to the council's website relevant information received during the consideration of the application thus enabling the applicant to be kept informed as to how the case was proceeding.

Decision:

Notes:

Person to contact: Caroline Townley
(Tel: 396780.)

GLOUCESTER CITY COUNCIL

COMMITTEE	:	PLANNING
DATE	:	5TH JULY 2016
ADDRESS/LOCATION	:	SMH FLEET SOLUTIONS, NAAS LANE.
APPLICATION NO. & WARD	:	16/00100/FUL QUEDGELEY FIELDCOURT
EXPIRY DATE	:	5TH MAY 2016
APPLICANT	:	MR G SINCLAIR
PROPOSAL	:	PROPOSED NEW WORKSHOP BUILDING AND NEW SURFACING FOR PARKING/STORING OF MOTOR VEHICLES.
REPORT BY	:	CAROLINE TOWNLEY
NO. OF APPENDICES/ OBJECTIONS	:	1. SITE LOCATION PLAN

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The application site comprises two undeveloped fields located on the south side of Naas Lane separated by Naas Lane running north-south with a total site area of 3.57 hectares. The site is bounded to the north by Naas Lane with the railway line to the east. Both parts of the site are enclosed by hedgerows with a watercourse along the southern boundary. SMH Fleet Solutions existing site is located to the north of Naas Lane.
- 1.2 The application seeks planning permission to expand SMH Fleet Solutions existing business currently located on the northern side of Naas Lane with the erection of a 600 square metre building to accommodate vehicle inspection bays for the service and repair of vehicle sited towards the northern boundary of the larger field. The remainder of the site will be utilised for the storage of motor vehicles together with a staff car park on the western plot. It is stated that the increased capacity for parking vehicles on the application site will allow more space on the existing site for the loading and unloading of transporters, which it is acknowledged on occasion currently have to wait outside the gates. There is also a requirement for additional off road parking for staff to accommodate the numbers of people working at the site. It has been suggested that the increased capacity will eventually create the opportunity to employ approximately 40 additional people including more apprenticeships.

- 1.3 SMH Fleet Solutions Ltd are a vehicle management and logistics business specialising in fleet management services incorporating vehicle inspections, preparation, repair and refurbishment.
- 1.4 The existing site to the north is approximately 6.9 hectares in area and includes a 3500 square metres building comprising vehicle workshops and administrative offices. As a result of significant growth in 2014 and 2015 the site storage for vehicles is now at full capacity.
- 1.5 The growth of the company has been as a result of new contracts with major vehicle rental and leasing companies and it has been indicated that if it is not possible to expand the operation at the Quedgeley site the company will have to consider options at its alternative sites such as Bolton or Bedford.
- 1.6 The proposed workshop building is a steel framed structure clad with steel proof sheeting with roller shutter doors for vehicular access and door and window openings to the office and toilet areas.
- 1.7 It is proposed that the existing site would be stripped to a depth of 150mm and be prepared and covered with a permeable surface of rolled stone suitable for vehicle movements and parking/storage. It is also proposed to install a security fence to the boundary of the site and provide external security lighting.
- 1.8 The proposed operating hours at the site are to be the same as at the existing site with the site operating hours currently being 06.00 to 19.00 hours. Deliveries to and from the site occur between 07.00 and 20.00 hours.
- 1.9 Access to the proposed staff car parking areas to be located on the smaller western parcel of land will be by way of a simple priority junction directly from Naas Lane with the provision of pedestrian crossing facilities and footpath to the existing site. There will also be an emergency exit only from the eastern part of the site onto Naas Lane. Access to the larger parcel of land will be through the main access to the existing site via a new 6 metre crossing across the stretch of Naas Lane to the north between the existing and proposed development.
- 1.10 The plans also include an attenuation pond and drainage swales to the south of the site. The existing hedgerow boundaries and trees will be retained including the protected oak trees adjacent to the watercourse.
- 1.11 It is proposed to provide 2.7 metre high security fencing to the perimeter of the parking area set inside the existing hedgerow.

2.0 RELEVANT PLANNING HISTORY

- 2.1 **01/00676/OUT** - Employment Development falling under Use Class B1 (Business) B2 (General Industry) and B8 (Storage and Distribution) - Application for Outline Planning Permission. This application was withdrawn by the Applicant on 24th January 2002.

01/00677/OUT - Residential Development (Application for Outline Planning Permission). This application was withdrawn by the Applicant on 24th January 2002.

3.0 PLANNING POLICIES

3.1 The statutory development plan for Gloucester remains the 1983 City of Gloucester Local Plan. Regard is also had to the policies contained within the 2002 Revised Deposit Draft Local Plan which was subject to two comprehensive periods of public consultation and adopted by the Council for development control purposes. The National Planning Policy Framework has been published and is also a material consideration.

3.2 For the purposes of making decisions, the National Planning Policy Framework sets out that, policies in a Local Plan should not be considered out of date where they were adopted prior to the publication of the National Planning Policy Framework. In these circumstances due weight should be given to relevant policies in existing plans according to their degree of consistency with the National Planning Policy Framework.

3.3 The policies within the 1983 and the 2002 Local Plan remain therefore a material consideration where they are consistent with the National Planning Policy Framework.

3.4 From the Second Stage Deposit Plan the following policy is the most relevant:

Policy FRP.9 (Light Pollution)
Policy FRP.10 (Noise)
Policy BE.1 (Scale Massing and Height)
Policy BE.6 (Access for All)
Policy BE.7 (Architectural Design)
Policy BE.21 (Safeguarding of Amenity)
Policy TR.9 (Parking Standards)
Policy TR.12 (Cycle Standards)
Policy TR.31 (Road Safety)
Policy FRP.1a (Development and Flood Risk)

3.5 In terms of the emerging local plan, the Council has prepared a Joint Core Strategy with Cheltenham and Tewkesbury Councils which was submitted to the Planning Inspectorate on 20th November 2014. Policies in the Submission Joint Core Strategy have been prepared in the context of the NPPF and NPPG and are a material consideration. The weight to be attached to them is limited; the Plan has not yet been the subject of independent scrutiny and does not have development plan status. The Examination in Public has been ongoing since May 2015. In addition to the Joint Core Strategy, the Council is preparing its local City Plan which is taking forward the policy framework contained within the City Council's Local Development Framework Documents which reached Preferred Options stage in 2006.

- 3.6 On adoption, the Joint Core Strategy, City Plan and any Neighbourhood Plans will provide a revised planning policy framework for the Council. In the interim period, weight can be attached to relevant policies in the emerging plans according to
- The stage of preparation of the emerging plan
 - The extent to which there are unresolved objections to relevant policies; and
 - The degree of consistency of the relevant policies in the emerging plan to the policies in the National Planning Policy Framework.
- 3.7 All policies can be viewed at the relevant website address:- Gloucester Local Plan policies – www.gloucester.gov.uk/planning; and Department of Community and Local Government planning policies - www.communities.gov.uk/planningandbuilding/planning/.

4.0 CONSULTATIONS

- 4.1 **Gloucestershire County Council (Highways)** – The application will not result in any detrimental highway impact and no highway objection is raised subject to the inclusion of conditions.
- 4.2 **Lead Local Flood Authority (LLFA)** – Previously objected to the application due to insufficient detail provided in the Flood Risk Assessment (FRA) and Drainage Strategy. Following further correspondence with the Applicant and the subsequent submission of the revised FRA / Drainage Strategy confirm that the revised proposal meets the requirements of a major application and the LLFA has no further objections to the application based upon the surface water management proposals for the site subject to conditions.
- 4.4 **Environment Agency** – The proposals are located in Flood Zone 1 and adjacent to an 'Ordinary Watercourse'. Consenting for these watercourses is carried out by the LLFA.
- 4.5 **Quedgeley Parish Council** –
- Concerns over traffic safety, the application does not provide safe and suitable access or egress onto Naas Lane. HGV's will be required to manoeuvre in a very constrained space, there is insufficient width for vehicles to pass and therefore this creates a potentially dangerous situation of large vehicles reversing onto Naas Lane. Visibility onto Naas Lane is restricted and this application will exacerbate this, jeopardising highway safety.
 - Believe the number of vehicle movements to be inaccurate. This will be much higher than the figures stated.
 - Drainage, existing properties in the area are known to flood therefore the current alleviation scheme is inadequate for the purpose and should be upgraded to cope with existing drainage issues. To allow this application will bring further flooding issues to the residents of the area.
 - The noise, dust and pollution from such a facility will have an unacceptable impact on neighbouring properties.

- Support the comments of the Tree Officer.
- Consider a S106 contribution for parking restrictions in the area.

4.6 **City Archaeologist** – Archaeological investigations immediately to the south of this site have produced evidence for a Roman settlement perhaps 100m to the south. The investigation also identified late Iron Age and Roman rural settlement most recently at the Mayo's Land site to the west and on sites further north.

In view of the archaeological potential of the application site the City Archaeologist recommends that a programme of archaeological mitigation should be undertaken so as to record any archaeological remains and finds which may be adversely affected by the proposed development. A condition is recommended to facilitate this.

4.7 **Tree Officer** – The vast majority of trees and hedgerows on site are retained and can be protected by requiring a Tree Protection Plan secured by condition. Concern has been expressed about the proposed attenuation pond being sited too close to the protected trees on site. It is just outside the root protection areas of the trees but this is an arbitrary measurement and in the Tree Officer's opinion this will be a significant area for rooting activity, particularly given that immediately south of the trees is a stream and therefore the majority of rooting will be to the north of the trees (towards the attenuation pond).

4.8 **Environmental Health Officer** – No objections subject to the inclusion of conditions.

4.9 **Drainage Engineer** – No objection subject to conditions.

4.10 **Contaminated Land Advisors (WRS)** – The records indicate that the proposed site is located approximately 150 metres to the east of a former landfill site known as Naas Lane/Waterwells Farm Landfill Site and therefore migration of landfill gas onto the site is a possibility. WRS recommend that a risk assessment is undertaken to determine potential impacts of the landfill site on the development or that gas protection measures are incorporated into the design of the structure. It is recommended that a condition be attached to any planning permission.

5.0 **PUBLICITY AND REPRESENTATIONS**

5.1 The application has been publicised through the publication of a press notice and display of a site notice. In addition 12 properties have been notified of the application in writing. The neighbours were re-notified on receipt of amended plans.

5.2 Four letters of representation have been received to the application from the occupiers of two neighbouring properties. The main issues raised can be summarised as:

General

- The area was allocated for employment 22 years ago and to date Gloucester City Council have done nothing to protect the existing residential properties or owners from large scale industrial buildings all around us.
- The application should be refused.
- There are a number of irregularities with the initial application relating to the road names, waste, flood risk, information on the number of jobs created, trees and hedges, use of the land.

Highways

- Most Days we are met with queues of massive articulated lorries full of cars normally parked in front of the residents homes along Naas Lane waiting to get in with limited pavements from the sharp 90 degree bend which the lorries take up both lanes when coming around Naas Lane bend to SMH gateway, some of these lorries have overnighted along Stephenson's Drive and Waterwells Drive turning these roads into an overnight lorry park for which this area is not designated to do.
- Access to our residential property is opposite SMH gateway. Our access is on a shallow bend with zero visibility and extremely fast approaching cars and soon to be car transporters. Our access problems are further enhanced by the gateway wall in front of Hardwicke Engineering at Lynton Fields which totally blocks our view when driving in forward gear. If we have to reverse out of the single track we are nearly on the other side of the road before we can see in both directions. Hardwicke Engineering also has heavy industrial equipment and lorries loading and unloading blocking Naas Lane and our driveway. This is a residential access which is extremely dangerous for my children.
- When this application is passed our approach from the east or west will be of a commercial or industrial nature effectively cutting us off from any residential environment leaving us totally in the middle of an industrial park. This is the only access to Quedgeley / Hunts Grove / Waterwells Business Park for thousands of people compounding further our extremely dangerous access.
- We have been refused planning permission multiple times around the dangers of accessing Naas Lane from our track. Current proposal wants to intensify the traffic with car transporters.
- Have had an email regarding access along Naas Lane which indicates that any form of employment development particularly involving HGV lorries on the current road layout would not be acceptable.
- Objections have been received from an independent planning agent to an application at the objectors' property on the basis of highway safety.
- Believe the number of vehicle movements predicted is incorrect.

Drainage

- Understand there is a run-off water drain from SMH which comes under Lynton Fields and into the brook opposite my house at the end of

our track. There have been problems in the past with contamination and flooding.

- Lynton Fields house and Hardwicke Engineering factory have been flooding regularly of late from the excessive rain water; obviously the current rain water drain is not sufficient. Hope the IM Group do not have visions of re-routing this drain and connecting to this new proposed drainage system upstream from us which will then be running in front of our house causing additional problems.

Watercourse

- Brook in front of our house has not been cleared out for over 50 years. Concerned that any additional rainwater being directed into it from the site and potentially the existing sites drainage would have nowhere to go except in mine and my neighbour's property.
- Do not want the danger of dirty ponds, drainage swales and sleuth gate within 25 feet of our home.

Noise

- A 6am start and 8pm finish is not feasible in our residential area. The loading and unloading of these lorries beneath our bedroom windows will be unbearable, high revving car engines to get up the ramps and the banging and crashing coming down, reversing alarms in a semi-rural location. Assume as it has been changed from a B8 storage allocation to a B1 industrial allocation there is going to be substantial industrial noise from the workshop compressed air tools and generators. The horn fest we are regularly treated to will surely intensify and be even closer to us. No measures are being taken to protect our amenities again.

Premature change of use outside of strategic planning

- In view of the reservation of the site (Land East of Waterwells) including our homes in the employment allocation, the still unpublished local plan and the still unpublished JCS it is premature to re-allocate this land for B1 industrial use or any other use until these documents are made public.
- Appreciate that all the old employment sites within the city limits have been plundered for profitable residential, that leaves a very limited supply of employment sites to host a company like this; the truth is this is not the correct location for this business in its current form. The site will be carved up into three standalone sites because of the existing highways, foot paths and infrastructure. We have limited accessibility on a single track when accessing our residential homes on a stretch of very dangerous road with barely any pavements in parts and no pavements in others, multiple blind bends, no cycle paths, very limited width for big HGV lorries and no options other than forward for visiting lorries.
- Photographs have been submitted showing parking of lorries along Stephenson's Drive and Naas Lane. Concerned about the increased parking when the volume of traffic is tripled or quadrupled.

- Revised layout creates more problems due to the introduction of two more access points making it 5 in total onto a pedestrian footpath (Naas Lane crossing) when cars are racing from one side to another from 6am-8pm through the new proposed gateways. Question how this can be integrated safely with pedestrians using the footpath. When the Brookthorpe/Whaddon site gets passed in a few years Naas Lane crossing will become a major part of the infrastructure linking it to Waterwells for pedestrians and cyclists. There is also a possibility it will become a new access point onto Naas Lane in time.
- As we know from historical applications at Waterwells and surrounding areas planning “conditions” are only valid until the application is passed so the reference of the new gateway on Naas Lane only being of an emergency nature will be short lived.
- Upsetting when consultees have responded without reading my earlier comments.
- This is the wrong place for this type of development.

5.4 The full content of all correspondence on this application can be inspected at Herbert Warehouse, The Docks, Gloucester, or via the following link, prior to the Committee meeting:

<http://planningdocs.gloucester.gov.uk/default.aspx?custref=16/00100/FUL>

6.0 **OFFICER OPINION**

6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 provides that where regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.

Policy

6.2 The site is allocated for employment purposes in Second Deposit Gloucester City Local Plan (2002) under Policy E2 Employment Allocations. The site lies within the area ‘E2.5 Land East of Waterwells Business Park’ identified on Plan 7/c. Paragraph 7.19a states:

‘Land is also available on the eastern boundary of the business park. Although this is greenfield, we consider that its loss is justified to help meet the Structure Plan provision provided that it was used as an extension to the business park. The extension would adjoin the proposed passenger station, providing an opportunity for office workers to get to work by train. We consider that the site should be developed for B1 uses only, particularly as other land is allocated for B8 uses close to the proposed rail freight depot.’

6.3 The Interim Adoption Land East of Waterwells Business Park Planning Brief (September 2009) states that the rail freight proposal has been relinquished by the County Council. Paragraph 4.3 of the document states that it was considered at that point in time that it would be appropriate to resist

development other than for Class B1 use. Paragraph 4.12 took forward Policy SAD31 of the LDF Preferred Options Sites Allocations document (2006) in allocating the larger of the two parts of the pre-app site for a Showmen's Guild Site. Subsequent work undertaken with regard to the provision of a Showmen's Guild Site within the City demonstrated that this option is not financially viable.

- 6.4 Ward profiles were produced by the Planning Policy Team as an evidence base for the City Plan. The Planning Policy Team consider that any new employment development at the site would provide the opportunity to expand on the identified opportunity in the ward to deliver new employment opportunities at Waterwells Business Park.
- 6.5 The site was identified in the 2013 City Plan Sites consultation (May 2013) as part of a potential development site QF1 – with four employment led options for the wider area being provided in the consultation. Two of the options involved the ongoing allocation of the site for employment purposes and two of the options involved it being de-allocated.
- 6.6 Further work now needs to be undertaken to establish which sites should finally be allocated in the Draft City Plan; however this does not prejudice consideration of any application submitted to the City Council prior to adoption of the City Plan.
- 6.7 Each JCS authority undertook a Strategic Assessment of Land Availability (SALA) in 2013, (which was updated and re-published in 2015) these studies, undertaken in compliance with the NPPF and Draft Beta National Planning Practice Guidance (October 2013) superseded previous SHLAA and SELAA documents studies.
- 6.8 The 2015 SALA update found that the site was part of a larger area identified as (EA03) which was suitable for employment development, but not available in the short term. The panel recognized that this was the only remaining strategic release of green field land with employment potential in the City that was not yet subject to an outline permission.
- 6.9 The findings of the 2015 SALA update were used to inform the potential City Plan employment land capacity figure for the JCS. (Appendix 3 Exam 139 Nov 2015). <http://www.gct-jcs.org/Documents/Examination-Document-Library-2/EXAM-139---JCS-Economic-Update-Paper.pdf>
- 6.10 The 2015 SALA was updated in early 2016 and the findings of the 2016 SALA were used to inform Exam 180 submitted to the JCS Inspector in February 2016.
- 6.11 The thrust of national policy and the emerging policies of the JCS and City Plan is that the site has, in principle, the potential to contribute to the City's employment need for the plan period 2011-2031 subject to any site specific constraints being adequately addressed as part of the planning application.

- 6.12 The Planning Policy Team has acknowledged that the Local Planning Authority needs to continue to identify sites for employment development, particularly to meet the City's need in the long term. The application site has been considered suitable for employment purposes by the 2016 SALA (Strategic Assessment of Land Availability) panel and contributes to the City's employment land supply as identified in Exam 180 submitted to the JCS Inspector in February 2016.
- 6.13 While the original planning brief for the site did not consider the site suitable for B8 purposes the situation around limiting the use of the site to B1 has subsequently changed.
- The proposal, to the north of the development brief area is related to an existing neighbouring business and land use;
 - The proposal relates to the expansion of an existing business in the City which will result in increased job numbers and training opportunities;
 - The rail freight proposal at Kingsway is no longer being pursued;
 - The site has been available for employment purposes since 2002 and has not been taken up.
- 6.14 On this basis the Planning Policy Officer has confirmed that there is no objection to the use of the site for Class B8 employment uses.

Siting and Design of the Building

- 6.15 The only building proposed is a workshop sited towards the northern boundary of the larger parcel of land. The building provides four working bays for the inspection and service/repair of vehicles, a store and office area. The building is single storey with a pitched roof and industrial in nature with four roller shutter doors in the front elevation. The proposed materials are indicated on the submitted drawing as being plastic coated steel sheeting.
- 6.16 The remainder of the land is proposed to be used for the parking and storage of vehicles pre inspection and prior to delivery. The smaller parcel of land to the west of Naas Lane is proposed for staff car parking to accommodate new and existing staff.
- 6.17 The site is currently enclosed by hedgerows screening the development from Naas Lane and the adjacent land. It is intended that these hedgerows will be generally retained and in this context the proposed building will not have an adverse impact on the visual amenity of the area. The design, siting and scale of the building are therefore considered to be acceptable.

Ecology and Trees

- 6.18 An Ecological Appraisal of the land has been undertaken. The ecological surveys, site appraisals and impact assessments undertaken found no conclusive evidence of any protected species on the site or surrounding area which would negatively be affected by the site development. The vegetation to be cleared has a low ecological significance in the local area. The report found that the hedgerows bounding the site are considered to be the most valuable

ecological feature. Protection of these and the trees on the site will maintain the ecological functionality of the site and promote species diversity.

- 6.19 There are two protected oak trees adjacent to the watercourse at the southern end of the site. A Tree Survey has been submitted in support of the application and the proposed attenuation pond has been amended to ensure that there is no adverse impact on the protected trees. The Tree Officer is satisfied that the vast majority of trees and hedgerows on the site will be retained and can be protected by way of condition.

Residential Amenity

- 6.20 The southern corner of the site is within approximately 10 metres of the closest boundary of the houses in Naas Lane, the closest property being no. 2 Brooklyn Villas.
- 6.21 SMH Fleet Solutions currently operate from a site to the north of the application site and the Environmental Protection Officer has confirmed that to date there have been no complaints regarding their operation. It is intended that use of the proposed site will operate in line with that on the existing site.
- 6.22 The proposal involves a 600 square metre workshop building and new surfacing to accommodate parking and storage of vehicles. The proposed workshop would be situated approximately 190 metres away from Brooklyn Villas. Given the distance and due to the fact that the workshop will be where vehicle inspection, preparation, repair, and refurbishment takes place, a condition has been recommended by the Environmental Protection Officer requiring noise insulation to be provided within the fabric of the building to reduce noise breakout. The site is split into two due to the existing road network and the piece of land closest to the residential properties will be used for staff car parking. The character of noise will be slow moving vehicles and low gear use with a likely two movements per day per vehicle. Deliveries are a feature of the business and in order to reduce the impact a condition has been recommended by the Environmental Protection Officer restricting times of when deliveries can be accepted at site and loaded/ unloaded. 7am is considered the start of daytime hours and so is deemed to be acceptable. Daytime hours are widely considered to finish at 11pm and the deliveries are restricted well before this.
- 6.23 The Environmental Health Officer is satisfied that subject to conditions the proposed uses will not result in any significance noise disturbance to the occupants of the surrounding houses

Parking and Highway Issues

- 6.24 The proposed development includes a 600 square metre building to accommodate vehicle inspection bays for the service and repair of vehicles and the wider use of the site for the storage of motor vehicles and staff parking. The submitted Transport Note estimates that the development will generate 19 movements in the AM peak (4 arrivals and 15 departures) and 12 movements (combination of inbound and outbound) in the PM peak. While the Highway Authority accepts that this will have an impact on the highway this

impact will not be significant or severe with 574 two-way peak AM and PM recorded movements on Naas Lane in the vicinity of the site. These increases are expected to result in an extra vehicle movement every 3 minutes in the AM peak and 5 minutes in the PM peak.

- 6.25 The existing main site access off Naas Lane to the north of the application sites is currently used by 97 staff vehicles associated with the existing use. It is proposed to relocate these vehicles to the proposed staff car parking area, thereby reducing the number of vehicles using the existing site access. The Highway Authority has recommended a condition to ensure that staff parking will be removed from the existing site and relocated to the proposed new staff car parking area.
- 6.26 The technical note submitted in support of the application illustrates suitable calculated visibility splays from and to the proposed staff parking and emergency site accesses on either side of Naas Lane can be achieved with the boundary hedges cut back together with a suitable 7.3 metre width access.
- 6.27 The proposed inspection, service, repair and storage site includes a 6 metre wide access across the stretch of Naas Lane to the gated pedestrian crossing over the railway line into the existing site to the north. This access provides 2.4m x 25m visibility splays north and south of Naas Lane with blister paving either side of the 6 metre crossing on Naas Lane allowing suitable visibility and warning between pedestrians or cyclists on Naas Lane and vehicles crossing from between the proposed and existing sites.
- 6.28 The issues and recommendations highlighted in the road safety audit have been accepted and addressed within the application and transport note plans and details or can be addressed at the detailed technical highway design stage.
- 6.29 The proposed site provides a parking area stated to provide 200 spaces including disabled parking and cycle parking which the Highway Authority is satisfied should suitably accommodate the additional and existing staff.
- 6.30 The larger parcel of land includes the inspection building together with storage space for vehicles, loading, unloading and turning space for transporters. It is suggested that providing the additional space for the loading and unloading of transporters, which on occasion currently have to wait outside the site gates before entering the site to load/unload. The Highway Authority has confirmed that it is not expected that the development will result in a significant additional impact on the highway in terms of on-street parking to warrant recommending the application be refused.
- 6.31 The amended site plan indicates the provision of a 2 metre wide footpath on the east side of Naas Lane with a pedestrian crossing facility between the proposed car park entrances to the existing main site entrance. The Highway Authority is satisfied that this can be accommodated without affecting the existing highway width and in accordance with the Road Safety Audit

recommendations providing a safe pedestrian connection linking to the existing footpath along Naas Lane to the north.

- 6.32 The Highway Authority is satisfied that the proposed development will not result in any detrimental highway impact and raise no objection subject to the inclusion of conditions.

Flood Risk and Drainage

- 6.33 A Flood Risk Assessment has been submitted in support of the application. The area is shown as being within Flood Zone 1 and the NPPF classifies the proposed use as being “Less Vulnerable”.
- 6.34 The proposed development would introduce impermeable areas within the site and a SuDS based water drainage strategy is proposed consisting of a combination of gravel trenches, swales and an attenuation pond that will restrict the surface water runoff rates to less than the green field equivalent (thereby providing betterment and several stages of water treatment). It is also proposed to make improvements to the existing watercourse to reinstate its capacity.
- 6.35 The submitted FRA concludes that the proposed development will not increase flood risk on or off the site.
- 6.36 The Lead Local Flood Authority and City Council’s Drainage Engineer have confirmed that following the receipt of the revised they have no objection to the application subject to conditions.

7.0 CONCLUSION

- 7.1 Overall and subject to conditions, the proposed use together with the design, scale and siting of the building is considered acceptable and it is not considered that the development would have any significant adverse impact on the occupiers of residential properties. The Lead Local Flood Authority and City Council’s Drainage Officer are satisfied that subject to conditions the proposed development will not increase flood risk. The existing protected trees and hedgerows will be retained. Amended plans have been submitted following discussions with the Highway Authority to ensure that the proposed development will not prejudice highway safety. The benefits of the development include bringing forward an identified employment site to accommodate the expansion of an existing business. The development is therefore considered to be in accordance with the principles outlined in the NPPF and relevant policies in the Second Deposit City of Gloucester Local Plan (2002).

8.0 RECOMMENDATIONS OF THE DEVELOPMENT CONTROL MANAGER

- 8.1 That planning permission is granted subject to the following conditions:

Condition 1

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason

Required to be imposed by Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

Condition 2

The development hereby permitted shall be carried out in accordance with the approved drawing nos. 3919B received by the Local Planning Authority on 2RD February 2016 and 3919bl rev 01 received on 28th June 2016 and any other conditions attached to this planning permission.

Reason

To ensure that the development is carried out in accordance with the approved plans and in accordance with policies contained within Second Deposit City of Gloucester Local Plan (2002).

Condition 3

No development shall take place, including any works of 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:

- i. specify the type and number of vehicles;
- ii. provide for the parking of vehicles of site operatives and visitors;
- iii. provide for the loading and unloading of plant and materials;
- iv. provide for the storage of plant and materials used in constructing the development;
- v. provide for wheel washing facilities;
- vi. specify the intended hours of construction operations;
- vii. measures to control the emission of dust and dirt during construction;
- viii. routing of associated construction traffic.

Reason

To ensure that appropriate measures are in place prior to the commencement of development to reduce the potential impact on the public highway and accommodate the efficient delivery of goods and supplies in accordance paragraph 35 of the National Planning Policy Framework.

Condition 4

No development including demolition or site clearance shall be commenced on the site or machinery or material brought onto the site for the purpose of development until the approved protective fencing, in accordance with the Tree Retention and Tree Protection Method Statement contained within the Tree Survey Report Prepared by B J Unwin Forestry Consultant (dated 26th ,February 2016) received by the Local Planning Authority on 15th March 2016 has been installed to protect all the trees and hedgerows and this has been

inspected on site and approved in writing by the Local Planning Authority. Such fencing shall be maintained during the course of development,

Tree Protection Zone (TPZ) The area around trees and hedgerows enclosed on site by protective fencing shall be deemed the TPZ. Excavations of any kind, alterations in soil levels, storage of any materials, soil, equipment, fuel, machinery or plant, citing of site compounds, latrines, vehicle parking and delivery areas, fires and any other activities liable to be harmful to trees and hedgerows are prohibited within the TPZ, unless agreed in writing with the local planning authority. The TPZ shall be maintained during the course of development

Reason

To ensure adequate protection to existing trees which are to be retained, in the interests of the character and amenities of the area in accordance with policies B.10 and BE.4 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 5

No development approved by the permission shall be commenced until a detailed drainage strategy for the disposal of surface water has been submitted to and approved in writing by the Local Planning Authority. The Strategy should be supported by evidence of ground conditions and modelling of the scheme to demonstrate it is technically feasible and for the disposal of surface water in accordance with the principles of Sustainable Urban Drainage (SUDS). The Strategy shall be carried out in accordance with the approved details before the development is first brought into use and maintained thereafter for the duration of the development.

Reason

To ensure the development is provided with a satisfactory means of drainage and thereby preventing the risk of flooding and to minimise the risk of pollution in accordance with sustainable objectives of Gloucester City Council and Central Government and policy FRP.6 of the Second Deposit City of Gloucester Local Plan (2002). It is important that these details are agreed prior to the commencement of development as any works on site could have implications for drainage in the locality.

Condition 6

No development shall take place until a maintenance plan for the 1500mm culvert under Naas Lane and for all proposed SUDs/attenuation features and associated pipework, in accordance with the SuDs manual (CIRIA, C753), has been submitted to and approved in writing by the Local Planning Authority. The approved SUDs maintenance plan shall be implemented in full in accordance with the agreed terms and conditions.

Reason

To ensure continued operation and maintenance of drainage features serving the site and avoid flooding. It is important that these details are agreed prior to

the commencement of development as any works on site could have implications for drainage in the locality.

Condition 7

No development or groundworks shall take place within the proposed development site until the applicant, or their agents or successors in title, has secured the implementation of a programme of historic environment work in accordance with a written scheme of investigation which has been submitted to and approved in writing by the Local Planning Authority. The programme will provide for archaeological monitoring and recording (a 'watching brief') during ground works related to the development proposal, with the provision for appropriate archiving and public dissemination of the findings.

Reason

The proposed development site has potential to include significant elements of the historic environment. If present and revealed by development works, the Council requires that these elements will be recorded during development and their record made publicly available. This accords with policy BNE.9 of the Second Deposit City of Gloucester Local Plan (2002) and the Interim Adoption SPD of Gloucester City Council's 'Development Affecting Sites of Historic Environment (Archaeological) Interest' (2008).

Condition 8

Prior to the commencement of development of the approved workshop building details of the gas protection measures to be incorporated within the foundations of the proposed structure or the results of a risk assessment to establish whether the proposed development is likely to be affected by gas emission from the area of unknown filled ground shall be submitted to and approved in writing by the Local Planning Authority.

Where significant risks are identified or insufficient data hinders an appropriate risk assessment, a targeted site investigation proposal or proposed remedial measures must be provided to and approved in writing by the Local Planning Authority, prior to commencement of the development of the structure.

The approved scheme shall be implemented in full before the development is first brought into use and maintained thereafter for the duration of the development.

Reason

To ensure that the risks to buildings and their occupants from potential landfill gas are adequately addressed in accordance with Policy FRP.15 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 9

During the construction phase no machinery shall be operated, no process shall be carried out and no deliveries taken at or despatched from the site outside the following times: Monday-Friday 8.00 am-6.00pm, Saturday 8.00 am-1.00 pm nor at any time on Sundays, Bank or Public Holidays.

Reason

To protect the amenity of local residents in accordance with policy BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 10

Before the use commences, the proposed new workshop building shall be insulated in accordance with a scheme submitted to and approved in writing by the Local Planning Authority. The approved scheme shall be maintained for the duration of the development.

Reason

To safeguard the amenity of the area in accordance with policy BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 11

The development hereby permitted shall not be occupied until details of a lighting scheme to illuminate the external areas of the application site have been submitted to and approved in writing by the Local Planning Authority. The details shall include the lighting fixtures, their location on the site/on the buildings, and the extent of illumination. The scheme is also to include details on how the impact of how floodlights and external lighting will be minimised. The approved lighting scheme shall be implemented prior to the commencement of the use of the development and maintained for the duration of the use of the site, unless otherwise agreed in writing by the Local Planning Authority.

Reason

In the interests of crime prevention and to protect the amenities of the occupiers of neighbouring properties in accordance with Policies BE.5 and BE.21 of the City of Gloucester Second Deposit Local Plan 2002.

Condition 12

Notwithstanding the submitted drawings, no development shall take place until there has been submitted to and approved in writing by the local planning authority a plan indicating the positions, design, materials and type of all boundary treatments to be erected on the site. The boundary treatment shall be completed in accordance with a timetable to be agreed in writing with the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason

It is important that these details are provided prior to the commencement of development to ensure that adequate the site boundary treatment does not have a detrimental impact on the existing trees and hedgerows to be retained on the site and in the interests of visual amenity in accordance with policies BE.4 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 13

The vehicular access to the proposed staff car parking shown on drawing 5533 001 C100 P4 hereby permitted shall not be brought into use until the existing roadside frontage boundaries have been set back to provide visibility splays extending from a point 2.4m back along the centre of the proposed accesses measured from the public road carriageway edge (the X point) to a point on the nearer carriageway edge of the public road 85m distant in both directions (the Y points). The area between those splays and the carriageway shall be reduced in level and thereafter maintained so as to provide clear visibility between 1.05m and 2.0m at the X point and between 0.26m and 2.0m at the Y point above the adjacent carriageway level.

Reason

To reduce potential highway impact by ensuring that adequate visibility is provided and maintained and to ensure that a safe, suitable and secure means of access for all people that minimises the conflict between traffic and cyclists and pedestrians is provided in accordance with the National Planning Policy Framework paragraph 35.

Condition 14

The vehicular accesses between the proposed inspection building site and the existing north and south Naas Lane on drawing 3919bl Rev 01 hereby permitted shall not be brought into use until the existing roadside frontage boundaries have been set back to provide visibility splays extending from a point 2.4m back along the centre of the proposed accesses measured from the public road carriageway edge (the X point) to a point on the nearer carriageway edge of the public road 25m distant in both directions (the Y points). The area between those splays and the carriageway shall be reduced in level and thereafter maintained so as to provide clear visibility between 1.05m and 2.0m at the X point and between 0.26m and 2.0m at the Y point above the adjacent carriageway level.

Reason

To reduce potential highway impact by ensuring that adequate visibility is provided and maintained and to ensure that a safe, suitable and secure means of access for all people that minimises the conflict between traffic and cyclists and pedestrians is provided in accordance with the National Planning Policy Framework paragraph 35.

Condition 15

The vehicle crossing illustrated on drawing no. 3919bl Rev 01 between the existing and proposed sites either side of Naas Lane including blister paving shall be constructed in general in accordance with the approved drawing prior to being brought into use.

Reason

To reduce potential highway impact by ensuring that a suitable vehicle crossing is provided to ensure that a safe, suitable and secure means of access for all people that minimises the conflict between traffic and cyclists

and pedestrians is provided in accordance with the National Planning Policy Framework paragraph 35.

Condition 16

The building and site uses hereby permitted shall not be occupied until space has been laid out in accordance with drawing no. 3919bl Rev 01 providing parking, and for all vehicles to be able to turn so as to enter and leave the site in forward gear, and such provisions shall be maintained thereafter.

Reason

To reduce potential highway impact by ensuring that a suitable vehicle crossing is provided to ensure that a safe, suitable and secure means of access for all people that minimises the conflict between traffic and cyclists and pedestrians is provided in accordance with the National Planning Policy Framework paragraph 35.

Condition 17

No works shall commence on site (other than those required by this condition) on the development hereby permitted until first 5m of the proposed accesses, including the junction with the existing public road have been completed to at least binder course level. No gates shall be positioned within 20m of the site access on the east side of Naas Lane and 5m of site access on the west side of Naas Lane.

Reason

The works are required prior to the commencement of works on the site to minimise hazards and inconvenience for users of the development by ensuring that there is a safe, suitable and secure means of access for all people that minimises the conflict between traffic and cyclists and pedestrians in accordance with the National Planning Policy Framework paragraph 35.

Condition 18

The permitted developments on site will not be brought into use until gates or similar lockable vehicle barrier over 5m from the carriageway edge of emergency site access shown on drawing 5533 001 C 100 P4 on the east side of Naas Lane are provided and kept locked at all times other than in an emergency.

Reason

To prevent access or egress by unsuitable large vehicles onto Naas Lane south of the existing site access which has not been demonstrated to be able cater for two-way large vehicle movements and result in potential conflicts between traffic and cyclists and pedestrians contrary with National Planning Policy Framework paragraph 35.

Condition 19

The use of the site shall not commence until a scheme has been submitted to and approved in writing for the provision of fire hydrants for the benefit of the commercial development in a location agreed with the Local Planning Authority. The building shall not be occupied until the hydrants have been

provided in accordance with the approved drawings and maintained for the duration of the development.

Reason

To ensure adequate water infrastructure provision is made on site for the local fire service to tackle any property fire.

Condition 20

No development shall commence on site until details of the 2m pedestrian connection with crossings over Naas Lane from the proposed staff car park to the existing footway on Naas Lane have been submitted and approved by the Local Planning Authority and constructed in accordance with the approved details prior to occupation.

Reason

The works are required prior to the commencement of works on the site to ensure safe pedestrian access to the site and minimise conflicts between traffic, pedestrian and cyclists in accordance with the National Planning Policy Framework paragraph 35.

Condition 21

The building and site uses hereby permitted shall not be occupied until details of disabled and cycle parking facilities have been submitted to and approved by the Local Planning Authority, and be provided and maintained in accordance with the approved details.

Reason

To reduce potential highway impact by ensuring that vehicles do not have to reverse to or from the public highway and to ensure that a safe, suitable and secure means of access for all people that minimises the conflict between traffic and cyclists and pedestrians is provided in accordance with the National Planning Policy Framework paragraph 35.

Condition 22

The proposed building and site uses shall not be brought into use until all staff parking within the blue line and red lines of the existing and proposed sites illustrated on drawing 3919bl Rev 01 has been relocated to the proposed 'staff car parking area' illustrated, with no staff parking elsewhere on the site without further details being submitted and approved by the Local Planning Authority.

Reason

To reduce potential highway impact by ensuring that there is no overall increase in vehicle trips using the existing site access without suitable details being approved to ensure that a safe, suitable and secure means of access for all people that minimises the conflict between traffic and cyclists and pedestrians is provided in accordance with the National Planning Policy Framework paragraph 35 and 32.

Condition 23

Notwithstanding the approved drawings no works shall commence on the approved workshop building until details or samples of materials to be used externally on walls and roof have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason

To ensure a satisfactory appearance to the development hereby approved and in accordance with policies BE.7 and BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 24

The loading and unloading of service and delivery vehicles together with their arrival and departure from the site shall not take place outside the hours of 7.00 am to 8.00 pm.

Reason

To safeguard the amenities of the locality in accordance with policy BE.21 of the Second Deposit City of Gloucester Local Plan (2002).

Notes

1. Under the Land Drainage Act, consent may be needed to construct the outfall at existing watercourse. It is recommended that the outfall/headwall remains flush with the bank of watercourse and is angled 45° to the direction of flow so as not to impede flood flows or cause scour.
2. The developer will be expected to meet the full costs of supplying and installing the fire hydrants and associated infrastructure.
3. The proposed development will involve works to be carried out on the public highway and the Applicant/Developer is required to enter into a legally binding Highway Works Agreement (including an appropriate bond) with the County Council before commencing those works.

Statement of Positive and Proactive Engagement

In accordance with the requirements of the NPPF the Local Planning Authority has sought to determine the application in a positive and proactive manner by offering pre-application advice, publishing guidance to assist the applicant, and publishing to the council's website relevant information received during the consideration of the application thus enabling the applicant to be kept informed as to how the case was proceeding.

Decision:

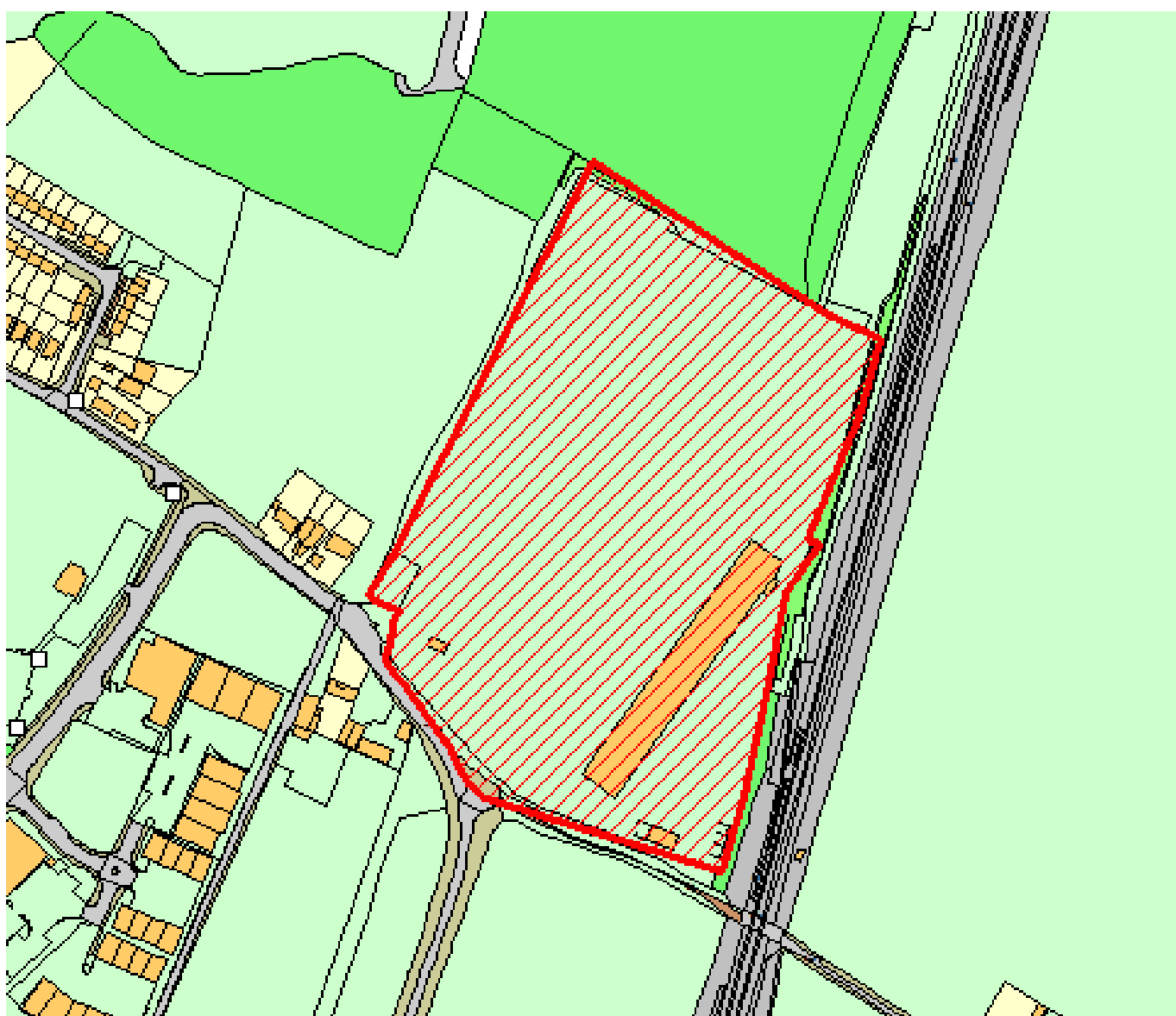
Notes:

Person to contact: Caroline Townley
(Tel: 396780.)

16/00100/FUL

SMH Fleet Solutions
Naas Lane
Quedgeley
Gloucester
GL2 2BZ

Planning Committee 02.08.2016





Meeting:	PLANNING COMMITTEE - 2nd August 2016
Subject:	PLANNING ENFORCEMENT PROGRESS REPORT (JANUARY to JUNE 2016)
Report Of:	ANDY BIRCHLEY, SENIOR PLANNING COMPLIANCE OFFICER
Wards Affected:	ALL
Key Decision:	No Budget/Policy Framework: No
Contact Officer:	ANDY BIRCHLEY, SENIOR PLANNING COMPLIANCE OFFICER
	Email: andy.birchley@gloucester.gov.uk Tel: 396774
Appendices:	1. SUMMARY OF ENFORCEMENT ACTIVITY 2. NOTICES IN EFFECT AT 1st JULY 2016

FOR GENERAL RELEASE

1.0 Purpose of Report

- 1.1 To identify the level and nature of enforcement activity undertaken by the Planning Enforcement team between January and June 2016. From 2016 onwards progress reports to committee are half yearly rather than quarterly, as agreed by planning committee
- 1.2 To provide an update on formal action being taken against more serious planning breaches, including the results of legal actions undertaken.

2.0 Recommendations

- 2.1 Planning Committee is asked to RESOLVE, subject to any questions or issues arising, that planning enforcement performance be noted.

3.0 Background and Key Issues

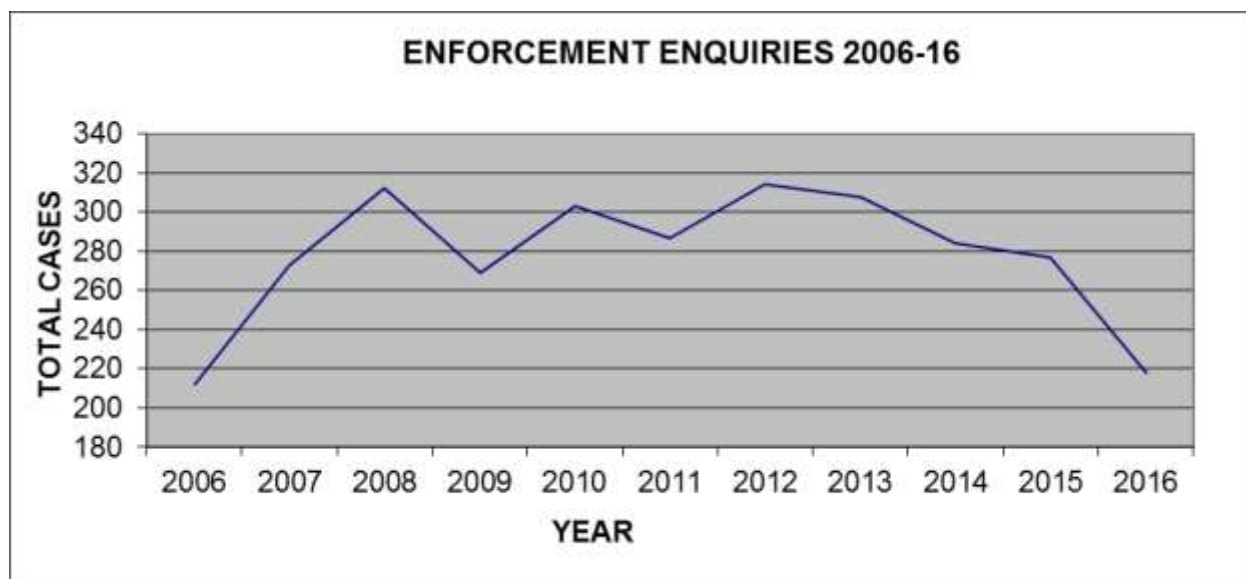
- 3.1 Gloucester City Council's Planning Enforcement function is based in the Private Sector Housing team, and is part of the Council's Public Protection Service. The team is normally made up one full time Enforcement Officer, and a Senior Planning Compliance Officer, and also involves the monitoring of Section 106 legal (planning) agreements.
- 3.2 Since June 2016 the team have been reduced to one member of staff pending a review into how the planning enforcement function might operate. Interim arrangements (officer undertaking priority work areas only) are in place while the service operate with one post only.

3.3 Up until June 2016 the team operated according to the provisions of the Planning Enforcement Plan, approved by members in September 2013, and revised (with member approval) in November 2015. This policy is supported by a set of customer service standards, priorities for action, and is supplemented by agreed office procedures. However, changes to the function will inevitably mean that this Plan, and customer service standards, will need to be revised and presented back to members for their consideration.

4.0 Caseload and progress

4.1 109 new enforcement enquiries have been investigated to date in 2016. A more detailed breakdown of performance, including types of cases investigated, is provided in Appendix 1.

4.2 The number of new enquiries investigated has dropped year on year from a high of 314 cases in 2012 to 277 in 2015. This is mainly due to the team operating a better 'triage' system to sift out enquiries where no planning breach has taken place, but also as due to a number of factors including the relocation of planning enforcement into the Public Protection team, and work on other projects. This number is likely to drop sharply in 2016 while 'interim arrangements' are in place, and until such time as the team is fully resourced.



4.3 The number of cases concluded remains high, at 145 for the year, and this reflects a number of factors. While the number of cases resolved to the Council's satisfaction remains high, there have also been a higher number of cases where the team has had to make a judgement on the expediency of taking further action, in order to ensure that the priority cases receive the focus and resources they require.

5.0 Formal action

5.1 When the Council's requirements are not met, following a reasonable time period to comply, and where the breach is considered to merit action in the public interest, then formal action will be pursued to remedy a planning breach. This usually

involves some or all of the following:

- Service of a Notice
- Prosecution
- Works undertaken and re-charged to the landowner (works in default)

5.2 Appendix 2 identifies those cases where a Notice has been served or was in force at 1st July 2016, showing progress against the Council's stated requirements. 11 new Notices were served between January and June 2016, with (another) 8 complied with in the same period. 14 Notices are currently awaiting compliance.

5.3 Enforcement appeals:

- *90 Longford Lane* – Unauthorised conversion of an outbuilding to a unit of self-contained accommodation, independent from the main dwellinghouse.

A planning application was made in 2013 to seek permission for this change of use, was refused by Planning Committee, and dismissed on appeal. The owners nevertheless converted the building into self-contained accommodation. An Enforcement Notice was served to cease this use, and was appealed on the grounds that there has been no breach of planning regulations. The Planning Inspectorate has upheld the Council's decision, and the owner is now required to ensure that the building is no longer lived in, including making internal changes to the building.

Appeals have been made against the following Notices, but because of a conflict of interest, these are being dealt with by Development Control Manager:

- *Land at 7 St Albans Road (Keyway)* – engineering operations. Appeal submitted June 2016, awaiting 'start letter' from the Planning Inspectorate.
- *Land at Cherry Tree Cottage* – raising of land levels, unauthorised accommodation, enclosure of land. Appeal submitted June 2016, awaiting 'start letter' from the Planning Inspectorate.
- *Ferndale Villa, Naas Lane* – Use of static caravan as an independent unit of accommodation. Awaiting Planning Inspector's visit, and decision.

5.4 Direct action was undertaken during the quarter in respect of the following:

- 106 Eastgate Street - Improvements to shopfront, including painting part of the façade
- 25 Vetch Close – Untidy rear garden cleared

The costs incurred in undertaking direct action are usually charged to the owner, and will normally remain as a charge (with interest) against the property until such time as it is paid.

6.0 Other work

6.1 As outlined in Section 3, a review of the planning enforcement role and how it is delivered is being undertaken, and this will have significant implications for future work.

- 6.2 Under threat of bankruptcy proceedings, and the enforced sale of the property, the owner of 71 Nine Elms Road has paid debts to the Council totalling more than £6,000, following direct action to clear and tidy his land on 2 occasions.
- 6.3 The team have been working closely with neighbouring authorities to share 'good practice', with a visit undertaken to South Gloucestershire Council, and a visit from Cotswold District Council, who are looking to set up a similar s106 monitoring system to the one set up in Gloucester (and which has recouped more than £1m 'bad debt') .

7.0 Alternative Options Considered

- 7.1 This report is for information only, and therefore the consideration of other options is not relevant.

8.0 Reasons for Recommendations

- 8.1 To give Members the opportunity to scrutinise the work of the planning enforcement team, be aware of individual cases, and have the opportunity to ask any questions or raise any other matters of interest.

9.0 Future Work and Conclusions

- 9.1 The Senior Planning Compliance Officer currently has 54 cases under investigation, and will receive further enquiries during the July to December 2016 period, working to try to resolve or meet a satisfactory outcome in as many of these cases as possible.
- 9.2 Internal audit are currently undertaking a review of s106 systems, and the conclusions are awaited

10.0 Financial Implications

- 10.1 The cost to the Council is officer time which includes legal officer's time, in carrying out enforcement duties. Where direct action is taken the costs of any works is sought from those responsible for the breach, and remains as a charge against the land until such time as it is paid. Financial Services have been consulted in the preparation this report.

11.0 Legal Implications

- 11.1 The Council has a range of powers available to it to enforce breaches of planning legislation. These powers are supplemented by the policies and procedures adopted by the Council, which are followed when dealing with potential breaches. Having adopted policies and procedures for planning enforcement helps to minimize the risk of Judicial Review and maladministration complaints and ensures

that appropriate enforcement action is taken. Whilst prosecution is an option open to the Council, it isn't always the most cost effective method of enforcement, and it may not necessarily lead to a planning breach being remedied; it can often only lead to the securing of a conviction. Direct action is a last resort, but is necessary in some circumstances, and often more cost effective. Legal Services have been consulted in the preparation this report.

12.0 Risk & Opportunity Management Implications

12.1 There is no risk to the authority connected with this report, as it is for information only

13.0 People Impact Assessment (PIA):

13.1 There are no risks for customers and staff, in the areas of gender, disability, age, ethnicity, religion, sexual orientation and community cohesion in this report

14.0 Other Corporate Implications

14.1 It is considered that there are no other corporate implications not already covered within the report

Background Documents: None

APPENDIX 1 –ENFORCEMENT ACTIVITY

	<i>2012 TOT</i>	<i>2013 TOT</i>	<i>2014 TOT</i>	<i>2015 TOT</i>	<i>2016 to date</i>
NEW INVESTIGATIONS UNDERTAKEN	314	308	284	277	109
TYPE OF BREACH (New enquiries):					
Operational development	94	98	88	114	41
Breach of Condition	28	31	31	22	20
Unauthorised change of use	60	70	60	67	30
Works affecting a Listed Building	9	9	6	8	3
Unauthorised advertisement	94	40	50	30	4
Section 215 (Untidy land / property)	21	41	43	24	6
General Amenity Tree Preservation Order	2	1	0	1	2
Conservation Area	1	0	0	0	0
Not Planning Enforcement	4	16	6	11	3
	1	2	0	0	0
PROGRESS:					
Total cases worked on in period		421	396	384	199
Unresolved at period end	123	112	102	90	54
<i>Total Notices issued</i>	23	23	29	12	11
<i>Total prosecutions</i>	1	3	3	0	0
<i>Total cases closed</i>	280	319	294	289	145
REASON FOR CASE CLOSURE:					
No evidence of breach	82	107	73	105	50
No further action taken	37	59	54	39	38
Complied with Retrospective Planning Permission given	140	116	127	110	40
Other Powers Used	21	37	35	35	16
			5		1

APPENDIX 2 – NOTICES IN EFFECT – 1st JULY 2016

ADDRESS	BREACH	TYPE OF NOTICE	STATUS
93 Westgate Street	Damage to rear wall of Listed Building, knocked through to insert a door	Listed Buildings Enforcement Notice	Compliance period not yet reached
255 Stroud Road	Breach of condition – obscure glazed side window removed	Breach of Conditions Notice	Compliance period not yet reached – however owner has been in contact to confirm that works to permanently fasten and obscure window will be undertaken.
13 Parkwood Crescent	Untidy front side and rear gardens	S215 Notice	Some works already undertaken, extension to end of September agreed for area of garden where nesting birds present.
42 Hopewell Street	Untidy rear garden	S215 Notice	Compliance period not yet reached
25 Damson Close	Significant amount of public verge land enclosed into private garden	Enforcement Notice	Compliance period not yet reached
Cherry Tree Cottage	Unauthorised development to construct house, stationing of mobile home, raised land levels, and unauthorised enclosure, including	Enforcement Notice	Notice appealed

ADDRESS	BREACH	TYPE OF NOTICE	STATUS
	land not in applicant's ownership		
7 St Albans Road (Keyway)	Removal of landscape (visual and acoustic) bund and replacement with unauthorised concrete block wall	Enforcement Notice	Notice appealed
Ferndale Villa	Use of static caravan as a unit of independent accommodation	Enforcement Notice	Notice appealed
2 Fairmile Gardens	Untidy land to front side and rear gardens, consisting of overgrown vegetation and discarded items on land	S215 Notice	Direct action to be undertaken in August to clear the land, and cost charged back to the owner
34 Badminton Road	<i>Extension being used as a unit of independent accommodation</i>	<i>Enforcement Notice</i>	<i>Notice complied with, unauthorised use ceased</i>
<i>Former RAF Club, 6 Spa Road</i>	<i>Untidy frontage, including herras fencing, affecting listed Building</i>	<i>Listed Buildings Enforcement Notice</i>	<i>Works undertaken as required</i>
<i>61 Redwell Road</i>	<i>Untidy land</i>	<i>S215</i>	<i>Works undertaken as required</i>
<i>25 Vetch Close</i>	<i>Untidy land</i>	<i>S215</i>	<i>Works undertaken in default, costs charged back to the owner</i>

ADDRESS	BREACH	TYPE OF NOTICE	STATUS
106 Eastgate Street	<i>Untidy building</i>	<i>S215 Notice</i>	<i>Works undertaken as required</i>
Land to rear of 72 Forest View Road	<i>Failure to comply with landscape, boundary and drainage requirements</i>	<i>Enforcement Notice</i>	<i>Works now complete.</i>
55 Worcester Street	<i>Unauthorised changes to shopfront including installation of roller shutters (within the Worcester Street Conservation Area)</i>	<i>Enforcement Notice</i>	<i>Works complete, render applied and other issues resolved.</i>
35 London Road	<i>Unauthorised changes to shopfront</i>	<i>Enforcement Notice</i>	<i>Notice substantially complied with.</i>
Sevenside Farm	Further information required relating to various works and operations on the land	Planning Contravention Notice	Notice only part completed, legal action being considered as part of other actions on site
90 Longford Lane	Use of outbuilding as a self contained unit of living accommodation	Enforcement Notice	Appeal dismissed – occupant relocating in August and works to be carried out once vacant.
Land adjacent to Gospel Hall, Matson	Field not reinstated to previous condition (including levels) following use as a works compound	Enforcement Notice	Planning permission received to provide sports pitches on the land – timing of works conditioned, but missed. Awaiting legal advice.

ADDRESS	BREACH	TYPE OF NOTICE	STATUS
PictureDrome, 162-170 Barton Street	Removal of historic features, including raked floor, theatre seating, heating system and box room. (Grade II Listed Building)	Listed Building Enforcement Notice	Legal action under discussion
122 Eastgate Street	Unauthorised alterations to shopfront within Eastgate and St Michael's Conservation Area	Enforcement Notice	Works almost complete

Notices in bold served within January to June 2016 period

Notices in italics have been complied with or otherwise concluded during January to June 2016 period.



CITY OF GLOUCESTER

PLANNING COMMITTEE

ON

2nd August 2016

DELEGATED DECISIONS

1ST – 30th June 2016

**Development Services Group Manager,
Herbert Warehouse, The Docks, Gloucester**

Abbeydale

16/00378/FUL EDBAK
Hadwen Medical Practice Glevum Way Gloucester GL4 4BL
Variation of condition 2 of planning permission 15/00776/FUL - alteration to design of approved extensions to surgery and reconfiguration of approved car
G3Y 09/06/2016

16/00461/FUL EDBAK
5 Bluebell Close Gloucester GL4 4GP
Demolition of existing rear conservatory, erection of two storey and single storey rear extensions; single storey front extension to comprise a garage; single storey front extension to porch; installation of 2 new windows and the
G3Y 01/06/2016

16/00497/FUL AEROR
7 The Richmonds Gloucester GL4 5YA
Single storey side extension.
G3Y 22/06/2016

16/00576/LAW JONSU
17 Berry Lawn Gloucester GL4 5YE
Construction of a single storey garden room to the rear of the property
LAW 17/06/2016

16/00711/FUL AEROR
6 Wren Close Gloucester GL4 4XR
Small front facing, gable dormer window to be built into an integral garage roof. Dormer is front facing, but does not increase floor space. This is because the roof space above the garage is already a bedroom and has been
RET 30/06/2016

Abbymead

16/00468/FUL AEROR
21 Damson Close Gloucester GL4 5BW
Two storey side extension
G3Y 15/06/2016

16/00445/FUL BOBR
7A Northbrook Road Gloucester GL4 3DP
Over cladding of the high level profiled metal cladding with stained rough cut timber boarding.

NPW 20/06/2016

16/00446/ADV BOBR
7A Northbrook Road Gloucester GL4 3DP
Non-illuminated signage comprising individual letter writing to indicate name of the store.

NPW 20/06/2016

16/00480/FUL AEROR
14 Spinney Road Gloucester GL4 3YX
First floor side extension and single storey front extension.

G3Y 20/06/2016

16/00525/FUL ADAMS
129 Barnwood Avenue Gloucester GL4 3AQ
Erection of single storey rear extensions to kitchen and to form utility room, and garage conversion to include side extension in front of garage

G3Y 22/06/2016

16/00693/TCM JULIS
MERCURY SITE 78545 Barnett Way Gloucester
Upgrade of Existing Telecommunications

PDV 06/06/2016

Barton & Tredworth

16/00228/FUL CARLH
75 Park End Road Gloucester GL1 5AL
Loft conversion, with the insertion of 2 rooflights to the front and dormer window to the rear; erection of 2 single storey rear extensions

G3Y 29/06/2016

16/00288/FUL CJR
Vauxhall Mart 174 Barton Street Gloucester GL1 4EU
Demolition of single storey building and erection of four shops (Use Class A1). Amended scheme.
G3Y 15/06/2016

16/00405/FUL EDBAK
Kingfisher Church Moor Street Gloucester GL1 4NJ
Painting external brickwork of building
NPW 09/06/2016

16/00447/COU AEROR
43 Sidney Street Gloucester GL1 4DB
Change of use from C3 to C2.
G3Y 03/06/2016

16/00621/PDE AEROR
14 Furlong Road Gloucester GL1 4UT
Single storey rear extension (Depth: 3 metres from rear elevation of original dwellinghouse, maximum height: 3.3 metres, height of eaves: 2.4)
ENOBJ 30/06/2016

16/00661/OUT EDBAK
46 Goodyere Street Gloucester GL1 4UG
Outline planning application for residential development with access to be
RET 21/06/2016

Coney Hill

16/00510/FUL AEROR
6 Goldsborough Close Gloucester GL4 4ST
Proposed Garden Shed
G3Y 22/06/2016

Elmbridge

16/00221/FUL AEROR
113 Elmbridge Road Gloucester GL2 0PQ

Two storey side extension and rear dormer.

G3Y 10/06/2016

16/00374/FUL ADAMS

69 Nine Elms Road Gloucester GL2 0HF

Two storey extension to side and rear of property to create enlarged kitchen area at ground floor and additional bedrooms at first floor

G3Y 09/06/2016

16/00393/LAW AEROR

17 Armscroft Place Gloucester GL2 0SW

Single storey rear extension

LAW 03/06/2016

16/00404/FUL AEROR

2 Brookside Villas Armscroft Crescent Gloucester GL2 0SX

Single storey side and front extension.

G3Y 03/06/2016

16/00428/FUL FEH

130 Cheltenham Road Gloucester GL2 0LX

Removal of the existing porch and attached outbuildings and the construction of a single storey side and rear extension and two storey rear extension and entrance porch with timber boarding boundary fencing.

SPLIT 16/06/2016

16/00430/PDE BOBR

26 Oakleaze Gloucester GL2 0LQ

Replacement single storey flat roof extension to rear (depth: 4 metres from rear elevation of original dwelling house, maximum height: 2.5 metres, height of eaves: 2.5 metres).

ENOBJ 06/06/2016

16/00454/FUL AEROR

5 Armscroft Place Gloucester GL2 0SW

Two storey side extension

G3Y 10/06/2016

16/00477/LAW AEROR
1 Lavington Drive Gloucester GL2 0HW
Garage conversion and raising of flat roof slightly
LAW 22/06/2016

Grange

16/00455/COU FEH
Buildit Gloster Quedgeley Court Shepherd Road Gloucester GL2 5EL
Proposed change of use from existing builders merchants to B2 Use Class.
G3Y 21/06/2016

16/00513/FUL FEH
111 Bodiam Avenue Gloucester GL4 0TL
Two storey side extension with balcony on rear
WDN 27/06/2016

Hucclecote

16/00166/ADV AEROR
Chiropractor Wellness Centre 73 Hucclecote Road Gloucester GL3 3TW
1 sign fitting part of one wall on the Left side of the front entrance. 2 Another sign which is designed as a hanging sign which projects out from the top of the building. 3 Another sign against the road facing wall of the building.
GFY 03/06/2016

16/00429/FUL AEROR
37 Churchdown Lane Gloucester GL3 3QH
Single storey side and rear extension and loft conversion
G3Y 10/06/2016

16/00520/FUL FEH
54 Dinglewell Gloucester GL3 3HU
Change of use of part of building from A1 to A2 and reconfiguration of shopfront, and insertion of new windows within front and side elevations
G3Y 29/06/2016

Kingsholm & Wotton

16/00158/FUL ADAMS

Triangle Park Triangle Way Gloucester

The construction of 22.No trade units in 5 separate blocks under use classes B1,B2 and B8 ranging in size from 116.13 sqm to 232.26 sqm including new vehicular access and associated forecourts, parking and landscaping.

G3Y 16/06/2016

16/00206/FUL EDBAK

31 London Road Gloucester

Change of use from four apartments to a House in Multiple Occupation (12

G3Y 01/06/2016

16/00250/FUL BOBR

45 Tewkesbury Road Gloucester GL2 9BD

1.5 Storey extension to side of existing outbuilding and associated alterations to facilitate a 'nanny flat' over garage. (Amended plans received)

G3Y 22/06/2016

16/00303/FUL JONSU

Former Car Park Wessex House Great Western Road Gloucester GL1 3NG

New surface car park; and gateline enclosure with external ramps and stairs

G3Y 21/06/2016

16/00499/FUL AEROR

6 Cooks Orchard Gloucester GL1 3JY

Garage conversion and replace existing flat roof with tiled vaulted roof

G3Y 20/06/2016

16/00552/PDE BOBR

32 Estcourt Road Gloucester GL1 3LG

Erection of single storey extension to rear. (Depth: 5.9 metres from rear elevation of original dwellinghouse, maximum height: 3.85 metres, height of

ENOBJ 21/06/2016

16/00636/TRECON JHH
12 Edwy Parade Gloucester GL1 2QL
Remove cherry tree in the front area of 12 Edwy Parade. Replacement tree to be planted either to the side of the front area or at the rear of the property.
TCNOB 10/06/2016

16/00675/TRECON JHH
35 Denmark Road Gloucester GL1 3JQ
Remove tree on front garden to allow double parking space. Replacement to be planted to front or rear of the property.
TCNOB 30/06/2016

16/00780/TCM PEGAN
HUTCHISON (GL0027) AT ROOF TOP AT 65 London Road Gloucester
Installation of cabinet on rooftop and additional mast amplifier
NOB 22/06/2016

Longlevens

16/00330/FUL BOBR
Land Adj 38 Beaumont Road Gloucester
4 bedroom detached dwelling with off street parking. Alternative design and siting to dwelling approved under permission no.14/00896/REM.
G3Y 02/06/2016

16/00348/FUL CJR
102 Oxstalls Lane Gloucester GL2 9HX
New detached garage and changes to existing dwelling including two new windows in ground floor side elevation and installation of an external log
G3Y 29/06/2016

16/00377/FUL AEROR
80 Oxstalls Drive Gloucester GL2 9DE
Single storey rear extension
G3Y 03/06/2016

16/00391/FUL	AEROR
9 Lea Crescent Gloucester GL2 0DU	
Single storey side extension.	
G3Y	03/06/2016
16/00394/FUL	AEROR
28 Gambier Parry Gardens Gloucester GL2 9RD	
Two storey side extension	
G3Y	03/06/2016
16/00415/FUL	ADAMS
99 Park Avenue Gloucester GL2 0EQ	
Roof alteration from flat to pitched over two storey extension	
G3Y	09/06/2016
16/00422/FUL	AEROR
36 Innsworth Lane Gloucester GL2 0DB	
Two storey side extension	
REF	06/06/2016
16/00515/FUL	AEROR
28 Oxstalls Way Gloucester GL2 9JG	
Single storey rear extension	
G3Y	22/06/2016
16/00527/FUL	ADAMS
119 Estcourt Road Gloucester GL1 3LN	
Two storey side extension and single storey side and rear extensions to dwelling to provide a larger garage with bedroom and en-suite above, together with enlarging the kitchen area and replacing the dilapidated	
G3Y	27/06/2016
16/00633/NMA	FEH
7 Ashmead Gloucester GL2 9RU	
Changes to permission 15/00954/FUL to include enlarged kitchen extension, replacement of french doors with window and construction new window on the side of the porch	
RET	10/06/2016

Matson & Robinswood

16/00369/FUL AEROR

48 Bazeley Road Gloucester GL4 6JF

Single storey side and rear extension

G3Y 10/06/2016

16/00452/FUL AEROR

28 Munsley Grove Gloucester GL4 6LN

Two storey side extension

G3Y 10/06/2016

16/00466/FUL EDBAK

65 Finlay Road Gloucester GL4 6TW

Two storey side and rear extension including demolition of existing garage

G3Y 03/06/2016

16/00514/FUL AEROR

29 Barnfields Gloucester GL4 6WE

Single storey side extension.

G3Y 22/06/2016

16/00685/FUL AEROR

4 Cranwell Close Gloucester GL4 6JR

Erection of Front Porch/Study

RET 30/06/2016

Moreland

15/00797/COU FEH

126 Tredworth Road Gloucester GL1 4QY

Proposed change of use from Florist to Takeaway and construction of extract

G3Y 03/06/2016

16/00280/FUL AEROR

230 Linden Road Gloucester GL1 5JE

One bedroom annex to rear of 230 Linden Road.

G3Y 20/06/2016

16/00414/FUL ADAMS

9 Gladstone Road Gloucester GL1 5HN

Single storey extension to side and rear to provide enlarged kitchen and

G3Y 22/06/2016

16/00465/FUL AEROR

143 Linden Road Gloucester GL1 5JB

Single storey rear extension

G3Y 15/06/2016

16/00476/FUL EDBAK

Flat 6 Bishop Court 18 - 24 Stroud Road Gloucester GL1 5AQ

Change of use of building (ground and first floor) from site office to single dwelling (retrospective)

GA 22/06/2016

16/00479/FUL AEROR

135 Linden Road Gloucester GL1 5JB

Two storey rear extension.

G3Y 15/06/2016

16/00547/LAW AEROR

91 Hartland Road Gloucester GL1 4RU

Single storey rear extension

RAD 22/06/2016

16/00710/COU BOBR

11 Stanley Road Gloucester GL1 5DQ

Proposed change of use for residential property 11 Stanley Road - the home owner would like to use a portion of this property to run their own established viable business relocating from existing premises.

The new
space would be used to display and sell

RET 30/06/2016

16/00741/PREAPP

Land Adjacent To 43 Stroud Road Gloucester GL1 5AA

Proposed 2 Storey Apartments on open land adjacent to 43 Stroud Road.

WDN 28/06/2016

16/00779/FUL

FEH

10 Henley Place Gloucester GL1 5EF

Steplift to front external door

RET 29/06/2016

Quedgeley Fieldcourt

14/01252/FUL

JOLM

Land To East West Of A38 And Naas Lane Quedgeley Gloucester

Variation of condition 1 of planning permission reference 10/00468/REM in relation to amended house types to plots 462, 475, 476, 478, 480 and 496 on Area 4B2 Framework Plan 4.

GP 01/06/2016

16/00049/FUL

CJR

Proposed Car Park Edison Close Quedgeley Gloucester

Siting of two portacabins and gravel access drive for use by Men's Sheds.

G3Y 30/06/2016

16/00255/FUL

CJR

Land To South Of Waterwells Drive Quedgeley Gloucester

Variation of conditions 19, 20 and 21 of planning permission reference 15/00892/FUL to allow unrestricted hours of operation for Class B8 (storage)

GP 15/06/2016

16/00402/FUL

AEROR

17 Church Drive Quedgeley Gloucester GL2 4UW

Single storey rear and side extension

G3Y 10/06/2016

16/00635/DCC FEH
Field Court Infant School Courtfield Road Quedgeley Gloucester GL2 4UF
New Canopy to existing building for Nursery provision for 2 year olds
NOB 10/06/2016

16/00716/TCM PEGAN
Grass Verge Naas Lane Quedgeley Gloucester
EE Upgrade of existing telecommunications
NOB 09/06/2016

16/00730/LAW AEROR
18 Ashleworth Gardens Quedgeley Gloucester GL2 4WU
Internal alterations to garage
RET 30/06/2016

Quedgeley Severnvale

16/00318/FUL AEROR
11 Weavers Road Quedgeley Gloucester GL2 4WX
Two storey side extension and garage conversion.
G3Y 22/06/2016

16/00440/FUL ADAMS
22 Carters Orchard Quedgeley Gloucester GL2 4WB
Single storey extension to side/rear enlarging kitchen
G3Y 09/06/2016

16/00484/LAW AEROR
46 Welland Road Quedgeley Gloucester GL2 4SG
Single storey rear extension
LAW 21/06/2016

16/00509/PREAPP EDBAK
30 Redding Close Quedgeley Gloucester GL2 4FT
Erection of end of terrace dwelling
RET 07/06/2016

Tuffley

16/00438/FUL ADAMS
24 Campden Road Gloucester GL4 0HX
Two storey rear extension and single storey side and rear extension
G3Y 06/06/2016

16/00506/FUL AEROR
32 Birchwood Fields Gloucester GL4 0AL
Two storey rear extension and replace flat roof dormer on front with pitched roof and add a second dormer to the front.
G3Y 22/06/2016

Westgate

15/00841/FUL JOLM
5 Nettleton Road Gloucester GL1 1QD
Installation of dormer to the front and rear within existing flat.
G3Y 01/06/2016

15/00894/FUL CJR
18 Brunswick Square Gloucester GL1 1UG
Conversion of the existing listed building into 8 single bedroomed flats, demolition of the existing storage shed to the rear and erection of a replacement building to provide an additional 5 flats (amended description).
REFREA 08/06/2016

15/00895/LBC	CJR
18 Brunswick Square Gloucester GL1 1UG	
Conversion of the existing listed building into 8 single bedroomed flats, demolition of the existing storage shed to the rear and erection of a replacement building to provide an additional 5 flats (amended description).	
REFLBC	08/06/2016
16/00040/COU	EDBAK
58 Eastgate Street Gloucester GL1 1QN	
Change of use of first and second floors to form 4 self contained flats and associated works including removal of fire escape from south elevation, new down pipes to east and west elevation; repositioning of downpipe on east	
G3Y	01/06/2016
16/00041/LBC	EDBAK
58 Eastgate Street Gloucester GL1 1QN	
Works to facilitate change of use of first and second floors to form 4 self contained flats including internal alterations; removal of fire escape from south elevation; new down pipes to east and west elevation; repositioning	
G3L	01/06/2016
16/00152/FUL	BOBR
106 Eastgate Street Gloucester GL1 1QT	
Demolition of a non-listed building and replacement with hot food takeaway and 2 bed flat above.	
G3Y	16/06/2016
16/00163/FUL	FEH
Places Trading 28 Hempsted Lane Gloucester GL2 5JA	
Change of use of existing office space into two residential dwellings with the construction of two entrance porches	
G3Y	30/06/2016

16/00217/COU	BOBR
69 Eastgate Street Gloucester GL1 1PN	
Change of use of basement, first, second and third floors to HMO and use of ground floor as Class A2 (professional services), with associated Internal	
G3Y	10/06/2016
16/00218/LBC	BOBR
69 Eastgate Street Gloucester GL1 1PN	
Change of use of basement, first, second and third floors to HMO and use of ground floor as Class A2 (professional services), with associated Internal	
G3L	10/06/2016
16/00236/COU	CJR
17 Brunswick Road Gloucester GL1 1HG	
Change of use from single dwelling house to 8 bedroom house in multiple occupation (HMO) for student lets.	
G3Y	08/06/2016
16/00336/LBC	FEH
13 Westgate Street Gloucester GL1 2NW	
Remove existing fascia signage and replace with new wooden fascia signage	
G3L	20/06/2016
16/00357/FUL	ADAMS
Llanthony Wharf Llanthony Road Gloucester	
Change of use of land to open space and associated engineering and	
G3Y	15/06/2016
16/00364/FUL	EDBAK
Shahi Balti And Tandoori House 72 Westgate Street Gloucester GL1 2NZ	
Proposed New Shopfront	
G3Y	23/06/2016

16/00365/ADV EDBAK
 Shahi Balti And Tandoori House 72 Westgate Street Gloucester GL1 2NZ
 New signage
 GFY 23/06/2016

16/00396/LBC FEH
 Regus North Warehouse The Docks Gloucester GL1 2FB
 Amendments to existing Business lounge space. Remove existing Media wall
 and replace existing glazed partition with solid stud partition and split
 space to form new office and smaller business centre.
 GLB 16/06/2016

16/00421/FUL FEH
 87 - 91 Southgate Street Gloucester GL1 1UR
 Demolition of all the buildings above ground level behind the rear wall of
 the "courtyard" (amended description)
 G3Y 08/06/2016

16/00436/DCC AEROR
 Global Language Immersion Centre 4 - 6 Commercial Road Gloucester GL1
 Replacement windows to the first and second floors and conversion of
 second floor to offices.
 OBJ 09/06/2016

16/00459/FUL EDBAK
 Suite 4 Fullers Court Lower Quay Street Gloucester GL1 2LW
 Change of use of ground floor offices to yoga studio (Class D2 assembly and
 leisure) and insertion of window vinyls
 G3Y 22/06/2016

16/00460/ADV EDBAK
 Suite 4 Fullers Court Lower Quay Street Gloucester GL1 2LW
 Window signage
 GFY 22/06/2016

16/00508/CONDIT ADAMS
Land At Bakers Quay Llanthony Wharf And Monkmeadow Bounded By
Application for approval of details under Condition 55 of permission ref.
14/00709/FUL (parking charges as part of the Car Park Management Plan)
ALDIS 22/06/2016

16/00511/LBC ADAMS
National Waterways Museum The Docks Gloucester GL1 2EH
Internal alterations and refurbishment of Grade 2 listed building in
association with the new exhibition design for museum.
G3L 21/06/2016

16/00530/TRECON JJH
Cathedral House Three Cocks Lane Gloucester GL1 2QU
Remove two self set sycamore trees on narrow strip of land between garages
at Cathedral House _ retaining wall of the Dick Whittington Public House.
TCNOB 07/06/2016

16/00532/FUL BOBR
74 Hempsted Lane Gloucester GL2 5JN
2-storey rear extension and revised access and front boundary wall.
G3Y 20/06/2016

16/00533/PDE BOBR
33 The Forge Gloucester GL2 5GH
Single storey rear extension (depth: 6.15 metres from rear elevation of
original dwellinghouse, maximum height: 3.37 metres, height of eaves: 2.4
ENOBJ 09/06/2016

16/00653/NMA CJR
Geoff Cook Picture Framing 7 - 9 Commercial Road Gloucester GL1 2DY
Application of self finish cream render to side elevation.
RET 14/06/2016

16/00674/TCM JONSU
Secunda Way Gloucester

Installation at existing streetworks installation site.

NOB 06/06/2016

16/00757/CONDIT BOBR
Gloucester Cathedral College Green Gloucester GL1 2LR

Discharge of pre-commencement Conditions 3 (precise details), 4 (cable routes) and 5 (inverter location) of permission no.15/00868/FUL.

ALDIS 28/06/2016

16/00783/CONDIT FEH
151 Southgate Street Gloucester

Details of stone window cill for discharge of condition 4 of permission

ALDIS 30/06/2016

DECISION DESCRIPTIONS ABBREVIATIONS

AAPRZ:	Prior Approval Approved
ALDIS:	All Discharged
AR:	Approval of reserved matters
C3C:	Conservation Area Consent for a period of 3 years
CAC:	Conservation Area Consent
ECREF:	PDE Refused - Commenced
ENOBJ:	No Objections
ENPDEZ:	PDE Decision – No objections
EOBJ:	PDE Decision - Objection
G3L:	Grant Listed Building Consent for a period of 3 Years
G3Y:	Grant Consent for a period of 3 Years
GA:	Grant Approval
GATCMZ:	Grant approval for telecommunications mast
GFY:	Grant Consent for a period of Five Years
GLB:	Grant Listed Building Consent
GLBGOS:	Grant Listed Building Consent subject to Government Office of South West clearance
GOP:	Grant Outline Permission
GOSG:	Government Office of South West Granted
GP:	Grant Permission
GSC:	Grant Subject to Conditions
GTY:	Grant Consent for a period of Two Years
GYO:	Grant Consent for a period of One Year
LAW:	Certificate of Law permitted
NOB:	No objections
NOS96:	No objection to a Section 96 application
NPW:	Not proceeded with
OBJ:	Objections to County Council
OBS:	Observations to County Council
PADIS:	Part Discharged
PER:	Permission for demolition
RAD:	Refuse advert consent
REF:	Refuse
REFLBC:	Refuse Listed Building Consent
REFREA:	Refuse
REFUSE:	Refuse
RET:	Returned
ROS96:	Raise objections to a Section 96 application
RPA:	Refuse Prior Approval
SCO:	EIA Screening Opinion
SPLIT:	Split decision
TCNOB:	Tree Conservation Area – No objection
TELPRI:	Telecommunications Prior Approval
TPDECS:	TPO decision notice
TPREF:	TPO refuse
WDN:	Withdrawn

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By virtue of paragraph(s) 5 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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