



Gloucester City Council

Planning Committee

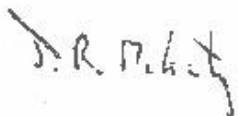
Meeting: Tuesday, 7th February 2017 at 6.00 pm in The Civic Suite, North Warehouse, The Docks, Gloucester, GL1 2EP

Membership:	Cllrs. Taylor (Chair), Lewis (Vice-Chair), Lugg, Hanman, Morgan, D. Brown, Dee, Hansdot, Toleman, J. Brown, Fearn, Finnegan and Walford
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 - 8) To approve as a correct record the minutes of the meeting held on 10 January 2017.
4.	LATE MATERIAL Please note that any late material relating to the applications detailed below will be published on the Council's website as a supplement in the late afternoon of the day of the meeting.
5.	UNIVERSITY OF GLOUCESTERSHIRE, OXSTALLS LANE - 16/01242/FUL (Pages 9 - 30) Application for determination:- Variation of conditions 54, 57 and 59 of permission 15?01190/OUT to allow for the phased provision of car parking and the phased/amended provision of cycle parking relating to the phased implementation of the University Business School at the University of Gloucestershire, Oxstalls Lane.

6.	<p>UNIVERSITY OF GLOUCESTERSHIRE, OXSTALLS LANE - 16/01241/REM (Pages 31 - 54)</p> <p>Application for determination:-</p> <p>Approval of the reserved matters of appearance, landscaping, layout and scale for the Business School and Growth Hub building, pursuant to outline permission 15/01190/OUT at the University of Gloucestershire, Oxstalls Campus.</p>
7.	<p>BARBICAN CAR PARK, LADYBELLEGATE STREET - 16/01525/FUL (Pages 55 - 92)</p> <p>Application for determination:-</p> <p>Re-development of the site for the construction of Phase 1 students' residences accommodation of 295 bedrooms, comprising studio flats, cluster flats and town houses, through the erection of new buildings and related/ancillary facilities, services and amenities, with associated works comprising access (including new pedestrian route from Ladybellegate Street to Barbican Road/Way), parking, hard and soft landscaping, public realm works, together with the creation and provision of temporary surface level car parking facility at Barbican car Park, Ladybellegate Street.</p>
8.	<p>ST ALDATES CHURCH, FINLAY ROAD - 14/00449/FUL (Pages 93 - 118)</p> <p>Application for determination:-</p> <p>Demolition of Church Hall and vicarage. Proposed residential development comprising of 12 one and two bedroom flats, 3 two bedroom houses 6 three bedroom houses and 2 two bedroom bungalows. New vehicular access from Reservoir Road with associated parking at St Aldate's Church, Finlay Road.</p>
9.	<p>DELEGATED DECISIONS (Pages 119 - 136)</p> <p>To consider a schedule of applications determined under delegated powers during the month of December 2016.</p>
10.	<p>DATE OF NEXT MEETING</p> <p>Tuesday, 7 March 2017 at 6.00pm.</p>



Jon McGinty
Managing Director

Date of Publication: Monday, 30 January 2017

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.
Contracts	Any contract which is made between you, your spouse or civil partner or person with whom you are living as a spouse or civil partner (or a body in which you or they have a beneficial interest) and the Council (a) under which goods or services are to be provided or works are to be executed; and (b) which has not been fully discharged
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 Tony Wisdom, 01452 396158, anthony.wisdom@gloucester.gov.uk.

For general enquiries about Gloucester City Council’s meetings please contact Democratic Services, 01452 396126, democratic.services@gloucester.gov.uk.

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- You should proceed calmly; do not run and do not use the lifts;
- Do not stop to collect personal belongings;
- Once you are outside, please do not wait immediately next to the building; gather at the assembly point in the car park and await further instructions;
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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, 10th January 2017

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

Officers in Attendance

Mella McMahon, Development Control Manager

Nick Jonathan, Solicitor, One Legal

Caroline Townley, Principal Planning Officer

Tony Wisdom, Democratic Services Officer

APOLOGIES : Cllrs. Lewis and Finnegan

86. DECLARATIONS OF INTEREST

No declarations were made on this occasion.

87. MINUTES

The minutes of the meeting held on 6 December 2016 were confirmed and signed by the Chair as a correct record.

88. LATE MATERIAL

There was no late material in respect of the agenda items.

89. LIDL SUPERMARKET, CANADA WHARF, BRISTOL ROAD - 16/00840/FUL

The Principal Planning Officer presented her report which detailed an application for the demolition of the existing Lidl food store and construction of larger replacement store with associated car parking, servicing and landscaping at Lidl Supermarket, Canada Wharf, Bristol Road.

She corrected the date on the report which referred to the application being presented to the December Committee meeting and clarified that 122 car parking spaces were proposed.

She noted that access would be through the existing junction off Bristol Road.

The gross internal floor area proposed was 2,418 square metres with a sales area of 1,424 square metres.

She advised that the only objection received had been made on behalf of Aldi Stores Limited and was detailed at paragraph 5.2 of her report. She believed that all the issues raised had been addressed adequately.

A Member referred to the residential properties at Midsummer Walk on the other bank of the canal and asked if there was scope for further planting. He was advised that the Council's Landscape Officer was happy with the proposals and that a condition had been proposed to address issues raised by the Canal and River Trust and the Council's Environmental Services Manager.

Another Member asked about access for delivery vehicles. The Principal Planning Officer displayed a plan illustrating the tracking movements and advised that the Highway Authority was satisfied with the proposals.

The Member also requested that the cycle storage proposed should provide facilities to secure lock cycles by more than just locking the front wheel. He was advised that this would be secured by condition.

A Member expressed the hope that the Highway Authority would address the sequencing of the traffic light controlled junction with Bristol Road.

The Chair suggested that Members should lobby the County Council.

RESOLVED that planning permission be granted subject to the conditions in the report.

90. PROPOSED LOCAL DEVELOPMENT ORDER - 16/01510/LDO

This item had been withdrawn from the agenda.

91. DELEGATED DECISIONS

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

RESOLVED that the schedule be noted.

92. DATE OF NEXT MEETING

Tuesday, 7 February 2017 at 6.00pm.

Time of commencement: 6.00 pm

Time of conclusion: 6.12 pm

Chair

GLOUCESTER CITY COUNCIL

COMMITTEE	:	PLANNING
DATE	:	7TH FEBRUARY 2017
ADDRESS/LOCATION	:	UNIVERSITY OF GLOUCESTERSHIRE, OXSTALLS LANE
APPLICATION NO. & WARD	:	16/01242/FUL LONGLEVENS
EXPIRY DATE	:	16TH JANUARY 2017
APPLICANT	:	UNIVERSITY OF GLOUCESTERSHIRE
PROPOSAL	:	Variation of Conditions 54, 57 and 59 of permission ref. 15/01190/OUT to allow for the phased provision of car parking and the phased / amended provision of cycle parking relating to the phased implementation of the University business school
REPORT BY	:	ADAM SMITH
NO. OF APPENDICES/ OBJECTIONS	:	SITE PLAN

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The application site encompasses the existing University Campus, the 'Debenhams' playing field at the rear of Estcourt Road and Estcourt Close and the allotment site between, the north east part of the former Bishops College playing fields, the Oxstalls tennis centre, and part of Plock Court playing fields at their southern edge. In practice the focus of this application is the main campus where the business school and its associated parking provision are proposed.
- 1.2 Outline planning permission ref. 15/01190/OUT was granted in 2016. It included conditions relating to the business school to deal with the provision of parking (Condition 54), improvements to the existing 30 overspill spaces (Condition 57) and provision of cycle parking (Condition 59);
- 1.3 The University is now progressing with the business school element of the permission. It is now proposed that it is built out in phases, with an application having been submitted for reserved matters approval for Phase 1 of the business school comprising 5350m² of floorspace. The outline permission

allows for 10,000m. The balance would be delivered as Phase 2, for which a reserved matters application may be submitted in future.

- 1.4 The proposal is to amend these three conditions to reflect the phased implementation of the business school with a corresponding requirement for parking provision, and reduce the level of cycle parking provision, as follows;

Existing Condition 54

The business school building hereby permitted shall not be occupied until space has been laid out within the site for an additional 258 cars (including disabled spaces) to be parked within that phase, and for all vehicles, including emergency and maintenance, to be able to turn so as to enter and leave the site in forward gear, and such provision shall be maintained thereafter.

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 Paragraphs 32 and 35 of the National Planning Policy Framework.

The applicant proposes to amend the wording to the following;

Phase I of D2 Land Use/business school building hereby permitted shall not be occupied until space has been laid out within the site for a minimum of an additional 154 cars (including disabled spaces) to be parked within that phase, and for all vehicles, including emergency and maintenance, to be able to turn so as to enter and leave the site in forward gear, and such provision shall be maintained thereafter.

Phase II of D2 Land Use/business school building hereby permitted shall not be occupied until space has been laid out within the site for a total of 288 additional cars (including disabled spaces and spaces provided as part of Phase I) to be parked within that phase, and for all vehicles, including emergency and maintenance, to be able to turn so as to enter and leave the site in forward gear, and such provision shall be maintained thereafter.

Existing Condition 57

Prior to occupation of the Business School hereby permitted the improvements to 30 overspill parking spaces shall be completed and maintained as such thereafter.

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 Paragraphs 32 and 35 of the National Planning Policy Framework.

The applicant proposes to amend the wording to the following;

Prior to the occupation of Phase II of the D2 Land Use/Business School hereby permitted, improvements to the existing overspill parking area (to achieve a total of 288 no. spaces in conjunction with Condition 54) shall be completed and maintained as such thereafter.

Existing Condition 59

The development hereby permitted for the Business School shall not be occupied until secure and covered cycle storage facilities for a minimum of an additional 318 bicycles within that phase has been made available in accordance with details to be submitted to and approved in writing by the Local Planning Authority.

Reason

To ensure that adequate cycle parking is provided, to promote cycle use and to ensure that the opportunities for sustainable transport modes have been taken up in accordance with paragraph 32 of the National Planning Policy Framework.

The applicant proposes to amend the wording to the following;

Phase I of the hereby permitted for the D2 Land use/Business School shall not be occupied until secure and covered cycle storage facilities for a minimum of an additional 78 no. bicycles within that phase has been made available in accordance with details to be submitted to and approved in writing by the Local Planning Authority.

Phase II of the hereby permitted for the D2 Land use/Business School shall not be occupied until secure and covered cycle storage facilities for a minimum of an additional 68 no. bicycles within that phase has been made available in accordance with details to be submitted to and approved in writing by the Local Planning Authority.

- 1.5 The application is referred to the Planning Committee as the extent of the application site includes Council land and representations have been received.

2.0 RELEVANT PLANNING HISTORY

University campus

- 2.1 I understand that a college was first built on the site in around 1955 and expanded in the 1960s and 1980s. Recent planning history comprises the following:

92/01833/OUT

- 2.2 Outline application for the erection of a retail store, petrol filling station, construction of car park with associated landscaping. Refused 16.02.1994 and dismissed at appeal.

- 98/00451/FUL
- 2.3 Demolition of existing buildings, erection of learning centre, sports, science building, provision of car parking, artificial turf pitch & ancillary landscaping. Granted subject to conditions and a s106 to secure an inter-campus bus service and restrict the access to the Oxstalls Lane junction 19.04.1999.
- 00/00467/OUT
- 2.4 Erection of replacement student residences comprising of 5 no. three storey blocks – for a total of 40 bedrooms (Outline application although approval of access and siting sought at this stage). Granted subject to conditions 08.08.2000.
- 00/00766/FUL
- 2.5 Formation of floodlit all weather sports pitch (8 no. 12m high floodlights). Granted subject to conditions 05.07.2001.
- 01/00244/FUL
- 2.6 Erection of replacement student residences comprising 2 no. 2 storey blocks and 5 no. 4 storey blocks and a single storey common room / offices (revised proposal). Granted subject to conditions 03.07.2001.
- 05/00964/FUL
- 2.7 Erection of three storey extension with a two storey link to existing academic building with landscaping and ancillary works. Granted subject to conditions and 106 to provide funds for parking survey and parking zone 17.03.2006.
- 06/00007/FUL
- 2.8 Erection of a two storey extension Sports Science building. Alterations to internal access road and compensatory landscaping. Granted subject to conditions 01.03.2006.
- 14/00882/FUL
- 2.9 Construction of new performing arts centre with link to existing building and provision of replacement car parking spaces. Granted subject to conditions 27.10.14.
- 15/01162/FUL
- 2.10 Installation of mobile floodlights to grass area north of All Weather Pitch. Granted subject to conditions 29.10.15.
- Oxstalls tennis centre*
- 97/00023/OUT
- 2.11 Outline application for construction of tennis centre and replacement changing facilities. (County Council scheme). Granted subject to conditions 21.08.97.
- 99/00174/DCC
- 2.12 Reserved matters for construction of tennis centre and replacement of existing changing facilities. Approved subject to conditions 09.06.99.

- 11/00400/DDD
- 2.13 Erection of 9 no. 10m high lighting columns to outdoor tennis courts. Granted subject to conditions 11.05.11.

Bishops College

- 2.14 It appears from the history as though the school dates from the mid/late 1960s. There have been several proposals to extend and alter the complex.

03/EDP/901/79

- 2.15 Construction of an 'all weather' recreation (football training) area incorporating floodlights and boundary fencing. Granted subject to conditions 15.09.79.

1924305/MLA

- 2.16 Installation of 8 no. floodlighting columns (15m high). Granted subject to conditions 10.08.93.

95/00138/CPO

- 2.17 Erection of sports hall. Granted subject to conditions 4th May 1995.

95/00222/CPO

- 2.18 Extensions to school to provide additional teaching and office accommodation. Granted subject to conditions 18th July 1995.

08/00143/FUL

- 2.19 Erection of a 15 metre high wind turbine with 3 x 2.28m blades. Granted subject to conditions 25th March 2008.

16/00631/OUT

- 2.20 Outline application (with all matters reserved other than means of access) for redevelopment of part of the Former Bishop's College site for residential use creating up to 90 new homes and provision of open space. Pending consideration – endorsed by Planning Committee, awaiting s106 agreement.

Debenhams Playing field

P/689/64

- 2.21 Outline application for use of land for the erection of 10 houses. Refused 16.12.64.

Current University scheme

15/01190/OUT

- 2.22 Outline planning application (with all matters reserved except for access) for the erection of a new 10,000sqm business school, the provision of new student accommodation (up to 200 beds) & the creation of additional car parking at the University of Gloucestershire Oxstalls Campus, Oxstalls Lane & the Debenhams Playing Field, Estcourt Road. Provision of new and improved sports facilities at Oxstalls Sports Park, Debenhams Playing Field, Oxstalls Campus & Plock Court Playing Fields, including on land currently occupied by the Former Bishops College, to include - the provision of new multi use sports

hall, 2 x 3G all weather sports pitches with associated 500 seat spectator stand, floodlighting, replacement cricket pavilion & additional parking; improved vehicular access at Oxstalls Lane, Plock Court & Estcourt Road, new vehicular access at Estcourt Close, improved pedestrian & cycling connections & associated highways, landscaping & ancillary works. Granted outline planning permission subject to conditions and a legal agreement 28th July 2016.

16/00945/REM

- 2.23 Reserved matters application for the approval of the appearance, landscaping, layout and scale of the Sports Hall, Plock Court access road and Pavilion development (pursuant to outline permission ref. 15/01190/OUT). Granted subject to conditions 6th December 2016.

16/01012/REM

- 2.24 Application for approval of reserved matters of appearance, landscape, layout and scale for 2 no. sports pitches and associated development including floodlights, storage equipment, noise barrier and boundary fencing (pursuant to outline planning permission ref. 15/01190/OUT). Granted subject to conditions 6th December 2016.

16/01048/FUL

- 2.25 Variation of condition 42 of permission ref. 15/01190/OUT to alter the timescale for the dismantling of the existing University artificial grass pitch and construction of the proposed new artificial grass pitches at Plock Court/former Bishops College. Pending consideration.

16/01106/REM

- 2.26 Reserved Matters Planning Application (for approval of appearance, landscaping, layout and scale) relating to the provision of the first 5 metres of access road from Estcourt Close, into Debenhams Field, to serve the proposed student accommodation, with associated fencing and temporary gate, and other associated works, pursuant to outline planning permission ref. 15/01190/OUT. Approved 16th December 2016.

16/01241/REM

- 2.27 Application for approval of the reserved matters of appearance, landscaping, layout and scale for the Business School & Growth Hub building, pursuant to outline permission ref 15/01190/OUT, at the University of Gloucestershire, Oxstalls Campus. Pending consideration.

3.0 PLANNING POLICIES

- 3.1 The following planning guidance and policies are relevant to the consideration of this application:

Central Government Guidance - National Planning Policy Framework

- 3.2 This is the latest Government statement of planning policy and is a material consideration that should be given significant weight in determining this application.

Decision-making

The NPPF does not alter the requirement for applications to be determined in accordance with the development plan unless material considerations indicate otherwise.

In assessing and determining applications, Authorities should apply the presumption in favour of sustainable development.

For decision-making, 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 the NPPF as a whole; or
 - specific policies in the NPPF indicate development should be restricted.

Authorities should look for solutions rather than problems and decision-takers should seek to approve applications for sustainable development where possible.

Core planning principles

Planning should:

- Be genuinely plan-led;
- Be a creative exercise in ways to enhance and improve places;
- Proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs;
- Secure high quality design and a good standard of amenity;
- Take account of the different roles and character of different areas;
- Support the transition to a low carbon future, take account of flood risk and encourage the use of renewable resources;
- Contribute to conserving and enhancing the natural environment and reducing pollution;
- Encourage the effective use of land by reusing brownfield land;
- Promote mixed use developments;
- Conserve heritage assets in a manner appropriate to their significance;
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable;
- Take account of and support local strategies to improve health, social and cultural wellbeing and deliver sufficient community and cultural facilities and services to meet local needs.

The NPPF includes relevant policy on promoting sustainable transport, including the statement that development should only be prevented on transport grounds whether the residual cumulative impacts of development are severe.

Planning obligations and conditions

Planning obligations should only be sought where they meet all of the following tests:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development: and
- Fairly and reasonable related in scale and kind to the development.

Planning conditions should only be imposed where they are

- Necessary;
- Relevant to planning and to the development to be permitted;
- Enforceable;
- Precise; and
- Reasonable in all other respects.

The National Planning Practice Guidance has also been published to accompany and in part expand on the National Planning Policy Framework.

For the purposes of making decisions, the NPPF 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 NPPF. In these circumstances due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF.

The Development Plan

3.3 Section 38 of the Planning and Compulsory Purchase Act 2004 has established that - "The development plan is

(a) The regional spatial strategy for the region in which the area is situated, and

(b) The development plan documents (taken as a whole) which have been adopted or approved in relation to that area.

If to any extent a policy contained in a development plan for an area conflicts with another policy in the development plan, the conflict must be resolved in favour of the policy that is contained in the last document to be adopted, approved or published (as the case may be). If 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."

Local Plan

3.4 The statutory development plan for Gloucester remains the City of Gloucester Local Plan (Adopted 1983 and partially saved until the Local Development Framework is adopted). Under the terms of the NPPF, weight can be given to these policies according to their degree of consistency with the NPPF.

- 3.5 Subsequent to the 1983 plan there has also been the City of Gloucester (Pre-1991 Boundary Extension) Interim Adoption Copy October 1996), and City of Gloucester First Stage Deposit Local Plan (June 2001).
- 3.6 Regard must also be had to the 2002 Revised Deposit Draft Local Plan. This has been subjected to two comprehensive periods of public and stakeholder consultation and adopted by the Council for development control purposes. This cannot be saved as it is not a formally adopted plan, however with it being adopted for development control purposes it is still judged to be a material consideration.
- 3.7 2002 Plan Policies
- B.7 – Protected species
 - B.8 – Non-identified sites
 - B.10 – Trees and hedgerows on development sites
 - LCA.1 – Development within landscape conservation areas
 - FRP.1a – Development and flood risk
 - FRP.3 – Obstacles in the flood plain
 - FRP.5 – Maintenance of water courses
 - FRP.6 – Surface water runoff
 - FRP.9 – Light pollution
 - FRP.10 – Noise
 - FRP.11 – Pollution
 - FRP.15 – Contaminated land
 - BE.1 – Scale, massing and height
 - BE.2 – Views and skyline
 - BE.4 – Criteria of the layout, circulation and landscape of new development
 - BE.5 – Community safety
 - BE.6 – Access for all
 - BE.7 – Architectural design
 - BE.12 – Landscape schemes
 - BE.21 – Safeguarding of amenity
 - BE.31 – Preserving sites of archaeological interest
 - BE.32 – Archaeological assessment
 - BE.33 – Archaeological field evaluation
 - BE.34 – Presumption in favour of preserving archaeology
 - BE.36 – Preservation in situ
 - BE.37 – Recording and preserving archaeology
 - TR.1 – Travel plans and planning applications
 - TR.2 – Travel plans – planning obligations
 - TR.9 – Parking standards
 - TR.10 – Parking provision below the maximum level
 - TR.11 – Provision of parking for people with disabilities
 - TR.12 – Cycle parking standards
 - TR.31 – Road safety
 - TR.32 – Protection of cycle/pedestrian routes
 - TR.33 – Provision for cyclists/pedestrians
 - TR.34 – Cyclist safety
 - TR.38 – Public footpaths
 - OS.1 – Protection of public open space

- SR.2 – Playing fields and recreational open space
- SR.3 – Intensive use facilities and floodlighting
- SR.4 – Indoor sports facilities
- SR.5 – Designing for shared use
- A.2 – Protection of allotments

Emerging Plans

- 3.8 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.

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

- 3.9 The following policies in the JCS are of relevance and the plan is subject to representations through the consultation which affects the weight that can be attributed to the policies:

- SD1 – Presumption in favour of sustainable development
- SD5 – Design requirements
- SD9 – Historic environment
- SD15 – Health and environmental quality
- INF1 – Access to the transport network
- INF2 – Safety and efficiency of the transport network

The City Plan is at a very early stage and therefore carries limited weight.

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 The Highway Authority makes the following comments;

I refer to the above application that seeks to vary conditions 54, 57 and 59 of planning permission 15/01190/OUT. Conditions 54 and 57 relate to the provision of vehicle parking spaces relating to the Business School with Condition 59 relating to the provision of cycle parking.

Pre-application discussions have been undertaken by the applicant with both the Local Planning Authority and Local Highway Authority in relation to this application. The original outline conditions referred to above relate to the Business School/Growth Hub (10,000sqm) which is now proposed to be a phased development. As the development of the Business School is proposed to be phased the original conditions requiring the full amount of parking to be provided prior to occupation would be considered unreasonable as only a proportion of the development will be initially coming forward. The proposed phasing/delivery of the permitted business school does not result in the reduction of vehicle parking spaces permitted under the original outline consent but does allow for a proportional amount relative to the proposed phases.

The submitted phasing plan shows Phase 1 and Phase 2 of the proposed development which will be referred to in the amended conditions to ensure that adequate parking is available for each phase. The calculation of the required number of parking spaces has been based on pro rata provision of car parking spaces relevant to the Gross Internal Area (GIA) of the building. A total of 288 parking spaces were required under Conditions 54 (258 spaces) and 57 (improvements to the existing 30 spaces within overspill area) for 10,000sqm GIA.

The GIA of Phase 1 consists of 5,350msq which equates to 154 parking spaces and it is proposed to vary condition 54 to refer to the revised proportionate number of parking spaces with the remainder of the approved number of spaces being provided for Phase 2. Condition 57 required the existing overspill parking area to be improved to make it more useable than at present and these will be required for Phase 2. The proposed variations to conditions 54 and 57 contained in the supporting letter are acceptable in principle although will require slight amendment to reflect the submitted reserved matters layout. It is noted that due to the submitted car park layout under the Reserved Matters application 16/01241/REM for Phase 1 that in fact 181 parking spaces are shown although 30 of the existing spaces are removed due to the provision of the pedestrian link and access to the new Business School this still provides 181 spaces which is slightly less (3 spaces) above the 184 spaces required (Planning Officer note – the amended plans now provide the full 184). I have therefore amended the suggested conditions in the covering letter by the applicant to refer to a minimum number for each phase to ensure that there is no net loss of existing spaces and adequate provision for the new use. For ease of reference I have outlined below the car parking gain/loss.*

Submitted Reserved Matters Layout (Application 16/01241/REM) results in the loss of existing 30 spaces due to the new pedestrian route and access to the business school.

Phase 1 of the Business School provides 181 spaces (required pro rata 154 spaces)

Taking into consideration the loss of the existing spaces (30) and provision of 181 spaces for the new Business school this results in 184 spaces being required. I do not consider that the loss of 3 parking spaces under Phase 1 of the development to be significant to justify a recommendation of refusal on highway safety grounds. This takes into consideration the parking surveys carried out in the local study area under the original outline consent. It should be noted that the 3 spaces will be provided under Phase 2 and not be lost on the overall site.

The total requirement for parking spaces for the outline consent is as follows:

258 Business School

30 - improvement to existing overspill area

30 - as a result of the loss of the existing parking due to the pedestrian footway and access

This equates to a total requirement of 318 spaces. The applicant has also submitted 3 indicative plans that do not form part of either the variation of conditions application or reserved matters that demonstrate that the additional parking spaces can be provided within the site. I consider that the loss of the existing 30 parking spaces will be need to be secured as part of the variations of conditions application and the recommended conditions are based on the reserved matters application (16/01241/REM) being implemented to avoid the planning conditions becoming unwieldy.

The applicant has also undertaken discussions with the Local Highway Authority regarding the recommended number of cycle parking spaces proposed under the original outline consent and the proposed variation does seek to reduce the overall number along with phasing similar to the vehicle parking spaces. The recommended number of cycle parking spaces were based on the assumed space utilisation figures at the outline stage. The applicant has reviewed the number of proposed cycle parking spaces based on BREEAM guidance for cycle parking provision which has been agreed in principle through pre-application discussions. It should be noted that there is currently no adopted cycle parking guidance for Gloucester City Local Planning Authority. The BREEAM Guidance for cycle parking provision (http://www.breeam.com/BREEAMUK2014SchemeDocument/content/07_transport/tra03.htm) provides advice on the required number of cycle parking spaces based on the number of occupants of the building. I am satisfied that the BREEAM Guidance is sufficient evidence and justification to support the reduction in proposed cycle parking spaces. Based on the number of proposed occupants of the building (1372 Students and Staff) this will equate to a ratio of 1 in 17.5. This equates to 78 cycle parking spaces for Phase 1

with 68 cycle parking spaces for Phase 2. It is noted that 80 cycle parking spaces are in fact proposed for Phase 1 of the development along with lockers. I am satisfied that proposed variation of conditions referred to in the applicants supporting letter are acceptable in principle and have recommended revised conditions in consultation with the Local Planning Authority below.

No Highway objection is raised subject to revised conditions below:

Condition 54

Phase 1 of the business school building (as shown on Phasing Plan ref. UoG ASL 00 00 DR A SK0050 received by the Local Planning Authority on 20th December 2016) shall not be occupied until space has been laid out within the site for a minimum of an additional 181 cars (including disabled spaces) to be parked within that phase, and for all vehicles, including emergency and maintenance, to be able to turn so as to enter and leave the site in forward gear, and such provision shall be maintained thereafter.

Phase 2 of the business school building (as shown on Phasing Plan ref. UoG ASL 00 00 DR A SK0050 received by the Local Planning Authority on 20th December 2016) shall not be occupied until space has been laid out within the site for a total of 318 additional cars (including the improved overspill car park on the existing campus, disabled spaces and spaces provided as part of Phase 1) to be parked within that phase, and for all vehicles, including emergency and maintenance, to be able to turn so as to enter and leave the site in forward gear, and such provision shall be maintained thereafter.

Reason

To reduce potential highway impact by ensuring that vehicles do not have to reverse from the public highway and to ensure safe, suitable and secure means of access for all people that minimises conflict between traffic, cyclists and pedestrians is provided in accordance with Paragraphs 32 and 35 of the National Planning Policy Framework.

Condition 57

Prior to occupation of Phase 2 of the business school building (as shown on Phasing Plan ref. UoG ASL 00 00 DR A SK0050 received by the Local Planning Authority on 20th December 2016) the improvements to the existing overspill parking area (at least 30 spaces) at the south of the campus (to achieve a total of 318 no. spaces in conjunction with Condition 54) shall be completed and maintained as such thereafter.

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 Paragraphs 32 and 35 of the National Planning Policy Framework.

Condition 59

The development hereby permitted for Phase 1 (defined on plan no. UOG_ASL_00_00_DR_A_SK0050) of the D2 Land Use/Business School shall not be occupied until secure and covered cycle storage facilities for a minimum of 78 bicycles has been made available in accordance with details to be submitted to and agreed in writing by the Local Planning Authority.

The development hereby permitted for Phase 2 (defined on plan no. UOG_ASL_00_00_DR_A_SK0050) of the D2 Land Use/Business School shall not be occupied until secure and covered cycle storage facilities for a minimum of 68 bicycles has been made available in accordance with details to be submitted to and agreed in writing by the Local Planning Authority.

Reason

To ensure that adequate cycle parking is provided, to promote cycle use and to ensure that the opportunities for sustainable transport modes have been taken up in accordance with Paragraph 32 of the National Planning Policy Framework.

5.0 PUBLICITY AND REPRESENTATIONS

5.1 298 neighbouring properties were notified and press and site notices were published.

5.2 4 representations have been received and may be summarised as follows;

- Object to the proposal in total because there is no mention of altering the Oxstalls Lane / Cheltenham Road junction. Junction needs to be made safe;
- Matter of cars entering/leaving the college needs to be addressed before any planning is passed. It will be made worse with proposals of lights, insufficient parking spaces and more students parking off campus in residential streets;
- Object on grounds of ever increasing traffic and street parking in surrounding streets by students and staff of the University. Makes it difficult and hazardous for residents, bin collection and street cleaning and it will worsen with a growing student population.
- At what phase will the controlled parking zones be implemented to control random street parking?
- If sufficient free student parking is made available then the street parking problem goes away.
- Light, noise, parking, overbearing, privacy and environmental reasons;
- Building is proposed right up to the boundary of existing houses at Estcourt Road; objection is to position of buildings at 3 storeys high with 200 students 20m from back garden;
- Noise pollution – from students affecting health and quality of life; conflicts with planning practice guidance policy 123 and 58, noise policy for England;
- Fear of disorder from University accommodation;

- Impact of student halls building on light to and view from property in Estcourt Road;
- Student halls should be positioned away from existing housing;

5.3 The full content of all correspondence on this application can be inspected at Herbert Warehouse, The Docks, Gloucester, prior to the Committee meeting.

<http://planningdocs.gloucester.gov.uk/default.aspx?custref=16/01241/REM>

6.0 OFFICER OPINION

6.1 It is considered that the main issues with regard to this application are highways matters and specifically parking provision. I am not aware of any other issues that have arisen since the outline permission to take a different view on other planning considerations.

Highways matters

6.2 The principle of development has already been agreed subject to certain conditions. The issues of impact on the surrounding highway network and parking in the vicinity of the site have already been resolved. Levels of car and cycle parking have been secured by conditions of the outline planning permission.

6.3 The current versions of Conditions 54, 57 and 59 assume a single implementation of the business school. At present they therefore effectively prevent occupation of the business school until the full level of car and cycle parking is provided.

6.4 As the University is now intending to deliver the scheme in phases, they are seeking a pro-rata provision of parking relative to the phased provision of floorspace. In my view there is no reason to object to a phased implementation of parking provision commensurate with the implementation of the buildings. This would be no different to if the buildings came forward as two separate applications, and it would be unreasonable in my view to resist the principle because the Authority would be requiring an unnecessary overprovision for Phase 1.

Car parking provision

6.5 The proposed reworded Condition 54 would require the provision of a minimum of 154 car parking spaces for the first phase. It would then require provision of the full 288 spaces prior to occupation of Phase 2.

6.6 The pending reserved matters application for Phase 1 of the business school provides for 184 spaces in the associated car park north of the public footpath (increased from the 181 noted in the Highway Authority comments reported above). The reserved matters proposals also result in the loss of 30 existing car parking spaces in facilitating the links through from the existing campus car park to the business school car park. Given the pressure on car parking

and the principles agreed in the outline planning permission these require re-provision in the new arrangements.

- 6.7 Phase 1 could theoretically be the only phase of the business school that is developed. Therefore I consider it needs to incorporate the required number of new spaces plus re-provision of the reduction that arises from the detailed layout. Otherwise if that re-provision were left to Phase 2 and that were delayed or were never to proceed, there would be an ongoing or permanent deficit in parking from the required level.
- 6.8 Equally, should Phase 2 come forward, it needs to maintain the overall level of car parking required including the re-provision of spaces arising from those lost in the detailed layouts.
- 6.9 Stating a specific number of spaces to factor in the loss of existing spaces pre-supposes implementation of the pending reserved matters layout with 30 spaces lost, i.e. it wouldn't cater for a scheme that led to a loss of say 25, or 35 spaces. To maintain both flexibility and a requirement to re-provide any loss, I suggest the proposed conditions are amended to add the text "plus any car parking spaces required to be provided to compensate for the loss of existing car parking spaces (as indicated on the reserved matters layout/s being implemented)". That way it would require whatever the shortfall resulted in – for example with the current reserved matters layout it would require 154 spaces plus the 30 shortfall in the reserved matters layout for the first phase and 288 plus the 30 shortfall for Phase 2.
- 6.10 With these changes I consider that the varied condition would meet the applicant's requirements, the reasons for the condition, and the tests for valid conditions.
- 6.11 Condition 57 sought the provision of the improvements to the 30 overspill spaces at the southern part of the campus. This provision is used to accommodate overspill demand at busy times and is laid out on a grassed area reinforced with a plastic mesh grid. The proposal is to upgrade this through the installation of a more robust grasscrete type construction to make it more useable in all weather conditions. A reworded Condition 57 would draw this provision into the second phase of car parking provision and require its provision prior to occupation of Phase 2. It is suggested that the proposed condition is tweaked to reflect the provisions set out above for Condition 54.
- 6.12 Again with these changes I consider that the varied condition would meet the requirements of the applicants, the reasons for the condition, and the tests for valid conditions.

Cycle parking provision

- 6.13 In terms of the change to the cycle parking, Condition 59 currently requires the provision of 318 cycle spaces. Again a phased provision of this is considered reasonable.
- 6.14 In terms of the numbers of cycle parking spaces, the outline planning application proposal generated a high number of spaces based on the

applicant's calculation of assumed space utilisation figures and this was secured by condition. This application also seeks to reduce the total number from 318 to 146 (78 for Phase 1 and 68 for Phase 2).

- 6.15 The space utilisation brief for the building has been refined and checked against the prevailing BREEAM guidance for cycle parking provision. Based on the overall occupation figure of 1372 students and staff, the Highway Authority has agreed that a ratio of 1 for 17.5 for Phase 1 would be acceptable. This would lead to a requirement for 78 spaces. For Phase 2, the utilisation brief has yet to be developed however the applicant proposes a pro rata provision based on floorspace on the same principles. This would lead to a requirement for 68 spaces based on the residual amount of floorspace. Again this is accepted by the Highway Authority.
- 6.16 I have suggested a small further change to state the overall total number required, for clarity. The varied condition would continue to meet the reasons for the condition, and the tests for valid conditions.
- 6.17 In terms of other highways matters raised in representations, the new Cheltenham Road/Oxstalls Lane junction is mentioned. The outline planning permission requires the adapted junction to be implemented before occupation of the business school. There are no proposals to alter this in the current application and the University will still need to comply. The matter has already been dealt with.
- 6.18 Issues are also raised about Estcourt Road properties and the student halls proposal. I think this may be as a result of confusion about the content and purpose of this application. In any respect the issues are not directly related to the conditions that are under consideration for variation in this application. No new material considerations are apparent to take a different view on these elements, which were considered at the outline stage. The University may wish to pursue the student halls scheme in future as a further reserved matters application; at that stage neighbours would be notified and these issues can be considered in detail.
- 6.19 The other matters raised relate to parking issues in the locality and rehearse issues already assessed at the outline stage. The principles of the development, the numbers of parking spaces required and other mitigation measures secured by outline conditions have already been agreed. This includes the context to the mooted controlled parking zone that is mentioned in representations. This issue was much discussed at the time of the outline planning application. It is relevant in the context of Condition 61, which requires surveys to be undertaken to establish on street parking demand. If these demonstrate that displaced parking demand generated by the development leads to blocked or congested streets or pavement parking then a scheme to mitigate this impact is required. The controlled parking zone might be an option here. Again, the matter has already been dealt with. There is no proposal here to change the requirements and the University will still need to comply. As assessed above, the proposals are considered to maintain a reasonable and justified position on parking provision.

- 6.20 On other procedural matters, I consider that Conditions 3 and 4 also need to be amended to set out a date for reserved matters submission and development commencement, as rolling forward the existing wording might imply a later date by describing a further 5 years in the conditions.
- 6.21 Finally, on a point of clarity, the Officer recommendation includes provision to incorporate into this decision the wording of any other varied conditions that may be approved prior to the granting of this permission – to ensure an accurate set of updated conditions rolling forward.

7.0 CONCLUSION

- 7.1 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.
- 7.2 The conditions as proposed to be further varied by Officers would still serve the purpose they were intended for, would achieve the apparent aspirations of the applicant, and comply with the above cited policy context for highway safety and parking taking into consideration the merits of this particular proposal. No material considerations indicate that the proposals should be resisted or that the conclusions on the original outline application should otherwise be deviated from.

8.0 RECOMMENDATIONS OF THE DEVELOPMENT CONTROL MANAGER

- 8.1 That planning permission is granted subject to all of the conditions imposed on outline planning permission ref. 15/01190/OUT but with the varied conditions listed below included, plus any other varied conditions included if any of the other pending s73 (variation of conditions) applications related to permission ref. 15/01190/OUT are granted prior to issuing of this planning permission ref. 16/01242/FUL, and subject to completion of a deed of variation to secure the terms of the s106 agreement associated with outline permission ref. 15/01190/OUT to the permission for the current application ref. 16/01242/FUL and the incorporation of such additional provisions in the proposed planning obligation that may be deemed necessary by the solicitor.

Varied Condition 3

Application for approval of the reserved matters shall be made to the Local Planning Authority before 28th July 2021.

Reason

Required to be imposed by Section 92 of the Town and Country Planning Act 1990.

Varied Condition 4

The development hereby permitted shall begin either before 28th July 2021, or before the expiration of 2 years from the date of approval of the last of the reserved matters to be approved, whichever is the later.

Reason

Required to be imposed by Section 92 of the Town and Country Planning Act 1990.

Varied Condition 54

Phase 1 of the business school building (as shown on Phasing Plan ref. UoG ASL 00 00 DR A SK0050 received by the Local Planning Authority on 20th December 2016) shall not be occupied until space has been laid out within the site for a minimum of an additional 154 cars (including disabled spaces) to be parked within the business school phase plus any car parking spaces required to be provided to compensate for the loss of existing car parking spaces (as indicated on the reserved matters layout/s being implemented), and for all vehicles, including emergency and maintenance, to be able to turn so as to enter and leave the site in forward gear, and such provision shall be maintained thereafter.

Phase 2 of the business school building (as shown on Phasing Plan ref. UoG ASL 00 00 DR A SK0050 received by the Local Planning Authority on 20th December 2016) shall not be occupied until space has been laid out within the site for a total of 288 additional cars to be parked within the business school phases plus any car parking spaces required to be provided to compensate for the loss of existing car parking spaces (as indicated on the reserved matters layout/s being implemented) (288 including the improved overspill car park on the existing campus, disabled spaces and spaces provided as part of Phase 1 of the business school), and for all vehicles, including emergency and maintenance, to be able to turn so as to enter and leave the site in forward gear, and such provision shall be maintained thereafter.

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 Paragraphs 32 and 35 of the National Planning Policy Framework and to re-provide any existing car parking spaces lost as a result of the detailed layouts.

Varied Condition 57

Prior to occupation of Phase 2 of the business school building (as shown on Phasing Plan ref. UoG ASL 00 00 DR A SK0050 received by the Local Planning Authority on 20th December 2016) the improvements to the existing overspill parking area (30 spaces) at the south of the campus (to achieve a total of 288 no. spaces associated with Phases 1 and 2 of the business school in conjunction with Condition 54, plus any car parking spaces required to be

provided to compensate for the loss of existing car parking spaces (as indicated on the reserved matters layout/s being implemented) shall be completed and maintained as such thereafter.

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 Paragraphs 32 and 35 of the National Planning Policy Framework.

Varied Condition 59

The development hereby permitted for Phase 1 (defined on plan no. UOG_ASL_00_00_DR_A_SK0050) of the Business School shall not be occupied until secure and covered cycle storage facilities for a minimum of 78 bicycles have been made available in accordance with details to be submitted to and agreed in writing by the Local Planning Authority.

The development hereby permitted for Phase 2 (defined on plan no. UOG_ASL_00_00_DR_A_SK0050) of the Business School shall not be occupied until secure and covered cycle storage facilities for a minimum of 68 bicycles (to make a total of 146 for Phases 1 and 2 of the business school combined) have been made available in accordance with details to be submitted to and agreed in writing by the Local Planning Authority.

Reason

To ensure that adequate cycle parking is provided, to promote cycle use and to ensure that the opportunities for sustainable transport modes have been taken up in accordance with Paragraph 32 of the National Planning Policy Framework.

* Plus any other varied conditions if any of the other pending s73 applications related to permission ref. 15/01190/OUT are granted prior to issuing of this planning permission.

Decision:

Notes:

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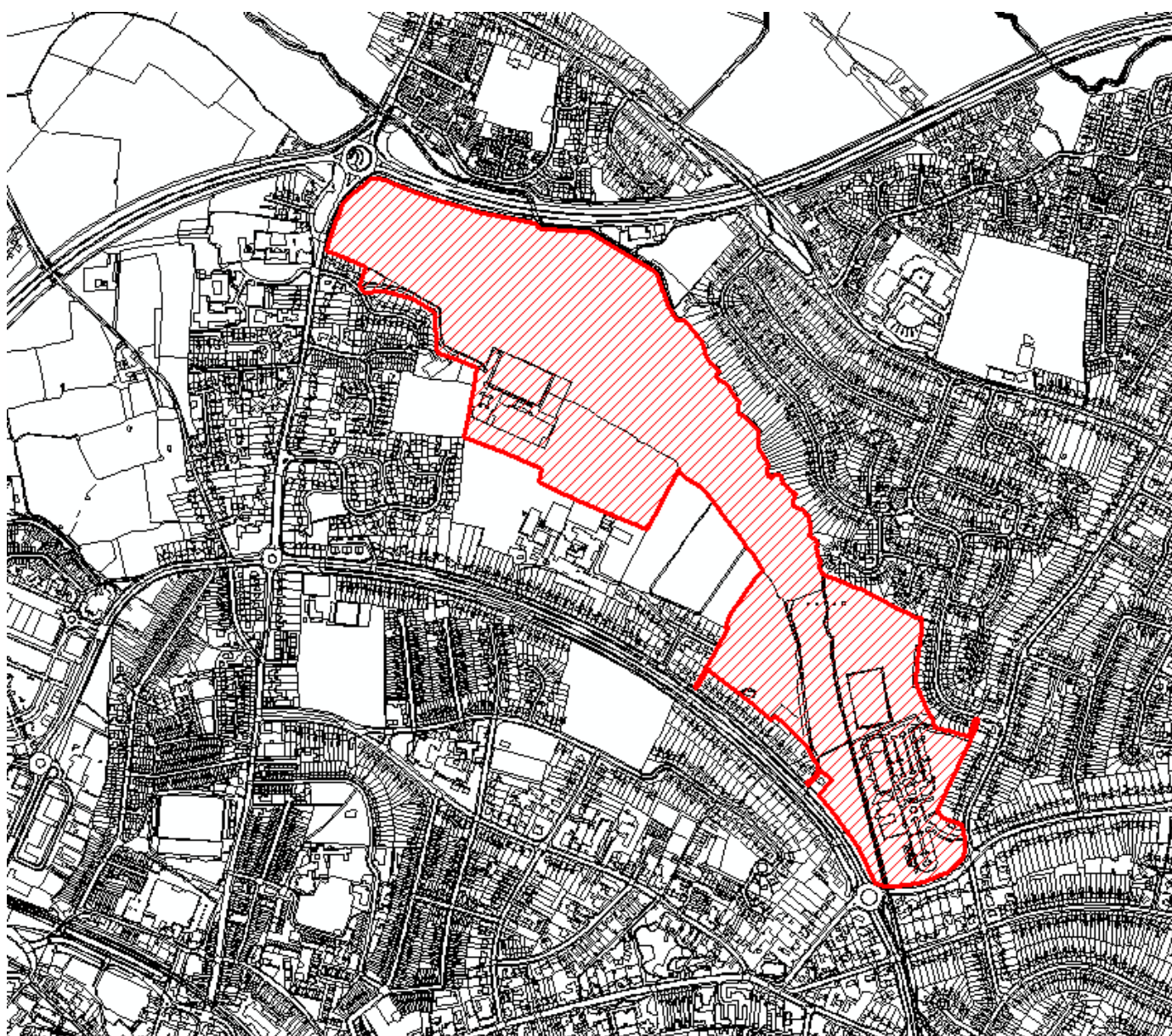
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Person to contact: Adam Smith
(Tel: 396702)

16/01242/FUL

**University Of Gloucestershire
Oxstalls Lane
Gloucester
GL2 9HW**

Planning Committee 07.02.2017



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GLOUCESTER CITY COUNCIL

COMMITTEE	:	PLANNING
DATE	:	7TH FEBRUARY 2017
ADDRESS/LOCATION	:	UNIVERSITY OF GLOUCESTERSHIRE, OXSTALLS LANE
APPLICATION NO. & WARD	:	16/01241/REM LONGLEVENS
EXPIRY DATE	:	16TH JANUARY 2017
APPLICANT	:	UNIVERSITY OF GLOUCESTERSHIRE
PROPOSAL	:	Application for approval of the reserved matters of appearance, landscaping, layout and scale for the Business School & Growth Hub building, pursuant to outline permission ref 15/01190/OUT, at the University of Gloucestershire, Oxstalls Campus
REPORT BY	:	ADAM SMITH
NO. OF APPENDICES/ OBJECTIONS	:	SITE PLAN

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The application site comprises part of the existing Oxstalls campus, primarily the land north of the east-west running footpath between Estcourt Road and Oxstalls Way. The application is for reserved matters approval pursuant to the University's outline planning permission ref. 15/01190/OUT granted earlier this year. That outline permission also included the means of access, so this application seeks approval of the remaining reserved matters of appearance, landscaping, layout and scale.
- 1.2 The proposal is for the business school element of the permission. This is proposed to be built out in phases, with this application comprising the first phase of 5350m² (the outline permission allowing for a scheme of 10,000m²). A second phase may come forward in the future as a further reserved matters application.
- 1.3 The proposed scheme continues the basic layout of the indicative masterplan with the building sited on the hockey pitch area and a car park of 184 spaces up the east side of the site, accessed across the east-west running public

footpath from the existing campus. Vehicular access would therefore ultimately be gained from the existing Oxstalls Lane junction.

- 1.4 The building would comprise of 3 storeys, with the main body of the building between 12 and 12.7m in height, up to 14.7m at maximum including the roof level plant housing. It would be sited fronting the public footpath, with the zone for the phase two building behind/to the north.
- 1.5 The existing bund around the hockey pitch would mostly be retained, with two incursions – the southernmost section removed to allow for the car park access road, and a section mid way along its eastern arm removed to allow an access through between the building and the car park.
- 1.6 The application is referred to the planning committee given the scale and local interest.

2.0 RELEVANT PLANNING HISTORY

University campus

- 2.1 I understand that a college was first built on the site in around 1955 and expanded in the 1960s and 1980s. Recent planning history comprises the following:

92/01833/OUT

- 2.2 Outline application for the erection of a retail store, petrol filling station, construction of car park with associated landscaping. Refused 16.02.1994 and dismissed at appeal.

98/00451/FUL

- 2.3 Demolition of existing buildings, erection of learning centre, sports, science building, provision of car parking, artificial turf pitch & ancillary landscaping. Granted subject to conditions and a s106 to secure an inter-campus bus service and restrict the access to the Oxstalls Lane junction 19.04.1999.

00/00467/OUT

- 2.4 Erection of replacement student residences comprising of 5 no. three storey blocks – for a total of 40 bedrooms (Outline application although approval of access and siting sought at this stage). Granted subject to conditions 08.08.2000.

00/00766/FUL

- 2.5 Formation of floodlit all weather sports pitch (8 no. 12m high floodlights). Granted subject to conditions 05.07.2001.

01/00244/FUL

- 2.6 Erection of replacement student residences comprising 2 no. 2 storey blocks and 5 no. 4 storey blocks and a single storey common room / offices (revised proposal). Granted subject to conditions 03.07.2001.

05/00964/FUL

- 2.7 Erection of three storey extension with a two storey link to existing academic building with landscaping and ancillary works. Granted subject to conditions and 106 to provide funds for parking survey and parking zone 17.03.2006.

06/00007/FUL

- 2.8 Erection of a two storey extension Sports Science building. Alterations to internal access road and compensatory landscaping. Granted subject to conditions 01.03.2006.

14/00882/FUL

- 2.9 Construction of new performing arts centre with link to existing building and provision of replacement car parking spaces. Granted subject to conditions 27.10.14.

15/01162/FUL

- 2.10 Installation of mobile floodlights to grass area north of All Weather Pitch. Granted subject to conditions 29.10.15.

Oxstalls tennis centre

97/00023/OUT

- 2.11 Outline application for construction of tennis centre and replacement changing facilities. (County Council scheme). Granted subject to conditions 21.08.97.

99/00174/DCC

- 2.12 Reserved matters for construction of tennis centre and replacement of existing changing facilities. Approved subject to conditions 09.06.99.

11/00400/DDD

- 2.13 Erection of 9 no. 10m high lighting columns to outdoor tennis courts. Granted subject to conditions 11.05.11.

Bishops College

- 2.14 It appears from the history as though the school dates from the mid/late 1960s. There have been several proposals to extend and alter the complex.

03/EDP/901/79

- 2.15 Construction of an 'all weather' recreation (football training) area incorporating floodlights and boundary fencing. Granted subject to conditions 15.09.79.

1924305/MLA

- 2.16 Installation of 8 no. floodlighting columns (15m high). Granted subject to conditions 10.08.93.

95/00138/CPO

- 2.17 Erection of sports hall. Granted subject to conditions 4th May 1995.

95/00222/CPO

- 2.18 Extensions to school to provide additional teaching and office accommodation. Granted subject to conditions 18th July 1995.

- 08/00143/FUL
- 2.19 Erection of a 15 metre high wind turbine with 3 x 2.28m blades. Granted subject to conditions 25th March 2008.

- 16/00631/OUT
- 2.20 Outline application (with all matters reserved other than means of access) for redevelopment of part of the Former Bishop's College site for residential use creating up to 90 new homes and provision of open space. Pending consideration – endorsed by Planning Committee, awaiting s106 agreement.

Debenhams Playing field

P/689/64

- 2.21 Outline application for use of land for the erection of 10 houses. Refused 16.12.64.

Current University scheme

- 15/01190/OUT
- 2.22 Outline planning application (with all matters reserved except for access) for the erection of a new 10,000sqm business school, the provision of new student accommodation (up to 200 beds) & the creation of additional car parking at the University of Gloucestershire Oxstalls Campus, Oxstalls Lane & the Debenhams Playing Field, Estcourt Road. Provision of new and improved sports facilities at Oxstalls Sports Park, Debenhams Playing Field, Oxstalls Campus & Plock Court Playing Fields, including on land currently occupied by the Former Bishops College, to include - the provision of new multi use sports hall, 2 x 3G all weather sports pitches with associated 500 seat spectator stand, floodlighting, replacement cricket pavilion & additional parking; improved vehicular access at Oxstalls Lane, Plock Court & Estcourt Road, new vehicular access at Estcourt Close, improved pedestrian & cycling connections & associated highways, landscaping & ancillary works. Granted outline planning permission subject to conditions and a legal agreement 28th July 2016.

- 16/00945/REM
- 2.23 Reserved matters application for the approval of the appearance, landscaping, layout and scale of the Sports Hall, Plock Court access road and Pavilion development (pursuant to outline permission ref. 15/01190/OUT). Granted subject to conditions 6th December 2016.

- 16/01012/REM
- 2.24 Application for approval of reserved matters of appearance, landscape, layout and scale for 2 no. sports pitches and associated development including floodlights, storage equipment, noise barrier and boundary fencing (pursuant to outline planning permission ref. 15/01190/OUT). Granted subject to conditions 6th December 2016.

16/01048/FUL

2.25 Variation of condition 42 of permission ref. 15/01190/OUT to alter the timescale for the dismantling of the existing University artificial grass pitch and construction of the proposed new artificial grass pitches at Plock Court/former Bishops College. Pending consideration.

16/01106/REM

2.26 Reserved Matters Planning Application (for approval of appearance, landscaping, layout and scale) relating to the provision of the first 5 metres of access road from Estcourt Close, into Debenhams Field, to serve the proposed student accommodation, with associated fencing and temporary gate, and other associated works, pursuant to outline planning permission ref. 15/01190/OUT. Approved 16th December 2016.

16/01242/FUL

2.27 Variation of Conditions 54, 57 and 59 of permission ref. 15/01190/OUT to allow for the phased provision of car parking and the phased / amended provision of cycle parking relating to the phased implementation of the University business school. Pending consideration.

3.0 PLANNING POLICIES

3.1 The following planning guidance and policies are relevant to the consideration of this application:

Central Government Guidance - National Planning Policy Framework

3.2 This is the latest Government statement of planning policy and is a material consideration that should be given significant weight in determining this application.

Decision-making

The NPPF does not alter the requirement for applications to be determined in accordance with the development plan unless material considerations indicate otherwise.

In assessing and determining applications, Authorities should apply the presumption in favour of sustainable development.

For decision-making, 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 the NPPF as a whole; or
 - specific policies in the NPPF indicate development should be restricted.

Authorities should look for solutions rather than problems and decision-takers should seek to approve applications for sustainable development where possible.

Core planning principles

Planning should:

- Be genuinely plan-led;
- Be a creative exercise in ways to enhance and improve places;
- Proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs;
- Secure high quality design and a good standard of amenity;
- Take account of the different roles and character of different areas;
- Support the transition to a low carbon future, take account of flood risk and encourage the use of renewable resources;
- Contribute to conserving and enhancing the natural environment and reducing pollution;
- Encourage the effective use of land by reusing brownfield land;
- Promote mixed use developments;
- Conserve heritage assets in a manner appropriate to their significance;
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable;
- Take account of and support local strategies to improve health, social and cultural wellbeing and deliver sufficient community and cultural facilities and services to meet local needs.

The NPPF includes relevant policy on;

Promoting sustainable transport, including the statement that development should only be prevented on transport grounds where the residual cumulative impacts of development are severe.

Requiring good design

Promoting healthy communities

Meeting the challenge of climate change, flooding and coastal change

Conserving and enhancing the natural environment

Planning obligations and conditions

Planning obligations should only be sought where they meet all of the following tests:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development; and
- Fairly and reasonably related in scale and kind to the development.

Planning conditions should only be imposed where they are

- Necessary;
- Relevant to planning and to the development to be permitted;
- Enforceable;
- Precise; and
- Reasonable in all other respects.

The National Planning Practice Guidance has also been published to accompany and in part expand on the National Planning Policy Framework.

For the purposes of making decisions, the NPPF 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 NPPF. In these circumstances due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF.

The Development Plan

- 3.3 Section 38 of the Planning and Compulsory Purchase Act 2004 has established that - “The development plan is
- (a) The regional spatial strategy for the region in which the area is situated, and
 - (b) The development plan documents (taken as a whole) which have been adopted or approved in relation to that area.
- If to any extent a policy contained in a development plan for an area conflicts with another policy in the development plan, the conflict must be resolved in favour of the policy that is contained in the last document to be adopted, approved or published (as the case may be). If 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.”

Local Plan

- 3.4 The statutory development plan for Gloucester remains the City of Gloucester Local Plan (Adopted 1983 and partially saved until the Local Development Framework is adopted). Under the terms of the NPPF, weight can be given to these policies according to their degree of consistency with the NPPF.
- 3.5 Subsequent to the 1983 plan there has also been the City of Gloucester (Pre-1991 Boundary Extension) Interim Adoption Copy October 1996), and City of Gloucester First Stage Deposit Local Plan (June 2001).
- 3.6 Regard must also be had to the 2002 Revised Deposit Draft Local Plan. This has been subjected to two comprehensive periods of public and stakeholder consultation and adopted by the Council for development control purposes. This cannot be saved as it is not a formally adopted plan, however with it being adopted for development control purposes it is still judged to be a material consideration.
- 3.7 2002 Plan Policies
- FRP.1a – Flood risk
 - FRP.6 – Surface water run-off
 - FRP.8 – Renewable energy
 - FRP.9 – Light pollution
 - FRP.10 – Noise
 - FRP.11 – Pollution
 - B.7 – Protected species

B.10 – Trees and hedgerows on development sites
 BE.1 – Scale, massing and height
 BE.2 – Views and skyline
 BE.4 – Criteria for the layout, circulation and landscape of new development
 BE.5 – Community safety
 BE.6 – Access for all
 BE.7 – Architectural design
 BE.8 – Energy efficient development
 BE.12 – Landscape schemes
 BE.21 – Safeguarding of amenity
 TR.9 – Parking standard
 TR.10 – Parking provision below the maximum level
 TR.11 – Provision of parking for people with disabilities
 TR.12 – Cycle parking standards
 TR.31 – Road safety
 TR.32 – Protection of cycle/pedestrian routes
 TR.33 – Providing for cyclists/pedestrians
 TR.34 – Cyclist safety
 TR.38 – Public footpaths

Emerging Plan

- 3.8 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.

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

- 3.9 The following policies are of relevance and the plan is subject to representations through the consultation which affects the weight that can be attributed to the policies:

SD1 – Presumption in favour of sustainable development
 SD4 – Sustainable design and construction

SD5 – Design requirements
SD7 – Landscape
SD10 – Biodiversity and geodiversity
SD15 – Health and environmental quality
INF1 – Access to the transport network
INF2 – Safety and efficiency of the transport network
INF3 – Flood risk management
INF4 – Green infrastructure

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 The Highway Authority makes the following comments;

I can confirm that the submitted layout of the site as shown on the proposed site layout plan is generally acceptable and the safety issues raised in the Road Safety Audit have been addressed with the exception of forward visibility along the proposed road leading up to the proposed crossing which has not been shown on the submitted crossing detail drawing. The road safety audit also raised concerns with regard to the approach gradient and drainage of the existing footway/cycle way due to the installation of the raised table at the crossing and lighting as an existing lamp column from the public highway will also be removed to facilitate the works. I do not consider that the gradient, drainage and lighting needs to be dealt with by planning condition as a highway works legal agreement (another legislative process required) will be required to undertake the works to National Cycle Route 41 and the technical specification of the works to the existing footway/cycleway will be required. I consider that the forward visibility safety issue can be addressed by planning condition and can be achieved without significant amendment to the scheme to ensure that no landscaping/trees/boundary features are above the recommended heights referred to in the condition below.

The cycle parking details shows that secure and undercover cycle parking will be provided and is acceptable.

I also refer to the Local Highway Authority response to the variation of conditions application (16/01242/FUL) relating to the provision of parking and consider that an additional condition would be required to deal with the loss of 30 parking spaces as a result of the pedestrian route and access to the proposed business school.

No Highway objection is raised subject to conditions to secure suitable forward visibility splays at the public footpath crossing, and secure provision of 181 parking spaces (* Officer note – this can now be the full 184 spaces).

4.2 The Lead Local Flood Authority raises no objection subject to conditions to secure a detailed design for the surface water drainage and a SuDS maintenance plan. They have confirmed that this recommendation is the same having reviewed the amended plan.

4.3 The Urban Design Officer made the following comments;

The overall design is interesting and modern and will greatly enhance the existing facilities within the university. There are very few impacts on existing surrounding residents and the layout and functioning of the site has been carefully considered. The principal materials have changed throughout the design process and on balance, I feel that a lighter effect is more positive than the darker version we had previously seen.

There are two specific comments on materials which I feel should be considered. I support the use of timber for the interesting window reveals but I would caution that this material will weather in a very uneven pattern over time, particularly given the overhangs involved. I would advise that this material is not left to weather naturally, but treated with either some kind of preservative or painted with a light stain. There are no ideal solutions, given this is a natural material which will alter over time. The only way to remove the issue would be to alter the material, paint the timber or use an alternative timber-effect material.

The other major issue is the use of the silicone resin render system. Over time (within possibly only a few years), there will be issues of staining and discolouration which will subsequently require on-going regular cleaning and maintenance. Given the large expanse of this material proposed, it could be sensible to consider an alternative material, which has the same general effect. One option would be to consider Petrarch reconstituted stone cladding panels. I have a sample of the 011 Parchment Riven Matt material (off-white) in the office which could be suitable (<http://omnisexteriors.com/rainscreen-panels/petrarch/>). The major benefit of this type of system would be its robustness and lack of maintenance requirement. Any staining which do occur could be easily jet washed away. This type of material generally comes in large format panels and is quick to install.

Given the scale of this development, I would recommend the usual condition relating to the submission of the main external materials, prior to approval, including the facing materials of the building and the range of public realm materials.

Finally, the Urban Design Officer raised no objection to the lighting scheme.

4.4 The Environmental Health Officer raises no objection and notes the controls imposed in the outline permission conditions as to construction.

The Officer is also happy with the light spill information as to impacts on amenity.

- 4.5 The Landscape Architect assisted with the initial planting proposals to examine their suitability to provide an attractive landscape buffer and seek to avoid future shading problems to the rear gardens of the adjacent houses, and suggested the applicant consider alternative species.

The Landscape Architect is now happy with the planting proposals and raises no objection.

- 4.6 The Drainage Engineer initially raised several queries around an apparent reduction in the quality of the scheme from the outline stage indicative drawings – on water quality treatment, appearance (i.e. looking engineered not naturalistic), and biodiversity potential.

He requested several improvements but overall on the basis of the revised submission he has no objection overall to the proposals. The main considerations of flood risk, flow rate, attenuation, water treatment and basin design have all been addressed.

- 4.7 The City Archaeologist raises no objection. Archaeological evaluation of this area has identified nothing of significance.

- 4.8 The Neighbourhood Services Manager raises no objection.

- 4.9 The Tree Officer raises no objection.

5.0 PUBLICITY AND REPRESENTATIONS

- 5.1 299 neighbouring properties were notified and press and site notices were published. A further consultation has been held on the amended plans.

- 5.2 8 representations have been received in total:

- Opening up the brook to informal recreation allows fairly easy access to the allotments along the brook;
- The brook is easy to cross;
- The Allotment Association recommended a combination of metal fence screened by thorny hedge as most appropriate. This would provide security and protection to the wildlife along the brook;
- The Allotment Association does not accept the proposed hedge without a fence;
- In the short term it will take time to mature as a barrier, in the long term there is little confidence that the hedge will be given the requisite maintenance to maintain it as an adequate barrier;
- Some years ago the Council determined that a secure boundary was needed along the ash path between Estcourt Road and Plock Court and a metal fence provided. If public access is created within a few yards of the allotments the same level of security is required;
- Request that provision of a metal fence is made a condition of any approval;

- Path at either end of site should be locked when not in use and switching off lighting would be beneficial to ecology;
- Matter of cars entering/leaving the college needs to be addressed before any planning is passed. It will be made worse with proposals of lights, insufficient parking spaces and more students parking off campus in residential streets;
- I see no mention in the proposal for altering the Oxstalls Lane/Cheltenham Road junction. This is a dangerous junction where I have witnessed several accidents. Nothing yet has been done to address the problem. I have serious concerns that the proposals could double the amount of traffic using the junction. Until I hear that Highways will definitely be making this junction safe, either with traffic lights or a roundabout, I will object to any further extension plans;

2 comments in the reconsultation on revised plans:

- Disappointed at decision to build car park behind Oxstalls Way;
- Can spoil from removed bund be relocated to rear of Oxstalls Way up to a height of 2m (saving transport costs mitigating impact from headlights, car doors, radios, alarms);
- Service road crossing public footpath is accident waiting to happen;
- Querying the proposals relating to vehicular access to and from the site and traffic flow proposals generally on the public roads in the vicinity;

5.3 The full content of all correspondence on this application can be inspected at Herbert Warehouse, The Docks, Gloucester, prior to the Committee meeting.

<http://planningdocs.gloucester.gov.uk/default.aspx?custref=16/01241/REM>

6.0 OFFICER OPINION

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

- Design and landscaping
- Traffic and transport
- Residential amenity
- Drainage

6.2 The principle has already been agreed and the layout follows the broad principles of the indicative masterplan. A s73 application (ref. 16/01242/FUL) was submitted concurrently with the reserved matters application seeking to allow for the phased provision of car parking and the phased and reduced provision of cycle parking relating to the phased implementation of the University business school.

Design and landscaping

6.3 The location of the site and the extension of the University complex in my view gives the architect some scope to design an interesting modern building. Notably, the design includes a focal point to draw attention to the main access

viewed from the south, with an oversailing second floor as a distinct 'framed' feature providing a covered entrance area. The main part of the building is envisaged with a white render cladding, with the projecting sections as polished mirrored metal, and broken up with deep window reveals. The window reveals would be in a timber cladding that would also be used sporadically at ground floor.

- 6.4 The Urban Design Officer raised several issues around materials. The architect has responded to these noting that the materials have good anticipated design lives when installed appropriately and a maintenance regime is adhered to – which has been discussed with the University and prepared. Access to all parts of the building has been allowed for in this respect. They have also sought to detail the building to limit deterioration from staining, discolouration and weathering.
- 6.5 The building design proposed is considered to be of good quality and while there may be further discussion about the final specification of the material and dealing with weathering of the surfaces, it is acceptable in Officers' view and this detail can be managed by condition. The scheme delivers several tangible urban design benefits to the area in opening out the surroundings of the public footpath, removing the existing fencing and providing natural surveillance.
- 6.6 Phase 2 of the business school may come forward in future as a further reserved matters application, but it is envisaged as a block of comparable proportions with a link corridor off the north side of the Phase 1 block. Officers support the early consideration to delivery of Phase 2 at a masterplanning level and do not envisage any major issues in this respect.
- 6.7 The provision of new planting is generally considered acceptable. Two specific areas merit further consideration. The proposed planting to the eastern boundary has been subject to detailed scrutiny given its value in screening the car park and its proximity to the neighbouring residential properties. This is discussed further in the 'residential amenity' part of the assessment below, but in general design/landscaping terms it should enhance the appearance of this boundary. Secondly, most of the existing bund and its planting are to be retained. Again this has merits in screening the building from views from residential properties. In general design/landscaping terms this is desirable to maintain the existing tree cover and its associated benefits in greening the area. The tree removal associated with the proposals is acceptable to the Tree Officer.
- 6.8 A bridge crossing the brook between the northern part of the business school area off the circulatory footpath and into Plock Court, was shown in the original drawings. It has now been removed. It would provide benefits to circulation within the area and I believe the University is still considering making this proposal separately in the future. Although it would be beneficial I do not consider it mandatory to include in this application.

- 6.9 The boundary to the allotments has been commented on in several representations. Details of security measures along this boundary are required by the outline permission. The University has agreed to include a post and wire fence within the 'boundary' hedge to the brook. In Officers' view this is sufficient to maintain a reasonable level of security and is not a reason to withhold reserved matters approval.
- 6.10 Subject to conditions, the proposals are considered to comply with the above cited policy context in terms of design and landscaping and no objection is raised in these respects.

Traffic and transport

- 6.11 The means of access and scale of the development were agreed at outline stage. At this reserved matters stage the Authority is considering layout and how this might impact on traffic/highways considerations. The broad highways arrangements remain as indicated in the outline application – access onto the main existing campus from Oxstalls Lane would facilitate access up to the northern part of the campus. From here a new crossing over the public right of way would facilitate access into the new car park along the eastern part of the site.

Parking provision

- 6.12 The proposed car park provides for 184 spaces including 9 spaces for disabled persons. There is also provision of covered shelters and hoops for 80 bicycles, plus 5 lockable cycle lockers.

The additional loss of car parking

- 6.13 The proposal would lead to a loss of existing car parking where the access road meets the public footpath, where the car park south of the footpath is proposed to be altered. This would result in a loss of 30 existing spaces. The applicant's proposal is that this shortfall can be made up by increasing parking elsewhere by 30 spaces. This is theoretically manageable under conditions of the outline planning permission and there is a separate pending application ref. 16/01242/FUL to vary the parking condition so that phased provision of car parking alongside phased provision of the business school building is delivered. Officers asked however, for an indication of how this could be achieved so that there is comfort that there is a deliverable option to provide replacement parking given the somewhat constrained site. Indicative drawings provided show several locations for replacement parking by extending the overspill car park area at the south of the campus, extending the proposed car park rear of the existing student halls and extending the proposed business school car park. These options would all require detailed assessment if and when they are proposed, nevertheless I consider it is sufficient to give comfort that the quantum of additional replacement car park is broadly achievable.
- 6.14 The key in this regard is that the outline conditions continue to require an overall level of parking. The issue is also being addressed under the associated planning application seeking to vary the car parking provision conditions. In relation to the current reserved matters application, because it is this detailed layout that leads to the loss of the 30 existing spaces and it could

be the case that only this first phase of the business school is ever implemented, I consider the car parking loss needs to be made up by provision at this reserved matters stage. The submitted plans now show 184 car parking spaces. This is based on a pro-rata provision of parking for phase 1 of the business school at 154 spaces plus the 30 spaces lost. As such, the proposals show that the required parking provision and making up the shortfall can both be achieved, and I recommend that a condition is imposed on the reserved matters approval requiring provision of all 184 spaces before occupation.

- 6.15 Whether or not the associated variation of condition application is granted, there is no conflict between this reserved matters application and the outline permission. The conditions prevent occupation of the business school until sufficient provision is made. This reserved matters application does not inhibit that mechanism.

The vehicular crossing at the public right of way

- 6.16 As indicated at outline stage the design provides for a vehicular access crossing the public right of way. The basic principle of this is accepted. The issue now is assessment of the detail in terms of safety. The Highway Authority requested a road safety audit. This has been done and the Highway Authority is satisfied with the recommendations made, which are;

Suitable visibility splays for drivers on the approach to the crossing and railings to be positioned outside the visibility splay;

Forward visibility of 25m to be provided for drivers on the car parking access road approach to the crossing;

Appropriate road markings and signage provided to ensure that drivers are aware that they are required to give way to cyclists;

Raised table crossing to be surfaced in a contrast colour paving, and provision of cycle symbol road markings;

Preferred maximum gradient of 3% along the shared route with an absolute maximum of 5%;

The 'potential barrier control' to be removed or relocated to avoid conflict with the give way at the crossing, and avoid the potential for unnecessary reversing manoeuvres;

Swept path analysis to be undertaken for large vehicles and the road widened if necessary to avoid a large vehicle encroaching into the opposing traffic lane;

Adequate street lighting to be provided on the approaches to the crossing and crossing itself;

Adequate surface water drainage provided to ensure there is no ponding;

The Highway Authority is satisfied with the details included in the proposals with the exception of the visibility on the approach – therefore a condition is proposed to secure this.

- 6.17 On other highways matters raised in representations, the outline planning permission requires the adapted Cheltenham Road/Oxstalls Lane junction to be implemented before occupation of the business school. There are no

proposals to alter this and the University will still need to comply. Impact of the development in principle, including traffic flows and impact on the highway network, as raised in one representation, has already been agreed. In addition to the requirement to construct the new junction, other outline conditions include requirements to undertake surveys at certain points to establish on street parking demand generated by the development and if blocked or congested streets are identified, put forward a scheme of mitigation, and submission of a Construction Method Statement for approval prior to commencing development, including site operatives parking, construction routing, etc.

- 6.18 Subject to conditions the proposal is considered to comply with the above policy context in terms of highway safety and no objection is raised in this regard.

Residential amenity

- 6.19 The nearest residential properties are those immediately bordering the site to the north and east at Oxstalls Way, Glevum Close and Laura Close. To the east, the business school building would be approximately 65m from the nearest property boundaries and around 70m to the nearest residential building. To the north the business school building would be around 160m away from the nearest property boundaries. In terms of the business school car park there would be a separation on at least 10m between the car park and the neighbouring property boundaries.

- 6.20 The building is proposed between 12 and 12.7m in height over 3 storeys with the areas of enclosed plant taking the maximum height to 14.7m. As a comparison the existing floodlights are 16m high I am advised. The existing bund and tree planting provides a substantial screen. It is proposed that this bund is partially removed in two sections – in each instance a width of about 35m is to be taken out, with the slope cut back to a 1:3 gradient maximum. New planting is proposed on the newly-exposed slopes. The practical effect of this would be that the removed area at the south would expose the front part of the proposed business school somewhat in views from the east. However at the proposed scale and the separation of around 70m to the boundaries here, this is not harmful in my view. The other removed section mid way up the bund, is unlikely to expose views of this first phase of the proposed business school to any great degree other than for residents around 75m away. It would expose views of the proposed plot for Phase 2. While there is no certainty over the precise height, massing and siting of this Phase 2 building, the agreed outline principles, the current Phase 1 scheme, the arrangement and treatment of the opening of the bund and the separation distances involve lead me to conclude that it is unlikely that this new opening would create any significant impacts on amenity for residents in line with the opening when Phase 2 is brought forward. Overall the proposed building and works to the bund would not cause any significant harm to the amenities enjoyed by residents of properties on the locality.

- 6.21 As noted the car park is proposed to be sited around 10m off the boundary with the neighbouring residential properties with a landscaped area between

as required by the outline permission. There is an existing band of trees along this boundary and additional tree planting is proposed here in the form of individual trees and a continuing strip of shrubs and trees closer to the boundary. I have sought the advice of the Landscape Architect on this and some tweaks were made to the planting proposals in response to this advice. It is now considered that the proposals strike the right balance creating a landscaped buffer to mitigate the visual impacts of the car park beyond the end of residential gardens, while also avoiding planting that might dominate those gardens.

- 6.22 The outline permission obliges the developer to implement these measures in full in the first planting and seeding seasons following the occupation of the buildings or the completion of the development whichever is sooner, and maintain them for the duration of the use.
- 6.23 Details of the car park lighting have also been provided. This shows an arrangement of lighting fixtures through the car park on 6m columns and with 0° inclination. There is no objection from the Urban Design or Environmental Health Officers to the lighting proposals. I recommend that the specification is secured by condition. The plan demonstrates that the light spill reduces down to at maximum 1lux at the site perimeter. It is shown at around 0.1 to 0.6 lux at the end few metres of residential gardens and at 0.1 or 0 lux at the properties themselves. I am currently in discussions with the applicant about whether a limitation can be agreed on the timing of use of the car park lighting. This might for example require the lights to be off between 10pm and 7am and otherwise to be operated on a photocell type system where they only operate during hours of darkness, although I understand that the library is open 24/7 and there would be a safety issue with lights being switched off. I will update Members at the meeting.
- 6.24 There is no objection from the Environmental Health Officer to the scheme overall and in the proposed arrangement it is not considered that the comings and goings at the car park would cause significant harm to the amenities of local residents. The broad principles of this arrangement were considered acceptable at outline stage.
- 6.25 One representation refers to the impact of the car park and a suggestion of creating a new bund rear of Oxstalls Way. This could have the effect of providing a solid screen to neighbours. However it is questionable whether such a bund would be viewed favourably by all residents and fundamentally it is not part of the submitted application. For the reasons set out above I consider that the impact of the submitted scheme on residential amenities is acceptable, and the suggested works are not necessary to make the development acceptable.
- 6.26 The proposal is considered to comply with the above policy context in terms of amenity and no objection is raised in this regard.

Drainage

- 6.27 The principle of development in respect of flood risk is accepted already subject to certain conditions. Condition 32 of the outline permission requires details of the drainage system.
- 6.28 Part of the system is an attenuation basin that is included in the reserved matters plans. The arrangement has been amended to move away from a rather rudimentary engineered option to a more naturalistic, planted design. Officers are grateful for the improvements and are now satisfied with this aspect. The technical merits of the system would be assessed in detail pursuant to the outline condition but the Drainage Engineer is content that a workable system can be designed in this layout arrangement and raises no objection.
- 6.29 The proposal is considered to comply with the above policy context in terms of drainage and no objection is raised in this regard.

7.0 CONCLUSION

- 7.1 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.
- 7.2 The scheme complies with the outline permission whether the associated s73 application is granted or not, and subject to several further conditions to secure/ensure specific details it is considered acceptable in terms of design, highways impact, residential amenity and drainage, and raises no new concerns that are not already assessed in and/or addressed by conditions of the outline permission. The proposal would comply with the above Policy context subject to these conditions.

8.0 RECOMMENDATIONS OF THE DEVELOPMENT CONTROL MANAGER

- 8.1 That reserved matters approval is given subject to the following conditions:

Condition

The development shall be undertaken in accordance with the plans referenced;

Proposed site layout ref. UoG ASL 00 00 DR A 0003 received by the Local Planning Authority on 25th January 2017

Level 00 Plan ref. OX ASL 00 00 DR A 0100 Rev. B received by the Local Planning Authority on 5th October 2016

Level 01 Plan ref. OX ASL 00 01 DR A 0101 Rev. B received by the Local Planning Authority on 5th October 2016

Level 02 Plan ref. OX ASL 00 02 DR A 0102 Rev. B received by the Local Planning Authority on 5th October 2016

Roof Plan ref. OX ASL 00 03 DR A 0103 Rev. C received by the Local Planning Authority on 5th October 2016

Elevation ref. OX ASL 00 XX DR A 0130 received by the Local Planning Authority on 5th October 2016

Elevation ref. OX ASL 00 XX DR A 0131 received by the Local Planning Authority on 5th October 2016

External works general arrangement: materials and finishes ref. OX ASL 00 XX DR L 0001 Rev. E received by the Local Planning Authority on 9th January 2017

External works general arrangement: materials and finishes ref. OX ASL 00 XX DR L 0002 Rev. E received by the Local Planning Authority on 9th January 2017

External works planting plan (sheet 1) ref. OX ASL 00 XX DR L 0003 Rev. D received by the Local Planning Authority on 9th January 2017

External works planting plan (sheet 2) ref. OX ASL 00 XX DR L 0004 Rev. D received by the Local Planning Authority on 9th January 2017

External works planting schedule ref. OX ASL 00 XX DR L 0005 Rev. C received by the Local Planning Authority on 9th January 2017

External works typical sections sheet 1 ref. OX ASL 00 XX DR L 0006 Rev. C received by the Local Planning Authority on 9th January 2017

External works typical sections sheet 2 ref. OX ASL 00 XX DR L 0007 Rev. B received by the Local Planning Authority on 5th October 2016

External works cycle parking ref. OX ASL 00 XX DR L 0008 Rev. B received by the Local Planning Authority on 5th October 2016

External works pedestrian route through main car park ref. OX ASL 00 XX DR L 0009 Rev. B received by the Local Planning Authority on 25th January 2017

Crossing detail ref. UOG-ARP-00-XX-DR-C-1500 Issue 01 received by the Local Planning Authority on 5th October 2016

except where otherwise required by conditions of this approval.

Reason

To ensure the works are carried out in accordance with the approved plans.

AMENITY

Condition

Lighting proposals to the car park shall be implemented in accordance with that shown on plan ref. D11-10749 Rev. C received by the Local Planning Authority on 19th January 2017 unless an alternative specification is submitted to and approved in writing by the Local Planning Authority. Any such further submission shall include a light spill plan and fixture specification as per the above referenced plan.

Reason

To safeguard the amenities of the area in accordance with Policies FRP.9, FRP.10, FRP.11 and BE.21 of the 2002 City of Gloucester Second Deposit Local Plan, Policy SD15 of the Joint Core Strategy Pre-Submission Document 2014 and Paragraphs 17, 109, 120 and 123 of the NPPF.

Condition

A condition if it can be agreed with the applicant to limit the times of operation of the car park lighting.

DESIGN

Condition

The 1.2m high timber post and wire fence at the western part of the site parallel to the brook (the 'allotments boundary') shall be implemented in its entirety prior to the occupation of the business school or to an alternative timetable that has been agreed to in writing by the Local Planning Authority.

Reason

In the interests of security of the locality and designing out crime in accordance with Paragraphs 17 and 58 of the NPPF, Policy SD5 of the Joint Core Strategy Pre-Submission Document 2014 and BE.5 of the 2002 City of Gloucester Second Deposit Local Plan.

DRAINAGE

Condition

No building shall be occupied until a SuDS maintenance plan for all SuDS/attenuation features and associated pipework 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 and shall operate for the lifetime of the development.

Reason

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, FRP.11 of the City of Gloucester Second Deposit Local Plan 2002 Policy INF3 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy Submission Version 2014 and Paragraph 103 of the NPPF.

HIGHWAYS

Condition

Notwithstanding the details indicated on the submitted plans, prior to the proposed access road crossing National Cycle Route 41 being brought into use forward visibility splays extending from a point 2.4m back along the centre of the cycle route on the eastern side measured from the edge of National Cycle Route 41 where it joins the new access road crossing (the X point) to the centre of approaching traffic lane along the road serving the car park for 25m distant to the north (the Y points) shall be provided. The area between those splays and the carriageway shall be kept clear of any obstruction 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.

Condition

Phase 1 of the business school building hereby approved shall not be occupied until space has been laid out within the site for a minimum of an additional 184 cars (including disabled spaces) to be parked within that phase.

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 Paragraphs 32 and 35 of the National Planning Policy Framework and re-provide 30 existing car parking spaces removed as a result of the approved layout.

NOTE

It is recommended that the applicant investigates maintenance of the watercourse that runs adjacent to the north boundary of the site into the Wotton Brook and any responsibilities for it.

Decision:

Notes:

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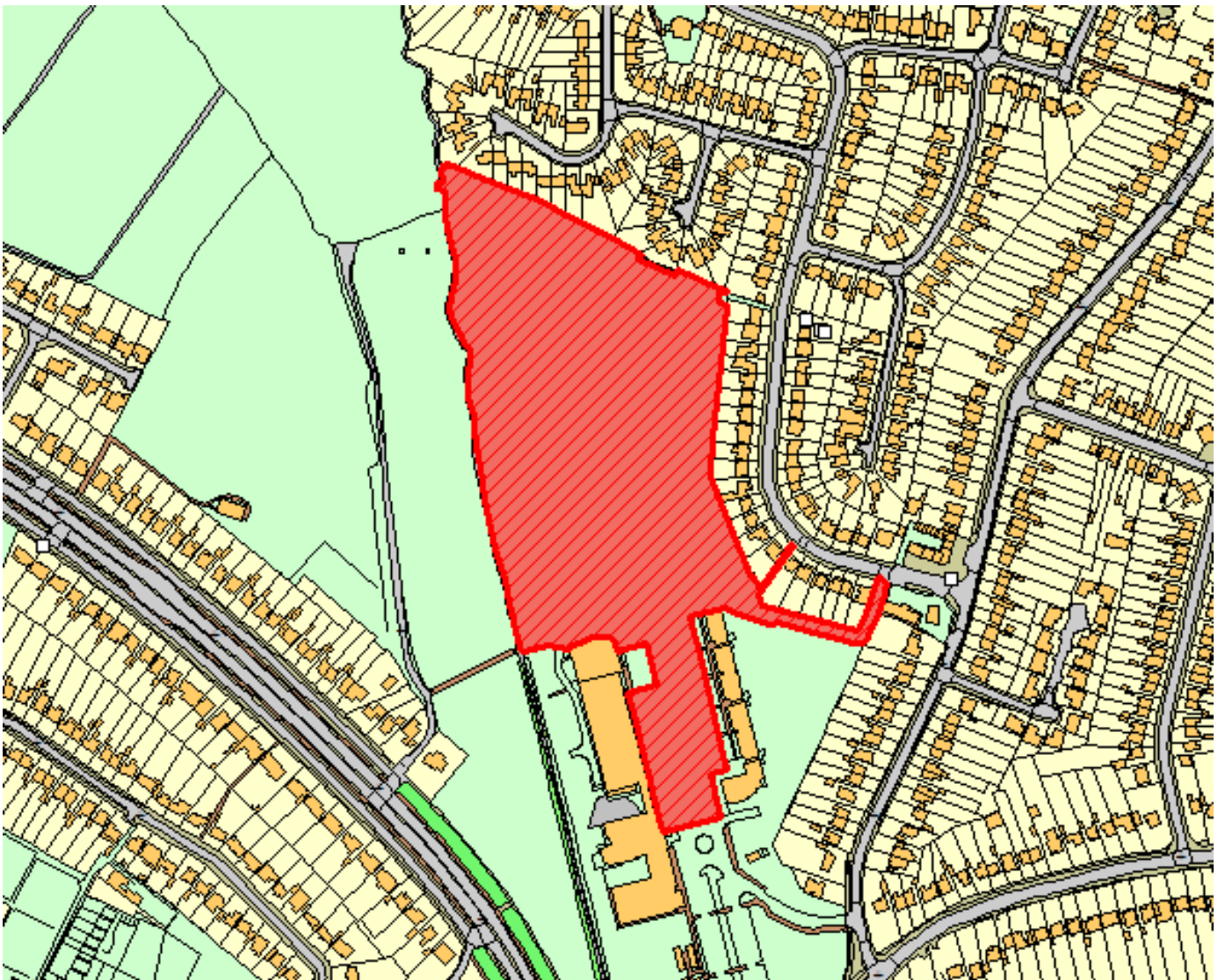
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Person to contact: Adam Smith
(Tel: 396702)

16/01241/REM

**University Of Gloucestershire
Oxstalls Lane
Gloucester
GL2 9HW**

Planning Committee 07.02.2017



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GLOUCESTER CITY COUNCIL

COMMITTEE	:	PLANNING
DATE	:	FEBRUARY 2017
ADDRESS/LOCATION	:	BARBICAN CAR PARK LADYBELLEGATE STREET, GLOUCESTER
APPLICATION NO. & WARD	:	16/01525/FUL
EXPIRY DATE	:	
APPLICANT	:	CITYHEART LIMITED
PROPOSAL	:	Re-development of the site for the construction of Phase 1 student's residences accommodation of 295 bedrooms, comprising studio flats, cluster flats and town houses, through the erection of new buildings and related/ancillary facilities, services, and amenities , with associated works comprising access (including new pedestrian route from Ladybellegate St to Barbican Road/Way), parking, hard and soft landscaping, public realm works, together with the creation and provision of temporary surface level car parking facility.
REPORT BY	:	RON MOSS
NO. OF APPENDICES/ OBJECTIONS	:	SITE PLAN

1.0 Site Description and Proposal

- 1.1 The site is located just to the south west and in close proximity to Gloucester City centre. It specifically contains land which is located between Ladybellegate Street to the east, Barbican Road to the west, Commercial Road to the south and the rear of properties along Longsmith Street to the north. The site has been cleared and there are no longer any buildings on the site.
- 1.2 The site is approximately 9,000 square metres in area and is currently in use as a public car park, which is run by Gloucester City Council. The car park has a generally rough surfaced condition and appearance, and does not have any demarcated spaces. The perimeter of the site is predominantly enclosed by railings or chain link fencing to the eastern and western boundaries. In terms of gradient the site slopes from east to west, and falls in level by some 5

metres taken from boundary to boundary. There is a wayleave across the site as well as some high voltage cabling underground.

- 1.3 The northern boundary of the site is predominantly formed by a boundary wall which separates the site from the car parking areas for business premises backing toward the site from Longsmith Street. The eastern boundary of the site is formed by the public footway along Ladybellegate Street and contains a number of lime trees. The southern boundary of the site partially borders an electricity primary station and a music school building, with Commercial Road beyond. On the other side of Commercial Road then lies the docks area. Finally the western boundary of the site abuts Barbican Road with the former prison site beyond.
- 1.4 With regard to heritage matters, as stated above, the site is within the Barbican conservation area. Parts of the Scheduled Ancient Monument, Glevum Roman Colonia fall within the western boundary. Furthermore although there are no listed buildings on the site itself, there are a number of them that directly border the site. The Former HMP Gloucester which consists of numerous designated heritage assets including a Governors House, Debtors Prison, Outer Gatehouse and perimeter brick walls which are all Grade 2 listed, together with the Central Cell Block and Chapel, which are Grade 2 *. To the east of the Blackfriars section of the site then lies the listed buildings associated with the Blackfriars Scheduled Monument, including the Grade 1 Listed Blackfriars Church, and the Grade 2* listed 13,15 and 17 Ladybellegate Street. The Grade 1 listed Ladybellegate House is located to the north east of the site, while to the north lies the Grade 2 * Bearland House and Lodge. Along Commercial Road are then three Grade 2 Listed Buildings, The Dock Company, City Flour Mills and the Regiments of Gloucestershire Museum.
- 1.5 In terms of the development itself the applicant proposes student accommodation within two phases of development. Planning permission is only currently sought for phase one, which seeks planning permission for student accommodation on the eastern half of the site adjacent to Ladybellegate Street and a new surface car park to the west. The second phase is only shown for illustrative purposes and would provide additional student accommodation with undercroft parking on the western half of the site. The accommodation in phase is shown within four main buildings, marked on the plan as A, B, C and D.
- 1.6 Block A is located in the corner of the site where Ladybellegate Street meets Commercial Road. The block is four storeys in height on the corner and then drops down to three storeys along its frontage with Ladybellegate street. The corner element would be flat roofed and completed in brick. A vertically glazed and cladded section would then differentiate the position of the stairs, lifts and landing area from the second part of the building that was originally shown covered by a double pitched roof and finished in brick. The proposal has now been revised to show more variety in roof treatment, with a random variety of flat roofs, parapets and front gables at different heights along with greater variation to brick type and materials to give the appearance of smaller plot fine

grain individual buildings. Overall Block A would house 57 beds, in the form of a 1 x 4 bed cluster, 1 x 5 bed cluster and 8 x 6 bed cluster, which would be set around shared lounge/kitchens.

- 1.7 Block B is then shown separated from Block A by a vehicular access route for emergency and service vehicles. It would also front Ladybellegate Street and was originally shown to be of similar design to Block A, except larger in foot print and reversed so that the white bricked flat roofed element would be to the north rather than the south. Revisions to the scheme now show it also with a variety of different roof forms and heights across the block, and whilst the roof forms would be similar to that of Block A, their pattern across the building would be different. The drawings show it to contain a 1 x 6 bed cluster and 12 x 8 bed cluster, making a total of 102 bed spaces.
- 1.8 Block C would then be positioned, placed at right angles to Blocks A and B, with its gable end facing Ladybellegate street and with its main front elevation running in to the site and facing a pedestrian routeway that runs east to west here across the site. Its rear elevation would back on to the commercial properties located on Longsmith st. In terms of student accommodation, it would house 7 x 6 bed cluster, 6 x 7 bed cluster and 16 x 1 bed studio flats. There would also be shared amenity space on the ground floor of block C including laundry, management suite and communal fitness space. In terms of appearance the block is shown rising from four storeys on its perimeters to five storeys in its more central section. As with Blocks A and B revisions to the scheme now show a more varied roof form, while a variety in the brick colour and types as well as different materials help give the appearance of a set of individual fine grain buildings rather than a large block.
- 1.9 Finally the fourth block, block D, would be located in the centre of the site and is set up as a terrace of three town houses to house students in three 12 bed townhouses. The building would be four storey in height with the kitchen and lounge at ground floor and three storeys of bedrooms above. The use of front gables and a set of pitched roofs are used to give the terraced town house appearance. It would also front the pedestrian access way through the site. A revision to this block now shows a flatted roof element in the place of the central front gable and detailed brickwork and windows on what was previously a blank flank wall.
- 1.10 To the rear of Blocks B and D is then shown a landscaped court yard area with ornamental and lightweight planting and amenity grass areas. Feature seating units, predominantly wooden would be located in this area along with heavy standard tree planting. Two tiered cycle parking shown for 100 bikes and a refuse store for 16 x 100 litre euro bins as well as a water booster house are all shown positioned against the southern boundary of the site with the electrical substation.
- 1.11 In terms of access, the primary vehicular route for maintenance and refuse collection is from the south east corner of the site by block A, accessed via Commercial road and egressed from Ladybellegate street. The actual student accommodation would have no parking provision for the students, apart from

four accessible spaces positioned 'end on' along the access route from Commercial road. As part of phase 1 however a car parking area is shown to the west of the site that would be accessed from Barbican Way from the same position as the current access down here.

Ninety one car parking spaces are shown in phase 1 of the development, including 6 accessible spaces to provide temporary parking until a second phase is considered. The indicative plans for phase 2 then show 62 car parking spaces here, part within an undercroft.

With regard to pedestrian access, the key pedestrian only route runs east – west with entrances/exits on to Ladybellegate street and Barbican way. Due to the significant level changes on the site, there are a set of steps positioned adjacent to Ladybellegate street to take people down the 2.5 metres to the main level of the development on which blocks A, B, C and D are set. For accessibility purposes an external platform lift is shown next to the steps. Further into the site a second set of steps link to the level currently shown for car parking and the western access on to Barbican Way, another drop of 2.5 m from east to west. At this point a ramped accessibility access is also proposed. Hazard warning paving would be used along this pedestrianised route, which would include tree planting.

- 1.12 An Environmental Impact Assessment screening opinion was also sought by the applicants and your officers confirmed that an Environmental Statement was not required.
- 1.13 The application is referred to the Planning committee due to the scale of the proposed development

2.0 Relevant Planning History

2.1 16/01510/LDO

A Residential led Draft Local Development Order that when adopted would grant planning permission for predominantly residential uses, with other supporting uses and car parking, and that includes an Environmental Statement on Quayside and Blackfriars area, including the area to the north West of the Magistrates Court and Police Station (Quayside) and Land south east of the Magistrates Court up to Ladybellegate Street (Blackfriars). This proposal is still pending and will be considered at a future planning committee.

2.2 12/00595/FUL

Use of land for car parking and associated landscaping and localised resurfacing works Granted 07.11.2012

2.3 95/00690/OUT

Demolition and Partial Demolition of buildings (outline application) site for Comprehensive Redevelopment comprising retail food and drink, ancillary Offices and storage, housing, crèche, service areas, a multiplex cinema with multi storey car park incorporating shop mobility and public conveniences.

Construction of new vehicular and pedestrian accesses (siting of buildings and means of access not reserved) Granted 17.04.2001.

3.0 Planning Policies

3.1 The following planning guidance and policies are relevant to the consideration of this application:

Central Government Guidance - National Planning Policy Framework

3.2 This is the latest Government statement of planning policy and is a material consideration that should be given significant weight in determining this application.

Decision-making

The NPPF does not alter the requirement for applications to be determined in accordance with the development plan unless material considerations indicate otherwise. In assessing and determining applications, Authorities should apply the presumption in favour of sustainable development.

For decision-making, 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 the NPPF as a whole; or
 - specific policies in the NPPF indicate development should be restricted.

Authorities should look for solutions rather than problems and decision-takers should seek to approve applications for sustainable development where possible.

Core planning principles

Planning should:

- Be genuinely plan-led;
- Be a creative exercise in ways to enhance and improve places;
- Proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs;
- Secure high quality design and a good standard of amenity;
- Take account of the different roles and character of different areas;
- Support the transition to a low carbon future, take account of flood risk and encourage the use of renewable resources;
- Contribute to conserving and enhancing the natural environment and reducing pollution;
- Encourage the effective use of land by reusing brownfield land;
- Promote mixed use developments;
- Conserve heritage assets in a manner appropriate to their significance;

- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable;
- Take account of and support local strategies to improve health, social and cultural wellbeing and deliver sufficient community and cultural facilities and services to meet local needs.

The NPPF includes relevant policy on promoting sustainable transport, including the statement that development should only be prevented on transport grounds whether the residual cumulative impacts of development are severe.

Planning obligations and conditions

Planning obligations should only be sought where they meet all of the following tests:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development; and
- Fairly and reasonable related in scale and kind to the development.

Planning conditions should only be imposed where they are

- Necessary;
- Relevant to planning and to the development to be permitted;
- Enforceable;
- Precise; and
- Reasonable in all other respects.

The National Planning Practice Guidance has also been published to accompany and in part expand on the National Planning Policy Framework.

For the purposes of making decisions, the NPPF 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 NPPF. In these circumstances due weight should be given to relevant policies in existing plans according to their degree of consistency with the NPPF.

The Development Plan

3.3 Section 38 of the Planning and Compulsory Purchase Act 2004 has established that - “The development plan is;

- A.** The regional spatial strategy for the region in which the area is situated, and
- B.** The development plan documents (taken as a whole) which have been adopted or approved in relation to that area.

If to any extent a policy contained in a development plan for an area conflicts with another policy in the development plan, the conflict must be resolved in favour of the policy that is contained in the last document to be adopted, approved or published (as the case may be). If 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.”

- Local Plan
- 3.4 The statutory development plan for Gloucester remains the City of Gloucester Local Plan (Adopted 1983 and partially saved until the Local Development Framework is adopted). Under the terms of the NPPF, weight can be given to these policies according to their degree of consistency with the NPPF.
- 3.5 Subsequent to the 1983 plan there has also been the City of Gloucester (Pre-1991 Boundary Extension) Interim Adoption Copy October 1996), and City of Gloucester First Stage Deposit Local Plan (June 2001).
- 3.6 Regard must also be had to the 2002 Revised Deposit Draft Local Plan. This has been subjected to two comprehensive periods of public and stakeholder consultation and adopted by the Council for development control purposes. This cannot be saved as it is not a formally adopted plan, however with it being adopted for development control purposes it is still judged to be a material consideration.
- 3.7 2002 Plan Policies
- B.7 – Protected species
 - B.8 – Non-identified sites
 - B.10 – Trees and hedgerows on development sites
 - LCA.1 – Development within landscape conservation areas
 - FRP.1a – Development and flood risk
 - FRP.3 – Obstacles in the flood plain
 - FRP.5 – Maintenance of water courses
 - FRP.6 – Surface water runoff
 - FRP.9 – Light pollution
 - FRP.10 – Noise
 - FRP.11 – Pollution
 - FRP.15 – Contaminated land
 - BE.1 – Scale, massing and height
 - BE.2 – Views and skyline
 - BE.4 – Criteria of the layout, circulation and landscape of new development
 - BE.5 – Community safety
 - BE.6 – Access for all
 - BE.7 – Architectural design
 - BE.12 – Landscape schemes
 - BE.21 – Safeguarding of amenity
 - BE.31 – Preserving sites of archaeological interest
 - BE.32 – Archaeological assessment
 - BE.33 – Archaeological field evaluation
 - BE.34 – Presumption in favour of preserving archaeology
 - BE.36 – Preservation in situ
 - BE.37 – Recording and preserving archaeology
 - TR.1 – Travel plans and planning applications
 - TR.2 – Travel plans – planning obligations
 - TR.9 – Parking standards
 - TR.10 – Parking provision below the maximum level
 - TR.11 – Provision of parking for people with disabilities
 - TR.12 – Cycle parking standards

- TR.31 – Road safety
- TR.32 – Protection of cycle/pedestrian routes
- TR.33 – Provision for cyclists/pedestrians
- TR.34 – Cyclist safety

3.8 Emerging Plans

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.

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

3.9 The following policies in the JCS are of relevance and the plan is subject to representations through the consultation which affects the weight that can be attributed to the policies:

- SD1 – Presumption in favour of sustainable development
- SD5 – Design requirements
- SD9 – Historic environment
- SD15 – Health and environmental quality
- INF1 – Access to the transport network
- INF2 – Safety and efficiency of the transport network

The City Plan is at a very early stage and therefore carries limited weight.

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 The Highway Authority states the following:-

The proposed development would generate a lower number of vehicle movements than the existing use of the site as a public car park. The current car park arrangement parks up to 200 cars whereas the proposed phase 1 would be for 91 cars in the public car park and just the 4 accessible parking spaces for the students - The student accommodation itself will generate very few vehicle movements as there is not proposed to be any car parking on the site for future residents to use and the surrounding streets form part of the Controlled Parking Zone.

- However the majority of the traffic movements would occur through the more restrictive Barbican Way and Barrack Square whereas all current movements use Ladybellegate Street.
- Barbican Road north of the car park cannot accommodate two -way traffic movements and it would not be desirable for additional traffic to use it.
- The solution is to restrict vehicle use in this section of Barbican road, so its just for pedestrian and cycles and for the car park traffic to access and egress along Barbican Way and Barbican Square. Traffic surveys have been submitted to show that this will work, with the chevron parking to the rear of the Shire hall altered to perpendicular to give more space.

In conclusion recommend approval subject to conditions to submit a scheme to restrict vehicular use of Barbican Road along with adequate pedestrian and cycle safety, a pedestrian crossing facility on Ladybellegate Street completion of vehicle access/egress from Commercial Road/Ladybellegate Street, cycle storage and a travel plan.

4.2 The Police have not commented

4.3 The Drainage engineer states that the application site is located in flood zone 1 area, so there are no concerns over fluvial flood risk and the surface water flood maps do not show any significant risk. With regard to surface water run off rates /attenuation he states the proposed surface water discharge rate of l/s is acceptable, but that an alternative surface water disposal strategy should be explored as part of the detailed design.

One concern raised is that the onsite attenuation has been designed using a 20% climate change figure whereas current EA guidance states that 40% should be used. Assurance is sought that the applicant will use 40 % for the detailed design. It would also be preferable to see an element of above ground SuDs. Overall consider acceptable subject to surface water drainage strategy with 40% uplift on rainfall to allow for climate change and a scheme for maintenance of all SUDS/attenuation

4.4 The Urban Design officer stated the following on the original proposal:-
Overall the proposal can be seen to be positive in redeveloping a rather dilapidated site.

The main principle in this case is to develop a scheme design which responds to the locally distinctive character of the area, distinguished from other character areas in surrounding areas, notably the Docks Conservation Area. One of Gloucester's most important defining characteristics is the way in which very different character areas are often located adjacent to each other, which provides a very rich sequence of spaces, within quite small areas. In this broad area, The Docks sits right next to Southgate Street, both of which have quite distinctive characters. The scheme needs to take reference from the properties in Ladybellegate street, Commercial street and Southgate street, however at the same time it should look to a certain extent to create an element of its own identity and knit the neighbouring areas together.

The design does not effectively or appropriately respond to the context and the overall appearance of the submitted scheme lacks variety and interest, in both form and material finish. The use of one very narrow palette of materials and colours does not result in a positive appearance as an identity on its own, and certainly not when the very important context of the site is considered.

Comments on revised scheme as follows:-

- - Now much more variety in roof forms and plot widths along Ladybellegate street , both of which help to break down the massing of the blocks and add interest
- A 4 material range with two red and two lighter material types provide a good range of materials and utilising the Cattybrook brickery just north of Bristol is a good sustainable option.
 - A change to the proportion of the pitched gable forms provide a more appropriate wider grain, 3 window wide sections are 4 storey in height and a 2 window wide section are 3 storey resulting in a 40 degree pitch angle , which responds to the Priory buildings.
 - Feature panels now are shown with a distinct feature panel approach and material, while previously blank western elevation of Block D has been improved with detail in the brickwork and column of windows.

In conclusion, the scheme is considered to have been considerably improved by the revisions and recommend approval subject to conditions on architectural details.

- 4.5 The Conservation officer stated the following on the original scheme. The application identifies the docks and its distinctive brick warehouses as the predominant vernacular reference for the scheme but the area is diverse and there are many vernacular references for the site to be taken in consideration when developing this site.

The boundary treatment requires further review and the brick wall surrounding the site along Commercial Road and Ladybellegate Street should be of traditional Gloucester red brick and not a buff colour. There are no objections to a contemporary scheme, but for the scheme to be acceptable, the materials should be rethought to include a strong red brick, a render /or cladding panel

to reflect the stone buildings of Blackfriars and Ladybellgate Street, and a further contemporary cladding panel in place of the timber weatherboard.

Comments on revised scheme

- The massing, mixed heights, plot sizes and roof forms now reflect the diverse character of the area.
- Window sizes, their layout and orientation now create a character distinct from the Docks.
- The addition of panels and features to break up the massing of units is welcomed and provides interest.
- Welcome the detailed brickwork and windows to the previously blank elevation of Block D
- The landscaping scheme and introduction of planting to soften the timber boundary treatments is positive.
- The railings and wall on Ladybellegate street should follow the in situ boundary for the now demolished BT repeater station. The upgraded pavement here should be conditioned.
- The scheme would lose the view from Barbican Way to the Grade 1 listed Blackfriars Priory and this should be compensated for in some way.
- Overall the scheme has been significantly improved to create a proposed development which has a variety of roof forms, plot widths and materials to reflect the diverse character and townscape of the surrounding area. The proposal is acceptable subject to conditions on materials.

4.6 The City's archaeologist has made the following comments :-

This site is one of the most archaeologically sensitive locations in Gloucester. The site contains the following:-

- Remains from the original Roman fortress at Gloucester;
- The remains of two (perhaps three) large town houses dating from the time of the Roman colonia (colonial city) of Glevum;
- Remains of Saxon settlement in Gloucester;
- Part of the 'Old' castle (a Norman ring work or mote and bailey castle); and
- The outer defensive ditches of the 'New' castle (a larger stone-built castle centred on the adjacent prison site).

These remains are of national importance – consequently two areas of the site have statutory protection as scheduled monuments. The site has been subject to extensive archaeological investigation including a recent programme of archaeological trail trenching and a number of earlier investigations. The applicant has submitted an 'Archaeological Impact and Mitigation Statement'. That document outlines that there will be some impact on archaeological remains – predominantly in the area around 'Block A'. This is a fairly localised and shallow impact which can be mitigated by excavation in advance of development and via an archaeological watching brief where necessary.

Across the rest of the site the likely impact of the proposed development is exceptionally low – generally around -0.26% of the development footprint, this

is really excellent and the applicant is to be commended for designing such a low impact scheme in such a sensitive area. I contend that the applicant has done everything reasonable to ensure the protection of archaeological remains within the site. I'm also content that, where archaeological remains may be impacted, appropriate mitigation can be secured by condition.

Conditions requiring the following are therefore required. The securing of an implementation of a programme of archaeological work in accordance with a written scheme of investigation, submission of a methodology for public outreach and engagement, submission of a detailed design showing the complete scope and arrangement of the foundation design and ground works, submission of detailed methodology for all ground works.

- 4.7 The Lead Local Flood Authority confirm that they have no objection to the proposal, subject to conditions requiring full details of the surface water drainage strategy and a scheme for maintenance of all SUDS/attenuation features.
- 4.8 The City Ecologist confirms agreement on the Habitat Regulations Assessment Screening and requires a condition to provide bird and bat boxes.
- 4.9 The Waste team have not commented
- 4.10 With regard to contaminated land Worcestershire Regulatory Services state that the submitted site assessment represents an appropriate and thorough phase 1 Preliminary Risk Assessment. They note that no site walkover/reconnaissance has been undertaken and therefore recommend that the standard land contamination conditions are attached to any approval.
- 4.11 The Council's Environmental Protection officer has suggested conditions for restriction of hours during construction, no burning of materials, details of the proposed noise barrier for the substation and for a student management plan. He would like the submitted noise report to be updated to account for the noise from the electricity substation, particularly when cooler fans operating.
- 4.12 The City's Arboriculturalist states the following:-
At least 1 lime tree on Ladybellegate street would have to be removed. Regarding the proposed landscaping, I can see a small number of trees proposed for the central areas of the development. This is positive but would I would like more details regarding proposed species and sizes. Also would like to see tree planting in areas of more public visibility such as adjacent to Ladybellegate Street and in, and at the edge of, the proposed car park.
- 4.13 Historic England
The site proposed for the student housing and car parking is in an archaeologically and historically significant part of Gloucester. The high significance of Grade 1 and 11* heritage assets that fall within the site and its immediate setting should be emphasised. They are in the top 6% of listed buildings and therefore great weight should be given to their conservation.

The principle of redeveloping the site is supported. However as the first phase of a wider master planned area there is concern that the current proposals may not match the aspirations that all parties have for the site. There are concerns with regard to the following :-

- The raised levels retained across the site would exacerbate the impact of the western elevations of blocks C and D. In particular, the blank elevation of block D would be unduly dominant from the rear of the prison. The western ends of these blocks should be dropped a storey. (Officer note - The revised scheme shows detailed brickwork and windows on this elevation)
- Regarding the legibility of the setting of the highly graded heritage assets, most notably Blackfriars, the prison and cathedral, there should be greater inter-visibility through the site with the key historic buildings forming the focus of views. Would like the view from Barbican Road south eastwards to Blackfriars to be respected.
- Exclusive use of brick is a concern

In summary, we would conclude that the form, layout and construction proposed for the re-development of the site would not make a sufficiently positive contribution to the conservation area, or better reveal its significance, as required by paragraph 137 of the NPPF. Regarding the impact upon the significance of heritage assets, we do not believe that 'great weight' has been given to the conservation of their setting.

As a recommendation, we consider that the issues and safeguards outlined in our advice need to be addressed in order for the application to meet the requirements of paragraphs 132, 134 and 137 of the NPPF. There is no objection to this development on the grounds of impact on the nationally significant buried archaeology.

- 4.14 Severn Trent Water have no objection subject to a condition on submission of details for disposal of foul and surface water flows.
- 4.15 The Canal and River Trust state that they have no comments to make.
- 4.16 The Civic Trust has stated the following with regard to the original scheme:-
- The panel welcomes in principle the development of this long derelict site where previous schemes have failed to materialise.
 - The panel is disappointed that the prominence of the site has not prompted a much more cutting edge standard of architecture.
 - Heights, materials, modelling, fenestration and roof lines all require further attention
 - The steeply sloping site conditions allow the ground floors of the buildings fronting Ladybellegate street to be sunk below street level. While this will reduce the impact of the proposal it loses the presence of the building and an active frontage.
 - There is no clear indication as to how this will tie in with the prison redevelopment and the future quayside proposals. There needs to be a more comprehensive approach.

- The use of brickwork is good, however there is a need to show strong defined materials, reflecting those of the surrounding architecture.
- The walkway between Ladybellegate street and the Quay is welcomed.

Comments on revised scheme

- The revised proposal shows a much better mix of building form and roof lines
- More work needs to be done on the type and colour of materials and with regard to building on corner of Commercial road.
- Frontage to Ladybellegate Street still a concern
- Welcome the increased use of planting to define boundaries

5.0 Publicity and Representation

- 5.1 166 neighbouring properties were notified and press and site notices were published. A second consultation period was undertaken, expiring on 6 February 2017. Two responses have been received to date (see below)
- 5.2 The response from the company currently working on the development of the former prison site stated that they had no objection in principle. However, they had the following observations.
- They would like to be considered in any over view of parking that might consider end users for the proposed car park.
 - Currently a lack of detail in the application around the impacts of the student accommodation and public car park proposals on the prison site and the opportunities that might exist to bring forward a development that might compliment the future redevelopment of the prison complex.
- 5.3 Western Power Distribution have also stated :-
Our main area of concern is the likely impact that noise from our site will have on future residents. The substation provides electricity to most of the city centre and adjacent residential areas, and contains three large transformers in continuous use - two 23/30MVA 33/11kV and one 30/60MVA 132/11/11kV. Transformer noise is characterised by a continuous 100Hz and 200Hz tonal hum present at all times.

Having read the Noise Assessment we note that the impact of noise from our substation is considered to be 'adverse' and that the proposed mitigation is mechanical ventilation to avoid the need for residents to open windows. From our experience with transformer noise monitoring we would still anticipate customer complaints about the noise from our substation even with windows closed as we find that double glazing is inefficient at attenuating 100Hz. The Noise Report does not appear to mention our cooling fans which operate when load dictates and can produce up to 80dBA according to current specification. We also feel that we may be restricted when installing or modifying equipment at our site in future due to the impact of noise on the proposed development.

Given the proximity of the proposed development to our substation we feel that in this instance it would be appropriate, and in the best interests of future

residents, for WPD and the developer to consider the practicalities of erecting noise enclosures around our equipment.

Also have a further concern as to whether the proximity of this residential development might prejudice any future upgrades in security lighting.

However confirm that do not consider that the proposal would harm access to the substation.

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

<http://planningdocs.gloucester.gov.uk/default.aspx?custref=16/00945/REM>

6.0 Officer Opinion

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

- Principle of Development
- Design of Proposal and Impact on the Appearance of the Area
- Impact on Conservation Area and Neighbouring Listed Buildings
- Archaeology
- Traffic and Transport
- Impact on Amenity of Neighbouring Occupiers/Satisfactory Living Environment for Student Occupants
- Land Contamination
- Drainage and Flooding
- Ecology and Landscaping

6.2 Principle of Development

The adopted 1983 Local Plan shows this site as non -designated, however in the Local Plan Second Stage Deposit 2002 the site is identified on the proposals map as CL1, which is for New Major Commercial Leisure Development. This plan was to set policies and proposals for future development for the period up to 2011. In 2004 the Gloucester Heritage Urban Regeneration Company (CHURC) was sanctioned by the Government with the purpose to facilitate the regeneration of the many historic areas of Gloucester and the larger Blackfriars area was identified as a key regeneration priority. Then in 2006 the Council's draft Central Area action plan was published and within it the Greater Blackfriars area was allocated under Policy CA19 for mixed use development, including office, hotel, leisure and cultural, food and drink, and residential.

Following this work, the Greater Greyfriars Planning Brief was produced, which set out the Council's approach for the development of the Greater Greyfriars area. (the larger area within which this site falls) This has been adopted by the Council as interim planning guidance for the purposes of development control. In response to this planning brief CHURC then produced a Masterplan for the eastern part of the Greater Blackfriars area and this

Masterplan has been now been endorsed by the city council and forms a material consideration when determining future proposals in the area. Key to the vision of the plan was the aim to make Greater Blackfriars a distinctive new city quarter in its own right through the design of the development and its proposed uses.

Unfortunately, however this area has consistently struggled to attract development, but the Council has always recognised the importance of this part of the city and the need to regenerate it. To bring matters up to date Objective 1 of the Council's Regeneration and Economic Development Strategy 2016 – 2021 states the aim with regard to the Blackfriars project of regenerating this large brownfield site is to provide a vibrant mixed use of employment, residential, leisure, open space and parking development thereby creating a seamless link between the traditional docks and city centre.

Furthermore, the City Council in conjunction with the County Council set up a Quayside/Blackfriars regeneration board that looked at how to bring the larger area forward and with funding from GFirst LEP started undertaking de risking investigative ground works and is close to putting in place a Local Development Order (LDO) to make it quicker and easier for development to take place here. This relates to the wider area. Consultation on the draft LDO has now concluded and the LDO will be considered at a later Planning Committee.

The emerging City Plan continues with the same emphasis with the first key principle being:-

To ensure development contributes to the delivery of a transforming City which brings regeneration benefits, promote sustainable development and makes the most efficient use of brownfield land and buildings.

There can be seen therefore to be a long history and clear focus here in bringing forward high quality redevelopment to create a vibrant area with its own distinct character. Whilst the current local plans have reduced weight due to their age and the emerging plans have reduced weight as not yet adopted they all show a clear direction of policy travel with the aim to get good quality redevelopment of the site. This objective then clearly accords with the Core Planning Principles of the National Planning Policy Framework. In particular the principles to:-

- Proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs
- Encourage the effective use of land by reusing land that has been previously developed (brown field land), provided it is not of high environmental value.

The principle of this proposed development is therefore strongly supported by both adopted and emerging planning policy, being in accordance with the aims of the plans produced from back as far as the 1980's right through to today and the NPPF.

6.3 Design of the Proposal and Impact on the Appearance of the Area

The proposal shows the student accommodation in four main blocks A, B, C and D. Blocks A and B front on to Ladybellegate street, while Block C is shown at right angles to Ladybellegate street and fronting the newly proposed pedestrian route through the site. Block D then sits in the centre of the site, also fronting the pedestrian street. The applicants state that in considering their proposal, they have given key consideration to the importance, both historically and strategically, of the Blackfriars site within the city centre, the relationship of the proposed buildings to the site and the wider context of the surrounding area as well as the significant changes in topography across the site.

Concern was originally expressed by officers that the buildings A, B and C were too uniform and regimented in style. The plans showed regimented window patterns with no reveals, had flat front elevations with no relieved areas and had continuous roof lines all shown running at the same height. One of the characteristics of the townscape of Gloucester however is that the roof form shows great variation in height, set back and form. Buildings sitting next to each other along a street can vary greatly in heights and roof treatment, which gives the place its character. Another concern raised by the Council's urban design and conservation officers was that the appearance of tall large buildings with regularly patterned windows and long unrelieved elevations of brick materials and uniform roof heights would be too similar in appearance to the warehouse buildings in the docks. Whilst recognising the docks are in close proximity it is key that this development positioned between the docks and city centre is shown to link the two areas with its own style of architecture. The development should clearly indicate to people walking through it that they are in transition from the city centre to the docks and vice versa.

Considerable discussion took place between the applicants architects/planning team and council officers to overcome the above concerns. Revised plans now show considerable variation in the detailing of the blocks, to the point that they give the appearance in the street scene of being sets of individual fine grained buildings rather than large blocks. To elaborate, whilst recognising that the student accommodation will encompass standardised floor plates to allow its effective operation, a solution to the large block issue has been found by raising and lowering sections of building heights and utilising flat roof elements and parapets/front gables in a random pattern along with brick colour and material changes to give the appearance of rows of individual buildings. Small relief changes in the front elevations and differing window detailing all help to create this effect. Officers were particularly keen to get this approach along the very important Ladybellegate street, which is both key in being the link and transition area between the Docks and City centre as well being sensitive in itself with the listed Priory buildings across the street and the listed Ladybellegate house at the end.

In terms of access the proposal shows a pedestrian street running through from Ladybellegate street to Barbican road, fronted on to by blocks C and D. A platform lift for accessibility as well as steps are shown linking the route to

Ladybellgate Street, while steps and a ramp would take people from the level of the student accommodation down to the car park below. Feature planting would occur along the street. To the rear of blocks B and D and bordered on the other two sides by the access ramp and cycle/ refuse structure is shown a court yard area as amenity space for the students. Benches and planting are also indicated here. The demarcation boundary between the student accommodation and the car park would be provided by gabion blocks to retain the land to the east, with a high quality close boarded timber fence positioned on top of them. The car park on the lower level would then be finished in high quality paving with an element of low level planting around it.

It is considered that the design of the proposal is acceptable and accords with policies BE1, BE4, and BE7 of the Local Plan 2002 Deposit Draft.

6.4 Impact on Conservation Area and Neighbouring Listed Buildings

In terms of impact on the Barbican conservation area, the conservation area character appraisal notes the key characteristic of the conservation area being the number of high quality listed buildings inside and directly bordering the area as well as long views to the cathedral and to the water meadows. On the negative side the appraisal sees the key issues as being large amount of poor quality open spaces, the number of large unattractive modern buildings and the lack of green spaces and trees.

The proposal would seek to address the issue of poor quality open space i.e. basically the car park and lack of greenery/trees by providing a development with high quality public realm in the form of the pedestrian street with tree planting as well as ornamental planting along the Ladybellegate Street frontage and lightweight planting and amenity grassed areas around the courtyard area for the students. Your officers will also look to secure additional tree planting along the Barbican road frontage. The revised proposals would further ensure that whilst still large in size, the student accommodation blocks would bring a positive impact and enhance the appearance of the conservation area, thereby according with policy 29 of the Local Plan Second Stage Deposit 2002.

With regard to impact on the neighbouring listed buildings, looking to the eastern side of the site there is the very significant Blackfriars scheduled monument with the Grade 1 Listed Blackfriars church and Grade 2* listed 13,15, and 17 Ladybellegate street. The lower level of the blocks A and B in relation to the street would help reduce their height relative to the height of buildings across the road here, while the creation of a complete double sided road development would be more in keeping with a traditional street scene than buildings fronting a car park. The actual Blackfriars church building would be over 40 metres away. In conclusion, it is considered that the setting of the listed buildings here would be preserved.

The Grade 2* Bearland lodge and Grade 2* Bearland House then lie directly to the north of the site. Block C would be 4 storey at its nearest point to Bearland lodge, but is shown 35 metres distance away, which is considered sufficient to preserve its setting. Bearland House itself would border the

proposed car park, though any build here as part of phase 2 would need to give the setting of this listed building full consideration. The same point is made with regard to the listed prison buildings and its structures, which are shown to border the surface car park at the western end of the site. The relationship between Block A and the listed buildings in the Docks is also considered acceptable and overall the proposal would preserve the settings of the neighbouring listed buildings and accords with policy BE23 of the Local Plan Second Stage Deposit 2002.

Historic England has raised concerns with regard to the requirements of the National Planning Policy Framework (NPPF). Paragraph 132 of the NPPF states that *'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the assets conservation.'* Your officers point out that, as stated above, the Local Planning Authority have ensured clear distance is retained from the neighbouring listed buildings to comfortably retain their setting, and whilst Historic England have concern that Blocks A and B are set at a level below street level, this helps ensure they would not impact on the setting of Blackfriars Priory. There is not considered to be harm to the neighbouring heritage assets nor their settings and this is a view supported by the Council's conservation officer.

Paragraph 137 of the NPPF states that local planning authorities should look for opportunities for new development within conservation areas to enhance or better reveal their significance. In this case the conservation area character appraisal clearly recognises the harm caused by the poor quality open space and lack of green space and trees. The newly proposed development would remove this poor quality open space, while the new scheme would provide planting on the new pedestrian street and planting and greenery in the courtyard for the students. Officers would also condition any approval to tree plant along the Barbican road frontage as well. The point from Historic England regarding the view line from Barbican road to Blackfriars Priory is recognised, but it should be noted that the line of the new pedestrian street follows the line shown in the Greater Blackfriars area Masterplan.

As indicated in this report Gloucester City, aided by a number of external bodies, have prepared many plans and incentives over many years to try and get this area redeveloped without success to date. The public benefit of successfully developing this student accommodation scheme would be felt not just in physically uplifting this area in terms of producing a high quality vibrant transition area between the Docks and City centre, but also in the economic benefits from having this number of new students in the city centre and the impact on local business. Historic England are not stating that their opinion is that substantial harm would be caused, therefore at worst they consider there is 'less than substantial harm'. In response, your officers are confident that the public benefits of redeveloping this long derelict site outweighs any less than substantial harm to the significance of designated heritage assets. Making this assessment the LPA have therefore had full regard to paragraph 134 of the NPPF.

6.5 Archaeology

With regard to archaeology the City's archaeologist has stated that the site is one of the most archaeologically sensitive locations in Gloucester, with remains of national importance, two areas of which have statutory protection as scheduled monuments. He recognises that the area has already been subject to extensive archaeological investigation, but that there will be some impact on archaeological remains, predominantly around Block A. He states that this will be fairly localised and shallow, and can be easily mitigated. Across the rest of the site he contends that the impact from the proposed development would be exceptionally low and that conditions on the following would ensure the development is acceptable and accords with policies BE31 and BE36 of the Local Plan Second Stage Deposit 2002. The securing of an implementation of a programme of archaeological work in accordance with a written scheme of investigation, submission of a methodology for public outreach and engagement, submission of a detailed design showing the complete scope and arrangement of the foundation design and ground works and submission of detailed methodology for all ground works.

Historic England confirm they have no concerns with regard to archaeology.

6.6 Access and Transport

Vehicular access for service and delivery vehicles to the proposed development would be provided via a cross over access from Commercial Road, leading into a one-way system through the south west corner of the Site with egress then be on to Ladybellegate Street. Two on street parking spaces would be removed to provide the access. Four accessible parking bays would also be accessed this way. The main access for the formalised 91 car parking spaces, including six disabled spaces located to the west of the site, would be from Barbican road.

The student residents themselves would be subject to a non-car policy and this would be stipulated in the terms of their tenancy agreement, which will require that all students do not operate a vehicle within three kilometres of the development. This is shown in the submitted Management Plan, the adherence to which would form a condition on any approval. There is recognition from the University that at the start and end of terms cars would need to come on to site to pick up and drop off student belongings, but this is managed on a phased basis to prevent congestion.

The 91 car parking spaces shown with phase 1 of the development would be not be for student use, but would run as a separate car park. At the moment it is anticipated that this would be likely be a pay and display city run car park, but that has not been fully decided. Under phase 2 the car park would reduce down to 62 spaces, however as stated previously this does not form part of this planning application.

The main pedestrian access would be the pedestrian street running east – west across the site from Ladybellegate Street to Barbican Road. While not ideal, accessibility from Ladybellegate Street on to the pedestrian street would be obtained via either steps or a platform lift. The applicants have explained

that due to the quite significant change in level here, to install an access ramp to correct gradient would take up quite a large amount of land. Within the site itself there is then another level change from the level of the student blocks down to the car park. Here a ramp is shown to accompany the steps.

The Highway Officer recognises that the proposed development would generate a lower number of vehicle movements than the existing use as a public car park, but that the majority of the traffic movements would occur through the more restrictive Barbican Way and Barrack Square rather than Ladybellegate Street. Traffic modelling out the situation has led to the conclusion that with Barbican Road north of the access point shut to all but cyclists and pedestrians, and with access and egress both along Barbican way and Barrack Square, the access point here would be acceptable. A raised traffic table is proposed at the access point to the car park to help ensure safe operation by all the road users. It should further be noted that the road system here would also be operating at a lesser capacity than it has done in the past.

The Highway Officer recommends approval for the scheme in highway terms, subject to conditions requiring works to restrict vehicle access on Barbican Road north with safe pedestrian and cycle use, a new pedestrian crossing on Ladybellegate Street and the completion of the Commercial Road/Ladybellegate Street access/egress. Further suggested conditions would ensure that the indicated cycle parking is carried out and that a travel plan be submitted to ensure the proposal would be a sustainable transport scheme and accords with policies TR1 and TR12 of the Local Plan 2002 Deposit Draft.

6.7 Impact on Amenity of Neighbouring Occupiers/Satisfactory Living Environment for Student Occupants

The proposal would come closest to existing development in the north east corner of the site, where Block C would be 4 storey in height next to the two storey office building that is located at this end of Ladybellegate street. Whilst the building here has windows in both ground and first floor flank elevations, the fact that it is in office use as opposed to residential, the student block being shown positioned some 2.5 m lower and there being a distance of nearly 11 metres between the buildings in a city centre location leads to this relationship being considered acceptable. City centre student accommodation would not expect to obtain the level of overlooking protection that a more suburban residential dwelling would receive, and while the office windows would lose some light, there are windows also in the front and rear windows as well.

With regard to the rest of existing predominantly mixed commercial with element of residential development on the northern boundary with Longsmith street properties, the proposed Block C would be positioned some 27.5 m away and this distance would ensure a satisfactory relationship here. The southern flank elevation of Block A does face Commercial Road and there are residential flats in the Flour Mills building on other side of this road, however the flats are not positioned directly opposite and this relationship is considered

acceptable. On the southern section of Ladybellegate Street no.17 on the opposite side of the road is in residential use, however there would be 26 metres between front elevations here, which would protect the amenities of both sets of occupiers.

Some concern has been raised regarding the possible noise impact on the amenity of the student occupiers from the neighbouring electricity substation both by Western Power who own it and the Council's Environmental Health officer. The applicants have been in discussion with Western Power and a noise barrier is likely to be the solution along possibly with some sound insulation at the substation. Details of the noise mitigation measures will form a condition on any approval.

It is further recognised that while there are not a lot of residents in this area at the moment that may change with the possible prison scheme and with the residential led LDO being put in place. The University submitted a Management Plan to ensure good neighbourly behaviour by the students and students would also be required to adhere to it as a condition on any approval.

6.8 Land Contamination

A Phase1 Preliminary Site Assessment was submitted with this application that provides an overview of the geo-environmental setting of the site. It identifies previous uses of the site and potential sources of contamination from these sources, then runs an initial assessment of any risks that could be presented to the development, including its intended end users and the wider environment. WRS have viewed the submitted report and have confirmed they consider it satisfactory. They do however require the standard contaminated land conditions on site investigation and risk assessment, possible remediation, and reporting of unexpected contamination on any planning approval. The development would therefore accord with Policy FRP15 of the Local Plan Second Stage Deposit 2002.

In addition to the above, a detailed Unexploded Ordnance Report was undertaken by the applicants, which is assessed the site risk as low to medium. There were no bomb strikes identified on the site or in close proximity during World War 2.

6.9 Drainage and Flooding

A flood risk assessment was submitted with the application and the application site is seen to fall within Flood Zone 1 of the Environment Agency's flood mapping, which is the lowest and safest flood zone classification. The risk of surface water flooding is therefore considered low as is the flood risk to the proposed development and from the development to the surrounding area.

The Lead Local Flood Authority confirm that they have no objection to the proposal, subject to conditions requiring full details of the surface water drainage strategy and a scheme for maintenance of all SUDS/attenuation features. The Council's drainage officer is of the same opinion, however asks

that the condition on surface water drainage strategy show a 40% uplift on rainfall to allow for climate change rather than 20%.

6.10 Ecology and Landscaping

An ecology appraisal was submitted with the proposal, that showed no evidence of protected, rare or locally important species either within or adjacent to the site. None of the trees are suitable for bats and whilst mammals such as badgers may pass through the site, no evidence was found of animals residing on it. The habitats are also considered common habitats, which are of low ecological value in terms of their vegetation. The Council's ecologist has however suggested a condition on any approval for bat and bird boxes.

Due to the size of the development there was a requirement to carry out a Habitat Regulations Assessment screening to check the impact of the proposal on European designated sites. In this case the two European designated sites within the potential zone of influence are the Cotswolds Beechwoods Special Area of Conservation and Walmore Common Special Protection Area (SPA) and Ramsar site. The screening assessment concluded that due to the distance from these designated sites, no likely significant effects would occur.

Referring back to the site, it is noted that the proposal would involve the loss of 14 low value (category C and U trees). The Council's tree officer further considers that one of the Lime trees on Ladybellgate street will also need to be removed. The proposal does involve an element of tree planting along the new pedestrian route and some in the courtyard area. Your officers however did seek further planting along Ladybellegate Street, however this does restrict the width of the pavement here and could cause loss of light to the student blocks. As an alternative, tree planting will be required via condition on any approval along the Barbican Road boundary.

7.0 Conclusion

- 7.1 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.
- 7.2 In conclusion the proposed development can be seen to now produce a high quality vibrant transition area between the Docks and the city centre, that in its revised form has regard for Gloucester's distinctive townscape characteristics of roof top variation, mixed plot widths and variety of materials, while at the same time setting its own character. As well as physically uplifting this area from its current state of a rough finished car park, there would be the economic benefits from having this number of students in the city centre, particularly the positive impact on local businesses.

Your officers consider that the proposal would enhance the Barbican conservation area through the quality of building and new public street along with the additional planting, while at the same time preserving the setting of the number of high graded listed buildings that border the site and the archaeology below ground in the form of the National Monument. It is recognised that Historic England do consider that the proposal causes harm to the setting of listed buildings surrounding the site, however they are not stating the harm is substantial, thereby it needs to be considered 'less than substantial. Your officers are satisfied that even taking this stance, the public benefits of redeveloping this semi derelict car parking area that has remained this way for many years despite the considerable efforts of the local authority and external bodies outweighs any less than substantial harm to the heritage assets and paragraph 134 of the NPPF has therefore been satisfied

8.0 Recommendation

8.1 That planning permission be granted subject to the conditions listed below

Time limit

Condition 1

The development hereby permitted shall be begun before the expiration of five 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.

Plans

Condition 2

The development hereby permitted shall be carried out in accordance with the following approved drawings received on 3rd December 2016

1. Location Plan Drawing no : 3348-FBA-00-00DR-A-05_10-11 P1.1
2. Proposed Site Plan Drawing no: 3348-FBA-00-00DR-A-05_10-00 P1.1
3. Block A Level 0 and 1 Plan Drawing no: 3348-FBA-A-XX-DR-A-00_10-000 P1.1
4. Block B Level 0 and 1 Plan Drawing no: 3348-FBA-B-XX-DR-A-00_10-000 P1.1
5. Block B Level 2 and 3 Plan Drawing no: 3348-FBA-B-XX-DR-A-00_10-100 P1.1
6. Circulation Strategy and Site Security Drawing no. N554-ONE-00-XX-SK-L-1002 Rev P01
7. Proposed Masterplan Drawing no. 3348-FBA- 00-XX-DR-A-O5_10-00P1.1

And in accordance with the following approved drawings received on 23rd January 2017

8. Proposed Site Sections Drawing no: 3348-FBA-00-00DR-A-05_10-16 P1.2
9. Proposed Site Sections Drawing no: 3348-FBA-00-00DR-A-05_10-17 P1.2
10. Block A Level 2 and 3 Plan Drawing no: 3348-FBA-A-XX-DR-A-00_10-100 P1.2

11. Block A Level Roof Plan Drawing no: 3348-FBA-A-XX-DR-A-00_10-200 P1.2
12. Block A Sections A Drawing no: 3348-FBA-A-XX-DR-A-00_10-01 P1.2
13. Block A Elevations Drawing no: 3348-FBA-A-XX-DR-A-00_10-51 P1.2
14. Block B Level 4 and Roof Plan Drawing no: 3348-FBA-B-XX-DR-A-00_10-200 P1.2
15. Block B Sections Drawing no: 3348-FBA-B-XX-DR-A-00_10-01 P1.2
16. Block B Elevations Drawing no: 3348-FBA-B-XX-DR-A-00_10-51 P1.2
17. Hard and Soft Landscaping Arrangement Drawing no. N554-ONE-00-XX-DR-L-1001 Rev P02

And in accordance with the following approved documents received on 18th January 2017

1. Arboricultural Impact Assessment
2. Noise Assessment Report
3. Flood Risk Assessment
4. Ecological Appraisal
5. University of Gloucester Management Plan
6. Habitat Regulations Assessment

Reason

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

Archaeology

Condition 3

No development 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 and Policies BE.36, BE.37 & BE.38 of the Gloucester Local Plan (2002 Second Stage Deposit).

Condition 4

No development shall commence until a methodology for public outreach and engagement has been submitted by the applicant and approved in writing by the Local Planning Authority. Outreach and engagement works shall only take place in accordance with the approved methodology.'

Reason: To make evidence on heritage assets lost (wholly or in part) by the development publicly available in accordance with paragraph 141 of the National Planning Policy Framework.

Condition 5

No development shall commence until a detailed scheme showing the complete scope and arrangement of the foundation design and ground works of the proposed development (including drains and services) has been submitted to and approved in writing by the Local Planning Authority. Development shall only take place in accordance with the approved scheme.

Reason

The site may contain significant heritage assets. The Council requires that disturbance or damage by foundations and related works is minimised, and that archaeological remains are, where appropriate, preserved in situ. This accords with Policy BE.31 and BE.36 of the Second Deposit City of Gloucester Local Plan (2002) and paragraph 141 of the NPPF.

Condition 6

No development shall commence until a detailed methodology for all groundworks on site has been submitted by the applicant and approved in writing by the Local Planning Authority. Development shall only take place in accordance with the approved methodology.

Reason

The site contains significant heritage assets. The Council requires that disturbance or damage by groundworks and landscaping is minimised, and that archaeological remains are, where appropriate, preserved in situ. This accords with Policy BE.31 and BE.36 of the Second Deposit City of Gloucester Local Plan (2002) and paragraph 141 of the NPPF.

Environmental Protection

Condition 7

No demolition or construction works shall be carried out outside the following hours:

Monday to Friday – 0800 to 1800 hours

Saturday – 0800 to 1300 hours

No such works shall be carried out on Sundays, Public or Bank Holidays.

Reason

To safeguard the amenities of the area, having regard to Policy BE.21 of the Gloucester Local Plan, Second Stage Deposit 2002.

Condition 8

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

Reason

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

Condition 9

The proposed development hereby permitted shall be designed and built in accordance with the summary and conclusions of the submitted noise report received on 3rd December 2016

Reason

To protect the residential amenities of the future occupiers of the properties in accordance with policy H4 of the Second Deposit City of Gloucester Local Plan (2002)

Condition 10

No construction of the proposed student blocks A, B,C and D shall take place on site until details of a noise attenuation scheme to suppress the noise from the neighbouring electricity substation has been first submitted to and approved in writing by the Local Planning Authority. The use approved hereby shall not commence on site unless the noise attenuation scheme has been implemented in accordance with the approved details and it shall be retained as such at all times.

Reason

To safeguard the amenity of the student occupiers in accordance with Policy BE21 of the Second Deposit City of Gloucester Local Plan (2002)

Condition 11

The site shall be managed at all times in accordance with the University of Gloucestershire Operational Management Plan Version Number 2

Reason

To safeguard the amenities of the area, having regard to Policy BE.21 of the Gloucester Local Plan, Second Stage Deposit 2002.

Condition 12

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 a suitable construction vehicle access;
- III. provide for the parking of vehicles of site operatives and visitors;
- IV. provide for the loading and unloading of plant and materials;
- V. provide for the storage of plant and materials used in constructing the development;
- VI. provide for wheel washing facilities;
- VII. specify the intended hours of construction operations;
- VIII. provide measures to control the emission of dust and dirt during the demolition and construction phases from ground works, haul roads, stockpiles and material handling/removal;
- IX. provide details of light from security compounds;
- X. provide for the storage of waste.

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 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.

Highways

Condition 13

The proposed car park access shall not be brought in to use until a scheme to restrict the vehicle use of Barbican Road and provide safe pedestrian and cyclist movement at the car park access has been completed in accordance with details which have previously been submitted to and approved in writing by the Local Planning Authority.

Reason

To ensure that safe and suitable access to the site would be provided and to prioritise pedestrian and cycle movements in accordance with paragraphs 32 and 35 of the National Planning Policy Framework

Condition 14

The student study bedrooms comprised in the development shall not be occupied until the wording of a clause in the tenancy agreement under which all of the study bedrooms are to be occupied restricting students resident at the premises (other than those registered disabled or other reasonable exceptions to be specified) from bringing or keeping a motor vehicle in the city has been submitted to and approved in writing by the Local Planning Authority and the study bedrooms shall only be let on tenancies which include that clause.

Reason

In accordance with the applicants' stated position and to ensure that the development does not generate a level of vehicular parking that would be prejudicial to highway safety, in accordance with Policy TR.31 of the 2002 Second Deposit City of Gloucester Local Plan, Policies INF1 and INF2 of the Joint Core Strategy Pre-Submission Document 2014 and the NPPF.

Condition 15

Prior to the development being brought in to use a pedestrian crossing facility on Ladybellegate street shall be provided in accordance with details which have been previously submitted to and agreed in writing by the Local Planning Authority. The facility shall thereafter be retained in accordance with the approved details

Reason

To ensure safe pedestrian access and opportunities for sustainable transport in accordance with paragraph 32 of the National Planning Policy Framework
Condition 16

Prior to the development being brought into use or opened to the public, the proposed pedestrian street and associated infrastructure shall be completed in accordance with submitted drawing 3348-FBA-XX-DR-A-05-10.00P1.1

Reason

To ensure a safe and secure layout for pedestrians in accordance with paragraphs 32 and 35 of the National Planning Policy Framework

Condition 17

Prior to the buildings hereby being brought in to use the vehicle access and egress from Commercial Road and Ladybellegate Street respectively shall be completed in accordance with the approved details and shall remain in use for the duration of the development

Reason

To ensure a safe and secure layout for vehicle movements in accordance with paragraphs 32 of the National Planning Policy Framework and Policy TR.31 of the Gloucester Local Plan, Second Stage Deposit 2002.

Condition 18

The development hereby approved shall not be occupied until the covered bicycle storage has been provided in accordance with the approved plans. The covered bicycle storage shall be retained in accordance with the approved plans at all times

Reason

To ensure adequate provision and availability of cycle parking, having regard to Policy TR.33 of the Gloucester Local Plan, Second Stage Deposit 2002.

Condition 19

No work shall start on the construction of buildings until details and a programme of implementation for the external access platform to be positioned at the eastern end of the pedestrian street adjacent to Ladybellegate Street have been submitted to and approved in writing by the Local Planning Authority. The external access platform shall be installed in accordance with the approved details and programme of implementation and thereafter retained in good working order.

To ensure a safe and accessible route for pedestrians in accordance with paragraphs 32 and 35 of the National Planning Policy Framework "

Condition 20

No occupation of the student accommodation shall take place until a Green Travel Plan has been submitted to and approved in writing by the Local Planning Authority. The Green

Travel Plan shall incorporate the following:

- A.** Objectives and targets for reducing private car use
- B.** Measures to promote sustainable transports
- C.** Mechanisms for monitoring and review

- D. Appointment and funding of a travel plan coordinator,
- E. Means of funding of the travel plan, and;
- F. Implementation timetable including the responsible body for each action

The approved travel plan shall be implemented in accordance with the approved details and implementation timetable.

Reason

To promote sustainable travel patterns, having regard to Policy TR.1 of the Gloucester Local Plan, Second Stage Deposit 2002.

Condition 21

The pedestrian street shown on the approved drawings shall remain open to the public at all times.

Reason

To ensure good pedestrian access in accordance with paragraph 32 of the National Planning Policy Framework

Materials

Condition 22

No work shall start on the construction of buildings until details or samples of all materials to be used externally for built structures, landscaping and the public realm 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 materials harmonise with the surroundings in accordance with policy BE.20 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 23

Notwithstanding the approved drawings, no work shall start on the construction of buildings until details of the following shall be submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details:-

- A. Scaled drawings at 1:10 for window recesses, brick and panel details
- B. Scaled drawings at 1:5 or 1:10 for boundary wall and railings
- C. Scaled drawings for parapet and gable details
- D. Scaled drawings and details for the installation of rainwater goods
- E. Details of ventilation flues and grills
- F. Details of safety measures for roof access
- G. Details of seagull prevention
- H. Details of meter boxes and external cabling
- I. Parapet and gable finishing details

Reason

To ensure the satisfactory appearance of the development in accordance with policy BE.20 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 24

Prior to the commencement of development (with the exclusion of groundworks), a detailed plan, showing the levels of the existing site, the proposed levels of the site, the proposed slab levels of the buildings approved and a datum point outside of the site, shall be submitted to and approved by the local planning authority. The development shall be carried out in accordance with the approved details.

Reason

In order to define the permission and ensure that the development is of a scale and height appropriate to the site in accordance with policy BE.1 of the Second Deposit City of Gloucester Local Plan (2002).

Landscaping

Condition 25

No development (other than site clearance, site preparation, demolition and the formation of foundations and trenches) shall commence on site until a hard and soft landscaping scheme, to include tree planting along the Barbican Road boundary, has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of all walls, fences, trees, hedgerows and other planting which are to be retained; details of all new walls, fences, other boundary treatment and finished ground levels; details of the hard surface treatment of open parts of the site which shall be permeable or drained to a permeable area; a planting specification to include species, size, position and method of planting of all new trees and shrubs and a programme of implementation.

Reason

In the interests of the character and appearance of the area, having regard to Policy BE.12 of the Gloucester Local Plan, Second Stage Deposit 2002.

Condition 26

A site management plan, including long term design objectives, management responsibilities and maintenance schedules for all hard and soft landscape areas, including the pedestrian street and access lift, shall be submitted to and approved in writing by the local planning authority prior to the commencement of the construction of the development. The site management plan shall be carried out in accordance with the approved details.

Reason

In the interests of visual and residential amenity in accordance with policies BE4 and BE.12 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 27

All planting, seeding or turfing comprised in the approved details of landscaping shall be carried out in accordance with the approved programme of implementation. Any trees or plants which within a period of 5 years from the completion of the development die, are removed or become seriously damaged or diseased shall be replaced in 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 defects period.

Reason

In order to protect the visual amenities of the area in accordance with policies BE4 and BE.12 of the Second Deposit City of Gloucester Local Plan (2002).

Drainage

Condition 28

No development shall commence on site until a detailed design for the surface water drainage strategy has been submitted to and approved in writing by the Local Planning Authority. The on-site attenuation shall be designed using a 40% uplift on rainfall to allow for climate change. If an alternative surface water drainage strategy is required, it must be re-submitted to and approved by the Local Planning Authority before development commences. The scheme for the surface water drainage shall be carried out in accordance with the approved details before the development is first put in to use.

Reason: To ensure the development is provided with a satisfactory means of drainage and thereby preventing the risk of flooding, and to accord with policy FRP.6 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 29

No part of the development hereby approved shall be occupied/put in to use until a scheme for the maintenance of all SuDS/attenuation features and associated pipework has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include a programme for implementation. The approved SuDS maintenance scheme shall be carried out in accordance with the approved details.

Reason

To ensure the continued operation and maintenance of drainage features serving the site and avoid the increase of flood risk to the site and elsewhere.

Condition 30

Prior to the commencement of the development details of the proposed foul water drainage arrangements shall be submitted to and approved in writing by the local planning authority. The approved scheme shall be implemented before the first use of the buildings hereby permitted.

Reason

In order to ensure that satisfactory foul drainage arrangements are provided in accordance with policy FRP.6 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 31

Details of any floodlighting /external lighting proposed to illuminate the development, shall be submitted to and approved in writing by the local planning authority before the buildings are occupied. Development shall be

carried out in accordance with the approved details and there shall be no other external illumination of the development.

Reason

To safeguard local amenities in accordance with policies FRP.9 and SR.3 of the Second Deposit City of Gloucester Local Plan (2002).

Waste Management

Condition 32

Prior to the occupation of the buildings the refuse recycling and storage provision as shown on the approved plan shall be implemented and thereafter retained for the life of the development

Reason

In the interests of amenity in accordance with policy BE.4 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 33

Prior to the construction of the development a Site Waste Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The approved plan shall be in place for the duration of the construction of the management plan.

Reason:

For the minimisation of waste and to accord with Policy SD4 of the Joint Core Strategy version 2104

Contaminated Land

Condition 34

Unless otherwise agreed by the Local Planning Authority, development other than that required to be carried out as part of an approved scheme of remediation must not commence until parts A to D have been complied with. If unexpected contamination is found after development has begun, development must be halted on that part of the site affected by the unexpected contamination to the extent specified by the Local Planning Authority in writing until part D has been complied with in relation to that contamination.

Reason

To ensure that appropriate measures are in place prior to the commencement of any works to ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy FRP.15 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 35

A. Site Characterisation

An investigation and risk assessment, in addition to any assessment provided with the planning application, must be completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The contents of the scheme are subject to the approval in writing of the Local Planning Authority. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The written report is subject to the approval in writing of the Local Planning Authority. The report of the findings must include:

- I. a survey of the extent, scale and nature of contamination;
- II. an assessment of the potential risks to:
 - human health,
 - property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes,
 - adjoining land,
 - groundwaters and surface waters,
 - ecological systems,
 - archaeological sites and ancient monuments;
- III. an appraisal of remedial options, and proposal of the preferred option(s).

This must be conducted in accordance with DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR 11'

Reason

To ensure that appropriate measures are in place prior to the commencement of any works to ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy FRP.15 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 36

B. Submission of Remediation Scheme

A detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment must be prepared, and is subject to the approval in writing of the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures.

The scheme must accord with the provisions of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

Reason

To ensure that appropriate measures are in place prior to the commencement of any works to ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy FRP.15 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 37

C. Implementation of Approved Remediation Scheme

The approved remediation scheme must be carried out in accordance with its terms prior to the commencement of development other than that required to carry out remediation, unless otherwise agreed in writing by the Local Planning Authority. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

Following completion of measures identified in the approved remediation scheme, a verification report (referred to elsewhere as a validation report) that demonstrates the effectiveness of the remediation carried out must be produced, and is subject to the approval in writing of the Local Planning Authority.

Reason

To ensure that appropriate measures are in place prior to the commencement of any works to ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy FRP.15 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 38

D. Reporting of Unexpected Contamination

In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with the requirements of part A, and where remediation is necessary a remediation scheme must be prepared in accordance with the requirements of part B, which is subject to the approval in writing of the Local Planning Authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority in accordance with part C.

Reason

To ensure that appropriate measures are in place prior to the commencement of any works to ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy FRP.15 of the Second Deposit City of Gloucester Local Plan (2002).

Condition 39

E. Long Term Monitoring and Maintenance

A monitoring and maintenance scheme to include monitoring the long-term effectiveness of the proposed remediation, and the provision of reports on the same must be prepared, both of which are subject to the approval in writing of the Local Planning Authority.

Following completion of the measures identified in that scheme and when the remediation objectives have been achieved, reports that demonstrate the effectiveness of the monitoring and maintenance carried out must be produced, and submitted to the Local Planning Authority.

This must be conducted in accordance with DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR 11'.

Reason

To ensure that appropriate measures are in place prior to the commencement of any works to ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors in accordance with policy FRP.15 of the Second Deposit City of Gloucester Local Plan (2002).

Ecology

Condition 40

Prior to construction of development details shall be submitted providing the specification and location for bird and bat boxes. The boxes shall be provided in accordance with the approved details prior to the occupation of the buildings hereby approved.

Reason

To secure biodiversity mitigation and enhancement in accordance with Policy B.8 of the City of Gloucester Second Deposit Local Plan 2002, Policy SD10 of the Joint Core Strategy Pre-Submission Document 2014 and Paragraphs 109 and 118 of the NPPF.

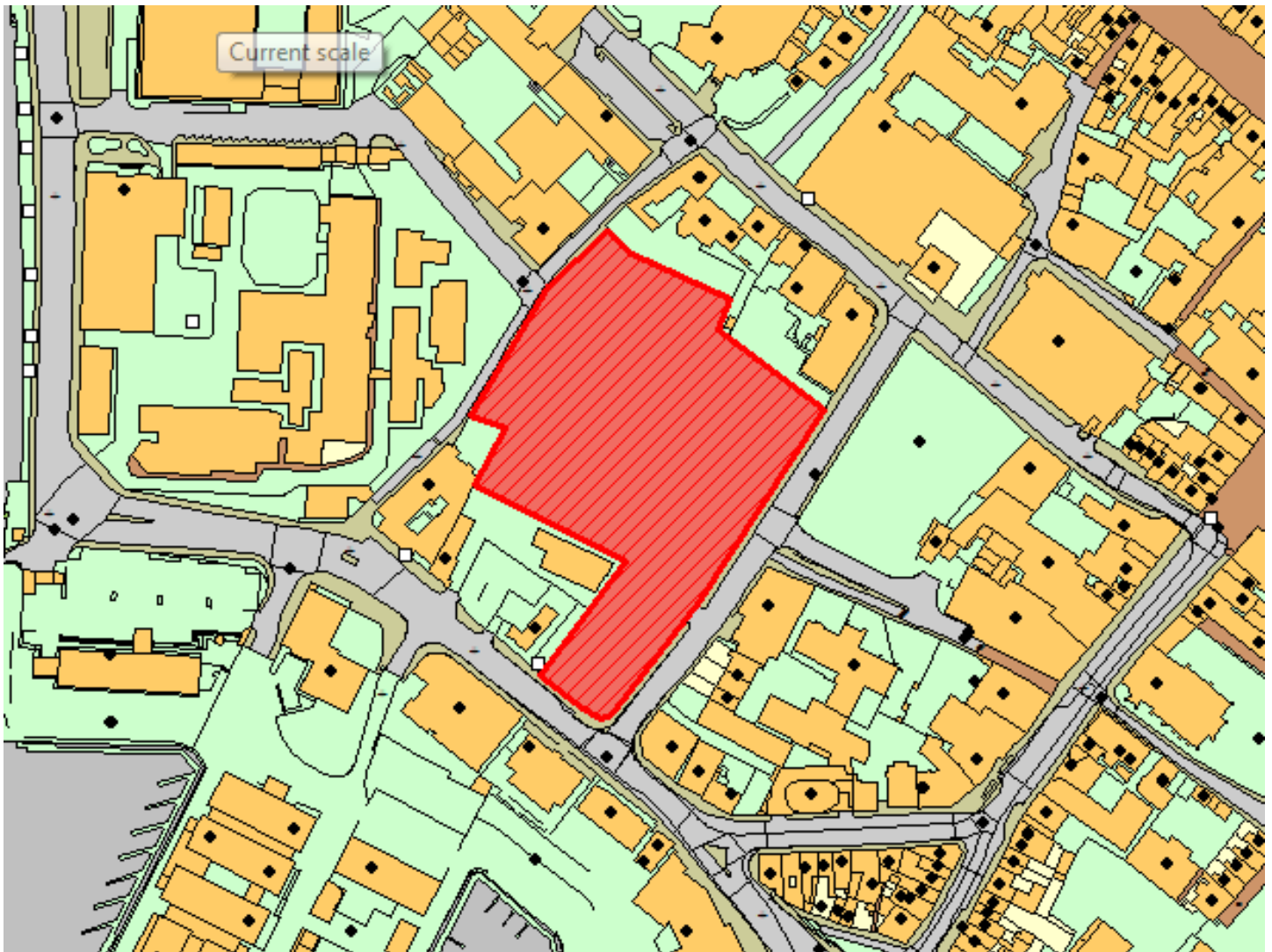
Note 1

Guidance on SUDS can be found in the Council's Adopted Supplementary Planning Guidance (SPG) 2001 and Ciria Document C696.

16/01525/FUL

Barbican Car Park
Ladybellegate Street
Gloucester

Planning Committee 07.02.2017



GLOUCESTER CITY COUNCIL

COMMITTEE	:	PLANNING
DATE	:	7TH FEBRUARY 2017
ADDRESS/LOCATION	:	LAND AT ST ALDATES CHURCH, FINLAY ROAD, GLOUCESTER
APPLICATION NO. & WARD	:	14/00449/FUL MATSON AND ROBINSWOOD
EXPIRY DATE	:	27TH FEBRUARY 2017 (AGREED TIME EXTENSION)
APPLICANT	:	ROOFTOP HOUSING GROUP LTD
PROPOSAL	:	DEMOLITION OF CHURCH HALL AND VICARAGE. PROPOSED RESIDENTIAL DEVELOPMENT COMPRISING 12 ONE AND TWO BEDROOM FLATS, 3 TWO BEDROOM HOUSES , 6 THREE BEDROOM HOUSES AND 2 TWO BEDROOM BUNGALOWS. NEW VEHICULAR ACCESS FROM RESERVOIR ROAD WITH ASSOCIATED PARKING. (REVISED PROPOSAL)
REPORT BY	:	JOANN MENEAUD
NO. OF APPENDICES	:	1. SITE LOCATION PLAN

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The application relates to land surrounding St Aldates Church at the junction of Finlay Road and Reservoir Road. The site also includes the church hall fronting Reservoir Road and the former vicarage and its garden. To the south, the land adjoins the rear gardens of properties in Kingsley Road.
- 1.2 The Church is a Grade II* listed building, the church hall and the vicarage are not listed. There are a significant number of trees along each of the boundaries and also within the site, most of which are protected by tree preservation orders.
- 1.3 The application proposes the demolition of the hall and vicarage and the redevelopment of the site to provide an affordable housing scheme of 23 units comprising three 2 bedroom houses, six 3 bedroom houses, two 2 bedroom bungalows, six 1 bedroom flats and six 2 bedroom flats. The existing access

road is to be re-aligned and will continue to serve as an access to the church and its car park and also to the new development.

2.0 RELEVANT PLANNING HISTORY

2.1 No recent planning history other than applications for works to trees.

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.

Central Government Guidance - National Planning Policy Framework

3.2 This is the latest Government statement of planning policy and is a material consideration that should be given significant weight in determining this application.

Decision-making

The NPPF does not alter the requirement for applications to be determined in accordance with the development plan unless material considerations indicate otherwise.

In assessing and determining applications, Authorities should apply the presumption in favour of sustainable development.

For decision-making, 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 the NPPF as a whole; or
 - specific policies in the NPPF indicate development should be restricted.

Authorities should look for solutions rather than problems and decision-takers should seek to approve applications for sustainable development where possible.

Core planning principles

Planning should:

- Be genuinely plan-led;
- Be a creative exercise in ways to enhance and improve places;

- Proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs;
- Secure high quality design and a good standard of amenity;
- Take account of the different roles and character of different areas;
- Support the transition to a low carbon future, take account of flood risk and encourage the use of renewable resources;
- Contribute to conserving and enhancing the natural environment and reducing pollution;
- Encourage the effective use of land by reusing brownfield land;
- Promote mixed use developments;
- Conserve heritage assets in a manner appropriate to their significance;
- Actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable;
- Take account of and support local strategies to improve health, social and cultural wellbeing and deliver sufficient community and cultural facilities and services to meet local needs.

The NPPF includes relevant policy on promoting sustainable transport, including the statement that development should only be prevented on transport grounds, when the residual cumulative impacts of development are severe.

Planning obligations and conditions

Planning obligations should only be sought where they meet all of the following tests:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development: and
- Fairly and reasonable related in scale and kind to the development.

Planning conditions should only be imposed where they are

- Necessary;
- Relevant to planning and to the development to be permitted;
- Enforceable;
- Precise; and
- Reasonable in all other respects.

The National Planning Practice Guidance has also been published to accompany and in part expand upon the National Planning Policy Framework.

- 3.3 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.

3.4 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.

3.5 From the Second Stage Deposit Plan the following policies are relevant:

B.10 – Trees and hedgerows on development sites

FRP.6 – Surface water run-off

FRP.10 – Noise

FRP.11 – Pollution

BE.1 – Scale, massing and height

BE.2 – Views and skyline

BE.4 – Criteria for the layout, circulation and landscape of new development

BE.5 – Community safety

BE.6 – Access for all

BE.7 – Architectural design

BE.8 – Energy efficient development

BE.9 – Design criteria for large commercial development

BE.12 – Landscape schemes

BE.15 – Provision of open space in major development

BE.17 – Design criteria for large scale residential development

BE.18 – Vehicular circulation and parking in new residential development

BE.21 – Safeguarding of amenity

BE.22 – Alterations to and development within the curtilage of Listed Buildings

BE.23 – Development Affecting the Setting of Listed Buildings

BE.31 – Preserving sites of archaeological interest

BE.32 – Archaeological assessment

BE.34 – Presumption in favour of preserving archaeology

BE.36 – Preservation in situ

BE.37 – Recording and preserving archaeology

TR.9 – Parking standards

TR.31 – Road safety

TR.33 – Providing for cyclists/pedestrians

H.4 – Housing proposals on unallocated sites

H.7 – Housing density and layout

H.8 – Housing mix

H.15 – The provision of affordable housing

H.16 – Affordable housing mix, design and layout

H.18 – Lifetime homes

CS.1 – Protection of community facilities

3.6 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 full 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 The following policies in the Joint Core Strategy are of relevance and the plan is subject to representations through the consultation which affects the weight that can be attributed to the policies:

SP1 - The need for new development
SP2 – Distribution of new development
SD1 – Presumption in favour of sustainable development
SD4 – Sustainable design and construction
SD5 – Design requirements
SD9 – Historic environment
SD10 – Biodiversity and geodiversity
SD11 – Residential development
SD12 – Housing mix and standards
SD13 – Affordable housing
SD15 – Health and environmental quality
INF1 – Access to the transport network
INF2 – Safety and efficiency of the transport network
INF3 – Flood risk management
INF 4 – Green infrastructure
INF5 – Social and community infrastructure
INF7 – Infrastructure delivery

- 3.8 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

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

However the City Plan is at a very early stage and therefore only limited weight can be attached to it.

- 3.9 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

These responses are on the basis of the amended plans – given the amendments to the original scheme, many of the original comments are no longer relevant.

4.1 Contamination Adviser

WRS have reviewed the available records for any potential contaminated land issues and I can confirm WRS have no adverse comments in this respect.

4.2 **Historic England**

We are conscious that through the application process there has been quite a large amount of work to re-design the flats, which is positive. Outstanding concerns still relate to the degree of separation between the church and the newly developed area. Could there be greater planting to separate this area and the church? Critically it is important that the development of this land is beneficial for the Grade II* church, ensuring its continued preservation. In this regard has there been discussion of Section 106 contributions to offset the impact on setting.

Recommendation - We would urge you to address the above issues, and recommend that the application should be determined in accordance with national and local policy guidance, and on the basis of your specialist conservation advice. It is not necessary for us to be consulted again. However, if you would like further advice, please contact us to explain your request.

4.3 **Environmental Protection Officer**

I have reviewed the amended noise assessment, dated 22nd November 2016, and would be comfortable for the recommendations within the report to be incorporated into the final design of the proposed buildings, with the view to achieve the recommended BS8233: 2014 noise levels internally. I would also accept the recommendations within the acoustic report detailing the shared amenity areas not exceeding a maximum of 55dB LAeq,T. Recommend approval subject to conditions and footnote being attached.

4.4 **Tree Officer**

Raises no objection. Whilst a high proportion of trees are being removed, the high value trees are being retained and adequate protection measures will be put in place to ensure that they are protected during the construction phase.

4.5 **Highway Authority**

Have requested further information relating to the detailed highway design

4.6 **Housing Strategy and Enabling Officer -**

1. Meeting Affordable housing Need in the City: The development will make a significant contribution to meeting housing need in the City. The Strategic Housing Market Assessment update 2013 identifies an annual net need of 1776 dwellings, there is a significant shortfall in affordable housing provision on many s106 sites due to viability arguments. The Council Housing Service is currently seeing increased costs related to homelessness. The delivery of this site will provide much needed affordable housing and represents a significant benefit.

2. House types proposed

Rooftop are proposing a range of house types and sizes that will reflect local need and also the constraints of the site.

3. Special Needs Housing

Two bungalows have been provided, the designs have been reviewed using building regulations discretionary standards category 2 and category 3 as a benchmark. The plan identifies the bungalows to be wheelchair accessible.

The design and access statement confirms all ground floor flats will meet the lifetime homes standards. This standard predates the discretionary category 2 accessible and adaptable homes standards as set out the 2015 Building regulations. It is recommended that updated standards are used wherever possible.

4. Design and Environmental Standards

The homes will comply with relevant homes and Communities grant standards, which is to be welcomed

5. Viability

Rooftop Housing requires Homes and Communities Agency grant funding in order to deliver the development.

4.7 **Urban Design Officer**

There have been discussions regarding this site for a number of years and we have seen various design approaches during that time. The submitted scheme is a good response to the site and the context. There have been considerable issues to overcome during the design stages and the result is a considered and modern development, which offers a range of property types and very good on-site open spaces, which include some very impressive existing mature trees.

I wouldn't normally accept exposed rear gardens in this type of layout, but in this case, having all of the gardens opening onto the main central open space is an integral part of the design, and could help to establish a sense of ownership and provide increased activity, which will improve security. The parking for the development is well considered, for example with type A houses having one space and the type B having two, with all of the parking for the houses being at the front. The apartments have a total of 15 spaces, for 12 flats, giving some leeway for possible visitor parking. The site access has been positioned very carefully after much debate, which allows the existing TPO tree to be retained and a single access to both the residential side of the site and the parking area for the church.

The architecture and overall style is modern but also fairly restrained, with the church and large walnut tree standing out as the main features. The design of the 2 and 3-storey apartment block places some of the accommodation within the large roof space and as much as possible, limits the taller element to the centre of the building, thereby mitigating overbearing and overshadowing impacts on adjacent residents.

Bin stores to the fronts of each property along Reservoir Road are a positive feature, as is the way in which parking has been broken up using proposed and existing trees and planting. There is only one suggested alteration which I would put forward. This is to include a few more bollards around the open space to prevent informal parking, just between each of the proposed T1 trees to the north and north-east of the walnut. The overall strategy is well-considered, with a formal line of bollards along the access route, which will also add to the character of the development.

Recommend a condition for external materials. A good quality type of brick, probably some kind of multi, with some texture, and coloured panels would be appropriate.

4.8 **Environmental Projects Officer**

A collection point will be required for the houses which front Reservoir Road. The bin store for the flats needs to be large enough to accommodate refuse and recycling bins. The access road will need to be wide enough to accommodate a 26 tonne vehicle, taking into account that residents may park on it if there are no restrictions.

4.9 **Conservation Officer**

These comments are based on both national and local policy guidance. One of the key dimensions of sustainability is protecting and enhancing our historic environment and conserving heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations. Paragraphs 126 to 141 are the core historic environment policies in chapter 12 of the NPPF

Paragraph 131 states that in determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that development which affects a listed building or its setting, the local authority “*shall have special regard to desirability of preserving the building or its setting or any features of special architectural or historic interest it possess*”

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

The recently published draft Joint Core Strategy (draft November 2014), has been produced in partnership between Gloucester City Council, Cheltenham Borough Council and Tewkesbury Borough Council, and sets out a planning framework for all three areas. Policy SD9 in the Joint Core Strategy concerns the historic environment.

St Aldates Church has recently been re-assessed by Historic England, this has resulted in the designation being upgraded from Grade II to Grade II*. The conclusion of this review determines that the church makes stunning use of an early English example of a hyper roof over the fan-shaped auditorium, creating a spacious interior full of light. This same attention to detail and strong design is seen throughout and is evident in the quality of the interior finishes. As arguably one of the best churches by Potter and Hare, therefore the upgrading to Grade II* is merited.

There have been numerous discussions regarding the development of this site and a number of amended schemes have been presented. Due to the review of the designated asset and up-grading to Grade II* great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting NPPF 132. The primary concern of this proposal is the negative impact upon the setting of St Aldates Church and the loss of the heritage assets within its curtilage.

Concerns have been raised previously in regards to the dominance of the proposed apartment block in views across the site, in particular in the winter where trees are bare, and the resultant impact of the scheme will be harmful to the setting of the designated heritage asset. Therefore, further planting of mature trees between the church and new development would be beneficial to assist in mitigating this issue.

The loss of the church hall and its replacement with terrace housing has also been amended to introduce a bungalow within the area of the church hall and this has been moved away from the Grade II* church, therefore reducing the awkward relationship between the new development and the designated heritage asset.

The current proposals include significant amendments to the apartment block which is also welcomed, previously concerns were raised that the terraced housing and apartment block did not relate with each other and appeared as two separate schemes. The revised proposal creates a unified development utilising the same character and materials and this is welcomed.

A further concern is the proposed quality of materials, throughout the discussions there has been an emphasis on high quality materials which are locally distinctive, this is critical for the scheme to be acceptable. This is due to its location in close proximity to a Grade II* designated heritage asset, therefore windows and doors should be a slim profile aluminium, natural roofing materials as slate and not concrete tiles, aluminium rainwater goods and the agreement of materials will be required pre-commencement.

Regarding the loss of the church hall and the vicarage to mitigate this issue, the replacement scheme will need to be of a high design quality and be an exemplar scheme to ensure that the scheme makes a positive contribution to local character and distinctiveness and also preserves the setting of the Grade II* church. The buildings proposed for demolition will also require building recording to be completed to a level 4 survey by RCHME Level 4, "Understanding Historic Buildings, a guide to good recording practice" Historic England 2016. Due to the loss of the buildings a lectern style interpretation board should be erected within the landscaping scheme which discusses the site history and the buildings associated which have been demolished.

Overall whilst there is some harm to the setting of the Grade II* designated heritage asset through the proposed development there are opportunities to mitigate this by providing a contribution to fund repairs to the Grade II* Church which is desperately required, together with additional landscaping and planting between the apartment block and the church. If these are actioned the scheme would be acceptable.

Therefore the scheme is acceptable subject to the following specific requirements being secured –

- A contribution to the repair and maintenance of the Grade II* designated heritage asset.
- Landscaping proposals should include an increased buffer of tree planting to screen the new development of the apartment buildings and the Grade II* church.
- Reuse of railings within the scheme from around the church hall.

I recommend conditions to ensure that the scheme is of a high quality and does not have detrimental impact on the designated heritage assets -

4.10 **Drainage Adviser**

Flood Risk At The Site

This application site is located in a Flood Zone 1 area, therefore no concerns about fluvial flood risk. The surface water flood maps do not indicate any significant risk in this regard on the site, but the adjacent roads do show a surface water flood risk. This is indicative of an overloaded surface water sewer network.

Impact Of The Development On Flood Risk Elsewhere

- i) Mitigation For Loss In Floodplain Storage Capacity

Not applicable as Flood Zone 1.

- ii) Surface Water Runoff Rates

The proposal involves discharging to the surface water sewer network at a rate of circa 50 l/s. This is considered extremely high for a development of this scale and nature.

It is understood that that the site is underlain by sands and gravels and therefore infiltration may be possible and would be the best option, Percolation tests should be carried out to prove the feasibility of infiltration as a means of surface water disposal.

If surface water disposal via a surface water sewer is required, then, as a minimum, the post-development discharge rate here should be at least 40% less than the pre-development runoff-rate, taking into account a 40% uplift on rainfall for climate change for the post-development calculations.

Further details are therefore required.

SuDS (inc water quality)

We would normally expect to see a better level of SuDS provision on a development of this scale, perhaps including raingardens and some shallow green space attenuation (for larger rainfall events).

It is particularly important that SuDs features are well designed and well integrated and further details are required.

From a water quality perspective, we expect to see a minimum of two robust treatment stages for all surface water runoff derived from vehicular areas. The existing plans show some vehicular areas with no water quality treatment.

5.0 PUBLICITY AND REPRESENTATIONS

5.1 The application has been publicised through a press notice and the display of site notices. In addition, surrounding residential properties have been notified of the application in writing.

5.2 The original proposals generated over 60 letters of representations and in addition to the detailed concerns relating to planning issues, such as scale, parking access etc, the most quoted objection related to the loss of the community facility within the church hall. These previous comments are summarised below and can be accessed at the link provided at the end of section 5.

- It is unacceptable for the church hall to be demolished it is an important community facility
- The church hall has protection as an Asset of Community Value
- The church hall has not been used in recent years as it has been allowed to fall into disrepair and the owner has not maintained it.
- The church hall could be renovated and brought back into use
- The vicarage should be kept
- Would not want to see the church used as a community building
- The church should be used as the new community building
- This will cause further traffic in an area where the roads are already busy especially with vehicles queuing at Finlay Road roundabout, which affects residents ability to get in and out of their driveways and pedestrians trying to cross Reservoir Road.

- Will reduce parking availability on Reservoir Road and cause further congestion and impact on air quality
- Insufficient parking for the church.
- Would have an unacceptable impact upon St Aldates Church
- Scheme is too high density and represents overdevelopment of the site.
- The design of the buildings is out of keeping in the local area and particularly the flats as there are no other 3 storey building in the local area.
- Local residents will be overlooked, lose privacy, light and outlook and be subject to additional noise.
- My property will be affected by headlights from cars leaving the site.
- There should be an area for children to play
- The nearest school is already full and further residents will impact upon local services such as dentist and doctors.
- Providing social housing here is not acceptable
- There is a need for smaller two bedroom houses in the local area
- The removal of trees is not acceptable.
- Developing on this site will result in the loss of a green lung, important to the local area and to the detriment of local wildlife.

5.3 The amended proposals have generated six representations and it is these representations that are summarised below:

- Increase in traffic in an already busy area used as a short cut for traffic trying to avoid the main roads.
- There is often traffic queuing outside the site at peak times – which affects crossing the road and accessing/exiting driveways
- Would cause difficulties for pedestrians trying to cross the road.
- A pedestrian crossing and bus stop should be provided.
- Increased demand for parking in an area where parking is already a problem.
- Staff from the school, park in this area.
- Traffic does not keep to the 30mph speed limit.
- Traffic turning out of the new junction and will cause headlights to shine into our lounge.
- Insufficient parking left for the church
- The access out of the church is difficult due to the its angle, the levels and parked cars, resulting in 2 accidents in the last two years and some near misses.
- The church hall should be kept. It could easily be improved.
- The new community hub would be a poor replacement in terms of poor substitute in terms of position, accessibility, parking, suitability, size and prominence in the community.
- This could be a great community asset but as its condition has worsened so has its use.
- A children's play area should be provided.

- A bat survey should be undertaken – suspect that the trees and church hall would be a prime habitat/roosting place for bats.
- Increase in noise in an area of already poor air quality with bad noise pollution.
- We have been told by our health professional that chest conditions will not improve while we live with this pollution.
- Reservoir Road floods at the bottom in heavy rainfall - this development will cause additional run off into Reservoir Road
- Loss of trees and green space.
- The trees on this site improve the air quality, which is much needed because of the traffic fumes. They are also an important visual amenity and a valuable sound barrier.
- Out of keeping with the area
- Overdevelopment of the site – too many dwellings and not enough parking
- Detrimental to the quality of life of existing residents.
- Overbearing
- Concerned that side windows in the flats will allow overlooking into adjacent property.
- The impact of the new building, so close to us, will cause loss of privacy.
- Precedent for further development

5.4 With the change to the proposals now including a financial contribution to provide a replacement community facility three letters of support have been submitted supporting the principal of such a replacement facility.

5.5 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=14/00449/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.

6.2 The application was originally submitted in April 2014. At that time it proposed three pairs of semi-detached houses and a terrace of three houses fronting onto Reservoir Road, a two storey building containing four flats on the corner of Reservoir Road and the access road into the site, together with a part two and part three storey building containing twelve flats towards the rear of the site running parallel to Finlay Road. It was proposed to demolish the vicarage and the church hall on the site.

- 6.3 The application attracted significant interest from local residents with over 60 letters of objection. One of the main reasons for objection was the loss of the church hall and the resulting loss of the community facility that it had provided. Concern had also been raised by Officers regarding the loss of the church hall and additionally the Conservation Officer and Historic England, raised significant concern at the harmful impact of the development (and particularly the flat buildings) upon the setting of the church.
- 6.4 Since the original submission the application has been subject to considerable discussion on all aspects of the scheme. The new proposals have been submitted to address the previous concerns. The general principles of the proposed development are similar but there are a number of changes.
- 6.5 The vicarage and the church hall are still to be demolished and the overall number of units has reduced from twenty five to twenty three. The scheme now proposes three pairs of semi-detached houses and a terrace of three houses fronting onto Reservoir Road, and a pair of semi-detached bungalows on the corner of Reservoir Road and the access road into the site. The flat building is still proposed towards the rear of the site, adjacent to Finlay Road but it has been completely redesigned in terms of its scale and external appearance. The applicant is also now proposing a financial contribution towards providing replacement community facilities as mitigation for the loss of the church hall on the site.

Principle of residential development

- 6.6 The NPPF states at paragraph 47 provisions to “boost significantly the supply of housing”. The NPPF further states at paragraph 49 that “housing applications should be considered in the context of the presumption in favour of sustainable development”. The NPPF requires that local authorities should be able to demonstrate a five year supply of housing land plus a buffer. 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). The Council cannot currently 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 JCS Inspector’s Interim Report recommends that the objectively assessed housing need for the JCS be 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 anticipated in early 2017. The City Council’s adopted development plan dates from 1983 and this document does not have up to date allocations for new housing sites coming forward.

- 6.7 In practice then, the City has a route to ensuring its 5 year supply but it is not formally in place yet. Paragraph 49 of the NPPF sets out that policies in

relation to 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 The proposals would provide a total of 23 units and a mix of house types comprising, flats, houses and bungalows. Additionally the scheme proposes solely affordable housing, which would assist in meeting identified housing need as well as contributing to the Councils housing land supply.
- 6.9 The five year land supply position is clearly important in considering applications for housing but it is not considered to be decisive in this case. Specific policies are not in this case resisting appropriate residential development of the site. Overall there is no objection to the principle of residential development on this site. The site lies within an existing residential area that has good access to public transport, shops and community facilities within the local area.
- 6.10 Paragraph 14 of the NPPF states that where the development plan is absent, silent or relevant policies are out of date, local planning authorities should grant planning permission unless specific policies in the NPPF indicate that development should be restricted. The Policies of the 1983 Plan are out of date. The site does however lie within the grounds of St Aldates Church, which is a designated heritage asset and therefore Paragraph 14 is not engaged and a normal planning balance applies in decision making. Assessment of other planning issues is undertaken below.

Design and Layout

- 6.11 The NPPF states that new residential developments should be of high quality design, create attractive places to live, and respond to local character integrating into the local environment. Additionally development should provide for a mix of housing to create mixed and balanced communities and this principle is promoted within JCS policy SD12. Additionally policy SD11 requires housing of an appropriate density, compatible with good design, the protection of heritage assets, local character and compatible with the road network. Additional design requirements for new development are set down with policy SD5.
- 6.12 In the 2002 Plan policies including BE1, BE4, BE5, BE6, BE7, BE12, BE13, BE17, BE18, BE21, TR9, TR31, ST7, H7, H8, seek to ensure that new housing developments are of good design that is in keeping with its surroundings and follow accepted urban design principles in relation to scale, external appearance, layout, amenity and community safety.
- 6.13 All aspects of the design and layout have been subject to considerable discussion, as referred to earlier in the report, with significant changes being made to address identified concerns.
- 6.14 In looking at the design and character of the surrounding area, development to the eastern side of Reservoir Road and opposite the site, comprises

predominantly semi detached, brick built housing of two storeys, set well back from the road with parking to the front. To the southern end of the site, houses in Kingsley Road are also two storey, predominantly brick but some have timber boarding detailing and others are part rendered.

- 6.15 The proposed houses are designed as two storey, of brick construction with panelling detailing below the windows within the front elevation. Six are designed with a two storey projecting bay, to reflect the design of the existing housing across the road. The bungalows are designed as a corner building, predominantly brick but including elements of render and also incorporating projecting windows to the front elevations.
- 6.16 The flat block is designed part two and part three storey with an asymmetrical roof, steeply sloping to the front but with a shallower pitch to the rear. The front and rear elevations comprise a high proportion of glazing with some Juliet balconies to the front. The overall design has been led by the requirement to provide similar design characteristics to the new housing, to reflect the unusual steeply sloping design of the church and the requirement to have a lower height adjacent to the southern boundary.
- 6.17 I consider that the design and layout of the development proposed does reflect its surroundings and should have an acceptable appearance in the street scene. Further discussion regarding the assessment of the development in relation to the setting of the church follows.

Heritage Implications

- 6.18 The NPPF requires that in determining applications, Authorities should take account of;
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality;
 - the desirability of new development making a positive contribution to local character and distinctiveness.
- 6.19 Policies BE22, 23, 31, 32, 33, 34, 36 and 37 of the 2002 plan set down the criteria for assessing sites relating to listed buildings and with archaeological interest, together with the requirements for site evaluation and recording. JCS Policy SD9 stresses the importance of heritage assets and their contribution to local character and identity. Furthermore the policy requires that heritage assets and their settings are conserved and enhanced as appropriate to their significance.
- 6.20 St Aldates Church is a Grade II* Listed Building, recently upgraded from Grade II. It was built in the early 1960's and was designed by Potter and Hare. It was built to replace the temporary church built on the site in 1928 and which has, until very recent times been used as the church hall. The church is an unusual and striking modern design that is a prominent landmark in the local area. The official listing of the church, notes that the church hall, the

vicarage and railings to the boundary are all excluded from the designation and they are therefore not considered to be designated heritage assets.

- 6.21 Officers had originally asked the applicant to consider keeping the hall and vicarage and incorporating them into the new housing scheme, however the amended scheme proposes to demolish them both. However it is considered that the applicant has provided sufficient justification regarding the demolition of the buildings, in terms of the costs involved in refurbishment to an acceptable standard and the difficulties in designing a scheme around them, in that it would prejudice the comprehensive development of this site. Therefore there is no objection to their demolition, subject to appropriate historical recording. However the loss of the church hall raises additional issues relating to community provision, which are discussed later in this report.
- 6.22 The impact of the new development upon the setting of the grade II* church needs very careful consideration. In previous comments Historic England have stated that the “significant vantage point from which this church is viewed, is from the north. It is from this point that the structure rises up and joins with the spire to create the crescendo. This dramatic culmination of form is accentuated by the current green backdrop of trees and vegetation”. At that point in time, Historic England, were concerned that the development as then proposed, and particularly the flat block would “encroach to a significant degree upon this significant view” and would “detract from the architectural lines of the church”. A similar view was expressed by the Councils Conservation Officer that the development would have a significant adverse impact upon the church and its setting.
- 6.23 Since that time, and as discussed earlier in the report, amended plans have sought to address these concerns with principally, the removal of the two storey flat block proposed on the corner of Reservoir Road and the proposed siting of a pair of semi detached bungalows in this location. The low height of the bungalows sits comfortably with the lowest part of the church and the relatively simple design of the bungalows provides an element of visual interest at the entrance to the site, but does not detract from the prominence of the church. From all views, the bungalows will appear subservient to the church and provide an element of separation between the church and the proposed two storey houses. Additionally the larger flat block to the rear of the site is now of a much reduced scale and with the design incorporating two and three storey elements, has a less bulky appearance and incorporate design features that tie in with the proposed house designs.
- 6.24 Historic England state “*Outstanding concerns still relate to the degree of separation between the church and the newly developed area. Could there be greater planting to separate this area and the church?*” and this view is echoed by the Conservation Officer. Landscaping proposals are still being assessed however it would appear that there are limited opportunities for planting along the access road and where these do exist, would comprise low level hedge and shrub planting. However there is some scope for additional planting between the access road and the church (on the Diocese land) and

to the side of the hammer head at the boundary of the two sites and this is currently being examined.

- 6.25 It is also noted that Historic England refer to S106 obligations and the Conservation Officer refers to a contribution to the repair and maintenance of the Church. Views on this have been sought from Gloucester Diocese who have stated that the PCC are responsible for the upkeep of the church and there is a five yearly inspection that would identify the works required to the building. If the building were to be closed, then the ownership requirements fall to the Diocese Board of Finance who would likely seek a buyer willing to take it on and there would be a requirement for any buyer to demonstrate their ability to maintain the building. Therefore the Diocese do not consider that there is a need or justification to require such a contribution and if required would affect their ability to contribute to a replacement community facility. As the Diocese have control of, and are responsible for the building, I accept their views on this matter.
- 6.26 The site does have some potential for archaeology and an initial desk base assessment has been provided. The City Archaeologist is satisfied with the contents of the report and acknowledges that providing any further assessment at this stage is not feasible. Therefore a condition requiring a programme of archaeological evaluation, including trial trenching, prior to the commencement of the development will be required and the possible also a watching brief or excavation may also be required.
- 6.27 In terms of the overall assessment of the development upon heritage impacts and the required assessment set down in the NPPF, the Conservation Officer identifies less than substantial harm to the significance of the heritage assets. Under para 134 of the NPPF, this level of harm should be weighed against the public benefits of the proposal. I acknowledge that in this case the proposal affects a grade II* heritage asset and therefore greater weight should be given to the asset's conservation. In my view, the substantial public benefits of the scheme comprising the provision of 100% affordable housing with a mix of dwelling sizes and types to meet identified housing need, together with the commitment to provide a financial contribution as mitigation for the loss of the community facility, outweigh the less than substantial harm identified.
- 6.28 The requirements of sections 66 and 72 of the Listed Buildings and Conservation Areas Act 1990 are taken into overall consideration, as are the heritage policies from the 2002 Plan and the JCS and it is considered that the proposals are acceptable in terms of the impact upon the heritage assets.

Affordable Housing

- 6.29 The NPPF states that where Local authorities have identified the need for affordable housing, policies should be set for meeting this need on site, unless off site provision or a financial contribution can be robustly justified. It also states that local authorities should identify the size, type and tenure of housing that is required, by reflecting local demand.

- 6.30 Policies H15 and H16 set out the requirements for affordable housing within the 2002 plan. They require an overall target of 40% affordable housing (subject to site and market conditions), generally provided on site but in exceptional circumstances off site provision may be acceptable. The affordable housing should be provided across the development site and provide a range of house sizes to meet local need.

Policy SD13 of the JCS relates to the provision of affordable housing, policy INF 7 relates to infrastructure delivery and policy INF8 advises on viability.

- 6.31 The application proposes a totally affordable housing scheme, providing dwellings of different types and sizes. This is a significant public benefit of the scheme, which is to be welcomed and will make a valuable contribution to meeting identified housing need. The requirement for the housing to remain affordable will be a requirement of the S106 agreement.
- 6.32 Supporting financial information submitted with the application states that grant funding is required to enable the scheme to come forward. In these circumstances other S106 requirements that may normally be required on a housing development of this size such as education, library, sports or play facilities have not been requested and could not be paid without further public subsidy.
- 6.33 However issues relating to replacement community provision, as a result of the loss of existing hall, are dealt with below.

Community Facilities

- 6.34 Policy CS1 within the 2002 Plan seeks to protect existing community facilities and states that where such facilities are to be lost through re-development proposals that new or alternative facilities should be provided unless it can be established that there is a surplus of community facilities and there is no interest from another community group. Policy INF5 within the JCS has similar aims, seeking replacement community facilities.
- 6.35 Paragraph 70 of the NPPF also recognises the importance of community facilities and the role that planning has to fulfil.

“To deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:

- *Plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;*
- *Guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community’s ability to meet its day-to-day needs;*
- *Ensure that established shops, facilities and services are able to develop and modernize in a way that is sustainable, and retained for the benefit of the community; and*

- *Ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.”*

- 6.36 The existing church hall on site has for many years been used as a community building. However in recent years it has fallen into a poor state of repair and is not currently in use.
- 6.37 When originally submitted the application sought to demolish the church hall but did not propose any new community provision. This factor alone generated significant objection from the local community who sought to protect their community facilities. In addition the community nominated the church hall to be listed as an Asset of Community Value and their application was successful with formal listing being granted.
- 6.38 The purpose of a building being listed as an Asset of Community Value, is to enable local groups to be given time to come up with a bid for the asset when it is sold. The right to bid only applies when an asset's owner decides to dispose of it. There is no compulsion on the owner to sell it. The scheme does not give first refusal to the community group, and it is not a community right to buy the asset, just to bid. This means that the local community bid may not be the successful one.
- 6.39 The provision of replacement community facilities is therefore an important material consideration and one which has both national and local policy support. Without replacement facilities, the original application would have clearly been contrary to, and in conflict with those policy requirements.
- 6.40 Officers discussed a number of options with the applicant to try and achieve replacement facilities and this was one of the major reasons why the application was “put on hold”. Keeping the hall and refurbishing it or even providing a complete new building, would have been very costly and prejudiced the comprehensive redevelopment of the site and raised issues regarding future management. Seeking to enhance an existing community facility was the preferred option and discussions were commenced with the White City Community Group based at The Venture site, located at Northfield Road. Discussions are ongoing and well advanced and the group have now formally set up a Community Interest Company (CIC) with the sole aim of providing a new community centre for The White City Area. The Diocese, as the current owner of the land have committed to providing a financial contribution towards the construction of the new community centre. It is understood that this will amount to approximately £200,000 and will comprise the receipt from the sale of the land to Rooftop, minus the associated costs. This money will be required under a Section 106 agreement and is considered necessary to mitigate against the loss of the community facility following the re-development of the site.
- 6.41 I consider that the provision of a contribution towards a community facility will help mitigate this impact.

Noise

- 6.42 The site is affected by noise from traffic travelling along the surrounding road network and particularly Finlay Road. In accordance with guidance within the NPPF and the Noise Policy Statement for England, noise is a material consideration and decisions should ensure that noise does not create significant adverse impacts upon health and quality of life.
- 6.43 Policy FRP10 within the 2002 Plan states that planning permission should only be granted for developments in noisy locations where adequate mitigation, to reduce the noise levels, can be provided. Policy SD15 within the JCS is an overarching policy seeking to support the health and well being of local communities and requires consideration of noise issues.
- 6.44 The applicant has undertaken a noise assessment with on site monitoring being undertaken at the boundary of the site at both Finlay Road and Reservoir Road. The applicant proposes noise mitigation comprising higher specification glazing to the front windows of the new properties facing Reservoir Road and to the rear elevation of the flat block facing Finlay Road. The Environmental Protection Officer is satisfied that this comprises suitable protection to achieve acceptable internal levels of noise for the new dwellings.

Access and Parking

- 6.45 The NPPF requires that development proposals provide for safe and suitable access for all and that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. Policy TR31 of the 2002 Plan seeks to ensure that new proposals deal satisfactorily with highway safety issues.
- 6.46 Access into the development will be provided by a re-aligned access road from Reservoir Road leading through the site to a parking area in front of the flat block. Parking for the houses and one of the bungalows is provided to the front of them with access from Reservoir Road (16 spaces in total). The other bungalow has a parking space accessed from the new access road and there are a further 15 spaces to the rear to serve the flats and provide visitor parking. The road will also provide access to the church car park.
- 6.47 The technical detail of the access road alignment, the available visibility and the level of parking proposed, is currently being considered by the Highway Authority and Members will be updated at the meeting.

Trees

- 6.48 Guidance in the NPPF seeks to conserve and enhance the natural environment, promote biodiversity and protect wildlife. Similarly, Policies B7 and B.8 of the 2002 Plan and SD10 of the JCS, which encourage development to contribute positively to biodiversity and policy B10 requires the retention of important trees and hedgerows and compensatory replacement when this is not possible.

- 6.49 There are two Tree Preservation Orders relating to the site which protect over 60 trees of varying species and value, including ash, beech, sycamore, cherry, maple and poplar. Overall most of the trees located centrally within the site are to be felled, together with most along the Reservoir Road frontage and the Kingsley Road boundary. Most of the trees immediately adjacent to the Finlay Road boundary are to be retained. Of particular importance are the walnut tree set within the current rear garden of the vicarage and the Cedar of Lebanon located on Reservoir Road, both of these are identified as high value trees and both are to be retained. The Cedar of Lebanon is very prominent in the street scene in both long and shorter views along Reservoir Road. The Councils Tree Officer did raise some concern regarding the potential impact of the works to create the access road upon this tree. Further information has been submitted detailing the protection and method of completion of works around this tree and concludes that with these provisions in place, the tree should not suffer adverse consequences from the building works.
- 6.50 It should be noted that given the closeness of the flat block to trees along the Finlay Road boundary that the trees will impact upon light and views from these windows.
- 6.51 In conclusion I consider that whilst the loss of trees is regrettable it is necessary to ensure a comprehensive development of the site. The two best trees are to be retained and will continue to provide amenity benefit. Additional planting will also be undertaken. I therefore consider that the proposal is acceptable in terms of the impacts upon trees.

Flooding and drainage

- 6.52 The NPPF requires that development is directed to the areas at lowest risk of flooding, that new development should take the opportunities to reduce the causes or impacts of flooding, should not increase flood risk elsewhere and take account of climate change. Policy FRP1a of the 2002 Plan also promotes the risk based approach and policy FRP6 requires the provision of appropriate surface water disposal.
- 6.53 Policy INF 3 of the JCS follows the principles set down within the NPPF in relation to applying a risk based sequential approach, requiring new development to contribute to a reduction in flood risk and requiring the use of sustainable drainage systems.
- 6.54 The proposal is considered acceptable in terms of flood risk at the site as it lies within Flood Zone 1.
- 6.55 As currently proposed the scheme seeks to discharge to the surface water network. Our Drainage Adviser raises concerns with this method and with the discharge rates stating that there are high risk areas in the vicinity of the development and therefore it is important that surface water run off is highly controlled. In this respect drainage proposals need to achieve a higher attenuation volume and incorporate additional SuDS to reduce the level and

rate of the surface water discharging from the site. This is being discussed with the applicant.

7.0 CONCLUSIONS

- 7.1 The development of this site raises a number of planning issues that require careful balancing. There has been considerable discussion and changes made to the proposals to seek to address the concerns originally made.
- 7.2 The site is located within an existing residential area with good access to public transport, shops and community facilities the vicinity. The scale and layout of the development together with the detailed design of the dwellings are acceptable, reflect local design characteristics in a modern form and should integrate well within the surrounding residential development. The detailed design of the access road is still to be fully assessed but it is not considered that there would be any principal issues that could not be addressed, to ensure safe and appropriate access to the site.
- 7.3 The site is subject to high levels of noise from the surrounding road network however mitigation is proposed to ensure that the new dwellings have satisfactory living conditions with noise levels within the dwellings being to acceptable standards. .
- 7.4 Many of the existing protected trees are to be felled and some additional planting is proposed to compensate for this. The two trees of the highest value, the walnut and the Cedar of Lebanon, are to be retained and the Cedar in particular, will continue to be a distinctive and attractive feature of the local street scene.
- 7.5 The applicant has provided adequate justification regarding the demolition of the church hall and the vicarage and it is accepted that to enable a comprehensive and feasible development to be brought forward, they cannot be retained.
- 7.6 The scheme proposes a solely affordable housing development providing a variety of dwelling units and sizes. This is a significant public and community benefit of the application, and one which should be afforded significant weight in the planning balance.
- 7.7 The commitment from the applicant to provide a financial contribution towards replacement community facilities is also a public and community benefit that arising from this development.
- 7.8 In terms of considering the acceptability of the proposed residential scheme in relation to the heritage assets, it is necessary to address the requirements set out in para 132 and 134 of the Framework. Para 132 confirms that when considering the impact of a proposed development upon the significance of a designated heritage asset, great weight should be given to the asset's conservation. The church is Grade II* listed and this must be given significant

weight in the planning balance. Historic England and the Conservation Officer have suggested some additional planting to offset the impact the development upon the setting of the church and this is being considered but there are limited opportunities within the site itself but probably more scope to do so within the grounds remaining for the church and this is currently being explored further. The Conservation Officer also refers to a contribution to the repair and maintenance of the church. This has been discussed with the Diocese who do not see the need for any S106 obligations to secure funds for the repair and maintenance of the building given their responsibilities for the building, I accept their position on this.

- 7.9 In my view the applicant has sought to address the original concerns regarding the impact of the development upon the church and has done so in a positive manner, resulting in a much improved scheme. However it is also recognised that in most views, the built development will be seen in the context of the church and it is accepted that it will have some limited impact upon the setting of the church. Therefore I consider that the application is acceptable in terms of the tests required to be undertaken in relation to impacts of new development upon heritage assets.
- 7.10 Therefore my overall conclusion is that there will be some impact upon the setting of the church however this impact does not amount to substantial harm. Furthermore the impact has to be weighed against the public benefits of the scheme, which in this case comprises the provision of a 100% affordable housing development, which in my view represents a significant public benefit.
- 7.11 Therefore the balance of material considerations weighs in favour of granting planning permission, subject to conditions and a suitable legal agreement.

8.0 RECOMMENDATIONS OF THE DEVELOPMENT CONTROL MANAGER

That subject to

- a) Assessment of the detail of the outstanding consultation response from the Highway Authority
- b) Resolution of the issue relating to the principles of the drainage proposals for the development
- c) Resolution of the issue relating to the provision of additional planting to provide further screening between the church and the new development
- d) Any new and substantive issues arising as a result of consultation being reviewed and appropriately dealt with by the Development Control Manager

and the completion of a legal agreement under Section 106 of the Town and Country Planning Act 1990 to secure the following obligations:

- a) secure the development as 100% affordable housing and the retention of the units as affordable housing in perpetuity

- b) secure the financial contribution towards the replacement community facility

Together with appropriate conditions addressing necessary issues including, but not limited to, the following matters;

1. Commencement of development within 3 years
 2. Development in accordance with the approved plans
 3. Samples of all external materials and surfacing materials
 4. Details and implementation of boundary treatments
 5. Retention and reuse of existing railings
 6. Interpretation board on site
 7. Restriction on satellite dishes
 8. Details of existing and proposed levels
 9. Tree protection measures
 10. Landscaping details and implementation
 11. Archaeology watching brief
 12. Implementation of noise mitigation requirements
 13. Post construction noise testing
 14. Drainage details
 15. Restriction on new windows
 16. Restriction on working hours during construction
 17. Construction management plan
- Plus further conditions as necessary and following receipt of consultation responses

Decision:

Notes:

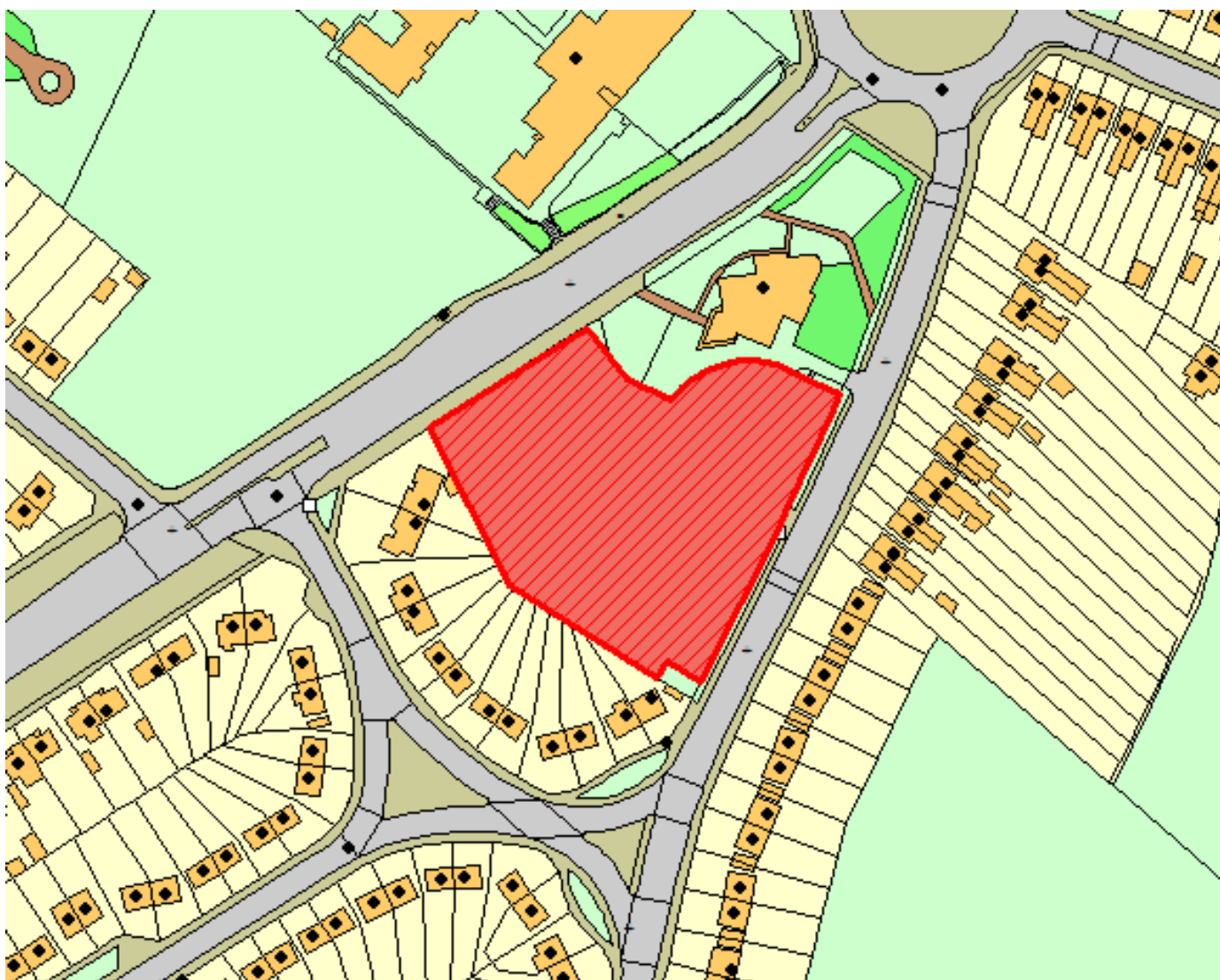
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Person to contact: Joann Meneaud
(Tel: 396787)

14/00449/FUL

**St Aldate Church
Finlay Road
Gloucester
GL4 6TN**

Planning Committee 07.02.2017





CITY OF GLOUCESTER

PLANNING COMMITTEE

ON

7th February 2017

DELEGATED DECISIONS

1ST – 31ST December 2016

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

Abbeydale

15/00375/NMA AEROR
78 Mandara Grove Gloucester GL4 5XT
Non material fenestration amendments to elevations of permission 14/00127/FUL
NOS96 06/12/2016

16/01278/FUL BOBR
53 Awebridge Way Gloucester GL4 4FQ
Insertion of a non-opening, obscure glazed window to side elevation.
G3Y 21/12/2016

Abbeymead

16/01228/FUL RHIAM
49 Trinity Road Gloucester GL4 5GB
Conversion of loft incorporating the raising of the roof height and a proposed rear dormer.
G3Y 07/12/2016

16/01268/FUL AEROR
34 Palmer Avenue Gloucester GL4 5BH
Conversion of garage
G3Y 16/12/2016

16/01359/FUL RHIAM
17 Kennett Gardens Gloucester GL4 5TZ
Erection of a single storey rear extension.
G3Y 21/12/2016

Barnwood

16/00996/FUL CJR
Unit 1 Magnet Retail Park Eastern Avenue Gloucester GL4 3BU
Variation of condition 9 on planning permission ref. 98/00353/FUL to allow for the sale of toys, children's sports goods and equipment, bicycles and associated equipment, play equipment, baby equipment and products, electronic games and equipment and other products associated with toys and children's entertainment.
G3Y 07/12/2016

16/01011/FUL	CJR
Unit 1 Magnet Retail Park Eastern Avenue Gloucester GL4 3BU	
Extension of existing mezzanine for the installation of 214.3sqm of floor space at mezzanine level.	
G3Y	07/12/2016
16/01189/FUL	AEROR
197-199 Barnwood Road Gloucester GL4 3HW	
1no. detached dwelling, including two detached double garage buildings, associated landscaping and access	
G3Y	12/12/2016
16/01197/FUL	FEH
Former 4 Barnwood Point Corinium Avenue Gloucester GL4 3HX	
Erection of new three vehicle valet building.	
G3Y	21/12/2016
16/01218/CONDIT	AEROR
21 Brookfield Road Gloucester GL3 3HE	
Discharge of Condition Nos 3,6,9 from Planning Permission Ref: 13/00943/FUL.	
ALDIS	13/12/2016
16/01279/CONDIT	CJR
Former Lidl Supermarket Eastern Avenue Gloucester GL4 4LP	
Discharge of condition 6 (SUDS maintenance plan) for planning permission ref. 16/00013/FUL	
ALDIS	05/12/2016
16/01303/LAW	RHIAM
16 Colin Road Gloucester GL4 3JL	
Demolition of existing conservatory and construction of a new conservatory to the rear elevation.	
LAW	16/12/2016
16/01338/FUL	AEROR
4 Spire Way Gloucester GL4 3EN	
First floor side extension.	
G3Y	23/12/2016

16/01452/TPO
34 Prices Ground Gloucester GL4 4PD
Ash tree. Reduce height 4 meters, shape in size, approx 30%.
TPDECS 30/12/2016

JJH

16/01458/FUL
45 Lilliesfield Avenue Gloucester GL3 3AQ
Single storey rear extension.
G3Y 21/12/2016

RHIAM

16/01535/FUL
19 Stanway Road Gloucester GL4 4RE
Front porch
NPW 19/12/2016

AEROR

Barton & Tredworth

16/00947/FUL
10 Stratton Road Gloucester GL1 4HB
Single storey extension at rear
G3Y 21/12/2016

RHIAM

16/01179/FUL
66 Falkner Street Gloucester GL1 4SJ
First Floor Front and Rear Extension
G3Y 02/12/2016

AEROR

16/01210/FUL
11 Birchmore Road Gloucester GL1 4DE
Construction of rear dormer.
G3Y 20/12/2016

RHIAM

Elmbridge

15/00732/LAW
14 Blinkhorns Bridge Lane Gloucester GL2 0SL
Single storey rear extension
LAW 20/12/2016

RHIAM

16/01083/OUT FEH
12 Sandyleaze Gloucester GL2 0PY
Proposed development of adjacent land to form 2no. new 2 bedroom houses with off street parking.

REFREA 12/12/2016

16/01139/FUL RHIAM
50 Cheltenham Road Gloucester GL2 0LU
Demolition of Garage and Conservatory. Construction of a single storey rear/side extension.

G3Y 05/12/2016

16/01247/FUL AEROR
9 Brookside Villas Coronation Grove Gloucester GL2 0SS
Single and two storey rear extension

G3Y 01/12/2016

16/01248/FUL AEROR
2 Merevale Road Gloucester GL2 0QY
Two storey side and rear extension and single storey rear extension.

G3Y 01/12/2016

16/01276/FUL AEROR
34 Cheltenham Road Gloucester GL2 0LU
Two storey side extension, single storey rear extension.

G3Y 09/12/2016

Grange

16/01462/LAW RHIAM
37 Sapphire Close Gloucester GL4 0RR
Single storey rear extension.

LAW 21/12/2016

16/01477/PDE RHIAM
1 Charlecote Avenue Gloucester GL4 0TH
Single storey rear extension with a depth of 3.5 metres, measuring 2.6 metres to the eaves and 3.5 metres to the highest point of the extension.

ENOBJ 22/12/2016

16/01592/TCM PEGAN
Rear Of 40 Greenhill Court Gloucester GL4 0DP
Primary Connection Point
NOB 22/12/2016

Hucclecote

16/01382/PDE RHIAM
14 Hillview Road Gloucester GL3 3LG
Single storey rear extension with a depth of 3.9 metres, measuring 2.4 metres to the eaves and 3.4 metres to the highest point of the extension.
ENOBJ 21/12/2016

16/01526/TRECON JJH
The Willows Green Lane Gloucester GL3 3RE
Pollarding of 10 Willows.
TCNOB 30/12/2016

Kingsholm & Wotton

16/01176/TRECON JJH
21 - 23 London Road Gloucester GL1 3HB
Pear Tree - Fell to allow for trench to be dug for new water supply to the building and replace with an agreed new tree.
REF 15/12/2016

16/01217/FUL BOBR
95 Oxford Road Gloucester GL1 3EE
Two storey extension to rear.
REFREA 07/12/2016

16/01313/FUL RHIAM
7 Malvern Road Gloucester GL1 3JT
Demolition of existing extension and erection of a single storey side extension.
G3Y 22/12/2016

16/01349/TRECON JJH
15 Denmark Road Gloucester GL1 3HZ
T1 - Twisted Willow - fell. T2 - Birch - Fell.
TCNOB 21/12/2016

16/01374/LAW RHIAM
62 Deans Way Gloucester GL1 2QD
Proposed outbuilding to the rear of the property.
LAW 21/12/2016

16/01482/TPO JJH
21 - 23 London Road Gloucester GL1 3HB
Tilia spp along London Road side of Northgate Court (T1) - Crown reduce up to 20% ensuring that canopy shape is retained. Also, carry out a minor uplift of the first two whorls of lower branches from the base so as to improve the overall shape and improve
TPDECS 29/12/2016

16/01504/TRECON JJH
Alexandra Road Gloucester
Re-pollarding street trees.
TCNOB 30/12/2016

16/01538/TRECON JJH
4 Heathville Road Gloucester GL1 3DP
Mulberry Tree in rear garden - reduce to previous position (approximately remove 6ft off its current height).
TCNOB 30/12/2016

Kingsway

16/01260/FUL BOBR
Woodrow House 1 Telford Way Quedgeley Gloucester GL2 2AB
2 no. two-storey extensions to northern and southern elevations to extend the existing office building to provide improved training and conference facilities on the ground floor. Improved office and staff welfare facilities at first floor.
G3Y 07/12/2016

Longlevens

16/00945/REM ADAMS

University Of Gloucestershire Oxstalls Lane Gloucester GL2 9HW

Reserved matters application for the approval of the appearance, landscaping, layout and scale of the Sports Hall, Plock Court access road and Pavilion development (pursuant to outline permission ref. 15/01190/OUT)

AR 06/12/2016

16/01012/REM ADAMS

University Of Gloucestershire Oxstalls Lane Gloucester GL2 9HW

Application for approval of reserved matters of appearance, landscape, layout and scale for 2 no. sports pitches and associated development including floodlights, storage equipment, noise barrier and boundary fencing (pursuant to outline planning permission ref. 15/01190/OUT)

AR 06/12/2016

16/01106/REM ADAMS

University Of Gloucestershire Oxstalls Lane Gloucester GL2 9HW

Reserved Matters Planning Application (for approval of appearance, landscaping, layout and scale) relating to the provision of the first 5 metres of access road from Estcourt Close, into Debenhams Field, to serve the proposed student accommodation, with associated temporary fencing and gate, and other associated works, pursuant to outline planning permission ref. 15/01190/OUT)

AR 16/12/2016

16/01236/FUL RHIAM

147 Cheltenham Road Gloucester GL2 0JH

Demolition of existing garage, erection of single storey side/ rear extension and a detached Garden Store/Study.

G3Y 20/12/2016

16/01272/FUL FEH

1 Crispin Close Gloucester GL2 0EZ

Demolition of garage and erection of a detached two bedroomed dwelling. (re-submission of 15/00680/FUL)

REFREA 07/12/2016

16/01289/FUL AEROR

14 Cypress Gardens Gloucester GL2 0RB

Single storey side extension.

G3Y 14/12/2016

16/01322/COU BOBR

Land Rear 33 Oxstalls Way Gloucester GL2 9JX

Scheme 1 - Conversion/change of use of garage workshop to bungalow (with flat roof).

REFREA 20/12/2016

16/01323/COU BOBR

Land Rear 33 Oxstalls Way Gloucester GL2 9JX

Scheme 2 - Conversion/change of use of garage workshop to bungalow (with pitched roof)

REFREA 20/12/2016

16/01355/FUL AEROR

4 Grisedale Close Gloucester GL2 0EG

Single storey rear and two storey side extension and front element.

G3Y 23/12/2016

Matson & Robinswood

16/01127/FUL RHIAM

Land Opposite 130 Painswick Road Gloucester GL4 4PZ

Erection of double garage and boundary treatment.

G3Y 22/12/2016

16/01211/REM FEH

Tyndale Mission Hall & 98A Painswick Road Gloucester GL4 6PT

Approval of reserved matters for conversion and two storey extension to Dis-used church to create 8 apartments (pursuant to outline reference

AR 16/12/2016

16/01250/FUL AEROR
58 Marlborough Road Gloucester GL4 6GF
Two storey and single storey side extension and two storey rear extension.
G3Y 02/12/2016

16/01287/FUL RHIAM
Tyndale Lodge 1 Cemetery Road Gloucester GL4 8PB
Single storey front extension, fenestration alteration, gable and rear wall finish.
G3Y 22/12/2016

16/01320/LAW RHIAM
10 Birchall Avenue Gloucester GL4 6LP
Construction of a new drive.
LAW 16/12/2016

16/01335/FUL RHIAM
1 Burnet Close Gloucester GL4 6YS
Erection of a garden room to the rear of the property.
G3Y 16/12/2016

Moreland

16/01097/FUL AEROR
53 The Oval Gloucester GL1 5EE
Two storey front extension with single storey porch, new fenestration and changes to existing fenestration.
G3Y 02/12/2016

16/01220/FUL RHIAM
79 Clegram Road Gloucester GL1 5PZ
Single storey rear/ side extension.
NPW 01/12/2016

16/01229/FUL RHIAM
2 St Aldwyn Road Gloucester GL1 4RB
Single storey rear extension.
G3Y 22/12/2016

16/01325/FUL BOBR
135 New Street Gloucester GL1 5AY
Erection of one bedroom dwelling.
REFREA 22/12/2016

Podsmead

16/00885/REM BOBR
Blackbridge Allotments Stroud Road Gloucester
Reserved Matters application for approval of the Appearance, Landscaping,
Layout and Scale of the development for 14 new dwellings, new allotments
and associated works pursuant to outline planning permission no. 14/01317/OUT
AR 16/12/2016

Quedgeley Fieldcourt

16/01259/FUL FEH
255 Bristol Road Quedgeley Gloucester GL2 4QS
Erection of detached chalet bungalow and alteration to access.
G3Y 02/12/2016

16/01261/FUL AEROR
25 The Glenmore Centre Jessop Court Quedgeley Gloucester GL2 2AP
Insertion of 2 no windows to side elevation of existing unit.
G3Y 06/12/2016

16/01264/FUL CJR
3 Severnvale Shopping Centre Bristol Road Quedgeley Gloucester GL2 4PE
Proposed new through the wall ATM - Cash Machine.

G3Y 07/12/2016

16/01274/FUL BOBR
Oakdene Naas Lane Quedgeley Gloucester GL2 2SA
Detached dwelling to rear of existing property.

GP 09/12/2016

16/01344/LAW RHIAM
31 Chiltern Road Quedgeley Gloucester GL2 4TU
Single storey rear extension.

LAW 07/12/2016

16/01593/TCM PEGAN
Outside 2 Chivenor Way Kingsway Quedgeley Gloucester GL2 2BH
Primary Connection Point.

NOB 22/12/2016

Quedgeley Severnvale

16/01266/ADV FEH
Olympus Plaza Olympus Park Quedgeley Gloucester GL2 4NF
Freestanding non-illuminated double sided totem sign.

GFY 02/12/2016

16/01305/FUL AEROR
3 Griffon Close Quedgeley Gloucester GL2 4NQ
Partial garage conversion.

G3Y 16/12/2016

16/01308/FUL AEROR
71 Millers Dyke Quedgeley Gloucester GL2 4XB
Two storey rear extension
G3Y 16/12/2016

16/01319/LAW RHIAM
116 Merlin Drive Quedgeley Gloucester GL2 4NL
Single storey rear extension.
LAW 21/12/2016

Tuffley

16/00839/FUL BOBR
Land Adj 1 And 3 Woods Orchard Woods Orchard Gloucester
Application to construct a pair of semi-detached houses, garages and associated works. (Revised design and reduced ridge height).
G3Y 20/12/2016

16/01132/CONDIT ADAMS
Fox And Elm 385 Stroud Road Gloucester GL4 0DA
Application to discharge Condition 15 (land remediation) of permission ref. 14/01347/FUL
PADIS 09/12/2016

Westgate

16/00088/FUL RONM
Former Gloscat Media Studies Centre 13 Brunswick Road Gloucester
Construction of 14 No. residential units, the delivery of 148 sq m of retail (A1), 200 sq m of community space and the provision of 14 No. car parking spaces and 14 No. cycle spaces with associated landscaping.
GSC 16/12/2016

16/00328/CONDIT	FEH
New County Hotel 44 Southgate Street Gloucester GL1 2DR	
Discharge of Conditions 3,4,5 and 6 of planning permission reference 15/01630/FUL and Conditions 3,4,6 and 7 of Listed Building Consent reference 15/01630/LBC	
PADIS	02/12/2016
16/01175/ADV	FEH
2A Southgate Street Gloucester GL1 2DH	
Erection of three non-illuminated fascia signs	
REFREA	06/12/2016
16/01202/LBC	RHIAM
57 Southgate Street Gloucester GL1 1TX	
To paint outside frame and inside frame of building.	
GLB	21/12/2016
16/01237/LBC	AEROR
Sword Bar 43 - 45 Westgate Street Gloucester GL1 2NW	
Erection of replacement illuminated and non-illuminated signs to the exterior of the building	
G3L	12/12/2016
16/01254/ADV	AEROR
Sword Bar 43 - 45 Westgate Street Gloucester GL1 2NW	
Erection of replacement illuminated and non-illuminated signs to the exterior of the building	
GFY	12/12/2016
16/01270/COU	ADAMS
Unit 63 Gloucester Quays Designer Outlet St Ann Way Gloucester GL1 5SH	
Change of use to A1 retail (unrestricted)	
REF	12/12/2016

16/01283/FUL RHIAM
95A - 97 Northgate Street Gloucester GL1 2AA
Resubmission of expired application (07/01278/FUL) for provision of new shop front with new entrance door to 95A, alteration of existing shop to include new entrance door to 97. Retention of existing central entrance door.
G3Y 16/12/2016

16/01284/FUL FEH
28 Priory Road Gloucester GL1 2RB
Retention of outbuilding at rear of garden
GP 09/12/2016

16/01288/CONDIT FEH
78 Westgate Street Gloucester GL1 2NZ
Discharge of condition 3 (details), 4 (joinery), 5 (rooflight), 7 (sample of roof material), 8 (rainwater goods), 10 (repointing), 14 (noise scheme) and 15 (refuse and recycling) of planning permissions 15/01504/LBC and 15/01503/FUL
PADIS 09/12/2016

16/01324/FUL RHIAM
Gloucester Crown And County Court Kimbrose Way Gloucester GL1 2DE
Installation of 4 No. 500 x 300mm Ventilation Grille and 1 no. 300 x150mm External Louve
G3Y 22/12/2016

16/01373/FUL FEH
New County Hotel 44 Southgate Street Gloucester GL1 2DR
Variation of condition 2 of permission 15/01629/FUL to amend the floor layout.
G3Y 16/12/2016

16/01379/TRECON JJH
Apsley House 2 Spa Road Gloucester GL1 1XA
Sycamore - reduce to previous reduction points (i.e. 30% reduction).
TCNOB 21/12/2016

16/01392/CONDIT ADAMS
Peel Centre St Ann Way Gloucester

Discharge of Condition 3 of planning permission ref. 15/00157/FUL (building facing materials and hard surfacing)

ALDIS 09/12/2016

16/01443/LBC FEH
New County Hotel 44 Southgate Street Gloucester GL1 2DR

Variation of condition 2 of permission 15/01629/FUL and 15/01630/LBC to amend the floor layout.

G3L 16/12/2016

16/01470/CONDIT CJR
Land South Of Rectory Lane Gloucester

Discharge of conditions 3 (materials), 4 (boundary treatments), 5 (landscaping), 6 (construction management statement), 8 (archaeology), 9 (drainage), 10 (contaminated land) on planning permission ref. 13/00977/FUL.

PADIS 19/12/2016

16/01488/CONDIT ADAMS
Land At Bakers Quay Llanthony Wharf And Monkmeadow Bounded By

Discharge of condition 9 (contract for redevelopment of Provender Mill) of listed building consent ref. 15/01152/LBC

ALDIS 07/12/2016

16/01491/TRECON JJH
32 St Swithuns Road Gloucester GL2 5LH

Remove 6 conifers (front garden)

TCNOB 22/12/2016

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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