

GLOUCESTER CITY COUNCIL

COMMITTEE : **PLANNING**

DATE : **12TH MAY 2015**

ADDRESS/LOCATION : **AREA 4B1 ON FRAMEWORK PLAN 4,
KINGSWAY, FORMER RAF QUEDGELEY.**

APPLICATION NO. & WARD : **14/01477/REM
QUEDGELEY FIELD COURT**

EXPIRY DATE : **31ST MARCH 2015**

APPLICANT : **LINDEN HOMES**

PROPOSAL : **RESERVED MATTERS APPLICATION FOR
THE ERECTION OF 131 ONE, TWO, THREE
AND FOUR BEDROOM DWELLINGS,
INCLUDING APARTMENTS AND HOUSES
WITH VEHICULAR ACCESS, DRAINAGE
AND ASSOCIATED WORKS ON AREA 4B1**

REPORT BY : **JOANN MENEAUD**

**NO. OF APPENDICES/
OBJECTIONS** : **1. SITE LOCATION PLAN
2. CURRENT SITE LAYOUT REVISION K**

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The former RAF Quedgeley site comprises two areas of land located on the west and east side of the A38 to the south of the main urban centre of Gloucester. The larger part of the site on the east side of the A38 comprises approximately 133.5 hectares of land with a much smaller area of 3.25 hectares of land set between the A38 and the B4008. The larger part of the site is bounded by the railway line and Daniel's Brook to the east, the A38 to the west, Naas Lane to the south and the development known as Copeland Park to the north.
- 1.2 Outline planning permission for the redevelopment of the site was granted by the Secretary of State on the 26th June 2003 following a public inquiry in September and October 2001. The permission was for a mixed use development including residential (2650 dwellings), employment uses (B1 and B8) on 20 hectares of land, two primary schools, a local centre, roads, footpaths, cycleways and public open space.

- 1.3 A further public inquiry in 2007 relating to Framework Plan 4 of the site resulted in outline planning permission being granted by the Secretary of State for additional residential development including a primary school, roads, footpaths and cycleways, and public open space (providing an additional 650 dwellings to the total approved under the earlier outline planning permission to make an overall total of 3,300 dwellings).
- 1.3 A third outline permission was granted in April 2014 for the remaining undeveloped land parcels within Framework Plan 4 – which is the final phase of residential development on the Kingsway estate. This proposal is submitted as a reserved matters application under that third outline permission.
- 1.4 The application site is located to the far eastern boundary of Kingsway, to the east of Goose Bay Drive and running parallel to the railway line. Vehicular access to the land is via Fauld Drive and Goose Bay Drive. Land to the north of the site comprises open space, incorporating a balancing pond and the footway running around the perimeter of the estate up towards Tuffley.
- 1.5 The application proposes the erection of 131 dwellings and comprises one and two bedroom apartments, and one, two, three and four bedroom houses.

2.0 RELEVANT PLANNING HISTORY

2.1 00/00749/OUT

Outline permission for the redevelopment of the site was granted by the Secretary of State on 26th June 2003 following a public inquiry in September and October 2001. The permission was subject to 63 conditions.

06/01242/OUT

Proposed Residential development including a Primary School. roads, footpaths and cycleways, public open space, (Framework Plan 4 Kingsway) To provide an additional 650 dwellings to the total approved under outline planning permission 00/00749/OUT (Overall Total 3,300 dwellings). (Outline Application - All matters reserved) Granted on appeal September 2007

08/00584/FUL

Variation to condition 54 of planning permission APP/U1620/A/01/1062329 to amend the permitted hours for deliveries and construction work from 8 am to 7.30pm Monday to Saturday to 7.30 am to 7pm Monday to Saturday. Refused 25th June 2008.

08/00708/REM

Reserved matters application for the infrastructure (roads and drainage) to serve residential development on Framework Plan 4 and primary school on Framework Plan 2/3. Approved 10th August 2009.

13/00694/REP

Renewal of planning permission reference 06/01242/OUT Proposed Residential development including a Primary School. roads, footpaths and

cycleways, public open space, (Frame work Plan 4 Kingsway) to provide an additional 650 dwellings to the total approved under outline planning permission 00/00749/OUT (Overall Total 3,300 dwellings). (Outline Application - All matters reserved) in relation to land parcels 4A2, 4A3ii(b), 4B1, 4B2(part) and 4B3.
Permitted 3rd April 2014

3.0 PLANNING POLICIES

- 3.1 The statutory development plan for Gloucester remains the 1983 City of Gloucester Local Plan. Regard is also had to the policies contained within the 2002 Revised Deposit Draft Local Plan which was subject to two comprehensive periods of public consultation and adopted by the Council for development control purposes. The National Planning Policy Framework has been published and is also a material consideration.
- 3.2 For the purposes of making decisions, the National Planning Policy Framework sets out that policies in a Local Plan should not be considered out of date where they were adopted prior to the publication of the National Planning Policy Framework. In these circumstances due weight should be given to relevant policies in existing plans according to their degree of consistency with the National Planning Policy Framework.
- 3.3 The policies within the 1983 and the 2002 Local Plan remain therefore a material consideration where they are consistent with the National Planning Policy Framework.
- 3.4 From the Second Stage Deposit Plan the following policies are relevant:
- Policy BE1 – Scale, Massing and Height
 - Policy BE4 – Criteria for the layout, circulation and landscape of new development
 - Policy BE5 – Community safety
 - Policy BE6 – Access for all
 - Policy BE15 – Provision of open space and major development
 - Policy BE18 -Vehicular circulation and parking in new residential development
 - Policy BE21 – Safeguarding of amenity
 - Policy FRP6 – Surface water run-off
 - Policy FRP10 Noise
 - Policy FRP15 – Contaminated land
 - Policy TR31 – Road safety
 - Policy TR32 – Protection of cycle/pedestrian routes
 - Policy TR33 – Provision for cyclists/pedestrians
 - Policy FRP.15 – Contaminated Land
 - Policy H.7 – Housing density and layout
 - Policy H8 – Housing Mix
 - Policy H.15 – Provision of Affordable Housing
 - Policy H.16 – Affordable Housing Mix

- 3.5 In terms of the emerging local plan, the Council has prepared a Joint Core Strategy with Cheltenham and Tewkesbury Councils and published its Submission Document which was submitted to the Planning Inspectorate on 20th November 2014. Policies in the Joint Core Strategy submission document have been prepared in the context of the NPPF and are a material consideration. The weight to be attached to them is limited by the fact that the Plan has not yet been the subject of independent scrutiny and do not have development plan status. In addition to the Joint Core Strategy, the Council is preparing its local City Plan which is taking forward the policy framework contained within the City Council's Local Development Framework Documents which reached Preferred Options stage in 2006.
- 3.6 On adoption, the Joint Core Strategy and City Plan will provide a revised planning policy framework for the Council. In the interim period, weight can be attached to relevant policies in the emerging plans according to
- The stage of preparation of the emerging plan
 - The extent to which there are unresolved objections to relevant policies; and
 - The degree of consistency of the relevant policies in the emerging plan to the policies in the National Planning Policy Framework
- 3.7 All policies can be viewed at the relevant website address:- Gloucester Local Plan policies – www.gloucester.gov.uk/planning; Gloucestershire Structure Plan policies – www.gloucestershire.gov.uk/index.cfm?articleid=2112 and Department of Community and Local Government planning policies - www.communities.gov.uk/planningandbuilding/planning/.

4.0 CONSULTATIONS

- 4.1 Quedgeley Parish Council – Comment that all timber fences should include concrete fence posts or replace with railings or a wall.
- 4.2 Environmental Protection Manager– Response awaited.
- 4.3 County Highway Authority – Raises concerns with the layout and parking.
- 4.4 Urban Design Officer - Raises concerns with the design and layout.
- 4.5 Housing Manager – Raises concerns with layout and mix of units proposed.
- 4.6 Gloucestershire Constabulary Crime Prevention Officer – Raises a number of points for consideration with the layout including issues relating to security, provision of defensible space, appropriate boundary treatments and levels of natural surveillance.
- 4.7 Contamination Officer – Requires the standard contamination condition to be applied to any consent for the site.

5.0 PUBLICITY AND REPRESENTATIONS

- 5.1 This application falls within the major category and therefore has been publicised with a press notice, site notices and individual letters to surrounding properties. No letters of representation have currently been received.
- 5.2 The full content of all correspondence on this application can be inspected online at the following link or at the reception, Herbert Warehouse, The Docks, Gloucester, prior to the Committee meeting.

<http://glcstrplnng12.co.uk/online-applications/simpleSearchResults.do;jsessionid=A4418CC8C4243C83AAC5E791ADB89D1A?action=firstPage>

6.0 OFFICER OPINION

- 6.1 The principle of residential development of this site is clearly established within the outline permissions. The main issues for consideration with this proposal are the layout and form of the proposed scheme, provision of affordable housing, contamination, parking, landscaping together with an assessment of the noise issues given the closeness of the site to the railway.
- 6.2 Considerable discussions have been undertaken on all aspects of this application. The applicant has submitted amended plans to address some of the issues but many elements of the proposal are still considered to be unacceptable. The applicant has stated that the issues of concern can be addressed and that amended plans will be submitted in sufficient time before committee, to allow for sufficient consideration and further consultation to be undertaken.

Matters of Concern That Still Need To Be Addressed /Resolved

Road Layout

- 6.3 This application is unusual in that it proposes all new roads within the development to be shared surface which means that there is no footpath or kerb alongside the road so the road space is shared between vehicles, cyclists and pedestrians and designed so that vehicle speeds are low. There are many similar roads within Kingsway designed in this way but generally they are relatively short sections of road that serve small residential areas and generally cul de sacs and private drives.
- 6.4 Concerns are raised with the principle of the design of the road layout and particularly concern for pedestrian safety, given the length of the roads concerned, the resulting number of properties that the shared surface serves and the potential speed that vehicles could achieve. Additionally there are a number of visitor car parking spaces proposed along sections of the road and it is inevitable that there will be some further on street parking, from residents and visitors, along these access roads. Such parking would obstruct the free flow of pedestrians and cyclists requiring them to weave in and out along the

road, without the safety of a pavement, and as currently designed vehicle speeds could be higher than is desirable, in the environment of a shared surface concept.

6.5 The Highway Authority have stated that before they can agree to the layout as proposed they require the following issues to be addressed:

- The provision of a 2 metre unobstructed route throughout the shared area.
- Roads to achieve a target speed of 15mph
- The bends on the northern section of the road need to provide a safe area for vulnerable road users.
- Better definition is required at the junctions of where the pavements along the adjoin roads stop and the shared surface starts.
- Confirmation of how parking will be prohibited in those areas required for parking

A meeting is being held with the applicant to discuss the resolution of the above issues.

Parking

6.6 Whilst many of the properties are provided with on plot parking (and some would have garages or car ports as well) there are a number of properties where parking is not within or next to the curtilage of the house. The amount of parking provided per property varies across the development, from the lowest levels of just one space, rising up to the provision of a garage and two spaces for many of the large four bedroom detached houses. We know from experience on other parts of the estate that where parking is not within the curtilage, it does tend to result in more indiscriminate parking on street, with residents wanting to park as close as possible to their property. As stated above, the more parking there is on street, the more obstructions there are to the free flow of pedestrians. I have asked the applicant to provide further justification for the parking levels on a plot by plot basis.

Social housing

6.7 The application proposes a total of 40 social units including 33 for rent and shared ownership and 7 low cost properties, the later being 4 two bedroom houses and 3 three bedroom houses. This meets the requirement for 30% social housing as set down within the Unilateral Undertaking attached to the outline permission.

The units for rent comprise 12 one and two bed apartments, 2 two bedroom flats over garages, 2 two bedroom houses, 11 three bedroom houses and 6 four bedroom houses.

The social housing is provided in two separate areas; a larger area comprising 23 units to the north eastern part of the site and the other of 17 units to the southern end of the site.

6.8 There are concerns with the current proposals including the size of the larger cluster of units which together with the concentration of the larger houses and apartments would result in a high density of residents within a relatively small area. It is unfortunate that no bungalow is proposed as we have been able to

negotiate bungalows on many of the other phases. The provision of only one car space for a number of properties is also considered to be low and as detailed above, justification for levels of parking has been requested.

- 6.9 The Housing Strategy Manager confirms this view stating that the rented accommodation will be occupied to the maximum and as currently proposed, will result in high child densities within these areas. There is therefore a requirement to re-plan these areas and better integrate the low cost units and rented units to help reduce the concentration of fully occupied houses.

Relationships

- 6.10 Some elements of the design and layout are quite close knit and other parts are more spacious. There are a variety of plot sizes with a variety of garden sizes ranging from 6 metres to about 13 metres in depth. In some cases the relationships and back to back distances between proposed houses is tight and there are instances where they are below our normal standards. The applicant has made some changes to address these but I consider that further improvements could be achieved.

Noise Issues from the railway

- 6.11 The site lies in close proximity to the railway and national requirements seek to ensure that dwellings have acceptable levels of noise both within the dwelling and within any private external space. A noise assessment including recording of noise levels on site has been undertaken, and the findings are currently being considered.

Drainage Details

- 6.12 As required by conditions attached to the original outline planning permission, the entire RAF Quedgeley site is covered by an overall drainage strategy. The strategy sets down the principles for the drainage system and each reserved matters application needs to accord with the approved strategy. The strategy also requires each Framework Plan to have a further strategy document specific to its area. A drainage strategy for Framework Plan 4 has now been approved under the outline permission.
- 6.13 The overall strategy sets down the use of sustainable urban drainage systems and requires that the surface water drainage system to be designed for the 1 in 100 year event with a 20% allowance for climate change. The detailed drainage proposals for this residential parcel are currently being considered.

Matters Considered Acceptable

Landscaping

- 6.14 The plans propose new tree planting to the northern and eastern boundaries of the site adjacent to the open spaces, together with a number of trees throughout the development. Additional plant and shrub planting is proposed within the small amenity areas, spaces between parking areas and to front and side gardens of properties. The plans have been amended since originally submitted and are now consider acceptable. However the

landscaping will need to be re-considered once any further plans are submitted that amend the overall layout.

General design issues

6.15 The scheme proposes predominantly two storey housing with a number of “fogs” (flats over garages at two storey), thirteen two and a half storey houses and twelve apartments within a three storey building. The two and a half storey housing is sited at key locations to provide focal points in the street scene.

The house designs are reflective of those built on adjoining phases and should relate well to the surrounding residential properties.

6.16 It is unfortunate that an electricity sub station is located prominently at the entrance road into the site. I have asked the applicant to look to re-siting this but he has stated that the siting is fixed by the statutory undertaker. Amended plans now propose that the building will be constructed in brick which is preferred to the normal “green cabinet, which together with the landscaping proposed should help reduce its prominence in the street scene.

6.17 The application proposes two links through to the footpath/cycleway that runs in a westerly direction towards the sports park and local centre and additionally to the north, around the perimeter of the estate and ultimately links into Copeland Park. These should provide convenient access for the new residents to the footway network and adjacent open spaces.

Contamination

6.18 The issue of land contamination has been previously conditioned on the outline planning permission and an agreed strategy is in place for the entire site. The standard condition is again proposed.

Human Rights

6.19 In considering this application 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) 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 of adjacent occupiers. On assessing the issues raised by the application no particular matters, other than those referred to in this report, warrant any different action to that recommended.

7.0 CONCLUSIONS

7.1 Many of the issues arising from this proposal are still to be resolved including the principle and design of the shared surface road arrangement, parking provision, affordable housing issues and relationships between properties.

7.2 Officers would normally seek to negotiate on these matters and secure acceptable amendments prior to bringing an application to committee. However in this case the applicant has stated that it is critical that the application is determined before 24th May and provided assurances that the outstanding matters will be addressed.

8.0 RECOMMENDATIONS OF THE DEVELOPMENT CONTROL MANAGER

8.1 No formal recommendation can be made at this stage.

Decision:

Notes:

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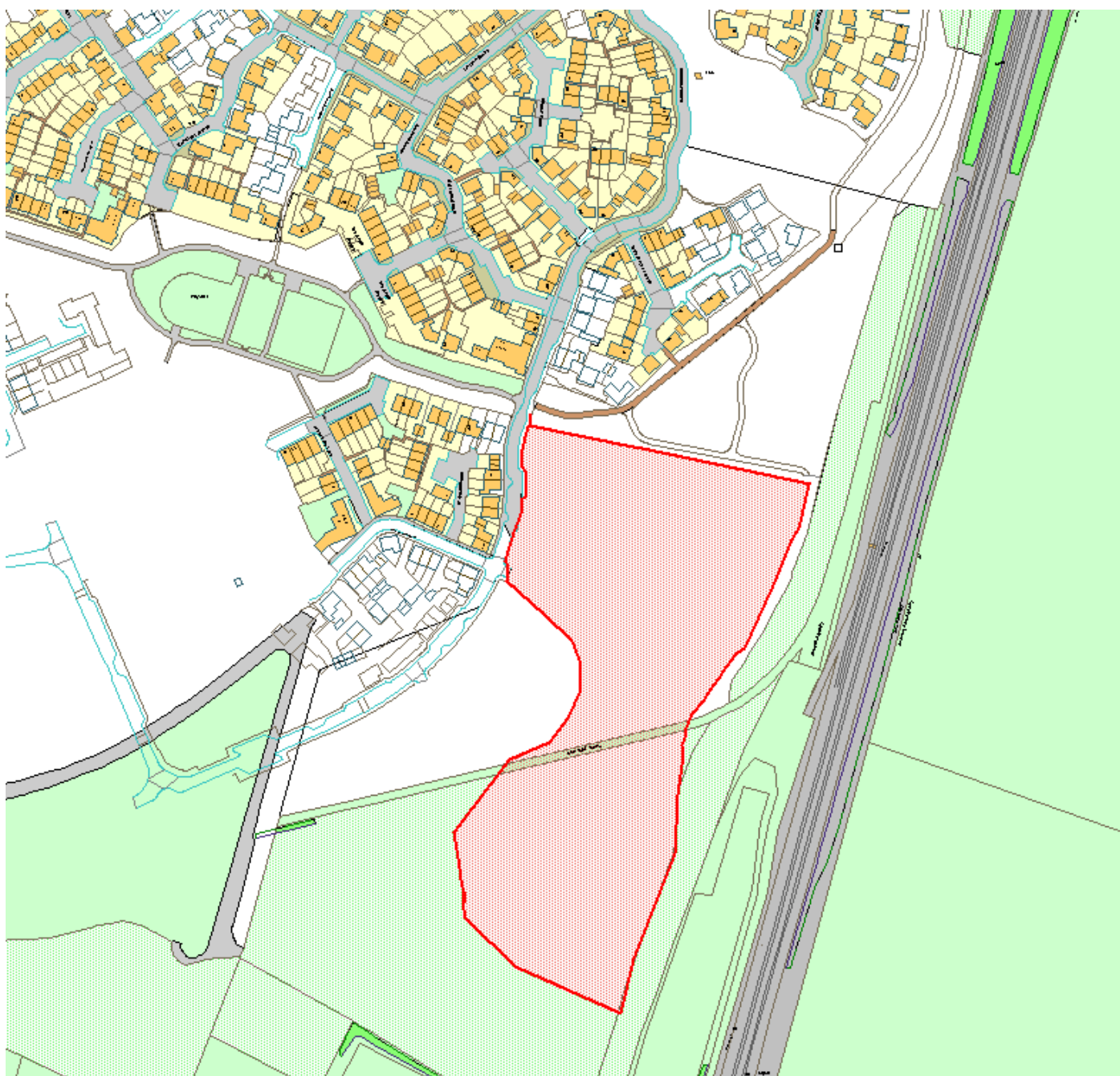
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Person to contact: Joann Meneaud
(Tel: 396787)

14/01477/REM

**Land To East West Of A38 And
Naas Lane
Quedgeley
Gloucester**

Planning Committee 12.05.2015



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- Key:**
- SITE BOUNDARY
 - PROPOSED BUILT FORM
 - LOCATION OF LOW COST HOUSING
 - LOCATION OF AFFORDABLE RENT HOUSING
 - LOCATION OF LIFE TIME HOMES COMPLIANT HOUSING
 - 1.8M BRICK WALL
 - 1.8M CLOSE BOARD TIMBER FENCE
 - 1.8M TIMBER PANEL FENCE
 - 0.7M METAL RAILINGS
 - 0.63M TIMBER KNEE RAIL
 - 1.8M TIMBER GARDEN GATE
 - LINK TO EXISTING PUBLIC FOOTPATH/CYCLEWAY
 - CAR POST FOR DISABLED PARKING PROVISION
 - REFUSE COLLECTION POINT

ACCOMMODATION SCHEDULE				
UNITS		BEDS	SIZE	NO.
PRIVATE DWELLING				
210	Mid Terrace	2	666	8
220(2/3)	Detached	2	714	5
210	Semi-Detached	3	799	14
210	End Terrace	2	799	9
200	Semi-Detached	3	800	14
200	Terrace	3	800	1
200	End Terrace	3	800	10
200	Detached	3	899	4
240v	Semi-Detached	3	1154	8
240v	Terraced	3	1154	3
410	Detached	4	1187	8
420	Detached	4	1286	5
430	Detached	4	1358	2
				91
AFFORDABLE DWELLING				
16 APF		1	522	4
26 APF		2	727	5
Special apartment		2	800	1
A241 FOG		2	748	2
A241L		2	834	2
A34		3	891	7
A34LT		3	891	4
48AP		4	1095	5
48BP		4	1479	1
				33
LOW COST DWELLING				
210		2	666	4
210		3	799	3
				7
TOTAL UNITS				191
GROSS AREA				2.91 HA (6.93 ACRES)
NETT AREA				2.44 HA (6.03 ACRES)
NETT DENSITY				54 DPH 19,417 SQT/ACRE
POS/NON DEVELOPABLE LAND				0.15 HA (0.37 ACRES)
Affordable housing average size				77 sqm 841 sqft
Low cost housing average size				47 sqm 725 sqft