

GLOUCESTER CITY COUNCIL

COMMITTEE : **PLANNING**

DATE : **12TH APRIL 2016**

ADDRESS/LOCATION : **AREA 4B3 ON FRAMEWORK PLAN 4, KINGSWAY, FORMER RAF QUEDGELEY.**

APPLICATION NO. & WARD : **15/01591/FUL
QUEDGELEY FIELD COURT**

EXPIRY DATE : **19th APRIL 2016**

APPLICANT : **TAYLOR WIMPEY**

PROPOSAL : **REVISED SCHEME FOR 130 DWELLINGS INCLUDING ACCESS ROADS AND LANDSCAPING (AMENDED SCHEME AND VARIATION TO CONDITIONS 1 AND 2 OF PLANNING APPROVAL 10/00469/REM) FOR AREA 4B3 ON FRAMEWORK PLAN 4.**

REPORT BY : **JOANN MENEAUD**

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

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.
- 1.4 The site (referred to as 4B3) is located to the south of Kingsway and adjacent to the boundary of the land formerly occupied by IMG and now used for car storage and distribution. To the north, the site is located off Goose Bay Drive and opposite Waterwells Primary School and the Boulmer Avenue. The western boundary of the site fronts onto Swannington Drive, which runs down through the Persimmon site, currently under construction, and onto Naas Lane. The site area is unusual and essentially comprises two separate pieces of land with the area proposed for the community gardens in between
- 1.5 The application proposes the erection of 130 dwellings and comprises a wide range of house types from one and two bedroom flats, a two bedroom bungalow and two, three, four and five bedroom houses.
- 1.6 The site already has the benefit of a reserved matters approval granted in March 2011 however this application is submitted as a variation of condition application in relation to the agreed plans for that previous approval, proposing an amended scheme.

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, (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) in relation to land parcels 4A2, 4A3ii(b), 4B1, 4B2(part) and 4B3.

Permitted 3rd April 2014

10/00469/REM

Reserved matters application for the erection of 130 dwellings including one and two bedroom flats, a two bedroom bungalow and two, three, four and five bedroom houses including access roads, drainage and landscaping. (Area 4B3 on Framework Plan 4)

Approved March 2011.

16/00293/NMA

Non material amendment proposing amended house types to plots 714,715,716,719,720,725,726,729 and 730 (previous approval reference 10/00469/REM) on Area 4B3 of Framework Plan 4.

Pending consideration.

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 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 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, as the Plan has not yet been the subject of independent scrutiny and does not have development plan status, although the Examination in Public has been ongoing since May 2015. In addition to the Joint Core Strategy, the Council is preparing its local City Plan which is taking forward the policy framework contained within the City Council's Local Development Framework Documents which reached Preferred Options stage in 2006.

3.6 On adoption, the Joint Core Strategy 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; and Department of Community and Local Government planning policies - www.communities.gov.uk/planningandbuilding/planning/.

4.0 CONSULTATIONS

4.1 Quedgeley Parish Council –
Original Comments

- Retain the mix of properties in terms of number of bedrooms and design of properties to achieve an ascetically pleasing architectural mix on the development.
- Ensure sufficient communal parking areas to prevent problems that have occurred in other parts of the development.
- Seek no reduction in the variety and quantity of the original landscape planting scheme.

Amended Comments
No objection.

4.2 Environmental Protection Manager– Has requested further clarification on the noise assessment and requires detailed proposals to ensure satisfactory noise levels both internally and externally.

4.3 County Highway Authority –. Has raised concerns with the layout and parking proposals.

4.4 Urban Design Officer - Raises concerns with the design and layout.

4.5 Housing Strategy Manager – Detailed response awaited.

4.6 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.

Two comments have been submitted as follows:

- No
- Too many

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=807E7DF3338BE990B40458CF5B9EDCCD?action=firstPage>

6.0 OFFICER OPINION

- 6.1 The principle of residential development of this site is clearly established within the outline permissions and the previous reserved matters approval for this site granted in March 2011. 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.
- 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 other matters still need to be resolved. We are intending to be meeting with the applicant before the Committee meeting and expect to be able to present amended plans to Members.

Layout

- 6.3 The site area comprises two separate parcels of land set to both sides of the area proposed for the community allotments. Vehicular access to the allotments will be via the eastern parcel with an additional pedestrian and cycle access from the western parcel. The layouts on both parcels achieve good levels of overlooking and surveillance to the allotments.
- 6.4 The western parcel, which is directly to the south of the school, raises the most issues in terms of layout. This parcel incorporates a considerable length of 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.
- 6.5 Some concern is raised with the principle of the design of the road layout and particularly, concern for pedestrian safety, given the length of the road, 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 this access road. 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. Therefore the appropriate level and location of car parking spaces to serve the dwellings will further influence this and is discussed in further detail, later in the report.
- 6.6 Members may recall that similar concerns were raised with the layout of Area 4B1, a neighbouring site being developed by Linden Homes. In that case the length of shared surfaced was halved with the introduction of two turning heads, effectively resulting in two cul de sacs.
- 6.7 Notwithstanding the above comments, I do need to be mindful that the previous reserved matters approval for this site in March 2011, was also granted with a similar length of shared surface. However as the estate

develops we are finding that levels of car ownership in Kingsway are high, and the demand for parking is also high and can be a particular problem.

- 6.8 Fully detailed comments from the Highway Authority have not yet been received and Members will be fully updated at the committee

Parking

- 6.9 Whilst many of the properties are provided with on plot parking (and some would have garages as well) there are a number of properties where parking is not within or next to the curtilage of the house and some properties are provided with just a garage and no extra parking space. The amount of parking provided per property varies across the development and I have asked the applicant to provide a fully detailed schedule of parking spaces per plot. I have also asked the applicant to confirm the internal dimensions of the garages to ensure they are of sufficient size to adequately accommodate a car.
- 6.10 We know from experience on other parts of the estate that where parking is not within, or immediately adjacent to the plot, it does tend to result in more indiscriminate parking on street, with residents wanting to park as close as possible to their property. The more parking there is on street, the more obstructions there are to the free flow of pedestrians, which is of particular concern with schemes designed as shared surface rather than roads and pavements. Therefore levels and positioning of parking needs to be looked into further

Social housing

- 6.11 As with the previously approved scheme for this site, the application proposes a total of 39 units of affordable housing. These comprise a mixture of one and two bedroom flats, two bedroom flats over garages (fogs), a two bedroom bungalow and two, three and four bedroom houses. The affordable housing is generally provided in two separate clusters across the site with a further two pairs of houses separate to these two groups.
- 6.12 The particular details relating to the proposed mix of properties, occupational density, house types and parking provision are currently being considered by the Housing Strategy Manager and members will be updated with her views at the meeting.

Relationships and Design

- 6.13 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 proposed. In a few circumstances the relationships and back to back distances between proposed houses are tight and there are instances where they are below our normal standards, however this is not significantly different to the layout approved under the previous reserved matters. Where this proposed new development is adjacent to existing built and planned houses outside of the land parcel, I consider that the relationships are acceptable.

- 6.14 The proposed house designs are reflective of those built on adjoining phases and should relate well to the surrounding residential properties. Building materials and surfacing treatments are also similar to those used on adjoining phases

Noise Issues

- 6.15 Mitigation for noise was required under the original outline permission and the previous reserved matters approval. A noise assessment including recording of noise levels on site has been undertaken, and the findings have been submitted. They demonstrate that the site is subject to noise from a number of sources including the school, the railway, the adjoining business site and general road noise. The Environmental Protection Manager has requested some further details and clarification but will require appropriate mitigation to be undertaken to the dwellings and also in some areas, the proposed garden areas. Further details will be provided in due course.

Drainage Details

- 6.16 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.
- 6.17 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.

Landscaping

- 6.18 The plans include details of the landscaping which details tree planting to the boundaries adjacent to the allotments, as well as within back gardens and along the street frontages. The layout does result in some small areas of land: some narrow strips and some irregular sizes, that do not appear to be incorporated into gardens. I am concerned that these areas could become neglected or in some cases may be used as ad hoc parking areas. Revisions have been requested to ensure that these areas are properly dealt with. The landscaping will need to be re-considered once any further plans to amend the overall layout have been submitted.

Contamination

- 6.19 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.

7.0 CONCLUSIONS

- 7.1 Many of the issues arising from this proposal still need to be discussed in greater detail and resolved where necessary, including the design of the road

layout, levels of parking provision, noise and affordable housing issues. It is expected that the issues can be resolved and Members will be provided will further information in the Late Information report.

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 considered at the April Committee to ensure that their build programme is not delayed, and officers are doing their best to expedite this.

8.0 RECOMMENDATIONS OF THE DEVELOPMENT CONTROL MANAGER

8.1 A recommendation will be provided in the Late Information report.

Decision:

Notes:

.....

.....

Person to contact: Joann Meneaud
(Tel: 396787)

15/01591/FUL

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

Planning Committee 12.04.2016

