

GLOUCESTER CITY COUNCIL

COMMITTEE : **PLANNING**

DATE : **4TH APRIL 2017**

ADDRESS/LOCATION : **AREA 4A2 ON FRAMEWORK PLAN 4,
KINGSWAY, FORMER RAF QUEDGELEY.**

APPLICATION NO. & WARD : **16/01046/FUL
QUEDGELEY FIELD COURT**

EXPIRY DATE : **2ND DECEMBER 2016**

APPLICANT : **TAYLOR WIMPEY BRISTOL**

PROPOSAL : **VARIATION OF CONDITION 1 AND 2 OF
PREVIOUS RESERVED MATTERS
APPROVAL 10/00467/REM TO ALLOW FOR
AN AMENDED LAYOUT AND HOUSE TYPES
(133 DWELLINGS) ON AREA 4A2 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, 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).
- 1.4 This application proposes an amended scheme to a previous reserved matters approval granted in February 2011, under reference 10/00467/REM, for residential development on Framework Plan 4. The site (referred to as 4A2) is located to the South of Kingsway and to the rear of properties in Naas Lane and to the west of properties in Needham Avenue. To the east the site adjoins land to be developed as an open space that will include a play area and which then adjoins the allotments.

The area forming part of Area 4A2 comprises three separate parcels of land on both sides of Rudloe Drive:

- To the west of Rudloe Drive, a roughly triangular piece of land fronting onto Rudloe Drive and St Mawgan Street and adjoining the open space at Wycombe Drive.
 - To the eastern side of Rudloe Drive, between the junctions of Boulmer Avenue and Wendling Way and adjacent to the open space at the Abbey Homes development.
 - To the eastern side of Rudloe Drive the land runs south from Wendling Road and along Rudloe Drive to the landscape suds buffer adjoining existing houses at Attlebridge Way.
- 1.5 The application proposes the erection of 133 dwellings and comprises a range of house types ranging from one and two bedroom flats, a two bedroom bungalow and two, three, four and five bedroom houses. Dwellings range from single storey for the bungalow to 2 and 2.5 storey houses and a 3 storey apartment building. Forty of the dwellings comprise social and low cost housing.

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. Granted 10th August 2009.

10/00467/REM

Reserved matters application for the erection of 133 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 4a2 on Framework Plan 4.) Granted February 2011.

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 Central Government Guidance - National Planning Policy Framework
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 Conditions

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:
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 B10 – Trees and Hedgerows on development sites
Policy B11 – Tree Preservation Orders
Policy FRP6 – Surface water run-off
Policy FRP10- Noise
Policy FRP15 – Contaminated land
Policy TR.9 – Parking standards
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
PolicyH.18 – Lifetime homes
- 3.6 The Council has prepared a Joint Core Strategy with Cheltenham and Tewkesbury Borough Councils (JCS) which was submitted for examination on 20 November 2014. The Inspector published her Interim Findings in May 2016 and the JCS authorities have now approved Main Modifications to the plan for consultation. Consultation took place in February/March 2017 and further examination hearings are expected to take place June/July 2017. The JCS has therefore reached a further advanced stage, but it is not yet formally part of the development plan for the area and the weight that can be attached to each of its policies will be subject to the criteria set out above, including the extent to which there are unresolved objections.
- 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
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 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 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 – No objection
- 4.2 County Highway Authority – Have requested changes to the layout and are currently considering amended plans in relation to the changes made to the road layout at the southern part of the site.
- 4.4 Urban Design Officer - Raised concerns with the original layout and particularly the overall density and relationships between properties, expanse of some parking areas, boundary treatments and detail of garages.
- 4.5 Housing Manager – Seeks changes in relation to the clustering of the larger properties together and changes and clarification in relation to the wheelchair accessible housing.

5.0 PUBLICITY AND REPRESENTATIONS

- 5.1 This application falls within the major category and therefore has been publicised with a press notice and site notices. Individual notification letters

have been sent 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 at the 4th floor reception, Herbert Warehouse, The Docks, Gloucester, or via the following link prior to the Committee meeting.

<http://glcstrplnng12.co.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=OCQ91FHMHS700>

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 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, landscaping, provision of affordable housing, road layout and parking provision, drainage and contamination.

- 6.3 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 and further amended plans are anticipated.

Design and Layout

- 6.4 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 JCS policy SD11 requires housing of an appropriate density, compatible with good design, local character and compatible with the road network. Additional design requirements for new development are set down with policy SD5.

- 6.5 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.

- 6.6 The application proposes a wide range of house types and designs and will provide one, two, three, four and five bedroom accommodation, including

houses and flats, together with one bungalow. 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

- 6.7 The layout should achieve a strong built frontage onto Rudloe Drive and houses have also been sited to overlook a number of open spaces that the development adjoins including:
The row of maples in the open space at Wycombe Road.
The oak copse that is set back from Rudloe Drive between Boulmer Avenue and Wendling Road, adjacent to the Abbey Homes development
The landscape buffer to the south of Rudloe Drive that forms part of the suds drainage channel.
- 6.8 This provision should provide an attractive outlook for residents and provides opportunities for the surveillance of the open spaces. Houses are set back from the southern boundary with the properties in Naas Lane and a landscaped buffer area between the estate road and the existing houses adds to the separation.
- 6.9 Many elements of the layout are very close knit and other parts are more spacious. There are a variety of plot sizes with a variety of garden sizes proposed, however the overall layout does have a more cramped feel to it compared to the previously approved layout. As explained in more detail below at section 6.14, there is an increase in the overall number of parking spaces when compared to the approved scheme, and in my opinion this has ultimately had an adverse impact on the space between properties and overall garden sizes as detailed on the currently proposed layout.
- 6.10 There are many instances where back to back distances between proposed properties are much closer than we would normally expect. I have asked the applicant to look at these again, to ensure that there is 20 metres between properties in the majority of cases. These standards are generally achieved on the adjoining residential developments and there is no reason to treat this phase any differently. Additionally side to side relationships between properties also need improvement.
- 6.11 I have also asked the applicant to re-asses the proposed floor levels of the proposed properties. In certain areas, the levels appear to be much higher than previously detailed and in particular, at the southern boundary of the site, at the point closest to existing housing at Needham Avenue and Naas Lane. The rationale for this increase in levels is unclear and I would be concerned at the prominence of the dwellings in this particular location. There also appear to be some discrepancies on the plan, with over a metre difference in floor levels at adjoining houses

Other design matters that are still be addressed include

- Reducing the mass of parking on the frontage facing the sustainable urban drainage buffer

- Improving the siting and relationship of plots 839, 840 and 841 to reduce the overbearing impact and outlook to plot 840.

Road Layout and Parking

- 6.12 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.
- 6.13 The proposed road layout for Area 4A2 follows the agreed urban design framework with most of the estate roads now built and overall propose a combination of roads and footpaths and shared surfaces designs. The Highway Authority have raised some concern with the road layout at the southern end of the site, as it is not a shared surface and does not include a footpath, which raises concerns in terms of pedestrian safety. The applicant has already amended the detail of this area, now proposing solely a shared surface to avoid confusion to pedestrians and motorists. This amended detail is currently being considered by the Highway Authority.
- 6.14 All the properties are provided with at least one car parking space – except for plot 945 which is provided with an integral garage. Ten of the proposed properties (nine flats and one, two bedroom house) are provided with just one space, all the other properties have 2 or more spaces or at least one space and one garage. The applicant has provided details of parking provision comparing the approved scheme and as now proposed:
- The approved scheme -145 spaces, 90 garages and 2 car ports
- The proposed scheme - 218 spaces, 79 garages and 1 car port
- 6.15 There is therefore an increase in the overall number of spaces provided when compared to the previously approved layout. However it should also be noted the garages do not meet the current space requirements which require 6 metres by 3 metres and the applicant has stated that they are not prepared to amend the size of the garages.
- 6.16 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 that property. 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. I have therefore asked the applicant to address those areas where parking is not on, or immediately adjacent to the plot. It should also be noted that the changes required to the layout, may result in changes to the overall parking provision.

Provision of Affordable Housing

- 6.17 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.
- 6.18 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. Similarly Policy SD13 of the JCS requires the provision of a mix of house types, sizes and tenures in accordance with local need and to provide mixed and balanced communities.
- 6.19 The outline permission for the development of Kingsway requires the provision of 30% affordable housing with each reserved matters application providing its relevant proportion. As with the previously approved scheme for this site, the application proposes 40 social housing units and meets the required level of 30%. A range of dwelling types is proposed including one and two bedroom flats, two bedroom flats over garages (fogs), a two bedroom bungalow and two, three and four bedroom houses.
- 6.20 The Housing Enabling Manager has requested that the larger properties are better dispersed throughout the development rather than all being sited together to seek to reduce the overall density and concentration of people within a restricted area. The provision of a two bedroom bungalow is welcomed however clarification is sought regarding internal standards. Additionally a further mobility dwelling has been requested as was proposed under the previously approval.

Landscaping

- 6.21 Landscaping details and boundary treatments are included with the application however these can not be fully considered until the concerns with the layout have been resolved.

Contamination

- 6.22 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. This requires remediation in accordance with the strategy and then subsequent post construction testing

Drainage Details

- 6.23 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 been approved under the outline permission. The overall strategy sets down the use of sustainable urban drainage systems and requires that the surface water drainage system is designed for the 1 in 100 year event with a 20% allowance for climate change.

6.24 The approved reserved matters application detailed the overall drainage strategy for the site and demonstrated compliance with the approved strategy for Framework Plan 4. The exact detail of the drainage scheme was required by condition. With the layout changes as proposed, a further drainage strategy and subsequent detailed drainage design is required and I have asked the applicant to provide this, to demonstrate compliance with the approved strategy for Framework Plan 4. The detail will again be required by condition.

7.0 CONCLUSION

7.1 The application proposes an amended layout to a reserved matters application that was previously approved. As currently submitted the proposed scheme raises a number of concerns and particularly in relation to back to back distances, proposed floor levels, clustering of the larger affordable housing units, wheelchair accessible housing, the relationship of plots 839, 840 and 841, the street scene to the suds buffer, parking provision for some properties where the parking is neither on or immediately adjacent to the plot and the safety of pedestrians with the road layout as proposed. All these issues need to satisfactorily resolved, before a favourable recommendation can be made. Additional details relating to drainage, landscaping and noise also need to be satisfactorily resolved. The applicant is undertaking further work to address these concerns and I expect amended plans to be submitted.

8.0 RECOMMENDATIONS OF THE DEVELOPMENT CONTROL MANAGER

8.1 That subject to the satisfactory resolution of the outstanding matters referred to at section 7.1 of the report, and subject to comments from consultees that approval be delegated to the Head of Planning with appropriate conditions where necessary.

Decision:

Notes:

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Person to contact: Joann Meneaud
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16/01046/FUL

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

Planning Committee 04.04.2017

