

GLOUCESTER CITY COUNCIL - DEVELOPMENT CONTROL

Committee:	Planning
Date:	August 7 th 2018
Address/Location:	Former Gloucester Academy, Estcourt Close, Gloucester GL1 3LR
Application No:	18/00347/REM
Ward:	Longlevens
Expiry Date:	22.06.2018
Applicant:	Miller Homes Ltd
Proposal:	Submission of reserved matters of appearance, landscaping, layout and scale following outline application reference 16/00631/OUT for the Redevelopment of part of the Former Bishop's college site for Residential use creating up to 90 new homes and provision of open space (all matters reserved except access)
Report by:	Ron Moss
Appendices:	Site location and site layout plan

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The application site comprises, broadly, the southern and western parts of the former Bishops College grounds. At the south east the site borders the existing residential properties on Estcourt Road and Estcourt Close and at the east edge the allotments site off Estcourt Close. The school buildings were sited in this south east portion of the site, before demolition. The school complex also used to include a pedestrian link out onto Estcourt Road at the south between the houses, and this is included in the application site. The topography of the site is generally level with a gentle slope to the north.
- 1.2 On the west side of the site are existing playing fields which border properties in Gambier Parry Gardens and north of this they border the Gala Wilton sports ground and the tennis centre and its car park.
- 1.3 It is understood that the school closed in 2010 following consolidation of the academy facilities to the Painswick Road/Cotswold Road site. These buildings comprised a range of sizes and styles of building, with a car park at the southern edge off the access, an open grassed area north of the access road, and various hard surfaced areas for student use. The buildings have all now been demolished. The site area is 5.66ha.
- 1.4 Outline planning permission (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 was granted on 21st March 2018 subject to conditions and a section 106 agreement. The approved means of access would be off the end of Estcourt Close at the current access point. The proposal also showed the western 'playing fields' portion of the site retained as such.
An indicative layout was provided showing the residential development broadly on the footprint of the original school buildings with some encroachment on to the eastern portion of the fields. It included the retention of the pedestrian link to Estcourt Road and the caretaker's house at the top of this link as well as the retention of several trees at the south and east of the site. All dwellings are shown no more than 2 storeys in height.

- 1.5 Members will be aware of the planning history relating to the construction of a new business school, student accommodation and sports facilities on adjoin land for the University of Gloucestershire.
- 1.6 The current application seeks approval for the reserved matters of appearance, landscaping, layout and scale in relation to the above mentioned outline application.

2.0 RELEVANT PLANNING HISTORY

Application Number	Proposal	Decision	Decision Date
16/00631/OUT	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	Grant	21.03.2018

3.0 RELEVANT PLANNING POLICY

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

3.2 National guidance

National Planning Policy Framework (NPPF) and Planning Practice Guidance

3.3 Development Plan

Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (Adopted 11 December 2017)

SD3 – Sustainable design and construction

SD4 – Design requirements

SD6 – Landscape

SD9 – Biodiversity and geodiversity

SD10 – Residential development

SD11 – Housing mix and standards

SD12 – Affordable housing

SD14 – Health and environmental quality

INF1 –Transport network

INF2 – Flood risk management

INF3 – Green Infrastructure

3.4 City of Gloucester Local Plan (Adopted 14 September 1983)

The statutory Development Plan for Gloucester includes the partially saved 1983 City of Gloucester Local Plan. Paragraph 213 of the NPPF sets out that due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given). The majority of the policies in the 1983 Local Plan are out-of-date and superseded by later planning policy including the NPPF and the Joint Core Strategy. None of the saved policies are relevant to the consideration of this application.

3.5 **Emerging Development Plan Gloucester City Plan**

The Gloucester City Plan ("City Plan") will deliver the JCS at the local level and provide policies addressing local issues and opportunities in the City. The Draft Gloucester City Plan 2017 takes forward the results of previous consultations and was subject to consultation January and February 2017. As the Plan is at an early stage, it is considered that it carries limited weight in accordance with paragraph 48 of the NPPF.

3.6 **Other Planning Policy Documents Gloucester Local Plan, Second Stage Deposit 2002**

Regard is also 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. The following "day-to-day" development management policies, which are not of a strategic nature and broadly accord with the policies contained in the NPPF, should be given some weight:

OS.2 – Public Open Space Standard for New Residential Development
OS.3 – New housing and open space
OS.7 – New areas of Public open space
A.1 – New housing and allotments

3.7 **Supplementary Planning Guidance/Documents**

All policies can be viewed at the relevant website address:- national policies:
<https://www.gov.uk/government/publications/national-planning-policy-framework--2>
Gloucester City policies:
<http://www.gloucester.gov.uk/resident/planning-and-building-control/planning-policy/Pages/current-planning-policy.aspx>

4.0 **CONSULTATIONS**

4.1 **Highway Authority**

No objection following negotiations and the submission of amended plans subject to conditions regarding visibility splays.

4.2 **Landscape Adviser**

No objection following negotiations and amended layout and planting proposals which would safeguard protected trees and deliver appropriate landscaping across the site.

4.3 **Housing Strategy and Enabling Officer**

No objections. The proposals accord with the requirements of the s106 agreement.

4.4 **Urban Design Adviser**

No objection following negotiations and amended layout which addresses previous concerns regarding the design of the proposals. The amended scheme would result in an acceptable form of development.

5.0 **PUBLICITY AND REPRESENTATIONS**

5.1 Neighbouring properties were notified and press and site notices were published.

5.2 2 letters of objection raising the following issues

- 1) Objectors garden backs on to the development and would like not to have any houses looking directly into their garden.
- 2) Concern regarding boundary treatment to south eastern corner of site, in particular between

plots 59 – 87 Estcourt Road.

5.3 The full content of all correspondence on this application can be viewed on:
<http://www.gloucester.gov.uk/resident/planning-and-building-control/Pages/public-access.aspx>

6.0 OFFICER OPINION

Legislative background

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

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

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

6.3 The development plan consists of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (JCS) and the saved policies of the 1983 City of Gloucester Local Plan. However, as outlined earlier, the policies within the 1983 Local Plan is considered to be out-of-date.

6.4 As this is a reserved matters application following the earlier grant of outline planning permission, the main issues with regards to this application are as follows:

- Layout and Scale
- Appearance
- Landscaping.

Layout and Scale

6.5 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. Policy SD3 of the JCS requires all developments to demonstrate how they contribute to the principles of sustainability, Policy SD4 sets out requirements for high quality design, while Policy SD10 requires housing of an appropriate density, compatible with good design, the protection of heritage assets, local character and the road network.

Layout

6.6 In terms of layout the principles indicated in the outline application have been followed to seek to create a high quality sense of place. The layout is very similar to the illustrative scheme that accompanied the outline planning application and whilst not being part of the approval, it did show how 90 dwellings would be accommodated on the site.

6.7 The development is shown to utilise the existing access off the end of Estcourt Close with an entry point to the proposal set out as a small gateway square. A tree subject to a preservation order would then be the centre feature of this small area of open space. The proposals include a clear hierarchy of routes with the development set out around a clear primary connected road loop with secondary routes and private drives set off it. On the opposite side of the small entrance square would be a linear area of open green space with three more mature trees subject to preservation orders on it.

6.8 Dwellings are then shown fronting this open space accessed via a secondary roadway running along the edge of it. The properties to the north of the site would border the outdoor hard surfaced sports pitches and a noise attenuation fence has already been erected along this

boundary to protect their amenities, while the southern properties would back on the existing properties on Estcourt Road. The proposed dwellings to the east then back on to the allotments, while those in the centre back on to each other, ensuring all have secure amenity areas. Pedestrian/cycle access to Estcourt road would be obtained utilising the existing access by the caretaker's cottage, while a key element of the development is a pathway shown at the end of the western cul de sac, linking to the sports facilities to the north.

- 6.9 As stated above the approved outline planning application set the area for the built development, which was to ensure two football pitches could be located on the western side of the site. The dwellings on the western edge of the proposal are shown set behind an access road and facing on to the area of the pitches where they could provide active surveillance. To the south east of the pitches is an existing pond which has been reworked to create a drainage feature.
- 6.10 The Council's urban designer expressed concern with regard to the original layout as to the lack of variety in the street scene and the fact that large detached dwellings were shown taking up the full width of the plots, making the development appear cramped. The applicants took note of these concerns and submitted revised drawings showing better spacing with the use of setback flank garages. There was particular concern with regard to the proposed dwellings at the northern end of the site which, following the submission of the amended layout, now show some smaller and semi-detached units with space between them.
- 6.11 With regard to potential impact on neighbouring occupiers, it is noted that the properties in the south east corner of the site have gardens some 8-9 metres in length, however the existing properties in Estcourt road that would back on to them have very long gardens, so there would be no risk of overlooking between existing and proposed dwellings. Two dwellings (plots 57 and 58) would be positioned at 90 degrees to the southern boundary of the site. Plot 57 would not have any first floor windows facing towards the common boundary with the existing dwellings on Estcourt Road. No.58 would be only 5m from the boundary with properties on Estcourt Road, but is shown only with an ensuite bathroom window at first floor level which could be conditioned so as to be fitted with obscure glazing and being fixed shut/have restricted opening. It should further be noted that the gardens here are very long and actually wrap around in an L-shape at this point.
- 6.12 To the west Gambier Parry Gardens properties would be 80-90 metres away from the proposed residential development, so ample distance away. With regard to potential overlooking in the site itself, back to back distances for proposed dwellings are shown at around 20 metres +, which is considered acceptable. The proposal would therefore comply with policy SD14 of the JCS in this regard.
- 6.13 In terms of the road layout, the Local Highway Authority is now satisfied that a satisfactory layout in terms of highway safety and movement can be achieved, subject to conditions to protect visibility splays. Visitor parking spaces that were an original concern with both the urban designer and the Local Highway Authority are also now shown provided.

Scale

- 6.14 In terms of the scale, all the proposed dwellings would be two storey in height, with a mix of large and small detached, semi-detached and terraced dwellings. This would be consistent with the surrounding development and the scale of the proposed dwellings is therefore considered acceptable.

Appearance

- 6.15 The applicants have picked up in their design and access statement that the local area has a mix of styles of properties ranging from the mid 1920's to the late 1980-90's. The properties on

Estcourt Road are generally 1940's semi-detached, while the newer dwellings to the west are on estates which have a mix of types. A prominent feature though is the front gable.

- 6.16 The proposed dwellings show a mix in heights with architectural features including bay windows and gables, with both double and single frontage gable features. The roof treatment would involve both hipped and gable ended roofs, though most dwelling types are shown with a gable end.
- 6.17 The proposed dwellings would be served by a mix of with integral and attached garages. The attached garages would have pitched roofs.
- 6.18 The boundary enclosures would include hedges and a timber knee rail adjacent to the open space.
- 6.19 Overall it is considered that the proposal would respect the character and appearance of the Longlevens area and the appearance of the proposed development is considered acceptable.

Landscaping

- 6.20 It was recognised in the outline planning application that the retention of the pond located to the south west of the site and the trees surrounding it was of key importance. The proposal clearly shows the retention of the pond along with the trees around the caretaker's house, including one Oak tree subject to tree preservation order. There are a further four Oak trees subject to tree preservation orders located toward the east of the site and the proposal seeks to make features of them set within areas of open space, that also allow them protection from built form and foundations. The Council's tree officer is satisfied with their protection and that they would be a safe distance from buildings.
- 6.21 The Council's Landscape Officer originally had concerns in relation to some of the species of trees and shrubs being proposed, but these have now been satisfactorily revised. Similarly there were concerns that the trees shown proposed to be planted beneath the group of 3 TPO'd Oak trees on the open space area. However, these have now have been removed on the revised plans and some new street trees are now shown dotted around the development, which was also a request of the urban designer. The proposal also shows some hedge planting for the individual properties.
- 6.22 Overall it is concluded that the landscaping of the site would be acceptable.

Affordable Housing

- 6.23 The affordable housing provision is set by a formula in the section 106 agreement attached to the outline planning permission. The views of the Councils Housing officer were simply sought to ensure that the types of houses shown in this reserved matters submission would include properties that would be suitable to meet the local housing need. He has confirmed that this is the case with both the affordable housing and category 2 and 3 adaptable and accessible homes.

7.0 Conclusion

- 7.1 In conclusion it is considered that the proposal would provide a high quality residential development with a clear identity and sense of place. The square/open space to the west of the scheme would provide a defined entrance to the development and a sense of arrival.
- 7.2 The layout is shown with sound urban design principles with surveyed frontages, pathways and play/open space and enclosed defendable rear gardens. The road network would have a clear

legible hierarchy with good pedestrian, cycle and vehicular access. The Local Highway Authority is satisfied with the road layout, subject to planning conditions to secure visibility splays. The scale of the proposed development, at two storey in height and with the dwellings being shown with gables and bay windows, would allow the proposal to respect the character and appearance of this part of Longlevens.

7.3 In terms of landscaping the 5 oaks trees subject to tree preservation orders would provide focal points for the development whilst the key feature of the pond and copse to the south west would be retained. The new street trees and general planting around the development also would ensure a good quality development.

7.4 In conclusion it is considered that the proposal is acceptable in terms of layout and scale, appearance and landscaping

8.0 **RECOMMENDATION OF THE CITY GROWTH AND DELIVERY MANAGER**

8.1 That the reserved matters of scale and layout, appearance and landscaping be approved subject to the following conditions -

8.2 **Condition 1**

The development hereby permitted shall be carried out in accordance with the following approved drawings numbers:

- Planning Layout (GL PL 01, Rev. E)
- Soft Landscape Proposals Sheet 1 (MIL21612-11C)
- Soft Landscape Proposals Sheet 2 (MIL21612-11C)
- Soft Landscape Proposals Sheet 3 (MIL21612-11C)
- Soft Landscape Proposals Sheet 4 (MIL21612-11C)
- Soft Landscape Proposals Sheet 5 (MIL21612-11C)
- Soft Landscape Proposals Sheet 6 (MIL21612-11C)
- Soft Landscape Proposals Sheet 7 (MIL21612-11C)
- Swept Path Analysis (Sheet 1 of 5) (9140H 113(1E))
- Swept Path Analysis (Sheet 2 of 5) (9140H 113(2D))
- Swept Path Analysis (Sheet 3 of 5) (9140H 113(3D))
- Swept Path Analysis (Sheet 4 of 5) (9140H 113(4C))
- Swept Path Analysis (Sheet 5 of 5) (9140H 113(5A))
- Housetype 326
- Design and Access Statement
- House Type Pack (GL HTP 01)
- Sports Pitches Specification MIL21612 A
- Street Scenes

Reason

To ensure that the development is carried out in accordance with the approved plans and in accordance with policies contained within the Joint Core Strategy

Condition 2

The emerging road and shared drive junction visibility splays shall be provided and maintained in accordance with plans 9140(H)-113(1E), 9140(H)-113(2D), 9140(H)-113(3D), 9140(H)-113(5A) as part of the estate road land clear of obstruction between 1.05m and 2m above carriageway level at the centre of accesses and between 0.6m and 2m above carriageway level at splay extents

Reason:

To reduce potential highway impact by ensuring that adequate visibility is provided and maintained and to ensure that a safe, suitable and secure means of access for all people that minimises the conflict between traffic and cyclists and pedestrians is provided in accordance with the National Planning Policy Framework paragraph 110 and Joint Core Strategy policy INF1.

Condition 3

The forward visibility splays shall be provided and maintained in accordance with plans 9140(H)-113(1E), 9140(H)-113(2D), 9140(H)-113(3D), 9140(H)-113(5A) as part of the estate road land clear of obstruction between 1.05m and 2m above carriageway level at the centre of accesses and between 0.6m and 2m above carriageway level at splay extents, with open space fronting plots 1 and 2 clear of vertical features between 0.6m and 2m high and 550mm wide except the retained tree.

Reason

To reduce potential highway impact by ensuring that adequate visibility is provided and maintained and to ensure that a safe, suitable and secure means of access for all people that minimises the conflict between traffic and cyclists and pedestrians is provided in accordance with the National Planning Policy Framework paragraph 110 and Joint Core Strategy policy INF1.

Condition 4

Details of tactile pedestrian crossings shall be submitted and approved by the Local Planning Authority in broadly as illustrated on plan GL/PL/01 Rev E 'tactile crossing points' submitted on the 11th July 2018 with a crossing generally between plots 28 and 74.

Reason

To ensure that the opportunities for sustainable transport modes have been taken up in accordance with paragraph 111 of the National Planning Policy Framework and the development is designed to give priority to pedestrian and cycle movements and provide access to high quality public transport facilities in accordance with paragraph 110 of the National Planning Policy Framework and policy INF1 of the Core Strategy.

Condition 5

The individual parking spaces / driveways shall provide and maintain emerging vehicle visibility splays extending from a point 2m back along the centre of the spaces/driveways measured from the carriageway / nearside vehicle track edge (the X point) to a point on the nearer carriageway edge of the public road 15m distant or to junctions or road ends in both directions (the Y points) on shared surfaces and 22m on roads with footways. The area between those splays and the carriageway shall be reduced in level and thereafter maintained so as to provide clear visibility between 1.05m and 2.0m at the X point and between 0.6m and 2.0m at the Y point above the adjacent carriageway level.

Reason

To reduce potential highway impact by ensuring that adequate visibility is provided and maintained and to ensure that a safe, suitable and secure means of access for all people that minimises the conflict between traffic and cyclists and pedestrians is provided in accordance with the National Planning Policy Framework paragraph 110 and Joint Core Strategy policy INF1.

Condition 6

The individual parking spaces / driveways shall provide and maintain emerging pedestrian visibility splays extending from a point 2m back along each edge of the access, measured from the carriageway edge, extending at an angle to 2m along the back edge of the footway or shared surface road edge, and the area between those splays and the footway shall be maintained so as to provide clear visibility at a height of 600mm above the adjacent footway level.

Reason

To reduce potential highway impact by ensuring that adequate pedestrian visibility is provided and maintained and to ensure that a safe, suitable and secure means of access for all people that minimises the conflict between traffic and cyclists and pedestrians is provided in accordance with the National Planning Policy Framework paragraph 110 and Joint Core Strategy Policy INF1

Condition 7

The ensuite window on the south elevation of plot 58 shall be fitted with obscure glazing and fixed shut/fitted with a restrictor in accordance with details which shall first be submitted to and approved in writing by the Local Planning Authority. The window shall thereafter then be maintained in accordance with the approved details.

Reason

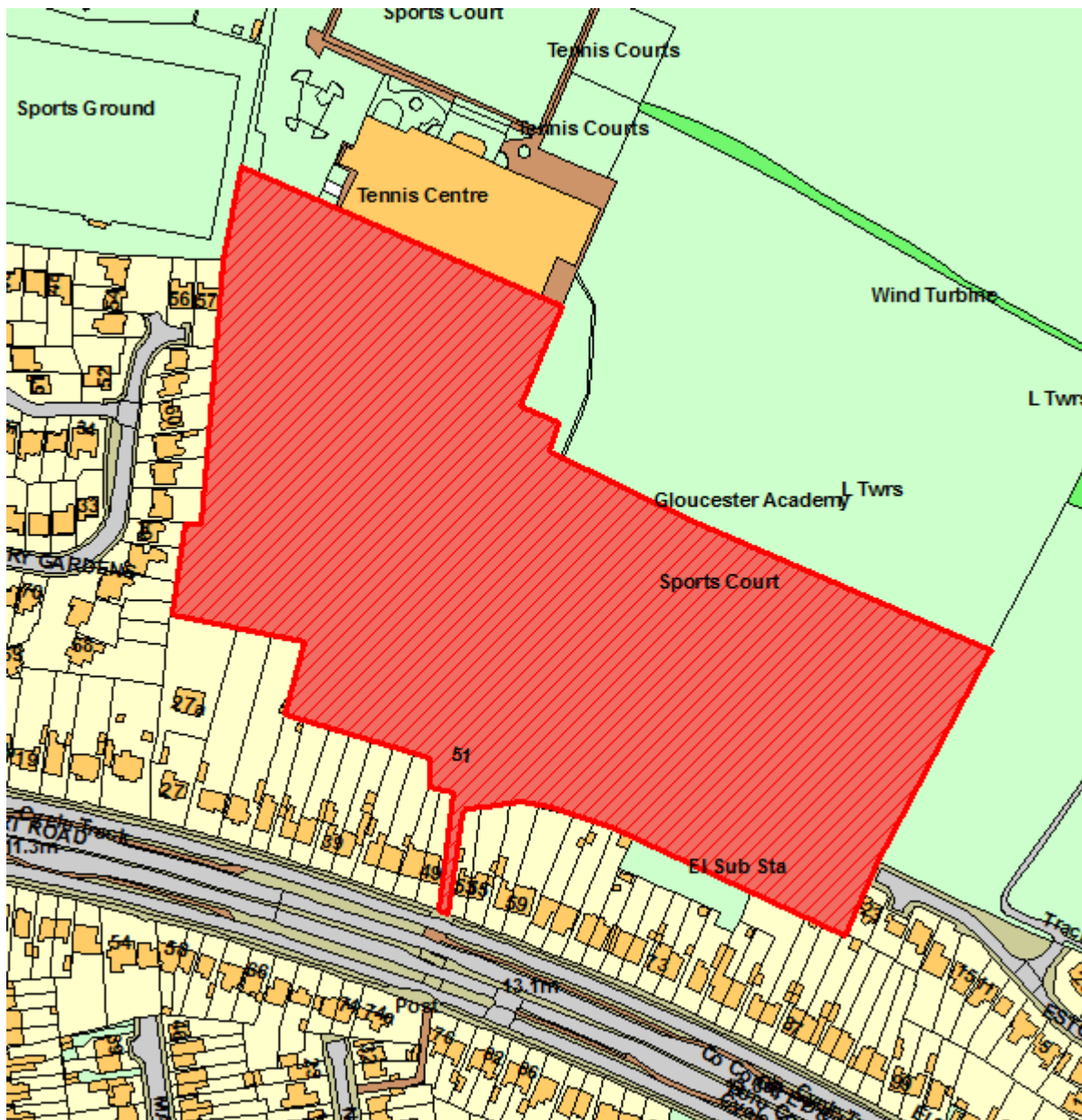
To safeguard the privacy of neighbouring property.

Person to Contact: Ron Moss (396835)

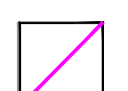

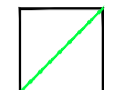
Planning Application: | 18/00347/REM

Address: | Former Gloucester Academy
Estcourt Close Gloucester
GL1 3LR

Committee Date: |





-  1.8m SCREEN WALL
-  1.8m TIMBER FENCE
-  0.5m TIMBER KNEE RAIL

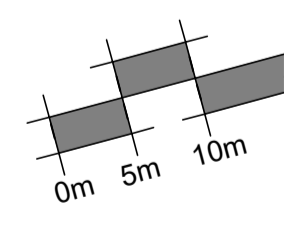
C - Updated to current Layout	LB	16.07.18
B - Updated to current Layout	SJ	20.06.18
A - Updated to current Layout	SJ	16.06.18

Rev	Description	Drawn	Date
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Project Title
 LAND TO REAR OF ESCOURT ROAD
 BISHOPS COLLEGE
 GLOUCESTER

Drawing Title
 Boundary Treatments Plan

Scale	Drawn By	Designer	Check	Engineer	Check
1:500@A1	SS				
	Date 02/2018	Date	Date	Date	Date
Job No.	Drawing No.	Revision			
-	GL/BTP/01	C			

Original Sheet Size A1