

GLOUCESTER CITY COUNCIL - DEVELOPMENT CONTROL

Committee:	Planning
Date:	4 th June 2019
Address/Location:	Land South Of Winneycroft Farm, Winneycroft Lane/ Corncroft Lane, Gloucester GL4 6BX
Application No:	18/01141/REM
Ward:	Matson & Robinswood
Expiry Date:	03.04.2019
Applicant:	Barratt BDW
Proposal:	Reserved Matters for 420 residential dwellings, public open space including two pitches ,allotments, community orchard, a community building, associated landscaping and noise bund, pursuant to Planning Permission 14/01063/OUT.
Report by:	Joann Meneaud
Appendices:	1. Site Location Plan 2. Planning layout

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The application site is of irregular shape and comprises 20 hectares of agricultural land, formerly part of Winneycroft Farm. It is located to the eastern side of Winneycroft Lane and runs eastward to the M5 motorway.
- 1.2 The northern tip of the site sits across Winneycroft Lane from the open space to the front of the flats at 20 Winneycroft Lane. The boundary of the site then runs along the road and in a southerly direction to opposite 60 Winneycroft Lane and just before the junction with Sneedhams Road. From here the site boundary runs along hedgerow lines to the fields to the rear of the residential properties The Chalet and The Villa on Winneycroft Lane and down to the motorway to the far tip of the southern boundary. The eastern boundary then runs adjacent to the M5 motorway and adjacent to the foot bridge over the M5. The site does not include the Winneycroft farm house and courtyard buildings or the fields immediately surrounding the buildings, as this northern boundary is set back, to the south of the farm complex.
- 1.3 The site has the benefit of outline planning permission, granted in February 2017, following the consideration of the proposals at a Public Inquiry following a non-determination appeal. The outline permission detailed solely the means of vehicular access to the site with all other matters reserved for future approval. This application comprises those reserved matters (appearance, landscaping, layout and scale). The application proposes the erection of 420 dwellings with 2 sports pitches, open space, allotments, community orchard and community building.
- 1.4 The application was originally presented to April Planning Committee however there were several matters still outstanding and therefore the application was deferred. The Committee minutes identify the outstanding issues and matters to be resolved are ecology, highways, provision of changing room facilities for females, measures to control sheep damage to the planting, the NEAP, drainage, design and alternative materials.

2.0 RELEVANT PLANNING HISTORY

Application Number	Proposal	Decision	Decision Date
14/01063/OUT	Outline application for the erection of up to 420 dwellings and community space / building as well as associated landscaping, public open space, access, drainage, infrastructure, earthworks and other ancillary enabling works.	Outline permission granted	24.02.2017
18/01127/FUL	Variation of Condition 26 (timing of highway improvements) of outline planning permission for up to 420 dwellings reference 14/01063/OUT	Pending consideration	
18/01142/CON DIT	Discharge of Condition 6 Phasing Plan, 7 Construction Method Statement, 10 Landscape Management Plan, 11 Boundary Treatments, 13 Ecological Management Plan, 17 Noise Mitigation (Residential Dwellings), 19 Noise Mitigation (External Areas), 21 Programme of Archaeological Work, 22 Risk Assessment and 33 Site Levels of Outline Planning Permission for up to 420 dwellings 14/01063/OUT	Pending consideration	

- 2.1 Members should note that an outline application for residential development (up to 210 dwellings) on land to the north and east of this site is also currently under consideration. This other application includes the land immediately around Winneycroft Farm (but does not include the house or buildings associated with the farm itself) and running along the boundary with Corncroft Lane and Winneycroft Lane and to the motorway to the east. For ease of reference and to prevent confusion between the two applications, this application for 420 dwellings on the bigger land parcel is informally known as “Big Winney” and the adjoining site with the smaller land parcel is known as “Mini Winney”. These informal names will be used within the report to provide clarity where necessary.

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)

Relevant policies from the JCS (Main Modifications) include

SD3 – Sustainable design and construction

SD4 – Design requirements

SD6 – Landscape
SD8 – Historic Environment
SD9 – Biodiversity and geodiversity
SD10 – Residential development
SD11 – Housing mix and standards
SD14 – Health and environmental quality
INF1 – Transport network
INF2 – Flood risk management
INF3 – Green Infrastructure
INF4 – Social and community Infrastructure
SA6 – Winneycroft Strategic allocation

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 states 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**

SPG1 Sustainable Urban Drainage Systems
SPG6 New Housing and Open Space

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** – Raised concerns with the design and layout with the scheme as originally proposed however following extensive negotiations and amendments are generally satisfied with the proposed details. Some conditions will be required.
- 4.2 **Urban Design Adviser** - Raised concerns with the design and layout with the scheme as originally proposed (relationships between properties , size of parking courts, parking not convenient for residents in some locations, lack of parking for the community facilities, too many units with integral garages poor design to the entrance of the site and the use of buff brick and the slate type tile are not appropriate in this location, better quality materials should be used) , but comments that amended plans have overcome many of the issues. Notes that different bricks have now been proposed however continues to raise concern with the slate style roof tile that is still proposed by the applicant
- 4.3 **City Archaeology Adviser** – No objections – archaeology is being dealt with by conditions on the outline permission
- 4.4 **Ecology Adviser**- Requested further information and this has now been submitted and is currently being considered – comments awaited
- 4.5 **Contaminated Land Adviser** – No objection
- 4.6 **Drainage Adviser** – Raised concerns with the originally submitted details however following detailed discussions resulting in significant changes to the proposals, now supports the drainage proposals stating that they provide suitable arrangements for the site itself and provide additional benefit in terms of the reduced flood risk along the Sud Brook. Some minor detail will be required by condition.
- 4.7 **City Centre Improvement Officer (Environmental Protection)** – Following the amended information raises no objection subject to further testing of mitigation measures prior to the occupation of the houses,
- 4.8 **Conservation Officer** – Raises concern with the proposed materials and suggests that these should be of higher quality.
- 4.9 **Open Space and Playing Pitch Adviser** – Raised some concern with the original proposals and requested some changes to the play areas, installation of additional fencing to open space areas to prevent vehicular access, clarification of footpath routes across shared surfaces and made suggestions in relation to links and planting. Confirms that all the issues of concern have now been addressed and raises no objection.
- 4.10 **Sport England** – Cannot support the proposed layout of the sports pitches or the internal layout of the building. Have requested further clarification on a number of issues.
- 4.11 **Historic England** – Do not wish to offer comments.
- 4.12 **Local Lead Flood Authority** – As they did not comment upon the outline application, they do not intend to comment upon these proposals.
- 4.13 **Stroud District Council** - The Council broadly supports previously allocated development to meet City housing requirements. Nevertheless, we would wish to see development contribute to place making which can support this District's communities and their aspirations particularly at Upton St Leonards with potential sports facilities and improved drainage aspects. This Council would wish to see continued dialogue on health and wellbeing as well as flood risk management, the layout and landscaping and green infrastructure are considered to accord with landscape character and biodiversity interests on this sensitive city fringe site.

4.14 **Gloucester Group of the Ramblers** - As a result of the additional details and revised footpath diversion plan dated 16/1/2019, we no longer have an objection to this proposal. As a result of the additional paths and links that have been provided a better network of off-road paths will now be available.

4.15 **Gloucestershire County Council Public Rights of Way Officer** – No objections in principle, discussions are continuing with the applicant and formal diversion orders would need to be applied for.

5.0 **PUBLICITY AND REPRESENTATIONS**

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

5.2 Five letters of objection have been submitted. Many of the issues raised are matters of principle and not relevant to this reserved matters application, such as additional traffic, litter being thrown from vehicles, affordable housing and infrastructure requirements. The relevant planning issues raised in respect of this application can be summarised as follows:

- Suggestion that the public footpath on adjoining land, should also be diverted as the new housing would be likely to result in additional use of the path which runs across land used for keeping horses, chickens and pigs.
- In times of heavy rainfall the road outside our property currently floods and the drainage is not sufficient to cope with the flow of water. The new housing will only increase the problem.
- Loss of privacy from extra cars queuing outside our property.
- Concerns as to how the proposal relates the neighbouring Matson housing estate.

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**

6.1 ***Legislative background***

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 partially saved 1983 City of Gloucester Local Plan. However, as outlined earlier, the 1983 Local Plan is considered to be out-of-date.

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

- The principles established at the outline stage
- Design, layout and landscaping
- Highway issues
- Residential amenity

- Drainage and flood risk
- Open Space, Recreation, Education and Community Facilities

Principles of the Outline Permission

- 6.5 The site (together with the adjoining site) forms part of a strategic allocation (Policy A6 Winneycroft) identified within the JCS for at least 620 homes. Additionally, the site has the benefit of outline planning permission for up to 420 dwellings granted in February 2017. The principle of residential development of the site is therefore established by both these factors.
- 6.6 Condition 5 of the outline permission requires that the reserved matters applications broadly comply with the principles established in the illustrative plans and the design and access statement which accompanied the application. The principles of the road layout, housing areas and open space areas are set down on the indicative masterplan.
- 6.7 The outline permission is subject to a number of conditions that require the submission of further details. Many of those details are also required/included as part of this reserved matters application and relate to issues including phasing, ecology, drainage, noise attenuation, etc. The applicant has also submitted a separate application to deal with the discharge of the relevant conditions.
- 6.8 The outline permission is also subject to a number of planning obligations including the provision of open space and community facilities, and transport improvements, both of which are discussed later in the report. Additionally, the outline permission secured financial contributions towards education and library provision. No affordable housing was required under the outline permission.
- 6.9 The applicant has submitted a phasing plan indicating that the development would be undertaken in five phases, with the first phase being the land fronting onto Winneycroft Lane and including both access points. Development would then continue towards the eastern boundary as phase two, with the southern area including the sports area, allotments and community building, and surrounding residential properties, being within the third phase and the final phases being the proposed residential area to the western side of the site.

Design and Layout

- 6.10 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 requires all developments to demonstrate how they contribute to the principles of sustainability, Policy SD4 sets out requirements for high quality design, Policy SD6 requires development to protect or enhance landscape character while Policy SD10 requires housing of an appropriate density, compatible with good design, the protection of heritage assets, local character and compatible with the road network.
- 6.11 In accordance with the requirements of the outline permission, the layout is designed with the principal access into the site via a new roundabout from Winneycroft Lane, with a loop road through the site exiting at a second access junction at Winneycroft Lane close to its junction with Sneedhams Road. The loop road is designed with footpaths and the linking roads designed as either roads with footpaths, shared surfaces or private drives.
- 6.12 The proposed dwellings are all houses of either two or two and a half storey and of two, three or four bedrooms. Whilst this is at variance to the design and access statement submitted with the outline application, which referred to some three storey buildings and some apartments and a mix of house types ranging from one to five bedrooms, the mix was not fixed at the outline stage and does not fall to be considered as part of the reserved matters application.
- 6.13 The house designs are standard and typical of modern residential developments. Twelve

different house types are proposed and on the whole these designs follow similar design principles including projecting porch canopies, some double fronted, some projecting gables, some dormers and some roof lights. The applicant is proposing that the houses would be constructed of bricks with tiles to the roof. Eighteen houses are proposed to be painted white and originally two shades of red brick and a buff brick were originally proposed. Concerns have been raised by Officers in relation to the materials and this was a matter referred to in the previous meetings minutes as needing to be resolved. Buff bricks are not generally considered in keeping with the rich red and orange bricks that are characteristic of Gloucester's heritage. Winnycroft farmhouse is red brick with a plain tile roof and the surrounding houses and flats to Winnycroft Lane are predominantly light-coloured render. Officers do not consider that there are any references within the immediate surroundings that would indicate that a buff brick is appropriate in this location. The applicant is no longer proposing buff bricks and instead proposing three red bricks of varying shade. It is considered that these will provide some variation to the house designs and are considered to be acceptable. Officers have also raised concern with the proposed slate style grey roof tile, whilst considered to be an acceptable colour, it is considered to be too big and bulky for buildings of the scale proposed. The applicant has stated that the proposed tile is the best from their material portfolio in terms of its size and minimal profile and have no better alternative tile that they could put forward for consideration. Whilst government guidance is that conditions should be agreed where possible there is no requirement for this and therefore it is considered that alternative materials can be required by imposing an appropriately worded planning condition.

- 6.14 All properties are proposed to have two or more car parking spaces which in some cases includes the garage. However, the garages are of a larger size and measure at least 6 metres by 3 metres internally and are therefore of sufficient size to accommodate a car. Some of the house types are designed with integral garages which also generally have two parking spaces. Some other house types have a detached garage and one or two additional spaces. Overall the properties have two car parking spaces or have a garage and at least one space, and in many instances two spaces.
- 6.15 For many houses, parking is provided on or adjacent to the plot, however there are some instances where this has not been achieved. There have been changes to the scheme to address Officers request to provide parking that is as convenient as possible to future residents and a large parking court previously proposed has now been removed from the scheme and the layout re-designed. However, there are a couple of instances where parking is provided in parking areas to the rear of properties serving four houses. There are also a number of areas where parking is provided in rows to the front of houses and this does result in parking being very prominent in the street scene, although the applicant has also introduced some landscaped strips between parking spaces to try and break up the mass of parking. The applicant has demonstrated that the layout provides for the required level of visitor parking.
- 6.16 The proposed layout is quite tight knit in some areas and more spacious in others. This does reflect the character areas as set down in the outline Design and Access Statement. On the whole, back to back distances are 20 metres or more. The applicant states that the distances are as a result of some of the land parcel widths of the developable area and also the requirement to provide parking to the front which then determines the set back of the house from the road. The layout also provides a range of garden sizes and shapes, with the smallest being just over 7 metres in depth. There are a number of instances where all or most of a side or rear garden boundary is flanked by a garage and a couple of dwellings where their siting has the potential to be quite overbearing to its neighbour. Whilst these relationships are unfortunate, on balance and given that there would be a degree of "*caveat emptor*" the proposed layout is considered acceptable in this respect.
- 6.17 The scheme is designed with housing facing the entrance road at the new roundabout and also housing facing onto Winnycroft Lane. Along Winnycroft Lane the proposed housing

comprises two and two and a half storey dwellings and is set back from the road with a footpath link, open space and planted areas. This should provide for an attractive view along the street scene and the range of storey heights and positioning reflects the variety of heights and siting of existing buildings to the other side of the road.

- 6.18 Additionally, within the development, in most cases, the houses provide active frontage to, and directly overlook the open space areas.
- 6.19 Whilst there are some outstanding concerns with the design and layout in some areas which have not been fully addressed, other areas within the layout are better quality and would provide a sense of place, would be safe and would provide attractive environments for future residents, particularly given the high level of open space, both in terms of the amount of space and also the variety and quality of those proposed areas. On this basis, Officers conclude that the design and layout of the scheme as proposed, is acceptable.

Highway Issues

- 6.20 The NPPF requires that development proposals provide for safe and suitable access for all. Policy INF1 of the JCS requires safe and accessible connections to the transport network.
- 6.21 A full assessment of the impact of the development of this site upon the local highway network was undertaken at the outline stage. It was concluded that the traffic could be safely accommodated upon the local highway network although some improvements and works were required by condition and by provisions within the Unilateral Undertaking. These included works to the Norbury Avenue signalised junction and a financial contribution towards the provision of a right-hand turn holding lane at the junction of Painswick Road and Corncroft Lane. Also required is a new bus shelter at the existing bus stop in Matson Lane between its junction with Gatmeres Road and Caledonian Road and pedestrian crossing improvements along Matson Avenue.
- 6.22 The principle of the two new vehicular accesses into the site are set within the outline permission. The main access into the site would be via a new roundabout located opposite the flats 32 and 34 Winnycroft Lane. An additional access is proposed as a new junction opposite houses at 50 – 60 Winnycroft Lane. There are no vehicular links proposed to the adjoining site at Mini Winney, however pedestrian links are demonstrated and required both by condition and by the JCS strategic allocation policy. Therefore, the assessment of the highway impact for this application, relates primarily to the detail of the layout, design and parking provision of the scheme as proposed.
- 6.23 As stated earlier, discussions on the scheme design have been extensive and the Highway Authority have been fully involved in these. The Highway Authority raised a number of concerns with the proposals and various amended plans together with a road safety report, have been submitted to address these issues.
- 6.24 In relation to parking provision, the Highway Authority consider that the level of spaces for residential properties is suitable to meet estimated demand and note that there are additional opportunities for informal on street parking at safe and suitable points along the roads and also within lay-bys. Additionally, they are satisfied that the increased level of parking now proposed to serve the community building, pitches and allotments, should also be suitable to meet estimated demand.
- 6.25 The Highway Authority also note that the development does not currently include the introduction of a bus service, however Officers have negotiated amendments to the layout to ensure that the road layout is suitable for a bus should such provision be required in the future.
- 6.26 Overall the Highway Authority are now satisfied that the design of the layout is generally

acceptable to allow for reserved matters approval to be granted. Some further detail will be required at the “highway technical approval” stage and some minor changes may be required. Should these result in material changes to the layout then further planning consent may be required. Conditions would need to be attached to any approval to require details of verge build outs and restrictions on the height of garden enclosures for some plots where visibility splays need to be protected. The Highway Authority has also requested a condition requiring electric vehicle charging points where dwellings have on-plot parking however it is not considered that such a condition can be imposed at reserved matters stage.

6.27 JCS policy SD4 and INF3 promotes well designed development with layouts that are easy to navigate, have links to green infrastructure and legible routes linking in with wider connections. There are a number of public footpaths crossing the site including the Glevum Way. The footpaths provide access to the motorway foot bridge and across the site to the adjoining Mini Winney site and to the land to the south accessed from Winnycroft Lane. The applicant has submitted details of the suggested new routes for the public footpaths, although it should be noted that these would need to be subject to a subsequent footpath diversion order. Additional pedestrian links have also been proposed following suggestions by Officers and the Highway Authority. The links now provide a number of routes across and throughout the site and should provide a choice of convenient and safe routes for the community. The Gloucester Ramblers Association have advised that they consider the proposed alternative routes for the public footpaths to be acceptable.

Residential amenity

6.28 Paragraph 17 of the NPPF provides that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. This is reflected in Policy SD4 and SD14 of the JCS which require that new development must cause no harm to local amenity including the amenity of neighbouring occupants. Policy SD14 also requires that new developments are of an acceptable environmental quality, including levels of noise.

6.29 Given the location of the site on undeveloped land, it has no boundaries with adjoining residential properties. The proposed built form is set back where it fronts onto Winnycroft Lane and would have an acceptable relationship with existing dwellings to the opposite side of the road although it would obviously result in a change to the outlook from these properties. Additionally, the outline permission includes conditions that seek to reduce the impact of the development upon the general amenity of the local area during the construction phase including restricting working hours and deliveries and requiring wheel washing and other measures to control dust and dirt arising from the development.

6.30 The site is affected by noise from traffic travelling along the M5 and to a lesser extent by traffic noise from Winnycroft Lane and it was established at the outline stage that mitigation would be required to ensure that properties would not be subject to unacceptable levels of noise within the houses and within their garden areas.

6.31 The proposed mitigation comprises a number of elements. To the south western end of the site between the proposed pitches and motorway, a three metre high bund is proposed. This ends just to the south of the entrance to the pedestrian bridge over the M5 and then a three metre high wooden acoustic fence is proposed. The fence then continues along the total length of the eastern boundary adjacent to the M5. In a couple of areas, public footpath access is required and there are two breaks in the fence to allow routes through. At these points the fence is set in a stagger and overlapping to prevent noise penetrating through the gap. Planting is proposed to the mound and to the front of the fence. A short section of 2.2 metre and 2.5 metre high fencing is required along the boundary with the Mini Winney site at the eastern corner of the site and two houses in this area also require 2.2 metre high acoustic fencing to their garden boundaries. Further mitigation is achieved through the use of sound reducing

glazing, ventilation and building fabric and will be applied to properties on the northern, eastern and southern boundaries of the development.

- 6.32 The City Environmental Improvement Officer is satisfied that the mitigation proposed would ensure that new residents are not subject to unacceptable levels of noise but does still require that further testing is undertaken prior to occupation of the houses to ensure that the mitigation has been successful. This can be secured by an appropriate planning condition.

Drainage and flood risk

- 6.33 The NPPF requires that development is directed to the areas at lowest risk of flooding, that new development should take the opportunities to reduce the causes or impacts of flooding, should not increase flood risk elsewhere and take account of climate change. Policy INF2 of the JCS reflects the NPPF and requires the use of sustainable drainage systems.
- 6.34 The drainage proposals comprise a SuDS system and includes the creation of balancing ponds adjacent to the watercourse (which is a tributary to the Sud brook) that runs across the full width of the site, from the western to the eastern boundary, together with two swales to be constructed within the linear open space proposed in the centre of the site. The ponds are designed to hold surface water and control the flow of water before discharge. Additionally, some underground tanks are proposed to be installed to also store surface water.
- 6.35 The Council's Drainage Adviser was originally concerned with the design and form of the balancing ponds particularly in relation to their steep slopes and engineered appearance, the resulting increase in ground levels around the watercourse and the fact that the ponds were to be elevated above ground level and therefore bunded (if the bunded area was to fail, this would result in significant flood risk). The drainage proposals have been subject to considerable discussion and amendment since the original submission. The scheme now proposes one less balancing pond (so three in total) and more underground storage, which results in more usable open space within the central area adjacent to the Sud Brook tributary. Additionally, the ponds have been re-designed to reduce bunding, overall depths and steep slopes, and are now proposed with a more natural appearance.
- 6.36 Officers and the applicant have also met with the Environment Agency to secure further betterment through a reduction in flood risk downstream, and the applicant has now achieved this within their amended proposals. This is achieved through an increased level of water storage in the floodplain areas to either side of the watercourse, which in turn would result in slower/restricted flows into the downstream catchment, subsequently reducing flood risk further downstream the Sud Brook. Precise details of the culvert carrying the Sud Brook tributary beneath the new access road, and details of some in-channel flow restrictors can appropriately be dealt with by condition.
- 6.37 Foul water is proposed to be directed to a pumping station located on the open space to the northern end of the site adjacent to the eastern boundary and this would then be pumped to the public sewer network within Winnycroft Lane. Details of the pumping station have now been provided by the applicant and this includes a planting scheme which will help to screen its utilitarian appearance in the area of open space.
- 6.38 The Drainage Adviser now supports the drainage proposals stating that they provide suitable arrangements for the site itself and provide additional benefit in terms of the reduced flood risk along the Sud Brook.

Open Space, Recreation and Community Facilities

- 6.39 The NPPF provides that the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities Policies INF3, INF4 and INF6 of the JCS require new residential developments to provide for any additional infrastructure and

community facilities required to serve the proposed development. Policies OS.2, OS.3, and OS.7 of the 2002 Plan set out the council's requirements for open space.

- 6.40 The principles of the layout are set by the outline permission and supporting documents, which clearly identify the proposed areas of open space and community use. Overall the scheme provides a high proportion of open space with a variety of uses.
- 6.41 A large area of open space is proposed to the northern side of the main access road at the entrance to the site. This runs back into the site, across to the eastern boundary and then links into the open space containing the balancing ponds running across the full width of the site along the route of the Sud Brook. A linear open space then runs from the bottom pond down to the community facilities and sports pitches to the southern tip of the land.
- 6.42 A small area of open space is proposed around the second access road and four other open space areas are scattered across the development, each providing an attractive setting to retained trees. The Open Space Adviser has suggested that some additional fencing was required to some of the open space area boundaries, to prevent vehicular access and parking. Amended plans have now been submitted to address this and a condition will be required to ensure that these are maintained and in place throughout the life of the development.
- 6.43 The scheme proposes an adult and a junior pitch to be located in the south western corner of the site and these are separated from the motorway by the three metre high noise bund. Five metre high ball stop fencing is proposed to the southern end of the pitches which is proposed to be sited to the front of the noise bund.
- 6.44 A play area is proposed adjacent to the junior pitch and includes six pieces of equipment, picnic benches and also includes a circular hard surfaced area for play. A smaller play area is proposed on the area of open space closest to the entrance of the site at Winnycroft Lane, providing five pieces of equipment and designed to cater for younger children. Changes to these areas have been made following the issues raised by the Open Space adviser and are now considered acceptable.
- 6.45 A multi-use games area (MUGA) is proposed on land between the junior pitch and the community building. This would be 800 square metres in area and enclosed by 2.1-metre-high fencing with goal ends increasing up to 3.1 metres. No lighting is proposed, and it would be in excess of 30 metres distant from the nearest residential boundary. This meets the relevant guidance and is considered acceptable in terms of residential amenity.
- 6.46 The attractive and mature trees within the existing field boundary are proposed to be retained and together with additional planting provide an attractive feature and screen between the housing and the sports and play facilities. However, in terms of community safety, there would still be some natural surveillance to the community building, car park and allotments from surrounding houses
- 6.47 The proposed community building is a requirement of the outline planning permission and the design parameters are set down within the Unilateral Undertaking. It is proposed to be sited to the southern end of the site close to the area of trees at the bottom of the pedestrian bridge over the M5 motorway.
- 6.48 The proposed building is just over 11 metres square, is single storey and is designed with a hipped roof to a total height of 6.4 metres. It provides two team changing areas, an officials changing area, a kitchen, store, a club/committee room, separate male and female toilets and a disabled toilet which is also directly accessible from outside (this is required by the Unilateral Undertaking and designed to also allow for use by allotment holders when the building is not open).

- 6.49 The building proposes two separate changing areas, to accommodate up to 14 people in each. Each changing room could accommodate a “home team” and an “away team” or accommodate male players or female players. There is one changing area for officials, which would not be gender specific.
- 6.50 The community building is provided with a car park of twenty-three spaces which would also serve the allotments and sports pitches. The car park has been increased in size from the original submission and some additional visitor parking provided on the nearby roads to cater for further parking demand for this community provision. It is also now proposed that lighting would be provided to the car park and a condition would be required to ensure that the lighting is in place before the car park is operational.
- 6.51 The Unilateral Undertaking does require the community building to provide some storage for the allotments. However, to provide closer and more convenient storage for the allotment holders, the applicant is proposing to install a shed within the allotment area instead. This allows for the storage within the building to be used solely by those using the building and sports pitches (ie for balls, nets, chairs etc). It is considered that this is an acceptable alternative, although it would require a formal variation to the Unilateral Undertaking.
- 6.52 The allotment area is proposed to the east of the community building between the housing and the motorway and complies with the requirements set down within the Unilateral Undertaking. The total area provided comprises 0.2 hectares and would provide two raised beds and 12 plots, eleven of which would be 125sqm in area, and one would be slightly larger. The area would be fenced with two entrance gates and laid out with a central access way with the plots positioned either side of the access way. A timber shed approximately 3 metres by 4.8 metres is to be sited close to the entrance and provide communal storage for allotment holders.
- 6.53 Further to the east of the allotments and close to the boundary with Mini Winney, a community orchard is proposed, and this would be planted with apple, pear and plum trees.
- 6.54 The applicant has advised that they are not intending to transfer any of the open space or community facilities to the City Council to maintain in the future, but propose to set up a management company to do so.
- 6.55 The comments and questions that have been raised by Sport England are noted. Some of these have been clarified and addressed through the submission of further information. The issue of female changing facilities was raised by Members at the April Planning Committee. The two changing rooms could be flexibly used and could accommodate either home or away teams or be gender specific, depending on the particular requirements and needs of the users at any given time.
- 6.56 Additionally, the community building was designed in accordance with the Sports England design advice for multi-use community buildings that was in place at the time of the assessment of the outline application. It is noted that a similar design/facility building is still promoted within the current Sports England design guidance, however this does not include any changing facilities for officials.
- 6.57 Officers consider that the community building has been designed to have some flexibility as to its future use and that the facilities to be provided should meet the needs of future users. As the parameters for the building are set by the outline permission and an indicative layout included within the Unilateral Undertaking, it would be outside of the remit of the reserved matters application to require any significant changes, additional facilities or provision within the building.

- 6.58 It is therefore concluded that open space areas and community facilities comply with the requirements of the outline permission and Unilateral Undertaking and would provide for a good level of community facilities, both formal and informal recreation and an attractive setting to the adjoining residential development.

Trees

- 6.59 The development of the site would result in the loss of some trees and some field boundary hedges. This was detailed on the landscape masterplan submitted with the outline application and therefore the principle is established by that permission. There are 16 trees on the site protected by a Tree Preservation order and comprise oaks, ash and a field maple. All these trees are to be retained. There are a group of seven oaks and one field maple located towards the southern part of the site and their position between the housing and the sports area would provide a screen and attractive setting to the two areas. Additionally, the five oak trees located close to Winnycroft Lane are to be retained within areas of open space. The remaining protected oaks that are dotted across the site are also to be retained and the layout provides open space around them, an approach which is welcomed and gives appropriate space to these high quality and mature trees. A couple of the veteran oaks have typical characteristics of retainable deadwood and cavities which has benefits for wildlife and at Officers request the applicant is now proposing some fencing around the trees so as to restrict public access within the immediate vicinity of the trees. There is no objection to the other trees that are being removed given their value and/or condition (subject to the comments of the ecology adviser) and an appropriate amount of additional planting is proposed across the scheme.

Potential Impact from Sheep

- 6.60 The potential impacts from the free roaming sheep was a concern raised at April Committee. Officers have discussed this concern with the City Improvement Officer and he has advised that he is not aware of any complaints being made to the Council, within the last five years, regarding the presence of sheep in the area and any conflicts with the existing housing development.

The applicant has provided the following statement in relation to this issue:

- *“the replacement hedgerow planting to the site frontage (Winnycroft Lane) has been specified as a mix of transplants (typical small sized stock) and feathered stock (larger sized stock) to provide a strong robust boundary from day one in conjunction with the existing hedgerow. The hedgerow is also supported/strengthened by a 2 line wire supportive fence running through the centre of the hedge to provide additional protection from potential trampling/damage.*
- *Furthermore, with regard to damage by consumption of the planting by the sheep, by nature sheep will eat anything green but, importantly, are also regularly enclosed by native mixed species hedgerow like the hedgerows we have proposed to the site frontage. The use of hedging such as that proposed on this site reflects traditional boundary treatments used by farmers (if not using fencing etc).*
- *The on-plot landscaping consists of ornamental shrubs that sheep are unlikely to see as particularly ‘good eating’, and with the proximity to the houses themselves are unlikely to be massively attractive for the sheep to venture towards.*
- *Sheep like to graze so would be more inclined to chew on the grass and associated forbs rather than shrubs or hedgerows Barratt Homes may plant. The do like new shoots from trees but the new trees we have proposed to the site frontage have a 1.8-2m clear stem so the canopies will be out of reach.*
- *In summary, other than fencing all landscaped areas off which I would disagree with and suggest it would look very strange, our scheme offers a considered and robust landscape treatment to the site and its frontage. Should local sheep access the site they are more likely to graze beneath the existing trees than trample, eat or destroy the proposed landscaping scheme.”*

- 6.61 Officers have also discussed with the applicant whether formal measures should be provided to prevent sheep gaining access into the development. Ultimately this would require the installation a cattle grid at the main entrance to the site at the new roundabout, another cattle grid at the secondary access further along Winnycroft Lane, together with fencing and pedestrian gates to the pavements and footpath links along Winnycroft Lane. It is considered that such measures would not be practical, would create a negative and closed in feel to the development and would not assist in the integration of the new development into the existing community.
- 6.62 In this respect, Officers conclude that it is neither practical nor desirable to provide physical barriers to prevent the sheep accessing the development site and accept that the proposed hedge to Winnycroft Lane has been designed to be robust and “unappealing to the sheep”.

Ecology

- 6.63 The potential impact upon ecology was fully considered at the outline stage and the outline permission includes conditions requiring a site wide, and phase specific, ecological management plan including up to date surveys, details on how protected species will be safeguarded and proposals for habitat creation, enhancement and restoration. Information has been submitted by the Applicant to satisfy the ecology conditions and this will be dealt with separately from the current reserved matters application. The Council’s Ecological Advisor has been consulted on the current application and has reviewed the proposed layout. The Ecological Advisor is happy that the current proposed layout would not affect the developer’s ability to carry out the ecological mitigation being proposed and there is therefore no objection to the reserved matters application on ecological grounds.

Landscape Impact

- 6.64 The impact of the development upon the landscape character of the local area, and in particular the views to and from Robinswood Hill and the adjoining land to the east within the designated Area of Outstanding Natural Beauty were fully considered at the outline stage.
- 6.65 The provision of a buffer to the western edge and the location of the sports pitches providing a transition area between the adjoining open countryside and the built form of the new residential development were agreed principles, designed to reduce the visual impact of the development when viewed from the AONB and from Robinswood Hill. At that time the assessment also took account of new buildings on the site being of up to 3 stories, however the proposal only contains buildings up to 2 and half storeys and no three storey development is now proposed.
- 6.66 As the reserved matters details follow the principles set down at the outline stage and complies with the agreed parameters for the location of the built form and open space, and the overall mass and heights of buildings, Officers consider that the proposal is acceptable in terms of its scale and appearance in relation to the adjoining Area of Outstanding Natural Beauty.

Heritage

- 6.67 The site forms part of the agricultural land associate with Winneycroft Farm. The farmhouse and adjoining buildings are Grade II Listed. This site is separated from the listed farm complex by the adjoining Mini Winney site, which completely surrounds the farm complex to the western side of Corncroft Lane.
- 6.68 As the reserved matters details follow the principles set down at the outline stage and complies with the agreed parameters for the location of the built form and open space, and the overall mass and heights of buildings, Officers consider that the proposal is acceptable in terms of its scale and appearance in relation to the listed farm complex. However, the Conservation Officer has raised concerns with the proposed materials and Officers share these concerns in relation

to the slate style roofing tile proposed to be used. As stated earlier in the report it is proposed that details of an alternative roof tile would be required by condition.

Conclusion

- 6.69 This reserved matters application has been considered in the context of the policies and guidance referred to above and to the parameters and requirements set by the outline planning permission and planning obligations.
- 6.70 In relation to design and layout matters, it is considered that the scheme as now proposed has addressed many of the concerns with the originally submitted layout. There would be close relationships between some properties; some gardens are small and of irregular shape. The proposed layout means that parking dominates the street scene in some areas and the slate style roof tile is not considered appropriate. However, Officers have concluded that, on balance, the detail of the design and layout is acceptable and appropriate materials could be secured by condition.
- 6.71 The proposed road layout is now considered acceptable from a highway safety viewpoint and parking provision is considered appropriate for both future residents, visitors and those using the community facilities.
- 6.72 The proposed footpath diversion routes provide acceptable alternatives and with the road and footpath layout and additional pedestrian links now proposed, would provide for good levels of permeability across and through the site, and to the adjoining site of Mini Winney.
- 6.73 The detailed proposals for the two sports pitches, play areas, community building, allotments and community orchard follow the requirements set by the outline permission, and would provide a good standard of facilities for future residents. The open spaces within the development would provide for informal recreation, benefit ecology and provide for an attractive setting to the houses. The retention of the best trees on site and new landscaping would also add to the setting of the overall development and benefit ecology.
- 6.74 The proposed measures to protect future occupants from noise are acceptable and would be subject to further testing prior to the occupation of the houses to ensure acceptable standards of living for new residents.
- 6.75 Drainage matters are now resolved, and the scheme would provide suitable arrangements for the site itself and provide additional benefit in terms of the reduced flood risk along the Sud Brook.
- 6.76 In conclusion, Officers consider that the scheme complies with the principles set by the outline permission and would provide a generally attractive future residential development, with good quality and varied open spaces of different character together with community provision to meet the needs of future residents. In light of the above, it is recommended that approval of the reserved matters should be granted.

7.0 RECOMMENDATION OF THE CITY GROWTH AND DELIVERY MANAGER

- 7.1 That **APPROVAL** be granted subject to the following conditions:

Condition 1

Notwithstanding the submitted plans the development hereby permitted shall be carried out in accordance with details of the verge build-outs between the footways and carriageways which have first been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure a suitable estate road arrangement is provided to minimise conflicts

between site road users in accordance with National Planning Policy Framework paragraph 108 and 110.

Condition 2

The forward visibility splays illustrated on plan 21099_02_010_002.1 Rev M shall be provided and maintained so as to provide clear visibility between 0.6 and 2.0m above the adjacent carriageway level except 10m forward visibility splays shall be extended to 18m.

Reason:

To avoid an unacceptable impact on highway safety by ensuring that adequate visibility is provided and maintained to ensure that a safe, suitable and secure means of access for all people that minimises the scope for conflict between traffic and cyclists and pedestrians is provided in accordance with paragraphs 108 and 110 of the National Planning Policy Framework.

Condition 3

The vehicular accesses hereby permitted shall not be brought into use until the visibility splays illustrated on plan 21099_02_010_002.1 Rev M extending from a X points back along the centre of the accesses to points on the nearer carriageway edge of the public road in both directions (the Y points) have been provided. 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 points and between 0.6m and 2.0m at the Y points above the adjacent carriageway level (except vertical features less than 500mm in diameter).

Reason: To avoid an unacceptable impact on highway safety by ensuring that adequate visibility is provided and maintained to ensure that a safe, suitable and secure means of access for all people that minimises the scope for conflict between traffic and cyclists and pedestrians is provided in accordance with paragraphs 108 and 110 of the National Planning Policy Framework.

Condition 4

Notwithstanding the submitted plans, vertical features to frontage, side and rear beyond dwellings and rear gardens up to adjacent carriageways shall be no more than 1m in height, with the exception of plots 12, 17-20, 27,31, 38, 42-45, 49-52, 58, 61-63, 66, 83, 91-96, 87-100 107, 108, 110-113, 115-118, 126, 143, 146, 149, 150, 153-156, 159-162, 168, 173, 177, 180, 189, 196, 197, 202, 215, 220, 239, 261, 264, 269, 274, 278,-280, 287-291,298, 299, 303, 306, 310, 319, 321, 327, 330, 335, 347-349, 374, 379, 388, 391, 417-418 for which vertical features to frontage, side and rear beyond dwellings and rear gardens up to adjacent carriageways shall be restricted to no more than 600mm.

Reason: To avoid an unacceptable impact on highway safety by ensuring that adequate visibility is provided and maintained to ensure that a safe, suitable and secure means of access for all people that minimises the scope for conflict between traffic and cyclists and pedestrians is provided in accordance with paragraphs 108 and 110 of the National Planning Policy Framework

Condition 5

The vehicle accesses hereby permitted shall not be brought into use until the pedestrian visibility splays generally illustrated on plan 21099_02_010_002.1 Rev M have been provided. The visibility splays so provided shall thereafter maintained so as to provide clear visibility at a height of between 600mm and 2m above the adjacent footway level or shared surface carriageway level.

Reason: To avoid an unacceptable impact on highway safety 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 scope for conflict between traffic and cyclists and pedestrians is provided in accordance with paragraphs 108 and 110 the National Planning Policy Framework.

Condition 6

Notwithstanding the submitted details no development above damp proof course level shall be carried out until details of the proposed roofing materials have been submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure the proposed dwellings have an acceptable appearance in the interests of visual amenity.

Condition 7

Notwithstanding the submitted details, no development hereby approved shall be carried out until precise details of the proposed culvert carrying the Sud Brook beneath the proposed new access road shall be submitted to an approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the details so approved.

Reason: To ensure the development would have an acceptable impact on the water environment.

Condition 8

Notwithstanding the submitted details, no development hereby approved shall be carried out until precise details of the proposed in-channel flow-restrictors. The development shall be carried out in accordance with the details so approved.

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Planning Application: | 18/01141/REM

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Committee Date: | 4th June 2019

