

# GLOUCESTER CITY COUNCIL - DEVELOPMENT CONTROL

Committee:	Planning
Date:	2 <sup>nd</sup> April 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:	22.01.2019
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:	<ol style="list-style-type: none"><li>1. Site Location Plan</li><li>2. Planning layout</li></ol>

## 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.

## 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 /	Outline permission granted	24.02.2017

	building as well as associated landscaping, public open space, access, drainage, infrastructure, earthworks and other ancillary enabling works.		
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** – Still some concerns with elements of the design and layout at this stage as all the outstanding matters have not been resolved.

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 however materials are still not acceptable

- 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 is currently being considered – comments awaited
- 4.5 **Contaminated Land Adviser** – No objection
- 4.6 **Drainage Adviser** – Currently objects to the proposals. Comments upon the amended proposals are awaited.
- 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** – Generally the proposals are acceptable however does suggest some minor changes to the play areas, installation of some fencing to open space areas to prevent vehicular access , clarification of footpath routes across shared surfaces and makes suggestion in relation to links and planting.
- 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 also form 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 these 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, 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 area to the western side of the site.

#### ***Design, Layout and Landscaping***

- 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 to both sides 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. Two shades of red brick and a buff brick are proposed and 18 houses are proposed to be painted white. Concerns have been raised by Officers in relation to the materials. Buff bricks are not generally considered in keeping with the rich red and orange bricks that are characteristic of Gloucester's heritage. Winneycroft farmhouse is red brick with a plain tile roof and the surrounding houses and flats to Winneycroft 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. Additionally the proposed slate style grey roof tile, whilst considered to be an acceptable colour, is considered to be too big and bulky for buildings of the scale proposed. The applicant is not prepared to negotiate on the proposed materials. 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 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. It is understood that the applicant has demonstrated that the layout provides for the required level of visitor parking but confirmation is awaited from the Highway Authority.
- 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 its position 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 this basis, and on balance, 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 a 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 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 raise a number of concerns with the proposals and their latest formal comments conclude that their recommendation would be to refuse the application (comments dated 26<sup>th</sup> February). Of particular concern to the Highway Authority are the remote parking courts, lack of parking to the community building, swept path tracking, lack of traffic calming, forward visibility splays are obstructed, pedestrian safety on shared surface roads, lack of electric vehicle charging facilities and the fact that some pedestrian routes do not follow desire lines. The applicant is not proposing to provide infrastructure to facilitate electric vehicle charging and this cannot be required at reserved matters stage. Some of these issues (the removal of the largest parking court, the provision of additional parking to the community building and the introduction of additional links across the site) have been the subject of amendments in the latest set of amended plans but other matters are still subject to further discussion and at the time of writing the report, there are outstanding highways matters in respect of the suitability of the proposed layout which have not been resolved. **An update will be provided at Committee.**
- 6.24 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 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***

- 6.25 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.

- 6.26 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.
- 6.27 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.
- 6.28 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 3 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 Mini Winney 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.
- 6.29 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.

#### ***Drainage and flood risk***

- 6.30 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.
- 6.31 The drainage proposals comprise a SuDS system and includes the creation of four 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.
- 6.32 The Councils Drainage Adviser has concerns with the design and form of the ponds in relation to their steep slopes and engineered appearance, the resulting increase in ground levels around the watercourse and the fact that the ponds are elevated above ground level and therefore bunded (if the bunded area was to fail, this would result in significant flood risk). Officers and the applicant have also met with the Environment Agency to secure betterment to achieve reduction in flood risk downstream and whilst the applicant has agreed to this in principle, full details have not been provided.

6.33 It is understood that preliminary modelling undertaken by the Environment Agency indicates that the area immediately around the watercourse may now be at a higher risk of flooding than previously envisaged and this may have implications for the layout. At the present time the modelling is considered to be at a “draft” stage and further clarification is being sought from the applicant and the Environment Agency on this matter. Discussions are ongoing and **Members will be provided with a full update on drainage and flood risk matters at Committee.**

6.34 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 been requested from the applicant to ensure that this has a satisfactory appearance given its prominent location although these have not been received at this stage.

#### ***Open Space, Recreation and Community Facilities***

6.35 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.

6.36 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.

6.37 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. 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 is required to some of the open space area boundaries to prevent vehicular access and parking. This matter remains unresolved at this stage however it is possible that it could be addressed by the imposition of a suitably worded planning condition.

6.38 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 3 metre high noise bund. Five metre high ball stop fencing is proposed to the southern end of the pitches and to the front of the noise bund.

6.39 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.

6.40 A MUGA (multi use games area) 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.

6.41 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

- 6.42 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.
- 6.43 The proposed building measures 11.2 by 11.1 metres, 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, 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 those with allotments). Materials for the building have not currently been detailed but could be secured by condition.
- 6.44 The 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 providing 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.
- 6.45 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.
- 6.46 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.
- 6.47 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.
- 6.48 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 will be setting up a management company to do so.
- 6.49 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, however with the parameters for the building set by the outline permission and an indicative layout included within the Unilateral Undertaking, it would unreasonable to expect any additional facilities or provision within the building.
- 6.50 The 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 built housing form. Some minor improvements to the play area, MUGA and equipment together with the removal of a hedge to improve community safety have been requested, however amended details have not been submitted at this stage. **An update will be provided to Members at Committee.**

## Trees

6.51 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 and 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 the applicant has been requested to provide some fencing around the trees so as to restrict public access within the immediate vicinity of the trees. This could be secured by condition. There is no objection to the other trees that are being removed given their value and/or condition and an appropriate amount of additional planting is proposed.

### **Ecology**

6.52 The potential impact upon ecology was fully considered at the outline stage and the 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 of restoration. These details are currently being considered by the Councils Ecology Adviser and **Members will be updated on these matters at Committee.**

### **Conclusion**

6.53 This 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.

6.54 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. However it still remains that there would be close relationships between properties, some gardens are small and of irregular shape, parking dominates the street scene in some areas and the use of buff brick and the slate style roof tile are 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.

6.55 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.

6.56 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 provide 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.

6.57 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 and should provide acceptable standards of living for new residents.

6.58 The Highway Authority have recommended refusal of the application, however some issues (originally raised have been addressed) and discussions with the applicant are ongoing and it is expected that further amended plans will be submitted to deal with the remaining points of

concern.

6.59 The Councils Drainage Adviser currently objects to the drainage proposals and whilst some amendments have been made, further changes are still required. Further amended plans are expected and **an update will be provided at Committee.**

6.60 Additionally there are more minor issues that need to be resolved and are referred to in the report including in relation to providing boundary treatments to open space areas, fencing to trees, amendments to the play area, play equipment and MUGA

#### 7.0 **RECOMMENDATION OF THE CITY GROWTH AND DELIVERY MANAGER**

7.1 That, Approval be delegated to the Technical Planning Manager subject to the satisfactory resolution of the outstanding matters relating to the principal issues of highways, drainage and ecology, the minor issues referred to in the report and the addition of conditions as appropriate:

**Person to Contact:** Joann Meneaud (396787)

Planning Application: | 18/01141/REM

Address: | Land South Of Winneycroft  
Farm, Winneycroft Lane/  
Corncroft Lane, Gloucester  
GL4 6BX

Committee Date: | 2<sup>nd</sup> April 2019

