

GLOUCESTER CITY COUNCIL - DEVELOPMENT CONTROL

Committee:	Planning
Date:	6 th October 2020
Address/Location:	Worcester Parade Development, Worcester Parade Gloucester
Application No:	19/00820/FUL
Ward:	Kingsholm & Wotton
Expiry Date:	30.09.2019
Extension of time:	15.12.2020
Applicant:	Gloucester City Homes
Proposal:	Demolition of garages and the erection of 5 No. Affordable 1 Bed Flats with associated parking and landscaping.
Report by:	Fiona Ristic
Appendices:	Site Layout Proposed Elevations and Floor Plans

1.0 SITE DESCRIPTION AND PROPOSAL

1.1 The application site relates to a parcel of land extending across Worcester Parade and comprises two blocks of 6no. single storey flat roof garages. Most of the garages are not in regular use, 8 out of 12 garages are occupied, 3 of the garages have been empty for over a year (one since 2012) with only 3 of the garages being licensed to residents in the vicinity. All the garages are 'let' on a license which can be terminated with a week's notice. Both blocks of garages have an area of hardstanding to the front, providing access to the public highway.

The eastern block of garages is adjoined by a 2 storey pitched roof terrace dwelling to the south and adjoins No.22 Worcester Parade. To the north of the garages is an area of landscaping and footpaths which lead to a T Junction with Sweetbriar Street, which is located approximately 20 metres from the northern most garage. To the east of the garages is a 3 storey flat roof apartment building 'No 4-9 Sweetbriar Street' fronting onto Sweetbriar Street as well as a communal garden area which serves the property,

The western block of garages is adjoined to the south by a 2 storey brick building which is the rear part of the retail unit No.2 Worcester Street. To the west of these garages is a 3 storey pitched roof dwelling and a single storey rear extension serving the property. The site is located in an existing built-up area of the City of Gloucester. The eastern part of the site is located in flood zones 1 and 2 and the western part is in flood zone 3. The site adjoins the Worcester Street Conservation Area

1.2 Full planning permission is sought for the erection of a 2 and 3 storey block of flats which would accommodate 5no. one bedroom, one person dwellings. The application is submitted by affordable housing provider Gloucester City Homes and all of the dwellings would be affordable homes. The block of flats would be located on the eastern section of the site and are arranged with the front elevation of the block facing west to Worcester Parade. The proposed building would have a flat roof with the northern part of the building being 3 storey and the southern part 2 storey. The design would be contemporary and the external materials are indicated to be red brick, black brick and white render. Landscaping is proposed to the front of the building and a bin store to the south.

The application also proposes the demolition of the existing garages on the western part of the site and the provision of eight car parking spaces, as well as a cycle store to the south and landscaping on the site boundaries. A fence is proposed on the western boundary of the car parking between the car park and the rear storey rear elevation of No. 2a Sweetbriar Street.

2.0 RELEVANT PLANNING HISTORY

Application Number	Proposal	Decision	Decision Date
19/00009/PREAPP	Demolition of 12no garages and the erection of 5no 1bed flats with shared parking court.	Closed	1/2/2019

3.0 RELEVANT PLANNING HISTORY

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 include:

- SP2 – Distribution of new development
- 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
- SD12 – Affordable Housing
- SD14 – Health and environmental quality
- INF1 – Transport network
- INF2 – Flood risk management

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 215 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 Pre-Submission version of the Gloucester City Plan (City Plan) was approved for publication and submission at the Council meeting held on 26 September 2019. On the basis of the stage of preparation that the plan has reached, and the consistency of its policies with the NPPF, the emerging policies of the plan can be afforded limited to moderate weight in accordance with paragraph 48 of the NPPF, subject to the extent to which there are unresolved objections to each individual policy (the less significant the unresolved objections, the greater the weight that may be given).

Relevant policies from the emerging Gloucester City Plan include:

A1 – Effective and efficient use of land and buildings

A6 – Accessible and adaptable homes

C1 – Active design and accessibility

D1 – Historic environment

E2 – Biodiversity and geodiversity

E6 – Flooding, sustainable drainage, and wastewater

F1 – Materials and finishes

F2 – Landscape and planting

F6 – Nationally described space standards

G1 – Sustainable transport

3.6 Supplementary Planning Guidance/Documents

Worcester Street Conservation Area Appraisal and Management Proposals

All policies can be viewed at the relevant website address:- national policies:

<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

Gloucester City policies:

<http://www.gloucester.gov.uk/resident/planning-and-building-control/planning-policy/Pages/current-planning-policy.aspx>

4.0 CONSULTATIONS

4.1 Highway Authority

No objection subject to conditions

Worcester Parade, at this location, is a narrow carriageway with double yellow lines along both sides of the street. The route is a back street with low traffic flows. The dwellings would be accessed by a path from the public footpath. Whilst this is acceptable, there are a few steps up to the property that would present a problem to someone with mobility issues. The applicant has stated in additional information that the steps are necessary for flood protection. However, it is noted that the access to the bin stores, a few metres further along doesn't have any steps. It would be more appropriate for the resident access to be sloped or a better design be constructed.

As the site currently is used for garage parking a large crossover exists across the footpath. The introduction of a single entry point with landscaping will improve the area for pedestrians and reduce areas of conflict. As only 3 local residents currently use the garages, displaced parking from the loss of the garages will be marginal and not cause significant detriment to local area. The site is in a central location, well served by public transport and with very good walking and cycle accessibility. The site is also in a location with controlled 'permit' on-street parking. Due to its location with high local accessibility and the fact that Worcester Place is restricted by double yellow lines, the whole development should be covered by a 'car free' agreement. This would cap the number of vehicles associated with residents of the development to their own private car park and not on the public highway. This would protect the on-street parking amenity for local residents and improve the sustainability of the development. There is a local primary school close to the site and the area does have an increase in vehicles at school drop off and collection times. The car free agreement on the development would help reduce impact during this time. The developer will be required to reinstate and improve the footways adjacent to both sites and restore to a standard acceptable to the Highway Authority.

The Highways Department therefore has no objection, subject to the following conditions being applied:

1. Construction Management Plan
2. Completion and Maintenance of Parking – Shown on approved plans
3. Reinstatement of Highways

Informative

Restriction of Parking Permits – CPZ/R Parking Scheme

4.2 **Conservation Officer**

No objections. Compared to the existing garages, the proposed flats scheme would be an enhancement to the Conservation Area.

4.3 **Environment Agency**

No objection subject to condition, but confirmed it is the duty of the planning authority to consider compliance with the sequential test. Condition required for floor levels.

4.4 **Severn Trent**

No objection subject to condition

Informative -Severn Trent Water advise that there may be a public sewer located within the application site

4.5 **Contaminated Land Adviser**

No objection subject to condition

4.6 **Drainage Adviser**

No objection in terms of drainage design and surface water management refer to drainage drawing (18115-02B)

4.7 **Civic Trust**

Planning permission should be refused. The proposed development is unacceptable in its height, materials and design. The panel would like to see buildings which reflect the style, proportions and materials of the 19th century brick and stucco neighbours. There could be archaeological remains on these sites.

4.8 **Environmental Health (Noise)**

No objection to the application in terms of noise adversely impacting future residents.

- 4.9 **Environmental Health (Air Quality)** - No adverse comments for air quality
- 4.10 **Archaeologist** – No objection subject to a condition requiring a Written Scheme of Investigation
- 4.11 **Housing – Need** - There is substantial need for housing and, in particular, affordable housing in the City. The Local Housing Needs Assessment has identified a need for over 36% Affordable Housing within the City.

The recent rehousing of rough sleepers and homeless persons as a result of COVID 19 has increased the need and demand for 1 bed properties across the County, with Gloucester seeing the highest number and proportion of those temporarily housed. Supply of suitable smaller dwellings are likely to assist in meeting both the new and existing demand.

711 applicants have expressed a preference for Kingsholm are on Gloucestershire Homeseeker. 431 of these are single people requiring a studio or 1 bed flat 301 are in Emergency, Gold or Silver band i.e. in significant housing need, 174 requiring a studio or 1 bed flat.

The key banding reasons for the above group are

- 114 are homeless or threatened with homelessness
- 36 Significant medical/welfare need

43 of the applicants have indicated they have physical disability

It is likely that expressed preference for some applicants will relate to support networks, family connections and local services amongst other reasons.

Mix and Design - The dwellings meet national space standards.

The provision of balconies in the upper floor flats is welcomed, although there is no private outside amenity space provided for the ground floor flats. Given the size of the development the proposal for all the units to be affordable rent is acceptable.

5.0 **PUBLICITY AND REPRESENTATIONS**

5.1 32 Neighbouring properties were notified and press and site notices were published.

5.2 No letters or comments were received

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:

- Principle
- Design, layout and landscaping
- Impact on the Conservation Area
- Traffic and transport
- Residential amenity
- Drainage and flood risk
- Archaeology
- Contaminated land
- Economic considerations

6.5 ***Principle***

The NPPF requires local planning authorities to demonstrate a 5 Year Housing Land Supply, with an appropriate buffer, against the relevant housing requirement. Footnote 7 to paragraph 11 of the NPPF 2018 indicates that policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites or where the Housing Delivery Test indicates that the delivery of housing was substantially below the housing requirement over the previous three years.

6.6 The JCS addresses housing supply and demand under Policies SP1 (The Need for New Development and SP2 (Distribution of New Development) as well as within Part 7 (Monitoring and Review). The current published information indicates that, for the period 2019/20 to 2023/24, Gloucester could demonstrate a five year supply of deliverable housing sites with a 5% buffer (which is appropriate as the Council could demonstrate that it passes the housing delivery test as set out in paragraph 215 of the NPPF). The five year housing land supply assessment for 2020/21 to 2020/25 is in progress and is not yet complete. A positive housing land supply position means that the housing policies in the JCS can be given full weight. If the updated assessment indicates that there is a shortfall in the five year housing land supply, the NPPF clarifies that in such circumstances the planning policies for housing will be judged to be out of date.

6.7 Policy SD10 of the JCS allows for infilling within the existing built up areas of the City Gloucester. In terms of the broad principles of development, the site is within the built up area of the City, is in a sustainable location for residential use and would contribute to housing supply and the supply of affordable housing.

6.8 As the site is located within the built up area of the city, the principle of development is considered to be acceptable in accordance with JCS Policy SD10, subject to assessment against other planning considerations in the remaining sections of this report, including an assessment of the appropriateness of residential development within flood zones 2 and 3

6.9 ***Design, Layout and Landscaping***

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. These design aspirations are also reflected in the emerging City Plan.

- 6.10 The immediate environment around the application site is a mixture of heights and styles. It is considered that this contemporary design responds well to the local environment. At pre-application stage, the Council's Conservation Officer suggested adding recessed balconies to the proposed flats to break up the massing. The applicant has included this in the current application. The three storey height of the building is appropriate for this corner property where it adjoins the three storey flats. The building steps down to two storey to blend with the existing two storey buildings on Worcester Parade. It is therefore considered that the proposal accords with policy SD.4 of the JCS (2017).
- 6.11 ***Impact on the Conservation Area***
The proposed development is on the boundary of the Worcester Street Conservation Area, designated in 2001. Due to the location of the site, the proposed development should be considered to affect the setting of the Worcester Street Conservation Area and therefore the character, under policy SD8 of the JCS and section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 which states that where an area is designated as a conservation area "*special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the area*"
- 6.12 The current garages have a negative impact on the setting of the Conservation Area. The proposed flat development would sit at the end of a terrace of 19th Century terraces with the adjacent block set lower than the main block to continue the height and proportions of the terrace, stepping up towards the junction and the return into Sweetbriar Street. This creates a full stop termination to Worcester Parade and replaces the negative garages on the corner. The proposed development would be an enhancement to the setting of the conservation area. The applicants have responded to the initial design concerns that were raised at pre-application stage and amended the design. The proposal therefore accords with policies SD.4 and SD.8 of the JCS (2017) and would enhance the Conservation Area.
- 6.13 ***Traffic and transport***
The NPPF requires that development proposals provide for safe and suitable access for all and that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. Policy INF1 of the JCS requires safe and accessible connections to the transport network
- 6.12 The applicant has proposed a parking area of 8 spaces and a secure and covered cycle store. This would be sufficient parking and cycle storage provision for the proposed scheme. The County Highways Officer has assessed the scheme and considered that as only 3 of the garages are leased for parking, the number of vehicles displaced onto the highway would be marginal. The application would also significantly reduce the current vehicle crossovers, which would improve the pedestrian environment. The area is within a controlled parking zone and the County Highways Officer has requested an informative stating that the residents would not be eligible for permits if the scheme was granted. It is therefore considered that the proposal would be in accordance with policy INF.1 of the JCS (2017).
- 6.13 ***Residential amenity***
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 SD14 of the JCS which requires that new development

must cause no harm to local amenity including the amenity of neighbouring occupants.

- 6.14 The applicant has considered the impact on the neighbours in this scheme by setting the proposed buildings down where they adjoin the existing 2 storey properties. There are no windows in the side of 4-9 Sweetbriar Street and no windows are proposed in the rear elevation of the proposed flats which would adjoin this flank elevation. There are two kitchen windows proposed in the end of the rear elevation of the proposed flats, which would look over a communal concrete area at the rear of 4-9 Sweetbriar Street. It is therefore considered that the proposal would not harm the amenity of the neighbouring properties and would comply with policy SD.14 of the JCS (2017).

Consideration also needs to be given to the living environment which would be provided for any future occupiers of the proposed residential unit. Paragraph 17 of the NPPF and policies SD4 and SD14 of the JCS, as referred to above, are relevant in this regard, as is Policy SD11 of the JCS which relates to "Housing Mix and Standards". In terms of housing standards, Policy SD11 specifies that:

1. New housing should meet and where possible exceed appropriate minimum space standards.
2. Housing should be designed to be accessible and adaptable as far as is compatible with the local context and other policies, including Policy SD8

The "Delivery" section of Policy SD11 advises that the Government's Housing Standards Review was completed in 2015, which presents a single set of national space standards. The National Space Standards have been taken forward within the Gloucester City Plan. Policy F6 of the emerging plan provides that development proposals for new residential development (including change of use or conversions) must meet Nationally Described Space Standards. On the basis of the stage of preparation the plan has reached, and the consistency of policy with the NPPF, and its reference to national standards, Policy F6 can be afforded moderate weight in accordance with paragraph 48 of the NPPF.

Furthermore, the City Plan pre- submission Housing Background Paper (September 2019), indicates the need for National space standards within the city. The data shows that the conversions sampled often fall below the NDSS. 66% of conversions were below the standard for internal floor area.

National space standards require the following gross internal floor area:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/524531/160519_Nationally_Described_Space_Standard_Final_Web_version.pdf

The standard provides that any area with a headroom of less than 1.5 metres is not counted within the Gross Internal Area unless used solely for storage. The standard also requires that any other area that is used solely for storage and has a headroom of 900-1500mm (such as under eaves) is counted at 50% of its floor area. Further, the standard requires that the minimum floor to ceiling height is 2.3m for at least 75% of the Gross Internal Area.

The required internal space for a 1 bedroomed, 1 person flat is 39m². The proposed flats would vary between 39 and 42m² in floor area. This means that they would comply with the minimum space standards. Whilst the application does not have any private outdoor amenity space, the applicant has included three recessed balconies for the first and second floor flats. Local parks are also easily accessible from the application site. The proposal includes off street parking, bin storage and cycle storage. It is therefore considered that the

proposal would provide an acceptable level of amenity for the new occupiers and would therefore comply with policy SD.14 of the JCS (2017).

6.15 ***Drainage and flood risk***

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, applying a risk based sequential approach, requiring new development to contribute to a reduction in flood risk and requiring the use of sustainable drainage systems.

Paragraph 155 of the NPPF states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. The Framework and the Planning Practice Guidance (PPG) requires a sequential risk-based approach to the location of new development through the use of the Sequential Test. The aim of the Sequential Test is to steer new development to areas with the lowest probability of flooding. It also indicates that a sequential approach should be used in areas known to be at risk from any form of flooding.

The Environment Agency Flood Risk Map shows that the location of the proposed flats is in Flood Zone 2 and the location of the proposed car park is in Flood Zones 2 and 3. Further to the submission of a Flood Risk Assessment in support of the application, the Environment Agency has confirmed that the proposed location of the apartments and the car park is located within Flood Zone 2, however over the lifetime of the development, the car park could potentially become in Flood Zone 3a.

The national planning practice guidance states that dwelling houses are deemed to be a 'more vulnerable' uses. Table 3 contained within Paragraph 0673 is clear that for proposals for 'more vulnerable uses' the sequential test must be passed for proposals in Flood Zone 2 and 3 and an Exceptions Test is required to be passed for more vulnerable uses in Flood Zone 3a.

For the current proposal it is therefore necessary to apply the sequential test. In regard to the Exception Test, the Environment Agency has advised that the car park 'could potentially' become within flood zone 3a during the lifetime of the development. The NPPF states that the exceptions test should consider the lifetime of the development, but in this instance that Environment Agency consultation is not definitive of whether the car park will be located within Flood Zone 3a during the lifetime of the development. Notwithstanding this fact, as the vulnerability classification only refers to 'buildings used for dwelling houses' as being a more vulnerable use and not the associated car parking area, it is considered that it is not necessary to apply the exceptions test in this instance.

Policy INF2 of the JCS reflects the NPPF, applying a risk based sequential approach, requiring new development to contribute to a reduction in flood risk and requiring the use of sustainable drainage systems. The emerging Gloucester City Plan Policy E.6 provides that the sequential test (flood risk) and exception test will be evaluated in line with government planning guidance.

The applicant has submitted a sequential test in support of the application. However, the sequential test only considers sequential opportunities within Kingsholm and Wotton Ward, being the ward in which the application site is located. The applicant's justification for this methodology is that national planning practice guidance states that a search area to applied for the sequential test will be defined by local circumstances relating to the area for the type of development proposed. The applicant considers that there is a specific need for affording

housing within the ward by virtue of the demand on the council's housing waiting lists for Kingsholm and Wotton Ward.

The explanatory paragraph (3.5.29) to emerging Gloucester City Plan Policy E.6 states that *"the search for the flood risk shall be the whole of Gloucester City, unless it can be demonstrated that there is a specific need in a specific location. The City Council's aspiration to redevelop a redundant brownfield site may be considered in the evaluation of the sequential test."* The application site is currently a garage block that is leased by residents and mainly used for storage. It is not a redundant brownfield site and therefore the exception on this ground would not apply to this application.

The aim of the sequential test is to steer new development to areas with the lowest risk of flooding and development should not be allocated or permitted if there are reasonably available sites appropriate for the development in areas with a lower risk of flooding. However, it is recognised that the Council's housing waiting list for Kingsholm and Wotton Ward identifies a significant requirement for affordable housing. The Council's Housing Officer has confirmed that 711 applicants on Gloucestershire Homeseeker have expressed a preference for Kingsholm and Wotton, 431 of these are single people requiring a studio or 1 bed flat (July 2020).

The City Council's approach to the application of the sequential test is clear it should be applied to the whole of the city. However, in this case the applicant is an affordable housing provider, the application is for one bed units that would meet a need for affordable rented units in the Kingsholm and Wotton ward and the housing can be secured as affordable through a S106 agreement. The S106 can be drafted to ensure that allocation in the first instance is for priority need in the Kingsholm and Wotton ward, with a cascade to the remainder of the city if there is not priority need in the ward. It should also be noted that the Environment Agency and Council's Drainage Engineer have clarified that there is no objection in terms of flood risk. Given these very specific circumstances, it is considered that a ward wide sequential test is acceptable in this instance.

The application passes the sequential test for the ward and the smaller search area is accepted on the basis of the local need for affordable housing. The proposal is therefore in accordance with Policy INF.2 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (2017) and Policy E.6 of the Pre-Submission Gloucester City Plan.

6.16 **Archaeology**

This site has been subject to a programme of archaeological evaluation (trial trenching). That investigation has identified archaeological remains of Roman date, which is consistent with what has been found previously in the surrounding area. These remains are likely to be associated with Roman settlement activity fronting onto Kingsholm Road. The Council's Archaeologist is therefore concerned that the proposed development may damage or destroy heritage assets of archaeological interest. If the application is granted a condition is necessary requiring the submission of a written scheme of investigation.

6.17 **Contaminated land**

The NPPF seeks to ensure that sites are suitable for the proposed use in respect of risks from contamination. Policy SD14 of the JCS requires that developments do not result in exposure to unacceptable risk from existing or potential sources of pollution and incorporate investigation and remediation of any contamination.

6.18 The proposed site is on land currently used as garages therefore there is the potential for contamination from various sources including hydrocarbons from fuel/oil spills and metals. Environmental Health have assessed the application and given the potential for

contamination they recommend a contaminated land condition if planning permission is granted.

6.19 ***Economic considerations***

The construction phase would support employment opportunities and therefore the proposal would have some economic benefit. Further, paragraph 3.1.9 of the JCS identifies that it is important to ensure that sufficient housing is made available to support the delivery of employment and job growth. In the context of the NPPF advice that 'significant weight should be placed on the need to support economic growth through the planning system', this adds some weight to the case for granting permission.

6.20 ***Conclusion***

This application has been considered in the context of the policies and guidance referred to above. The proposal has benefits in the provision of 5 additional units of affordable housing, providing housing on an under utilised urban site and the proposal would enhance the setting of the adjoining Worcester Street Conservation Area. The proposal would also be acceptable in terms of existing and future residential amenity, design and highway issues.

The site for the flats is located flood zone 2 and therefore is an area at risk of flooding. The applicant has submitted a ward wide sequential test to support the application. The Council accepts the search area being ward wide instead of city wide, as there is a significant need for affordable housing in the Kingsholm and Wotton ward and specifically 1 bedroomed accommodation. The proposed development would help to address this need. It is considered that the ward wide sequential test for flood risk has been passed. It is therefore recommended that planning permission be granted.

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

7.1 **That authority be delegated to the City Growth and Delivery Manager to GRANT planning permission subject to the following conditions and the completion of a Section 106 agreement to secure the five units as rented affordable housing, with preference to priority need arising in the Kingsholm and Wotton Ward.**

Condition 1

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason

Required to be imposed by Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

Condition 2

The development hereby permitted shall be carried out in accordance with the:

Application form,
Site Location Plan (5963.F.01A)
Indicative Street Scene (5963.F.75E)
Proposed Elevations (5963.F.70D)
Proposed Floor Plans (5963.F.20C)
Flood Risk Assessment
Design and Access Statement
Planning Statement and Transport Statement,

Received by the Local Planning Authority 30th July 2019

Archaeology and Heritage Desk Based Assessment
Flood Risk Assessment and Sequential Test

Received by the Local Planning Authority 18th October 2019

Archaeological Final Evaluation received by the Local Planning Authority 22nd November 2019

Drainage reports - 18115-02B (Worcester Parade) 18115 (Surface water storage volume estimation) 18115 (Greenfield runoff rate estimation) received by the Local Planning Authority 17th December 2020

Proposed Site Layout (5963-F-10H) received 18th March 2020 except where these may be modified by any other conditions attached to this permission.

Reason

To ensure that the development is carried out in accordance with the approved plans and in accordance with policies contained within the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (Adopted December 2017).

Condition 3

No development above damp proof course shall take place until details or samples of materials to be used externally have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason

To ensure that the materials harmonise with the surroundings in accordance with policy SD.4 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (2017).

Condition 4

No development shall take place, including any demolition works, until a construction management plan has been submitted to and approved in writing by the Local Planning Authority. The approved plan/statement shall be adhered to throughout the demolition/construction period. The plan/statement shall provide for:

- 24 hour emergency contact number;
- Hours of operation;
- Parking of vehicle of site operatives and visitors (including measures taken to ensure satisfactory access and movement for existing occupiers of neighbouring properties during construction);
- Routes for construction traffic;
- Locations for loading/unloading and storage of plant, waste and construction materials;
- Method of preventing mud being carried onto the highway;
- Measures to protect vulnerable road users (cyclists and pedestrians)
- Any necessary temporary traffic management measures;
- Arrangements for turning vehicles;
- Arrangements to receive abnormal loads or unusually large vehicles;
- Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses.

Reason

In the interests of safe operation of the adopted highway in the lead into development both during the demolition and construction phase of the development.

Condition 5

No dwelling hereby permitted shall be occupied until the vehicle parking area (and turning space) shown on the approved plans Drawing no 5963-F-10H (Proposed site layout) received by the Local Planning Authority 18th March 2020 has been completed and thereafter the area shall be kept free of obstruction and available for the parking of vehicles associated with the development.

Reason

To ensure that there are adequate parking facilities to serve the development constructed to an acceptable standard.

Condition 6

No dwelling hereby permitted shall be occupied until the footway has been reinstated where any vehicle crossover(s) are redundant, in accordance with the approved Proposed Site Layout (5963-F-10H) received by the Local Planning Authority 18th March 2020

Reason

In the interests of pedestrian safety.

Condition 7

Floor levels should be set at least 600mm above the design flood level of 11.60 metres above Ordnance Datum, as shown in Proposed Elevations (5963.F.70D) received by the Local Planning Authority on 30th July 2019.

Reason

To protect the development from flooding.

Condition 8

The scheme shall be implemented in accordance with the approved drainage details (plan number 18115-02B) received by the Local Planning Authority 17th December 2020 before any dwelling is occupied.

Reason

To ensure that the development is provided with a satisfactory means of drainage as well as to prevent or to avoid exacerbating any flooding issues and to minimise the risk of pollution.

Condition 9

No development, shall take place within the application site until the applicant, or their agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved in writing by the local planning authority.

Reason

To make provision for a programme of archaeological mitigation, so as to record and advance understanding of any heritage assets which will be lost, in accordance with paragraph 199 of the National Planning Policy Framework and Policy SD8 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy Adopted 2017.

Condition 10

Unless otherwise agreed by the Local Planning Authority, development other than demolition to the existing ground slab level and that required to be carried out as part of an

approved scheme of remediation must not commence until parts 1 to 4 of this condition have been complied with. If unexpected contamination is found after development has begun, development must be halted on that part of the site affected by the unexpected contamination to the extent specified by the Local Planning Authority in writing until part 4 has been complied with in relation to that contamination.

1. Site Characterisation

An investigation and risk assessment, in addition to any assessment provided with the planning application, must be completed in accordance with a scheme to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The contents of the scheme are subject to the approval in writing of the Local Planning Authority. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced. The written report is subject to the approval in writing of the Local Planning Authority. The report of the findings must include:

(i) a survey of the extent, scale and nature of contamination;

(ii) an assessment of the potential risks to:

- human health,
- property (existing or proposed) including buildings, crops, livestock, pets, woodland and service lines and pipes,
- adjoining land,
- groundwaters and surface waters,
- ecological systems,
- archeological sites and ancient monuments;

(iii) an appraisal of remedial options, and proposal of the preferred option(s).

This must be conducted in accordance with DEFRA and the Environment Agency's *'Model Procedures for the Management of Land Contamination, CLR 11'*.

2. Submission of Remediation Scheme

A detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment must be prepared, and is subject to the approval in writing of the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, timetable of works and site management procedures. The scheme must accord with the provisions of the EPA 1990 in relation to the intended use of the land after remediation.

3. Implementation of Approved Remediation Scheme

The approved remediation scheme must be carried out in accordance with its terms prior to the commencement of development other than that required to carry out remediation, unless otherwise agreed in writing by the Local Planning Authority. The Local Planning Authority must be given two weeks written notification of commencement of the remediation scheme works.

Following completion of measures identified in the approved remediation scheme, a verification report (elsewhere referred to as a validation report) that demonstrates the effectiveness of the remediation carried out must be produced, and is subject to the approval in writing of the Local Planning Authority.

4. Reporting of Unexpected Contamination

In the event that contamination is found at any time when carrying out the approved development that was not previously identified it must be reported in writing immediately to the Local Planning Authority. An investigation and risk assessment must be undertaken in accordance with the requirements of part 1, and where remediation is necessary a remediation scheme must be prepared in accordance with the requirements of part 2, which is subject to the approval in writing of the Local Planning Authority.

Following completion of measures identified in the approved remediation scheme a verification report must be prepared, which is subject to the approval in writing of the Local Planning Authority in accordance with part 3.

5. Long Term Monitoring and Maintenance

A monitoring and maintenance scheme to include monitoring the long-term effectiveness of the proposed remediation over an appropriate time period, and the provision of reports on the same must be prepared, both of which are subject to the approval in writing of the Local Planning Authority.

Following completion of the measures identified in that scheme and when the remediation objectives have been achieved, reports that demonstrate the effectiveness of the monitoring and maintenance carried out must be produced, and submitted to the Local Planning Authority.

This must be conducted in accordance with DEFRA and the Environment Agency's '*Model Procedures for the Management of Land Contamination, CLR 11*'.

Reason

To ensure that risks from land contamination to the future users of the land and neighbouring land are minimised, together with those to controlled waters, property and ecological systems, and to ensure that the development can be carried out safely without unacceptable risks to workers, neighbours and other offsite receptors.

The condition is necessary pre-commencement as the degree and extent of any contamination is unknown and works may need to be undertaken to ensure standards are met, at the initial stages of the construction.

Condition 11

No dwelling shall not be occupied until there has been submitted to and approved in writing by the local planning authority a plan indicating the positions, design, materials and type of boundary treatment to be erected, including details of the boundary railings. The boundary treatment shall be completed before any dwelling is occupied and shall be carried out in accordance with the approved details.

Reason

In the interests of visual amenity and to ensure dwellings have satisfactory privacy in accordance with policies SD.4 and SD.14 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy (2017).

Condition 12

Prior to the commencement of any above-ground construction, detail of the proposed balconies (comprising of a scaled drawing and confirmation of the material and finish) shall

be submitted to and approved in writing by the Local Planning Authority. The development shall be implemented only in accordance with the approved details.

Reason

To ensure a satisfactory appearance to the development and preserve the character and appearance of the area.

Condition 13

Notwithstanding the provision indicated on the approved plans, the properties shall not be occupied until details of covered and secure space for 5 bicycles have been submitted to and approved in writing by the Local Planning Authority. The cycle store shall be constructed as approved before the properties are occupied and thereafter permanently retained as a cycle store.

Reason

To give priority to cycle movements by ensuring that adequate cycle parking is provided, to promote cycle use and to ensure that the appropriate opportunities for sustainable transport modes have been taken up.

Condition 14

Notwithstanding the submitted plans, soft landscaping shall be implemented in accordance with a landscape scheme that has been submitted to and approved in writing by the Local Planning Authority. The submitted design shall include scaled drawings and a written specification clearly describing the species, sizes, densities and planting numbers.

Reason

In order to protect the visual amenities of the area and in the interests of preserving and enhancing the area and contributing positively to green infrastructure.

Condition 15

The approved landscaping details shall be carried out in full concurrently with the development and shall be completed no later than the first planting season following the completion of the buildings. The planting shall be maintained for a period of 5 years following implementation. During this time any trees, shrubs or other plants which are removed, die, or are seriously damaged shall be replaced during the next planting season with others of similar size and species unless the Local Planning Authority gives written consent to any variation. If any plants fail more than once they shall continue to be replaced on an annual basis until the end of the 5 year maintenance period.

Reason

To ensure a satisfactory and well planned development and to protect the visual amenities of the area and in the interests of preserving and enhancing the area and contributing positively to green infrastructure.

Condition 16

Prior to the commencement of any above-ground construction, detail of the proposed surfacing shall be submitted to and approved in writing by the Local Planning Authority. The development shall be implemented only in accordance with the approved details.

Reason

To ensure a satisfactory appearance to the development and preserve the character and appearance of the Area.

Informatives

Note 1

Your attention is drawn to the requirements of the Building Regulations, which must be obtained as a separate consent to this planning decision. You are advised to contact the Gloucester City Council Building Control Team on 01452 396771 for further information.

Note 2

Severn Trent Water advise that there may be a public sewer located within the application site. Although statutory sewer records do not show any public sewers within the area you have specified, there may be sewers that have been recently adopted under the Transfer Of Sewer Regulations 2011. Public sewers have statutory protection and may not be built close to, directly over or be diverted without consent and contact must be made with Severn Trent Water to discuss the proposals. Severn Trent will seek to assist in obtaining a solution which protects both the public sewer and the building. Please note that there is no guarantee that you will be able to build over or close to any Severn Trent sewers, and where diversion is required there is no guarantee that you will be able to undertake those works on a self-lay basis. Every approach to build near to or divert our assets has to be assessed on its own merit and the decision of what is or isn't permissible is taken based on the risk to the asset and the wider catchment it serves. It is **vital** therefore that you contact Severn Trent at the earliest opportunity to discuss the implications of our assets crossing your site. Failure to do so could significantly affect the costs and timescales of your project if it transpires diversionary works need to be carried out by Severn Trent.

Note 3

You are advised that the Local Highway Authority has recommended to the Local Planning Authority (LPA) of which the development forms part and shall be treated as car free/low-car and the occupiers are ineligible for resident parking permits as well as visitors permits if in a residents parking scheme.

Note 4

In order to minimise any nuisance, from noise, vibration and dust emissions, during the demolition and construction phases the applicant should refer to the WRS Demolition and Construction Guidance (attached) and ensure its recommendations are complied with.

Statement of Positive and Proactive Engagement

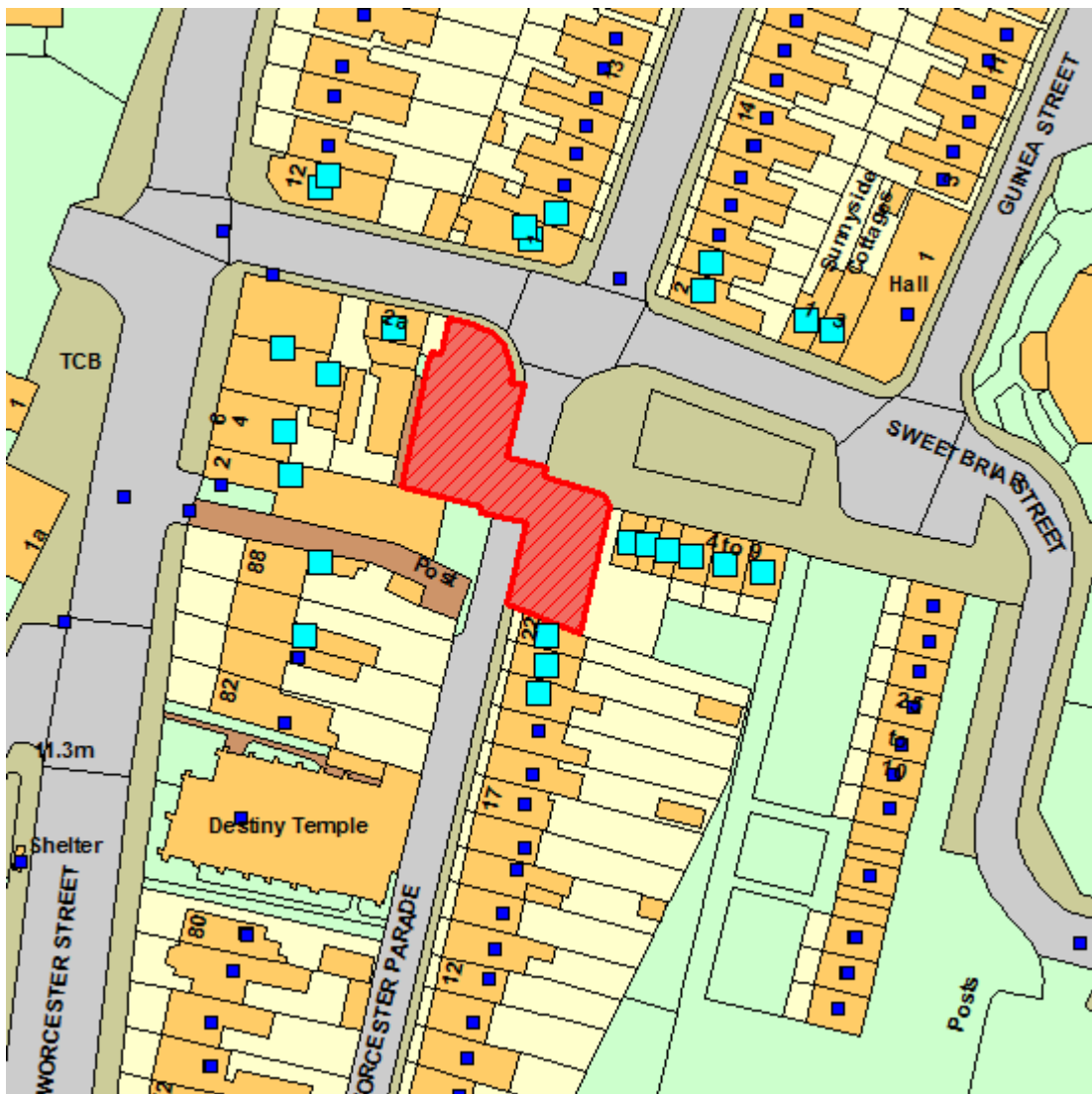
In accordance with the requirements of the NPPF the Local Planning Authority has sought to determine the application in a positive and proactive manner by offering pre-application advice, publishing guidance to assist the applicant, and publishing to the council's website relevant information received during the consideration of the application thus enabling the applicant to be kept informed as to how the case was proceeding.

Person to Contact: Fiona Ristic (396716)

Planning Application: | 19/00820/FUL

Address: | Worcester Parade
Development Worcester
Parade Gloucester

Committee Date: | 6th October 2020



NOTES
 1. All proposed works shall be in accordance with the relevant Building Regulations and Planning Regulations.
 2. The site is to be used for residential purposes.
 3. The site is to be used for residential purposes.
 4. The site is to be used for residential purposes.

REVISIONS

- REV DATE: 03/08/18 - 03/08/18
- A: 03/08/18 - ATD - CC: Parking spaces.
 - B: 03/08/18 - DC - CC: All parking on western side section and all proposed residential units on eastern section. Total number of units reduced by 10 units. All parking spaces located within secure structure in parking area. Site boundary increased to include existing footpath, with a proposed pedestrian crossing, also a proportion of the existing paved area to be removed. Proposed units to be placed on the eastern side of the site to increase attractiveness of the area and give proposed residents sense of place.
 - C: 03/08/18 - DC - CC: Topographic survey data added. Site plan showing parking layout and cycle store location. Proposed cycle store location moved south as a result.
 - D: 03/08/18 - DC - CC: Following comments from pre-app. Vis-splay has been added to parking area junction. Red line added to parking area to indicate 2m trees as indicated by the trees after area in poor condition and will be removed. Tump access added.
 - E: 03/08/18 - SS: Road markers removed. Tactile paving added on both sides of the road.
 - F: 03/08/18 - SS: Street added to entrance.
 - G: 03/08/18 - DC: Vis-splay removed from parking area.
 - H: 03/08/18 - SS: Street added to entrance. FFL raised by 400mm to +11000mm above ground level.
 - I: 03/08/18 - SS: Road markers removed. Tactile paving added on both sides of the road.



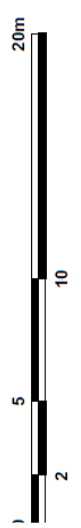
Schedule of Accommodation:

- 5no. 1B2P Flats @ 42.3 sqm

Total: 5 Units

Key:

- Site Boundary
- Garages to be demolished
- Road
- Footpath
- Shared Surface Paving
- 1800mm Close Boarded Fence
- Metal Railing
- Grass
- Proposed Trees
- Proposed Planting
- Retained Trees
- Removed Trees
- Tactile Paving



DRAWING TITLE
Proposed Site Layout

PROJECT
Worcester Parade, Gloucester

CLIENT
Gloucester City Homes

SCALE
1:200@A3

DATE
Aug 2018

DRAWING NO.
5963-F-10

REV
H

CLIENT
Gloucester City Homes

SCALE
1:200@A3

DATE
Aug 2018

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CLIENT
Gloucester City Homes



Matthew Warehouse, High Orchard Street
 Gloucester Quays, GL2 5CQ T: (01452) 42424