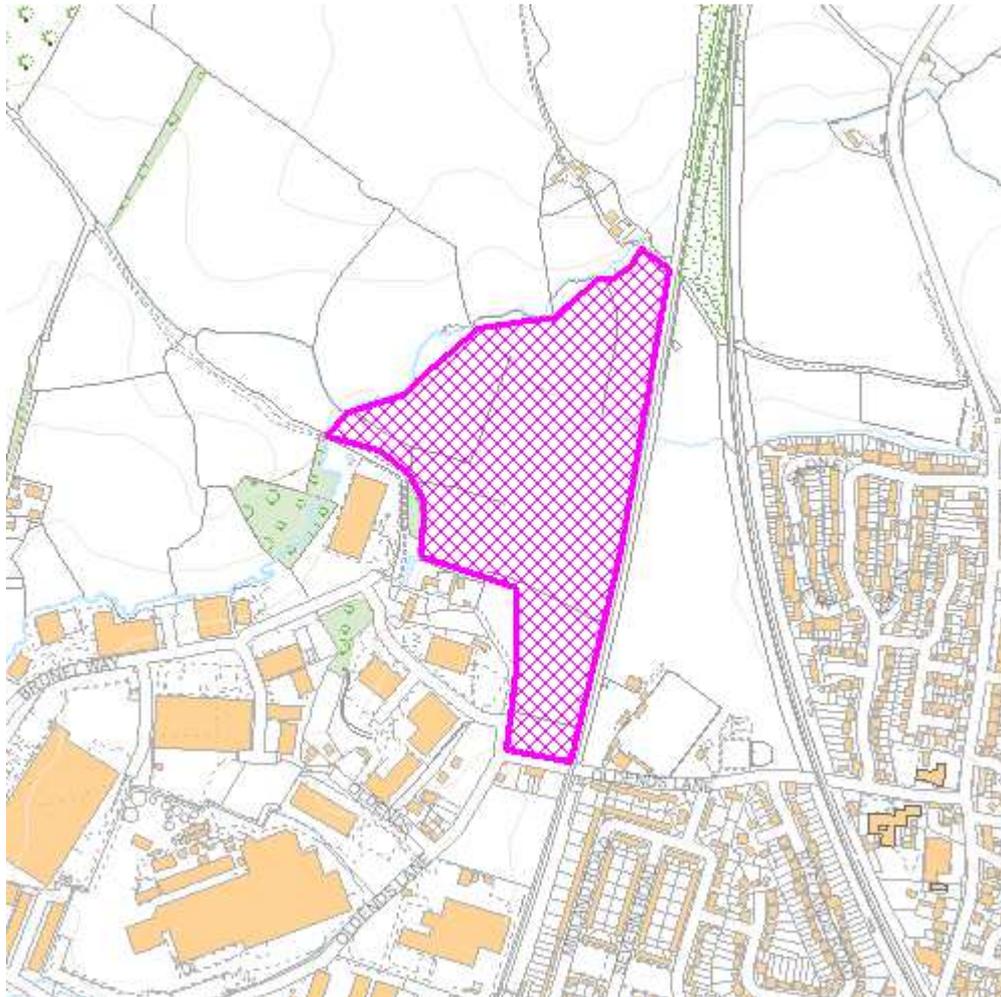




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| Item No: | |
|---|---|
| Application No. Site No. | S.17/2093/DISCON |
| Site Address | Land West Of Stonehouse, Nast end Lane, Nast end, Stonehouse |
| Town/Parish | Eastington Parish Council |
| Grid Reference | 379295,206467 |
| Application Type | Discharge of Condition |
| Proposal | Discharge condition 46 of the S.14/0810/OUT. Master Plan for area H21 Land West of Stonehouse |
| Recommendation | To approve the Area Masterplan for H21 subject to the receipt of satisfactory amended details |
| Call in Request | Previously agreed by DCC that all Area Masterplans will be considered at DCC. |





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| | |
|------------------------------|---|
| Applicant's Details | Robert Hitchins Limited & Redrow Homes Limited C/O Pegasus Group, Pegasus House, Querns Business Centre, Whitworth Road, Cirencester Gloucestershire GL7 1RT |
| Agent's Details | None |
| Case Officer | David Lowin |
| Application Validated | 15.09.2017 |
| CONSULTEES | |
| Comments Received | Planning Strategy Manager (E) Stonehouse Town Council Archaeology Dept (E) Development Coordination (E) Public Rights Of Way Officer |
| Not Yet Received | Standish Parish Council Councillor Stephen Davies Cllr John Jones Flood Resilience Land Drainage Mr B Frewin (South Cotswold) |
| Constraints | Adjoining Canal Affecting the Setting of a Cons Area Article 4 Directive Employment Land (LP) Flood Zone 2 Flood Zone 3 Key Employment Land (LP) Within 50m of Listed Building Neighbourhood Plan Affecting a Public Right of Way SAC SPA 7700m buffer Settlement Boundaries (LP) Single Tree Preservation Order Points TPO Areas (Woodland/ Groups) Village Design Statement |
| OFFICER'S REPORT | |

BACKGROUND

Outline planning permissions S.14/0810/OUT sought permission for 1,350 dwellings, 9.3 ha employment land, community centre uses and a primary school. The proposed development



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is in accordance with the allocation SA2 in the adopted Stroud District Local Plan (November 2015).

The outline application was considered at the DCC meeting on 12-1-16. Members resolved to grant subject to a Section 106 agreement which was signed on 18-4-16 and the decision notice was then duly issued.

This application seeks to discharge Condition 46 of the outline permission which states:

"Prior to the submission of Reserved Matters on each particular phase, an Area Master Plan for that particular phase shall be submitted to and approved by the Local Planning Authority. Each Reserved Matters application shall broadly accord with the approved accompanying Area Master Plan. The Area Master Plans shall include details of strategic landscaping within that part of the site, the landscaping along the boundaries of the site, open spaces, building frontages, road hierarchy, public realm, pedestrian/cycling movements, identify key buildings and plot views in/out.

Reason:

To provide a more detailed working of the Design Strategy December 2015 to allow a quality development, which is also sympathetic to the surrounding hamlets and landscape, in accordance with NPPF paragraphs 58-64 and Stroud District Local Plan (19th November 2015) Policy CP1."

This submission, for housing Phase 21 bridges the gap between the outline permission and the future reserved matters applications.

The outline permission included an indicative master plan for the whole site. It also included a "Design Strategy", which set general design objectives, highlighted key characteristics of the existing site. It also defined the following character areas, with particular characteristics, aims and constraints and development parameter plans: Western Severn Vale Gateway, Western Severn Vale (main), Northern Edge, Eastern Victorian quarter and Central Core. This particular application seeks to discharge condition 46 with respect to the Eastern Victorian area which is characterised as an area of high housing density when compared to other areas of the site, particularly those on the Western side.

Areas of high density housing are described in the original design and access statement for the entire site as 'Core Housing' whose character 'comprises areas between the main streets and the Green Edge. Squares and greens will be located where streets converge to form points of focus. A hierarchy of spaces will thus be developed to create a sense of place and increase legibility'.

The guidance contained in the design and access statement envisages that building lines will vary to create more or less formal arrangements of buildings along main streets forming clusters at important intersections and around key spaces.

This discharge of condition submission, uses and is based on the site appraisal information and objectives from the Design Strategy in the outline permission. It also elaborates on the



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accompanying indicative overall master plan from the outline scheme, working up matters in more detail, to further illustrate "what the form of the reserved matters application could be" for this particular area.

This submission for consideration covers approximately ten percent of the site area covered by the outline permission. This area is wholly within Eastington Parish.

PROPOSAL

The submitted document sets out the key requirements for this part of the development:

- o "The Main street is the primary route through the west of Stonehouse development and has varying attributes as it travels through the different character areas. At H21 it is the eastern access to the development and therefore it should present itself as a statement of arrival before opening up as the border between green space and a well defined housing development"
- o "A variation to the boundary of the Employment Land (immediately to the eastern side of the site) to allow for a landmark building(s) to be the focus point to the Eastern access" leading from Oldends Lane/ Brunel Way.
- o "The form of the development should be predominantly terraces"
- o "Pedestrian links to open spaces should follow desired routes and utilise existing crossing points over existing watercourses."

The document then provides an informative layout which seeks to address the key requirements have been addressed.

In addition the document in indicative fashion produces a design concept for the Eastern access with a formal square to guide subsequent applicants seeking approval of reserved matters. Further pages of the document detail the 'Main Street', tertiary streets, and shared surface streets with indicative design concepts. The Green spaces and green infrastructure together with the green edge of the site are also illustrated to guide future applications.'

The document also details the Public rights of way and the diversions proposed in particular placing those within the context of the overall pattern of footpaths within the development as a whole, drawn from the approved indicative masterplan. The layout includes a new footpath as shown on the illustrative masterplan in a wildlife corridor which enhances walking routes through H21, all footpath routes are consistent with the illustrative material approved at outline stage.

The document concludes with the illustrative masterplan for H21 including reference to the overall approved density parameter plan for the entire allocation, building heights, and illustrative views into and out of H21.

REVISED DETAILS

Please note that a revised Area Masterplan Document (Rev C) has just been submitted and due to timings, this will be dealt with by late pages to DCC. This is the third submitted revision.



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CONSULTATIONS (on original submissions)

There is no statutory requirement to consult on discharge of condition application such as this. However bearing in mind these details will influence the reserved matters it was felt to appropriate to consult with the Parish/ Town Councils and encourage public responses.

Statutory Consultees:

Highway Authority.

GCC as highway authority raised concerns with the length of the estate roads on the approach to a proposed square feature within land parcel H21's Area Masterplan and the risk of conflict between users. The revised Area Masterplan document January 2018- Rev B has addressed the concerns raised by GCC with a carriageway realignment proposal within Appendix A. The Area Masterplan will inform the design approach of the Reserved Matters application and GCC are satisfied in principle that a layout that is broadly in accordance with the proposal within Appendix A would be acceptable.

The revised details submitted on the 8th January are sufficient to satisfy Condition 46 of Outline permission S14/0810/OUT.

County Archaeologist:

No archaeological issues, no objection to the discharge of condition 46.

Public Rights of Way Officer;

Raises no objections but seeks more detail. (such detail will be forthcoming in subsequent Reserved matters application(s))

Planning Strategy:

"Content that the revised document (Dec 17) has addressed the main points I raised in the previous consultation namely: Whilst footpaths and cycle routes can be assumed from the layout, it would also have been useful to understand how this parcel fits into the overall movement strategy. In addition there are two existing footpaths crossing the land parcel but these are not referred to and the layout does not appear to envisage their retention.

The supporting documentation does not appear to address building frontages, other than an illustration of the southern formal square, nor plot views/into/out of the site. Further articulation of the specific character of this neighbourhood is also needed. Further information on these important aspects of the area master plan should be requested. (This information was requested and resulted in revised submission in December and January.)

Subject to the provision of further supporting material and addressing detailed comments above, the proposed development is considered to be in accordance with the Local Plan and therefore, in accordance with the NPPF, should be approved without delay.

It is recommended that the application is approved as being in accordance with the development plan, unless material considerations indicate otherwise."

Eastington Parish Council: (9th January 2018)



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"I see from the planning website that the applicant has submitted a revised Area Masterplan document. On page 14 of the document, section 5.3 Public Rights of Way proposed diversions it states that "we are aware that the Eastington Parish Council NDP prefers that public footpaths should be designed as part of a retained landscape corridor but this is not what was approved at outline." The Parish Council would like it noted that the outline planning application permission for S.14/0810/OUT did not specify where the proposed diversions would be re-routed only that there would be footpath diversions ("Movement and Access Parameter" and "Indicative Masterplan").

We believe there is scope to divert the footpaths to make use of the green landscaped areas rather than down pavements and roads. For example Stonehouse Footpath 1 could turn left as it enters the residential area (rather than right through the road network) and follow the new wildlife corridor area behind the houses and join Standish Footpath 6 to the left of Stagholt Farm.

We would like the applicant to re-consider the proposed diversions to make better use of the green areas."

Stonehouse Town Council: (8th January 2018)

"Stonehouse Town Council note the concerns raised by GCC Highways in the representation dated 21 December 2017 concerning the safety and security of the proposed layout of the site and its roads, footpaths and cyclepaths. Stonehouse Town Council agrees that these concerns must be addressed in a further revision of the Masterplan.

In relation to the design of the Shared Surface streets shown in section 4.4 of the Masterplan, consideration should be given to compliance with Policy H2 of the Stonehouse Neighbourhood Development Plan: Ease Of Access In New Residential Development.

The additional detail given regarding Public Rights of Way and how they will be diverted given in section 5.3 of the Masterplan is welcomed.

There seems to be little specific reference to cycle paths despite the requirements outlined in Site Allocations Policy SA2 West of Stonehouse in the Stroud District Local Plan.

'12. Opportunities to improve transport connectivity with Stonehouse and Stonehouse town centre for pedestrians, cyclists, public transport and private car.

13. Cycle and pedestrian routes through the development, connecting Nastend and Nupend with the town centre, Stroudwater Industrial Estate and Oldends Lane and footpath links from the development to the surrounding rural network, including improvements to the canal towpath.'

Stonehouse Town Council suggests further consideration should be given as to how cyclists will travel around this section of the site and into Stonehouse and to compliance with the following Stonehouse Neighbourhood Plan policies: Policy T6: New Development And Cycle Links To The Town Centre and Policy T8: Improving Key Pedestrian And Cycle Links Stonehouse Town Council note that although the route to the Oldends Lane level crossing is



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outlined in red on the cover of the Masterplan document, the plan at section 2.2, showing the extent of the Masterplan, does not include this route. The design of this route is very important as it is a key link to Stonehouse. Also this route is likely to be used by children attending Maidenhill Secondary School. Stroud District Council should ascertain when a Masterplan for this route will be provided by the developer and consider asking if proposals regarding this route could be included in any subsequent revision of this part of the Masterplan.

Although not a planning condition, an informative to the outline planning permission granted for the West of Stonehouse site states that "reasonable endeavours shall be undertaken to seek improvements to the pedestrian facilities at the Oldends level crossing.[Officers note: works to improve pedestrian routes in accordance with allocation Policy SA2 of the SDLP as referenced by STC are contained in planning conditions imposed by the outline approval and details are shown in a report from the applicants highway consultants received on 9th January to support this proposal."

[Please note; the revised Area Masterplan document Rev C is the subject of re-consultation with Eastington Parish Council, Standish PC, and Stonehouse Parish Council together with the two Ward Members. Responses to this consultation exercise will be reported on 'late pages to DCC]

Public:

The Ramblers commented on 3 October as follows:

Public footpath MST1 goes through area H21, the subject of this application. The Indicative Master Plan for the original outline planning application (ref: S.14/0810/OUT) showed this as a footpath to be retained. However, the H21 Area Master Plan shows the residential development completely obliterating footpath MST1 with no mention of any diversion, nor indeed of the path itself. Part of footpath MST2 is also affected by this development. The Indicative Master Plan showed this as a path to be diverted but again there is no mention of this in the Area plan. The Ramblers objects to this proposal until these footpath issues are dealt with. (Officer comment that these matters were brought to the attention of the applicants and resulted in Revision B of the Masterplan being submitted)

RELEVANT NATIONAL AND LOCAL PLANNING POLICIES

The National Planning Policy Framework has extensive references to design.

Paragraph 56 emphasises the importance of good design. Paragraph 57 highlights the need to design public spaces as well as individual buildings.

Paragraph 58 cross references to Local and Neighbourhood Plans, which should aim to create a sense of place, optimise site potential, respond to local character, minimise crime and create good architecture and landscaping.

Paragraph 59 advocates design codes, but "design policies should avoid unnecessary prescription or detail and should concentrate on guiding the overall scale, density, massing height, landscape, layout, materials and access"...



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Paragraph 60 has a similar vein: "planning polices and decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative unsubstantiated requirements to conform to certain development or styles. It is however proper to seek to promote or reinforce local distinctiveness."

Paragraph 61: "Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning polices and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment."

Paragraph 64 has a similar message: "Permission should be refused for development that fails to take the opportunities available for improving the character and quality of an area and the way it functions".

Planning (Listed Buildings and Conservation Areas) Act 1990

Section 66(1).

Section 72(1). I

Stroud District Local Plan:

Policies considered as relevant for this application include:

CP2 allocates the site for development.

CP4 Place Making: Requires development to integrate into the neighbourhood, create/enhance sense of place. Create safe streets and homes

CP5 Principles for strategic sites: Appropriate density, low impact, accessibility by bus, layout, parking, landscaping and community facilities, use of a design code/framework, sustainability.

SA2. Site allocation: Accessible green space, structural landscaping buffer around Nastend and to the east of Nupend incorporating existing hedgerows and trees, management of open space for biodiversity, use of SUDs, connectivity to adjacent areas, primary access off Chipmans Platt, traffic calming, bus provision.

CP7 Lifetime Communities: Promotion of accessibility. Lifetime accommodation.

CP8 New Housing Development: Range of house types. Appropriate density, layouts to promote cycling/walking, parking appropriate, sustainable principles.

EI12. Promoting transport choice and accessibility. Connectivity for walking, cycling and access to public transport.

CP14. High quality sustainable development: Sustainable design, no increase to flooding, appropriate design respecting surroundings, including topography, built environment and



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heritage, protection of amenity, sense of pace, crime prevention, use of street scenes, master plans, development briefs design concept/codes.

ES1 Sustainable Construction and Design: Promotes energy efficiency.

ES7. Landscape Character: Protection of distinct landscape types, respect setting of the AONB, location, materials and scale are sympathetic. Natural features retained.

ES8 Trees, hedgerows and woodlands: Retention or adequate replacement of trees.

ES12 Better Design of Places: Social integration, high quality places, well planned legible routes, integrated uses, safe spaces, secure private areas. Need for thorough site appraisal, use of design statements/code.

ES14 Public Art: Promotes publically accessible features.

SDC Residential Design Guide: This covers many design aspects, from form, style, detailing, materials to landscaping and amenity.

SDC Landscape Assessment: Defines and highlights the various landscapes in the District. It highlights settlement character as well as vegetation.

Stonehouse Design Guide: Whilst this tends to concentrate on the town itself it does highlight the landscape setting including the AONB and the canal, and the importance of the various outward views.

Stonehouse Neighbourhood Development Plan, in accordance with recent changes to statute, is now a part of the Development Plan. The plan's area covers part of H21.

Eastington Neighbourhood Development Plan: Does not have any specific policies for this site but there are some general policies. EP1 Sustainable development, EP2 Protect and enhance biodiversity and the natural environment, EP7 Siting and Design of new development, EP10 Traffic and Transport, EP11 Public Rights of Way and Wildlife corridors.

IHCA Conservation Area Management Proposals SPD (2008)

PLANNING CONSIDERATIONS

The application has a number of considerations which cover the details of the proposed scheme which will be considered in turn below:



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DESIGN AND LAYOUT

Original submission

When this application was originally submitted officers had concerns that the proposed bund proposed to protect residential amenity was not extensive enough to protect the rear of the landmark building facing the entrance to the site from Oldends Lane/Brunel way.

Whilst Officers welcomed the form of the main street's curving nature which imparts real character to the area. The curving "S" shaped nature of the road offers ever changing views across the open space. The housing opposite needs to be uniform to direct and encourage the views across the open space. Accordingly Officers are seeking more "formalisation" of this housing. Essentially the form would be broadly uniform, and terraces are characteristic of this part of Stonehouse. The siting (building line) also should be regular. The boundary treatment also needs to encourage this sweeping impression. Equally frontage car parking would spoil these sweeping views.

It was also considered that more effort could be made to increase the permeability of the site with footpaths and bridleways. It was acknowledged by officers that in accordance with the indicative master plan that some existing footpaths would have to run through housing areas on footpaths, however such practices are not necessarily negative providing such routes lead to continuations of paths to allow for recreation opportunities and build on the availability of the green infrastructure areas. The use of shared surfaces, may help walking/cycling which also offer benefits of community mixing and cohesion.

Revised plans

Following extensive discussions a revised master plan was been formally submitted (REV B, which has recently been further superseded by REC C). This dealt with the matter of the extension to the bund has been delivered as has the retention of an existing bridleway route which will enhance the green infrastructure area.

The concerns about footpaths has been addressed with a bridleway route retained.

Officers consider that further improvement can be made to the frontage of the housing facing the main street, and will be seeking a preponderance of terraced form and diminution of frontage parking.

From the earliest master planning stages the entrance was highlighted as important. It needed to create a sense of arrival. The scheme shows a formal 'square' gateway with a landmark building to function as part of this arrival function. The entrance 'square' has been amended to comply with Highway authority requirements.

The green 'infrastructure' which occupies the South western portion of the site will at its frontage to the main street have a formal boundary of trees, contrasting with the residential development on the northern side of predominantly terraced aspect. This form is in accordance with the character area defined at outline stage.



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RESIDENTIAL AMENITY

The layout that has at the time of the writing of this report, namely the Informative layout at page 5 of the masterplan is considered to produce a layout where residential amenity of incoming residents is very likely to be acceptable, a final judgement on this matter will be made following submission of reserved matters application(s).

HIGHWAYS

The highway layout details are acceptable to the Highway Authority.

LANDSCAPE SETTING

Views of the proposed built development will be, broken up by significant tree planting fronting the main street to give a marked distinction between the green areas and the dense urban area reflecting the character of this particular part of the development and the approved parameter plans.

PUBLIC OPEN SPACE

The open space provided with the scheme is generally in accordance with the overall development's masterplan including the two play area within the scheme which will be transferred to a management company for which provision is made under the S106 attached to the Outline approval. Subsequent applications for reserved matters will provide details of these areas.

ARCHAEOLOGY & HERITAGE ASSETS

The archaeological impact of the master plan has been assessed and is considered acceptable. The effect of the development on the IHCA whose boundary is some way South beyond an industrial area and the A419 is considered to be insignificant.

REVIEW OF CONSULTATION RESPONSES

The principle issue raised by consultees is footpath provision/diversion. The Eastington PC refer to the adopted policy of the NDP which seeks to ensure that where existing footpaths/bridleways are routed through new housing areas they should be designed as parts of landscaped wildlife corridors.

The idea of a footpath running at the rear of housing and an employment area, where there is a bund is noted, however Officers consider that the experience for walkers would be claustrophobic and potentially unsafe as the footpath would be in a 'ravine' between garden fences and a bund. Notwithstanding this matter the original outline indicative master plan for the entire site showed the footpath diverted through the housing site H21, the connectivity afforded by diversion onto estate footpaths is preferable to the possible alternative and also provides linkage for the housing area to the green infrastructure.

Part of the application site is within the area covered by Stonehouse NDP and the Council has drawn attention to Policy H2 'Ease of access in new residential development. In considering this Policy your officers consider that the support for the application now



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forthcoming from the Highway Authority who in making that recommendation had regard to the Gloucestershire Manual for Streets ensures that Policy H2 of the NDP is complied with.

Stonehouse Town Council also raises matters of cycle and pedestrian permeability on the site and the development as a whole. The outline approval considered in broad brush fashion these issues and specific conditions were included in the approval to ensure the matters will be dealt with. It is the role of applications to discharge such conditions that will provide the necessary details, this application as explained in the earlier part of this report is to act as a bridge between the indicative master plan and applications for approval of reserved matters for individual areas including details of infrastructure including the specification of footpaths and improvements to existing ones.

RECOMMENDATION

To resolve to approve the discharge of condition 46 in respect of parcel H21 subject to the receipt of satisfactory amended plans.

Please note that the officer recommendation may be updated at DCC.

HUMAN RIGHTS

In compiling this recommendation we have given full consideration to all aspects of the Human Rights Act 1998 in relation to the applicant and/or the occupiers of any neighbouring or affected properties. In particular regard has been had to Article 8 of the ECHR (Right to Respect for private and family life) and the requirement to ensure that any interference with the right in this Article is both permissible and proportionate. On analysing the issues raised by the application no particular matters, other than those referred to in this report, warranted any different action to that recommended.