

15 DCCE2005/1130/RM - PROPOSED RESIDENTIAL DEVELOPMENT MIX OF 2,3,4 AND 5 BED HOUSES, FLATS, CAR PARKING/ GARAGES, ROADS AND SEWERS THERETO AND LANDSCAPING (PHASE 2) LAND AT BRADBURY LINES, BULLINGHAM LANE, HEREFORD

For: Andrew Bowen, per George Wimpey South West, Copse Wood, Cardiff Gate Bus Park, Cardiff

Date Received: 11th April, 2005 Ward: St. Martins & Hinton Grid Ref: 51054, 38173

Expiry Date: 6th June, 2005

Local Members: Councillors Mrs. W.U. Attfield, A.C.R. Chappell and R. Preece,

1. Site Description and Proposal

- 1.1 The site forms part of the former SAS Camp known as Bradbury Lines south of the city and falls between Hoarwithy Road to the east and Web Tree Avenue to the north. Semi-detached properties border the north eastern corner of the site along with mature/semi mature trees with the remainder of the site being relatively open. Ground levels fall away from the site to the north and east and fall from north to south within the site.
- 1.2 Outline planning permission for a mixed use development to provide housing, open space, community and local retail facilities was issued on the 10th February, 2005 following committee approval in December 2003. The master plan associated with this outline envisaging a three phased development. Two permissions totalling 160 dwellings were approved in June 2004 comprising Phase 1 of the development and work is progressing on the construction of these units. This application, although not described as such, is essentially Phase 2a of the development and is for the construction of 134 dwellings. It includes details of the siting, design and external appearance of the dwellings along with the areas of open space and landscaping, internal infrastructure and associated vehicular parking areas. A separate application for the principal infrastructure routes through the site has been submitted (reference DCCE2005/1463/RM). The housing mix is as follows:

	1-bed	2-bed	3-bed	4-bed	5-bed
Private housing	3	7	33	26	17
Affordable housing (for rent and shared ownership)	0	17	4	3	0
Low cost market housing	3	17	4	0	0
TOTAL	6	41	41	29	17

2. Policies

2.1 Planning Policy Guidance:

- PPS1 - Delivering Sustainable Development
- PPG3 - Housing
- PPG13- Transport

2.2 Hereford Local Plan:

- ENV9 - Energy Conservation
- ENV14- Design
- ENV16- Landscaping
- H3 - Design of New Residential Developments
- H4 - Residential Roads
- H5 - Public Open Space Provision in Larger Schemes
- H7 - Communal Open Space
- H8 - Affordable Housing
- H12 - Established Residential Areas – character and amenity
- H14 - Established Residential Areas – site factors
- T11 - Pedestrian Provision
- T12 - Cyclist Provision
- T13 - Pedestrian and Cycle Routes
- R4 - Outdoor Playing Space Standards
- R8 - Children's Play Areas

2.3 Herefordshire Unitary Development Plan (Revised Deposit Draft):

- S1 - Sustainable development
- S2 - Development Requirements
- S3 - Housing
- S6 - Transport
- DR1 - Design
- DR2 - Land Use and Activity
- DR3 - Movement
- DR4 - Environment
- H1 - Hereford and the Market Towns: Settlement Boundaries and Established Residential Areas
- H2 - Hereford and the Market Towns: Housing Land Allocations
- H9 - Affordable Housing
- H13 - Sustainable Residential Design
- H15 - Density
- H16 - Car Parking
- H19 - Open Space Requirements
- T6 - Walking
- T7 - Cycling
- T11 - Parking Provision
- RST3 - Standards for Outdoor Playing and Public Open Space

3. Planning History

- 3.1 CE2001/2757/O - Site for mixed use development to provide housing, open space, community and local retail uses at land at Bradbury Lines, Bullingham Lane, Hereford. Outline planning approved 10th February, 2005
- 3.2 DCCE2005/1463/RM - Principal roads and drainage infrastructure (Phase 2). Application undetermined.

4. Consultation Summary

Statutory Consultations

- 4.1 Welsh Water: Recommends conditon concerning foul and surface water drainage.
- 4.2 Environment Agency: No objection.
- 4.3 Highways Agency:

Based on the increased density proposed there is approximately 3.4 hectares of remaining development land, which continuing the current density would take the total site to over 600 dwellings. The Highways Agency is concerned that the trip rates presented are considerably lower than the accepted trip rates in the traffic assessment associated with the original outline permission to justify the 500 units and are not representative of the proposed development site. The agency therefore request that the applicants undertake an assesment based upon a combination of the agreed trip rates and a trip rate for the 36% approved affordable housing i.e 64/36% split.

- 4.4 In addition, the signal scheme identified for the A49 Bullingham Lane junction has capacity problems with 500 units due to revisions to improve pedestrian crossing facilities. The Agency is concerened that any further increase in traffic will exacerbate these problems and mean the signals would not appropriately mitigate the impact of the proposed development. Further work is required on the signal scheme to ensure that the signals can cope with any increase in traffic generation. The master plan for this site has materially changed and the Agency needs to understand what these changes are, what effect they are likely to have upon the safe and free flow of traffic upon the trunk road. In view of the above concerns, the Agency have issued a TR110 form preventing the council from granting planning permission.

Internal Council Advice

- 4.5 Traffic Manager: No principle objections but some changes are likely to be necessary to the internal road layouts. Comments awaited on amended plans.
- 4.6 Conservation Manager: Advises that there are no comments/objections to the archaeological and ecological aspects of the development.
- 4.7 Landscape Officer: The planning layout which appears to reflect the landscape concept and strategy agreed with outline masterplan. Additional details or control over the specific landscape scheme is required. Comments awaited on amended plans.
- 4.8 Environmental Health and Trading Standards Manager: No objection subject to condition restricting working hours (already imposed on outline permission).

- 4.9 Drainage Engineer: Consulting engineer HSL have identified the site as being part of the overall development and as such the drainage requirements have been taken into account and included within the appropriate surface water drainage strategy. I therefore have no objections or further comment to make on the proposals.
- 4.10 Forward Planning Manager: Paragraph 5.4.7 of the UDP (Revised Deposit Draft) highlights the requirement of any proposals submitted for the development site, including open space, community facilities and affordable housing. Any development will be expected to deliver 36% affordable housing. Regarding density, Policy H15 seeks a target of at least 30 dwellings per hectare. The proposed development of 134 dwellings on 3.12 hectare site equates to 42.9 dwellings per hectare which is in accordance with local and national planning policy. However, the outline application submitted for the development as a whole contained a developers master plan outlining a total of 500 dwellings, which reflects the allocation of 500 dwellings within the specified Policy H2. Given that this figure of 500 was one set out by the developers as part of the original overall application along with public open space, community facilities, the densities on the piecemeal reserved matters applications will need to be carefully assessed to ensure conformity with the outline permission.

Policy H19, regarding open space requirements, stipulates that residential development will be required to incorporate outdoor playing space and public open space in accordance with the minimum standards set out in Policy RST3. For schemes in excess of 60 dwellings, proposals will be expected to be provided with a small children's/infants' play area, properly equipped and fenced, an older children's play space, and, an outdoor playing space for youth and adult use and public open space to at least the minimum standard. This development was intended by the Council to be produced on a comprehensive basis as opposed to a piecemeal approach. The consequence of such a piecemeal approach is that comment on open space provision is difficult due to separate applications being submitted for various areas of the development.

- 4.11 Strategic Housing Manager: We are looking for a wide range of house types similar to that provided in Phase 1 to meet the range of needs of the people of Herefordshire. The overall numbers of affordable homes follows the requirements of the 106 Agreement associated with the outline permission. The mixed proposed is not yet detailed enough for agreement, we need further details of the rent/shared ownership split. There is also a distinct lack of 2-bedroom bungalows which are needed in Hereford. We are seeking four 2-bedroom bungalows from Phase 2 mirroring those provided in Phase 1. These can be provided across Phase 2 as a whole. There is a reasonable locational spread of the affordable housing across the development. Comments awaited on amended plans.
- 4.12 Parks and Countryside Manager: No comments received.

5. Representations

- 5.1 Hereford City Council: No objections. Comments awaited on amended plans.
- 5.2 Lower Bullingham Parish Council: The Parish Council is concerned about density, open space and traffic matters and is worried about the piecemeal way in which the applications have been submitted. There is such a great deal of detail in the drawings submitted that it is difficult to understand many of the proposals. However, since all matters that concern the Council density, open space and traffic have all been

previously approved there is little that the Parish Council can comment upon. Comments awaited on amended plans.

5.2 Two letters of objection along with a third letter accompanied by a petition signed by four dwellings (64-70 Web Tree Avenue) which border the site have been received. The main points raised are:

- We object to the location of the playground adjacent to our properties as it is elevated well above our gardens removing our privacy, it abuts our rear fences which will end up being used to kick balls against causing noise nuisance, undesirable teenagers may use the playground swearing and throwing items into our gardens until late hours of the night and the playground will allow easy access for burglars to raid our properties.
- Existing trees on the site of the playground provide privacy, if removed the new houses on top of the slope will look down into our bedroom windows.
- The playground is not for our use yet it directly effects us, if a playground must be built it should be built next to the houses that will benefit from it.
- The initial planning application identified an undisturbed wooded area adjacent to our properties.
- At a public meeting with Wimpeys, it was agreed that slab levels of existing dwellings would be the same as adjoining properties. The housing already built and proposed is to be three to four times higher than the levels of adjoining properties which is totally unacceptable and would invade our privacy.
- The present capacity of the storm drain and sewerage system in the area is inadequate. The extra load created by the development will only compound the problem.
- Additional traffic via the Hoarwithy Road junction will create chaos.
- Wimpeys have gone ahead with the development without little regard for neighbouring properties or for Hereford Planning Department. Plot No. 223 to the rear of 38-40 Hoarwithy Road is a three floored dwelling measuring 10 metres in height. Being so close to the boundary, it will undoubtedly dominate the skyline of the properties in the locality particularly if the finished floor level is much higher than those of existing properties.
- No details are provided of the landscape planting for the boundaries or any additional screening proposed. This is required to provide some privacy for existing properties bordering the site.

5.3 The full text of these letters can be inspected at Central Planning Services, Blueschool House, Blueschool Street, Hereford and prior to the Sub-Committee meeting.

6. Officers Appraisal

6.1 The application site has the benefit of outline planning permission and is also allocated within the Unitary Development Plan for residential development. As such the principle of the development is acceptable. The key issues for consideration are as follows:

1. Density and Highway Impact
2. Layout, Design and Materials
3. Housing Mix and Affordable housing
4. Infrastructure
5. Open Space and Landscaping
6. Conclusion

Density and Highway Impact

- 6.2 The site lies near the southern fringes of Hereford City and cannot be regarded as a town centre or edge of centre location. As such it would not be appropriate to have a very high-density development (i.e. 50 dwellings per hectare) on this site. Nevertheless, the site is classified as brownfield; Policy H15 requires the efficient use of previously developed land and sets an indicative minimum net density of 30 dwellings per hectare. The proposed development is at a density of 42.9 dwellings per hectare, which is at the upper limit of what is considered appropriate for this site given its location.
- 6.3 Members should be aware that the master plan envisaged that the site would be developed for around 500 houses and this figure is identified within Policy H2 of the UDP. Wimpey's being the site owner have identified that the site may have additional capacity through developing at a higher density and are now working towards the development of around 600 dwellings based upon the density of both approved and proposed phases. Neither the outline planning permission or legal agreement identified a specific number of units and therefore there is some flexibility over the numbers. This is subject to firstly, a satisfactory residential environment being created in terms of the layout, housing scales, design and materials, infrastructure, level of open space and secondly, the traffic assessment and more specifically junction capacity and the highway network being able to accommodate the possible additional traffic.
- 6.4 The total number of approved and proposed dwellings does not yet exceed the figure of 500. However, the Highways Agency is presently objecting to the application due to concerns over the capacity of the A49 Bullingham Lane junction, which is the only vehicular access to the site. The access on to Hoarwithy Road is for use by buses only and will be restricted using a bus gate system. Information has been provided to justify the higher density and the Highways Agency are at present unhappy with the trip generation data provided and secondly, have concerns with the signal arrangements for the principal junction to the site on the A49. Discussions are on going between the various parties and further information on this matter will be reported to Members at Committee. If the junction capacity is ultimately a total of 500 units, this could leave around 3.4 hectares of land to be developed for 76 dwellings at a density of 22 units per hectare.

Layout, Design and Materials

- 6.5 The acceptability or otherwise of a higher density is only appropriate if the overall layout is successful. The layout has been almost entirely redesigned to take on board concerns expressed by your Officers, Highways and objectors. The principle theme of the layout is that properties generally front on to and address the roads and central park with parking and gardens to the rear. This assists in creating a sense of place and gives the development a greater degree of enclosure. A number of the gardens are relatively small, however, this must be accepted if a more efficient use of the land is to be achieved and window-to-window relationships are generally within acceptable tolerances. Concerns remain regarding the proximity of some of the properties in the north eastern corner of the site to existing dwellings on Web Tree Avenue and Hoarwithy Road. This is particularly the case as slab levels are likely to be considerably higher than garden levels within properties adjoining the site. This issue could be resolved through changing some of the properties nearest the boundaries to bungalows as has occurred elsewhere along the Web Tree Avenue boundary. This

will also broaden the mix of house types within the site and the conclusion and recommendation below reflect the desire to secure further amendments to the layout.

- 6.6 Eighteen different house types are proposed including one-bedroom apartments, two-storey dwellings, 2 ½ and 3 storey town houses as well as more conventional dwellings. This will ensure an interesting and diverse residential environment is created subject to a careful palate of materials being selected. The materials identified thus far are to be predominantly brick under a tile roof interspersed with some render. The designs are fairly typical of a development of this size but in general, they follow Hereford's vernacular.

Housing Mix and Affordable Housing

- 6.7 The mix of house types is generally acceptable although a higher proportion of 1 and 2-bed private housing would be desirable particularly as the need for a higher number of smaller units was identified when approval was given for the Phase 1a and 1b developments which are currently under construction. Thirty-six percent of the total number of dwellings are also to be affordable dwellings as required by the 106 Agreement associated with the outline application. This creates a total of 48 units with 12 being available for rent, 12 available for shared ownership and 24 as subsidised open market housing. Strategic Housing are still evaluating the specific mix of affordable provided in terms of size and type of each unit and whether it meets the Housing Corporation Scheme Development Standards as in phase 1. They have specifically identified a need for at least two 2-bedroom bungalows to be provided within this site. This, as outlined earlier, could be provided along the boundaries with existing properties. The affordable units are to be pepper potted around the site, which is acceptable to Strategic Housing and creates a more integrated community.

Infrastructure

- 6.8 An informal internal road network is proposed following the home zone principle. This is where pedestrians have equal priority with cars, there is no pavement delineation and traffic speeds are reduced through a more tortuous alignment of roads and strategically positioned houses and street furniture. This form of layout avoids the development being visually dominated by the highway network. The site is also to be relatively permeable with strategically placed cycle and footpaths allowing both access through the site and linking the development with the surrounding areas including the central park area. With regard drainage, Welsh Water have not identified any capacity issues with regards foul drainage and the surface water infrastructure is considered satisfactory to the councils drainage engineer.

Open Space and Landscaping

- 6.9 The landscape strategy for the site has been amended to be more in line with that envisaged when the master plan was produced. This being a large area of open space along the eastern boundary with Hoarwithy Road and landscape strips of tree lined avenues radiating out from the central open space. Properties fronting the central park are also set back to allow additional landscaping creating a softer transition from the park to the high-density development. Additional native tree planting is also proposed along the north eastern boundary where there are existing dwellings in order to provide additional privacy for these properties. Whilst the specific planting schedule has not yet been submitted for the approval of the Landscape Officer, no objection is raised thus far.

- 6.10 The outline planning permission identified a total of 10 suitably equipped toddlers play areas be provided across the development as a whole in addition to the central open space and multi user games area. On this basis, two such areas should be provided within this application. However, it has been agreed that only one such area needs to be provided on the basis that additional tree planting following the landscape master plan is identified, this has been achieved. Through the revisions already made the local area of play (LAP) has been moved away from the boundary as requested by objectors. The LAP is overlooked by dwellings, which will provide passive surveillance minimising the risk of anti-social behaviour. The location of the LAP is also considered to be the most appropriate given it is the furthest point away from central park and other play facilities. The applicants do not propose to develop this area with any form of play equipment. This is not acceptable given that it is the only such area serving the northern part of the site and therefore amended plans are required identifying this area being suitably equipped with a range of toddlers play equipment.

Conclusion

- 6.11 The amended layout is subject to a re-consultation exercise and in light of the late receipt of the plans; comments are still awaited from key consultees including the Parish Council, adjoining residents, Highways and Strategic Housing. However, the general principles identified on the amended layout are considered acceptable and satisfy the necessary policy requirements subject to the further amendments identified within this report being addressed. These include the provision of bungalows along the north eastern boundary, the equipping of the play area and further landscape and tree planting details including a tree survey. The decision taken on the application will also be subject to the resolution of the Highways Agency concerns regarding the density and junction capacity.

RECOMMENDATION

Subject to the receipt of suitably amended plans, no further objections raising additional material planning considerations by the end of the consultation period and the Highways Agency objection being overcome the officers named in the Scheme of Delegation to Officers be authorised to issue planning permission subject to the following conditions and any additional conditions considered necessary by officers.

Informatives:

- 1 The applicants attention is drawn to conditions attached to Outline Planning Consent reference CE2001/2757/O which require further details to be submitted and agreed prior to commencement of the development.**
- 2 N02 - Section 106 Obligation**
- 3 N15 - Reason(s) for the Grant of PP/LBC/CAC**

Decision:

Notes:

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Background Papers

Internal departmental consultation replies.