

**16 DCSE2006/1726/F - REPLACEMENT OF THE EXISTING DEVELOPMENT OF 42 CONCRETE PANEL HOUSES COLLECTIVELY KNOWN AS WOODEDGE, PLUS A SINGLE MASONRY DWELLING (11 WALFORD AVENUE) WITH 53 NEW DWELLINGS AND ASSOCIATED INFRASTRUCTURE AT WOODEDGE, ROSS-ON-WYE, HEREFORDSHIRE.**

**For: Herefordshire Housing Ltd. per DJD Architects,  
2 St Oswalds Road, Worcester, WR1 1HZ.**

**Date Received: 1st June, 2006      Ward: Ross-on-Wye East      Grid Ref: 59693, 22738**

**Expiry Date: 31st August, 2006**

Local Members: Councillors Mrs. C.J. Davis, Mrs. A.E. Gray and J. Jarvis

## **1. Site Description and Proposal**

- 1.1 The application site comprises a former Council housing estate of 42, 3 & 4 bedroom houses situated on the south-east periphery of the town. It is understood that the houses, which are of prefabricated construction, are no longer capable of repair/refurbishment at an economic cost and money was set aside for redevelopment when the Council's housing stock was transferred to the newly formed Herefordshire Housing in 2002. The current proposal, following consultation with residents, is the outcome of the commitment to provide new housing during 2006/7. In addition to the 42 replacement dwellings an additional house would be demolished (11 Walford Avenue) which would enable access for construction traffic and avoid the narrow, winding Tudor Rise. A replacement house would be constructed plus an additional 10 dwellings. These would be a mix of 2, 3 & 4 bedroom units.
- 1.2 The current layout is a 'U'-shaped road extending from two arms of Tudor Rise around which the houses are formally arranged, except for the southern part where pairs of houses are staggered in relation to each other. In the south-west corner is a large garage court and to the north of this a small area of open space crossed by pedestrian routes.
- 1.3 The proposed scheme replaces the loop with three cul-de-sacs. Vehicular access would be along shared pedestrian surfaces except for the north-western extension of Tudor Rise which would be a normal estate road with footways for the first 50 m. A pedestrian/cycle route would link the north-west apex to south-eastern cul-de-sac. The houses would be in terraces (plus some semi-detached houses) of varying lengths but generally these terraces would include a house or houses of different sizes, some projecting forward, others with higher roofs, rather than of identical units. The topography also means that the terraces rise, allowing for stepped changes in roof levels. The houses are of a similar type: flat front and back walls, with prominent lean-to entrance canopies on the front elevations. They would be of timber frame construction, externally of brick with interlocking concrete tiles; softwood windows with soldier courses above ground floor windows and doors, and with first floor window heads at eaves level. Parking would be mainly within curtilages plus 2 groups of 3

visitor parking spaces. There would be optional spaces for more in-curtilage parking but it is not proposed to provide this at the time of initial development. Front gardens would be open plan with rear gardens enclosed by screen fencing. No public play space would be provided.

## 2. Policies

### 2.1 South Herefordshire District Local Plan

Policy CTC1	-	Area of Outstanding Natural Beauty
Policy GD1	-	General Development Criteria
Policy C2	-	Settlement Boundaries
Policy C5	-	Development within AONB
Policy SH1A	-	Overprovision of Housing
Policy SH5	-	Housing Land in Ross on Wye
Policy SH13	-	Affordable Housing in/adjacent to Settlements
Policy SH14	-	Siting and Design of Buildings
Policy SH15	-	Criteria for New Housing Schemes
Policy R3A	-	Development and Open Space Targets, 10 dwellings and over
Policy R3B	-	Development and Open Space Targets, 3 to 10 dwellings
Policy R3C	-	Calculation of Open Space
Policy R3D	-	Commuted Payments
Policy R4	-	Protection of Recreation Land and Public Open Space
Policy R5	-	Improvements to existing Recreation Land and Public Open Space
Policy T1A	-	Environmental sustainability and Transport
Policy T3	-	Highway Safety Requirements
Policy T4	-	Highway and Car Parking Standards
Policy T8	-	Public Footpaths and Cycleways

### 2.2 Herefordshire Unitary Development Plan (Revised Deposit Draft)

Policy S1	-	Sustainable Development
Policy S2	-	Development Requirements
Policy S3	-	Housing
Policy S8	-	Recreation, Sport and Tourism Development
Policy DR1	-	Design
Policy DR2	-	Land Use and Activity
Policy DR3	-	Movement
Policy DR5	-	Planning Obligations
Policy LA1	-	Areas of Outstanding Natural Beauty
Policy LA3	-	Setting of Settlements
Policy H1	-	Hereford and the Market Towns: Settlement Boundaries and Established Residential Areas
Policy H9	-	Affordable Housing
Policy H13	-	Sustainable Residential Design
Policy H14	-	Re-using Previously Developed Land and Buildings
Policy H15	-	Density
Policy H16	-	Car Parking
Policy H19	-	Open Space Requirements
Policy T6	-	Walking
Policy T7	-	Cycling
Policy T11	-	Parking Provision
Policy RST2	-	Recreation, Sport and Tourism Development within Areas of

Policy RST4 - Outstanding Natural Beauty  
Safeguarding Existing Open Space

### 2.3 Supplementary Planning Guidance

Design and Development Requirements

### 3. Planning History

3.1 There have not been any recent planning applications relating to this site.

### 4. Consultation Summary

#### Statutory Consultations

4.1 Welsh Water recommends that conditions be imposed regarding drainage.

#### Internal Council Advice

4.2 Traffic Manager comments as follows:

1. The internal road layout is generally satisfactory and complies with the Council's new Design Guide (July 2006). However, the section of 'Minor access road' adjacent housing blocks 1, 7 and 8 should be increased to a minimum width of 4.80m.
2. Pedestrian/cycle path adjacent 'shared surface' to blocks 2 and 3 can be replaced with a standard service strip.
3. Car parking provision indicated falls slightly short of the standard recommended in the Design Guide, based on an 'average maximum rate of 1.50 spaces per unit for the development' ( i.e. 79 spaces). The intended provision of curtilage parking (on suitably constructed driveways) will be of benefit and reduce traffic problems currently arising from on street parking.

It is considered that any additional traffic that would be generated by the development would not be excessive, and not significant enough to recommend its refusal.

It is recommended that any permission which this Authority may wish to give include highway conditions.

I note that a temporary access road for construction traffic requested by the applicant's agent previously has not been included in this application. The removal (and replacement) of the dwelling in Walford Avenue would suggest that the applicant still intends to provide an access. It is considered that such an access would relieve conflict with site traffic on the existing restrictive estate road network and provide a direct link which site vehicles could negotiate easily. The temporary road would link with Walford Road, crossing Walford Avenue and the field adjacent the play area. Careful consideration would have to be given to the exact location, alignment and construction of such a road if provided. This would include the segregation and protection of the adjacent facilities and properties.

4.3 Head of Strategic Housing Services fully supports this application for demolition and rebuild of 30 affordable dwellings to meet local housing need as identified in Herefordshire Housing Strategy 2005-2008 'to improve housing conditions in Herefordshire across all tenures'.

4.4 Head of Environmental Health has no adverse comments on the proposal.

## 5. Representations

5.1 The applicant's agent has submitted a detailed planning and design statement, the summary of which is:

"This proposal is a necessary scheme of renewal of time-expired stock, designed to modern standards, and with careful consideration of the needs of the existing setting, and taking close account of the concerns of local people. The residents of the site are a settled community who wish to continue that way. This scheme is prepared to enable that to happen."

5.2 Ross Town Council has no objections but has concerns about the impact of additional 11 dwellings on the current sewerage infrastructure.

5.3 Walford Parish Council (adjoining) had no objections to the proposal.

5.4 3 letters and a petition (with 117 signatures) have been received expressing serious concerns regarding the consequences for highway safety and ease of movement along Tudor Rise. The petition states:

"Although the planned development is considered to be an asset to the local community we do feel that the potential increase in the volume of traffic combined with the planned infrastructure changes could have a detrimental effect on the safety of an already overloaded road system currently servicing Woodedge and Tudor Rise. We therefore urge you to consider the inclusion of a second access route into the planned development."

The following specific concerns are raised:

- (1) Tudor Rise is a narrow access road, already overloaded and potentially dangerous due to high volume and high speed of traffic and vehicles parked the full length of the road due to lack of off-road parking.
- (2) Particular problems arise from parking on footway along certain sections, hedges obscuring visibility and a bend plus parked cars making turning movements at one of crossroads along Tudor Rise dangerous.
- (3) A number of accidents plus lots of near-misses are reported.
- (4) Parking on both sides of Walford Road near junction with Tudor Rise severely restricts vision making movements onto Walford Road hazardous and also causes bottleneck - double yellow lines may be a solution.
- (5) Cars have to back up or squeeze into small spaces as a result of volume of traffic and vehicles parked all the way up the hill, especially at weekends.
- (6) Proposal would increase traffic with 10-20 more cars plus delivery vehicles etc. which will increase risk, in particular to children, and congestion.
- (7) The changes to road layout (forming two cul-de-sacs) will increase access problems especially for service/delivery vehicles.

- (8) Traffic calming is needed at bend where Tudor Rise and Woodedge meet because of poor visibility and high traffic speeds.
- (9) Development requires an extra road access - no other estate suffers from above problems.

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

## 6. Officer's Appraisal

6.1 There are 4 main issues:

### 1. The principle of redevelopment

The site is within the Primarily Residential Area on South Herefordshire District Local Plan Proposals Map and Established Residential Area on UDP map for Ross and residential development is clearly appropriate. Policy H1 supports development "where compatible with the housing design and other policies of the [UD] Plan". The trigger for affordable housing in market towns in UDP is 15 but my understanding is that 42 would be housing association rented with the remainder either rented and/or shared equity – hence all are likely to be "affordable". In view of the very limited provision in Ross over the past few years (Vine Tree Farm nearby being the only recent provision of affordable housing) this would clearly be welcome.

### 2. Open Space Provision

No play area or open space would be provided. Policy H19 (UDP) seeks a small children's/infants play area for schemes of 10-30 family dwellings and for over 30 dwellings an additional older children's informal play space. The agent has indicated that the former may be provided on land adjoining the youth centre on Walford Avenue. In addition the proposal would result in the loss of an existing public open space. This is a small sloping grassed area bisected by a pedestrian path. Some alternative provision is required by Policies R4 (SHDLP) and RST4 (UDP). The Head of Economic and Community Services accepts that off-site provision would be appropriate and recommends that a contribution based on the 10 additional houses should be made by the developer. This could be secured by a Section 106 agreement, the Heads of Terms of which are included as an appendix to this report.

### 3. Design and Layout

The proposed housing scheme is based on a simple design but variety is added by combining different house types and by making use of changing site levels. Open plan front gardens with parking would not be ideal but is perhaps inevitable at this density if reasonable sized gardens are to be provided and given the constraints of site. There are reservations however about the inter-relationship of some houses within scheme, for example, there would be less than 10 m between the main elevations and gable end of adjoining terraces, some rear gardens would be less than 10 m long (although generally wider than a typical terrace house) and overlooking from Block 9 of the garden of 54 Tudor Rise (about 4-5m). The applicant has agreed to look at these distances and there is some scope for alterations to the layout to make it less cramped, although this may require the reduction of at least

one property. A revised scheme has not been submitted at the time of writing this report.

#### 4. Transport

The main concern of objectors is that Tudor Rise, a long, narrow and complex road with only one outlet to main road system, and very limited off-street parking, is already so congested that additional vehicles from 10 more houses would significantly exacerbate both congestion and hazards. The Transport Manager has specifically investigated these concerns and, whilst the problems resulting from narrow estate roads with parked vehicles is appreciated, he does not consider that the relatively small percentage increase in total traffic flows resulting from 10 additional houses would be so serious as to justify refusing planning permission.

### RECOMMENDATION

That

- 1) **subject to submission of acceptable revised site layout drawings the Legal Practice Manager be authorised to complete a planning obligation agreement under Section 106 Town and Country Planning Act 1990 to ensure**
  - (a) **provision of affordable housing**
  - (b) **a contribution towards off-site improvements to public open space and play facilities**
- 2) **Upon completion of the aforementioned planning obligation that the officers named in the Scheme of Delegation to Officers be authorised to issue planning permission subject to the following conditions:**
  - 1 **A01 (Time limit for commencement (full permission))**

**Reason: Required to be imposed by Section 91 of the Town and Country Planning Act 1990.**
  - 2 **B01 (Samples of external materials)**

**Reason: To ensure that the materials harmonise with the surroundings.**
  - 3 **G01 (Details of boundary treatments)**

**Reason: In the interests of visual amenity and to ensure dwellings have satisfactory privacy.**
  - 4 **G04 (Landscaping scheme (general))**

**Reason: In order to protect the visual amenities of the area.**
  - 5 **G05 (Implementation of landscaping scheme (general))**

**Reason: In order to protect the visual amenities of the area.**
  - 6 **F48 (Details of slab levels)**

**Reason:** In order to define the permission and ensure that the development is of a scale and height appropriate to the site.

**7 W01 (Foul/surface water drainage)**

**Reason:** To protect the integrity of the public sewerage system.

**8 W02 (No surface water to connect to public system)**

**Reason:** To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no detriment to the environment.

**9 W03 (No drainage run-off to public system)**

**Reason:** To prevent hydraulic overload of the public sewerage system and pollution of the environment.

**10 W04 (Comprehensive & Integrated draining of site)**

**Reason:** To ensure that effective drainage facilities are provided for the proposed development, and that no adverse impact occurs to the environment or the existing public sewerage system.

**11 H11 (Parking - estate development (more than one house))**

**Reason:** In the interests of highway safety and to ensure the free flow of traffic using the adjoining highway.

**12 H18 (On site roads - submission of details)**

**Reason:** To ensure an adequate and acceptable means of access is available before the dwelling or building is occupied.

**13 H19 (On site roads - phasing)**

**Reason:** To ensure an adequate and acceptable means of access is available before the dwelling or building is occupied.

**14 H21 (Wheel washing)**

**Reason:** To ensure that the wheels of vehicles are cleaned before leaving the site in the interests of highway safety.

**15 H27 (Parking for site operatives)**

**Reason:** To prevent indiscriminate parking in the interests of highway safety.

**16 H29 (Secure cycle parking provision)**

**Reason:** To ensure that there is adequate provision for secure cycle accommodation within the application site, encouraging alternative modes of transport in accordance with both local and national planning policy.

**Informatives:**

- 1    **HN01 - Mud on highway**
- 2    **HN04 - Private apparatus within highway**
- 3    **HN05 - Works within the highway**
- 4    **HN08 - Section 38 Agreement details**
- 5    **HN09 - Drainage details for Section 38**
- 6    **HN10 - No drainage to discharge to highway**
- 7    **HN22 - Works adjoining highway**
- 8    **W02 - Welsh Water rights of access**
- 9    **N19 - Avoidance of doubt**
- 10   **N15 - Reason(s) for the Grant of Planning Permission**

Decision: .....

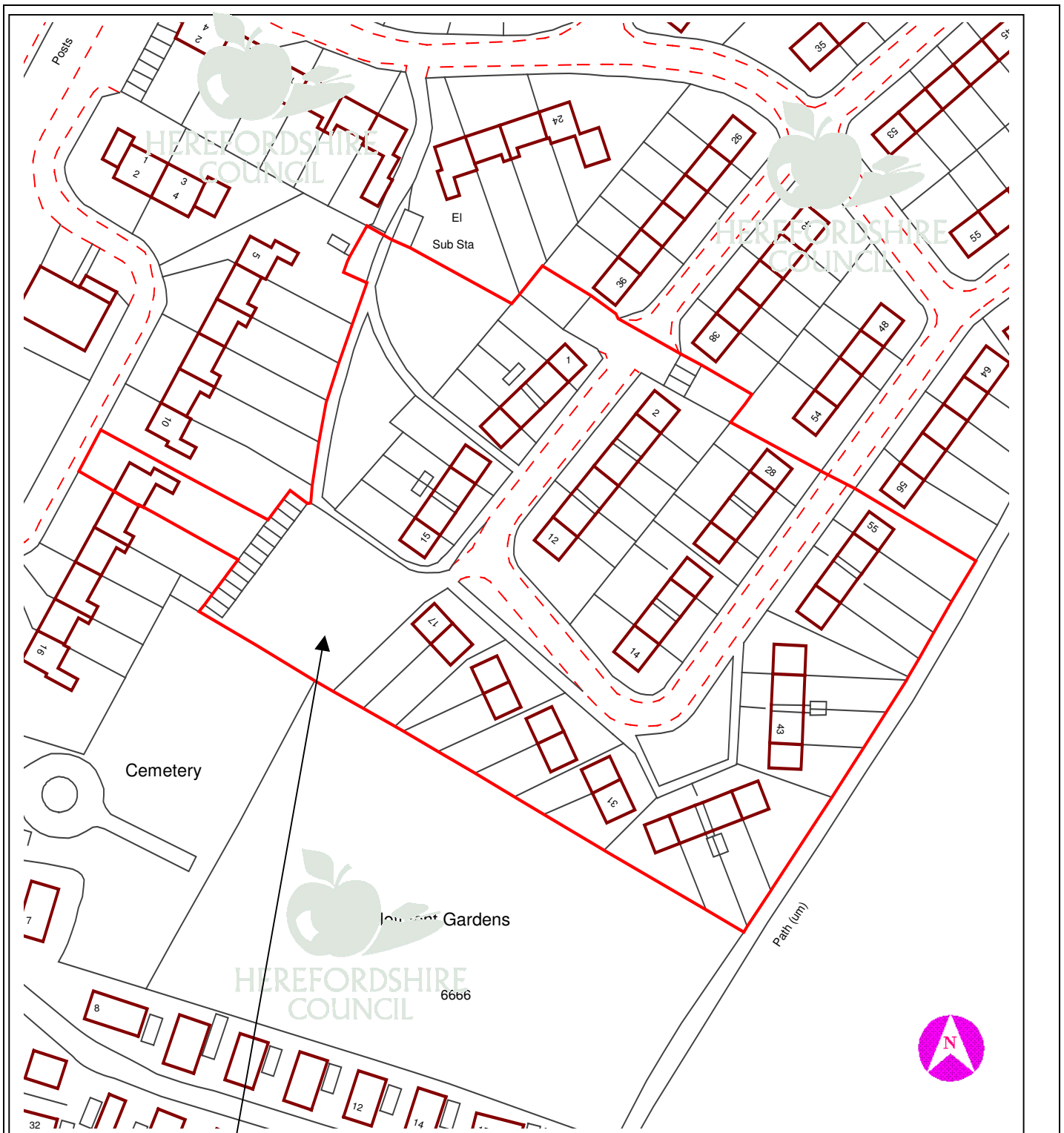
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**Background Papers**

Internal departmental consultation replies.





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**APPLICATION NO:** DCSE2006/1726/F

**SCALE :** 1 : 1250

**SITE ADDRESS :** Woodedge, Ross-on-Wye, Herefordshire

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