

TEWKESBURY BOROUGH COUNCIL – DEVELOPMENT CONTROL

Committee:	Planning
Date:	06.03.2020
Site Location:	Land At Homelands Farm, Gotherington Lane, Bishops Cleeve, Cheltenham, Gloucestershire, GL52 8EN
Application No:	19/00758/OUT
Ward:	Cleeve St Michaels
Parish:	Bishops Cleeve
Proposal:	Hybrid planning application, seeking; 1. Full planning permission for 65 residential units (to include affordable housing, public open space, associated highways and drainage infrastructure); and, 2. Outline planning permission, with all matters reserved except access, for up to 2,000 sqm (GIA) small scale employment use (B1 use class) and associated demolition, parking and open space.
Report by:	Mrs Helen Stocks
Appendices:	Site location plan Parameter plan Proposed layout House type – Eveleigh House type – Leverton House type - Mylne Street scene elevations
Recommendation:	Refuse
Reason for referral to committee:	Objection raised by the Parish Council

1.0 SITE DESCRIPTION AND PROPOSAL

- 1.1 The application site is located on the northern edge of Bishops Cleeve and to the south of Gotherington village. It comprises approximately 2.87 hectares of agricultural land (including existing farm buildings) which is bound by open fields to the north, Gotherington Lane to the east and the 'Homelands 2' development to south and west (**see attached location plan**).
- 1.2 The existing farm buildings are located in the northern part of the site, with access gained from Gotherington Lane. The southern part of the site comprises a largely flat, open field which is currently accessed from the north through Homelands Farm. There is mature hedgerow extending along the north and east site boundaries and a small watercourse (Middle Brook) which runs in an east-west alignment across the site and divides the agricultural buildings from the undeveloped field.

- 1.3 The application site lies in open countryside and is not subject to any heritage or landscape designations; the Special Landscape Area is located approximately 150 metres north of the existing farm buildings. There is a planned cycle path to the east of the site, on the opposite side of Gotherington Lane which was consented as part of the earlier 'Homelands' and 'Cleevelands' development, and would provide an off-road connection between Bishops Cleeve and Gotherington.
- 1.4 The site is located in Flood Zone 1 as defined on the Environment Agency's Flood Risk Maps.
- 1.5 It is material to note that the application site is identified as an emerging allocation - BIS2 (residential) and EMP2 (employment) - in the Pre-submission Tewkesbury Borough Plan (October 2019).
- 1.6 The current application is a hybrid application insofar as it seeks both full planning permission and outline planning permission for different elements of the proposed development:
- Full planning permission is sought for the erection of 65 dwellings to include affordable housing, public open space, associated highways and drainage infrastructure.
 - Outline planning permission is sought for the provision of up to 2,000 sqm (GIA) small-scale employment use (B1) and associated demolition, parking and open space. All matters are to be reserved for future consideration except for access.
- 1.7 The description of development has been amended over the course of the application, following the submission of revised plans, and the total number of proposed residential dwellings has been reduced from 70 to 65 units. The application sets out 40% of the proposed dwellings would be affordable, with a suggested tenure split of 75% social-rented and 25% shared ownership.
- 1.8 Access to the residential element of the proposed development would be gained from a sole point of access through the existing 'Homelands 2' development while access to the employment area would be from Gotherington Lane. An indicative layout has been provided in respect of the outline element of the proposal, which indicates the likely character of the development, and how this would relate to and function alongside the planned residential development to the south (**see attached plans**).

2.0 RELEVANT PLANNING HISTORY

Application Number	Proposal	Decision	Decision Date
07/00166/EN Q	Queries concerning application at this site	DONE	
07/00448/OU T	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals.	NONDET	04.09.2007
78/00368/FU L	Erection of farm buildings totalling 5018 sq.m. and formation of a slurry lagoon.	PER	07.11.1978

09/00139/EN Q	Proposed development at Homelands Farm.		
09/00172/EN Q	Proposed outline application for mixed use development.		
09/00066/PR E	Residential development.	DONE	
09/00018/CO ND6	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 6 - detailed masterplan.	DISCHA	21.09.2010
09/00014/CO ND8	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 8 - detailed phasing scheme.	DISCHA	21.09.2010
09/00013/CO ND10	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 10 - surface water drainage strategy.	DISCHA	21.09.2010
09/00029/CO ND6	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 6 - detailed masterplan.	DISCHA	11.12.2010
09/00023/CO ND8	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 8 - detailed phasing scheme.	DISCHA	11.12.2010
09/00023/CO ND10	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 10 - surface water drainage strategy.	DISCHA	11.12.2010
09/01299/AP P	Development of approximately 450 dwellings and ancillary. Development including access proposals at Homelands Farm, North of Bishops Cleeve.	RET	15.03.2010
09/01301/OU T	Development of approx 450 dwellings and ancillary development including access proposals. (Renewal of planning permission 07/00448/OUT).	NOTPRO	21.02.2011

09/01309/FUL	Variation of conditions 6,8 and 10 of planning permission 07/00448/OUT to allow reserved matters applications to be submitted prior to the approval of the Detailed Masterplan, detailed phasing scheme and surface water drainage strategy.	RET	31.01.2012
10/00037/PRE	Proposed development extension and Reserved Matters	DONE	
10/00494/FUL	Engineering operation to create a revised access to land at Homelands Farm.	PER	18.08.2010
10/00001/COND22	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 22 - primary vehicular access.	DISCHA	
10/00373/ENQ	Validation query		
10/01005/OUT	Outline application for up to 450 dwellings (use class C3), provision of a local centre comprising 450 SQ.M (total gross internal floor area) of use classes A1, A2, A3, A4 and A5, 500 SQ.M (total gross internal area) of use class B1, A, B, C accommodation, 350 SQ.M (gross internal floor area) of community hall (use class D1), 700 SQ.M (total gross internal floor area) health, leisure and nursery accommodation (use D1 and D2), strategic parkland (including allotments and orchards) POS facilities and ancillary landscaping, vehicular access and provision of foul, surface water and infrastructure	NONDET	16.07.2012
10/00114/PRE	Homelands approved area, reserved matters submission: Pre application discussion	DONE	
10/01381/APP	Phase 1 of Homelands Farm development for the erection of 44 dwellings including 11 affordable dwellings (Application for Approval of Reserved Matters 07/00448/OUT)	APPROV	11.05.2011
11/00003/COND15	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 15 - ecological management plan	DISCHA	22.10.2011
11/00002/COND18	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 18 - details of fire hydrants	DISCHA	21.03.2011
11/00003/COND20	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals.	DISCHA	05.08.2011

	Condition 20 - phasing programme of improvements		
11/00002/CO ND21	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 21 - improvements to the walking and cycling routes	DISAPP	30.06.2011
11/00001/CO ND23	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 23 - details and programme for implementation of link road	DISCHA	03.08.2011
11/00001/CO ND24	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 24 - new secondary access junction		03.08.2011
11/00001/CO ND28	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 28 - travel plan	DISAPP	03.08.2011
11/00001/CO ND30	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 30 - temporary car parking area		03.08.2011
11/00001/CO ND34	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 34 - scheme to deal with contamination of the site	DISCHA	15.06.2011
11/00003/CO ND1	Engineering operation to create a revised access to land at Homelands Farm. Condition 1 - details of revised access.	DISCHA	30.12.2011
11/00001/CO ND29	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals.	DISCHA	15.06.2011

	Condition 29 -Travel Plan Coordinator		
11/00001/CO ND31	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 31 - plant, stacks of materials and vehicle wheel cleaning facilities.	DISCHA	15.06.2011
11/00001/CO ND33	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 33 - bus service	DISAPP	30.06.2011
11/00031/PR E	Proposed development.		
11/00043/CO ND2	Engineering operation to create a revised access to land at Homelands Farm. Condition 2 - Programme of archaeological work	DISCHA	
11/00005/CO ND1	Phase 1 of Homelands Farm development for the erection of 44 dwellings including 11 affordable dwellings (Application for Approval of Reserved Matters 07/00448/OUT) Condition 1 - render colour and slate sample	DISCHA	
11/00595/AP P	Phases 2 and 3 of the Homelands Farm consent for the development of 372 dwellings including 115 affordable dwellings.	NODET	12.10.2011
11/00607/OU T	Extension of time limit for the submission of reserved matters applications for outline planning permission 07/00448/OUT.	PER	14.02.2012
11/00632/FU L	Engineering operation: Provision of vehicular and foot/cycle links between Homelands Farm consented area (07/00448/OUT) and current application/ appeal site to the north (10/01005/OUT).	NONDET	02.05.2012
11/00663/OU T	Erection of a small scale 'green' commercial/ business park (up to 4,025 sq m) with associated parking, amenity space, infrastructure, 3 dwellings and a pedestrian and cycle link.	REF	11.05.2012
11/00691/AP P	Alternative scheme for phase 2 and 3 of the Homelands Farm consent for the development of 372 dwellings including 115 affordable dwellings.	APPROV	17.11.2011
11/00805/AP P	Phases 2 and 3 to include 364 dwellings of the Homelands Farm development pursuant to Outline Consent 07/00448/OUT.	RET	
11/00003/CO ND21	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals.	DISCHA	03.08.2011

	Condition 21 - improvements to the walking and cycling routes		
11/00940/FUL	Engineering operation: Provision of vehicular and foot/cycle links between Homelands Farm consented area (07/00448/OUT) and current application/appeal (10/1005/OUT).	PER	27.04.2012
11/00490/ENQ	Query regarding open spaces and play areas etc.		
11/00511/ENQ	Various queries relating to the Homelands site.	DONE	
12/00001/CONDA4	Application for approval of details subject to condition 4 of planning application ref: 10/01381/APP	DISCHA	20.04.2012
12/00001/CONDA28	Outline application for the erection of approximately 450 dwellings and ancillary development including access proposals. Condition 28 - travel plan	DISCHA	
12/00256/CLP	Temporary use of land for the purposes of a temporary construction compound in association with the operations being carried out adjoining land at Phase 2 of Homelands 1 (application ref:- 11/0691/APP).	CLPCER	04.04.2012
12/00035/CONDIS	Application for approval of details subject to conditions 2 & 3 of planning permission 11/00691/APP.	DISCHA	16.08.2012
12/00026/MINOR	Substitution of approved stone material bradstone traditional walling colour weathered cotswold to rebastone rustic recon stone colour weathered cotswold.	GRANT	04.06.2012
12/00031/MINOR	Minor amendment to planning application 11/00691/APP - Garage doors added to Plots 161 and 152	GRANT	13.08.2012
12/00434/ENQ	Organic Anaerobic Digestion Biogas facility.	DONE	30.01.2013
12/00435/ENQ			
13/00031/CONDIS	Application for the approval of details subject to condition 30 of planning application 10/01005/OUT and further to subsequent Appeal Decision.	DISCHA	13.06.2013
13/00033/CONDIS	Application for the approval of details subject to condition 30 of planning application 10/01005/OUT and further to the subesquent Appeal decision.		
13/00063/CONDIS	Application for the approval of details subject to condition 28 of planning application 10/01005/OUT and further to subsequent Appeal Decision.		
13/00211/ENQ	Amendment to plots 132-134.		

13/01109/OUT	Proposed variation to Conditions 1 and 2 of outline planning permission 10/01005/OUT for the erection of up to 450 dwellings to allow for changes to the phasing of development: moving a parcel of 10 dwellings from Phase 1 to Phase 3; and moving local centre to a new Phase (4).	NOTPRO	26.11.2019
14/00002/PRE	_____		
14/00008/MINOR	Non-material amendment for 11/00691/MINOR	GRANT	31.03.2014
14/00033/CONDIS	Application for the approval of details subject to conditions 3 & 10 of planning application ref 10/01005/OUT	DISCHA	15.01.2015
14/00316/APP	Phase 1 of Homelands 2 development for the erection of 133 dwellings including 53 affordable dwellings pursuant to Outline Consent 10/01005/OUT.	APPROV	23.12.2014
14/00481/APP	Reserved Matters application in respect of Phase 1B of outline planning permission (10/01005/OUT) for 22 dwellings (use class C3), 448 sqm of Use Class A floorspace, 500 sqm of Use Class B1 floorspace, strategic parkland, POS facilities and ancillary landscaping, vehicular access and provision of foul, surface water and infrastructure .	APPROV	01.12.2014
14/00028/MINOR	Non-material amendment to application 11/00691/APP amended public open space design phase 2 and 3 of Homelands Farm	GRANT	20.10.2014
14/00694/APP	Reserved Matters application in respect of Phase 1B of outline planning permission (10/01005/OUT) for 22 dwellings (use class C3), 448 sqm of Use Class A floorspace, 500 sqm of Use Class B1 floorspace, strategic parkland, POS facilities and ancillary landscaping, vehicular access and provision of foul, surface water and infrastructure. (Duplicate application to 14/00481/APP).	APPROV	24.04.2015
14/00097/CONDIS	Application for approval of details subject to conditions 17, H28.1 and H28.2 of planning application ref 10/01005/OUT	DISCHA	15.01.2015
14/00107/CONDIS	Application for the approval of details subject to condition 16 of planning application ref 10/01005/OUT	DISCHA	23.03.2015
14/00290/PRE	Reserved matters application for 127 dwelling and associated works at phase 2 of Homelands Farm following outline approval reference 10/01005/OUT	DONE	
14/01269/APP	Phase 3a Reserved Matters details under the outline planning permission for Homelands 2 (10/01005/OUT) in respect of 3 residential dwellings (Use Class C3) forming part of Phase 3.	APPROV	24.04.2015
14/00189/CONDIS	Application for the approval of details subject to conditions 2 & 27 of planning application ref 10/01005/OUT	DISPAR	14.04.2015
15/00012/CONDIS	Application for approval of details subject to conditions 2,3 & 4 of planning application 14/00316/APP	DISPAR	09.06.2015

15/00449/AP P	Reserved matters application for 52 residential dwellings (Use Class C3), LEAP area, public open space, allotments, road and drainage infrastructure in Phase 3B of outline planning permission (10/01005/OUT).	APPROV	12.11.2015
15/00071/CO NDIS	Application for approval of details subject to condition 3 of planning application ref 14/01269/APP	DISCHA	24.07.2015
60/00202/OU T	Outline application for the erection of two farm workers' cottages. Construction of vehicular and pedestrian accesses.	PER	15.11.1960
60/00203/FU L	Erection of Dutch Barn	PER	15.11.1960
61/00223/AP P	Proposed erection of one pair of agricultural worker's houses.	APPROV	21.02.1961
68/00218/OU T	Outline application for a Farm Manager's house.	PER	16.08.1968
15/00869/FT P	Alterations to a public right of way. To alter the legal route of Bishosp Cleeve Footpath 11.		
15/00107/CO NDIS	Application to discharge Condition 2 of reserved matters approval ref. 14/00694/APP	DISCHA	25.09.2015
15/00108/CO NDIS	Application to discharge Condition 2 of reserved matters approval ref. 14/01269/APP	DISCHA	25.09.2015
15/00011/CO NF	Confirmation of S106 agreements at Coswlip Drive, Washpool Road, Gotherington Land, Gorse Road, Tawny Close, Greenfinch Road and Wagtail Grove	NOTPRO	15.12.2016
15/00076/MI NOR	Phase 3a Reserved Matters details under the outline planning permission for Homelands 2 (10/01005/OUT) in respect of 3 residential dwellings (Use Class C3) forming part of Phase 3.	GRANT	23.10.2015
15/01159/AP P	Erection of new community building incorporating community hall and nursery accommodation.		
15/00148/CO NDIS	Application for approval of details subject to Condition 10 of planning application ref: 10/01005/OUT	DISCHA	05.01.2016
15/00287/PR E	Erection of 190 dwellings on site, with 450 dwellings across Homelands II		
15/01220/FU L	Proposed re-plan of plots 233-237 & 249-253 to accommodate the definitive route of public right of way.	PER	02.03.2016
15/00157/CO NDIS	Application for approval of details subject to condition(s) 3 of planning application ref 15/00449/APP	DISCHA	09.02.2016
15/01236/FU L	Application to vary condition 7(i) of application 10/01005/OUT to either: remove the condition or; to reduce the requirement to raise finished floor levels above the proposed ground level from 300mm to 150mm.	PER	05.02.2016

15/00176/CO NDIS	Application for approval of details subject to condition(s) 2 of planning application ref 15/00449/APP	DISCHA	24.03.2016
16/00093/FU L	<p>Condition Number(s): H29</p> <p>Conditions(s) Removal:</p> <p>The condition is designed to work with a previously approved phasing programme when the different phases were intended to be delivered consecutively, one after the other. An updated condensed phasing programme (6 years down to 3 years) was approved by the Borough Council during 2015 that represented the fact that there were going to be three different housebuilders active on site all intending to deliver their respective phases simultaneously. A varied condition to reflect the on-site build programme would avoid any potential delays but also ensuring the appropriate infrastructure is delivered in a timely manner.</p> <p>Phase 3 of the development shall not begin until full engineering details and a specification of the Gotherington Lane traffic calming scheme and Gotherington to Bishop's Cleeve cycle route shown on drawing PL01 rev A, as amended by PL11 rev A, have been submitted for technical approval by the Local Highway Authority. No more than 350 residential dwellings within the development shall be occupied until technical approval has been given by the Local Highway Authority and all highways works, not otherwise provided by others, have been completed in accordance with the approved plans, details and specification</p>	NOTPRO	26.11.2019
16/00002/CO NF	Confirmation of discharge of condition 33 of application 07/00448/OUT	DONE	03.08.2016
16/00025/CO NDIS	Application for approval of details subject to condition 3 (building samples) & Condition 6 (design and details of all boundary treatments) of planning application 15/00575/APP.	DISCHA	24.07.2017
16/00026/CO NDIS	Application for approval of details subject to condition 2 of planning application ref 15/00575/APP.	GRANT	20.06.2016
16/00030/CO NDIS	Application for approval of details subject to conditions 33 of planning application 07/00448/OUT.	DISCHA	18.04.2016
16/00029/MI NOR	Non-material amendment to application reference 10/01005/OUT / 15/00449/APP	GRANT	06.06.2016
16/00044/MI NOR	Alternative scheme for phase 2 and 3 of the Homelands Farm consent for the development of 372 dwellings including 115 affordable dwellings (11/00691/APP).		
16/00078/CO NDIS	Application for approval of details subject to condition 3 of planning application 14/00694/APP.		

16/00739/AP P	Reserved Matters details for 113 residential dwellings (Use Class C3), public open space, allotments, road and drainage infrastructure in Phase 3C of the outline planning permission for Homelands 2 (10/01005/OUT)	APPROV	30.11.2016
16/00124/CO NDIS	Application for approval of details subject to condition 10 of planning application ref 10/01005/OUT		27.02.2017
16/00179/PR E	Small mixed-use development to include B1 and B8 uses, three residential units and associated parking, amenity space and landscaping.	DONE	16.11.2016
17/00038/CO NDIS	Application for approval of details subject to condition 3 (External Materials) of planning application ref 16/00739/APP.	DISCHA	27.06.2017
17/00015/MI NOR	Non material minor amendment to application 15/00449/APP	GRANT	26.05.2017
17/00477/FU L	Variation of conditions 1 and 3 of planning permission reference 14/00694/APP	WDN	01.09.2017
17/00008/CO NF	Condition compliance for 07/00448/OUT - condtions 1-9, 11-14, 16, 17, 19, 22, 25-29, 30-32, 34-37 10/01381/APP - condtion 2, 3 11/00607/OUT - condtions 1-32 11/00691/APP - condtion 1 Unilateral undertaking dated 05/03/2008, Section 106 agreement dated 29/02/2012 and Section 106 agreement dated 23/08/2012	DONE	21.06.2017
17/00106/CO NDIS	Notwithstanding the submitted details, before work starts, the design and details of all boundary treatments shall be submitted to and approved in writing by the local planning authority. All boundary treatments shall be implemented in accordance with the approved details and retained as such therefore unless otherwise agreed in writing by the local planning authority.		
17/00150/CO NDIS	Application for approval of details subject to condition 2 of planning application ref number 16/00739/APP	DISCHA	02.10.2017
18/00281/FU L	Application for alternative vehicular access for the eastern allotments as approved through outline planning permission 10/01005/OUT and Reserved Matters approval 16/00739/APP.	PER	05.06.2018
18/00027/MI NOR	Non material minor amendment for planning application 10/01005/OUT	GRANT	01.05.2018
18/00040/MI NOR	Non material minor amendment for planning application 10/01005/OUT	GRANT	17.10.2018
18/00140/PR E	Residential and employment on 2.87 ha	DONE	31.07.2019
19/00758/OU T	Hybrid planning application, seeking; 1. Full planning permission for 65 residential units (to include affordable housing, public open space, associated		

	highways and drainage infrastructure); and, 2. Outline planning permission, with all matters reserved except access, for up to 2,000 sqm (GIA) small scale employment use (B1 use class) and associated demolition, parking and open space.		
19/00004/CO NF	Confirmation that all conditions under planning reference 10/01381/APP, 11/00607/OUT, 11/00940/FUL have been complied with. Confirmation that there are no financial obligations outstanding in Unilateral Undertaking dated 5 March 2008.	DONE	30.09.2019

3.0 RELEVANT POLICY

3.1 The following planning guidance and policies are relevant to the consideration of this application:

3.2 National guidance

National Planning Policy Framework (NPPF; 2019)
Planning Practice Guidance

3.3 Development Plan

3.4 Joint Core Strategy, Adopted 2017

SP2 – Distribution of New Development
SD1 – Employment – Except Retail Development
SD4 – Design Requirements
SD6 – Landscape
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
INF3 – Green Infrastructure
INF4 – Social and Community Infrastructure
INF6 – Infrastructure Delivery
INF7 – Developer Contribution

3.4 Tewkesbury Borough Local Plan to 2011; March 2006 (TBLP)

RCN1 – Outdoor Playing Space

3.5 Pre-Submission Version Tewkesbury Borough Plan (PSTBP; 2019)

RES1 – Housing Site Allocations
RES5 – New Housing Development
EMP2 – Rural Business Centre
DES1 – Advertisements, Signs & Notice Boards
LAN3 – Strategic Gaps
NAT1 – Biodiversity, Geodiversity and Important Natural Features
NAT3 – Green Infrastructure: Building with Nature
RCN1 – Public Outdoor Space, Sports Pitch and Sports Facility Provision
TRAC1 – Pedestrian Accessibility
TRAC2 – Cycle Network & Infrastructure
TRAC9 – Parking Provisions

3.6 Neighbourhood Plan

3.7 Human Rights Act 1998 - Article 8 (Right to Respect for Private and Family Life)

3.8 The First Protocol, Article 1 (Protection of Property)

3.9 Tewkesbury Borough Flood and Water Management SPD (2018)

4.0 **CONSULTATIONS**

4.1 **Bishops Cleeve Parish Council** - Object to the original and revised proposal for the following reasons (as summarised):

- Existing infrastructure cannot support additional housing. Schools are at capacity.
- Gotherington Lane is a country road which is coming under significant pressure from existing traffic and poor investment. The proposal would have long term infrastructural impacts for Bishops Cleeve.
- The application site is prime agricultural land which is of economic and environmental benefit.
- No on-site social infrastructure has been provided, with the nearest park/play area already serving a significant number of new homes.
- The proposed design subpar and fails to respect the character and appearance of Bishops Cleeve.
- Bishops Cleeve 'village' has been inundated with large scale residential development and is at saturation point in terms of absorbing new homes at a sustainable rate. This proposal will result in harm to social wellbeing and community cohesion.
- Homelands Farm is not a suitable location for employment. The additional traffic generation would be unacceptable.
- The submission of a hybrid application is unusual and suggests the developer is using this guise to somehow make the proposal more palatable.
- Further large scale development in Bishops Cleeve would skew the JCS spatial strategy. Future residential development should focus on Tewkesbury town - the principal settlement - where there is greater service provision, employment opportunities and close proximity to M5 corridor.

Gotherington Parish Council - Object to the original and revised proposal. In respect of the revised scheme, it is commented that the reduction in numbers by a small amount has not changed the Parish Council's original comments. The site was originally designated as a school site, required because of lacking infrastructure. This issue has not been addressed.

Urban Design Officer - No objection following the submission of revised plans which made amendments to the site layout and clarified the boundary treatments fronting onto areas of open space.

County Highways Authority - No objection subject to conditions for layout and access to be constructed in accordance with the submitted details.

Landscape Advisor - No objection to the revised proposal, although it is commented that additional planting should be provided in the landscaped green edge. Recommend conditions to secure planting details, the informal play equipment and landscaping details to be provided in connection with outline proposal.

Consultant Ecologist - No objection following submission of additional information, subject to conditions.

Tree Officer - No objection following submission of revised plans which increase the number of street trees across the development. Recommend conditions for the protection of existing trees to be retained.

Strategic Housing & Enabling Officer - The revised plans provide a positive schedule and affordable housing mix although it would be preferable to secure a 1x 4-bed social rented property on site to meet the identified housing needs.

Lead Local Flood Authority - No objection subject to conditions.

Severn Trent Water - No objection subject to condition.

County S106 Officer - Objection. GCC is currently discussing the need for a new school site with Tewkesbury BC to meet the requirement for places generated by developments across Bishops Cleeve. In the meantime GCC has no choice but to object to all Bishops Cleeve Primary Planning Area developments until a new primary school site becomes available; when this happens we will require a full s106 contribution towards school provision.

County Minerals & Waste - A detailed waste minimisation statement accompanies the application. No further comments.

Environmental Health Officer - No objection in terms of noise disturbance / pollution. In respect of the outline element of the proposal, any subsequent reserved matters should consider the layout in terms of plant equipment areas so that the commercial buildings can act as a screen to residential development.

Natural England - No objection.

County Archaeologist - No objection. The site is at low risk of archaeological remains and no further survey works would be required.

5.0 **PUBLICITY AND REPRESENTATIONS**

5.1 The application has been publicised through the posting of a site notice for a period of 21 days and press advert.

5.2 **Local Residents** - The application has been publicised in the Gloucestershire Echo and by the display of site notices allowing 21 days for any representations. A total of 21 letters of representation have been received in respect of the original proposal which raise the following objections / concerns (as summarised):

- The development would not be in keeping with the Gotherington NDP and would increase coalesce between Gotherington and Bishops Cleeve, undermining their separation.

- The ability of the roads to cope at peak times with the increase in traffic movements within the village and surrounding area.

- If approved, traffic should not be allowed to turn left out of the site to transit via Gotherington. Gotherington Lane is already used as rat-run and this will only add to the issue, reducing safety of pedestrians that cross the lane.

- The lack of safe crossing points for children walking to local schools from the north of the village, particularly on Finlay Way and Station Road.
- Clarification on access point for construction traffic. Linden Homes have informed this would be via Gotherington Lane. Any other route would have a negative impact on Homelands residents, road safety and the newly surface roads.
- There would be an increased amount of light pollution in the surrounding area. No street lighting or lighting leading to further light pollution should be allowed.
- There is a lack of infrastructure within the village to support additional developments; the existing village has facilities to support a 'village' not a small town.
- Sharing Grove and Croft Drive would become a thoroughfare as the primary access route to the proposed development. These internal estate roads are not equipped to accommodate traffic for the proposed development and there would be a danger to highways safety.
- Croft Drive is much too narrow for access to more than the existing two properties it serves and would be unsuitable for emergency vehicles and refuse trucks. Any widening of the access would compromise the designated green space.
- The proposal will decrease water drainage of the area by introducing more hard surfaces.
- New housing will increase noise and light pollution and create further waste and mess. The existing Homelands development already has a lot of rubbish surrounding the perimeter that is never cleaned up.
- The Statement of Community Involvement (SCI) is misleading in that some attendees were not offered the opportunity to complete a feedback form. New residents had been promised that no further housing would be built.
- Bishops Cleeve needs to be improved for existing residents before building new dwellings.
- The development will negatively impact on views from property.
- There does not seem to be any reason why the new residential development cannot be accessed directly from Gotherington Lane or through the Homelands Farm where the proposed business units are to be built.
- New development should be directed to brownfield sites, of which there are many in Gloucestershire.
- There is existing planning permission for hundreds of houses in this locality which are still to be built. These developments should be completed before granting planning permission for any more.
- The public transport provision in this area is very poor and there is no footpath and cycle paths to/from Gotherington past this area. Gotherington Lane is unsafe.
- Loss of hedgerows and wildlife.
- The application site should be used to accommodate a new school, where the community is being developed to enable walking to school rather than additional car journeys.

6.0 **POLICY CONTEXT**

- 6.1 The determination of a planning application is to be made pursuant to section 38(6) of the Planning and Compulsory Purchase Act 2004, which is to be read in conjunction with section 70(2) of The Town and Country Planning Act 1990. Section 38(6) requires the local planning authority to determine planning applications in accordance with the development plan, unless there are material circumstances which 'indicate otherwise'. Section 70(2) provides that in determining applications the local planning authority 'shall have regard to the provisions of the Development Plan, so far as material to the application and to any other material considerations.'

- 6.2 The development plan comprises the Joint Core Strategy (JCS) (2017) and saved policies in the Tewkesbury Borough Local Plan to 2011 (March 2006) (TBLP).
- 6.3 The Pre-Submission version of the Tewkesbury Borough Plan (PSTBP) was approved for publication and submission at the Council meeting held on 30 July 2019. On the basis of the stage of preparation 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, 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).
- 6.4 Other material policy considerations include national planning guidance contained within the National Planning Policy Framework.
- 6.5 The relevant policies, and where necessary the weight to be afforded to them, are set out in the appropriate sections of this report.

7.0 ANALYSIS

- 7.1 The key issues to be considered in relation to this application are considered to be: the principle of development, scale and layout, house types, affordable housing provision, residential amenity, landscaping, ecology, highway and parking issues, flood risk and drainage, public open space and infrastructure requirements.

Principle of Development

Residential - 65 new dwellings

- 7.2 The application site is outside the recognised development boundary for Bishops Cleeve, as identified in the Tewkesbury Borough Local Plan to 2011 Proposals Map. It is however located adjacent to the northern edge of Bishops Cleeve and adjacent to the 'Homelands 2' development.
- 7.3 Bishops Cleeve is defined as a Rural Service Centre in the JCS and is recognised as a settlement that contains "higher range of services and facilities". JCS Policy SP2 sets out that Rural Service Centres and Service Villages will accommodate lower levels of development to be allocated through the Borough Plan and Neighbourhood Development Plans (NDPs), proportional to their size and function, and also reflecting their proximity to Cheltenham and Gloucester and taking into account the environmental, economic and social impacts including existing levels of growth over the plan period.
- 7.4 With regard to the residential element of the proposal, JCS Policy SD10 is the relevant starting point in considering the principle of development. Policy SD10 sets out the Council's approach to housing development and states that residential development will be permitted at sites allocated for housing through the development plan. Proposals on unallocated sites will only be permitted under certain circumstances, none of which apply to the proposed development. The application is therefore in conflict with JCS Policy SD10 and this weighs against the proposal.
- 7.5 Notwithstanding the above conflict with the Development Plan, the application site does feature as one of the identified Housing Site Allocations for Bishops Cleeve in the PSTBP (2019) and would be included within the proposed residential

development boundary for the settlement. Emerging Policy RES1 (Housing Site Allocations) considers the application site to have an indicative capacity for 35 dwellings, with site specific requirements sets out in emerging Policy BIS2 (Land at Homelands Farm) as follows:

- Development should be well integrated with the adjacent housing development to the south and west;
- A landscaped green edge should be provided to the north of the site corresponding to, and providing visual and functional connectivity with, the green infrastructure in the adjacent development (Homelands 2) and providing biodiversity net gains;
- Vehicular access should be from the adjacent development to the south unless demonstrated not to be feasible; and
- Pedestrian and cycle connectivity with Gotherington Lane and the adjacent to the south and east should be achieved.

- 7.6 The PSTBP can be afforded limited weight at this stage of its preparation, with an unresolved objection to the site's allocation for housing development from Gloucestershire County Council on grounds that there is insufficient primary school provision available to meet the needs of local residents. It is cited that there has already been significant new housing development at several sites to the north of Bishops Cleeve in recent years with no site allocated for new primary school provision to serve these developments (this is discussed in more detail below). The nature of this unresolved objection to the allocation of this site means only limited weight can be afforded to emerging Policy BIS2 in accordance with paragraph 48 of the NPPF (2019).

Five Year Housing Land Supply

- 7.7 While the proposal is contrary to JCS Policy SD10, it is also currently the case that the Council cannot demonstrate a five year supply of deliverable housing sites. It is the Council's current position that a 4.33 years supply of housing can be demonstrated. In this scenario, paragraph 11 of the NPPF sets out that plans and decisions should apply a presumption in favour of sustainable development. For decision making this means:
- (d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*
- (i) the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
- (ii) any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*
- 7.8 The NPPF clarifies (footnote 7) that planning policies for housing will be judged out of date, inter alia, where the local planning authority cannot demonstrate a 5 year supply of deliverable housing sites. Furthermore, there are no policies in the Framework that protect areas or assets of particular importance that provide a clear reason for refusing the development in this instance. It is therefore considered that the 'tilted balance' is engaged.

Employment - up to 2,000 sqm (GIA) use class B1

- 7.9 For the purposes of JCS Policy SD1, the application site is located within the wider countryside where employment-related development will be supported provided

that it is:

- a) located within or adjacent to a settlement or existing employment area and of appropriate size and scale;
- b) employment-generating farm diversification projects, which are of an appropriate scale and use, particularly where they involve the re-use of appropriate redundant, non-residential buildings.

- 7.10 Emerging Policy EMP2 of the PSTBP identifies the northern part of the application site as a Rural Business Centre. The allocation itself is larger than the application site, measuring approximately 1.4 hectares, and extends to include the existing agricultural buildings to the west. The reasoned justification for this emerging policy sets out that the Homelands Farm allocation is considered appropriate on the basis that it relates to redundant farm buildings that would be suitable for conversion and/or redevelopment in accordance with Policy EMP2.
- 7.11 The employment element of the proposal is submitted in outline form. The site is considered to be located adjacent to Bishops Cleeve and its redevelopment for employment use would be of an appropriate scale and character when considered in relation to the surrounding context. It would be located in close proximity to existing and proposed residential development and would expand the local services and facilities available to existing and future residents in a location easily accessible by sustainable transport modes. The principle of development is therefore considered acceptable and would accord with JCS Policy SD1 (v) and emerging Policy EMP2 of the PSTBP.

Conclusion on principle of development

- 7.12 The proposed employment use is deemed acceptable in principle in accordance with JCS Policy SD1. However, the residential element of the proposal is not compliant with the requirements of JCS Policy SD10. There are emerging policies in the PSTBP which support the proposed development but these can only be afforded limited weight at present. The Council's five year housing land supply position means the 'titled balance' is engaged. Thus, there is a presumption in favour of sustainable development where planning permission should be granted unless there are adverse impacts resulting from the proposal that would significantly and demonstrably outweigh the benefits.

Access to local services and facilities

- 7.13 Bishops Cleeve is one of two Rural Service Centres in the Borough, along with Winchcombe, which are envisaged, as set out in JCS Policy SP2, to accommodate "in the order of" 1860 new homes in addition to existing commitments. Its status as a Rural Service Centre means Bishops Cleeve is recognised as a sustainable location for accommodating future growth. It benefits from a wide range of services and facilities, including public transport provision, which would be within reasonable walking distance from the application site. The proposal itself would also generate additional employment opportunities (approximately 2,000sqm of flexible office space to support at least 150 FTE jobs) to the benefit of new and existing residents that would further contribute towards the sustainability of the settlement, enabling people to live and work in the same area.
- 7.14 The Tewkesbury Borough Plan Housing Background Paper (HBP) (October 2019) provides an 'indicative' housing requirement for the Rural Service Centres by disaggregating the SP2 allocation according to their size, function and proximity/accessibility to Cheltenham/Gloucester. Bishops Cleeve is given an

indicative requirement of 1,263 dwellings; this would increase the size of the Service Village by approximately 28%. The HBP acknowledges there have already been 1,638 dwellings committed at the settlement within the plan period (as of April 2017), the most significant being at Cleavelands (550 dwellings) and Homelands Farm (866 dwellings). By reason of its publication date, the HBP does not take account of recent planning permissions, particularly the 215 dwellings at Stoke Road (ref: 18/00249/OUT) and the additional 40 dwellings at Cleavelands Phase 3 (ref: 18/01146/FUL) over and above the previous consents relating to the site. The inclusion of these recent permissions means there would be 1,893 dwellings already committed at Bishops Cleeve within the plan period.

- 7.15 Notwithstanding this increase in housing commitments, the PSTBP does acknowledge that the proposed site allocations for Bishops Cleeve would collectively provide in excess of the remaining JCS Policy SP2 requirement. It is subsequently made clear that the SP2 requirement is not intended to represent an upper limit to housing development at Rural Service Centres and Service Villages provided that the levels of housing growth identified for each settlement are balanced alongside the size, function and accessibility of the settlement whilst avoiding adverse environmental and social impacts. On this matter, the Inspector for the Stoke Road appeal (ref: APP/G1630/W/19/3229581) concluded that Bishops Cleeve is an appropriate location for development in accordance with the settlement strategy as set out in the JCS. It was reasoned that there was no evidence to suggest that Bishop's Cleeve, as a Rural Service Centre, lacks the physical, environment or social capacity to accommodate the appeal scheme and the infrastructure demands arising from the appeal proposal could be met with the provision of justified contributions in a planning obligation or through the CIL payment.
- 7.16 In terms of considering the current proposal, it is therefore necessary to assess whether the proposed housing development would be balanced alongside the size, function and accessibility of the settlement in the context of its designation as a Rural Service Centre and proximity to Cheltenham and Gloucester.
- 7.17 JCS Policy INF6 relates directly to infrastructure delivery and states that any infrastructure requirements generated as a result of individual site proposals and/or having regard to cumulative impact, new development should be served and supported by adequate and appropriate on/off-site infrastructure and services. The Local Planning Authority will seek to secure appropriate infrastructure which is necessary, directly related, and fairly and reasonably related to the scale and kind of the development proposal. JCS Policy INF7 states the arrangements for direct implementation or financial contributions towards the provision of infrastructure and services should be negotiated with developers before the grant of planning permission. Financial contributions will be sought through s106 and CIL mechanisms as appropriate.
- 7.18 Several objections have been received from local residents and Bishops Cleeve Parish Council citing concerns over the lack of social infrastructure to accommodate additional housing growth. Gloucestershire County Council (GCC) has also objected to the proposal on grounds there is no capacity within existing schools to cater for the needs of children arising from the proposed development. GCC has calculated the pupil yield for each phase of education in respect of the revised proposal for 65 dwellings as follows:
- Pre-school: 15 pupils
 - Primary: 24 pupils
 - Secondary: 13 pupils

- 7.19 These figures have been generated using the GCC Guidance 'Child Yields in New Developments' where it is stated that planning contributions will be required in all cases where there is no identified surplus in the forecast for school places. A planning obligation has been sought towards each educational phase (pre-school, primary and secondary) on the basis that there is no capacity to accommodate the needs of new residents resulting from the proposed development. Notwithstanding the requested contribution in respect of primary education, GCC has identified primary school provision as a significant issue as there is no capacity within existing primary schools and currently no school site available in which to direct the requested sum. GCC has also objected to the draft allocation of the site in the emerging Borough Plan on this basis, and further information has been provided within that objection to substantiate the reason for their position. It is stated that there are five primary schools within the Bishops Cleeve area of Cheltenham and, with the exception of Gotherington Primary School, all primary schools have expanded to increase their reception intake due to the rise in birth rate and new housing developments in the area:

Bishops Cleeve Primary Academy permanently expanded from 1 form of entry (FE; 30 places per year group) in 2013 to become a 3 FE primary school (total 630 places);

Grangefield Primary School permanently expanded by 0.5 FE (15 places) on a temporary basis in 2015 and 2016 and permanently expanded by 1 FE (30 places) in 2017 to become a 2 FE primary school (420 places);

Tredington Community Primary School increased the school's Published Admission Number (PAN) from 12 to 14 places per year group in 2015. There has been a further permanent increase in PAN to 18 places per year group in 2019 (126 places); and

Woodmancote School expanded by 0.5 FE (15 places) on a temporary basis in 2015 and permanently expanded in 2016 to become a 2 FE primary school (420 places).

- 7.20 GCC has advised that there are limited provisions to further increase these schools to meet the additional demand on the basis that they have already been expanded to their maximum capacity in order to meet demand arising from early housing developments. It is subsequently advised that there is a current need from existing and approved housing for a 3 FE primary school to accommodate 630 pupils. The current application, which generates a primary school pupil yield of 24 pupils, would be in addition to these 630 places.
- 7.21 GCC has reiterated that it has a statutory obligation to ensure there are sufficient school places available where they are needed. The previous demand has been met through expanding existing primary schools. However, for the reasons stated above, these schools are unable to accommodate any future demand for places. GCC has therefore objected to the current proposal and has advised that no new housing development should be approved within the 'Bishops Cleeve Primary Planning Area' until a new school site becomes available. GCC would not otherwise be able to meet its statutory duty to deliver sufficient school places. The objection to this application stands irrespective of the developer's willingness to enter into a section 106 agreement to secure education contributions as there is currently no school site available in which to direct the requested sums.
- 7.22 The demonstrable absence of primary school capacity for meeting the needs arising from the proposed development, contrary to Policy INF6 of the JCS. This weighs significantly against the proposal in the overall planning balance.

Design and Layout

- 7.23 The NPPF sets out that the Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. JCS Policy SD4 advises that new development should respond positively to, and respect the character of, the site and its surroundings, enhancing local distinctiveness, and addressing the urban structure and grain of the locality in terms of street pattern, layout, mass and form. It should be of a scale, type, density and materials appropriate to the site and its setting. PSTBP Policy RES5 similarly requires high quality development for new housing.
- 7.24 Full planning permission is being sought for the residential element of the proposal meaning the scale, layout and detailed design are for consideration at this stage. Officers initially raised concern in respect of the quantum of development for the original proposal (70no. dwellings) and questioned the scheme's ability to comply with the site-specific requirements in respect of emerging Policy BIS2 of the PSTBP which requires, amongst other things, development to be well integrated with adjacent housing development to the south and west and for a landscaped green edge to be provided to the north of site. In particular, it was considered that the provision of 70no. dwellings compromised the proposal's ability to achieve the landscaped green edge with a turning-head already shown to encroach into the narrow strip of land between the residential dwellings and proposed employment area.
- 7.25 Following detailed discussions, the number of proposed residential dwelling was reduced to 65 units and the description of development was amended accordingly. The revised plans show the overall perimeter block layout would remain the same and would be consistent with the housing layout of 'Homelands 2'. The area of public open space has been increased in the north-west part of the site to aid the creation of a feathered landscape edge and the proposed dwellings along the northern boundary have been spaced to give a 'looser' feel to the development. The revised plans also show the turning head has been removed from the landscape buffer and formal/informal footpath connections have been shown through to the adjoining public open space to the west and provision made for an informal play trail.
- 7.26 The Urban Design Officer has been consulted on the revised plans and is satisfied with the proposed layout. Further amendments have been made to address the Urban Design Officer's comments in terms of securing an active frontage onto areas of public open space by the turning of plots and minor alterations to the house types to ensure there are sufficient window openings on those dwellings which abut the open space in order to provide natural surveillance. Clarification has also been provided in respect of the proposed boundary treatments, with a mixture of brick walling and railings to be constructed in areas which border the open space and internal roads, to afford privacy to garden areas without compromising the character and appearance of the public realm and wider street scene with long runs of fencing.
- 7.27 The majority of parking would be provided on-plot, either to the side of dwellings within individual parking bays and garages set back behind the building line to allow both ease of access to the dwellings and prevent vehicles from dominating the street scene. Where on-street parking has been provided in respect of the mews/terraced housing, solutions have been included in the form of street tree and shrub planting to enable convenient parking close to the dwellings which they

serve, while also softening the visual impact of parked vehicles, improving the visual appearance of the street scene and providing valuable habitat for wildlife. A number of visitor parking spaces are also shown to be provided along the central road and side roads.

- 7.28 In respect of the proposed employment area, the proposal has been submitted in outline form. However, an illustrative layout plan with an accompanying Design and Access Statement (DAS) has been provided setting out the design rationale. The DAS indicates the design and layout would be reflective of the previous agricultural use of the site and suggests low pitched roofs could be appropriate, helping to blend the proposed office buildings into their rural setting. It also specifies the scale parameters for employment buildings as maximum 2 storeys in height, 10 - 45 metres in length and 5 - 20 metres in width. It is suggested that the proposed materials could comprise reconstituted stone, brick, timber or metal to retain an agricultural appearance.
- 7.29 The concept of retaining an agricultural feel to the development, with the creation of courtyards, is considered appropriate for this edge of settlement location and would aid the urban to rural transition. The Urban Design Officer has no objection to the indicative layout which would sit comfortably alongside the residential element of the proposal. Further consideration to the detailed design, scale, layout and appearance would be discussed and secured as part of any reserved matters approval.
- 7.30 To conclude, it is considered that the site layout is in accordance with the design principles specified in JCS Policy SD4 and would form a logical block structure in keeping with the character of the surrounding area. The proposal is deemed to be of acceptable design which, subject to securing the landscaping planting and boundary treatments, would create an attractive street scene. The hybrid scheme is therefore deemed to comply with JCS Policy SD4 and emerging Policies BIS2 and EMP2 in this regard.

House Types

- 7.31 The house types proposed in this current application are similar to those approved and built as part of the 'Homelands 2' development. There would be variances between the elevational and architectural detail to create interest across the development while ensuring consistency with the local vernacular and neighbouring 'Homelands 2'. The majority of residential dwellings within the development would be 2 storey with a ridge height of 8 metres although there would be some 2.5 storeys dwellings, with a maximum height of 9.2 metres, to add variety to the street scene. The proposed materials - red multi brick and reconstituted stone - are considered acceptable and would reflect the palette of materials used on 'Homelands 2' to ensure a seamless transition between the two development. It is considered that the proposed house types are acceptable subject to conditions to ensure appropriate materials are used.

Housing Mix

- 7.32 JCS Policy SD11 states, amongst other things, that housing development will be required to provide an appropriate mix of dwellings and tenures in order to contribute to mixed and balanced communities and a balanced housing market, and reflect the needs of the most up to date Strategic Housing Market Assessment (SHMA). PSTBP Policy RES13 reflects the JCS Policy. The most up-to-date evidence is from the latest JCS SHMA Update (2015) which identifies that in

Tewkesbury there is a greatest need for two and three bed dwellings, with the highest need being for 3 bedroom properties. The mix proposed in the current application closely reflects this need with 12% of the units being 1-bed, 23% 2-bed, 46% 3-beds and 19% 4-beds. The proposal is therefore considered to provide an appropriate mix of dwellings to contribute towards a balanced and mixed JCS community in line with JCS Policy SD11.

Affordable Housing

- 7.33 Policy SD12 sets out that on sites outside of strategic allocations, a minimum of 40% affordable housing will be sought, should be provided on site and should be seamlessly integrated and distributed throughout the development scheme.
- 7.34 The proposed development would provide 26 affordable houses, which represents a 40% proportion of the 65 dwellings proposed at the site. The proposed affordable housing mix is:
- 8no. 1 bed properties
 - 11no. 2 bed properties
 - 7 no. 3 bed properties
- 7.35 The Council's Strategic Housing Enabling Officer (SHEO) has recommended a 75/25 tenure split between social-rented and shared ownership in line with the latest Strategic Housing Market Assessment (SHMA) outputs. This would be secured by way of a section 106 agreement.
- 7.36 While it is accepted that the proposed dwellings would make a positive contribution towards the delivery of affordable housing in the borough, the SHEO has requested the provision of 1x 4-bed social rented property which would achieve an acceptable mix for this development. It is commented that the proposed mix for open-market dwellings includes 12no. 4 bed dwellings (approximately 30%) and the contribution of 1no. 4-bed affordable unit would be feasible in this location. This matter would be capable of resolution subject to the developer's agreement although no further amendments have been made and there is no signed s106 obligation to address affordable housing.

Residential Amenity

- 7.37 JCS Policy SD4 amongst other things requires that new development should enhance comfort, convenience and enjoyment through assessment of the opportunities for light, privacy and external space, and the avoidance or mitigation of potential disturbances, including visual intrusion, noise, smell and pollution. JCS Policy SD14 states that new development must cause no unacceptable harm to local amenity and result in no unacceptable level of noise.
- 7.38 The proposed layout allows for an acceptable relationship between the proposed dwellings and provides for acceptable living conditions. There is also adequate back-to-back separation (approx. 21 metres) between existing and proposed dwellings. The layout is such that there would be no detrimental impact on existing properties in terms of overlooking, loss of light or overbearing impact. The proposal is therefore considered acceptable in this regard.
- 7.39 Environmental Health have been consulted on the proposal and have raised no objection in respect of the relationship between the proposed residential and employment areas which would be separated by the landscape buffer. Further, the Environmental Health Officer does not consider the remaining agricultural

buildings - currently used for grain store, tractor storage and occasional lambing - to have an adverse impact on the amenity of future residents. It is advised in respect of the outline proposal that the site layout should be given careful consideration at reserved matters stage to allow for the positioning of any plant equipment associated with the employment uses to be screened from the residential area by the siting of the proposed B1 commercial units.

Landscape and Visual Impact

- 7.40 JCS Policy SD6 states that development will seek to protect landscape character for its own intrinsic beauty and for its benefit to economic, environmental and social well-being. Proposals should have regard to local distinctiveness and historic character of different landscapes and proposals are required to demonstrate how the development will protect landscape character and avoid detrimental effects on types, patterns and features which make a significant contribution to the character, history and setting of a settlement area.

- 7.41 The Tewkesbury Borough Landscape and Visual Sensitivity Study for Rural Service Villages (2014) advises that Bishops Cleeve is sensitive to development that would reduce the perceived gap between Bishops Cleeve and Gotherington. It is also sensitive to development that is uncharacteristic of the existing settlement form and that protrudes into the open countryside on the expansive vale to the west. The application site falls within a smaller part of land parcel Bish-01 which is assessed as having medium landscape sensitivity and high visual sensitivity. The landscape character is summarised as:

"An open arable landscape set beneath the imposing Cotswold scarp. It is influenced by both the open vale to the west and the steep slopes and high ground of the AONB to the east. New development is proposed to the south which will heavily influence the character of this remaining parcel of land between Bishops Cleeve and Gotherington. [...] There is limited potential to mitigate new development in this open landscape."

"It is overlooked from elevated vantages including valued national trails and popular view points in the AONB. It is prominent in views from the local road network (Gotherington Lane) and the A435. The parcel plays an important role in separating Bishops Cleeve from Gotherington and this represents the greatest visual sensitivity. Consented development (Homelands 2) will reduce the visual gap considerably. This land assessment parcel will increase in its sensitivity to new development that might reduce the perception of the gap further both locally and as seen from elevated vantages."

- 7.42 Emerging Policy BIS2 of the PSTBP has acknowledged the landscape and visual sensitivities of the site and this forms the reasoning behind the site-specific requirement for an indicative capacity of 35 dwellings and a landscaped green edge to be provided to the north. The application has been accompanied by a Landscape and Visual Impact Assessment (LVIA) which considers the topography of the site, combined with hedgerow and tree planting, to limit short and middle distance views towards the site. Distant views of the site are possible from areas with a rising topography i.e. Crane Hill, Cleeve Hill and Nottingham Hill. It is considered that the retention of tree and hedgerow planting along the full extent of the site's eastern boundary with Gotherington Lane will continue to serve as a visual buffer to views of the development. The LVIA concludes that there are no issues arising which would override the benefits of the proposal and reiterates the design principles have been landscape-led.

- 7.43 A number of objections have been received from local residents and Bishops Cleeve and Gotherington Parish Councils in respect of the harm arising from the proposal by virtue of its encroachment into the landscape which would separate the gap between the two settlements. In this instance, the presence of the Homeland farm buildings to the north are considered to moderate the visual impacts of the proposal and would provide a definitive edge to the extent of urban development with countryside beyond. Nevertheless, it is considered important to limit the extent of encroachment northwards towards Gotherington, particularly in light of this proposal also seeking outline consent for the redevelopment of the existing farm buildings which would have an urbanising effect on the site. For this reason, it is considered pertinent to maintain openness and achieve sufficient separation between the proposed residential development and the employment area.
- 7.44 The Policy Team originally commented that the quantum of development is higher than envisaged which does create a denser form of development in this edge of settlement location. The revised proposal has sought to mitigate this by reducing the housing numbers and spacing the proposed dwellings in the northern part of the site to create a sense of transition between the development and open countryside. Further, the proposal does provide a landscaped green edge which separates the residential and employment areas, thus avoiding continuous development along Gotherington Lane. This limits the landscape and visual impacts of the proposal and it is acknowledged that the retention/enhancement of the hedgerow along the east boundary would provide a visual buffer to the site when viewed in short to middle distance views. It is also worth noting that the site itself is not included within the strategic gap as shown on the emerging PSTBP Proposals Map in connection with Policy LAN3 which serves to protect land between Bishops Cleeve and Gotherington. As such, it is concluded that the proposal would result in harm to character and appearance of the rural landscape as a result of the loss of open field and its replacement with 65 dwellings and associated infrastructure and the redevelopment of the farm buildings for employment use. However, this would be mitigated to an extent through site-specific landscaping (see below) and would need to be weighed in the overall planning balance.

Landscaping Details

- 7.45 In respect of site specific landscaping details, JCS Policy SD4 requires new development to ensure the design of landscaped area, open space and public realm areas are of high quality, provide a clear structure and constitute an integral and cohesive element within the design. The contribution of public realm designs, at all scales, to facilitate the preferential use of sustainable transport modes should be maximised.
- 7.46 The Council's Landscape Advisor raised concern in respect of the original proposal on grounds that additional tree planting and hedgerow improvements should be accommodated within the site boundary to provide visual softening of the development from within the site itself and in long-distance elevated viewpoints to the east. It was further commented that the removal of incongruous conifers and replacement of native trees would be benefit to the wider landscape. The incorporation of street trees was recommended; a viewpoint shared by the Council's Tree Officer. In respect of the landscaped green edge, the original proposal was considered to provide an insufficient planting scheme and it was recommended that provision should be made for native trees and hedgerows, plus marginal planting to the attenuation basin which would also offer an ecological benefit.

- 7.47 The revised proposal has sought to address many of these concerns and the Council's Landscape Advisor is satisfied with the amended residential layout which is taken to provide a sufficiently sized landscape buffer to the north of the site, although it is commented that further planting could be accommodated in this area. The inclusion of a play trail is also welcomed along with the inclusion of a perimeter footpath route to improve connectivity for local residents. It is recommended that sections of this path should be surfaced (e.g. 1.5m wide self-binding gravel path) to improve accessibility for all users. This could be secured by condition.
- 7.48 The landscaping of the outline scheme is reserved for future consideration although illustrative details have been provided (drawing no: 11237/P09A). The Council's Landscape Advisor and Tree Officer recommend strong perimeter planting and the inclusion of trees within the car parking areas to add amenity value. This would also have the added benefit of creating a shaded area to the vehicles parked. Adding seating around the attenuation pond and positioned where people would benefit from some shade from trees in warm months would be a welcome addition. These details would be given full consideration as part of any reserved matters application.
- 7.49 In summary, the detailed landscaping of the residential element of the proposal is deemed acceptable and would comply with JCS Policy SD4 and emerging Policies BIS2 and RES5 of the PSTBP.

Ecology and Nature Conservation

- 7.50 The NPPF sets out, inter alia, that when determining planning applications, local planning authorities should aim to conserve and enhance biodiversity by encouraging opportunities to incorporate biodiversity in and around developments. Policy SD9 of the Joint Core Strategy seeks to protect and enhance the biodiversity of the JCS area. PSTBP Policy NAT1 requires that proposals conserve, and where possible restore and/or enhance biodiversity. It is also a site-specific requirement of PSTBP Policy BIS2 that the development should provide biodiversity net gains.
- 7.51 In terms of ecology, the application has been accompanied by an Extended Phase 1 Habitat Survey and detailed surveys relating to bats, badgers and water sampling for great crested newt DNA and reptiles. The surveys identified the site as being of low intrinsic ecological value but identified a small number of habitat features and protected species that would need to be respected. The Consultant Ecologist has assessed the proposal and has commented that the submitted information has provided a comprehensive assessment of the site's ecological features and has made provision for appropriate mitigation as part of the proposal. Mitigation measures for protected species include the retention/buffering of site-value habitats, including the majority of boundary plantings, and the provision of public open space to minimise impact on nearby habitats and designations.
- 7.52 The Consultant Ecologist concludes there to be no likely significant effect on the Cotswold Beechwood SAC as a result of the increased housing numbers provided the on-site open space is delivered in accordance with the submitted plans. Further, it is not considered that the development would have an adverse impact on wildlife or habitats and the Consultant Ecologist has raised no objection to the revised proposal subject to conditions requiring the submission of Ecological Construction Method Statement (ECMS), Local Ecological Management Plan (LEMP) and lighting plan prior to first occupation of the development.

- 7.53 In accordance with emerging Policies BIS2, NAT1 and NAT3 of the emerging PSTBP, the application has also been supported with a Biodiversity Impact Assessment which uses the DEFRA matrix calculations to demonstrate a net increase in biodiversity. This has been reviewed by the Consultant Ecologist who concurs with the findings of the assessment; the scheme accommodates a significant amount of green space and the revised proposal would provide a biodiversity net gain of 13.59% which is above the 10% requirement as detailed in emerging planning policy. The Consultant Ecologist has also welcomed the use of the Building with Nature (BwN) standards/assessment model and the revised proposal is assessed as achieving the BwN "good" standard.

Archaeology

- 7.54 Paragraph 189 of the NPPF states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. A geophysical survey and archaeological evaluation of the site was undertaken as part of the previous development. The County Archaeologist has assessed the proposal; the site is at low risk of archaeological remains and it is recommended that no further survey works would be required.

Highways and Parking Arrangements

- 7.55 Paragraph 109 of the NPPF advises that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. JCS Policy INF1 requires that developers should provide safe and accessible connections to the transport network to enable travel choice for residents and commuters. PSTBP Policy TRAC9 requires that developers demonstrate an adequate level of car parking for their proposals.
- 7.56 Access to the residential element of the proposal would be via a single point from Croft Drive / Sharing Grove in the south-west corner of the application site. This would provide connections to Gotherington Lane / Evesham Road through the wider 'Homelands 2' development. A separate access from Gotherington Lane would be provided to the employment area. The existing farm access would be relocated approximately 15 metres north of its current positioning to allow for a shared access to the proposed employment area and the retained agricultural buildings. There would not be any vehicular access between the proposed residential and employment areas although a hard-surfaced footpath is proposed.
- 7.57 Objections have been received from local residents in respect of the traffic implications of the development and the safety of the proposed access to the residential part of the site which would require future residents to travel along internal estate roads which are not capable of supporting the additional traffic generation.
- 7.58 The County Highways Authority (CHA) have assessed the proposal and have raised no objection, confirming they are satisfied with the proposed layout. Vehicle tracking has been undertaken and the relocated access from Gotherington Lane satisfies the required visibility. The revised proposal also makes adequate pedestrian and cycle connections across the site and through to neighbouring development to create a legible and accessible environment as required by

emerging Policy PSTBP BIS2. The County Highways Authority consider the two points of access to be acceptable and would not have a detrimental impact on the safe and efficient operation of the highways network subject to conditions securing the layout, parking and access to be built in accordance with the submitted details.

Flood Risk and Drainage

- 7.59 The NPPF states at paragraph 155 that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe for its lifetime without increasing flood risk elsewhere.
- 7.60 JCS Policy INF2 advises that development proposals must avoid areas at risk of flooding and must not increase the level of risk to the safety of occupiers of a site and that the risk of flooding should be minimised by providing resilience and taking into account climate change. PSTBP Policy ENV2 set out additional principles that will need to be considered in any proposals.
- 7.61 The adopted Flood and Water Management Supplementary Planning Document (FWMSPD) seeks, amongst other things, to ensure that new development does not increase the risk of flooding either on a site or cumulatively elsewhere and to seek betterment, where possible, and to require the inclusion of Sustainable Drainage Systems (SuDS) within new developments.
- 7.62 The application site is located within Flood Zone 1 and is in a location that would be least at risk from flooding. The application is supported with a Flood Risk assessment and Drainage Strategy. This concludes that satisfactory surface water drainage and flood mitigation design can be provided on site in compliance with the aforementioned policies. Foul drainage from the site would be routed into the existing adopted sewerage system in Barleyfields Avenue.
- 7.63 The LLFA has raised no objection to the proposal based on the drainage strategy described in the Flood Risk Assessment produced by Callidus, dated 12 July 2019. The LLFA have recommended the necessity for a planning condition should permission be granted for details of the surface water drainage works to be submitted to and approved in writing by the Local Planning Authority prior to the commencement of any building works on site. This is to ensure the development is provided with a satisfactory means of drainage, to reduce the risk of creating or exacerbating a flooding problem and to minimise the risk of pollution for the lifetime of development.
- 7.64 Severn Trent Water have also been consulted on the application and have raised no objection subject to condition to secure drainage plans for the disposal of foul and surface water flows which would need to be submitted and approved prior to the commencement of development.

Waste Minimisation

- 7.65 The Minerals & Waste Planning Authority (M&WPA) requires all major applications (10 or more dwellings, residential sites of 0.5ha or more and other development in excess of 1,000m² or over 1ha) to be accompanied by an appropriately detailed Waste Minimisation Statement (WMS). This is a specific requirement of the development plan for Gloucestershire as set out under WCS Core Policy 02 - Waste Reduction.

- 7.66 The application has been accompanied by a detailed waste minimisation statement. This has been reviewed by M&WPA who have raised no objection to the proposal in this respect.

Open Space, Outdoor Recreation and Sports Facilities

- 7.67 Saved Local Plan Policy RCN1 requires public open space provision of 2.43ha/1000 population. Assuming that the 65 dwellings have an average of 2.4 occupants per dwelling, this would generate an additional population of 156 persons. As such, there would be a resulting requirement for provision of 0.36ha of open space.
- 7.68 The application complies with the open space requirement and would deliver in excess of the 0.36ha required. In addition, the site is well located in relation to neighbouring areas of open space delivered as part of the Homelands development which provided 16.58ha of open space. There is an existing LEAP within 400 metres (5 minutes) walking distance as recommended by the Fields in Trust (FiT) standards. As such, it is accepted that there is no requirement for another LEAP to be provided as part of this proposal. Instead, the Communities Team has sought provisions for informal play to be accommodated on site in the form of a natural play trail designed to integrate into the wider landscape. This is indicated on the revised plans and would require a planning condition to secure details of the equipment and its implementation.
- 7.69 There are no formal play or sports pitches proposed within the site itself but it is acknowledged that the adjoining area of green space would provide opportunities for informal recreation, with formal and informal footpath connections shown to be provided to/from the application site.

Community Infrastructure

- 7.70 The Community Infrastructure Levy (CIL) Regulations allow local authorities to raise funds from developers undertaking new building projects in their area.
- 7.71 On-site requirements (whether they are delivered on or off site), and specific infrastructure requirements that can be robustly justified as necessary to make the development acceptable in planning terms (and otherwise the application would be refused without that infrastructure) will still be delivered via s106 obligations. The regulations stipulate that, where planning applications are capable of being charged the levy, they must comply with the tests set out in the CIL regulations. These tests are as follows:
- a) necessary to make the development acceptable in planning terms*
 - b) directly related to the development; and*
 - c) fairly and reasonably related in scale and kind to the development.*
- 7.72 The CIL Amendment Regulations 2019 came into force on 1 September 2019 and made a number of important changes to the operation of CIL and s106 obligations. Amongst other matters, Regulation 123 of the CIL regulations has been removed in its entirety which removes the restriction on pooling funds for a single infrastructure from more than five s106 obligations. It also allows both CIL and s106 contributions to be secured for the same infrastructure project although the aforesaid tests (Regulation 122) continue to apply.

- 7.73 The NPPF sets out that local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of planning conditions or obligations. It makes clear that obligations should only be used where it is not possible to address unacceptable impacts through a planning condition.
- 7.74 As set out in paragraph 5.17 above, JCS policies INF6 and 7 combine to require infrastructure to be delivered to meet the infrastructure and services required as a consequence of development.
- 7.75 Primary education is considered at paragraphs 5.18 - 5.22 above. GCC has requested section 106 contributions to be secured towards pre-school and secondary education as well as library provision. The request towards education provision has been assessed as directly related to the development and is needed in order to mitigate the education needs arising from the proposal. Officers consider the requested contributions to meet the statutory tests and support the position taken by GCC. The agent has confirmed the developer is willing to enter into the s106 agreement as requested.
- 7.76 In respect of library provision, officers consider there is currently insufficient justification from GCC to substantiate their request for £12,740.00 and further clarification has been sought on how this is directly related to the proposed development. **An update will be provided to Members at Committee.**
- 7.77 Taking account of consultation responses, this application would result in the following infrastructure requirements to be secured by s106 obligations:
- Affordable Housing - 40%
 - Education - pre-school £225,610.45, secondary £255,659.30
 - Library contributions - tbc
 - Recycling & waste bins - £73 per dwelling
- 7.78 Bishops Cleeve and Gotherington Parish Councils have requested monetary contributions via s106 agreement towards the extension of the consented off-road cycle path which serves to connect Gotherington and Bishops Cleeve. This has been discussed with the County Highways Authority although it is considered that such requirement is not justified in the context of this application as it would not meet the three test as set out in paragraph 56 of the NPPF. The parishes have also requested sums towards the provision of facilities to be provided in connection with the 'Homelands' and 'Cleevelands' community buildings once built. This has been duly considered but is deemed to be covered by way of CIL rather than s106.

Overall Balancing Exercise

- 7.79 Section 38(6) of the Town and Country Planning Act 1990 provides that, if regard is to be had to the development plan, the determination must be made in accordance with the development plan unless other material circumstances indicate otherwise. Section 70(2) of the Act provides that the Local Planning Authority shall have regard to the provisions of the development plan, so far as material to the application, and to any other material considerations.
- 7.80 On the basis that the Council cannot at this time demonstrate a five year supply of deliverable housing sites, the Council's policies for the supply of housing are out of date. In accordance with paragraph 11 of the NPPF, the presumption in favour of sustainable development indicates that permission should be granted unless policies for protecting areas of assets of particular importance in the NPPF provide

a clear reason for refusing the development proposed, or any adverse impacts of permitting the development would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF as a whole.

- 7.81 There are no NPPF policies for the protection of areas or assets of particular importance which apply in this case and therefore, it is clear that the decision-making process for the determination of this application is to assess whether the adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits.

Benefits

- 7.82 The delivery of market and social housing on the edge of a Rural Service Centre, which is recognised as a sustainable and accessible location with good links to Tewkesbury, Cheltenham, Gloucester, is a social and economic benefit arising from the proposal. There would be economic benefits arising from the proposal both during and post-construction, with the outline element of the application providing the delivery of 2,000 square metres of flexible B1 office space which could support approximately 150 FTE jobs. This complies with JCS Policy SD1 and emerging Policy EMP2 of the PSTBP. The employment use would be to the benefit of existing and future residents and would improve employment land provision within an accessible location, thus improving the sustainability of Bishops Cleeve. These are recognised as substantial benefits that weigh in favour of the proposed development.
- 7.83 The provision of public open space would be a social benefit which would serve the needs of the existing community as well as new residents and there would be a biodiversity net gain resulting from the site's development through additional landscaping and habitat improvement. These are recognised as limited benefits in support of development.

Harms

- 7.84 Harm arises from the conflict with the development plan and in particular JCS Policy SD10. While the principle of development would be consistent with PSTBP Policies RES1 and BIS2, these policies can be afforded limited weight at this time in light of the unresolved objections.
- 7.85 GCC have identified there is no capacity within existing schools to accommodate the needs of new residents as a result of the proposed development and have therefore raised an objection. In particular, there is no capacity within existing primary schools which have already been expanded to their maximum capacity to meet demand arising from previous consented schemes. No primary school site has been identified to accommodate new pupils and GCC has objected to the current proposal on the basis that no new housing development should be approved within the 'Bishops Cleeve Primary Planning Area' until a new school site becomes available otherwise GCC cannot meet its statutory duty to deliver sufficient school places. The developer has expressed a willingness to enter into a section 106 agreement to secure education contributions to pre-school, primary and secondary provision; however, GCC has made clear that in the absence of an identified primary school site there would be nowhere to direct the request contributions towards primary education. This indicates that Bishops Cleeve does not currently have the social infrastructure required to support the development in this respect which gives rise to further issues.

- 7.86 Landscape harm would arise from the loss of part of an existing field and the proposal would have an urbanising effect upon the area that would increase the amount of built form between Bishops Cleeve and Gotherington. However, it is accepted that the site itself is not located within the identified strategic gap (PSTBP Policy LAN3) and visual harm could be mitigated through the provision of a landscaped green edge, appropriate design and landscaping. These details would be secured by way of condition in respect of the outline element of the proposal and subsequently considered as part of any reserved matters application.
- 7.87 The absence of a signed section 106 agreement in respect of securing affordable housing and contributions for recycling/waste, pre-school and secondary education (and potentially library) weighs against the proposal at this stage. However, these matters could be resolved through the completion of appropriate section 106 obligations.

Neutral

- 7.88 Subject to compliance with conditions, the proposal would result in a neutral impact on ecology, archaeology, highways, flood risk and drainage.

8.0 CONCLUSION AND RECOMMENDATION

- 8.1 The Council cannot demonstrate a five year supply of deliverable housing sites which means that, in accordance with paragraph 11 of the NPPF, planning permission should be granted unless any adverse impacts of the proposal would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole.
- 8.2 The benefits arising from the proposal are substantial. However, the identified harms, particularly the absence of capacity to meet the needs of primary age children arising from the development, significantly and demonstrably outweigh the benefits in this case. The lack of social infrastructure to support the proposal would fail to achieve a healthy, inclusive and safe community and would not represent sustainable development, contrary to the provisions of the NPPF. For these reasons it is recommended that the application is **REFUSED**.

UPDATE TO MEMBERS

At the Planning Committee meeting on 18 February 2020 it was resolved that the application be deferred in order to consider additional information submitted by the applicant in respect of whether the lack of school places would justify refusing planning permission. Furthermore Members wished for Officers to seek information from the County Council Education department in respect of how the shortfall in primary school capacity is planned to be addressed.

Officers continue to liaise with the County Council and consider the additional information submitted by the applicant and AN UPDATE WILL BE PROVIDED AT COMMITTEE.

Conditions:

1. The proposed development is not on previously developed land and is outside of the built-up area of Bishop's Cleeve. Furthermore, the cumulative impact of consented housing schemes in Bishop's Cleeve has resulted in a lack of social infrastructure, specifically primary school provision, which would fail to satisfactorily accommodate the needs of new residents arising from the proposed development. As a result, the proposed development would not be served by adequate and appropriate infrastructure/services and for these reasons would not constitute sustainable development, contrary to policies SD10 and INF6 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy 2011-2031 (JCS) (December 2017) and the provisions of the National Planning Policy Framework (2019).
2. In the absence of an appropriate planning obligation, the application does not provide housing that would be available to households who cannot afford to rent or buy houses available on the existing housing market. As such, the proposed development conflicts with SD12 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy 2011 -2031 (December 2017).
3. In the absence of an appropriate planning obligation, the application does not make provision for the delivery of recycling/waste bins and education contributions for pre-school and secondary provision education. The proposed development is therefore contrary to Policies INF4, INF6 and INF7 of the Gloucester, Cheltenham and Tewkesbury Joint Core Strategy 2011 -2031 (December 2017) and the National Planning Policy Framework.

Informative

1. In accordance with the requirements of the NPPF, the Local Planning Authority has worked with the applicant in a positive and proactive manner in order to seek solutions to overcome the planning objections and the conflict with Development Plan Policy by seeking to negotiate with the applicant to address identified issues of concern and providing on the council's website details of consultation responses and representations received. However, negotiations have failed to achieve sustainable development that would improve the economic, social and environmental conditions of the area.