

Name of Applicant	Proposal	Expiry Date	Plan Ref.
Taylor Wimpey UK Ltd.	Resubmission of Reserved Matters Application of Phase 1 (21/01626/REM), 149 residential units on land abutting Stourbridge Road/Perryfields Road, which is in line with the Outline Planning Permission for 1,300 dwellings (application reference 16/0335) allowed at appeal under reference APP/ P1805/W/20/3265948. The Reserved Matters application seeks consent in line with condition 1 for detailed matters of appearance, landscaping, layout, and scale. Land At, Perryfields Road, Bromsgrove, Worcestershire,	02.11.2023	23/00869/REM

RECOMMENDATION:

- (1) MINDED to **APPROVE** Reserved Matters
- (2) That **DELEGATED POWERS** be granted to the Head of Planning, Regeneration and Leisure to agree the final scope and detailed wording and numbering of conditions as set out in the list at the end of this report.

Consultation

Worcestershire Highways - Bromsgrove

No objections subject to conditions in respect to the layout of the scheme, visibility splays and provision of crossing on Perryfields Road.

This current planning application is a resubmission of planning application 21/01626/REM. The Phase 1 development will take access from the proposed signalised junction with Stourbridge Road connecting via a new proposed spine road. This is the first section of the spine road and where, subject to agreement and consent from the Local Planning Authority, the spine road will continue to run through the site and connect at the southern end at Kidderminster Road as future parcels associated with the outline consent are promoted.

The section of the spine road relevant to this planning application has been designed in accordance with the principles agreed as part of the outline planning consent set by the Planning Inspectorate.

To achieve these established principles, a 6.1m wide road has been provided. There is localised widening at the bends along the spine road which is necessary to safely accommodate two-way traffic based on vehicle tracking data. The required 20mph design speed has been achieved through appropriate horizontal alignment.

Forward visibility at the bends along the spine road (25m) and junction visibility at

all the side roads (25m) will be provided in accordance with the required standard. All proposed footways adjacent to properties are 2m wide. There is a 3.5m wide shared foot/cycleway (active route corridor) provided on the northern side of the spine road which will provide the first section of the new shared provision secured as part of the outline consent.

The proposed turning heads are designed in accordance with the Streetscape Design Guide and there are 1m service margins provided at the back of all turning heads.

The Applicant also proposes to provide a direct dropped kerb crossing from the southern part of the site facilitating access for pedestrians to Perryfields Road. The proposed site layout and the proposed uncontrolled dropped-kerb crossing have been subject to independent Road Safety Audits (RSA). The findings of the RSAs have been considered by Worcestershire County Council as the overseeing organisation.

The internal layout is considered acceptable to WCC, and it accords with the adopted WCC Streetscape Design Guide. Please note WCC will not adopt footpaths/ links shown in the areas of public open space.

There are 358 spaces proposed. The proposed parking levels associated with Phase 1 are in accordance with the minimum requirements as set out the adopted WCC Streetscape Design Guide.

A supporting Transport Statement (TS) has been produced as part of this planning application. The TS provides an overview of transport matters, discusses concerns raised by Members as part of the previous planning application (including highway safety and severe impacts on the transport network) and seeks to address the specific issues raised by Members.

On the matters of highway safety raised by Members, this important consideration is also given the highest priority during the appraisal and consultation process by the Highway Authority.

The available evidence demonstrates that adequate visibility is provided across the entire site (both forward visibility and visibility from the side roads), adequate widths are provided on roads (including widening on the bends on the spine road accommodating buses as an identified bus route), the required 20mph design speed can be achieved, footways are provided (2m wide) and the proposed active travel corridor is 3.5m wide. Independent RSAs have been undertaken and submitted as part of this application.

The proposals submitted have been scrutinised and the Highway Authority advises that the appropriate highway design principles have been applied to the layout by the Applicant.

The TS notes that concerns have been raised on the horizontal alignment of the proposed section of spine road resulting in severe impacts on the road network and unacceptable highway safety impacts. It is understood that the concerns raised are based on the spine road becoming less attractive due the curvature proposed as compared to a straighter alignment of road thereby resulting in traffic having wider impacts on the local road network than anticipated.

Noting that these concerns have been raised, this matter has been considered and the Highway Authority does not consider the proposed alignment would result in the residual cumulative impacts of development on the road network being severe, nor result in an unacceptable impact upon highway safety (Para. 111) in accordance with the National Planning Policy Framework (2023).

Further updated submissions of the proposed active route corridor adjacent to the spine road were submitted in October 2023. The latest iteration of the proposal shows an unsegregated 3.5m shared facility. It is understood that a number of options have been considered by the Applicant relating to providing light-segregation between cyclists and pedestrians, via lining, whilst maintaining a width of 3.5m. The Highway Authority requested an RSA was undertaken on any updated design option for the active route corridor. One problem and recommendation was identified in the RSA which is set out below: -

Problem: - A 3.5 metre wide shared use footway/cycleway is preferable to a 1.75 metre segregated route. Firstly, the wider space allows for easier passing and overtaking, reducing overall conflicts between cyclists and pedestrians. It also provides more room for individuals with mobility aids or prams/pushchairs and additionally, the increased width provides a buffer zone between the edge of the path and other users.

Recommendation: - It is therefore recommended that a 3.5 metre wide shared use path is provided.

As a result of the findings, the designer has accepted the recommendation and proposed to pursue an unsegregated 3.5m shared facility. The Highway Authority has reviewed the findings of the RSA and the most recent scheme and raises no objection.

Mott MacDonald

To summarise, we have reviewed the evidence presented in the revised Reserved Matters application for Phase 1 of the Perryfields development (reference number 23/00869/REM) and considered our own additional high-level assessment of the differences between the route and a notional alternative, more direct, alignment. This has been undertaken to consider further the matters most central to the reason for the refusal of the previous application.

The core evidence that underpins the assessment remains the Transport Assessment carried out in the assessment of the outline application, which was subject to significant scrutiny by an Inspector at appeal. That assessment is comprehensive in scale and considers the traffic impacts of the full development and its wider impacts on Bromsgrove as a whole.

This review does not find evidence that the impacts of apparent changes in the alignment of the route between the outline and reserved matters proposal to be significant in traffic terms. Relatively small changes in the design strategy with implications for localised traffic flow are an ordinary course of the evolution of the design for a development of this scale. Such individual changes are unlikely to lead to a significant reassignment of traffic, nor are they likely to be deterministic of an alternative strategy being required, such as a

different set of offsite mitigations. The design of the spine road in phase 1 is therefore in keeping with the consented strategy and does not depart in a way that is significant from the traffic basis of the previous assessment.

Active Travel England

ATE recommends approval of the application, subject to conditions and/or obligations.

The original site plan showed shared paths for pedestrians and cyclists on both sides of the development spine road. This arrangement is not the preferred approach for urban and residential areas: Manual for Streets, and Gear Change advise that for both pedestrians and cyclists, physical segregation of space within the highway creates more desirable walking, wheeling and cycling environments.

Following discussion with the applicant and local planning authority (LPA), ATE invited the submission of a plan showing a dedicated two-way cycleway along the northern side of the spine road and in front of plots 33-41 with a new footpath through the landscape buffer.

ATE is of the view that a cycleway with separate footpath provision and footway on the other side of the carriageway would be generally compliant with national standards and the NPPF in terms of giving priority to pedestrian and cycle movements. ATE suggested that these separate routes have equal widths preferably wider than 1.75m for each route. ATE notes the findings of the RSA that relates to the active route corridor but ATE emphasise that a segregated route would provide dedicated space for pedestrians and cyclists to move through the development without conflict.

However, ATE does not consider it appropriate to raise objection at this stage in the process and would advise that consideration be given to the use of a TRO (double yellow lines) along the highway adjacent to the shared path to protect cyclists from car doors being opened into the route, but also to discourage pavement parking. ATE would also suggest the use of coloured asphalt for the cycleway section of the shared path for clarity purposes.

ATE note the addition of the footpath through the landscape buffer which will provide an alternative, more attractive route for walking and wheeling, particularly for leisure purposes and suggest a self-binding gravel be used to ensure the path is suitable for all users, including those in wheelchairs and mobility scooters.

National Highways

No objection.

Environment Agency

No objection and support Mitigation and Enhancement Strategy, which will provide an increase in ecological value to Battlefield Brook.

North Worcestershire Water Management

No objection. This site falls predominantly within flood zone 1 (low risk of fluvial flooding) with areas of higher risk along the corridor of the Battlefield Brook. The site is also generally not susceptible to surface water flooding aside from some areas of flood risk again along the corridor of the Battlefield Brook and in the North Eastern area of the site.

We do not hold any reports of flooding within the site (which as non-developed land is to be expected), but we do hold reports of flooding downstream along the Battlefield Brook and along nearby highways. It is therefore important that the rate and volume of surface water from the developed site does not exceed the greenfield values.

There is a need for the battlefield brook naturalisation / diversion work to be completed as part of this phase 1 as this work is critical to the modelled flood levels.

Severn Trent Water Ltd Consulted

No comments received.

Comments on previous application 21/01626/REM

No objection to the proposals in principle.

WRS - Contaminated Land

Comments on previous application 21/01626/REM

No objection but keep tiered condition imposed on outline application.

WRS - Noise

The submitted CEMP appears satisfactory in regard to the noise and dust control elements.

WRS - Air Quality

No objection.

Urban Designer

Overall, it is considered that there are a number of positive design features including the additional leisure pedestrian path and connections through to the 'Living Space' development. Welcome some of the car parking arrangements where they are tucked in between dwellings to reduce car dominance along frontages and the incorporation of chimney features on some of the key buildings, landmarks and gateway entrance which help to articulate the roof scape and bring variety and interest at that level.

However, there are aspects of the layout that could be improved in respect to car parking arrangements, architectural details and landscaping proposals.

Ecology

No comments received.

Comments on previous application 21/01626/REM

No objection

A Habitat Management Plan (HMP) has been submitted as part of the reserved matters documents with respect to planning Condition 8. We are satisfied that the HMP will meet the requirement for condition 8.

A Water Vole Protection Plan has been submitted as part of the reserved matters documents with respect to planning condition 29. We support the WVPP and agree that water vole populations should be protected from the works provided that all of the measures detailed within the WVPP are adhered to. As such, the WVPP provides sufficient evidence to discharge condition 29 for this phase.

Worcestershire Archive and Archaeological Service

No objection.

Community Safety Manager

Comments on previous application 21/01626/REM

In general terms the layout as proposed is positive with a 'circled wagons' block arrangement which offers protection to rear and side boundaries of individual units provided that the gated access to the units is robust. There is some good natural surveillance of facing properties in the main.

A total of seven cul-de-sac's are created accessed from the main thoroughfare although these are permeable to pedestrians. Cul-de-sacs are viewed positively from a crime prevention point of view as they encourage the challenge of strangers and psychologically deter hostile reconnaissance as criminals perceive there are reduced avenues of escape.

The main thoroughfare is not straight, looping around a block of units, this is positive as straight runs of thoroughfares on other developments has seen issues with excess speed from residents causing noise disturbance and danger to pedestrians.

No objection to the footpath link onto Perryfields Road.

Natural England

No objection.

Arboricultural Officer

Comments on previous application 21/01626/REM

The layout creates an incursion by the road network and parking areas into the BS5837:2012 Root Protection Areas (RPA) of trees T41, T46, T47, T48 and G45. Therefore, any section of the road network or parking areas that incur into the RPA of these trees will need to be installed by use of a suitable grade of No Dig construction over the existing ground levels including any curb edge feature and be porous in nature including the surface wearing course to the specification as shown C-1948-06 Rev D.

The feeder access road link to the site of Stourbridge Road starts to feed into the site in close proximity to T60 and T61 which are subject to protection under Bromsgrove District Council Tree Preservation Order (4) 2022. There is a small area of landscaping shown as retained around the base of these trees, but the existing ground levels will need to be retained within this landscaped area to ensure that no root damage is caused to them the trees. There is also a path shown passing through the landscaped area which will run within the RPA of these trees and therefore will need to be installed by use of a suitable grade of No Dig method of construction. It is unclear what the intentions regarding the ground level management in this area which I request are confirmed.

The EDP 2 Tree Removal Plans show an intention to remove only a section of H75 however all of this hedge line has been removed. There is no intention shown within the landscape plans submitted to plant any new hedging on this boundary which I therefore request is considered.

The landscape proposal submitted contains a suitable range and grade of species mix and varieties of plant that will give an acceptable level of structure and seasonal interest to the scheme and there is acceptable.

Housing Strategy

Note that affordable housing does not reach the 30% threshold and consider this as acceptable so long as the shortfall is secured under phase 2 of the Perryfields development.

Publicity

Public consultation has taken place as follows:-

169 neighbour letters sent out on 14th August 2023 (expire 7th September 2023)

Site notices displayed 10th August 2023 (expire 3rd September 2023)

Press notice published on 18th August 2023 (expire 04th September 2023)

3 public representations received raising the following issues:-

- The road is not viable to support through traffic as an alternative route connecting Stourbridge and Kidderminster Roads. The route plans will increase congestion in Bromsgrove town centre at both Parkside traffic lights and the Waitrose roundabout bringing traffic in from Kidderminster.
- Drivers will use side streets as a rat run which already has major problems every time a small set of road works are done. Additional 1300 homes will increase traffic still further.
- Devalue existing properties.
- Extra traffic, noise and pollution. Impact on the flora and fauna.
- Perryfields Road is currently a designated sign posted route which avoids the need for traffic to enter the town centre or cut through residential areas. If it is to close as proposed, then its replacement should not be permitted to snake through the houses as shown in these plans. This will inevitably mean that vehicles will be parked along its length together with an array of traffic calming measures which will prevent/discourage through traffic.
- When Perryfields Road was closed recently it was clear to see the knock on effects at the town centre Stourbridge Road crossroads, with traffic backing up along Kidderminster Road and Stourbridge Road, despite it being the school holidays. I feel this would be the norm if the developer is allowed to proceed with this design.
- The Access and Movement Plan for the outline application shows the spine road as the "main movement route corridor" and as the exact route. The latest submitted proposal for approval by the reserved matters application deviates from the conditioned main movement corridor approved by the Inspector. The straight through route as approved by the Inspector has now been lengthened and four additional bends added. The new proposal also adds residential properties built on both sides of this road for half its length, which was presented to the Inspector as public open space along its entire length. Thus, I maintain that the submitted layout proposal is not in accordance with the applicable approved plan (19378 47H Figure 3.6 Parameter Plans - Access & Movement Plan) Specified in Condition 4 of the Inspector's outline planning consent.

Dodford with Grafton Parish Council

- Concern about the volume of traffic and its knock-on effects for residents of Dodford during the development and after it is completed. Also troubled by the constant muddle about the proposed road layouts and lack of coordination of the whole development causing concerns by residents, Parish Councillors, District and County Councillors and action groups.

The Bromsgrove Society

- The applicant has not shown that the traffic and highway safety impacts of the proposed phase 1 spine road will be acceptable at the A448 Market Street / B4091 Stourbridge Road / Birmingham Road / A448 The Strand (Parkside) junction.
- The applicant has not shown that the traffic and highway safety impacts of the proposed phase 1 spine road will be acceptable in the Sidemoor residential area or country lanes to the west of the M5.
- The applicant has not shown that the proposed phase 1 spine road will provide a safe means of access to the conditioned industrial, office and local centre developments within the Perryfields Town Expansion Site.
- Consequently, it appears to The Bromsgrove Society that the granting of planning consent for phase 1 of the Perryfields Town Expansion Site would NOT be compliant with paragraph 111 of the National Planning Policy Framework, or Policies BDP1.4(a), BDP5A.7(e) and BDP16.1 of the Bromsgrove District Plan 2011-2030.

Site Description

The Perryfields Road development site (allocated as BROM2 in the Bromsgrove District Plan) is located to the south of the intersection between the M5 and the M42 and amounts to 72.26 hectares in area, extending between the A448 Kidderminster Road to the south, the B4091 Stourbridge Road to the north-east, and bounded by the residential area of Sidemoor to the south-east.

The development of the allocated BROM2 site will be in the form of 5 Phases. This application is Phase 1 (site area 6.55 hectares) and is located at the most northern tip of the overall site bounded by Stourbridge Road, Perryfields Road and the Battlefield Brook.

Proposal Description

Following the granting of outline planning permission at appeal and the approval of external access arrangements by the Planning Inspector, this application seeks consent for the first phase of this allocated site for the erection of 149 dwellings.

The principle of the residential development (up to 1300 units) has been established through the granting of a mixed use outline permission 16/0335 which also included up to 200 unit extra care facility, up to 5ha of employment, mixed use local centre with retail and community facilities, first school, open space, recreational areas and sports pitches, associated services and infrastructure. Therefore, the issues for consideration by Members are limited to matters of the internal vehicular access, layout, scale, appearance, and landscaping.

A total of 149 dwellings are proposed in this phase generally comprising of 2 storey dwellings, however, 6 No. bungalows are proposed, and 10 No. dwellings would be 2 ½ storeys incorporating dormers.

The provision of dwellings is as follows:-

Open market housing

5 No. 2 bedroom dwellings

56 No. 3 bedroom dwellings

46 No. 4 bedroom dwellings

Total 107 dwellings

Affordable housing

27 No. 2 bedroom dwellings

13 No. 3 bedroom dwellings

2 No. 4 bedroom dwellings

Total 42 dwellings

The affordable housing tenure is split between shared ownership (17 units) and social rent (25 units). These units would be provided in clusters across the whole of the phased scheme.

Provision of informal open space would be in the form of a multi-functional green and blue infrastructure corridor providing a variety of plant species and incorporating a sustainable drainage system (SuDs) adjacent to Battlefield Brook. An additional informal leisure footpath is also proposed that will run parallel to Battlefield Brook. A pumping station and substation are proposed in this area of the site.

A smaller informal non equipped open space area is also proposed next to Perryfields Road providing footpath links to Perryfields Road and the neighbouring residential development Living Space. The uncontrolled dropped-kerb crossing onto Perryfields Road negotiated under the previous application also forms part of this application.

Footpath and cycle links have been provided within the scheme that link into the Living Space residential development scheme. An active route corridor is proposed along the northern side of the spine road to provide a shared cycle/footpath route to encourage easy access for cycling and walking opportunities to ensure less reliance on the car.

The Reserved Matters to be considered under this application are:

- **Layout** - the way in which buildings, routes and open spaces within the development are provided, situated and orientated in relation to each other and to buildings and spaces outside the development. This includes the internal road configuration.
- **Scale** - the height, width and length of each building proposed within the development in relation to its surroundings;
- **Appearance** - the aspects of a building or place within the development which determines the visual impression the building or place makes, including the external built form of the development, its architecture, materials, decoration, lighting, colour and texture; and
- **Landscaping** - the treatment of land (other than buildings) for the purpose of enhancing or protecting the amenities of the site and the area in which it is situated and includes—
 - (a) screening by fences, walls or other means;
 - (b) the planting of trees, hedges, shrubs or grass;

- (c) the formation of banks, terraces or other earthworks;
- (d) the laying out or provision of gardens, courts, squares, water features, sculpture or public art; and
- (e) the provision of other amenity features

For clarity, the issue of external access off Stourbridge Road has already been determined and approved, so is not included in the current application.

Relevant Policies

Bromsgrove District Plan

BDP1 Sustainable Development Principles
BDP2 Settlement Hierarchy
BDP3 Future Housing and Employment Development
BDP5A Bromsgrove Town Expansion Sites
BDP7 Housing Mix and Density
BDP8 Affordable Housing
BDP10 Homes for the Elderly
BDP12 Sustainable Communities
BDP16 Sustainable Transport
BDP19 High Quality Design
BDP21 Natural Environment
BDP23 Water Management
BDP24 Green Infrastructure
BDP25 Health and Well Being

Others

National Planning Policy Framework (2023)
National Planning Practice Guidance
Bromsgrove High Quality Design SPD
National Design Guide

Relevant Planning History

The application site forms part of a larger site that was the subject of a planning appeal (APP/P1805/W/20/3265948). The appeal was allowed 5 August 2021 granting outline planning permission for and approving access for:

The phased development of up to 1300 dwellings (C3); up to 200 unit extra care facility (C2/C3); up to 5ha of employment (B1); mixed use local centre with retail and community facilities (A1, A2, A3, A4, A5, D1); First School; open space; recreational areas and sports pitches; associated services and infrastructure (including sustainable drainage, acoustic barrier); with matters of appearance, landscaping, layout and scale (including internal roads) being indicative and reserved for future consideration, except for details of the means of access to the site from both Kidderminster and Stourbridge Road, with associated highway works (including altered junctions at Perryfields Road/Kidderminster Road and Perryfields Road/Stourbridge Road) submitted for consideration at outline stage.

The Planning Inspector considered and allowed the Reserved Matter of access. This included consideration of traffic movement and highway safety together with a proposed

mitigation package and approved 2 vehicular access points into the site from Stourbridge Road and Kidderminster Road.

The appeal was allowed subject to a Section 106 Agreement that secured a number of contributions and mitigation measures. Condition requirements to be addressed prior to commencement of any phase include the following:-

- Condition 1 details of the access, appearance, landscaping and scale in that phase to be submitted and approved.
- Condition 4 development to be carried out in accordance with approved plans which included detailed vehicular access plans off Stourbridge Road and parameter plans that provided indicative details in respect to access and movement, open space and green infrastructure, development heights, noise mitigation and drainage.
- Condition 6 requires a Design Code.
- Condition 8 requires a Habitat Management Plan.
- Condition 9 requires a programme of archaeological work.
- Condition 10 requires a Construction Environmental Management Plan.
- Condition 12 requires drainage details.
- Condition 13 requires a preliminary risk assessment in respect to contamination.
- Condition 14 requires protection of all trees and hedges to be retained.
- Condition 18 requires finished ground floor levels.
- Condition 20 requires the submission of soft landscaping works.
- Condition 21 requires the submission of hard landscaping works.
- Condition 22 requires details of boundary treatment.
- Condition 23 requires a landscape management plan.
- Condition 24 requires details of communal public open space.
- Condition 28 requires details for the diversion of Battlefield Brook.
- Condition 29 requires details for the protection and/or mitigation of water voles.
- Condition 30 requires details of external lighting.
- Condition 31 Travel plan.
- Condition 36 requires details of water efficiency.
- Condition 37 Finished floor levels.

Planning application 21/01626/REM was submitted for 149 residential units on land abutting Stourbridge Road/Perryfields Road and included details to address conditions 8, 12, 18, 20, 21, 22, 23, 24, and 31 for Phase 1 of the overall development. This application was considered at Planning Committee on 3 July 2023 and was refused for highway related reasons.

Assessment of Proposal

This application is a resubmission of planning ref: 21/01626/REM considered at Planning Committee on 3 July 2023. The application was refused permission for the following reason:-

1. Having regard to the configuration of the road layout and its highway design solution to reduce traffic speed, the scheme would have an unacceptable impact on highway safety and the residual cumulative impacts on the road network would be severe as set out in paragraph 111 of the National Planning Policy Framework

and would be contrary to Policy BDP1.4(a), Policy BDP5A.7(e) and Policy BDP16.1 of the Bromsgrove District Plan 2011-2030.

Whilst the layout and overall design of the scheme has not changed from the previous application, supporting information (Transport Statement (TS)) has been submitted to address the highway concerns that form part of the refusal reason. These issues are considered within the Highway Matters section of this report. Members are encouraged to read the Transport Statement in full.

Phasing

As considered under the previous application, this proposal will be the first of potentially five phases to complete the Perryfields development. In determining the appeal, the Inspector anticipated development taking place on a phased basis and this is reflected in the wording of many of the conditions. A phasing plan has been approved as part of the discharge of conditions. Therefore, the submission of a Reserved Matters application for only part of the overall site is acceptable.

Layout

The outline planning permission was allowed on appeal subject to a condition that the Reserved Matters shall be in accordance with the indicative development area parameter plans. The plans approved as part of the outline application include detailed plans for the access arrangements/improvements for Stourbridge Road, Kidderminster Road and other nearby roads indicated for highway improvements.

The approved plans also included parameter plans that showed indicative details of the access and movement of the potential development. The Access and Movement Plan showed a 'main movement route corridor'. The Inspector refers to the potential spine road in the Appeal decision and its intention to run through the site and be designed for speeds of 20mph to create an environment conducive to cycling and walking. It became apparent upon the submission of this phased application that a 20mph limit would not be achieved with the indicative spine road shown on the Access and Movement Plan. Negotiations have been held to deviate the route of the spine road to ensure that a maximum speed of 20mph can be achieved. This has resulted in a layout that shows the route meandering through the site to provide in built traffic calming measures to achieve the potential speed limit.

The layout of the houses has been defined by the revised spine route; however, this has improved outlooks for some of the plots and also creates focal points for way-finding purposes. For instance, the 2½ storey dwellings are mainly located facing Battlefield Brook, which will be an informal open space area along the north-western boundary. The proposed bungalows will face onto Perryfields Road along the south eastern boundary. A total of 18 house types are proposed for Phase 1 which are in the form of detached, semi-detached and terraced properties providing a varied streetscene. The distribution of social rent and shared ownership properties is proposed to be in a diverse and reasonable manner.

Generally, there is a sense of spaciousness within the proposed housing layout. Whilst many of the plots have private rear garden areas in excess of the spacing standards set out in the Council's High Quality Design SPD for private amenity space, some are substandard. It is important to consider the overall proposal holistically and, in this

context, the slight shortfall in garden lengths/areas is not considered to be significantly harmful. Furthermore, the Council does not have a 5 year supply of housing land currently. Given the physical constraints of this site, the provision of open space proposed for this phase, and the overall benefits associated with the provision of 149 new dwellings, including 42 affordable units, the proposal is considered acceptable.

The major urban design criteria is connectivity. Generally, the layout relates well on this criterion, for pedestrians, cyclists, and vehicles, with links to the neighbouring Living Space residential development, as well as Stourbridge Road. However, permeability directly onto Perryfields Road was considered to be restricted due to the established hedgerow and third party land. A footpath link onto Perryfields Road adjacent to the smaller open space area to the southern boundary of the site forms part of the development to improve permeability. The provision of this footpath link does involve the removal of approximately 78m of hedgerow in order to achieve the access and adequate visibility. This footpath (and uncontrolled crossing point across Perryfields Road) and the internal footpath that links to the Living Space development will offer occupiers alternative options to access facilities rather than relying on the use of the car.

The section of hedgerow to be removed along Perryfields Road mainly contains Elm which will in time, die out. Therefore, it would be appropriate to replace the hedgerow with a better-quality hedge for the longer term. The Tree Officer has no objections to the removal of the hedgerow and requested that the hedge be replaced outside the proposed visibility splay.

Overall, the proposed layout is considered to accord with policies BDP5A.7g), BDP19, Bromsgrove High Quality Design SPD and the NPPF.

Scale

As considered under the previous application, Condition 4 requires that the Reserved Matters accord with the maximum scale parameters for buildings as set out Figure 3.2 Parameter Plan – Development Heights. The plan shows that this aspect of the development site could potentially accommodate 2½ storey dwellings for the whole of Phase 1.

Whilst there would be 10 No. dwellings of 2½ storey height, the majority of the built form will be 2 storeys. Given the variety of levels of the site, and the general height of surrounding properties, it is considered appropriate that 2 storey units be the dominant height for this phase.

A total of 6 No. bungalows are also proposed providing a variety of roof heights as well as an interesting streetscene, but also provides for those who benefit from ground floor only living. In respect to the previous scheme, no concerns were raised by Members of the Committee in respect to the scale of the development. Therefore, the scale of the development is considered acceptable.

Appearance

A total of 18 housetypes form part of this phased scheme. The scheme reflects similar architectural details from neighbouring properties in Perryfields Road, as well as the new adjacent Living Space residential development. The housetypes provide visual interest to

the streetscene ensuring that this development integrates into its setting in accordance with Policy BDP19, and the Council's SPD on High Quality Design.

A limited materials palette is proposed featuring brickwork and render for the units encouraging distinctiveness and wayfinding throughout the site. The same materials palette will be used on both market and affordable housing to ensure that the development is well integrated and tenure blind. Roads, footways and driveways are generally intended to be a tarmac finish.

Boundary treatment details have also been submitted which show a combination of brick screen walling and a variety of timber fencing styles of varying heights. The Council's Urban Designer considers that there are several positive design features including the additional leisure pedestrian path and connections through to the 'Living Space' development. The car parking arrangements, the incorporation of chimney features on some of the key buildings, landmarks and gateway entrances help to articulate the roof scape and bring variety and interest at that level. Some minor amendments have been made to the scheme following receipt of the Urban Design comments. The changes include the following:-

- New brick added to the Materials Layout.
- Additional chimneys to plots (shown in House type brochure & Street Scenes) at plots Bambleford (Plots 1 & 2), Ayleford (Plots 36 & 102) and Rightford (Plot 94 & 140).
- POS and Plot landscaping updated to accommodate additional trees and planting.
- Bungalow re-elevated to reflect characteristics of opposite existing dwellings at plots 144 and 145.

In respect to the previous scheme, no concerns were raised by Committee Members in respect to the design and appearance of the dwellings proposed. The size, appearance and architectural detailing of the dwellings is acceptable, and the minor revisions described above will serve to provide an enhanced scheme. As such the scheme accords with policies BDP5A7.g), BDP19, the Council's High Quality Design SPD, the outline planning permission, and the NPPF.

Landscaping

Some established trees and hedgerows will need to be removed to enable the development, including the section of hedgerow bounding Perryfields Road to facilitate the pedestrian access.

A linear area of open space will be provided along Battlefield Brook and will be multifunctional in use providing visual amenity value, biodiversity benefits including SuDS ponds. Enhancements are proposed to the brook. North Worcestershire Water Management and the Environment Agency are happy with the overall enhancement works proposed. Plans submitted under this resubmission application also shows an additional informal leisure footpath that runs alongside the brook to enhance the use of this open space area.

An informal open space area is proposed adjacent to Perryfields Road and will be adjacent to footpath links to the neighbouring Living Space residential development as well as Perryfields Road.

Overall, it is considered that this proposal satisfactorily achieves the aims of the Open Space and Green Infrastructure Parameters Plan defined in the approved outline application and development plan policy.

Housing Mix

Policy BDP5A requires a high proportion of 2 and 3 bedroom properties across the town expansion sites. One third of the total provision of proposed dwellings would be 2-3 bedroom units. There is a requirement for 40% affordable housing across the whole allocation in accordance with Policy BDP5A.7 and BDP8. In the appeal decision the Inspector acknowledged that the outline scheme would provide for 30% affordable provision across the expected 1300 new dwellings as the existing 210 affordable units already built on the allocated site would go towards the 40% affordable housing requirement.

The Phase 1 scheme proposes a total of 42 affordable units which equates to 28.2% leaving a shortfall of 2 affordable dwellings. Policy BDP8.6 states that where a development site is brought forward on a piecemeal basis, the Council will assess affordable housing targets for each part of the site on a pro-rata basis, having regard to the overall requirements generated by the whole site. In the previous application, the developers clarified that whilst there is a shortfall of affordable housing on this phase by 2 dwellings, this shortfall will be made up in the next phase of the development. Officers accept this approach in respect to the affordable housing provision for this phase and consider that the proposed development meets the development policies in respect of affordable housing requirements. The Housing Officer confirms that the affordable housing provision is acceptable so long as the shortfall is addressed in the next phase.

The affordable housing tenure is proposed to be split between shared ownership (17 units) and social rent (25 units). These units would be provided in clusters across the whole of the phased scheme. In addition, in respect to Policy BDP5A.7b there is a provision of 6 No. bungalows addressing housing need for the elderly.

Impact on Existing and Proposed Residential Amenities

Adequate spacing would be maintained between existing and proposed dwellings. Overall, it is considered that given the degree of separation, position and orientation between proposed dwellings and neighbouring properties along Perryfields Road, Stourbridge Road and Sheepcote Grange, the proposal would not result in harm to the amenity of the occupants of neighbouring properties or future occupiers of the proposed dwellings and is considered acceptable. The footpath link onto Perryfields Road is also acceptable from an amenity perspective.

Highway Matters

As mentioned above the previous application 21/01626/REM was refused for highway related reasons due to concerns summarised as follows:-

- Why did the main spine road need to meander? Could this happen on other phases resulting in a longer drive whilst using this route.
- What other traffic calming measures could be used to keep traffic to 20mph whilst maintaining a straighter route.

- Concern relating to the potential highway impact on existing residents of the surrounding areas, resulting in cumulative impact with speed and increase in traffic on the other roads.

The supporting Transport Statement (TS) has been submitted to address the above concerns that led to the refusal of the previous application. Relevant points made in the TS are highlighted below:-

- The development received an outline consent on Appeal (the Inquiry) in August 2021. At the time of the Appeal no objection was being made by either the Highway Authority, Worcestershire County Council, or the Planning Authority, Bromsgrove District Council, on transport, traffic or accessibility grounds.
- The Inspector for the appeal, identified one of the 'main issues' as the effect of the proposal on highway safety and the operation of the highway network. The sustainability credentials of the development were a high priority for the scheme design and were tested rigorously at the Appeal.
- The outline development has been approved on the basis of the traffic impacts reported at the Inquiry, with the Inspector concluding there is no demonstrable evidence to indicate that the proposal would lead to harm to highway safety or to severe impacts on the network. As such the proposal would accord with Paragraph 111 of the NPPF.
- The Access and Movement Parameter Plan is an approved outline plan. The spine road layout on this plan is indicative only, with, as the plan states, the 'exact route to be agreed'. This is also summarised in the transport evidence submitted to the Inquiry with the eventual alignment of the spine road through the site to be confirmed. The transport work, including the modelling work, assessed the situation on this basis.
- The Phase 1 design is a more detailed version of the indicative outline design presented at the Inquiry. The principle behind the spine road at outline application stage was that it should prioritise active travel and a pedestrian scale environment, and whilst rat run from one end to the other would be possible, it would be by design not encouraged. Its primary purpose is access, and to create 'place'.
- To assist with judgements about traffic effect a microsimulation model of the town, including the site and the spine road through the site, was constructed, and scenarios tested. This model enabled estimates of effect, including journey time through the town, as a result of developments and other changes, including the delivery of the development. This was reported on at the Inquiry.
- The base model was calibrated and validated based on comprehensive traffic surveys in the town. These surveys identified that Perryfields Road was not a significant rat run or desire line for through traffic. Little traffic had a desire to move between Stourbridge Road and Kidderminster Road via Perryfields Road.
- Therefore, where, by design, that route was made less attractive for through traffic as a result of the development there was little consequent effect on the rest of the network. There was no significant redistribution of existing traffic, and certainly not to any extent that matters in the policy context.
- There is little in principle difference between the indicative alignment of the spine road in the consented development, and the more detailed alignment in Phase 1. It makes no difference in the traffic modelling context. The model is not sensitive to that small a change, and if it were, there is no significant traffic movement that could be redistributed in any event.

- Therefore, there is no discernible difference between traffic demand between the outline indicative spine road layout and the more detailed Phase 1 spine road layout.
- The detailed spine road layout in Phase 1 has been designed to perpetuate the feeling of pedestrian scale and 'place' and to minimise the dominance of motor vehicles, whilst still allowing for them. It does this by minimising vehicle speeds, which is achieved naturally through curves and frontages.
- Other traffic calming options were considered such as a traffic island, chicanes (built out with bollards), feature squares and central splitter islands. However, it became apparent that the only solution within this phase would be to include the bends in the road to slow traffic to the desired speed.

Response to the proposal from associated Highway consultees

Worcestershire County Highways recall the concerns raised by Members at Planning Committee in respect to the previous application. County Highways acknowledge that the TS provides an overview of transport matters and seeks to address the specific issues raised by Members.

County Highways refer to the TS and notes its evidence that demonstrates that adequate visibility is provided across the entire site (both forward visibility and visibility from the side roads), adequate widths are provided on roads (including widening on the bends on the spine road accommodating buses as an identified bus route), the required 20mph design speed can be achieved, footways are provided (2m wide) and the proposed active route corridor is 3.5m wide.

Independent RSAs have been undertaken and submitted as part of this application. The proposals submitted have been scrutinised and the Highway Authority advises that the appropriate highway design principles have been applied to the layout by the Applicant.

The TS notes that concerns have been raised on the horizontal alignment of the proposed section of spine road resulting in severe impacts on the road network and unacceptable highway safety impacts. It is understood that the concerns raised are based on the spine road becoming less attractive due the curvature proposed as compared to a straighter alignment of road thereby resulting in traffic having wider impacts on the local road network than anticipated.

Noting that these concerns have been raised, this matter has been considered and the Highway Authority does not consider the proposed alignment would result in the residual cumulative impacts of development on the road network being severe, nor result in an unacceptable impact upon highway safety in accordance with the National Planning Policy Framework (2023).

Mott MacDonald have reviewed the evidence and considered their own additional high-level assessment of the differences between the route and a notional alternative, more direct, alignment. The core evidence that underpins the assessment remains the Transport Assessment that formed part of the outline application and was subject to significant scrutiny by the Inspector at appeal. That assessment is comprehensive in scale and considers the traffic impacts of the full development and its wider impacts on Bromsgrove as a whole. No evidence can be found that the impacts of apparent changes in the alignment of the route between the outline and reserved matters would be significant in traffic terms. The design of the spine road in phase 1 is therefore in keeping

with the consented strategy and does not depart in a way that is significant from the traffic basis of the previous assessment.

It is evident that the two Highway Advisors for the Council are satisfied that the layout of the spine road accords with the outline application. The design and layout of the spine road is acceptable from highway safety viewpoint as well as achieving the maximum speed of 20 mph having considered other options prior to opting for the curvature route.

Active Route Corridor

Members will recall that in the previous application, a shared cycle/footpath route would be provided and run parallel to the spine road (apart from where the road curves within the site). Members will also recall that negotiations were held to ensure the provision of a footpath link to Perryfields Road, as well as other footpath links to the adjacent Living Space residential scheme.

Since the submission of the previous application, it is now required that Active Travel England (ATE) be consulted on schemes that fall within the following thresholds:-

- 150 dwellings or more.
- Mixed-use or commercial developments with a floor space of 7,500sq.m or more.
or
- Where the overall area of the development is 5 hectares or more.

Active Travel England (ATE) has been established as an executive agency of the Department of Transport. It has the overall objective of delivering increases in active travel to 50% of all journeys in urban areas. ATE have been consulted on this resubmission application.

Following comments from ATE, revisions were made to the active route corridor. In addition, an RSA was also submitted as result of the changes. The RSA recommended that a 3.5 metre wide shared use path be provided, clarifying that a 3.5 metre wide shared use footway/cycleway is preferable to a 1.75 metre segregated routes for cyclists and pedestrians. The final layout plan shows the shared route to be a 3.5 m with no line marking.

ATE note the recommendations in the RSA. Whilst their preference would be for a segregated route for pedestrians and cyclists, they support the proposal at this stage of the process. ATE have recommended that double yellow lines be provided along the highway adjacent to the shared path to protect cyclists from car doors being opened into the route, but also to discourage pavement parking. ATE also acknowledge the additional footpath through the landscape buffer as this will provide a more attractive route for walking and wheeling, particularly for leisure purposes.

County Highways note the findings of the RSA and acknowledge that the final iteration of the route is now an unsegregated 3.5m shared facility to reflect the recommendations set out in the RSA. The Highway Authority has reviewed the findings of the RSA and the most recent scheme and raises no objection to the proposal.

In response to the ATE's request for double yellow lining, County Highways have clarified that the provision of double yellow lines or other restrictions could be delivered at the highway technical approval stage if they are considered necessary.

Ecology

A Habitat Management Plan and a Water Vole Protection Plan have been submitted to address conditions 8 and 29. These have previously been considered acceptable to the Council's Consultant Ecologist. The Environment Agency have also previously commented on the Water Vole Protection Plan and recommended minor amendments that have been incorporated within the Protection Plan.

Contamination

Under the previous application, Worcestershire Regulatory Services (WRS) reviewed the information submitted with regard to contamination and risk to human health. Initial comments from WRS considered that whilst the site is unlikely to be significantly contaminated, additional information is still required and as such a tiered contamination condition in the outline decision will remain live for now in respect to this phase.

Drainage

North Worcestershire Water Management (NWWM) have considered the drainage details including detailed designs of SuDS ponds etc. Some clarification is required on some minor drainage details, however, NWWM support the proposal.

Public response to the proposal

Some of the comments submitted relate to the principle of the development. I have attached very little weight to objections raised by residents with regards to the release of this site for housing provision, traffic, and highway issues external to the site, as the principle of development on this site, and associated highway implications have already been established by the outline permission.

Comments raised by Bromsgrove Society in respect to the deviation of the indicative 'main movement route corridor' shown on the Access and Movement Parameters Plan approved at outline stage have been addressed within the body of this report.

The applicant has provided the following additional information to address issues raised by third parties:

- The Access and Movement Parameter Plan, which is an approved outline plan, provides an indicative route for the spine road in red hatching stating 'exact route to be agreed'. The Legend does not state that the final route is to be agreed within the indicative red hatching, but on an indicative scale. As a result, this provides scope to tailor the final exact route following potential further discussion or technical work. The transport work, including the modelling work, assessed the situation on this basis.
- The detailed spine road layout in Phase 1 has been designed to perpetuate the feeling of pedestrian scale and 'place' and to minimise the dominance of motor vehicles, whilst still allowing for them. It does this by minimising vehicle speeds.
- This Phase 1 detailed highway design has been the subject of extensive joint working between the Applicant and Worcestershire County Council (WCC).
- The current application layout for Phase 1 has been influenced by, and agreed with, the highway authority. In particular, the layout reflects the highway authority's aim, and also the aim agreed at the Inquiry, to minimise speeds at a consistent speed at 20mph or less, in accord with its guidance.

- Impact of Development at the Parkside Junction - To assist with concerns about traffic effect, a microsimulation model of the town, including the site and its spine road has been constructed, and scenarios tested. This model enabled estimates of effect, including journey time through the town as a result of the development. The base model was based on comprehensive traffic surveys in the town which identified that Perryfields Road was not a significant desire line for through traffic. Therefore, where that route was made less attractive for through traffic as a result of the development, there was little consequent effect on the rest of the network including the Parkside junction. The proposed alignment of the spine road makes no difference to the traffic model. The model is not sensitive to that small a change, and if it were, as identified by the baseline survey, there is no significant traffic movement to be redistributed in any event. Therefore, there is no discernible difference in traffic demand between the outline indicative spine road layout and the more detailed Phase 1 spine road layout.
- Access from B4091 Stourbridge Road to the Perryfields Town Expansion site by large vehicles - As stated above, the Phase 1 highway design has been the subject of extensive joint working between the Applicant and the highway authority. The current application layout for Phase 1 is influenced by and agreed with the highway authority, including the desire to minimise speeds at a consistent speed at 20mph. It became apparent that the only solution within Phase 1 of the site was to include bends in the road to slow traffic to the desired speed. WCC were clear that the bends would need to be designed to allow buses and large vehicles including fire tender and refuse wagons to navigate the road and therefore the design had to be tracked and the kerb channel lines widened to accommodate these larger vehicles.
- Rerouting of Perryfields Road through traffic - Changes in traffic flows and travel times between Stourbridge Road and Kidderminster Road via the spine road, which will replace Perryfields Road, were considered during the Appeal. It was concluded that the replacement of Perryfields Road with the spine road will have minimal impact on journey times along key corridors assessed within the model network as well as journey times across the network as a whole. In the modelled scenario, which included the majority of Perryfields Road through traffic reassigning as a result of the Development, journey time changes on the rest of the network were insignificant. These journey time changes were not considered significant, and therefore not severe in the planning context.
- There is no technical evidence or advice that supports the comments made by third parties. All the evidence and professional judgement that exists leads to a conclusion that the Phase 1 design is suitably safe and does not result in a residual cumulative traffic effect that is severe in the policy context.

Conclusion

This is an allocated development site. Outline planning permission with the Reserved Matter of Access was allowed on appeal in 2021. Whilst some of the private rear gardens are less than the spacing standard set out in the High Quality Design SPD when assessed holistically against the policies of the District Plan the proposal is considered to comply.

The Reserved Matters under consideration are found to comply with the relevant conditions imposed by the Planning Inspector and to the NPPF.

In the planning balance and taking account of material planning considerations, the development as a whole is considered to be acceptable and subject to the conditions set out below, is recommended for approval.

RECOMMENDATION:

- (1) MINDED to **APPROVE** Reserved Matters
- (2) That **DELEGATED POWERS** be granted to the Head of Planning, Regeneration and Leisure to agree the final scope and detailed wording and numbering of conditions as set out in the list at the end of this report.

Conditions:-

- 1) The development hereby approved shall be carried out in accordance with the plans and documents (drawing numbers to be inserted).

Reason: To provide certainty to the extent of the development hereby approved in the interests of proper planning.

- 2) The Development hereby approved shall not be occupied until the layout, turning areas and parking facilities shown in general accordance with Drawing PH1-102 Rev J have been provided. These areas shall thereafter be retained and kept available for their respective approved uses at all times.

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

- 3) The development hereby approved shall not be occupied until the visibility splays shown on Drawing PH1-102 Rev J have been provided. The splays shall at all times be maintained free of level obstruction exceeding a height of 0.6m above adjacent carriageway.

Reason: In the interests of highway safety.

- 4) Prior to their first installation, details of the uncontrolled crossing shall be submitted to and approved in writing by the Local Planning Authority. The development hereby approved shall not be occupied until the proposed uncontrolled crossing on Perryfields Road as shown in drawing PH1-2 (Titled: Proposed Footpath Link To Perryfields Road) has been constructed and completed.

Reason: In the interests of highway safety and to assist in the provision of sustainable links.

- 5) The development shall not be occupied until full details of the provision of footpath/cycle path to the south-western boundary of the site to connect to Living Space residential development shall be submitted to and approved in writing by the Local Planning Authority. The footpath/cycle path shall be implemented in accordance with the approved details before the first occupation of any one of the dwellings hereby permitted.

Reason: In order to assist in the provision of sustainable links.

Plan reference 23/00869/REM

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