

## **Land off Trimdon Avenue**

### **Draft Development Brief**



**Consultation Draft**

**April 2010**

## **Land off Trimdon Avenue – Draft Development Brief**

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## INTRODUCTION

1. This development brief has been prepared in order to assist with the development of land located off Trimdon Avenue. The site is allocated for housing development in the Regeneration DPD (Policy REG18).
2. In this location family housing which can help address the problems of population decline should be provided in order to meet the identified housing needs of the town.
3. This brief will provide developers with the information that will enable them to achieve a high quality sustainable development on the site.
4. The document is set out as follows:
  - site and surroundings;
  - strategic context and acceptable land uses;
  - planning policy framework;
  - design;
  - other considerations;
  - implementation; and,
  - developer contributions.

## SITE & SURROUNDINGS

### Site Location

5. Figure 1 below illustrates the location of the site.

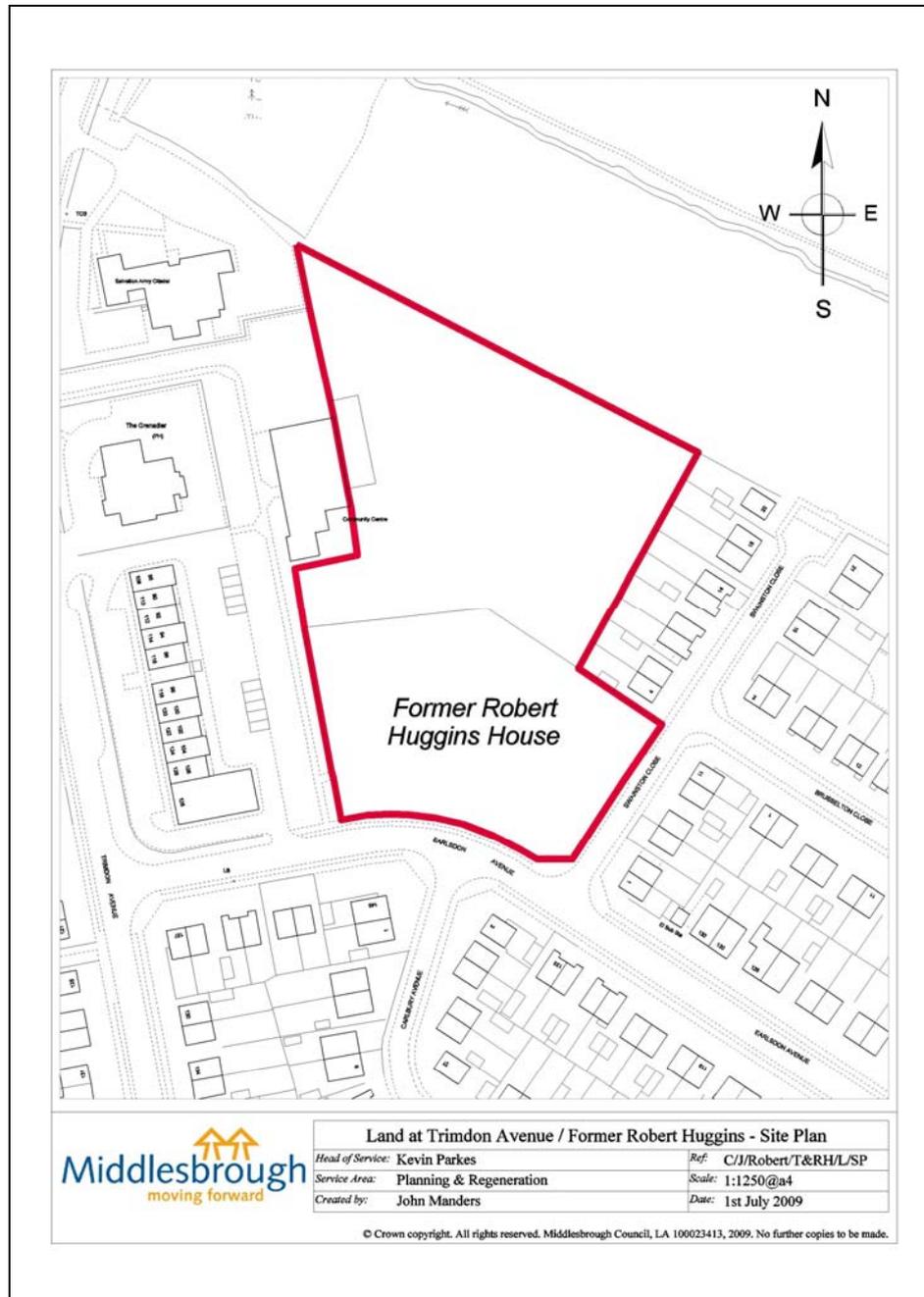


Figure 1 – Site Context Plan

6. The site is located off Trimdon Avenue and is within the Acklam area. The surrounding area is predominantly residential in use and is well served by local shops, schools and community facilities. The site is directly adjacent to the local centre at Trimdon Avenue, the Salvation Army Citadel and Kader Community Centre.

## Site Description & Context

- The site is Council owned and incorporates the former Robert Huggins House (now demolished) and the area of land to the east of Kader Community Centre. The boundary is shown in Figure 2. The site area is 1.22 hectares (ha).



**Figure 2 – Site Boundary**

- The northern part of the site takes the form of open space and incorporates a community play area that can be seen in Figure 10. A line of trees and shrubs runs across the centre of the site and previously formed part of the boundary treatment for Robert Huggins

House. The southern part of the site (seen in Figure 5) was previously occupied by Robert Huggins House but has now been cleared. This part of the site is a mix of tarmac and grass and has a disused appearance.

9. Figure 3 shows the location of the site and identifies the key land uses and accesses in the immediate locality.

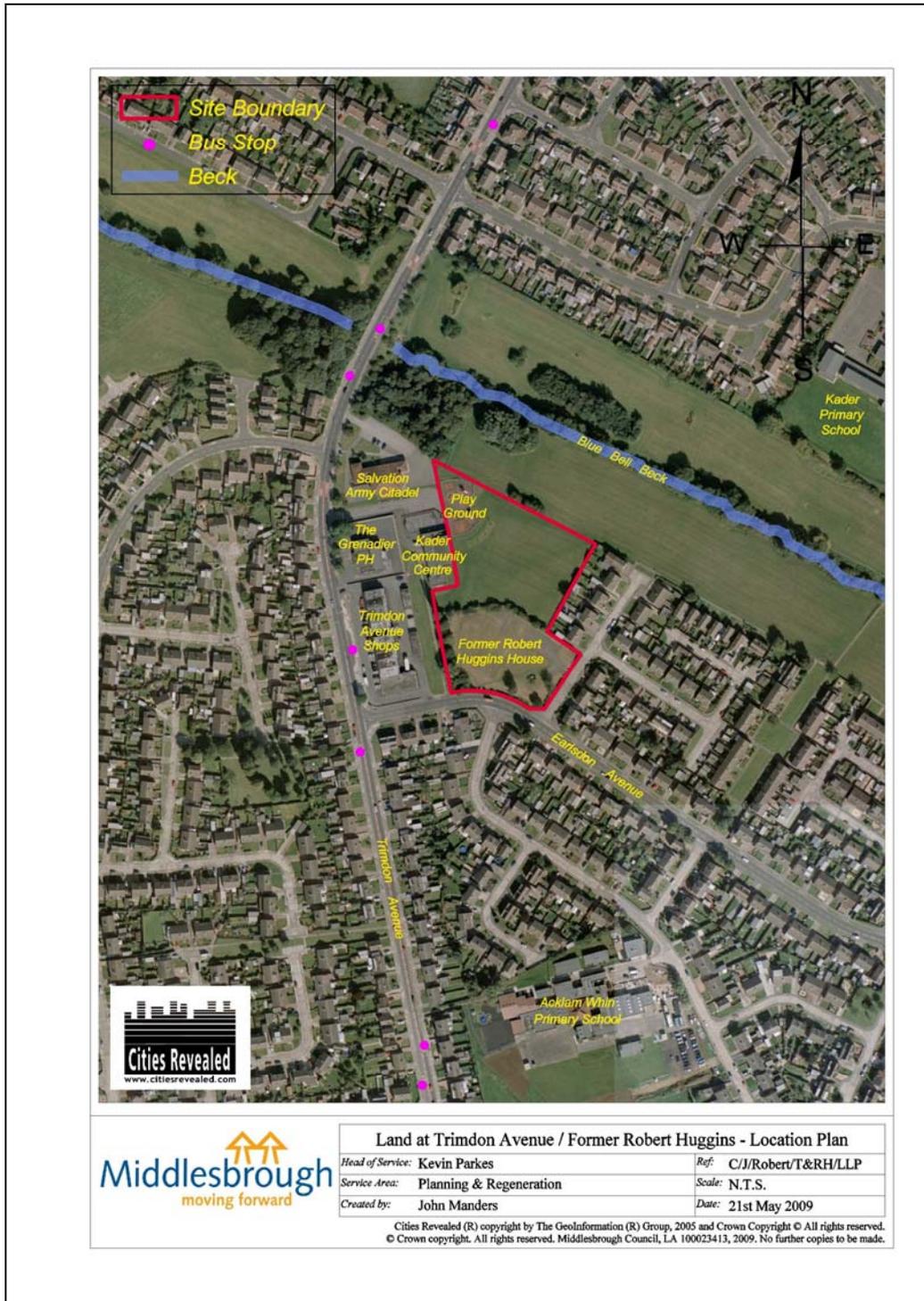


Figure 3 – Site Location Plan

### **Accessibility**

10. Robert Huggins House was previously accessed from Swainston Close. Since the demolition of the building, this access has been blocked off and is no longer in use. This access should be reinstated to serve the site.
11. There are bus stops close to the site, providing regular access to local shops and services as well as the town centre. The position of these bus stops can be seen on the Site Location Plan (Figure 3).
12. There is also direct pedestrian access to and from the site to the adjacent Blue Bell Beck Valley.

### **Planning History**

13. Since the demolition of the building, the Robert Huggins House site was marketed for residential uses/nursing home but no sale of the land was agreed. In addition, there have been no planning applications relating to the site since Robert Huggins House was demolished.

### **STRATEGIC CONTEXT & ACCEPTABLE LAND USES**

14. The brief aims to outline the types of use preferred on the site and indicate the broad principles that should be followed to facilitate the development of the site.
15. The Regeneration DPD identifies the suitability of the site for residential development, with the objective of providing greater housing choice and improving the quality of housing on offer in the local area.
16. Although the site of the former Robert Huggins House was originally allocated within the Regeneration DPD for residential development of 20 units, the extended site including the area to the north of the former Robert Huggins House site has the potential to accommodate a minimum of 38 units. It is anticipated that these units will be developed over the period up to 2011, housing market conditions permitting. The minimum requirement is for 15% of the units provided on site to be affordable. Any proposed development over and above the original allocation of 20 units will increase the number of affordable units to be provided on the site pro rata.

## **PLANNING POLICY FRAMEWORK**

17. There are a number of policies that are relevant to the future development of the site and these are listed in full in Appendix One of this document.
18. The principles behind the development of this site, as outlined in the brief, are considered to be in accordance with all of the relevant national, regional and local planning policies.

## **DESIGN**

### **Site Analysis**

19. The northern part of the site is essentially green space but incorporates a small community play area located adjacent to the community centre.



**Figure 4 – Open space on northern part of the site**

20. The southern part of the site was previously occupied by Robert Huggins House, a residential care home that was demolished approximately 5 years ago, and this part of the site has been cleared.



**Figure 5 - Former Robert Huggins House site**

21. The only formal land use on the whole site is the community play area (shown on Figure 3), although informal play and general recreation does take place on the rest of the site.
22. The site is enhanced by its close proximity to Blue Bell Beck, which runs adjacent to the northern boundary. Any development on the site should aim to maximise the relationship with the Beck by ensuring that views towards this feature are retained and enhanced.



**Figure 6 – View towards Blue Bell Beck**

23. The main buildings that are located in close proximity to the site are the Salvation Army Citadel and Kader Community Centre. The Citadel is a functional building that offers little by way of design quality.



**Figure 7 – Salvation Army Citadel**

24. The Kader Community Centre that adjoins the site on its western boundary is a brick structure of mediocre design quality that, whilst providing a valuable function, does little to visually enhance the character of the area and its surroundings.



**Figure 8 – Kader Community Centre**

## Design Requirements / Layout

25. This section looks at how the site should be developed in order to maximise design quality. In line with the principle of sustainable communities, any residential environment created should be:

- active, inclusive and safe;
- environmentally sensitive;
- well designed and built;
- well connected; and,
- well served.

26. The following plan shows the indicative design principles and potential layout to be used in the development of the site.

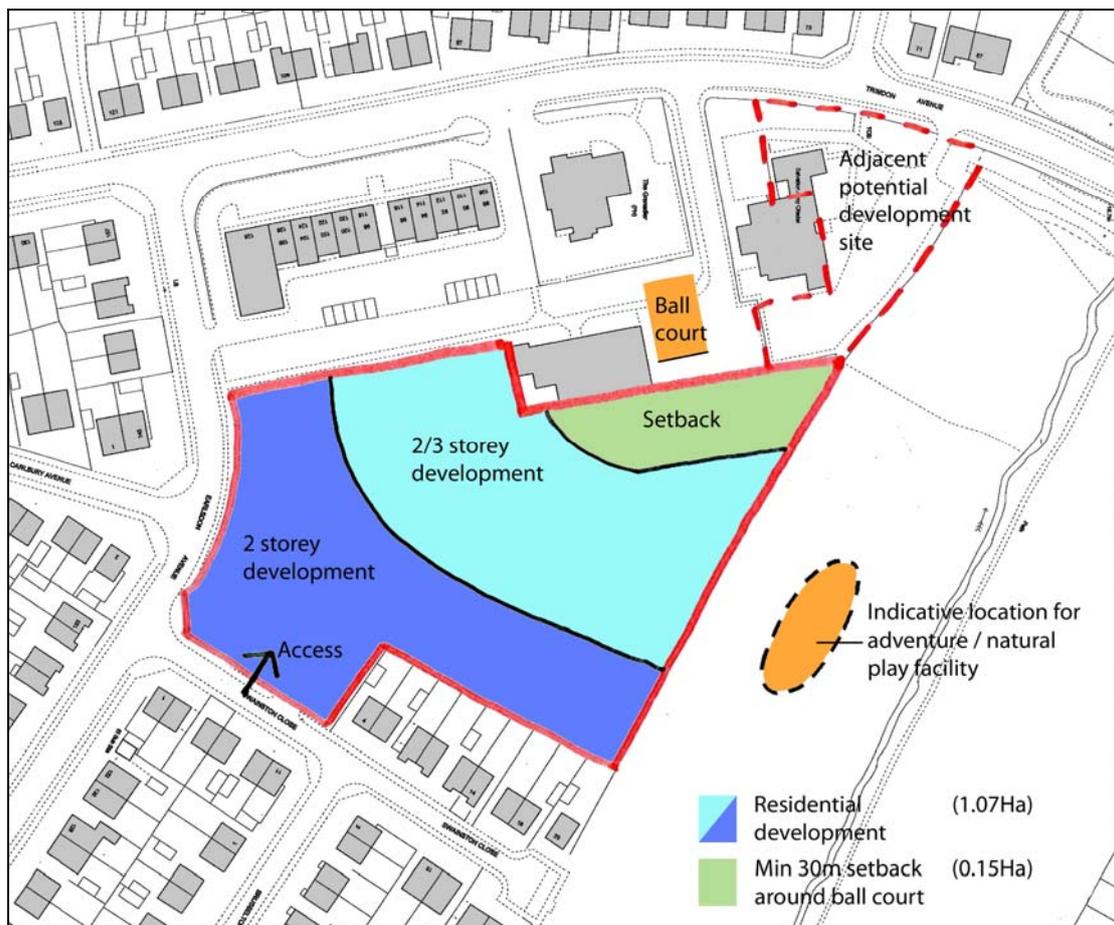


Figure 9 - Potential Layout with access off Swainston Close

27. Access to the site should be from Swainston Close, and involve the reinstatement of the access to the former Robert Huggins House.
28. It is important that vehicles do not dominate the development, and do not always need to have priority, thereby providing safe and easy pedestrian access across the site. Streets should be well designed through a well-structured building layout. Housing should face onto Earlsdon Road and Swainston Close.
29. Pedestrian access through to the Beck to improve connectivity with the site will be required. This will provide health benefits for the residents of the development and increase their opportunities to interact with the natural environment.
30. Housing development should face onto the Beck. This will maximise views across the Beck, as well as providing an important element of surveillance for the proposed natural play area.
31. The design of the houses should offer flexible layouts for a range of dwelling mixes. The overall design of the development should be cohesive, utilising architectural quality to create a distinctive character.
32. Secured by Design is the Police initiative that supports the principles of 'designing out crime'. Secured by Design is the minimum standard for safety and security and any residential development should conform to this standard. This requirement is in accordance with Core Strategy Policy CS5.
33. It is a requirement of Core Strategy Policy CS5 that any development conforms to the Code for Sustainable Homes. The Council will expect the development to conform to Level 3 of the Code for Sustainable Homes as a minimum but will strive to achieve Level 4.
34. The residential development should be compliant with the principles of Building for Life ([www.buildingforlife.org](http://www.buildingforlife.org)), the national standard for well-designed homes and neighbourhoods. There are 20 Building for Life criteria, all of which embody the vision of functional, attractive and sustainable housing. These criteria consider key issues, such as:
  - the relationship of the development with community facilities, both existing and proposed;
  - the accessibility of the development;
  - the distinctiveness of the scheme in terms of design;
  - the creation of a safe and well designed community; and,
  - the performance of the development in relation to energy use.

Any development should be compliant with at least 14 of the 20 Building for Life criteria, thus attaining either a silver or gold standard.

### **Housing Mix & Type**

35. The site should provide good quality family housing in order to address the lack of this type of housing in Middlesbrough. This family housing will be provided through a mix of different housing types (i.e. detached or semi-detached) and sizes. This will provide a sense of variety in terms of the housing design across the site.
36. It is considered that two storey dwellings should be developed on the southern site boundary facing Swainston Close and the western boundary facing Earlsdon Avenue in order to maintain a sense of continuity with the adjacent dwellings and to avoid any overlooking of existing properties. The development should present a distinctive frontage along Earlsdon Avenue.
37. There is scope for developing 3 storey dwellings towards the centre of the site. The mix of building heights and the creation of features such as courtyards will help to increase the variety and character of the overall development.
38. The final development should maximise its relationship with the adjacent Beck. This can be achieved through maximising the potential connectivity between the site and the Beck, and retaining and, where possible, enhancing views towards the Beck.
39. It is expected that the development will provide predominantly 3 bedroom homes.
40. It is preferred that detached and semi-detached housing, rather than terraces, be developed on the site as a way of best reflecting the surroundings and ensuring that the needs of families are met.
41. High quality design is required incorporating good quality, traditional materials, complemented by a high standard of hard and soft landscaping. A design statement, containing written and illustrative material, will be required at tender stage to show:
  - design content – site analysis and development objectives;
  - design principles – how the site and context informs the design solution; and,
  - design solution – the design concepts and how the proposal will make a positive contribution to its surroundings.

### **Affordable Housing**

42. As referred to in paragraph 16, the Council requirement is for a minimum of 15% affordable housing to be provided on site. These affordable units should form part of any scheme submitted for development of the site. It is likely that developers will need to identify a preferred Registered Social Landlord (RSL) to deliver the affordable housing element.

### **Privacy & Spacing Standards**

43. The following are standard requirements of residential development, namely:
- a minimum unobstructed distance of 21m between principal room windows which face each other;
  - a minimum unobstructed distance of 14m between principal room windows where buildings are single storey; and,
  - where proposed dwellings adjoin developable land, a minimum of half these distances will normally be required between any principal window and the site boundary, to maintain spacing standards.
44. In addition, further guidance on the relationship between the layout of developments and security is provided in Secured by Design and should be considered as part of the final schematic design for the site.

### **Open Space**

45. The siting of dwellings should be designed to promote natural surveillance across any retained open space and create a feeling of safety. Development should form a frontage to any open space, which should be well designed so that it provides a positive aspect to the surrounding dwellings.
46. Any design for the site should incorporate a landscape framework illustrating how the site will link with the surrounding environment. In particular, the landscape framework should focus on the link with Blue Bell Beck as this has a key relationship with the site.

### **Access, Movement & Parking**

47. It is proposed to access the site from Swainston Close, as referred to in more detail in paragraph 27.
48. Movement around the site will be via a new network of internal roads. The developer will be responsible for providing the internal highway infrastructure, therefore meaning that developer contributions would not be sought in relation to this.

49. The development has the potential to be designed as a 'Home Zone'. Home Zones are an innovative initiative in the design and layout of developments. They break down the traditional highway/footpath demarcation lines in order to create a permeable, safe residential area where traffic speed is reduced by the design of roads and buildings, rather than the physical measures such as speed humps, chicanes and road narrowing. The design for Home Zones should aim for:
- high quality design;
  - design for local distinctiveness;
  - sustainable design solutions; and,
  - design in partnership.
50. Standard parking requirements for a residential dwelling are 2 spaces per household. This includes both visitor and residents parking. In a conventional development this provision is expected to consist of a garage and driveway – the driveway must be at least 6m in length from the back of footpath.

## **OTHER CONSIDERATIONS**

### **Community Play Area**

51. A community play area is located on the western boundary of the site, adjacent to the Kader Community Centre, and serves as an important facility for nearby residents. The play area contains a variety of play equipment and is accessible from both the surrounding housing developments and from the green wedge.
52. National policy dictates that housing developments should be located a minimum of 20m away from equipped play areas, with the aim of preventing conflict between the land uses.



**Figure 10 – Community Play Area**

53. As this play area is located within the development site, the need to incorporate a 20m setback limits the development potential of the site. As such, an area of land within the adjacent Beck Valley has been identified to provide an adventure/natural play facility capable of replacing the current community play area. The alternative location is shown in Figure 9.
54. This alternative location offers the following benefits:
- the site is in a central location within the Brookfield ward which gives it a large catchment area;
  - the site offers a strong element of natural surveillance that will be provided by both the proposed residential development and the existing houses overlooking the Beck Valley;
  - the proximity to the local shops on Trimdon Avenue allows more casual use of the site; and,
  - the potential to provide an innovative facility that offers a different type of play provision which gives children the opportunity to interact with the natural environment of the Beck Corridor.
55. In addition to this, the age of the existing play area meant that an element of refurbishment would have been required in the future and the provision of a replacement facility avoids the need to incur these potential financial costs.
56. Any new play area will be required to maintain the integrity of the mature hedgerow along the Beck Corridor and ensure that the existing trees are retained.

## **Ball Court**

57. There is a multi-use ball court located outside the site boundary, next to Kader Community Centre. The location of the ball court is marked on Figure 9. This impacts on the development site as national policy requires a minimum separation of 30m between housing development and ball courts in order to avoid conflict between the land uses. This separation distance is shown on Figure 9 and an appropriate set-back has been included when identifying the actual developable area of the site.

## **Relationship with adjacent development site**

58. There is a site to the north of the Salvation Army Citadel building that incorporates the vehicular access into the citadel from Trimdon Avenue and the car park to the rear of the building. The location of this site is shown on Figure 9. This site has an extant planning permission for alterations to the existing citadel and the erection of two 2½-storey blocks comprising 27 apartments. The Council is prepared to consider any proposal to develop the two sites in tandem should the developer consider this to be a desirable option.

## **Development & Flood Risk**

59. The site is within Flood Zone 1, which is recognised as being land at a low risk (i.e. the extent of a flood with a 0.1% or less chance of happening each year) of flooding. As the developable area of the site is greater than one hectare, it will be necessary for a Flood Risk Assessment to be carried out to accompany any planning application for development of the site.
60. PPS25 states the requirement that flood risk to and from new development should be reduced through location, layout and design, incorporating Sustainable Drainage Systems (SUDS). As such, PPS25 requires that appropriate surface water drainage arrangements are put in place in new developments to both reduce the risk of the site flooding directly, as well as ensuring that the risk of an increase in flooding to others is kept to a minimum. Development on the site should comply with this requirement.

## **IMPLEMENTATION**

### **Status and Role of the Development Brief**

61. This brief has been prepared in order to provide specific guidance in relation to the preparation of a full planning application for development of the site.

62. This document provides clear guidance for developers with regard to all of the key issues that the Council consider will affect the future development of the site. Any proposal for development of the site should be in compliance with the brief, unless it can be demonstrated that there are other material planning considerations that allow some variation from the guidance.

### **Submission Requirements**

63. The Council will provide the successful bidder with a list of required documents that will need to form part of any planning application to develop the site.

### **DEVELOPER CONTRIBUTIONS**

64. Government Circular 05/2005 regarding planning obligations gives local authorities the power to require developers to make financial contributions and mitigate certain impacts of schemes. On this site a contribution of £180,000 will be required to allow for the creation of the new natural play area. In addition, a contribution of £28,500 to the maintenance and enhancement of existing open space on the site and the new play area will be required.

## **Appendix One – Relevant Planning Policies**

### **The North East of England Plan Regional Spatial Strategy to 2021 – Government Office for the North East (July 2008)**

#### Policy 10 – Tees Valley City-Region

Strategies, plans and programmes, and planning proposals, should support the polycentric development and redevelopment of the Tees Valley City-Region by:

##### 10.3 Sustainable Communities

- b. developing housing to support the economic growth strategies in sustainable locations, mainly on previously developed land in areas where it does not undermine existing housing markets, particularly housing market restructuring areas.

### **Core Strategy (adopted February 2008)**

#### Policy CS4 – Sustainable Development

All development will be required to contribute to achieving sustainable development principles by, where appropriate:

- a. contributing to achieving sustainable economic development to support efficient, competitive and innovative business, commercial and industrial sectors;
- b. the creation of inclusive communities reducing deprivation and the disparities between the poorer and wealthier sections of the town;
- c. respecting the diverse needs of communities;
- d. ensuring everyone has access to the health, education, jobs, shops, leisure and other community and cultural facilities that they need in their daily lives;
- e. contributing to raising the hope, aspirations and achievement of young people and adults;
- f. promotion of a healthier and safer community for all;
- g. being located so that services and facilities are accessible on foot, bicycle, or by public transport. Reliance on the private car must be reduced or minimised and the use of sustainable forms of transport encouraged;
- h. making the most efficient use of land, with priority being given to development on previously developed land, in particular vacant and derelict sites and buildings, ensuring that there is a sufficient supply of land of a suitable quality in the right locations to meet the development needs of the people of Middlesbrough;
- i. locating developments that attract large numbers of people in those locations which are accessible by sustainable forms of transport and will contribute most to achieving social inclusion;

- j. ensuring that biodiversity assets, geodiversity assets, wildlife species, natural habitats, water resources, landscape character, green infrastructure, air quality and water quality; within and outside Middlesbrough are protected. Where possible such assets should be enhanced;
- k. protecting and enhancing Middlesbrough's historic heritage and townscape character;
- l. delivering development of a high quality design that contributes to improvements in the quality of the townscape;
- m. ensuring that inappropriate development is not carried out in the floodplain and that sustainable methods of surface drainage are used. This should include the incorporation of Sustainable Drainage Systems in new developments to mitigate against localised flooding, promote water conservation and help protect water quality;
- n. minimising the generation of waste and maximising the use of recycled materials;
- o. contributing to reducing the causes and impacts of climate change; and
- p. incorporating within developments of 10 dwellings, or a floorspace of 1,000 sq. m., or more onsite renewable energy facilities or energy saving technologies (for example combined heat and power systems, photovoltaic cells and wind turbines) that provide as a minimum 10% of energy requirements. There should be no demonstrable harm to biodiversity interests or on visual or residential amenities or by way of pollution generation. Where such harm is likely it will be necessary to demonstrate that this is outweighed by the benefits contributing to diverse and sustainable energy supplies and reducing carbon emissions; provision should be made to mitigate or compensate for any such harm.

Where necessary development will be phased to ensure the delivery of sustainable communities and adherence to the principles of sustainable development.

#### Policy CS5 – Design

All development proposals will be required to demonstrate a high quality of design in terms of layout, form and contribution to the character and appearance of the area. Proposals will be required to contribute to achieving the following:

- a. enhancement of the best characteristics of Middlesbrough's built environment to create a positive identity for the town and improve the quality of life of its population;
- b. promotion of development and investment in those areas of the town that will benefit most from such action;
- c. securing a high standard of design for all development, ensuring that it is well integrated with the immediate and wider context, including where appropriate the incorporation of public art;

- d. removal of barriers to access and movement within the town, and enjoyment of the built environment by Middlesbrough's population and visitors to the town;
- e. creation of a safe and attractive environment, at all times of the day and night, where crime and disorder, or fear of crime, does not undermine quality of life or community cohesion by incorporating the aims and objectives of both 'Secured by Design' and 'Designing Out Crime' concepts into development layouts;
- f. ensuring a quality of new development that enhances both the built and natural environments;
- g. the creation of high quality open spaces that contribute to successful, popular and viable sustainable communities;
- h. the preservation or enhancement of the character or appearance of conservation areas and other areas of special interest and character;
- i. safeguarding buildings identified as being of special historic or architectural interest, and ensuring that any adaptation or reuse is undertaken sympathetically and protects, or, where possible, enhances, the special characteristics of the building; and
- j. incorporation of features in terms of layout, design and specification to achieve high levels of energy and environmental efficiency. All new residential buildings should be completed to a Buildings Research Establishment Environmental Assessment Method (BREEAM) rating of very good or excellent. Development should also meet the Energy Efficient Best Practice Standard and conform to the Code for Sustainable Homes.

Where Design and Access Statements are required they must contain a level of detail appropriate to the scale and nature of the development and the sensitivity of its location. The Council will appoint Design Champions to assist in achieving high quality design. An Urban Design Framework SPD will be prepared to provide further guidance on design issues and the implementation of this policy.

#### Policy CS6 – Developer Contributions

Where necessary, to make a scheme acceptable in planning terms, and where directly related to the proposed development, the Council will negotiate contributions towards the cost of providing infrastructure and of meeting social and environmental requirements. The nature and scale of the contribution sought will be determined having regard to the:

- a. scale and form of development;
- b. capacity of existing infrastructure provision; and
- c. potential impact of the development upon the surrounding area and facilities.

The appropriate range and level of contributions will be assessed in a comprehensive manner, taking into account the above criteria, strategic infrastructure requirements and, where appropriate, the use of standard charges and formula.

## Policy CS9 – Housing Strategy

The housing requirements of the Regional Spatial Strategy will be provided in locations that are in general accordance with the development priorities identified in Policy CS1. The strategic locations for meeting this requirement, and their phasing, are as follows:

	2004-2011	2011-2016	2016-2023
Gross completions (up to 1 January 2007)	996	-	-
Commitments (up to 1 January 2007)	2,452	350	-
Housing allocations – strategic locations			
Greater Middlehaven	500	1,015	1,265
Greater Hemlington	190	375	215
Inner Middlesbrough/Grove Hill	238	860	150
Requirements for non-strategic housing allocations	521	419	442

The Council will work with partner organisations to ensure that the above housing requirements are provided in a manner that delivers a balanced and sustainable housing stock to meet the current and future needs of the population. This will be achieved through:

- a. supporting housing market restructuring and resisting those proposals that will prejudice its delivery;
- b. increasing the supply of housing to meet the aspirations of the economically active population;
- c. focusing investment and remodelling to transform areas of less popular housing stock;
- d. providing a wider range of housing types including more higher value dwellings and city-style urban living;
- e. consolidating and building upon the success of popular neighbourhoods; and
- f. seeking to accommodate a minimum of 70% of new housing development on appropriate, previously developed 'brownfield' housing sites.

## Regeneration Development Plan Document (adopted February 2009)

### Policy REG18 – Housing Allocations

The following sites are allocated for housing development within the specified phased release dates.

	2004-11	2011-2016	2016-2021	2021+	Affordable Units
Trimdon Avenue	20				3 (15%)

## **National Policy Documents**

In addition, the following national policy documents were used in the preparation of this Development Brief:

- PPS1 – Delivering Sustainable Development (January 2005)
- PPS3 – Housing (November 2006)
- PPG13 – Transport (April 2001)
- PPS25 – Development and Flood Risk (December 2006).