



New Housing Development – a Guide to establishing Urban Context

Draft Supplementary Planning
Document

September 2006

New Housing Development A Guide to establishing Urban Context

**DRAFT FOR PUBLIC CONSULTATION
for consideration
BY CABINET AT THE MEETING
TO BE HELD ON 13 September 2006**

**David Lock Associates
On behalf of
Dudley Metropolitan Borough Council
1 September 2006**

CONTENTS

EXECUTIVE SUMMARY

PART I INTRODUCTION

1.0 SUPPLEMENTARY PLANNING GUIDANCE

The emerging Plan System and Supplementary Planning Documents

The Purpose of the SPD

What the document contains

The Design – led Approach

2.0 POLICY SUPPORT FOR THE DESIGN LED APPROACH

Nation and Regional Policy Support for a design – led approach

3.0 LOCAL POLICY CONTEXT

Dudley Unitary Development Plan – December 2005

4.0 OTHER ENDORSEMENTS

CABE

PART II CHARACTER, LOCAL DISTINCTIVENESS AND DENSITY

5.0 EXISTING CHARACTER OF THE BOROUGH

Visual analysis

Understanding and measuring density

Density and local distinctiveness

6.0 GENERIC LOCATIONS, DISTINCTIVENESS AND DESIGN

Dudley Borough Transect

Table 1 'Context and Characteristics'

PART III DETAILED GUIDANCE FOR NEW DEVELOPMENT

7.0 ASSESSING CONTEXT, LOCAL CHARACTER AND DENSITY –

A METHODOLOGY

Detailed analysis and establishing Local Distinctiveness

The Development Site

**8.0 DEVELOPMENT PROPOSALS: WHAT THE DEVELOPER MUST PROVIDE
DESIGN RESPONSE**

Urban Context Study

General Planning and Good Design Considerations

9.0 THE PLANNING APPLICATION PACKAGE

Plans and Documentation required

APPENDICES

APPENDIX I Table 2 Development Guidance

APPENDIX 2 Conservation Areas and Buildings of Special Character and Interest

APPENDIX 3 Green Belt

APPENDIX 4 Other relevant guidance

EXECUTIVE SUMMARY

PART I

The document introduces a design – led approach to new housing development. It considers the new plan system brought in under The *Planning and Compulsory Purchase Act 2004* and the use of Supplementary Planning Documents as part of this system to provide detailed guidance on individual policies consistent with Government and Regional planning guidance.



In this instance Policy H6 Housing Density in the Dudley Unitary Development Plan (UDP) is scrutinised.

This SPD achieves Council and Government objectives, by providing detailed information on implementation of housing policy in respect of design and density, so that local character and distinctiveness are paramount and poor design is rejected. By advocating a design led approach for decision making, it has the support of such independent bodies as The Commission for Architecture and the Built Environment, 'CABE'.

PART II

The diversity of character across the Borough is analysed considering historical growth patterns and contemporary growth, and housing typology while recognising that appropriateness, distinctiveness, context and character as being the drivers for successful developments. Density is analysed in relation to local distinctiveness as being a further factor in determining the prevailing character of an area.

The importance of understanding density in relation to generic locations across the Borough is explored concluding that within each there is a general consistency and intensity of development which should be used to guide future development within each broad location. Seven generic locations are identified:

- A Urban Town Centres
- B Edge of centre
- C Suburban inner
- D Suburban Outer
- E Rural Fringe
- F Rural (Green Belt) and
- G Public Transport Corridors

PART III

The document concludes by establishing a methodology for assessing context, local character and density with the aim of ensuring that the development or redevelopment of a site maintains the local distinctiveness and character of that area. Whilst proposed development is required to make the most efficient use of the land, the process will be first and foremost, design led. Future developers and designers are guided by the characteristics of the seven generic locations.

To ensure development proposals respond to the characteristics of the generic locations the guidance requires an urban context analysis to be produced as part of a planning application. Guidance is given on how to carry out the analysis and what to include in any planning application package.

PART I INTRODUCTION

1. SUPPLEMENTARY PLANNING GUIDANCE

The emerging Plan System and Supplementary Planning Documents (SPD)

- 1.1 The *Planning and Compulsory Purchase Act 2004* has introduced a new system of “plan making”. It replaces Structure Plans and Local Plans with a new system that involves the preparation of a series of Local Development Documents (LDD)
- 1.2 There are two main types of LDDs:
- 1) *Development Plan Documents* – which set out the main strategy, policies and proposals of the Council. Together with the Regional Spatial Strategy they will when approved constitute the Development Plan for the Borough. Under the Planning and Compulsory Purchase Act 2004, the Development Plan is the prime consideration when determining planning applications.
 - 2) *Supplementary Planning Documents* – these provide more detailed guidance to explain policies and proposals set out in the Development Plan Documents. They must relate to a policy within the Development Plan.
- 1.3 Government Policy, as laid down in PPS12: Local Development Frameworks, acknowledges the valuable role of Supplementary Planning Documents (SPD) in providing additional detail to policies and proposals in Development Plan Documents (DPD). Although such documents do not form part of the statutory development plan their role in implementation, ie translating broad policies into action on the ground, will be invaluable.
- 1.4 In this instance it is Policy H6 Housing Density in the Dudley Unitary Development Plan (UDP) which is being scrutinised. Whilst this is a policy of the adopted Development Plan the Council has agreed that during this transitional period this policy will be carried forward. In time it will be reviewed as part of the LDF preparation process.

The Purpose of the SPD

- 1.5 This Supplementary Planning Document is intended to achieve Council and Government objectives, by providing detailed information on implementation of housing policy in respect of design and density, so that it is building on local character and distinctiveness and rejecting poor design. It advocates a design led approach for decision making, set within the context of the statutory development plan and planning policy guidance.
- 1.6 It has been produced to set down guidance for decision making to ensure that the design and density of new development are complementary to the existing built fabric of the Borough. Its purpose is to translate broad policy guidance at national level and regional level with UDP policy [and emerging policies from the Council Core Strategy] and draw out and build on the diversity of character across the Borough, through individual planning applications.
- 1.7 This guidance is relevant for potential developers, designers, officials and local people who will be involved in the development of a wide range of sites across the Borough. It is not site specific but is intended to provide detailed planning advice to be applied using local character as a basis for appropriate development.
- 1.8 The preparation of this Supplementary Planning Document has been done in consultation with stakeholders and community groups in accordance with the Statement of Community Involvement (SCI) which has been written to support this document and its development. The Document will continue to evolve through further consultation in accordance with the SCI as it proceeds towards further drafts prior to final adoption . A copy of the SCI for this document can be made available on request or can be found on Dudley Council's website accompanying this document
- 1.9 The SPD takes full account of and is consistent with Government Guidance, in particular PPG3 and takes account of draft PPS3. (An up-date of the document will follow the approval of PPS3 as adopted guidance.) This SPD has been produced as part of the Dudley LDF and is programmed into the Local Development Scheme.
- 1.10 What the document contains:
Part I sets out the role and purpose of the SPD, its relationship to the adopted Local Plan and emerging LDF and the policy support for the approach that it takes.

- 1.11 Part II of the document establishes what is important in the Borough in terms of character and establishes why it should be protected. Part III provides detailed guidance for new development and identifies what the developer must demonstrate and include in a planning application. Some sites will be of a significant size and all the requirements will be applied. Smaller sites may be simpler and the planning officers will confirm which parts of the guidance will be appropriate on a case by case basis.

The Design – led Approach

- 1.12 Clearly density alone does not equate directly with the quality of building design or necessarily respond to local character. Good and bad examples of housing schemes can be found right through the density range. CABI have stated *“it is getting the right uses and densities in the right places within an urban structure that matters”*
- 1.13 For example higher densities beyond 50 dwellings per hectare in the right location using a variety of building types in response to local character and context, is achievable and can provide much needed accommodation which suits the population profiles of many areas, and also responds to some market demands. The balance to this however, is the need to adopt the same character led approach in the suburban and rural fringe areas, where the character is one of less intensive development and where lower densities might be more appropriate. And indeed respond to a sector of the market which is deemed to be in short supply in this area.
- 1.14 There are numerous ways in which to measure density, depending on the purpose of the measurement. The density figure which should accompany a planning application is one of net dwellings per hectare. This is important for indicating how many dwellings can be accommodated on a site, and will be used as a tool in the assessment of character and local distinctiveness.

2 POLICY SUPPORT FOR THE DESIGN LED APPROACH

National and Regional Planning Policy Guidance

- 2.1 The importance of recognising ‘character’ as integral to the development process is supported through national, regional and local policies. By considering character early on in the design process it becomes part of the equation in maximising the possibilities that a site offers in terms of the most efficient use of that land whilst enabling high quality design.

- 2.2 The recent emphasis on increasing density should not be understood to be at the expense of local character and quality design. Recent government guidance establishes a clear design context for the delivery of housing growth.
- 2.3 In this section we set out the policy support that exists for the design led approach at various levels and in related documents.
- 2.4 *Planning Policy Statement 1: Delivering Sustainable Development*
A key principle (iv) of PPS1 states that “*Planning policies should promote high-quality inclusive design in the layout of new developments and individual buildings in terms of function and impact, not just for the short term but over the lifetime of the development. Design which fails to take opportunities available for improving the character and quality of an area should not be accepted..*” (Para 13).
- 2.5 The guidance promotes robust policies on access and design in order to optimise the potential of the site to accommodate development, to respond to their local context and to create or reinforce local distinctiveness (Para 36).
- 2.6 PPS 1 urges Local Planning Authorities “*to promote or reinforce local distinctiveness particularly where this is supported by clear plan policies or supplementary planning documents on design.*” (Para 38).
- 2.7 PPS1 also states that:
‘Planning authorities should have regard to good practice set out in By Design – urban design in the planning system: towards better practice (ODPM CABE 2000)’ (para 37). This document demonstrates the fundamental principles that are common to good design and form the basis for the subsequent publication in 2001 of ‘Better Places to Live: By Design: A Companion Guide to PPG3’.
- 2.8 The 2000 publication By Design –identifies local character as one of the objectives of urban design, and summarises character as ‘*A place with its own identity*’ (page 19).
- 2.9 *Planning Policy Guidance Note 3: Housing (March 2003)*
Places emphasis on development of the highest quality and focuses on previously developed land, without compromising the quality of the environment, improving the quality and attractiveness of residential areas and rejecting poor design. (para 56).

- 2.10 PPG3 also highlights the importance of considering new housing design in the context of the wider locality:

'New housing development of whatever scale should not be viewed in isolation. Considerations of design and layout must be informed by the wider context, having regard not just to any immediate neighbouring buildings but the townscape and landscape of the wider locality. The local pattern of streets and spaces, building traditions, materials and ecology should all help to determine the character and identity of a development...Local planning authorities should adopt policies which: create places and spaces with the needs of people in mind, which are attractive, have their own distinctive identity but respect and enhance local character' (para 56)

- 2.11 *Better Places to Live – A Companion Guide to PPG3 (2001)*

The guide aims to prompt greater attention to the principles of good urban design in residential environments and highlights examples of best practice in a wide range of areas. It states:

'The successful integration of new housing with its surrounding context is a key design objective, irrespective of whether a site lies on the urban fringe or at the heart of a town centre. A crucial first step in achieving this is to develop a thorough understanding of the context within which the new housing will sit and then of the nature of the site itself and its immediate surroundings. This initial analysis will inform a whole range of subsequent design decisions.' Chapter 2.

- 2.12 *Planning Policy Statement 3: Housing (Consultation Paper December 2005)*

The thrust of the guidance maintains the emphasis on making the best use of previously developed land. It states "New development should be of high quality, inclusive design and layout ... and be informed by its wider context, having regard not just to neighbouring buildings but to the townscape and landscape of the wider locality." (paragraph 37).

- 2.13 The particular issue of maintaining the desirable and positive aspects of character of particular residential areas, in the context of broader objectives to increase overall residential density, is specifically addressed:

'Local planning authorities should develop density policies for their plan area with local stakeholders and local communities, having regard to: ...and the desirability of maintaining the character of particular residential areas or environments.'
(paragraph 19)

- 2.14 The importance of not only maintaining but also improving existing local character is also highlighted:

'Local planning authorities should develop a shared vision with their local communities of the type of residential environments they wish to see and develop plans and policies aimed at:

- (a) *creating places, streets and spaces which meet the needs of people, which are attractive, have their own distinctive identity, and positively improve local character'*
(paragraph 34)

- 2.15 *PPG2 Green Belt (2002)*

PPG2 states that within Green Belt land there is a presumption against development and any development that does take place should respect and maintain the openness of the Green Belt land. The areas of the Borough identified as Green Belt are reproduced at Appendix 6 and are reflected in the generic locations in this document as 'rural' areas.

Regional Guidance

- 2.16 *RPG11 Regional Planning Guidance for the West Midlands (1998)*

RPG11 confirms Government policy by promoting the best use of previously developed land and buildings without compromising the quality of the environment. It encourages specific policies on the design of housing development and creating a high quality built environment.

- 2.17 *West Midlands Regional Spatial Strategy*

The Black Country Study - May 2006

Under the new planning system RPG11 has become the Regional Spatial Strategy (RSS). Under the new system the RSS becomes part of the Development Plan. The RSS is currently being revised and Phase 1 of that revision is the Black Country Study which has now been submitted to the Secretary of State in May 2006.

- 2.20 The study recognises that to improve the quality and widen the choice of housing is one of the key components for future prosperity to emerge from the study. Currently much of the housing stock does not meet aspirations of population in socio-economic groups A/B who have been choosing to move away to areas beyond the Black Country. The study sees a significant proportion of the housing growth taking place

in the public transport corridors with concentration around interchanges – bus stops and metro and train stations.

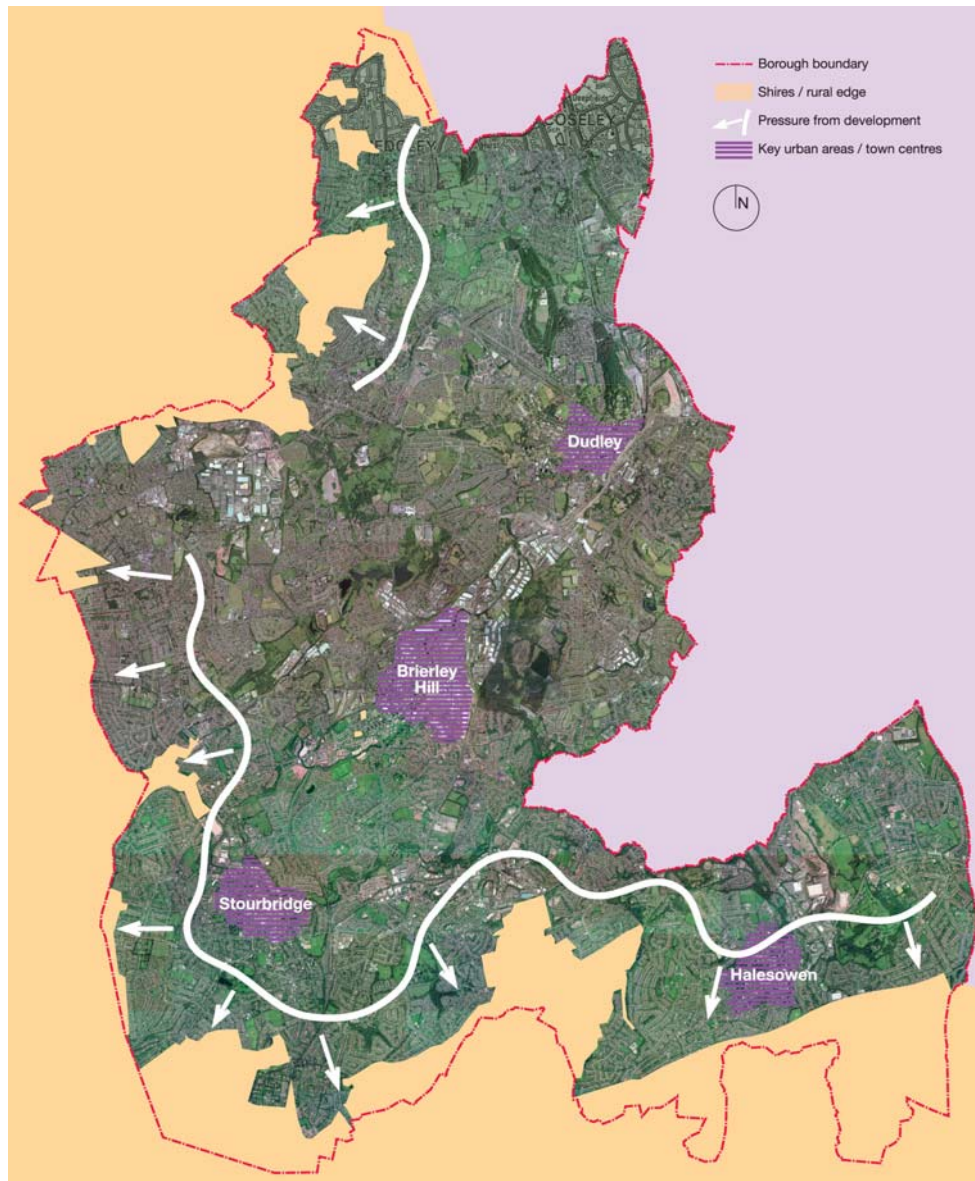


FIG. 1 Trend to move out of the Borough

3 LOCAL PLAN POLICY CONTEXT

3.1 *Dudley Unitary Development Plan – Adopted October 2005*

The Unitary Development Plan is the statutory land use plan for Dudley, adopted in October 2005. The Plan has been reviewed and all the policies in the Plan are to be saved under the new planning system for 3 years. A further review will take place in the context of the Local Development Framework (LDF). The Plan contains relevant policies on Design and Development and Housing. Detailed Guidance on Residential Development has been published as separate Supplementary Planning Guidance (SPG). The Council is also in the process of publishing a Supplementary Planning Document on the Borough's Landscape and Townscape Character (Study 2006)

3.2 Housing policies in the plan relate to strategic allocations which will meet housing requirements set out in RPG11, and to a lesser extent windfall sites.

3.3 More specifically, Policy H6 addresses delivering the Council's commitment to increasing density where appropriate while at the same time protecting local distinctiveness and ensuring an attractive environment for residents, business and investors. The policy in the adopted UDP states:

"UDP POLICY H6 - HOUSING DENSITY

Reasons for the Policy

National Guidance urges local authorities to encourage housing development densities of 30 dwellings per hectare and above in order to promote urban renaissance

The Plan supports this objective, however it also recognises that the character in some parts of the Borough is formed by lower density development. It also recognises the role that such development plays in providing a range of choice in stock for residents and through this, in contributing to the diverse life and economic viability of the Borough.

Nevertheless, higher density can be achieved using a variety of building types in response to local character and context and this should be the prime objective of all new residential development. Indeed higher densities beyond 50 dwellings per hectare, should be the target for sites within the walkable catchment of town and local centres, public transport corridors and public transport interchanges.

However, a design led approach is of critical importance to delivering not only the Plan's aspirations for density but also for protecting local distinctiveness and

ensuring an attractive environment for residents, businesses and investors.

H6 HOUSING DENSITY

Residential development will be encouraged to achieve the highest possible density taking into account the following factors:

- the requirement to make full and efficient use of land;
- the local context;
- physical constraints both on and off site;
- capacity of the highway network and access arrangements;
- requirements for non-residential development on-site for example open space;
- the walkable proximity of sites to town and local centres, public transport corridors and public transport interchanges.

3.4 Other relevant policies:

Policy DD1 – Urban Design, establishes broad principles and requires development consciously to address the basic components of movement, public realm, adaptability, scale and enclosure, aesthetics, use of resources and mix of uses. It requires a design led approach in delivering appropriate density while protecting local distinctiveness.

3.5 Policy HE1 – Local Character and Distinctiveness allows for account to be taken of the components of an area that make up its character where density and intensity of development are factors.

3.6 Policy AM14 – addresses parking standards.

Transitional Arrangements

3.7 The Planning and Compulsory Purchase Act (2004) provides for transitional arrangements to allow for a smooth handover between the old system and the new. The Dudley Unitary Development Plan (UDP) was adopted in October 2005 and under these new arrangements all policies and proposals in the existing UDP are automatically “saved” for a period of 3 years from its adoption (ie. October 2008 or until they are replaced by new policies if sooner). This means the policies in the Local Plan are still “live” and can be used in making planning decisions.

3.8 Dudley MBC have now published a Local Development Scheme as part of its requirements under the Planning and Compulsory Purchase Act which timetables the documents being produced over the next five years which will gradually replace

the policies and chapters contained in the existing UDP. The Local Development Scheme is available for viewing at all main Council Offices and libraries or by visiting the Council's website at www.dudley.gov.uk/planning.

4. OTHER ENDORSEMENTS

- 4.1 The Commission for Architecture and the Built Environment, 'CABE' is the government's advisor providing impartial expert and practical advice.

CABE – key advice on design and density

- 4.2 The *CABE Design Review 2002* states that:

'One of the keys to a successful project is to achieve an understanding of its physical context through an urban design analysis. The site's context includes the neighbourhood and the town and city as well as the street.' (Page 9)

- 4.3 The 2003 CABE publication *The Value of Housing Design and Layout* also identifies the importance of the built form in contributing to a sense of local character:

'..there is a series of factors, including the built form, which creates a sense of place.' (page 10)

- 4.4 This report also emphasises the critical importance of balancing good design consideration with commercial considerations:

'But commercial considerations, which should run in parallel with quality and sustainability objectives, are allowed to dominate the developer's thinking, often to the exclusion of other matters. The developer's appraisal of the setting of the site is concerned with the housing market rather than design opportunities for the development. Developers must be encouraged to take a broader view of their activities.' (page 22)

- 4.5 The report also comments on the balance to be sought between density and local design quality. (page 39)

- 4.6 *'Better Neighbourhoods: Making higher densities work'* 2005

The report analyses key issues and the challenges associated with building at higher densities, and shows how housing intensification can be part of creating better, more

sustainable neighbourhoods, without prejudicing quality. It highlights that historic market towns and urban villages are often high density.

- 4.7 *'Design at Appeal'* –advice on dealing with design issues within planning appeals' has been issued by CABE (May 2006). This highlights four key points;- the need for clear positive policies; use of expert urban design advice; the function of the development to be considered together with attractive and respond to existing character of the area; and use of design and access statements to demonstrate a rigorous design approach.

PART II CHARACTER, LOCAL DISTINCTIVENESS AND DENSITY

5.0 THE EXISTING CHARACTER

- 5.1 Across the Borough, Dudley demonstrates diverse character from historic town centres, to rural edges, Black Country conurbation to Shire Counties.



FIG. 2 Location of Dudley Borough as part of the Black Country

- 5.2 Local character predominantly intrinsically linked with the historic growth. The individual market towns such as Dudley, Halesowen and Stourbridge grew in the industrial era with Victorian and Edwardian villa developments adjacent to the town centres with suburban growth dominating the Borough since 1945 leading to a coalescence of the urban areas, but resulting in distinct areas of individual character.
- 5.3 The establishment of the Green Belt has restricted further outward growth but the desire to move out of the conurbation continues resulting in the loss of sectors of the population to the Shire Counties. The growth of the urban areas is shown in Fig 2.

- 5.4 The UDP states “The townscape and landscape of the Borough is the result of environmental and extraordinary combination of environmental co-incidences and society’s exploitation over the centuries.’ The Borough’s growth has led to a creation of identifiable urban characteristics which gives the Borough its unique identity.

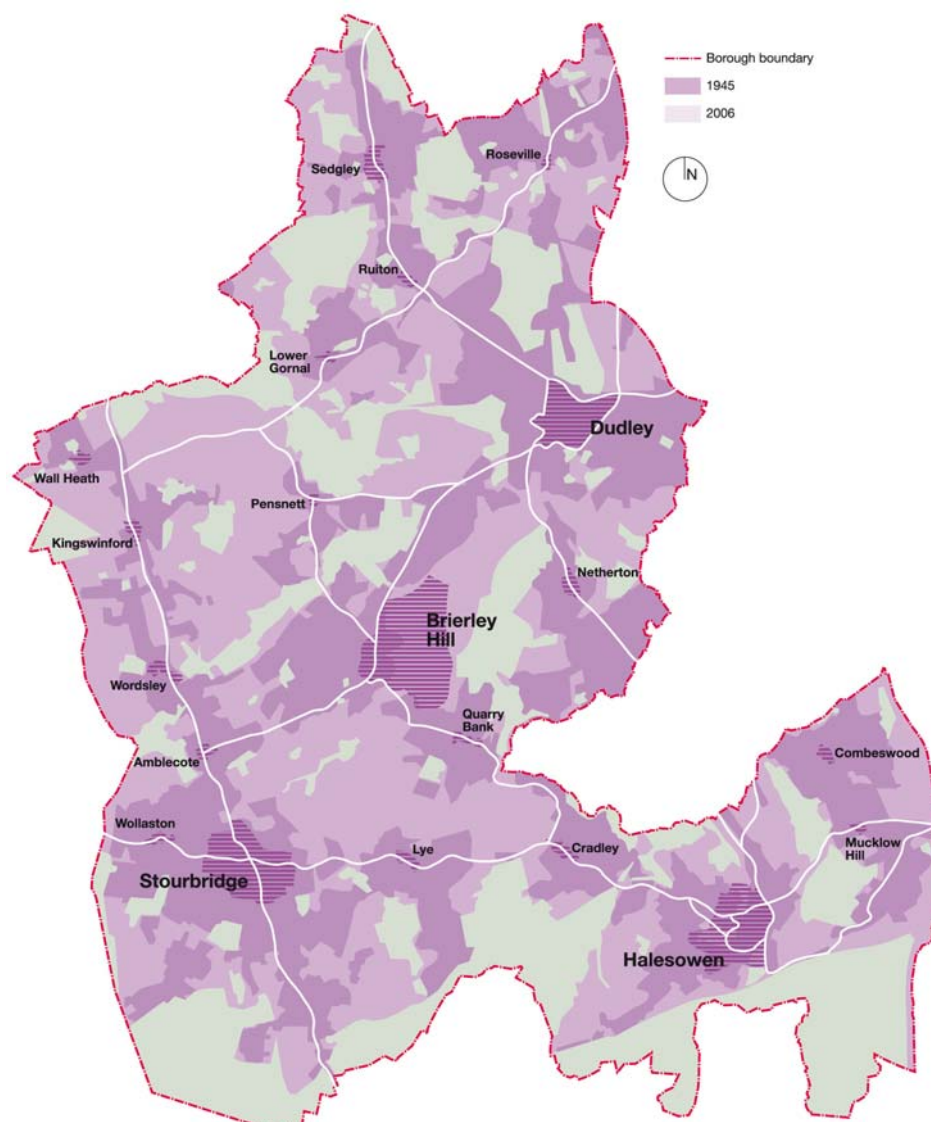


FIG. 3. Historic growth

- 5.5 The intention therefore is to establish a character led approach to new development, based on identifiable context and characteristics, and detailed features.

5.6 In order to guide the design of the built form in Dudley, this documents analyses local character by:

1. a visual analysis of 'local distinctiveness' by providing a snapshot photographic survey, across the Borough,
2. considering density and typology - typical built form and indicative densities across the Borough,
3. exploring the concept of generic locations or simple zones as an early indication of character.

5.7 The aims of the analysis are to:

- Inspire developers and designers of individual schemes to create new environments of a quality which reflects their location so that development is appropriate to place,
- Guide developers and designers of contemporary schemes to recognise that the drivers to successful developments are appropriateness, distinctiveness, context and character, and
- Inform developers and designers of intrinsic urban design elements which reflect the existing character of individual areas within the Borough.

Visual Analysis





Understanding and measuring density

- 5.8 CABE have stated "*it is getting the right uses and densities in the right places within an urban structure that matters*".
- 5.9 One of the significant influences on character and distinctiveness is the density of development that exists. This relationship is recognised in PPG3 which looks at Designing for Quality and 'Making the best use of land' (para 54-58) LPA's are encouraged to make efficient use of land considering 30 - 50 dwellings per hectare. It is however, misleading to consider density alone.
- 5.10 PPG3 confirms there is no commonly used definition of net housing density but advice is contained in 'The Use of Density in Urban Planning' Annex D paragraphs 8.19 - 8.27, and is repeated here in part for the purposes of this SPD.

PPG3

"Net housing development"

There is no commonly used definition of net housing density but advice is contained in *The Use of Density in Urban Planning* (see Annex D) paragraphs 8.19 - 8.27.

For the purposes of PPG3, local authorities should adopt the approach to "net site density" set out in that document. Paragraphs 8.19 - 8.22 states:

8.19 A "net site density" is a more refined estimate than a gross site density and includes only those areas which will be developed for housing and directly associated uses. This will include:

- access roads within the site;
- private garden space;
- car parking areas;
- incidental open space and landscaping; and
- children's play areas where these are to be provided.

8.20 It therefore excludes:

- major distributor roads;
- primary schools;
- open spaces serving a wider area; and
- significant landscape buffer strips.

8.21 A net site density is the most commonly used approach in allocating housing land in development plans and is appropriate for development on infill sites where the boundaries of the site are clearly defined and where only residential uses are proposed. It is also appropriate where phased development is taking place in a major development area (perhaps spanning different plan periods) and individual housing sites have been identified.

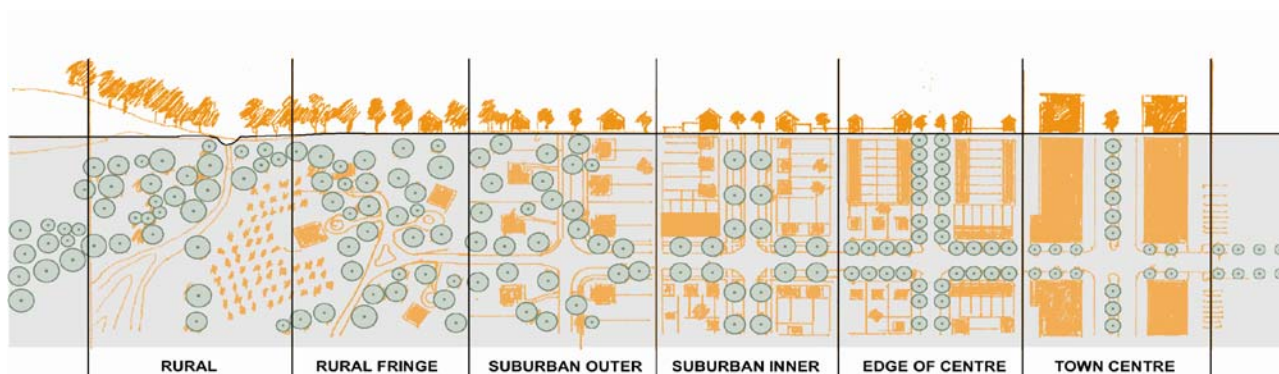
Density and local distinctiveness

- 5.11 Dudley's diverse residential character can be seen to be represented by certain housing types and homogenous density. In Part III we demonstrate the distinguishing urban design and architectural features which make up the different types of housing. This in turn characterises a particular residential area, and given a name that may be commonly used to describe that area and becomes the predominant residential form, allowing associated features eg tree planting, width of street height and set back to become the guiding features for future development.
- 5.12 For example, many of the potential development sites coming forward are redundant backland yards, manufacturing sites, institutions and hospitals, sites that are cheek by jowl with established and successful residential communities many of which display a typology which needs to be acknowledged and responded to in the design solution for these sites.
- 5.13 The redevelopment of existing buildings and the development of land in residential areas should provide a unique opportunity to contribute to the overall urban design qualities of an area in a seamless fashion. Understanding the structure of the Borough and generic locations, guides development at the broader level but often the resulting scheme can be discordant and offend the unity and character of small pockets of streets or neighbourhood with distinct and valuable character.
- 5.14 Local distinctiveness arises from the cumulative contribution made by many and varied features, often ordinary and commonplace, which may be as simple as a specific building material, and often based on an intensity of development. It is not the intention of this guidance to give a detailed appraisal, but to ensure that where a prevailing character of a more intimate area or local neighbourhood is valued in urban design terms, that it is given appropriate weight in the determination of planning applications. If the immediate locality is not an area to emulate, the broader character area should be the guide for new development

6. GENERIC LOCATIONS, DISTINCTIVENESS AND DESIGN

- 6.1 The analysis suggests that there are indicative generic locations which provide an early indicator of character and density. Illustrated below is a hypothetical cross section through the Borough, which identifies these broad generic locations.

Fig. 4 – Hypothetical Transect



- 6.2 The cross section illustrates the importance of understanding density across the Borough in the design process and why it is important to use density calculations as part of a design led approach, together with other design criteria to achieve successful development to meet the needs of the Borough. *“Density itself should not be viewed as a reliable guide to the form or quality of residential development.”* (CABE Better Neighbourhoods: making higher densities work.)
- 6.3 Table 1 ‘Characteristics and Context’ begins to see the relationship between density and intensity and type of residential development including building height across the spectrum of the Borough. This is considered again in Appendix 1 Residential Development, Table 2, to show indicative guidance for new development. In determining appropriate density ranges, it is important to appreciate the relationship between the urban, suburban and rural, the relationship between the buildings and spaces, the nature of the public realm and the character of the local townscape.

Table 1 Context and Characteristics – Residential Development

CONTEXT AND CHARACTERISTICS					
Area	Distinguishing characteristics	Building Line	Frontage Type	Typical Building Height	Open Space / Landscape
F Rural	agricultural and farmland	-	-	-	Green Belt - farmland, country park
E Rural Fringe	predominantly single family residential properties within the landscape	varying front and side set backs	Lawns Hedges	1/2 storey	parks and green wedges
D Suburban Outer	predominantly detached properties with a balance between buildings and landscape	shallow to medium setback	lawns fences hedges garages setback	2 storey	parks landscaping
C Suburban Inner	predominantly semi-detached house types with some terraces and few civic activities	small setback buildings amended to the street character development with street section	Low wall small front area	2 storey	parks
B Edge of Centre	predominantly terraces houses with small villas, some apartments and mixed access especially on PT route	building predominantly to back of footway	Front step or small paving area	2 and 3 storey	Town parks squares avenues
A Town Centre	mixed use – residential is predominantly apartments and terraced housing	Back-edge of footway; continuous short wall of building	frontage to street	3/4 storey	squares and urban public spaces

6.4 These locations reflect historic character and how places have evolved, density of development, movement patterns, appearance and how places function and fit together. Within each of those broad areas there is a general consistency and intensity of development.

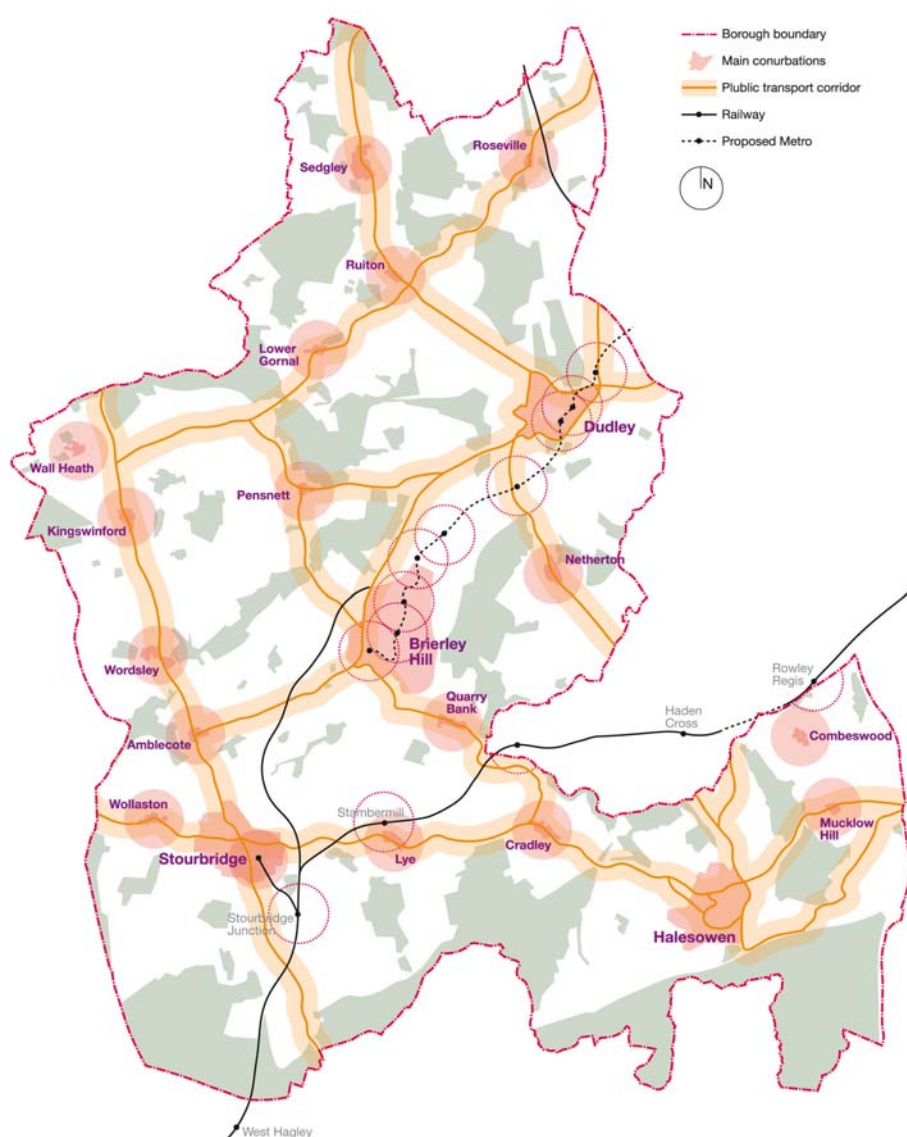
6.5 The cross section on the following page, considers the generality applied to the Borough of Dudley and is the guide to determining which area or location applies to a development site. It characterises the Borough from its rural edges, Green Belt/Green Wedges landscape through varying intensities of urbanisation to the town centres. This is considered in detail in Part III of this document.



CROSS SECTION REPRESENTING THE CHARACTERISTICS OF THE METROPOLITAN BOROUGH OF DUDLEY

- 6.6 There is however, within the transect an area which cuts across all these notional boundaries. These are transport corridors along which traditionally development has grown up and tends to radiate out from the historic town centres. These corridors are recognised today in planning policy terms as areas where higher densities of development could be supported by improved public transport and which can be identified as generic locations in their own right. Predominantly development will take place in the most urban locations of town centre, edge of centre and inner suburban.

FIG. 5 - Public Transport Corridors are identified in the Dudley Borough Unitary Development Plan 2005 as shown below.



PART III

DETAILED GUIDANCE FOR NEW DEVELOPMENT – DESIGN RESPONSE

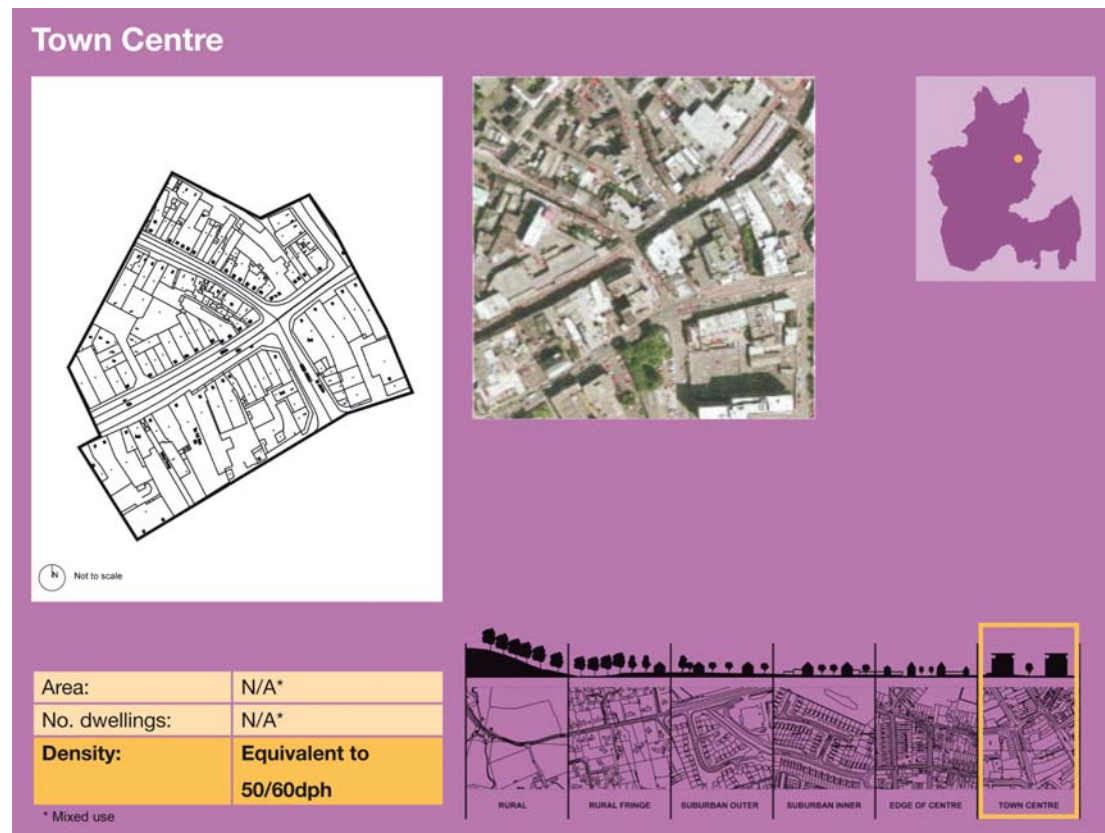
7.0 ASSESSING CONTEXT, LOCAL CHARACTER AND DENSITY – A METHODOLOGY

Detailed analysis and establishing Local Distinctiveness

- 7.1 Having established the characteristics of the Borough in terms of generic location and residential housing types, the Council will require developers to consider their site and where it lies in relation to these areas and respond accordingly.
- 7.2 The method for doing this is to build on that broad basis and carrying out a detailed assessment of the proposal by assessing the impact of a proposed housing development on an existing residential area. The over arching aim is to ensure that any particular local distinctiveness and character of that area is maintained and to make the most efficient use of land whilst allowing for high quality contemporary and innovative design.
- 7.3 To be able to carry this out in a consistent and transparent manner it is necessary to:
- 1. establish the qualities** that define the differing character areas within the Borough - six broad generic locations have been identified for the purpose of this guidance as identified in Part II , and
 - 2. to define the process of assessing how those qualities might be affected** by the development proposal and how the proposed development could respond to those qualities in the final design. Developers will be expected to demonstrate an understanding of the context and character of the area in which they propose to develop in a design led approach to development.

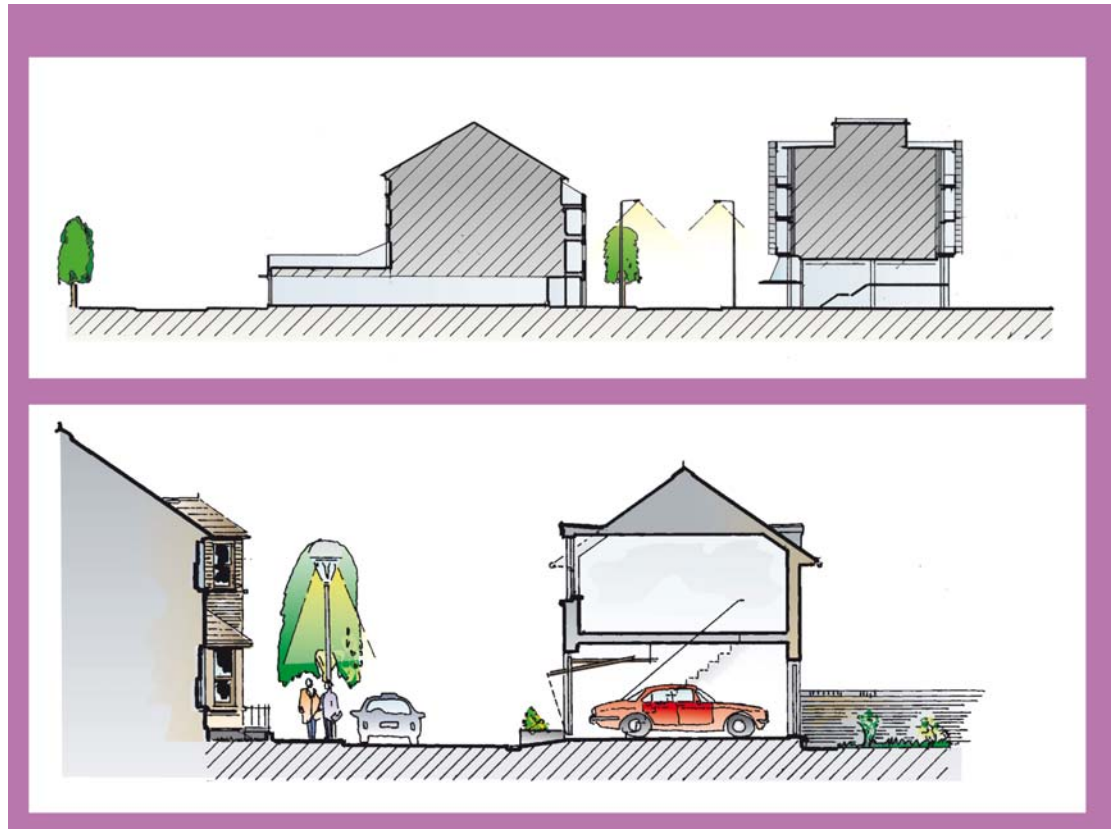
- 7.4 The seven areas identified are:
- A Urban Town Centres
 - B Edge of centre
 - C Suburban inner
 - D Suburban Outer
 - E Rural Fringe
 - F Rural (Green Belt) and
 - G Public Transport Corridors
- 7.5 'Rural location' has not been addressed in this guidance as Green Belt policy will apply. Policy SO1 Green Belt, The Dudley Borough Unitary Development Plan 2005, is attached at Appendix 2.
- 7.6 Developers should determine the context in which the development site is located and proposed development should respond initially to the characteristics identified.
- 7.7 Generally proposals for development of higher densities will be encouraged in town centre and edge of centre locations, this will be in the form of apartments and town houses, and in showcase public transport corridors in accordance with Government, and UDP policy and in accordance with proposals within the Black Country Study, where higher densities or intensity of development is the prevailing character. Lower density development will reflect suburban and rural fringe locations, where a less intensive development is prevailing.
- 7.8 **FIGs 6 to 11** demonstrate the qualities and prevailing character of each generic location. Each area appears with an indication of typology and some of the features that identify that area and should be responded to in any future development.
- 7.9 Where a site is identified as located in one generic location but has the less intensive characteristics and local distinctiveness of another generic location due to the design led approach and urban context analysis, then the design led approach will prevail and designs should reflect the less intensive characteristics of the original site and adjoining area.
- 7.10 When considering proposals for new development, developers and designers should make reference particularly to the 'Residential Guidance 2006' a Development Control Advice Note, produced by DMBC which address aspects such as privacy.

7.11 FIG. 6 Urban Town Centre



Distinguishing Characteristics:

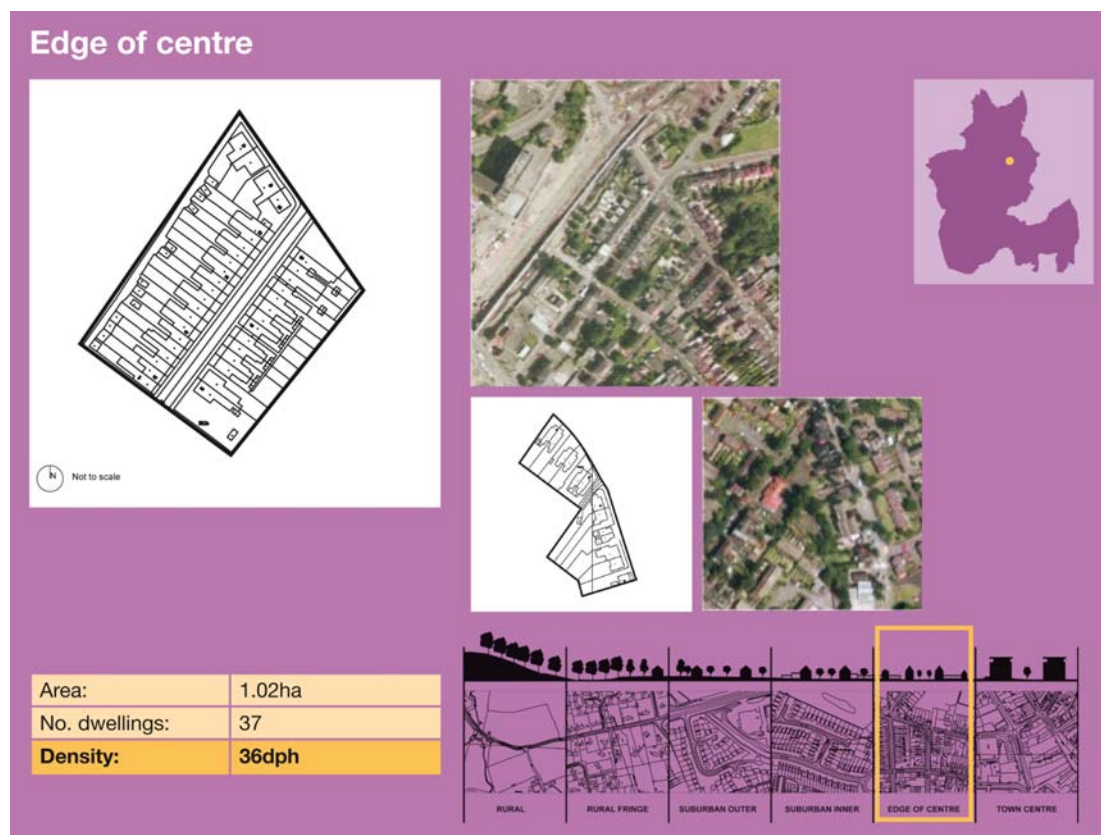
- mixed use.
- tight urban grain.
- diversity of residential types - terraced of houses; flats above shops; town houses; flat conversions, apartment blocks, mews
- minimum rear garden space/ yards, often communal in use, minimum or no front gardens
- building line predominantly at back-edge of footpath
- building height – 2-4 storey
- open space very limited. Some urban squares and small parks
- well served by public transport
- minimum, or no off street parking



Development criteria:

- terraces of houses, flats above shops and apartment schemes encouraged, predominantly 3-4 storey;
- minimum or no front gardens; back gardens, or communal garden for apartments;
- on street parking, or minimum off street provision;
- street enclosure to be maintained by retaining the building line
- respect local character of -height and mass
- use of local traditional materials when appropriate

7.12 FIG.7 Edge of Centre

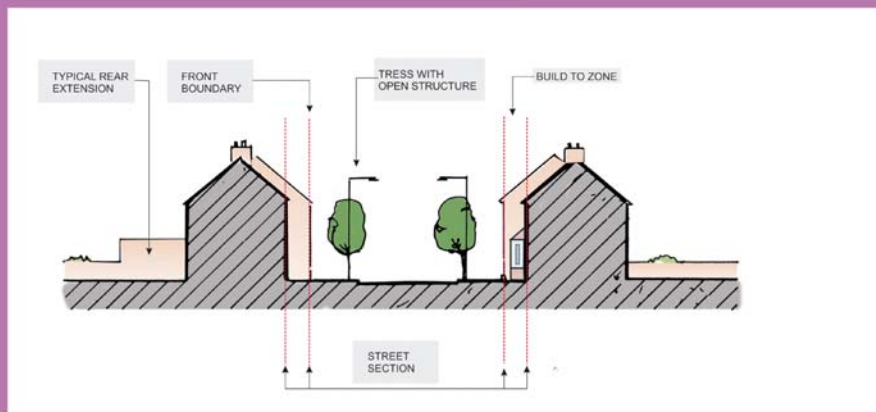


Distinguishing Characteristics:

- mixed use,
- generally tight urban grain,
- urban villas small 3 bed, or large 4 bed detached or semi detached;
- predominantly 2 storey although some 3 storey with rooms at roof level;
- regular spacing of properties,
- private back gardens; small to medium sized front gardens; parking off street in front gardens,
- small urban parks and squares
- hedges and low fences to a street; some street trees
- walking distance to the town centre,
- frequent and accessible public transport.

Edge of Centre

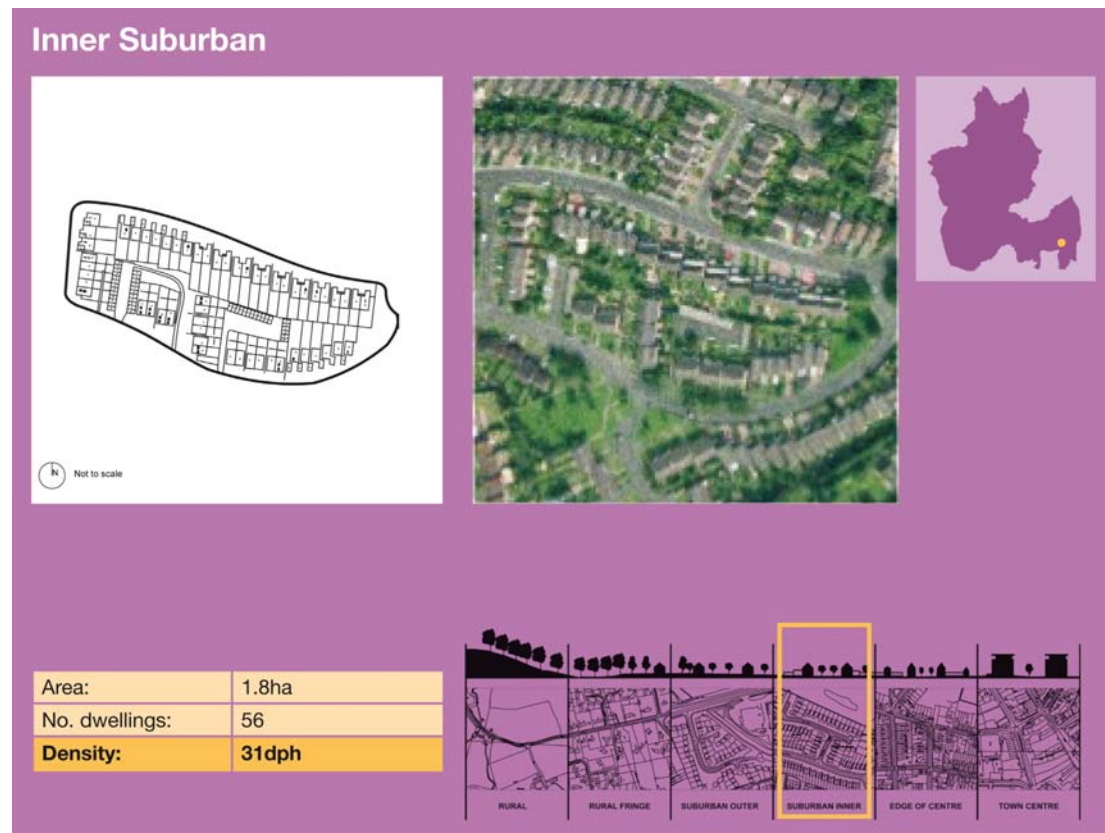
Terraced



Development criteria:

- villas or terraces of houses , predominantly 2-3 storey;
- small front gardens; provision of back gardens, or communal garden for apartments;
- on street parking; or limited off street parking at front or side, or rear access road
- maintain street enclosure with attention to front boundary treatment
- introduce street trees
- building line – retain front and rear gardens and set back if any,
- respect local character of height and mass proportions,
- use of local traditional materials when appropriate

7.13.1 FIG. 8 Inner Suburban



Distinguishing characteristics:

- Primarily residential
- semi-detached, small 3 bed / 4 bed; predominantly 2 storey, occasional larger property ;
- regular spacing of properties,
- regular building line;
- private back gardens; small to medium sized semi private front gardens;
- parking off street in front garden area, maximum of 50% of the available garden;
- low fence/ wall to street

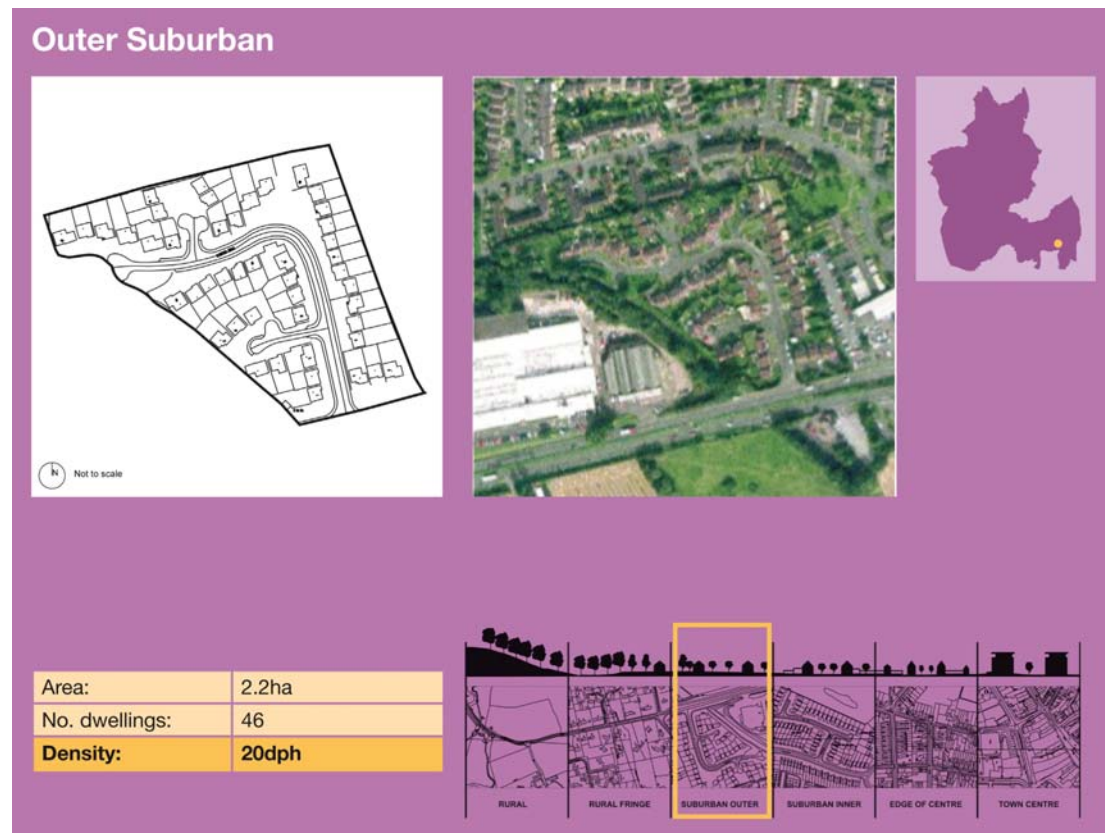
Inner Suburbs



Development criteria:-

- 2 storey semi detached with front and rear gardens
- building line established by buildings either side of the development plot where possible – retain front and rear gardens and set back,
- development should respect local character of height and massing, proportions,
- car parking to be at the side or front,
- retain front boundary wall treatment, in local traditional materials where appropriate

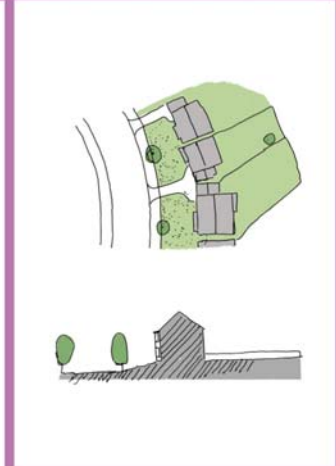
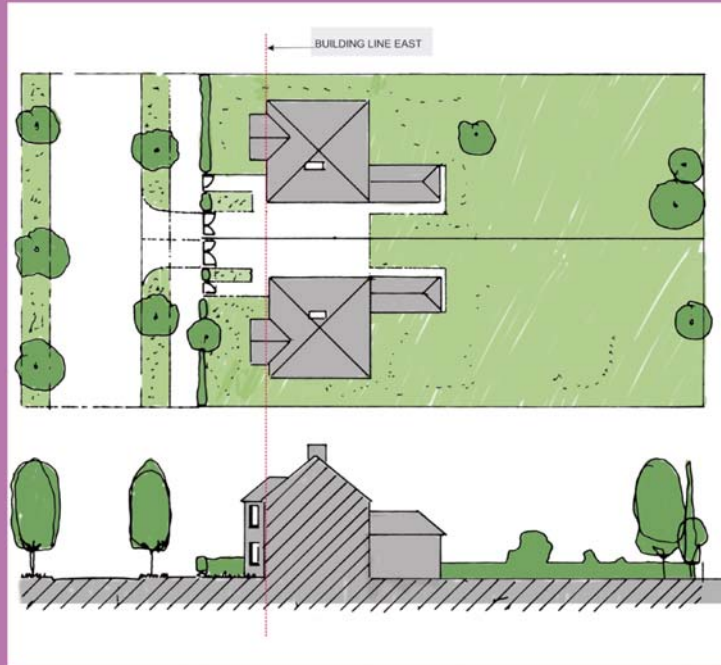
7.14 FIG.9 Outer Suburban



Characteristics:

- winding roads; culs de sac;
- post 1960's and '70's
- detached houses,
- predominantly 2 storey;
- space about the buildings,
- often open plan front gardens;
- set back 6-10m, driveway/single or double garage/off road parking; front gardens , low boundary treatment;
- spacious back gardens, backing onto other side and back gardens;
- regular plot widths;
- often variable / staggered building line.

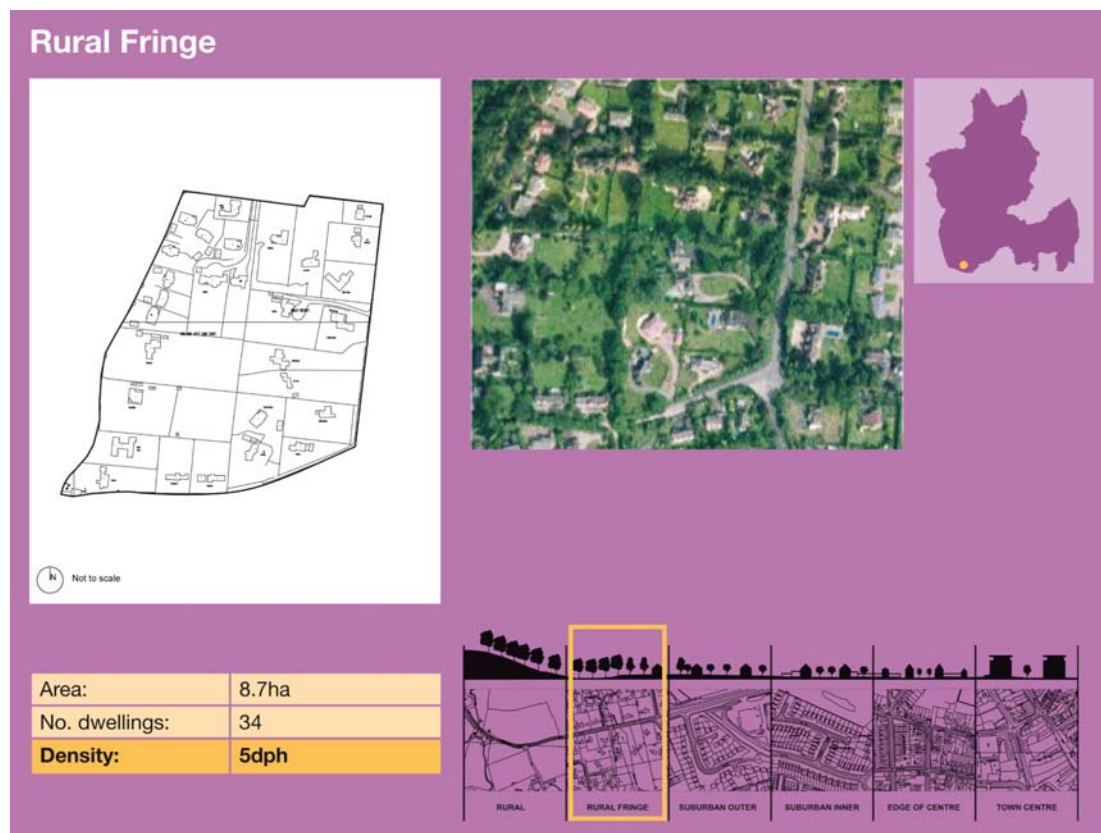
Outer Suburbs



Development criteria:

- retain space about the building;
- detached dwellings – 2 storey, 4-5 bedroom
- respect local character of height and mass proportions,
- provision of off street parking in front or side of house /garden, or integral
- maintain the existing building line and set back of houses from the road;
- retain sizeable back gardens

7.15 FIG.10 Rural Fringe



Characteristics:

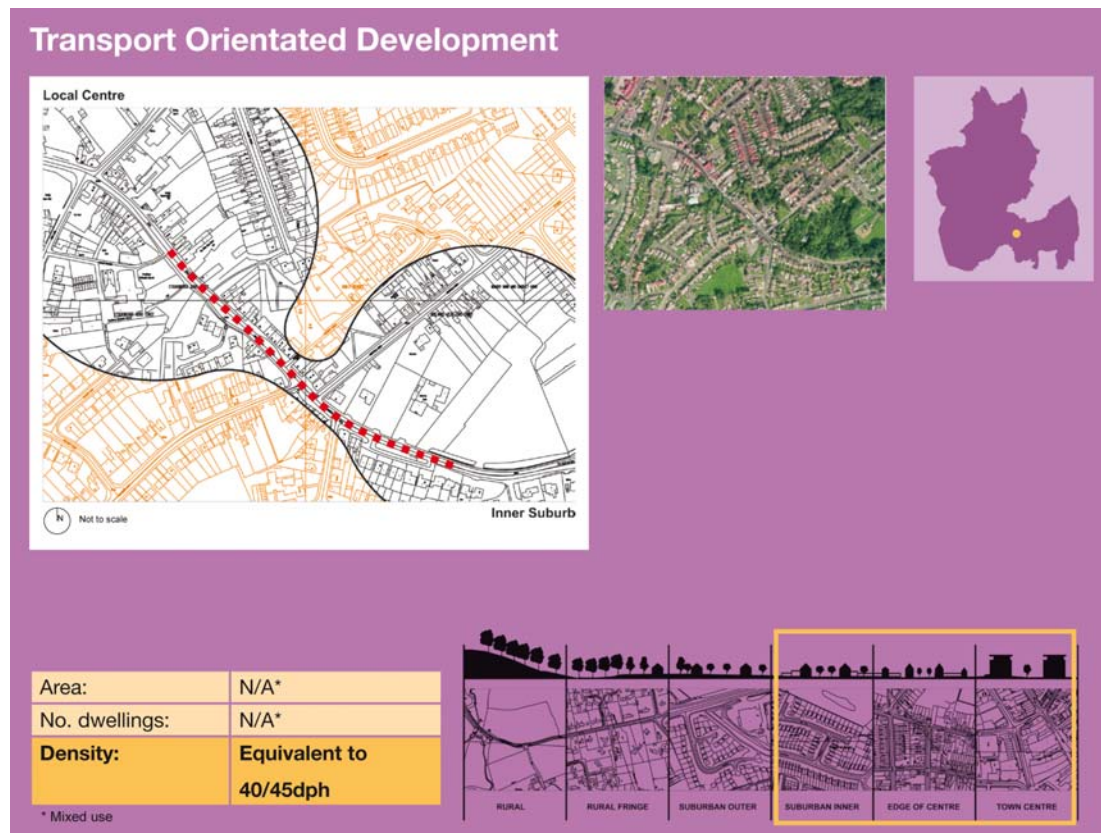
- primarily residential,
- generally 2 storey dwellings, some single storey dwellings
- no overall characteristic road pattern;
- spacious plots with space about dwellings
- plot widths irregular and spacing of houses within the plot irregular;
- road edge or back fence to open countryside; looking over open countryside;
- lack of access to clear public transport, predominantly car travel;
- buildings do not necessarily face the street
- possible views of countryside
- no predominant style of architecture
- pressure for sub-division of plots



Development criteria:

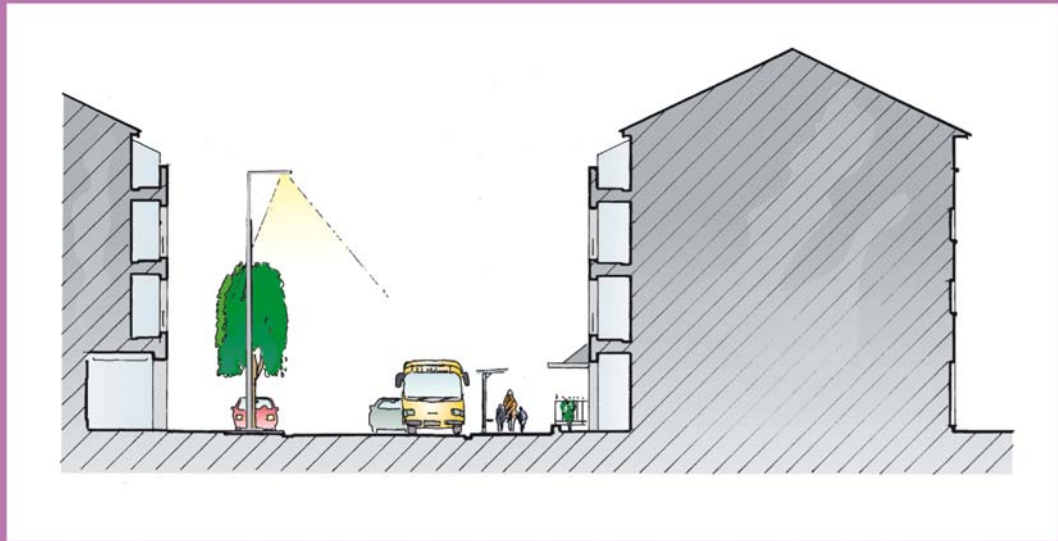
- respect local character of space about the dwellings
- spacious gardens in width and length;
- maximum of 2 storey dwellings ,
- Individual designs encouraged
- provision of off street parking
- new development should respect the predominant style of architecture
- development should respect the landscape character of the area (identified by a landscape assessment)
- redevelopment of existing plots to reflect the dispersed arrangement of dwellings in the vicinity

7.16.1 FIG.11 Public Transport Corridor



Characteristics:

- linear areas of mixed use, eg commercial/industrial sites, ancillary services, eg doctors surgery, and small parades of shops
- associated with main roads, existing town and local centres, and forthcoming metro routes and stations,
- available and frequent public transport,
- no overall typology,
- building line could be back edge of footway, most likely in existing town centres and local centres, or varying depths of front garden in inner suburbs,
- often tree lined and /or local park fronting the route.



Development criteria:

- development is likely to be in the three general locations of town centre, edge of centre and inner suburbs,
- routes with more frequent services support development of a higher density,
- development should respect local character of plot width, massing and building height eg 3/4 storeys in town centre locations, inner suburbs restricted to 2 storeys,
- minimum car parking provision,
- car parking provided to be located to the rear with private open space and privacy for existing and proposed residents to be maintained.

8.0 DEVELOPMENT PROPOSALS: WHAT THE DEVELOPER MUST PROVIDE

Urban Context Study

- 8.1 In order to respond to the characteristics of the generic locations, Developers and Designers must prepare an **urban context analysis** of the site itself and surrounding area, identifying key urban design principles and typology to accompany the application.
- 8.2 This should be produced as a free standing report, essentially comprising plans with explanatory text and will provide the basis for producing the final design
- 8.3 THE URBAN CONTEXT ANALYSIS will include:
- A data sheet noting the key characteristics for the area in which the proposed development is located
 - An evaluation of the impact of the proposed development against each of the characteristics
 - The developer / designer will then need to show how this data and analysis has been used to inform the design of the submitted proposal.
- 8.4 These key characteristics can be applied to any size site. It is important however, to recognise that some of these key characteristics may adopt more significance, depending on location and overall size of the site.
- a) TOPOGRAPHY, ASPECT AND MICRO CLIMATE
Consider the geographical location eg natural bowl, sloping site, south or north facing, or top of a hill.
- b) LAND USE, LANDSCAPE FEATURES, ECOLOGY & HISTORIC ANALYSIS
Consider the urban structure, including historical changes in the urban fabric, (morphology), open space and landscape including specimen trees, boundary treatment and ecological habitats, eg streams or meadows
- c) URBAN GRAIN, PREVAILING HEIGHT AND BUILDING MASS
Establish density and intensity of surrounding development, prevailing plot widths together with building heights and mass to recognise the overall 'envelope' of the surrounding development.

d) MOVEMENT AND ACCESS TO LOCAL FACILITIES, PEDESTRIAN MOVEMENT AND PUBLIC TRANSPORT STOPS AND PERMABILITY -

Identify the existing vehicle access and routes; the existing network of pedestrian and cycle routes, the distances to local shops, parks, town centre and access to and location of bus stops and train/metro stations.

e) ADJOINING AND CONNECTING LANDUSES

Establish the wider context - different land uses and the links in between to ensure a coherent and co-ordinated town wide regeneration is achieved. Also consider functional links, and vitality / amenity and activity, including identification of active frontages.

f) TOWNSCAPE - LANDMARKS AND GATEWAYS, VIEWS AND VISTAS

Consider where the site is viewed from, and what can be seen from the site.

g) BUILT FORM AND MASSING – RANGE OF BUILDING TYPOLOGIES AND DEVELOPMENT INTENSITY

- Plot Width – the typical width of each plot/density
- Building Line – this is established by the plane of the building, ignoring bays, garages and other projections which may lie forward of this plane
- Building Set Back – the depth of the front garden plus the width of footway and grass verge, if present, to the edge of the highway
- Front Boundary Treatment – description of the form of the boundary, eg hedge, includes species, type of fence and height of fence. If open plan, state this
- Landscape Setting and Features – identify key features such as street trees, hedges, lawns, shared spaces or features eg corner greens
- Plot Formation/Type of Property – pattern of hard standing and/or garages, use of front garden area, use of front garden area and the location of vehicular/pedestrian access points to the street from the plot and buildings
- Building Mass, Key Features and Materials – roof – include prevailing ridge height, eaves height and roof pitch, parapets and chimneys; type of window – sliding sash, top hung, casement. Any features particular to the area eg door surrounds, gable end to road etc, historic features, all roof and wall materials.

8.5 This guidance does not require a development to be a copy of or pastiche of existing development adjacent. It requires the developer to understand the context of the development and the prevailing character of the immediate neighbourhood as indicated in the previous section. This will establish a harmony within which the resulting design and intensity of development will lie. It allows scope for new styles

and materials but only those that complement their surroundings. It would further enable the exceptional bespoke or outstanding individual design to be considered on its merits.

- 8.6 In summary the quality of the building types may often be mediocre but interspersed with some very high quality standards of design. Alternatively there may not be the standard of design in surrounding developments which a new development should emulate. If there are no dominant residential style upon which to base the design principles the approach should be one of incorporating a mixture of building styles, or consider an opportunity to create a new quality of contemporary architecture
- 8.7 ***The key to a successful development will be for the developer to determine the wider context, identify the distinctive character of the immediate area and decide where it falls in the parameters of density.***
- 8.8 **Appendix 1** provides a table which draws on context, characteristics and intensity to establish a level of guidance for development.

General Planning and Good Design Considerations

- 8.9 This Council requires developers not only to demonstrate that their proposals complement the prevailing character of the area, in terms of buildings and neighbourhoods, but also to address other material considerations of good planning and design.
- 8.10 In respect of amenity, consideration would need to be given to issues of noise disturbance, especially from parking areas, potential from overlooking and lack of adequate privacy, overshadowing or oppressive development. Car parking standards are not a matter for this guidance but there will be a presumption against the provision of substantial areas of car parking to the rear of adjacent properties in order to prevent unreasonable detriment to the amenities of neighbours.
- 8.11 The Residential Development, Development Control Advice Note which accompanies the UDP provides clear guidance on these general development control matters.
- 8.12 Developers must however:
- apply principles of sustainability and environmentally friendly design and construction as an integral part of the design process. A sustainability appraisal addressing energy and water conservation must accompany any planning application;

- conserve and encourage bio diversity
- address highway safety and parking standards
- consider crime and safe neighbourhoods
- ground conditions
- protect the amenity of both the new and existing neighbouring residents

9.0 THE PLANNING APPLICATION PACKAGE

9.1 This document provides guidance primarily for larger site development. Not all development will require this level of information. Should the size of development warrant an in-depth analysis the package below will be required. Requirements for lesser schemes should be discussed with the planning officer on a site by site basis.

9.2 The planning application package should comprise:

Plans of existing site:	Location plan Site plan showing boundaries landownership important features - trees and buildings
Analysis document	Urban Context Study
Proposal drawings	Layout plans showing surrounding area/built form Street elevations/frontages showing existing and proposed Sections showing relationship of heights and space about new and existing buildings Landscaping and open space
Documentation	Planning Statement – identifying the main issues, addressing site characteristics and area context, historic context, ecology, ground conditions etc and planning policy context; Design and Access Statement including design and visual quality, access and servicing, car parking and landscaping Sustainability - covering energy and water conservation

9.3 The requirement for an Environmental Impact Assessment and / or Health Impact Assessment should be discussed with the Planning Officer.

APPENDICES

APPENDIX 1

Context and Characteristics - Development Guidance

CONTEXT AND CHARACTER						GENERAL DEVELOPMENT AND GUIDANCE			
Area	Distinguishing characteristics	BUILDING LINE	FRONTAGE TREATMENT	TYPICAL BUILDING	OPEN SPACE	FRONTAGE TREATMENT	HEIGHT	BUILDING LINE	CAR PARKING
F Rural	agricultural and farmland	-	-	-	-	Green Belt Policy applies	Green Belt Policy applies -	Green Belt Policy applies -	Green Belt Policy applies -
E Rural Fringe	predominantly single family residential properties within the landscape	varying front and side set backs	Lawns Hedges	2 storey	parks and green belt and green wedges	Private. Gated large front garden	no higher than surrounding development	No development forward of Building Line	Out-buildings/barn/detached garage
D Suburban Outer	predominantly detached properties with a balance between buildings and landscape	shallow to medium setback	lawns fences hedges garages setback	2 storey	parks landscaping	Semi private open-plan front gardens	no higher than surrounding development	existing Building .Line to be retained.	Side of dwelling /detached double garage
C Suburban Inner	predominantly semi-detached house types with some terraces and few civic activities	small setback buildings amended to the street character development with street section building	Low wall small front area	2 storey	Parks, corner greens	Semi-private front garden, boundary wall or fence to 1m high	height maintained as surrounding area except corner dev allow additional storey where appropriate	building to existing Building .Line.	Front garden/ Side of dwelling/rear access preferred.
B Edge of Centre	predominantly terraced houses with small villas, apartments and mixed access especially on PT route	building predominantly to back of footway	Front step or small paving area	2 and 3 storey	parks squares avenues	Front elevation abuts onto back edge of footway. Building marginally higher than footway	Height maintained except in main thoroughfare where additional storeys are allowed so long as the massing steps down to blend with adjacent property unlimited subject to LP policies	Build to existing Building Line but discretion on Public Transport routes subject to relationship to PT stops	On-street/ If off street - rear access preferred
A Town Centre	mixed use residential is predominantly apartments and terraced housing	continuous short wall of building to back edge of footway	frontage to street	2/3/4/5 storey	squares and urban public spaces	Public - front elevation onto the street. Building marginally higher than footway		Building line to be retained at back edge of footway	On-street

APPENDIX 2

Conservation Areas

Areas and Buildings of Special Character and Interest

It is *not* intended for this guidance to address development within Conservation Areas. The Historic Environment Section of the Council should be contacted at the earliest opportunity should the potential development site lie within, or in close proximity to, a conservation area or listed building where the **setting** of the conservation area, or listed building could be affected.

[insert plan showing Borough and location of Conservation Areas – DMBC to provide information]

APPENDIX 3

Extract from the Dudley Borough Unitary Development Plan 2005. Policy 'SO1 Green Belt'

Green Belt

Reasons for the Policy

The purposes of including land in Green Belts are:

- to check unrestricted sprawl of large built up areas;
- to prevent neighbouring towns from merging into one another;
- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns; and
- to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

SO1 GREEN BELT

The boundaries of the Green Belt are shown on the Proposals Map.

Within the Green Belt development will not be permitted except in very special circumstances unless for:

- agricultural or forestry use;
- essential facilities for outdoor sport and recreation, for cemeteries, for uses which preserve the openness of the Green Belt and do not conflict with the purposes of the Green Belt;
- limited extension and/or alteration to buildings or the replacement of dwellings;
- limited infilling;
- The change of use of buildings within the Green Belt may be permitted if:
- the change of use or any associated alterations to the building and its surroundings would not materially affect the openness of the Green Belt;
- the buildings are of permanent and substantial construction and capable of conversion without major or complete reconstruction;
- the form, bulk and general design of the buildings are in keeping with their surroundings.

[insert plan showing Borough and location of Green Belt– DMBC to provide information]

APPENDIX 4

LIST OF OTHER GUIDANCE PRODUCED BY DMBC, RELEVANT TO RESIDENTIAL DEVELOPMENT

OTHER PLANNING DOCUMENTS

The Dudley Unitary Development Plan (Adopted October 2005)

Supplementary Planning Guidance

Design for Community Safety

Dudley Town Centre Area Development Framework

Supplementary Planning Documents

Affordable Housing

Draft Supplementary Planning Documents

Nature Conservation

Historic Environment

Development Control Guidance Notes

1. Office development
2. Industrial development
3. New housing development
4. Retail development
5. Retail frontages
6. Highway considerations in development
7. The development of derelict, contaminated and unstable land
8. Archaeology
9. Replacement dwellings in the green belt
10. Residential care/nursing homes and community care homes
11. Advertisement display guide
12. The 45 degree code
13. Radio aerials and satellite antennae
14. Car parking standards

15. Houses in multiple occupation

16. Canopies and signs at petrol filling stations
17. House extension design guide
18. Merry Hill shopping centre: Guidelines for the display of advertisements
19. Blinds and canopies on shop and business properties
20. Access for people with disabilities
21. Children's play areas/public open space
22. Mushroom Green Conservation Area
23. Retail sales from petrol filling stations
24. Residential flat conversions
25. Building lines to domestic garages
26. Landscaping and tree planting
27. Shop front design and security
28. Hot food takeaway shops, restaurants and cafes (class A3 uses)
29. Applications for Listed Building and Conservation Area Consent and Planning
Applications in Conservation Areas. (Not available in digital form at present but can be
obtained from the Directorate of the Urban Environment, 3 St James's Road, Dudley
West Midlands DY1 1HZ Tel: 01384 814136 or 814138)

Other Guidance:-

- a) Streets Ahead for Health