

TWC/2017/0347

Priorslee East, Off Gatcombe Way/York Road/Hereford Drive/Lambeth Drive,
Priorslee, Telford, Shropshire

Reserved matters application for the erection of 220no. dwelling including details for
access, appearance, landscaping, layout and scale pursuant to outline application
TWC/2012/0530

APPLICANT

Lovell Partnerships Ltd,

RECEIVED

26/04/2017

PARISH

St. Georges and Priorslee

WARD

Priorslee

OFFICER Ian Lowe

OBJECTIONS RECEIVED: YES

**CLLR VERONICA FLETCHER AND ST GEORGES AND PRIORSLEE PARISH
COUNCIL HAVE REQUESTED THAT THIS APPLICATION IS DETERMINED BY
PLANNING COMMITTEE**

1. THE PROPOSAL

1.1 This is a reserved matters application (for access, appearance, landscaping layout and scale for the erection of 220 dwellings on land off Gatcombe Way/York Road/Hereford Drive in Priorslee. The development would consist of the following:

- 39 two-bedroom houses,
- 110 three-bedroom houses,
- 51 four-bedroom houses,
- 2 one-bedroom apartments,
- 14 two-bedroom apartments,
- 2 two bedroom bungalows and
- 2 three-bedroom bungalows.

It is proposed that 5 Sustainable Drainage System (SuDS) features would be created across the development which would be landscaped to provide public open space features including wetland play park, ecology ponds, dipping pond and a swale and wetland meadow. The development achieves a density of approximately 34dph.

1.2 In accordance with the S.106 agreed on the outline consent, 25% (55 dwellings) will be affordable of which 44 would be rented social housing units and 11 of shared ownership housing units. These units are varied between 1 and 2 bedroom apartments and 2 and 3 bedroom houses as stipulated within the S.106.

1.3 The application is supported with the following information and statements:

- Design and Access Statement

- Site Location Plan
- Proposed Planning Layout
- House Design and Elevation Treatments
- Proposed Street Scenes and Site Sections
- Proposed Boundary Treatment Plan
- Materials Plan
- Tenure Plan
- Soft Landscape Proposals
- Transport Assessment
- Proposed Access Design
- Proposed Drainage Strategy
- Arboricultural Survey and Report
- Ecology Report
- Noise Report
- Archaeological Report
- Ground Investigation Report
- Flood Risk Assessment
- Drainage Layout
- Landscape Visual Impact Assessment
- Agricultural Report
- Planning Statement

1.4 Following discussions, the following amendments have been submitted:

- Reconsideration of the proposed house types proposed on the frontage to York Road where this interfaces with existing properties. This now provides a greater proportion of detached properties and the introduction of further gable end features and integrated garages, reducing the variance in the proposed street scene.
- The proposed properties fronting York Road have been rotated to follow the curvature of road to reflect the plot/highway relationship of existing properties to the east of York Road. In addition, property A1 has been resituated within plot to have regard to the existing building line to the west of York Road.
- Plots A24 and A25 replaced with a single detached bungalow.
- Reconsideration of the affordable housing clusters. The revised layout provides an additional two distinct clusters across the site, increasing the provision to five spread in different locations across site.
- Plots to the rear of existing properties on Southwell Close have been repositioned to ensure secure rear boundaries.
- Amendments to the integrated SuDS/open space provision to reflect re-profiled pond provision.
- Minor repositioning of plots and highway provision to avoid root protection areas.
- Highway alterations to ensure visibility splays and adequate highway widths.

2. BACKGROUND AND SITE HISTORY

- 2.1 The application site, known as Phase I (1, 2 and 3) and Phase F form part of a larger outline application originally granted outline consent in July 2009 (W2002/1421) and includes several other development phases. This was approved subject to planning contributions towards affordable housing, education, open space and maintenance and play facilities and maintenance (both on and off site).
- 2.2 A later outline application was submitted (TWC/2012/0530) which modified the condition to extend the time limit for implementation of the permission issued in 2009. This application was approved in September 2014 subject to a revised S.106. The financial contributions remained as per the original agreement but changes of wording and terminology were required to reflect the time that had elapsed since the original application came to committee in 2003.
- 2.3 In February 2016, a Deed of Variation of the original S.106 agreement was approved by Planning Committee. This variation altered the triggers and timescales of when contributions should be paid, with a number of these triggers linked to the commencement of development. At the time, The Home and Communities Agency (HCA) who were the owners of the site, had marketed Phase D3 and advised that this was likely to be the first phase where development would commence. An application for this phase was approved by planning committee on 11/01/2017.
- 2.4 The following S.106 payments and submissions will be triggered as follows relating to the application site. Additional contributions would be triggered separately upon commencement of the other phases within the outline consent and includes the upgrade of existing NEAP's and the provision of a new NEAP on council land or within Phase J2 :
- Education – 60% of £405,000 upon commencement of Phase I or F (whichever is the earlier)
 - Recreation - £50,000 on commencement of Phase I or F (whichever is earlier) (towards construction of a NEAP within 1,000m of the development on Teece Drive)
 - Public Open Space - Provide plan, design and programme for delivery of POS of Phases I and F before commencement on I or F (whichever is earlier)

3. SITE AND SURROUNDINGS

- 3.1 Priorslee is located with the built up area of Telford to the north of the M54 accessed from Junction 4 via Castle Farm Way which dissects the predominantly residential area into east and west segments. Gatcombe Way forms the main feeder road that runs through the eastern segment of the Priorslee estate, off which there are a number of capillary roads where housing is formed. The site itself is located to the north eastern corner of the residential area and would be accessed off Salisbury Road and York Road to the south and off Gatcombe way and Highgate Drive to the north. A further access is proposed off Lambert Drive which currently forms a cul-de-sac off

Highgate Drive. The A5 is located beyond the northern boundary of the site but no access is proposed directly onto this road from the site itself.

- 3.2 The majority of housing located around Gatcombe Way and York Road are detached three, four and five bedroom homes, although there are examples of terraced and semi-detached dwellings such as those located off Gatcombe Way and Holbourn Crescent to the west of the site and off Finchale Avenue located between Salisbury Avenue and Gatcombe Way to the south of the site. Density varies between approximately 20dph for the detached houses off York Road/Eltham Drive and 31dph for the houses of Highgate Drive and Holbourn Crescent.
- 3.3 Redhill Primary School is located off Gatcombe Way and to the east of this is a terrace of local shops and a medical practice. The shops include a small convenience store and a takeaway. To the west of the application site is small parkland area with footpath, public art and a children's play area.
- 3.4 The application site is 19.4 acres / 7.8 hectares and consists of former agricultural fields with no formal existing use. It comprises two main parcels of land enclosed by a mixture of trees, hedging and drainage ditches. The site slopes downwards by approximately 11m north to south.
- 3.5 The area is considered to be highly accessible with good footpath and cycle links, an hourly bus service which serves the town centre as well as excellent access to the motorway.

4. PLANNING POLICY CONTEXT

- 4.1 National Guidance:
National Planning Policy Framework (NPPF)
- 4.2 Saved Wrekin Local Plan:
UD2: Design Criteria
UD3: Urban Design Assessments
UD4: Landscape Design
H23: Affordable Housing
T4: Development Principles
OL11: Woodlands and Trees
LR4: Outdoor Recreational Open Space
- 4.3 Telford and Wrekin Core Strategy:
CS3: Telford
CS9: Accessibility and Social Inclusion
CS15: Urban Design
- 3.6 Telford and Wrekin Local Plan (2011-2031 – Submission Version 2016)
BE1: Design Criteria
SP1: Telford
SP4: Sustainable Development
NE2: Trees, Hedgerows and Woodlands

- NE4: Provision of Open Space
- NE5: Management & maintenance of POS
- NE6: Green Network
- C4: Design of Roads and Streets
- C5: Design of parking

5. SUMMARY OF CONSULTATION RESPONSES

Standard consultation responses

- 5.1 St. Georges and Priorslee Parish Council: Object
 - Lack of local amenities, including the capacity for the local Schools, GP Practice to cope with such a high number of developments;
 - Lack of outside Play provision/Play area and open space available for leisure activities;
 - Increase in traffic flow due to the locality being via a school route with no alternative routes planned.

- 5.2 Cllr Veronica Fletcher: Comment
Request for the application to be heard at planning committee.

- 5.3 Highways: Support subject to conditions
 - Details indicating any Estate Street Phasing and Completion Plan to include; means of surface water drainage from all areas intended to remain in private ownership; details of all road/footway/cycleway construction, including sections, street lighting, street furniture, tree pits, materials, visibility splays, structures, bus stops, means of highway enclosure, drainage including longitudinal sections and a satisfactory means of draining roads to an acceptable outfall.

- 5.4 Drainage: Support Subject to Conditions:
 - Conditions from the outline application are still applicable relating to the submission of schemes for each phase relating to both foul and surface water drainage.
 - Details of modelling allowance for future urban creep as set out in Table 14 in TWC Local Flood Risk Management Strategy, the submission of an exceedance flow routing plan for flows above the 1 in 100+30% event (flow routes through gardens and other areas in private ownership will not be permitted)
 - SUDS Management Plan to include details on future management responsibilities, along with maintenance schedules for all SUDS/attenuation features and associated pipework.

- 5.5 Ecology: Support Subject to Conditions
 - In accordance with the outline conditions, no development can commence until a European Protected Species (EPS) Mitigation Licence with respect to great crested newts has been obtained from Natural England and submitted to the Local Planning Authority for the proposed work.

- Outline conditions also ensure a pre-commencement inspection for reptiles and badgers prior to development, and the submission of a lighting plan and a suite of artificial nesting/roosting boxes.

5.6 Parks and Open Space: Comment

- Full design details including materials and layout of POS areas can be conditioned with a Long Term Management Plan. *Officer note* – Conditions on the outline require the submission of a detailed Landscaping Plan to include hard and soft landscaping proposals and a Long Term Management Plan.

5.7 Arboricultural: Support subject to Conditions

- Following the submission of a Tree Protection Plan, submitted Layout Plan showing the RPA's and shadowing arc plan there are no objections subject to Tree Management Conditions.

5.8 West Mercia Police: Comment

The proposal should seek to achieve the Secured By Design (SBD) award status for this development.

5.9 Shropshire Fire Service: Comment

As part of the planning process, consideration should be given to the information contained within Shropshire Fire and Rescue Service's 'Fire Safety Guidance for Commercial and Domestic Planning Applications'.

Neighbour consultation responses

5.10 Neighbouring occupiers have been consulted and site and press notices have been advertised. A total of fifteen (15) objections have been received on the following grounds.

- Overdevelopment of Site
- Dwelling types out of keeping with surrounding area
- Unacceptable mix of housing
- Increase in traffic volume
- Issues with parking (including school drop-off and pick-up times)
- Existing roads cannot cope with traffic
- Impact upon doctors surgery (oversubscribed)
- School oversubscribed
- Proposed pools may impact upon house insurance
- Existing local play area too small and only designed for pre-school children
- Drainage ditches never cleared and overflow
- Noise and pollution from construction
- Traffic statement exaggerated
- Alternative access onto A5 or adjacent site is required.
- Concerns regarding construction traffic.
- Boundary treatment unknown along southern boundary of site
- Not enough open space

- 5.11 Shifnal Flood Partnership Group raise concerns the SuDS features are generally completed only at time of completion of development and not before and this creates flooding issues. They seek that management of surface water is attenuated to prevent flooding at the start of development and are properly managed for the lifetime of development.

6. PLANNING CONSIDERATIONS

- 6.1 Having regard to the development plan policy and other material considerations including comments received during the consultation process, the planning application raises the following main issues:

- The principle of the development
- The design and appearance of the proposal
- The impact on the living conditions of neighbours and future occupiers
- Highway matters
- Affordable Housing
- Landscaping and ecological matters
- Drainage
- Coal Mining, Contaminated Land and Noise

The principle of the development

- 6.2 Outline planning permission was granted for the residential development of this site in 2009 (application reference W2002/1421) and later renewed in 2012 TWC/2012/0530 subject to conditions and a S106 agreement.
- 6.3 As such the principle of the development is established and cannot be revisited under a reserved matters application. The matters for consideration relate to:
- means of access,
 - layout and appearance of the houses, and
 - landscaping.

The design and appearance of the proposal

- 6.4 The Wrekin Local Plan, Policy UD2 Design Criteria, requires new development to be of high quality and distinctive design, whilst also respecting and relating to the context, both visually and functionally and enhancing the quality of the local environment. This policy advises the Council to assess the development in relation to its scale, massing, form, density, orientation, layout, proportions, materials, landscape elements, access and spatial quality. In addition to this policy, the Core Strategy, CS15 Urban Design, states the design of development will assist in creating and sustaining safe places, strengthening local identity and projecting a positive local image, positively influencing the appearance and use of the local environment. Policy BE1 of the Telford & Wrekin Local Plan requires that development responds positively to its context, enhances the quality of the built and natural environment, respects the landscape setting and topography, promotes good links through the site, provides a secure environment which is safe and legible

and demonstrates there is no significant adverse impact on nearby properties by way of noise, dust, odour or light pollution. The NPPF recognises that design quality is a key aspect of sustainable development and should contribute positively to making places better for people. The Council is committed to promoting good design.

- 6.5 This scheme was subject to pre-application advice with the Council's Technical Officers and was submitted based upon this advice although further amendments have been requested following submission taking into consideration the consultation comments received.
- 6.6 Officers note local concerns based on the number of dwellings proposed for this scheme and that the proposed density of dwellings is higher than in other surrounding areas. It is recognised that the proposed density of 34 dwellings per hectare is higher than on some nearby roads but this is reflected in the need to allow for an inclusive development, with a mixture of smaller property sizes and types. It is not considered that the proposed density of houses would be overdevelopment of the site and would be within acceptable levels where a mix of dwelling types is provided. The NPPF seeks the delivery of a wide mix of homes to help create sustainable, inclusive and mixed communities (para.50) and this is clearly achieved with this proposal. Notwithstanding concerns raised by local residents stating similar detached houses would be more in keeping with the character area, the proposed development would provide a welcome mixture of property sizes and tenures with no objection from the Council's Urban Designer.
- 6.7 The development is split into two character areas. Plots I (a, b and c) forms the largest development area to the north where it is proposed to have a contemporary style of property. Plot F to the south of the site, where there is more of a relationship with existing properties on York Road, is proposed to have a traditional design of dwelling. This would be architecturally in keeping with the properties surrounding this part of the development.
- 6.8 The plans indicate the varying use of materials (to be agreed) across the range of house types and ensure that there would be variation within the street scenes. Storey heights range from single storey bungalows to feature 3 storey units on 5 of the corner plots within the site, again adding to the variation and interest.
- 6.9 It is considered that the development would respect the context and appearance of the local environment, as required by Policy UD2 of the Local Plan and CS15 of the Core Strategy. Officers are also satisfied that the proposal as amended complies with policy BE1 and C4 contained within the emerging Local Plan.

The impact on the living conditions of neighbours and future occupiers

- 6.10 There are existing houses that directly adjoin the site and a number of other houses that are sited on the opposite side of York Road. It is necessary to ensure that the separation distances between the existing and proposed

houses would ensure that living standards are not significantly affected. There would be a minimum separation distance of 21m between building frontages along York Road (shortest distance 23m) with the existing houses opposite. More than 10m distance is achieved from proposed first floor windows facing towards neighbouring private gardens, notably along the southern boundary of the application site with properties on Southwell Close (shortest distance 13m).

- 6.11 Existing properties to the west of the application site off Holbourne Crescent, Highgate Drive, Lambeth Drive and Gatcombe Way are well separated via existing dense landscaping and trees and the public footpath that runs north to south adjacent to this boundary.
- 6.12 Garden sizes and amenity space provided enable for adequate space for refuse, recycling and cycle storage within secure rear amenity areas. The garden sizes proposed are all acceptable and are of sufficient depths (minimum approx. 8.5m) to ensure that dwellings do not overlook one another within the site. All dwellings accessed off shared surface zones indicated on the detailed layout have identified bin collection points within 25 metres and would be suitably landscaped.
- 6.13 The proposal has been carefully designed to ensure that there would not be a detrimental impact on the living conditions of the occupiers of the existing or proposed houses as a result of the development. In this regard the proposal complies with the requirements of policies UD2, BE1 and CS15.

Highway Matters

- 6.14 The site will be accessed off Salisbury Road and York Road to the south and off Gatcombe Way and Highgate Drive to the north with a further access off Lambert Drive which currently forms a cul-de-sac off Highgate Drive. The main routes within the site will be constructed to adoptable standards with some shared surface lanes constructed off these to create more private realms.
- 6.15 Each proposed dwelling house would be supplied with at least two off-road parking spaces, some inclusive of garages. The proposed 1 and 2 bedroom apartments, which generally have a lower level of car ownership, will have one parking space each with additional visitor spaces provided within overlooked shared parking areas. The proposal is in compliance with the guidance contained within the Parking Standards in the emerging Local Plan.
- 6.16 Highways have raised no objection subject to a condition to ensure that details of all the roads including detailed construction design and drainage are submitted for each phase of the build.
- 6.17 Concerns raised by local residents regarding the generation of traffic from this development is noted, however, the principle of residential development on this site has already been established and the issue of traffic volume was considered at the outline stage.

- 6.18 The issue of construction traffic is further issue raised by local residents. Conditions on the outline application require the submission of a Site Environmental Management Plan for each phase and is required to include both measures of control for construction traffic within the site and on the surrounding highway network and hours of operation in addition to other standard requirements such as parking of vehicles, location of site compound materials storage and measures for control and reduction of noise. Measures will be sort to avoid conflict with school traffic at the nearby school where possible.

Affordable Housing

- 6.19 The type and mix of affordable homes is in accordance with the S.106 agreement as outlined in paragraph 1.2 of this report. The developer is legally obliged to provide the affordable units in accordance with their tender agreement with the HCA and the S.106. Also, as part of the S.106, no more than 50% of the open market dwellings can be occupied prior to at least 50% of the affordable homes being readily available for occupation and also that 100% of the affordable shall be ready before 95% of the open market dwellings are occupied. The applicant has submitted a letter from a local housing provider (name confidential) confirming that they are willing to take on the proposed affordable housing.
- 6.20 Officers are satisfied that the level and type of affordable housing is acceptable and that the development will provide much needed affordable provision within the Borough through a mix of property types including bungalows, apartments and 2 and 3 bed housing.

Landscaping and ecological matters

- 6.21 The initial concerns of the Councils Ecologist have been addressed by further information relating to great crested newts and reptiles has been provided including details on the grant of use of an offsite pond as part of the mitigation scheme.
- 6.22 As noted within the AECOM Ecological Appraisal report (July 2016), the site comprises two former arable fields which have been allowed to return to grass since the cessation of farming on the site, there is a ditch on the western boundary, hedgerows on the north west, north and north east boundaries and a band of woodland to the north. The woodland, hedgerows and trees have some ecological value and have been shown as retained on the proposed site layout plans submitted. This being the case, it is not anticipated that the proposal would have negative impact upon foraging or roosting bats which may use the tree cover around the site. Lighting and bat and bird boxes are conditioned through the original outline consent. Furthermore, suitable conditions are proposed to ensure the protection and management of trees around the site.
- 6.23 There are two ponds within 500m of the site, pond 1 and pond 2, both score good on the Habitat Suitability Index. Both ponds were surveyed for great

crested newts in 2016 by AECOM, pond 1 was negative for the species and pond 2 contained a small population (maximum count 2) of great crested newts as well as smooth newts and common frogs. Although the population appears to be small, there remains a risk of killing and injuring great crested newts which may be present in low numbers on the site and on this basis AECOM recommend that the site will need to be developed under a European Protected Species Mitigation Licence with exclusion fencing and 30 nights of trapping in suitable weather conditions. AECOM also recommends enhancement of the habitat around pond 2 for great crested newts including the construction of hibernacula. Pond 2 where the enhancement works are proposed to occur is outside the red line of the application but the applicant has provided a schedule of grants and reservations which indicates that they have permission to access the land around pond 2 to carry out the recommended enhancement works.

- 6.24 Condition 13 of the outline seeks that no development is to take place until a European Protected Species (EPS) Mitigation Licence with respect to great crested newts has been obtained from Natural England and submitted to the Local Planning Authority for the proposed work. A further condition will be attached to this consent to ensure that the development shall occur in accordance with the Great Crested Newt and Reptile Mitigation Scheme by Pearce Environment (July 2017) and in accordance with an email submitted to Officers from Pearce Environment dated 30th June 2017.
- 6.25 Condition 8 of the outline requires the submission of both full hard and soft landscaping details prior to development. This will include final details of means of enclosure, hardstanding and planting plans although it is noted that an enclosures plan and general landscaping proposals plan has been submitted with the application. The discharge of conditions submission will also finalise the details of the proposed SuDS landscape features and will ensure they are safe and appropriate to this development in terms of furniture, play equipment and planting. Condition 9 of the outline seeks the submission of a Long Term Management Plan of the public open space and landscaped areas. The Parks and Open Spaces Officer notes that whilst the submitted proposal would not be adoptable by the Local Authority they welcome the interesting design concept proposed which could be privately managed.
- 6.26 Officers note concerns raised by existing local residents relating to play areas for young children. It is important to note that in addition to the SuDS feature that will be designed as a Wetland Play Park featuring boulders and logs which will fill gradually allowing users to exit in good time, the commencement of development on this site will bring forward contributions towards a Neighbourhood Equipped Area for Play off Teece Drive 1000m south of the site and that further contributions towards the upgrade of existing NEAP's and proposed new NEAP's will come forward on the commencement of other phase.

Drainage

- 6.27 The Councils Drainage Officer who raises no objections to the proposal subject to conditions to ensure there would be no adverse flooding as a result of the development. Suggested conditions include the submission of a scheme for surface water drainage and also seek to ensure that the appropriate SuDS features are in place and functional prior to the construction of building pads. This condition overcomes the concerns raised by the Shifnal Flood Partnership Group.

Coal Mining, Contaminated Land and Noise

- 6.28 A Geoenvironmental Investigation has been carried out in March 2017 by Georisk Management. The report includes an assessment on former uses of the site and any potential contamination on the land.
- 6.29 The report confirms that The Coal Authority Report indicates that the site is within the likely zone of physical influence on the surface from past underground workings in 5 seams of coal at 180 m to 310 m depth, which were last worked in 1948. Any movement in the ground due to coal mining activity should have stopped; the Coal Authority has no records of any mine entries on, or within 20m, of the site. This at considerable depth beneath the site and significant thicknesses of Alveley Member are conjectured to underlie the site. On this basis, it is considered that the risks to the proposed development associated with deep mining are very low and further consideration is not required.
- 6.30 The report also concludes that there was no visual or olfactory evidence of potential significant contamination was recorded during the fieldwork and no soil gas was recorded as a result of bore-hole testing. Remediation works are therefore not required for proposed development on this site. If contamination is found during works that additional investigation will need to be carried out in accordance with Condition 6 attached to the original outline consent.
- 6.31 A Noise Survey and Assessment has been carried out by noise.co.uk (27th January 2016) and makes recommendations for façade insulation, glazing configuration and ventilator configuration for properties immediately adjacent to the boundary with the A5 to the north of the site. In accordance with condition 7 attached to the outline consent, these mitigation measures should be carried out in full prior to their occupation.

4. CONCLUSIONS

- 4.1 The appearance, landscaping, layout and scale of the residential scheme would not have an adverse impact upon the character and appearance of the area and no harm will arise upon the residential amenities of the adjacent neighbours, drainage, ecology, land contamination or highway safety. The proposal adheres to the S.106 agreement and will bring forward affordable homes in addition to contributions towards recreation and education within the local area. The development is considered to be acceptable and compliant with local planning policy and the guidance contained within the National Planning Policy Framework.

5. RECOMMENDATION

5.1 Based on the conclusions above, the recommendation to the Planning Committee on this application is to **GRANT RESERVED MATTERS CONSENT** subject to the following conditions:

1. Time Limit – Reserved Matters
2. Highway Conditions
3. Ecology Conditions
4. Drainage Conditions
5. Arboriculture Conditions
6. Development in accordance with plans

Informatives

- 106 Scope of Consent - Section 106 Agreement
- I32 Fire Authority
- I40 Conditions
- I43 Reasons for Reserved Matters approval
- RANPPF2 Approval Following Amendments- NPPF