

TWC/2015/0255

Site of Adamson House, Bridge Road, Horsehay, Telford, Shropshire
Erection of 4no. terraced dwellings and erection of 6no. apartments following
demolition of Adamson house with associated parking and landscaping

APPLICANT

Dan Lloyd

RECEIVED

23/03/2015

PARISH

Dawley Hamlets

WARD

Horsehay and Lightmoor

OFFICER Libby Harper

1. THE PROPOSAL

- 1.1 This is a full application for the erection of a run of 4no. terraced dwellings together with the erection of 6no. apartments following demolition of Adamson House with associated parking and landscaping. The dwellings would comprise two storeys, with accommodation in the roofspace to provide 3 bed accommodation. The properties would front on to Bridge Road with modest front gardens then wrapping around for the end plots to provide rear gardens, areas for refuse provision and access through to two parking spaces per unit proposed at the rear.
- 1.2 The proposed apartments comprising 3no. 1 bed units, and 3no. 2 bed units, set over 3 floors whilst being presented as two storey north lit buildings with the upper level accommodation provided in the roofspace. The apartments would be positioned set back from the road beyond an amenity area for an earlier phase of redevelopment across a wider site, and an amenity area surrounding the apartments with 2 allocated parking spaces per unit sitting to the side and rear together with refuse arrangements, and two access stairwells.
- 1.3 This application forms part of a wider context of redevelopment of the northern parcel of the Horsehay Estate site, with Phase A sitting to the west of this proposal comprising conversion of existing office building into 7no. dwellings (TWC/2012/0292 (full) / TWC/2012/0293 (LB)) under construction; and, approved Phase B comprising the conversion of existing office building into 8no. town houses to the south west (TWC/2013/106), as shown on the site plan. The existing access from Bridge Road is to serve the approved schemes, and would be further utilised through the proposed development sought through this application, with the internal service road and parking arrangements reconfigured to serve residential development.
- 1.4 This application is accompanied by a Design & Access Statement (notably amended), a Noise Report and Draft Heads of Terms.

2. SITE AND SURROUNDINGS

- 2.1 The site covers an area of 0.22 hectares comprising a relatively flat parcel of land consisting of a concrete and gravel parking area, together with Adamson House providing office accommodation. Horsehay Estate sits at the centre of Horsehay towards the eastern edge of the built up area of Telford, 3 miles to the south west of Telford Town Centre, and between the urban extensions of Lawley to the north and Lightmoor to the south with a range of services and facilities in the locality, including the recreational provision offered by Horsehay Pool to the immediate north east of the site. The land parcel lies within the Horsehay and Spring Village Conservation Area. The existing building of Adamson House is a two storey rectangular building in brown brick with a red sheet and tile roof.
- 2.2 To the west sits the approved development areas comprising the Grade II Listed Building Horsehay House comprising 2 storeys in brick and tile fronting Bridge Road. The characterful unlisted red brick 5 bay 'North Lights' arrangement, with a part corrugated sheet and part glass roof, together with a mix of metal and timber windows and doors then sits at the rear of the listed building. To the east of the application site is an established Business Park, with brick and pre-fabricated units comprising light industrial uses, this is in a slightly elevated position and separated from the site by a grey palisade fence in the region of 2 metres in height. The boundary fronting Bridge Road to the north comprises a low stepped brown brick wall with a timber stockade timber fence and low landscaping behind, the site is otherwise open in nature.
- 2.3 The application site is located in a predominantly residential area, with both traditional and modern properties in the vicinity. To the southwest of the wider Horsehay Estate site sit a number of traditional properties located on a much lower ground level than the building, and are separated by a track. The land beyond the site to the south slopes down to industrial units. Land opposite the site to the north of Bridge Road comprises a car park serving a fish and chip shop (The Codfather) sitting at the back of the parking and the neighbouring residences Flats 1-4 and No. 2 Pool View with a side elevation facing the road.

3. RELEVANT PLANNING HISTORY

Across the wider Horsehay Estate:

- 3.1 TWC/2013/0106 Conversion of existing office building into 8no. town houses. Full Granted 12/03/2014
- 3.2 TWC/2010/0292 and TWC/2012/0293 (Listed Building) Conversion of existing office building into 7no. dwellings. Granted 28/08/2012
- 3.3 W2008/0911 Erection of 4no. Dwellings (Outline), Refused. The application related to a much larger site adjacent to Horsehay Works. It was refused on Green Network and insufficient information regarding siting, design and form

Relating specifically to the application site:

- 3.4 Pre-application enquiry PE/2014/0771 Residential development (initially 5No. terraces and 4 apartments, then reduced to 4No. terraced units and 6 apartments across a larger site area).

4. PLANNING POLICY CONTEXT

- 4.1 National Planning Policy Framework (the NPPF)
- 4.2 Wrekin Local Plan:
UD2 Design Criteria
H6 Windfall Sites in Telford & Newport
LR6 Developers Contributions to Outdoor Recreational Open Space Provision within new Residential Developments
HE2 Demolition in Conservation Areas
HE3 New Development in Conservation Areas
- 4.3 Core Strategy:
CS1 Homes
CS2 Jobs
CS3 Telford
CS14 Cultural, Historic and Built Environment
CS15 Urban Design

5. SUMMARY OF CONSULTATION RESPONSES

The following summarised representations have been made:

Standard consultation responses

- 5.1 Dawley Hamlets Parish Council: No objection
- 5.2 Highways: Comment
No objection to the principle of the proposal, condition requested for the provision of the parking / turning / loading / unloading arrangement prior to occupation of the development.
- 5.3 Built Heritage Conservation: Comment
Originally objected to the proposal with a lack of detailing present, a concern as to the modern appearance and size of the rooflights on the principal elevation of the terraces, the non-traditional appearance of the doors and which appear to hang in mid-air with the need for the level difference to be addressed through landscaping or the use of a step, that the header and cill details are quite harsh using typically modern stone / reconstituted stone, with a need to avoid trying to replicate the cast iron lintels on the main building. Nonetheless, the general scale of the units are okay and proportions of the sash windows well designed. Concern as to the form of the proposed roof arrangement for the north lit apartment block and the rooflight arrangement being very bulky, being at odds with the rest of the design with the point of a

north lit shed being to have a glazed roof plane to one side, with ridge to valley height vertical lights at intermittent point on the roof as one potential alternative.

5.4 Environmental Health (Pollution Control): Comment

Advise that in the noise report issue 1, dated 23 March 2015 submitted to support the application it states that no sound was emanating from the industrial estate. This position was not reflected by the Environmental Health Officers visit as noise was clearly audible from unit 7 and from the large unit south of the site. The noise from unit 7 was attributed to cutting and machining metal and the noise from the unit to the south was from pressing activities and vehicular movement. The Officer has reviewed the other information submitted as part of the application and it appears unclear as to whether the access and egress to the unit to the south of the site will be altered during the development. If this is not the case, then noise from vehicular movement in close proximity to the development would be considerable and would require assessment and in all likelihood current noise guidance levels would not be achievable. Where minded to approve the application, a suitably worded condition requiring a noise survey detailing any mitigation required should be applied to the development.

5.5 Drainage: Support subject to conditions

The Drainage team request a condition for the submission of a scheme of foul drainage and surface water drainage, with reduction in the surface water discharge rate by 30% with any attenuation feature designed to attenuate all flows up to and including the 1 in 100 year event +30% for climate change.

5.6 Ecology: Comment

The Ecology team request conditions for the erection of artificial nesting and roosting boxes for bats and birds, together with an external lighting plan; together with informatives setting out the legislation applying to the protection of bats and the approach that should be taken during the construction works relating to bats, the storage of materials to prevent usage as refuges by wildlife, and the timely provision of trenches and open pipework to ensure that no animal is trapped.

5.7 Parks & Open Spaces: Comment

The development will contain a number of properties which will contribute to the need of play / recreational facilities for the area. Currently the application appears not to be meeting this need and does not therefore conform to Wrekin Local Plan policy LR6 Therefore requests a contribution of £600 per property (2bed or more) towards off site play facilities. In addition identifies small areas of communal landscaping proposed within the development but no clarification as to how and who is to manage this. As such there will be a requirement to identify the long term landscape management for these areas which not only identifies how the area is to be managed but also identifies how this is to be funded (e.g. service charge to residents who pay a management company).

5.8 Education: No comment

- 5.9 Shropshire Council Policy & Environment Sustainability Group: Comment Guide that the proposed development lies within the site of the Horsehay Ironworks (HER No. 12716) built in 1754 by the Coalbrookdale Co on the site of an earlier water mill. In 1817 the works comprised three furnaces, two forges, two rolling mills, and a slitting mill. In the late 19th century the works was taken over by the Simpsons' Horsehay Company (later renamed A.B. Cranes) for the manufacture of bridges and large engineering assemblages. The foundry closed about 1971, and the whole works closed 1986. Groundworks associated with the proposed development may impact on archaeological remains and deposits associated with the former ironworks. An archaeological evaluation of the site in 1989 recommended that future development here be monitored archaeologically, and as such recommends a programme of archaeological work be made a condition of any planning permission for the proposed development.
- 5.10 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" Parish Councils, Ward members and Local MP

Neighbours and local groups

- 5.11 No neighbour representations have been received further to a period of consultation.

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:
- Principle of redevelopment for housing development at this site
 - Design of development including the impact on the character and appearance of the area
 - The living conditions of future residents
 - The technical implications of development including access and parking, drainage, ecology
 - Impacts on local infrastructure - recreation

Principle of redevelopment for housing development at this site

- 6.2 The principle of residential development in this location is supported by adopted policy, positioned within Telford as the focus for the Borough's spatial development in accordance with policies CS1 and CS3. The site is partly in active use with Adamson House providing office accommodation, a trailer van and container store in the parking area. Officers have sought clarification as to the position of occupants, the applicant has duly confirmed that the remaining tenants occupying the building and the area are subject to a licence which expires on giving one months notice by the landlords (the applicant). The occupiers are aware of the situation and have already made alternative

arrangements to relocate their businesses. Thus, critically development would not lead to the closure of existing businesses that would be against the emphasis of local and national policy around creating job opportunities.

- 6.3 Through ongoing redevelopment of the rest of the northern half of the Horsehay Estate site (building partially vacant awaiting anticipated conversion - development approved), parts of the application site are considered to be underutilised areas and is beginning to present a much stronger residential backdrop to the west of the site along Bridge Road – a change in context is emerging. This includes the vacation of the building fronting Bridge Road by a taxi firm who used to park on the application site. The site is brownfield in nature with redevelopment fitting with the core planning principle of the NPPF to encourage the effective use of land by reusing land that has been previously developed. On balance, the principle of development is considered acceptable.

Design of development including the impact on the character and appearance of the area

- 6.4 The setting of the site within the Conservation Area, proximity to the listed Horsehay House, and the characterful nature of a notable number of properties in the locality all bear relevance to the consideration of this application. At the outset, Officers considered that the scheme had positively reflected discussion at the pre-application stage in terms of the need to reduce the number of terraced properties fronting Bridge Road to provide relief from proximity to the neighbouring industrial estate, and the general proportions of these units and that the sash windows were in keeping with nearby properties having been revised from variable sizes of casement windows. However, the elevational treatment lacked the form of features required relating to the site and its setting. Particular concern was raised as to the form of windows in the roofspace, and whilst this has been amended from a balcony across half the width of each house at the pre-application stage, the treatment remained oversized. The applicant has taken on board the request for further revision to the terraces, presenting more modestly sized conservation rooflights at the front and rear, brick arch headers and stone cills around the windows, with more sympathetic treatment of the doors with provision of a step – as opposed to the previously hanging in mid-air position, a brick arch and a traditional door.
- 6.5 The apartments element has also been subject to amendment through both the pre-application stage and during the course of this application. At the outset of the former, the block was presented as a fairly standardised gabled building, having been revised to adopt the concept of a north lit form of building as per Phase B to the south west further to discussion with the LPA. Recessed windows sitting within a box frame, amended windows with a greater vertical emphasis have been introduced, and further clarity over the form of materials provided. The applicant has also taken on board the request of the Conservation Officer in respect of the type of roof related to a north lit building, having been amended from standard square windows to windows

running the height of the roof from ridge to valley again affording a vertical emphasis more in line with the existing north lit building.

- 6.6 For the apartments, the proposed materials include a render and cladding finish to the walls, at the request of the LPA a form of zinc cladding is intended rather than a single ply membrane finish as originally sought. For the terraced houses, a more traditional brick and tile finish is proposed. Officers consider that subject to condition to agree the final detail of materials, it is considered that the revised design provides a coherence to the redevelopment of the application site linked to the previously approved schemes, with variety present. The scheme entails the demolition of Adamson House, the building is not deemed worthy of retention or to contribute positively to the character / appearance of the Conservation Area bearing in mind the requirements of HE2, and its removal as opposed to possible conversion, affords parking to be provided at the rear rather than dominating the streetscene of Bridge Road and a style of building according with an existing quirky building on site to be developed.
- 6.7 Garden space at the front and rear of the terraced units is provided, with areas shown for refuse with landscaping around the access, this sits in the context of landscaping dotted around the approved development to the west of the access. An area of communal open space is shown running around the perimeter of the apartment building, with an area for refuse shown adjacent to the parking. The reduction in the number of terraced plots from that proposed at the outset of dialogue with the authority, together with an increase in the site area entailed, has enabled a greater level of landscaping to be afforded along the boundary to the neighbouring business park, and notably there will be an expectation of mature planting being installed at the outset along this boundary to provide a green edge. It is further noted that development will remove the dominance of the palisade fence and the industrial unit from the streetscene to provide a positive influence bearing in mind the importance attached to the skyline in policy HE3. A landscaping scheme is proposed to ensure a link with the approved development and a good level of greenery implemented. With reference to management of the communal and incidental open spaces queried by Parks & Open Spaces, the applicant has clarified that a limited company has been registered for the previous applications with each house / unit having a share in the service company, and would be adopted for the application site and addressed the concern raised.
- 6.8 The proposed development has been subject to significant revision from that originally presented to the authority, both in terms of the position of the development, and elevational treatment, as well as a reduction in the level of development along Bridge Road. Officers consider that the scheme is policy compliant, such that the design respects and relates positively to its context in accordance with UD2 and HE3, CS14 in protecting and enhancing the historic environment, high quality design related to the Horsehay and Spring Village Conservation Area as defined in policies H6 and HE3 with buildings respecting and adding to the local townscape.

The living conditions of future residents

- 6.9 The need to consider the living conditions of future residents of the proposed site and approved residential development to the west necessitates consideration in terms of privacy. A separation distance of 18.5 metres to 23.5 metres between the apartments and Phase B applies where a more direct relationship is entailed at the northern end of Phase B and is set at an oblique angle, and exceeds 23 metres where related to the proposed apartments and Phase A units. Within the application site the distance exceeds 25 metres between the proposed terraces and the apartment block, with the majority being offset in any case. A separation distance exceeding 15 metres is present between the nearest terraced property and the side elevation of the flats on the opposite side of Bridge Road, this is not a directly opposite relationship and considered appropriate bearing in mind the position related to a main road.
- 6.10 Proximity to industrial units to the east and south requires consideration to establish whether the level of impact to future residents from noise generated from said units. The Environmental Health Officer has reviewed the noise information submitted, in conjunction with a site assessment, and identify that a further noise survey be undertaken accounting for sources that were not included in the original survey to define the form of noise mitigation required. Officers confirm that access to the southern industrial unit is not proposed through the site other than emergency access acknowledging the query of the Environmental Health Officer, and note that the layout has been amended to reflect a potential conflict in respect of noise, through stepping back the position of the terraced properties, and the apartment block, away from the eastern boundary as originally sought at the pre-application stage. It is considered that subject to the condition requested, the mix of land uses proposed will be compatible.

The technical implications of development including access and parking, drainage, ecology

- 6.11 The proposal seeks to utilise the existing access off Bridge Road with a residential context established through approval of phases A and B across the wider northern parcel. The application site through its previous use as parking serving the former employment buildings on the neighbouring land being superfluous, and the removal of vehicular movement associated with Adamson House, this intensification is considered acceptable. A total of 20 parking spaces is proposed amounting to two allocated parking spaces per unit and provided in type of courtyard arrangement for the apartments and segregated bay areas serving the houses. This is judged to be sufficient provision related to the size of units proposed, and Officers acknowledge that there is scope to accommodate additional informal parking where a need arises. No objection has been raised by the Highways Authority with a condition requested to secure the timely delivery of the parking arrangement. It is therefore considered that the proposal will not adversely prejudice the safety and free flow of highway users in accordance with the requirements of policy H6 to be adequately accessed and parking provided.

- 6.12 The application material identifies that both foul and surface water is to be disposed of via the mains sewerage system. The scheme is supported by the Council's Drainage team subject to a condition for a scheme of foul and surface water drainage. The application site is presently dominated by hard landscaping, the development with the introduction of gardens and general amenity space will provide enhancement to the drainage of the site. The site can be adequately drained and accords with the requirements of policy H6.
- 6.13 It is proposed that Adamson House be demolished through the development, the building is in active use and comprises a flat roof structure, with the remainder of the site largely void of landscaping comprising nominal scrub at the edges and principally comprises a concrete and gravel parking area. On this basis, a comment response has been made by Ecology with the request for conditions to provide enhancement. The scheme is therefore considered to accord with policy CS12 in protecting biodiversity, and section 11. of the NPPF.

Impacts on local infrastructure – recreation

- 6.14 The development will have an impact on local infrastructure with new residents increasing demand upon the existing recreational resource and will contain a number of properties which will contribute to the need of play / recreational facilities for the area. The developer has therefore proposed heads of terms for a S106 agreement to provide a recreation contribution, this has been confirmed as £600 per 2 or more bedroom property amounting to £4,200 for the 7 units pertinent. The funds will be used for improvements at the Poolside or Shirefields play areas. The heads of terms for this legal agreement are consistent with Regulation 122 of the Community Infrastructure Levy Regulations 2010. Provision of a contribution is in line with policy LR6 of the Wrekin Local Plan. No monitoring contribution is sought on the basis of the level of contribution for the purpose sought.
- 6.15 At the pre-application enquiry stage clarification was provided as to the requirement for a contribution towards Education provision. On the basis of the plans for just 7 eligible dwellings once the 3 x 1 bedroom homes would be discounted, and given the available school capacity in the vicinity of the site, it was advised that a contribution would not be requested, hence the no comment representation made.

7. CONCLUSIONS

- 7.1 In conclusion, it is considered that the development complies with Local Plan and Core Strategy policies alongside national planning policy allowing the redevelopment of a previously developed site within the urban area. The site can be adequately accessed and drained. The design of the scheme has been significantly amended to ensure the delivery of a scheme more fitting with its context. Subject to a scheme of noise mitigation secured through condition, there will be no undue environmental impact of the development. Contributions have been negotiated towards improvements of a local play

facility. The site is sustainably located with access to a range of facilities within Horsehay, together with nearby Lawley and Lightmoor.

8. RECOMMENDATION

8.1 Based on the conclusions above, the recommendation to the Planning Committee on this application is that DELEGATED AUTHORITY be granted to the Development Management Service Delivery Manager to **GRANT PLANNING PERMISSION** subject to the following:

A.) The applicant/landowners entering into a Section 106 agreement with the Local Planning Authority (terms to be agreed by the Development Management Service Delivery Manager) relating to:

(i) Play space – £600 per dwelling for 2 beds or more towards the Poolside play area or Shirefields play area

B.) The following conditions (with authority to finalise conditions and reasons for approval to be delegated to Development Management Service Delivery Manager):

1. A04 Time Limit - Full
2. B017 Samples of materials
3. B018 Sample Brick Panel
4. B061 Foul and surface water – restricted rate surface water run-off
5. B084 Noise mitigation
6. B110 Programme of archaeological work
7. B121 Landscaping Design
8. C12 Parking
9. C109 Ecology – Lighting Plan
10. C109 Ecology – Erection of artificial nesting / roosting boxes
11. C38 Development in accordance with deposited plans
12. D01 Removal of Permitted Development Rights

Informatives:

I06 Section 106 Agreement

I32 Fire Authority

I35 Archaeology

I35 Ecology – Bats, Storage of Materials, Trenches and pipework

I40 Conditions

I41 Reasons for Grant of Permission

RANPPF1 Approval – National Planning Policy Framework