

TWC/2015/0177

Land off Park Road/Royal Way, Malinslee, Telford, Shropshire  
Erection of 81 no. dwellings with associated access, parking and landscaping

**APPLICANT**

Wrekin Housing Trust/HCA/STRATA, Steve Swann

**RECEIVED**

03/03/2015

**PARISH**

Great Dawley, Lawley and Overdale

**WARD**

Lawley and Overdale, Malinslee

**OFFICER** Matthew Thomas

OBJECTIONS RECEIVED: Yes

**MAIN ISSUES:**

Scale and design of the proposed development, Highways impacts, Woodland/Trees and Planning Obligations.

**PROPOSAL**

This application seeks full planning permission for the residential development of a currently vacant site to the north of Park Road in the Malinslee area of Telford. The site ownership boundary covers an area of approximately 1.64ha. The proposal is for the erection of 81 residential dwellings which represent a density of approximately 49 dwellings per hectare. It is proposed to redevelop the site for entirely affordable housing use for the Wrekin Housing Trust with a mix of market rent, shared ownership and affordable rent. The scheme will provide an entirely residential development with a mix of semi-detached and rows of three houses and bungalows.

The application has stated that the 81 dwellings will comprise the following mix of accommodation:

- 45 No. 2-bedroom houses
- 12 No. 1-bedroom houses
- 8 No. 3-bedroom houses
- 12 No. 1 bedroom bungalows
- 2 No. 2-bedroom bungalows
- 1 No. 3-bedroom bungalow
- 1 No. 4-bedroom bungalow

The applicant states that trees within the site and around its perimeter will be retained where possible and enhanced with additional landscaping. The proposed development also includes provision of Sustainable Urban Drainage (SUDS), including two attenuation ponds at either end of the development.

Vehicular access to the site is proposed as a continuation off the existing vehicular access point off Park Road near the junction with Royal Way. This junction will be subject to improvement works and a new 5.5 metre wide access road will serve the development with most of the proposed dwellings located off this main spine.

Parking standards will be one space for 1 bedroom houses/bungalows and two spaces for larger dwellings with additional visitor parking.

The largest public open space within the development is the gateway space, with another at the head of the site which will incorporate the proposed SUDS feature. These have been located at strategic points to enhance visual amenity and to utilise otherwise undevelopable spaces with mineshaft offsets. A pedestrian/cycle link is also proposed to the north western corner of the site leading on to West Centre Way.

The application has been submitted with the following documents in support of the proposals:

- Application Form;
- Planning Statement;
- Design and Access Statement;
- Transport Assessment ;
- Flood Risk Assessment;
- Ground Conditions Report and Remediation Strategy;
- Ecology Assessment;
- Tree Survey;
- Noise Assessment;
- Viability Assessment
- Landscaping Report

## SITE AND SURROUNDINGS

The site has a total area of 1.64 hectares. It has an open, greenfield appearance and there is approximately a 4 metre level difference across the site. The site once formed part of a colliery spoil mound, and now comprises “made ground”. One capped mineshaft is located within the site boundary. The site has recently been used as a paddock for grazing horses.

To the north, the site is bounded by an earth embankment and a large belt of woodland vegetation. Beyond this is the B5072 (West Centre Way) and Thomas Telford School. To the south and the east there is open space and residential properties. To the west is an industrial building, occupied by an engineering firm.

The site is located approximately 1 mile to the west of Telford town centre, and therefore benefits from very close proximity to the amenities that the centre provides.

The nearest bus stops to the site are located on Park Road and St Leonard’s Road, with further stops located slightly further away on Brunel Road. The stops are within 400 metres of the site and are therefore highly accessible. The stops are for high frequency bus services to the town centre, and other destinations such as Madeley and Dawley.

## SUMMARISED CONSULTATIONS

### Standard consultation responses

Lawley and Overdale Parish Council: Object to the application for the following reasons:

- Highway issues
- Noise and disturbance
- Wildlife (ecology), trees and landscaping
- Layout and density of design, visual appearance, character of the area
- Play area provision

Environmental Services (Drainage): No objection subject to conditions relating to surface water drainage and a SUDS Management Plan.

Parks & Open Spaces: No objection subject to the provision of £600 per dwelling towards the improvement of off-site play and recreational facilities. However if this is not provided then Parks & Open Space object to the proposal. A long term landscape management plan should also be provided along with confirmation of whether the on-site open space is to be adopted. Further information regarding fencing and the maintenance of the proposed attenuation basin is required.

Education: S106 contribution of £94,597 towards Primary education facilities and £48,665 towards Secondary education facilities in the vicinity of the development should be made.

The Coal Authority: No objection subject to Conditions requiring intrusive site investigation works and details of any necessary remedial works identified by the site investigation to be undertaken prior to the commencement of the development.

Shropshire Fire Service: Include Fire Authority informative

### Neighbour consultation responses

Two letters of objection have been received raising the following matters:

- Highway safety concerns for drivers and pedestrians,
- Park Road and Royal Way and the junction of Park Road and Dawley Green Way are dangerous,
- There is a lack of parking in the proposal,
- There are insufficient footpaths in the area,
- The density is too high and the development would have a detrimental impact on the nature and visual appearance of the area.

## RELEVANT HISTORY

TWC/2014/0882 – Full application for the erection of 93 dwellings with associated access, parking and landscaping – Granted 27/02/2015.

TWC/2013/0034 – Residential development (up to 75no. dwellings) and associated infrastructure (Outline) – Outline Granted (30/05/2013)

## RELEVANT POLICIES

National Planning Guidance  
National Planning Policy Framework

Central Telford Area Action Plan (CTAAP)  
SA11 Park Road

### LDF Core Strategy

CS1 Homes  
CS3 Telford  
CS9 Accessibility and Social Inclusion  
CS13 Environmental Resources  
CS15 Urban Design

### Saved Wrekin Local Plan Policies

UD2 Design Criteria  
H22 Community Facilities  
H23 Affordable Housing  
OL11 Woodland and Trees  
OL12 Open Land and Landscape – contributions from new development  
OL13 Maintenance of Open Space  
LR6 Developer contributions to outdoor recreation open space provision within new residential developments

## PLANNING CONSIDERATIONS

This planning application raises the following main issues:

- The Principle of development
- Highway Impacts
- Design considerations
- Affordable Housing and Viability of development
- Open space provision
- Education
- Trees/woodland/landscape

### Principle of development

The principle of residential development has already been established by virtue of planning permission ref TWC/2013/0034 granted in outline for 75 dwelling units and by the approval of the subsequent application for the erection of 93 dwellings on 27<sup>th</sup> February of this year (reference TWC/2014/0882). This application essentially seeks an amendment to remove the apartments from that scheme and replace them with bungalows.

In addition the principle of the development is supported in this location as it is within the built up area of Telford as defined by the Proposals Map of the Wrekin Local Plan. Core Strategy CS1 (Homes) indicates that Telford will be the location for the overwhelming majority of new homes identified to be built over the Plan period. Likewise Policy CS3 (Telford) states that Telford will be focus of the Borough's

spatial development and will accommodate the majority of new homes jobs and services.

Policy SA11 “Park Road” of the Central Telford Area Action Plan (CTAAP) relates specifically to this site and the map that accompanies the policy (Map 6) identifies several principles which should be incorporated into development proposals for the site. The policy states: “development that accords with the principles in this policy will be supported:

- The site will be developed for residential use. Site capacity is approximately 75 dwellings;
- Vehicle access will be from Park Road, along with junction improvements into the site, as shown on Map 6;
- A new connection will be established to the existing cycleway on West Centre Way, as shown on Map 6;
- The site layout will incorporate specific flood attenuation measures as indicated on Map 6, in line with the Surface Water Area Action Plan for the site;
- Development will also address the relationship of the site to existing employment uses in adjacent areas, the enhancement of natural features on site, and geotechnical constraints.”

The outline permission acknowledged that whilst the principle of development was considered acceptable, any matters which were not clearly dealt with as part of the outline application would be expected to come forward as part of the details at reserved matter stage and appropriate conditions to achieve this were attached to the outline permission. This is an application for full permission but will need to reflect those conditions.

In addition the National Planning Policy Framework (NPPF) states that Local Planning Authorities should significantly boost their supply of housing. In paragraph 49, it states that applications for housing should be considered in the context of the presumption in favour of sustainable development. In this regard the site is well located not far from Telford town centre, on the edge of an existing residential area and is easily accessible for cyclists, pedestrians and public transport users. Bus stops are located very close to the site on Park Road and St Leonard’s Road, with further stops located slightly further away on Brunel Road and it is considered that travel by bus would be a viable alternative to the private car.

Whilst there is policy support for further residential development as outlined above, the Proposals Map from the Wrekin Local Plan designates part of the site as an ‘employment area committed for development over 1 hectare’. However, Local Plan Policy E1 (Employment Land Supply), which seeks to ensure a sufficient and suitable supply of employment land, has not been saved. Moreover, CTAAP must now be considered to represent the up-to-date policy approach. More recently Paragraph 22 of the National Planning Policy Framework states that applications for alternative uses of land or buildings on employment sites should be treated on their merits. The boosting of housing supply is a significant Government policy initiative.

A mix of house types is proposed including one, two, three and four bedroom bungalows and one, two and three bedroom houses. It is considered that the mix of

houses will provide a useful addition to the housing supply of this area of the CTAAP area, close to the town centre.

### Highway Considerations

The proposed highway works of access to the site involve the construction of a 5.0m wide carriageway leading off Royal Way. This carriageway branches off to a series of short cul-de-sac arrangement. A 2.5m pedestrian-cycle route connection through the open space at the end of the cul-de-sac onto West Centre Way is proposed.

The Local highway Authority originally commented on the details of the layout and invited the applicants to clarify certain detailed aspects of highway design and matters relating to pedestrian-cycle access provision and number of visitor car parking spaces. Revised details have now been submitted that clarifies the position and subject to final audit by the LHA, the details are acceptable. In principle there are no objections to the proposal from the LHA. The scheme now submitted allows for the highway improvements and accessibility works that were required by the outline permission including the requirement for a pedestrian/cycle link through the northern boundary to the B5072 West Centre Way. This will help provide a sustainable link to the Town Centre, Thomas Telford School and Lawley Village.

The proposal accords with policy requirements detailed in CTAAP Policy SA11 in terms of junction improvements and cycleway provision. In terms of car parking, provision at 200% for two and three bedroom units and 100% for one bedroom properties are proposed.

This is consistent with CTAAP Policy CT10 (car parking in the town centre) and the level of parking and the proposed road design accords with the recently approved application for 93 dwellings.

### Design Considerations

CTAAP provides robust guidance on what will be expected in terms of design of development within the town centre cordon. In terms of density, it is anticipated that developments within the Malinslee area of the town centre should generally achieve 50 units/ha and be in keeping with the immediate surrounding areas of the site and consider the proximity and accessibility to open space areas, public transport and community facilities. The proposal is for 81 units, which achieves 49 dwellings per hectare which is lower than the density of the recently approved development and reflects the guidance contained in CTAAP.

CTAAP also promotes developments that achieve safe and attractive streets and spaces with good public realm. They should be supported by thorough urban design appraisals. The application site benefits considerably by a backdrop of woodland planting along West Centre Way. This is an important landscape feature that separates the site from West Centre Way and the Thomas Telford School opposite. CTAAP provides the basis for the design of this site and states that "Development of this site will deliver better integration between the area and existing areas of Malinslee, and will improve non-vehicular access to the town centre and Old Park. Good public transport access is already provided via four routes to the town centre

along Royal Way, Dawley Green Way and St Leonard's Road...Development will also address the relationship of the site to...the enhancement of natural features on site..."

In response to the above policies, the proposed development set the following goals:

- To create an exemplar housing scheme to meet the needs and requirements of contemporary living.
- Built form to respond to the site and topography utilising the views from the site. The built form must respect and respond to the mass and scale of adjacent buildings.
- To create a strong 'sense of place' and a development which has strong connectivity and natural surveillance throughout to improve security and safety.
- To use a limited palette of materials that reflect the local vernacular and create Architectural interest and depth through the built form rather than 'decoration'.

There a number of constraints to development including the presence of woodland to the north (also of positive benefit to the development of this site), the presence of two mineshafts (requiring a 13m stand-off) and the need to protect amenity of future residents from an engineering business to the east of the site. In certain respects, the elongated nature of the site dictates the layout with dwellings located either side of the principal highway running east west and terminating in a cul de sac, which branches off to a further three smaller cul de sac. The general layout of the site is the same as that recently approved in the application for 93 dwellings.

Although there was an opportunity to provide a contemporary character to this development, it was considered that due to the character of this area of Malinslee, a more traditional form of development would better integrate the proposed development into the local community.

Two areas of public open space are proposed, one at the site entrance and the second, at the far eastern part of the site. The first open space area contains the mineshaft and stand-off but provides an entrance feature that can be landscaped. The second open space feature contains a SuDS feature and pedestrian-cycle connection to West Centre Way. The flood attenuation measures at this end of the site, which is also the lowest part of the site, accord with the requirements of CTAAP and the development's drainage requirements. It will also act as a buffer from the engineering works to the east of the site.

Officers have noted the concerns raised by local residents in particular the potential impact on neighbouring amenity. However, the Local Planning Authority is of the opinion that this site is relatively self-contained and is situated at a distance away from any neighbouring property and is satisfied that there will be no adverse impact on existing amenity by virtue of any significant loss of privacy, light or any overbearing impact. Whilst a development of this scale will inevitably result in an increase in traffic in the locality no objections have been raised to the amended scheme by the Council's Highways Engineers.

It is considered that the design accords with Wrekin Local Plan Policy UD2 Design Criteria and the more specific policies contained within Policy SA11 and CT17 of CTAAP. It should also be noted that there are only relatively minor differences between this proposal and the recently approved development for 93 units.

### Affordable Housing

The proposal is promoted by the Wrekin Housing Trust and will provide 100% affordable units. It was agreed that the previously approved scheme for 93 dwellings would be 100% affordable rent and this application would be the same.

The Housing Officer suggested for the previous application that a Local Lettings Plan should be agreed with Telford & Wrekin Council before the homes are advertised or allocated. The scheme will be owned and managed by The Wrekin Housing Trust, which has a significant affordable housing stock in the borough and an established track record in the delivery of affordable housing.

### Open Space Provision

The previous approved outline permission included financial contributions of £600 per dwelling to meet the need arising from this development for play / recreation facilities and to be paid prior to the first occupation. There is Public open space proposed within the development. The approved S106 also provides the opportunity for a number of options for future management of these spaces (including SUDS). Previous applications by Housing Trusts have indicated a preference for management by the trust rather than adoption by the council. Management issues will be addressed via a planning condition as part of the permission.

The Wrekin Housing Trust has provided a viability assessment with the application for 93 dwellings that indicated that due to abnormal development costs associated with the development of this brownfield site together with the fact that this is now a 100% affordable rent housing scheme, there is no surplus that could provide any S106 contributions for either education or open space. The Council's Development Delivery Group Specialist considered that assessment and concluded that a sum of £80,500 is achievable in terms of residual value. This was been discussed with Wrekin Housing Trust and it is this figure that is now being set aside for section 106 purposes. The Parks & Open Space Officer agreed that a sum of £28,500 as a proportion of the S106 fund would provide a sum sufficient for an off-site project.

It is proposed that this is included within a S106 for this application.

### Education

The Education Department has requested that the development would generate demand for a contribution of £94,597 for primary school places and £48,589 for secondary. However as noted above, the viability assessment previously submitted provided a surplus of £52,000 for education in total.

As the proposal is for 100% affordable housing on a difficult brownfield site; the provision of such a large number of affordable homes is highly desirable and this

was acknowledged by the two service areas affected. This approach was approved as part of the application for 93 dwellings.

### Trees/woodland considerations

The site benefits from the existence of a large tree belt to the North of the site which has been planted on an existing soil bund to form a 30-40m wide linear woodland that runs parallel to the site's northern boundary with West Centre Way. The woodland is split into three distinct areas according to the planting mix within these areas. However each area has been categorised in the arboricultural report as BS Category B2 due to their collective screening and landscape value.

This acts as a visual and sound barrier to a major road to Telford town centre. The bund itself is approximately 5 metres tall and has established trees in excess of 10 metres tall (some approaching 15 to 20m). Although this tree belt is located to the north of the development the Tree Officer is concerned that this tree belt will cast shading and darken the private garden areas to a number of the dwellings located on the north side of the proposed access. He is also concerned that trees will overhang rear gardens and cause future problems and complaints.

The report accompanying the application concludes that whilst the trees are worthy of retention woodland management will be necessary. CTAAP Policy CT20 – Landscape will apply to this site. Inter alia, the criteria includes the requirement to conserve existing large and valuable landscaped features. This mature woodland has value as a screening device but can be modified and managed. A condition will be necessary to ensure that the woodland is managed.

### Conclusions

The recently approved planning application for the erection of 93 dwellings on the site is a material planning consideration that should be afforded a significant degree of weight. Whilst this application is for 81 dwellings it is essentially an application for an amendment to that development that would replace the approved apartments with bungalows.

At the national level, sustainable development is promoted through the NPPF, which defines three dimensions: economic, social and environmental, which cannot be considered in isolation. The proposed development will help provide the delivery of new affordable homes in a short time frame.

This is a highly sustainable location, one of CTAAP's preferred housing sites and close to bus services, leisure facilities, schools and the town centre. The development will help deliver better integration between this area of Malinslee and existing housing estates; it is ideally located to promote non-vehicular access to the town centre.

In capacity and design terms, the site already has planning approval for a higher number of houses and represents an acceptable design and housing layout. Each of the planning issues considered in respect of the current application has been carefully considered by officers and appropriate weight has been attached to

each planning issue in reaching a planning balance. The proposed site is available and deliverable, the Council can ensure the delivery of a significant number of affordable dwellings. The site can be developed without detrimental impact to highway safety, nor any adverse impacts to ecology, drainage, and will not be adversely affected by previous land uses, noise or air quality. Furthermore the proposal is as suitable use which will not cause harm to the surrounding residential amenity.

In terms of landscape impact, the site benefits from the presence of a dense woodland, which with appropriate management can act as a screen to development and help assimilate the development into the wider townscape.

## RECOMMENDATION

It is therefore RECOMMENDED that this proposal be granted full planning permission, subject to the imposition of appropriately worded conditions and the completion of a prior Section 106 Agreement. It is also recommended that delegated authority is given to the Development Management Service Delivery Manager to amend and add conditions as appropriate. The section 106 covenants to include the making of financial contributions including £28,500 for open space provision, £52,000 for education and 5% of the total figure (£4025) for monitoring contributions.

## Conditions

1. Full Permission – 3 years
2. Sample of Materials
3. Highways – Shared Space Table
4. Land Contamination
5. SUDS Design
6. Noise Management Plan
7. Details of enclosure/boundary treatment
8. Landscape Management Plan/Woodland Management Plan
9. Trees – protection and replacement
10. Site Environmental Management Plan
11. Tree/Hedge Protection
12. Landscaping Implementation
13. Local Lettings Plan
14. Hours of Work/Lorry Movements
15. Removal of Permitted Development Rights
16. Development in accordance with Plans

## Informatives

Fire Authority  
Broadband  
S106