

TWC/2014/1151

Telford Millennium Community (Part of Phase 4), Ketley, Telford, Shropshire
Erection of No.52 apartments and No.14 dwellinghouses (Variation of Planning
Permission TWC/2013/0096) ***Amended Plans Received***

APPLICANT

Taylor Wimpey Homes, Matthew Price

RECEIVED

22/12/2014

PARISH

Ketley

WARD

Hadley and Leegomery

OFFICER Gareth Thomas

OBJECTIONS: No

MAIN ISSUES:

Policy compliance with TMC design and sustainability objectives, public open space, recreational provision and landscaping. Housing need, highway and traffic issues, attention to technical requirements of drainage and geo-technical matters, ecology and noise and review of Section 106 Agreement

The Proposals

The application seeks Full Planning Permission. The proposals comprise the erection of 52 apartments and 14 dwellinghouses together with associated parking, roadways, landscaping and areas of open space. The proposal also seeks to vary that permitted under planning permission TWC/2013/0096, which was for 375 units and itself a variation of the original TMC development. The development will provide a mix of dwellings in terms of size and tenure, as follows:

Dwelling Type	No. beds	No. of units	Proportion of Mix
Market Houses	2 bed	3	
	3 bed	3	
	4+ bed	1	10%
Market Flats	1 bed	13	
	2 bed	39	79%
Social Rented Houses	3 bed	2	3%
Shared Ownership Houses	2 bed	3	
	3 bed	2	8%
TOTAL		66	100%

Although a variation to the approved layout, the proposal does in fact increase the number of units overall at TMC by an additional 29 units. Taylor Wimpey explain that this proposal allows them to offer a different product at the far eastern part of the site (Beverley Road end), which will also help to ensure early housing delivery. The proposal provides a greater number of smaller units to help first time buyers

The application was accompanied by the following documents:

Design & Access Statement
Transport Assessment and Travel Plan.
Ecology Report
Air Quality Review & Scoping
Tree Report

Geotechnical Study – Mineshaft Completion Report
Flood Risk Assessment & Drainage Report
Noise Review
Affordable Housing Schedule

A synopsis of design ambitions for TMC is a relevant consideration and the concepts that have been incorporated to date over two phases can be summarized in the following paragraphs:

Phase 1 has a distinctive contemporary character and has been well received both nationally and regionally as a high quality development. Visual interest is created through a limited number of architectural typologies and there is consistency in treatment of the different buildings in terms of massing and design. This has made Ketley Village a distinct and unique place.

Phase 2 is now nearing completion. This phase did seek to retain much of the contemporary approach to design based on perimeter blocks and terraces. Standard house types were however introduced for cost reasons (as well as saleability), which was a departure from the highly contemporary Phase 1. The house types were given a contemporary appearance to reflect the designs in phase 1. There was a reduction in the number of 3 storey properties with gable frontages. Those remaining are concentrated along the Spine Road with 2.5 and 2 storey dwellings to the rear. All the buildings turn corners to avoid blank gables and walls facing the public realm and provide interest and passive surveillance.

The current application site extends the existing Phases 1 and 2 of the TMC development in an easterly direction along the site's spine road before it reaches Beverley Road and Holyhead Road.

For information, as a truly sustainable development, the development has incorporated some novel if not necessarily unique options for water management, waste management, energy generation solutions, Ecohomes house building standards and

embodies energy reduction and ecological and biodiversity conservation and enhancement. Moreover stewardship involving the prudent management of assets has featured highly and a stewardship plan is in place involving Sanctuary Housing Trust, the Parish and Borough Councils allowing long term maintenance and stewardship of the site's assets (open space, ecological areas, play areas etc.).

The original masterplan for TMC proposed three broad character areas – Parkview (Phase 1), Ecoville and Clearwater (Phase 2). Lying at the eastern (Ketley) end of the development was Parkview, which was designed with a “civic” identity and containing community uses. This is the area of TMC which was the most “urban” in character with town houses and apartments laid out and designed to provide a market town feel with formal public spaces and development generally of three storeys. The square containing a monkey puzzle tree was designed to provide a community space for events to take place with a site fronting the square set out initially for a primary school. The school will not be brought forward and instead, a large extra care facility is nearing completion.

The area known as Ecoville and Clearwater forming Phase 2 is also currently nearing completion. It is the area of lowest density and gives priority to ecological conservation with SUDS features such as swales helping to provide wildlife corridors between key ecological areas of the development. Clearwater also includes a water feature within an open space area.

The development has been slow to progress and the viability of the remaining part of the scheme has been a factor, which has influenced both a design re-think and the commercial viability re-assessed. From a design point of view, your officers have sought to maintain the vernacular qualities that have so influenced TMC and that have achieved a TMC brand that is well regarded. Pedestrian priority has been at the forefront of the design with Manual for Streets road and street layouts incorporating shared surfaces that provide the key to the creation of linked pedestrian routes, nodes and joining up of public and private spaces. Solar orientation has been an important driver with layout and architectural and landscaping design features maximising solar gain.

In terms of open space, the applicants are currently implementing the agreed NEAP and LEAP facilities together with the public open space at the location earmarked for the Clearwater lake. The NEAP facility includes a BMX track, skatepark and ball court facilities located away from houses in the central part of TMC between Phases 1 and 2.

Members are asked to note that when Phase 2 was granted under TWC/2013/0096, the Council agreed to a review of the original section 106 Agreement for TMC dated 6th February 2006. Committee agreed the following contributions:

ITEM	AMOUNT	TRIGGER POINT
Meadows School amalgamation and contribution	£2m	£670k prior to occupation of any dwelling on site; £670k upon

to classroom provision		occupation of 100 th dwelling on site; £660k upon occupation of 200 th dwelling on site
Safe routes to school (Meadows)	£65k	Upon occupation of 100 th dwelling
Safe routes to school (Hadley)	£85k	Upon occupation of 100 th dwelling
Ketley Parish Council community centre improvements	£175k	Paid by developer
Improvements to cycle routes	£80k	Upon occupation of 100 th dwelling
TOTAL	£2.405m	

In addition, 20% affordable housing as required in the original outline permission will be provided.

SITE AND SURROUNDINGS

The Ketley Millennium Community (TMC) lies within the wider area of Ketley which is a former mining settlement. The TMC site overall is bounded by the railway to the north, Holyhead Road to the south, Wombridge Road to the east and Waterloo Road and the housing in Broadway to the west.

Phase 1 of the development is now complete. Phase 2 lying to the north of phase 1 is also close to completion. The strategic open space including ecological areas, footpath links and NEAP and LEAP have now been provided.

The application site comprising part of Phase 3 extends to 0.8 Ha and is bound to the west by Phase 2 of the TMC, to the south is Beverley Road and its parallel neighbouring roadway the main Holyhead Road and to the north by an area of open space and the Shrewsbury-Wolverhampton railway line and to the east, an open area of largely scrub land, including ecological areas and the former construction haul road leading up to Wombridge Way that was built to provide access as part of the extensive land reclamation work in the early 2000's. Much of the land the subject of this application consists of restored former spoil mounds and a long since derelict golf driving range. The restored area has created a series of development platforms. The base of the spine road that has already been constructed between Phases 1/2 and leading back onto Holyhead Road provides the basis for the proposed layout. This access also serves the Glen Cottages area of Brickhill Lane. Brickhill Lane itself also links onto the former haul route onto Wombridge way. Access onto Wombridge Way, a heavily trafficked highway has now been sealed off to prevent illicit activities. However this partly metalled route does provide the opportunity for improved accessibility from TMC to the wider community, either by upgrading the route to full standards or seeking to use this route as a cycleway/pedestrian route, thereby linking in with the network of paths

that have been created following restoration of the land and creation of ecological areas and woodland. However it is not anticipated that this length of road will serve any housing.

The original permission for the TMC development included a Regulatory Plan that set out standards to be achieved for sustainability, including the options for achieving a desirable living and working environments, sustainable transport and reduced car usage, economic opportunities through live-work units and ICT connections, providing for community recreation, safeguarding and promoting biodiversity, re-use of previously developed land with waste minimisation and recycling provision and designing out crime through passive surveillance. The Regulatory Plan was enshrined in the outline permission and its requirements have been followed through in Reserved Matters approvals and subsequent full permissions. Central Government who pioneered some 14 Millennium Communities across the UK in 2000 no longer promotes the concept of millennium communities. However, the HCA, together with this Council and the Ketley Parish Council have been keen to continue to promote these ideals through subsequent and this application(s). In fact, the TMC development has set the sustainable development standards for other sites coming forward in the Borough and many of the design and quality standards promoted back in 2004 have been used successfully at other sites. It has set the bar line for developments in the Borough.

Ambitions set out in the original outline permission sought to achieve 20% affordable housing. This percentage figure set below policy requirements recognised the high development costs both in terms of land reclamation and the high sustainable development standards proposed for the site. That said Phase 1 achieved 28% affordable housing with Phase 2 achieving 30%. The current proposal achieves 15%. Overall 20% will therefore be achieved should permission be forthcoming.

There is no change proposed in the signed section 106 Agreement under TWC/2013/0096. Despite the increase in number of units proposed, the viability assessment submitted as part of the application does not justify further section 106 contributions above that contained in the table above.

RELEVANT HISTORY

TWC/2013/0096 – Erection of 375 houses and apartments (Phase 2) and associated works. Granted subject to s106 Agreement 15/10/13

TWC/2010/0521 App Type: Reserved Matters, Date Received: 25/08/2010, Description: Erection of 83no. dwellings with associated roads , sewers and infrastructure, Print Address: Telford Millennium Community, Ketley, Telford, , Decision: Reserved Matters Granted, Decision Date: 13/01/2011

W2005/0482, App Type: Full Planning, Date Received: 20/04/2005, Description: Creation Of New Spine Road To Serve The Site, Reclamation And Reprofilling Of The

Site, Construction Of Suds Drainage And Strategic Landscaping, Print Address: Telford Millennium Community Site, Holyhead Road, Ketley, Telford,, Decision: Full Granted, Decision Date: 19/07/2005

TWC/2011/0322, App Type: Full Planning, Date Received: 23/03/2011, Description: Formation of temporary car parking area for staff parking for 5 years (amended description and plans) (Retrospective) , Land off Ketley Park Road, Ketley, Telford, Decision: Full Granted, Decision Date: 21/07/2011

W2006/0463, App Type: Reserved Matters, Date Received: 18/04/2006, Description: Erection Of 103 Dwellings, Retail/Office Development With Ancillary Infrastructure and Landscaping (Phase 1 Of Telford Millennium Community), Land To The North Of, Holyhead Road, Ketley, Telford, Decision: Reserved Matters Granted, Decision Date: 16/03/2007

RELEVANT POLICIES

PLANNING POLICY CONTEXT:
National Planning Guidance: NPPF

Saved Wrekin Local Plan Policies

H10 – Scale of development

UD2 – Design Criteria

UD4 Landscape Design

H22 – Community facilities

OL11 – Woodland and Trees

OL12 – Open land, Landscape – contributions from developers

OL13 – Maintenance of Open Space

LR4 – Outdoor Recreational Space

LR6 – Developer contributions to outdoor recreation open space provision within residential development

EH14 - Land stability

EH7 - Contaminated Land

EH8 - Remedial action on Contaminated Land

NR 6 – Waste disposal and recycling facilities

LDF Core Strategy

CS1 – Homes

CS9 – Accessibility and Social inclusion

CS10 – Community facilities

CS12 – Natural Environment

CS13 – Environmental Resources

CS15 – Urban Design

CONSULTATIONS AND THIRD PARTY REPRESENTATIONS

Ketley Parish Council: No Objection

Highway Authority (TWC) – Comments awaited

Drainage Engineer: No objection

Delivery Group Specialist (Housing) (TWC) – The viability appraisal submitted with the application compares the 66 units proposed in the application submitted with the existing consent of 37 units. This states that the new scheme of additional apartments is actually less profitable than the consented scheme but the developers wish to broaden their product market hence the approach. The profit margin of 11.93% still remains significantly less than the accepted threshold of 20% so the increase in units cannot justify any further planning obligations. Please note though that the new application still retains the 2 rented and 5 shared ownership affordable units as previously agreed in planning permission TWC/2013/0096.

Environment Agency: No objection. Flood risk: The site lies in Flood Zone 1, which is the lowest risk zone for fluvial flooding. The overall Drainage Strategy for the area has been previously agreed and is now constructed.

Pollution prevention: This development site lies on former colliery land with a number of landfills in the vicinity. Informatives.

Telford & Wrekin Access Forum Whilst this application in no way appears to involve public rights of way, I am keen to put it on record that the developers have had a very positive view of PRow and I have been impressed by the public access that has been retained, added, and upgraded on the whole site as well as the build quality of these PRow. I frequently use TMC as a shining example of what can be achieved if developers engage with interested groups and the public, in this case with respect to access and rights of way. Whilst this is a small part of the development the whole area will be threaded with PRow, which will benefit all, not just the local residents. The developers should be commended and they set a clear example to all other developers, who may not have such an enlightened view on access and rights of way, to what can be achieved through dialogue.

Coal Authority: The Coal Authority is satisfied that the remedial measures undertaken by the applicant following intrusive site investigation works set out in the Mineshaft Completion Report are appropriate to address the coal mining legacy issues present on the application site. The Coal Authority therefore has no objection to the proposed development.

Shropshire Fire Service: Informatives

West Mercia Constabulary: No objection

PLANNING CONSIDERATION

Principle of development

The site already benefits from a wider outline planning permission with the first two phases of development having been built out. Whilst the outline permission has expired the outline consent is a relevant planning consideration in terms of the principle of development. Moreover the site is shown within the Wrekin Local Plan where residential development is considered to be acceptable in principle. The development forms part of the TMC development area that was masterplanned to provide for significant development opportunity. Development platforms and spine road to base course standard are in place.

The National Planning Policy Framework (NPPF) has a presumption in favour of development in sustainable locations thereby promoting the efficient use of land, promotion of mixed use development, conservation and enhancement of the natural environment.

Officers consider that in principle the site is clearly suitable for residential development and it meets the aspiration of NPPF that seeks to promote sustainable mixed use development with enhancement to biodiversity and efficient use of land. Furthermore, the development will provide decent affordable housing with a mix of type and size to meet local needs in accordance with policy CS1 of the core strategy.

With respect to the regulatory plan agreed in 2004, your officers can confirm that the development as proposed continues to embody all the primary principles established within the Plan. In a similar manner to the phase 2 development planning application, adjustments have been made to support the fine detailed design. These include:-

- Amendments to detail of the block structure to support a more refined parking approach, whilst retaining the design quality of the public realm.
- Attention to the sloping nature of the site so that the development sits more happily and a reduction in scale of retaining structures has now been obtained
- Some fine detail of the massing arrangements have been altered but not significantly. There are no 4 & 5 storey buildings.

Other than the above, your officers believe that most of the Regulatory Plan requirements are very similar to the envisaged regulatory plan principles and should be welcomed as a development that achieves a high degree of sophistication in layout and elevational treatment.

Layout, scale and design, impact on neighbouring properties

The NPPF states that good design is a key aspect of sustainable development and should positively contribute to making places better for people, with high quality and inclusive design. Planning should not impose architectural styles or particular tastes and should not stifle innovation. Development should however seek to promote or reinforce local distinctiveness. What we have here is a form and shape to the development which is entirely appropriate to TMC and the elevational treatment and use

of materials are to a high standard.

The scheme design proposes a mix of house types and both three storey and two storey houses set in an arc fronting the existing TMC spine road. The blocks are interspersed with good quality hard and soft landscaping. To the rear, the development follows what has been approved previously and incorporates two storey houses in terraces and semi detached form together with flats above garages. The Council's Urban Design Officer has been heavily involved in design considerations and she also believes that the proposed development is consistent with earlier phases of TMC development and will have a strong architectural presence onto the TMC spine road and create living streets that are not dominated by the motor car. In particular she has negotiated away the substantial retaining structures that were originally proposed.

The development of apartments and houses is very appropriate for this part of the site. The site is an important gateway into the TMC development and four/five storey blocks are most appropriate. These are broken down with more traditional two storey units in between the blocks. From both the front elevation facing the spine road and from the rear courts, the street scenes show rhythm in terms of massing and rooflines. The development takes advantage of the slope and despite the challenges posed by the difficult terrain and slopes, an urban rather than a suburban solution has been achieved.

In summary officers consider that the proposal respects and responds positively to the context through high quality design, with an integrated design which respects the landscape setting and topography, reinforces the existing street pattern and produces an safe and secure environment, in accordance with policy UD2 of the Wrekin Local Plan, CS15 of the LDF core Strategy and design guidance in NPPF.

Sustainability considerations

Normally running hand in hand with design considerations, it is considered that this issue is a key consideration at TMC given the firm commitments given at the outset to achieving high sustainability credentials and which needs a separate section. Members will be keen to know that this matter hasn't been lost in the developer's drive to ensure that the scheme remains economically viable. The design itself has clearly made use of solar gain with orientation of buildings an important consideration. The houses themselves are designed to increase daylight penetration to kitchens and living spaces by 10%. The standards used will help reduce energy consumption by 20% below Building Regulations and reduce the embodied energy in their construction by 50%. The dwellings are also designed to reduce water consumption by 20% of the national person's average consumption levels. Construction waste reduction of 23 cubic metres is a standard that is to be achieved while long term waste reduction through sufficient waste recycling space within the dwellings and facilities on site are also provided. The dwellings are constructed to Ecohomes Excellent standards (although this standard has been superseded by Code for Sustainable Homes). Nevertheless the original standards set for TMC have not been sacrificed.

The dwellings have been designed with a degree of future proofing. This allows for internal flexibility and adaptation to occur as the needs of the individual householder changes over time. This flexibility allows working from home to take place through ICT provision.

With respect to the sustainability standards of proposed housing, the standards set in 2004 related to EcoHomes. This standard has in effect, been superseded by Code for Sustainable Homes accreditation. All grant aided affordable units are to be to Code for Sustainable Homes Level 3, whilst all other units will be to EcoHomes Excellent standard. Members are asked to note that the EcoHomes Excellent standard cannot be formally certified by the BRE since this system has been superseded by the Code for Sustainable Homes. However, the developers will be employing sustainability consultants to review the units against the EcoHomes Excellent scoring matrix and providing the requisite confirmation professionally, but without the formal BRE certification. Given the demise of this accreditation, your officers believe this is acceptable.

It is believed that the high sustainability standards set out as a core principle in the Millennium Communities project will continue to be achieved by the Phase 3 proposals. In this regard, this development is probably the most sustainable development project being built in the Borough.

Highway considerations and Public Rights of Way matters

The application is supported by a Transport Assessment (TA) that considers the traffic likely to be generated from 560 houses (TMC total) accessed from two mini roundabout junctions off Holyhead Road and seeks to demonstrate that the capacity of these junctions are adequate to accommodate the traffic.

In principle, the applicants believe that the development is broadly in line with both national and local policies that aim to develop out brownfield sites that are accessible and enjoy well developed highway and public transport infrastructure.

The existing bus service has also been assessed. Services that serve Ketley include the no.44 Leegomery/Telford/Madeley service (every ten/twenty minutes depending on time of day), no.703 Wellington College service (1 outbound/1 inbound each day) and the 904 Priorslee/BRJ service (1 outbound/1 inbound each day), no.25 Leegomery-Telford service (every hour), X44 Wellington service (3 peak morning). There are several stops within 250 metres of the site. The development is considered to be in a highly sustainable location in Borough terms for public transport.

In terms of parking, the outline submission and masterplan provided 1.5 spaces per unit. This has been found to be difficult and problematical in terms of sales and there are localised problems of cars being parked on pavements at the junction with Holyhead Road. The developers have increased the level of parking to approximately 2 spaces per dwelling in Phase 3. Despite car ownership levels in the Telford Borough being on

the low side (1.23 cars per household), the increased number is desirable (according to the developer) and this is not argued by your officers.

Overall the developers believe that the development can be accommodated on the highway network and is not anticipated to create problems.

Public Open Space Recreational Provision and Landscaping

The development provides a highly attractive public realm offer and already benefits from a high standard network of cycle/footways that thread through TMC and its ecological areas.

Drainage

There are no concerns expressed in relation to drainage of the site. The site has been laid out and strategic drainage infrastructure provided in accordance with Environmental Impact assessment findings at the outline stage. The application was accompanied by a Flood Risk Assessment (FRA) as part of the application and in accordance with NPPF requirements. The assessment considers the potential for flooding from all possible sources including fluvial, surface water run-off, overland flows, groundwater, sewers and all possible sources, although as the Environment Agency advises, there is low risk from flooding at this location. Although there is outstanding modelling information still to be submitted and verified by the Council's Drainage Engineer to demonstrate that flooding will not occur above 1 in 100 year event, your officers consider that issues of detailed drainage provision can be adequately covered through appropriate conditions.

As with any new development there is a need for positive drainage in order to accommodate and discharge surface water run-off, swales and other SuDS features, including the balancing pond Clearwater Lake, have been used extensively within the site. This is supported in principle.

Planning Obligations

Any permission will need to be tied into the existing section 106 Agreement. However given the viability exercise undertaken and verified by the Council's Group Specialist, this scheme of 66 apartments and houses will generate a reduced profit margin when compared with the consented scheme under TWC/2013/0096. Accordingly, no further section 106 contributions are necessary.

RECOMMENDATION

RECOMMENDATION: That should it be necessary for this development to be tied into the section 106 negotiated as part of permission ref TWC/2013.0096 then subject to the applicants entering into a deed of variation to that Agreement and there being no objections from the Local Highway Authority the Development Management Manager

be given delegated authority to issue a GRANT of FULL PLANNING PERMISSION subject to the following conditions (subject to refinement.:

CONDITIONS :

- | | | |
|-----|-------|---|
| 1 | A04 | Time Limit – commencement of development |
| 2 | B011 | Samples of materials |
| 3. | B012 | Sample panel on site |
| 4 | B019 | Details of windows and doors |
| 5 | B029a | Land Fill Gas |
| 6. | B030 | Access |
| 7. | B031 | Access |
| 8. | B045 | Travel Plan |
| 9. | B047 | Mud on Road |
| 10. | B050 | Shallow mining |
| 11. | B056 | Soil gas |
| 12 | B057 | Land Contamination |
| 13 | B062 | Drainage |
| 14 | B074 | Drainage Brownfield run-off rates |
| 15 | B111 | Archaeology |
| 16 | B126 | Landscape Management Plan |
| 17 | B130 | Tree Protection |
| 18. | B131 | Tree Protection roots |
| 19 | B139 | Custom Condition – replacement of poplar woodland |
| 20 | B149 | Ecology |
| 21 | B150 | Site Environmental Management Plan |
| 22 | B152 | Cycle sheds |
| 23 | B155 | LEAP and NEAP provision |
| 24 | B156 | Phasing |
| 25 | C38 | Development in accordance with deposited plans |
| | | Informatives |
| | 132 | Fire Authority |
| | 140 | Conditions |
| | 117 | Minerals Area |

REASONS FOR GRANT OF PLANNING PERMISSION

This application is for a further development of the Ketley Village Telford Millennium Community and it is considered that it broadly complies with the requirements of the Regulatory Plan and Design Statement set out in the outline planning permission W2004/0981. The density, scale, mass and design of the dwellings reflects the contemporary style of dwellings in phases 1 and 2 of the development of this site and will provide adequate open space and landscaping provision. Furthermore the

development will not adversely impact on the amenities of neighbouring occupiers. These proposals should also meet the landscaping and sustainability targets set out for this development.

The decision to grant planning permission has been taken having regard to the policies and proposals in the Telford & Wrekin Core Strategy Development Plan Document adopted December 2007 and the 'saved' policies in the Wrekin Local Plan 1995 - 2006 set out below, and to all relevant material considerations, including National and Supplementary Planning Guidance:

Saved Wrekin Local Plan Policies

UD2 – Design Criteria

UD4 Landscape Design

OL11 – Woodland and Trees

EH14 - Land stability

EH7 Contaminated Land

EH8 Remedial action on Contaminated Land

LDF Core Strategy

CS1 – Homes

CS12 – Natural Environment

CS13 – Environmental Resources

CS15 – Urban Design

National guidance:

National Planning Policy Framework

In the determination of this application the Council considers it has worked with the applicant in a positive and proactive way, in line with paragraph 187 of the National Planning Policy Framework, 2012. This has led to amended plans and details to the final appearance of the care home facility and surrounding landscaping and that overall this has resulted in the application being acceptable in accordance with the reasons for granting planning permission above.