

**TWC/2014/0272**

**Ivydale, High Street, Coalport, Telford, Shropshire, TF8 7HZ**

**Erection of 12no. dwellings with associated garaging, access, parking and private amenity space \*\*\*AMENDED PLANS AND INFORMATION RECEIVED\*\*\***

**APPLICANT**

**PSL Building Limited, Paul O'Neill**

**RECEIVED**

**01/04/2014**

**PARISH WARD**

**The Gorge Ironbridge Gorge**

**OFFICER Libby Harper**

**OBJECTIONS RECEIVED: Yes**

**THIS APPLICATION IS TO BE RECONSIDERED BY MEMBERS FOLLOWING A MATERIAL CHANGE IN POLICY**

#### Background

This is an update to Members of Planning Committee following the announcement that a five year housing land supply exists for the Borough following the receipt and publication of Telford & Wrekin Objectively Assessment Housing Need Peter Brett Associates, March 2015. The consequences of having a five year housing supply are a new material consideration which requires the Local Planning Authority to ask Members to revisit applications which have resolutions to grant subject to signing of a S106 agreement, and to review the original decision in the light of the change in the 5 year supply position.

Members resolved to approve the outline application on the 5th November 2014, subject to signing of a S106 agreement providing financial contribution towards a recreation facility. The signing of the S106 has however been preceded by the Local Planning Authority's announcement that a five year housing land supply now exists in the Borough, this is evidenced in the Telford and Wrekin Five Year Housing Land Supply Statement 2014-2019 published on the 20th March 2015.

This update is provided to Members following a period of further consultation and the responses received (set out below) reaffirm representations considered as part of the previous report presented to Planning Committee.

The Officer's Planning Committee report for the 5<sup>th</sup> November 2014 and associated pre-committee update are provided below. Through the consideration of the merits of the scheme set out in the Planning Committee report (below), a lack of five year housing land supply was not directly referenced, nor was it referred to within the minutes of the meeting. However, as stated above, the consequences of having a five year land supply are a new material consideration because the development plan's Housing Supply Policies are no longer regarded as being all out of date.

## CONSULTATION RESPONSES:

Following the material change in policy the local authority has undertaken a period of consultation through direct notification to interested parties.

The Gorge Parish Council: No comment

Drainage: Support subject to conditions

Request a pre-commencement condition for a scheme for surface water drainage with a restricted run-off rate, together with details on the future owner of any proposed attenuation feature.

Built Heritage Conservation: No comment

Shropshire Council: Comment

Previous comments apply.

No local representations have been received following a period of consultation.

Agent representation further to LPA letter advising of Council's five year housing land supply and application to go back to Planning Committee:

- The Peter Brett Associates report on Objectively Assessed Housing Need (OAN) which underpins the new Housing Land Supply Statement (HLSS) has yet to be scrutinised and tested. In any event, the availability or otherwise of a 5 year housing supply is only one component consideration in 'The Planning Balance'.
- The NPPF seeks to boost significantly the supply of housing (para 47) and provides a presumption in favour of sustainable development – a 'golden thread' etc . para 55 seeks to promote sustainable development in rural areas and states that housing should be located where it will enhance or maintain the vitality of rural communities.
- Para 12 refers to the importance of having an up-to-date plan and para 14 advises what to do where a plan is absent, silent or out-of-date – granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits.
- Para 215 implies that relevant policies in plans that pre-dated the NPPF can only be given due weight in accordance with the NPPF guidance.
- Para 49 makes it clear that 'relevant policies for the supply of housing should not be considered up-to-date if the LPA cannot demonstrate a five year supply of deliverable land'. It does not, however, state that where a 5 year supply can be demonstrated, relevant policies must be considered up-to-date. That would be stretching a point. I say this because:
- The new HLSS is based upon the fundamental premise that the strategic housing requirements set out in the WMRSS and carried forward into the Core Strategy are out-of-date and no longer relevant - hence the reduced requirement. The Council is therefore effectively acknowledging that the relevant [housing] policies

of the approved Development Plan are out-of-date. The LPA cannot have it both ways.

- The Core Strategy pre-dates the NPPF and is based upon now out-dated evidence and WMRSS policy and it also becomes time-expired in 2016.
- The Wrekin Local Plan (WLP) is even older having been prepared and adopted in 2000, before Telford became a Unitary Authority. It was based upon a Structure Plan etc and covered the period 1995-2006. It is long time-expired and the relevance of its policies are clearly of little weight compared with the NPPF (para 47), which, inter alia, states at paragraph 76: “.....Local Green Spaces should only be designated when a plan is prepared or reviewed...”
- In summary, even if the LPA believes it can demonstrate a 5 year housing supply this does not automatically mean that the Development Plan is up-to-date. I suggest that the Development Plan is clearly out-of-date (it has to be for the HLSS to have any weight) and so the presumption in favour of sustainable development contained in the NPPF should still prevail. In any event, the 5 year land supply is only one issue in the planning balance and the LPA was approving applications for development in the Green Network long before land supply was really an issue.
- In this case, the absence or presence of a 5 year supply was not mentioned at all when Committee previously considered and unanimously resolved to approve the application, having regard to the relevant policies of the Development Plan and other material considerations, including the benefits associated with the proposed development.

#### PLANNING CONSIDERATIONS:

On the 5<sup>th</sup> November 2014 the proposal was considered to be acceptable and in accordance with NPPF policy. The application now has to be considered having regard to the Council's Housing Supply Policies. The land parcel adjoining Ivydale falls within the built up area boundary of Telford which is the focus for the overwhelming majority of new housing development over the plan period in accordance with policies CS1 and CS3. The representations from the applicants' agent contending that the development plan as a whole is out of date are not accepted. However, the agent does make an appropriate reference to para 215 of the NPPF which states that “..due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given).”

On this basis, it is considered by Officers that the consequences of the existence of a five year housing land supply do not undermine the merits of the scheme or suggest an alternative outcome to this application be warranted. When the Council did not have a five year housing supply and the NPPF directed that housing supply policies were therefore out of date, the presumption in favour of sustainable development meant that planning permission should be granted unless any adverse impacts of granting would significantly and demonstrably outweigh the benefits. Even though this strong presumption to grant no longer applies, in these circumstances Officers remain of the

view that the development would not have a detrimental impact on the Green Network as necessitated by saved Wrekin Local Plan policies OL3 and OL4. Accordingly, it is considered that the application is acceptable subject to the conditions and S106 agreement as previously agreed.

Since the original Planning Committee, S106 agreements now need to provide specific details as to the way planning obligation monies will be spent. This is in order to ensure compliance with the Community Infrastructure Levy (CIL) changes that came into force from 6th April 2015.

In respect of the recreation contributions it has been confirmed that this would be used for enhancement works to the neighbouring Silkin Way walking and cycle route,

**RECOMMENDATION:** that DELEGATED AUTHORITY be granted to the Service Delivery Manager of Development Management to GRANT PLANNING PERMISSION subject to the following conditions:

- A) The Applicant entering in to a Section 106 Agreement with the Council relating to:
  - i. A contribution of £600 per 2 bed unit (and above) towards enhancement works to the neighbouring Silkin Way walking and cycle route.
  
- B) The following conditions (with authority to finalise and impose additional conditions to be delegated to the Service Delivery Manager of Development Management):
  - 1. A04 Time limit – full
  - 2. B016 Details of Materials – Conservation Area
  - 3. B017 Samples of Materials – Conservation Area
  - 4. B018 Sample brick panel - Conservation Area
  - 5. B021 Details of Doors and Windows - Conservation Area
  - 6. B062 Surface Water Drainage – including future ownership
  - 7. B079 Drainage – means of addressing overland flows
  - 8. B092 HE – Details of Services : Exterior
  - 9. B095 HE – Details of heads, cills, eaves and corbelling
  - 10. B121 Landscaping design – include native hedgerow and tree species planting
  - 11. B133 Replacement trees
  - 12. B149 Ecology – Lighting Plan
  - 13. B149 Ecology – Bat Survey
  - 14. B150 Site Environmental Management Plan
  - 15. C013 Parking, Loading, Unloading and Turning
  - 16. C016 Gates
  - 17. C020 Highways – visibility splays
  - 18. C029 Geotechs – land stability
  - 19. C38 Development in accordance with deposited plans

- 20.C109 Ecology – Erection of nest boxes
- 21.C109 Ecology – Landscaping Plan

#### Informatives

I06	S106 Agreement
I11	Highways
I21d	Instability – Zone 4 Jacobs
I25a	Nesting birds (pre-construction)
I25e	Trenches
I35	Ecology – Storage of materials
I40	Conditions
I41	Reasons for grant of permission
RANPPF1	Approval NPPF

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### INFORMATION RECEIVED SINCE PREPARATION OF REPORT

Application number	TWC/2014/0272
Site address	Ivydale, High Street, Coalport, Telford, Shropshire, TF8 7HZ
Proposal	Erection of 12no. dwellings with associated garaging, access, parking and private amenity space ***AMENDED PLANS AND INFORMATION RECEIVED***
Recommendation	Full Grant

Since the preparation of the Planning Committee report, a further neighbour representation has been received; this supports the scheme and raises the following issues in relation to this application:

- Good quality development
- National Planning Policy Framework - states that there should be a wide choice of high quality homes to meet people's needs; this development would help to meet the demand for such housing in Coalport
- Coalport was once a thriving village and it would be a great asset to reinstate a "family friendly" development in order to enhance the village community ethos
- Transport - application makes provision for travel by sustainable means, village facilities easily accessible by foot or bicycle, and bus stops for travelling to nearby towns and larger villages are within easy walking distance of the proposed entrance to the development.

In addition, the developer has latterly offered the potential of a private pedestrian access point from the western end of the site through to the Silkin Way and High Street to offer the opportunity to avoid the bridge as presented in a revised site plan and streetscene. It has been identified that there is already a gate which could be re-positioned to achieve a route. Reference is made to a 'potential' link until any rights can be clarified, with neighbouring land owned by the Borough Council.

On the basis of the updates, no revisions to the proposed conditions or informatives are required.

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**PARISH**

The Gorge

**WARD**

Ironbridge Gorge

**OFFICER** Libby Harper

OBJECTIONS RECEIVED: Yes

MAIN ISSUES: Principle of development including Green Network, Highways issues, Scale and Design, Impact on Heritage Assets, Impact on Trees, Land Stability, S106 Contributions

**THE PROPOSAL:**

The application seeks full planning permission for the erection of 12no. dwellings with a new vehicular access provided off High Street, Coalport to the north of the former railway line. The development is proposed to be linear in form; plots 1 – 4 comprising three storey detached 5 bed houses sitting at the entrance; the next four properties (plots 5-8) would form two detached and a pair of semi-detached properties consisting of a mix of two and two and half storey 4 bed houses; three 3 bed houses across plots 9 – 11 as two storey terraced cottages. Plot 12 would then sit at the western end of the development with its principal elevation facing towards the service road and an arched feature window towards the High Street as a two and a half storey dwelling.

Each dwelling would be served by a private driveway providing a minimum of two spaces per unit, five of the units would then have single integrated garages, one with an integrated double garage, and one with a detached double garage, the remaining five having driveways only. Access would be gained towards the eastern end of the development with a turning facility provided to the front of plot 12 at the western edge. Proposed drainage is defined as foul sewage being conveyed to the mains sewer, and surface water to a combination of mains sewer, sustainable drainage system and soakaway.

The proposed scheme has been subject to amendment, alongside architectural detailing, a notable amendment to the form of gardens has been sought with provision

of terracing made across the extent to the site. This application has been submitted following pre-application advice, whereby the level of land stability monitoring, the principle of a linear form of residential development with a reduction from 14 units sought, and access arrangements for the site was agreed.

The application has been accompanied by a Heritage Statement, Flood Risk Assessment, Landscape and Visual Appraisal, Planning Statement, Design & Access Statement, Coal Mining Risk Assessment, Stability Assessment Report with associated Slope Stability Declaration.

#### SITE AND SURROUNDINGS:

The application site measures approximately 0.495 hectares located along High Street, Coalport towards the south eastern edge of the Borough. The site lies within the built-up area of Telford as presented on the adopted Proposals Map; as well as, within the Severn Gorge Conservation Area and Ironbridge Gorge World Heritage Site. It comprises two parcels of land, a larger parcel located to the west of the three storey residence of Ivydale, this area includes a paddock, timber stables – now used for general storage purposes, and a disused ménage sitting at the southern edge bordered by an established leylandii boundary. The second smaller parcel is positioned to the west forming an open paddock located opposite The Brewery Inn and above the associated car park. The site is largely scrub in form. The majority of the application site forms part of the extended curtilage of Ivydale, with the eastern paddock related to The Brewery Inn. The site is principally bounded by a mix of post & rail and post & wire fencing, with planting along the southern edge adjacent to the stable and ménage area.

A field (pasture) is positioned to the north with woodland beyond, a wooded area bounds the western edge linking through to the Blists Hill Wildlife Site, with a public footpath 21 metres from the site accessible off the Silkin Way forming part of the National Cycle Network route 55 linking through to Telford (and when complete will connect to Preston) to the south of the site. The site lies within the vicinity of a number of Listed Buildings –The Brewery Inn to the south of the western parcel, 54-56 Coalport High Street to the south of the eastern parcel sitting beyond the bridge crossing the former railway line neighbouring the site, alongside Ivydale itself as a Building of Local Interest.

The site is subject to a sizeable slope from the bottom (south) to the top (north) with varying level differences - amounting to around 8 metres towards the eastern end of the site and around 10 metres at the western end.

The immediate surrounding area comprises a mix of uses including open space – pasture and woodland, residential development, and a public house The Brewery Inn. The residential properties are varied in nature with a ribbon of post-war semi-detached two storey dwellings along Riverside Avenue to the south west, with a significant number of historic properties along the southern side of High Street including the development at Reynolds Wharf on the site of the former Coalport China works, and dotted around Riverside Avenue. To the west of Reynolds Wharf sits the Coalport China

Museum, Coalport YHA, Enterprise HQ Coalport providing office space for entrepreneurs, and a bike shop, the Tunnel Tea Room & Village Store is located further along High Street along with the Shakespeare Inn. The Silkin Way public footpath and cycleway sits beyond the south of the site.

The application site is situated approximately 2 miles to the south of Madeley, 2 miles east of Ironbridge and 7 miles south of Telford Town Centre.

#### PLANNING HISTORY:

Pre-application enquiries:

PE/2013/0701 Residential development (14 dwellings)

Planning application history:

W2006/0742 Construction of a Menage (Retrospective). Full Granted 07/08/2006

W2005/1204 Retrospective Planning Permission for 1 Stable And Erection of 4 Stables, 1 Feed Room, Menage and 6no. Floodlights. Full Refused 23/11/2005

W2002/0382 - Erection of a Stable Block Comprising of 4 Stables, Tack Room and Open Feed Store (Retrospective). Full Granted 03/06/2002

W2001/0784 - Change of Use of Part of Paddock to Residential Use, Construction of a New Vehicular Access, Driveway and Modification to Extensions Previously Approved Under W99/0491. Full Granted 22/10/2001

W77/0805 - Erection of Two Dwellings, Construction of Vehicular and Pedestrian Access. Outline Refused 13/04/1978

W75/0409.O/L - Erection of One Dwelling House and Construction of Vehicular and Pedestrian Access. Refused pre-1989 29/09/1975

#### PLANNING POLICY CONTEXT:

National Planning Guidance:

National Planning Policy Framework

Wrekin Local Plan:

UD2 Design Criteria

H6 Windfall sites in Telford & Newport

EH14 Land Stability

OL3 Green Network

OL4 Development in the Green Network

OL11 Trees and Woodland

OL12 Open land and Landscape – Contributions from New Development

LR4 Outdoor Recreational Open Space  
LR6 Developers Contributions to Outdoor Recreational Open Space Provision Within  
New Residential Developments

Core Strategy:

CS1 Homes

CS3 Telford

CS9 Accessibility & Social Inclusion

CS11 Open Space

CS13 Environmental Resources

CS15 Urban Design

CONSULTATION RESPONSES:

Two periods of consultation have been undertaken for this application, the latter following receipt of amended plans for the scheme:

Parish Council: Comment

The Gorge Parish Council has no objection to the principle of the development of this site. However the Parish Council asks the following comments are considered:

- Any Section 106 funds from this site be used in Coalport and The Gorge to help with traffic management
- Concerns about the proposed access near the bridge over the disused railway line, visibility over the bridge is a challenge from either side of the bridge, would like to ensure highway safety is taken into account.
- Parish Council has read the stability comprehensive stability report. there is an understanding that there has been a stability issue in the area after the building of a wall some time ago, ask that this is reviewed before the final decision is made.
- Would like to see some more individual character built into the homes ie. chimneys.
- Would like to see the development built in a timely fashion to prevent long term disruption to neighbours.

Further to the 2nd consultation, the amendment regarding installation of chimneys is welcomed, with all other comments remaining the same as before.

Built Heritage Conservation: Support subject to conditions

Initially objected to the scheme considering that the design, scale and massing as inappropriate and therefore harmful to the setting of the World Heritage Site and failed to reflect the prevailing form and concerns raised at the pre-application stage. Following the 2nd consultation, the Conservation Officer has advised that the applicant has engaged in further discussion in respect of this scheme and a reduction in scale and massing has been sought as well as appropriate detailing. On this basis their position has been revised to supporting the scheme subject to conditions requiring details of external joinery, details of external services (gas boxes, rain water goods, flues, vents,

soil pipes etc., samples of all external materials, sample panel of brick and tile/ridge tile showing brick bond, mortar, mortar gauge, Landscaping details front and rear (where not supplied already), details of cills, lintels, eaves and corbelling; all required to ensure that the setting of the World Heritage Site is not adversely affected.

They have noted that they still reserve a query over the treatments of the rear yards/garden which have not yet been addressed. Terracing of these areas should be resisted (and in any circumstances is likely to require planning permission). Alterations to this natural slope to form harsh linear terraces would be considered harmful to the setting of the WHS from a Conservation perspective.

#### Highways: Comment

No objection in principle to the proposal requesting conditions for the provision of visibility splays (2.4m x 43m) to base course level before any other operations are commenced and completed to adoptable standard before the development is fully occupied, provision of the Parking, Loading, Unloading and Turning arrangement prior to commencement of use, that any gates to the proposed access are set at a distance of 5 metres from the carriageway edge and shall be open inwards only, and provision of a Site Environmental Management Plan. An informative has been requested advise the applicant to contact Highways & Transport Maintenance prior to commencing work, and note that the road layout has not been designed to Adoptable Standard therefore the proposed access road will be privately maintained.

#### Ecology: Comment

- The three mature trees in the field have potential to support bat roosts and that the ecological survey did not investigate the trees further, e.g. with a climb and inspect survey or emergence/re-entry surveys, because the trees are due to be retained. If at any point in the future any of the mature trees are going to be removed then they must firstly be subject to bat surveys to ascertain whether a roost is present and whether a European Protected Species licence is required for the works
- Lighting scheme for the site must avoid illuminating the mature trees, otherwise bat surveys will be required because any roosts which may be present will be disturbed by illumination (which is a criminal offence)
- Report recommends that the root protection zones of the mature trees are protected during the construction phase. No materials or plant should be stored within the root protection zones
- Report recommends the root protection zones of the mature trees are protected during the construction phase with no materials or plant stored within the root protection zones
- Area of hedgerow will need to be removed as part of the development, removal must take place outside the bird nesting season and replacement hedgerow planting of native species should take place
- Stable building should not be removed until a check for nesting birds has taken place

- Plant List and Proposed Landscaping plan do not show any native species planting, landscaping plan required that includes native tree and hedgerow species of local provenance
- The Silkin Way runs along the south of the proposed development site, survey report says that 'the bridge under the road has potential for bat roosts and connectivity in this area is good. However this section is unlikely to be affected by the development providing lighting is kept low power and minimal.' The lighting scheme for the site needs to be sensitive to bats (and other nocturnal species)
- Conditions requested for the erection of bat and bird boxes; submission of a lighting plan seeking to minimise disturbance to bats; provision of an updated landscaping plan to include native hedgerow and tree species planting; alongside, informatives for nesting birds, trenches, storage of materials, and bat surveys on trees.

No additional comment is made for the 2nd round of consultation.

Arboricultural: Support subject to conditions

Initially objected to the scheme identifying that conflicting information exists for the proposal, querying whether trees are already felled but ground protection shown as road construction within the Root Protection Area. Further to receipt of additional information, the application is now supported subject to conditions.

Drainage: Support subject to conditions

Request for a condition necessitating the submission and approval of a scheme for surface water drainage which shall restrict surface water run off to 5 litres per second per hectare and any attenuation feature should be designed to attenuate all flows up to and including the 1 in 100 year event +30% for climate change, details on the future owner of any proposed attenuation feature is required.

Parks & Open Space: Comment

New residents to the area will increase demand upon the existing recreational resource. The development proposes a number of properties which will contribute to the need of recreational facilities for the area. There are some nearby recreational facilities (the Silkin Way) which could be enhanced in order to maximise the capacity and meet the need arising out of this development. Parks & Open Space suggest that should development (if successful) provide 2 or more bedroom properties; that this need be met through conditioning of WLP Policies LR4 and LR6, and therefore . suggest an appropriate sum to request would be £600 per property in relation to this policy and has been previously agreed on past approved applications.

They add that there is open space proposed within the development but no indication as to how and who specifically is to manage this. If this is not to be adopted by the Council there will be a requirement for a detailed landscape management plan which not only identifies how the area is to be managed, but also identifies how this is to be funded for the long term.

No additional comment has been made for the 2nd round of consultation.

#### Education: Comment

Having reviewed the current situation with pupil numbers at what are considered to be the local schools for the area, and current known developments within the vicinity of the proposed development, Education confirm that in the circumstances they would not be seeking a section 106 contribution to primary education facilities from this development.

#### Environmental Health (Contaminated Land): No comment

#### West Mercia Constabulary: Comment

There are opportunities in this scheme to design out crime and /or the fear of crime and to promote community safety. Therefore should this proposal gain planning approval, condition requested that the applicant should aim to achieve the Secured by Design (SBD) award status. SBD is a nationally recognised award aimed at achieving a minimum set of standards in crime prevention for the built environment, the scheme has a proven track record in crime prevention and reduction. No further comment made.

#### Shropshire Council Policy & Environment Sustainability Group: Comment

No comments regarding the proposed development itself. However, the proposed development site lies 140 metres to the northwest of Coalport Bridge, a Scheduled Ancient Monument (SAM Ref: 1006235, "Coalport Bridge"), and 530 metres to the southeast of the Hay or Coalport Inclined Plane, also a Scheduled Ancient Monument (SAM Ref 1003023, "Coalport Inclined Plane"). The development may impact on the setting of these Scheduled Monuments. I therefore recommend that English Heritage be consulted for their views on this application prior to its determination. Reiterated for 2nd consultation.

#### 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". Reiterated for 2nd consultation.

#### Neighbour consultation responses:

Four representations objecting to the scheme further to the 1st consultation and one representation supporting the scheme; with one representation objecting further to the 2nd consultation and three supporting the scheme. Issues raised can be summarised as follows:

##### 1st consultation

##### Object

- Poor design – including overshadowing the Silkin Way and creating a poor outlook from The Brewery Inn, Brewery Cottage, the Inn's car park, the High Street
- Concern substantial surface water run-off from sloping gardens and hill behind due to height difference - averting or diverting the flow must be an important

consideration, residents nearby were evacuated from their flooded homes several years ago and the High Street suffers annually from flooding, impermeability of the site's hardstanding can only add to the problem

- A more modest proposal would be better - 2 to 4 individually designed houses of architectural and particularly ecological merit, with larger gardens, decreased density
- Development does nothing for Coalport forming part of the World Heritage Site
- Increased traffic – road already busy
- Narrowness of bridge in vicinity of site, subject to hold ups already
- Lots of accidents on bend in road
- Loss of privacy
- Land stability – ongoing problem in the Gorge, problem of slippage on neighbouring land at rear following works to retaining wall behind Ivydale by current owner [applicant]
- Land drainage – groundwater pooling after ground has been cut into and a retaining wall built
- Potential terracing of land behind houses - not clear from plans whether land will be terraced with retaining walls, or covenant on sale preventing future owners terracing land. Agree with recommendation of stability assessment construction of new cut slopes and retaining walls should be assessed by a suitably qualified engineer, and assessment should consider both land stability of new earthworks and retaining walls as well as impact on overall stability of the site area – request as condition of any approval, with Severn Gorge Countryside Trust being consulted with retaining all and drainage detail

#### Support

- Coalport in need of some regeneration – needed to support business, village
- Once a thriving community with a shop, post office, church, triple the amount of public houses, bus service, thriving industries and ten times as many residents
- Sympathetic regeneration required

#### 2nd consultation

- Amendments not sufficient to make development acceptable
- Poor design – including too cramped between selection of Listed Buildings
- Impact on wildlife
- Impact on heritage
- Too much development - three or four individually different homes could be an acceptable alternative, too many people with ongoing services and transport needs
- One way bridge next to site listed
- Fear of water run-off from the steep hill behind - already shown photographed signs of movement following a previously small project
- Questioned why approve such a dense scheme when previous unacceptance including demolition of small scale applications nearby

## Support

- New custom for Public House, could warrant extending opening hours
- Never seen land stability issue on site over 35 years of residence
- Design, planning, position and screening supported
- Existing trees and planned planting will allow the proposal to sit neatly on the site now reduction in number of properties from fifteen to twelve
- Reference to new builds e.g. Waterloo Street, cottages on Hodgebower with garage and off street parking taken away worst eyesore in Ironbridge.

## PLANNING CONSIDERATIONS:

### Principle of development

The National Planning Policy Framework represents the most up to date national policy guidance that all development needs to be assessed against. Paragraph 14 defines that at the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through decision-taking, and advises Local Authorities to 'proactively drive and support sustainable development to deliver homes. At the local level, both the Core Strategy and Wrekin Local Plan pre-date the NPPF. The Core Strategy through policy CS1 and CS3 identify Telford as the focus for the overwhelming majority of new housing development in the Borough over the plan period affording merit to the scheme. The site falls within the built up area of Telford, it is located within walking distance of a number of facilities and services, and the proposed housing can be viewed in terms of supporting and maintaining the existing local services.

The site falls within the Green Network as shown on the adopted Proposals Map. Specifically, Policies OL3 and OL4 of the Wrekin Local Plan relate to the intrinsic value of the Borough's Green Network as well as providing guidance to development within this designation. Policy OL3 sets out the 6 aims of the Green Network which include maintaining Telford's image as an attractive place to live and work, the separation of the built up areas with green wedges, to provide informal recreation and open space and to protect the Borough's ecological and archaeological heritage. The NPPF however asserts the local green space designation should only be used where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value, tranquillity or richness of its wildlife.

It is argued within the application material that the purpose of the Green Network is not reflected within this application site in that the proposal is of a high quality comprising a mix of houses enhancing the housing stock for the benefit of the local community and will enhance the Borough's image and more specifically that of the Gorge; that the development is small scale and would be compatible with the general density, grain and linear form of development in this part of Coalport therefore reinforcing and enhancing the individual identity of Coalport and the Gorge; consolidate the existing linear pattern of Coalport and not lead to coalescence of any other settlement; site does not form an integral part of an easily accessible 'green lung' and its loss would not diminish the value of the surrounding Green Network – such as the more open countryside that rises

up steeply to the north, or the wooded area immediately to the west; the site is in private ownership and there is no public right of access across or immediately adjacent to it, so it does not constitute open land that helps to meet the recreational needs of the area; the land is of low ecological value but could be enhanced through appropriate measures arising from development; the site does not function as an open space link that accommodates a footpath, cycleway or an ecological corridor, nor would it prejudice any of these aspects related to the Silkin Way.

Given the case made, as well as that a portion of the site is taken up by the stables and ménage, that the site is inaccessible to the public and the fundamental features of the site worthy of retention in terms of the established and more higher value trees in terms of adding visual character to the site can be retained through development, that the site links to built development at its eastern edge, it is considered that development of the site would associate strongly with the existing character in the locality and would not create harmful visual impact and therefore would not have a detrimental impact on the Green Network; thus the principle of development on this site is acceptable.

### Design and Heritage

The site is located within the Ironbridge World Heritage Site and the Severn Gorge Conservation Area where 'development will be expected to be of the highest standards of design and will preserve or enhance the character or appearance of the area...and the international value of the Severn Gorge as a World Heritage Site' as outlined in policies SG1 and HE3 of the Wrekin Local Plan. Policy H6 further necessitates that proposals show a high quality of design, especially in Conservation Areas, or have an adverse impact on the local environment, especially in its relationship with adjacent land uses. Policy UD2 of the Wrekin Local Plan asserts that development must respect and respond positively to the context, and enhance the local environment through high quality design, and it will be assessed in relation to its scale, form, density, orientation, layout, proportions, materials and access etc.

This application is accompanied by a Design & Access Statement and Heritage Assessment seeking to demonstrate that the above policy requirements have been fully satisfied. In drawing together the scheme, an assessment of the local vernacular was undertaken, with a reflection of local character sought within the scheme derived, the eastern edge of the plot seeks to reflect its nearest neighbour of Ivydale with what has been termed 'bookend' features through the extending elements from the principal elevations at the front seeking to create a courtyard context as the entrance to the development. These features have been subject to debate and amendment by Officers, and were considered too dominant being both tall and wide and thus essentially detracting from the attractiveness of the rest of the principal elevation. The application material highlights that visually the larger buildings require larger doorcases to keep in proportion to the mass of the frontage, this point is agreed and highlights the need to let such a feature be clearly evident as a fundamental feature of the design rather than being diminished by an overly large extension. The design has been duly revised through movement away from the front door and the extensions reduced in scale to present a more subservient component on plots 1 and 4.

The middle stretch of the development represents a transitional element of mid-range scaled properties leading to the terraced units at the west of the site with this edge marked by a further 'bookend' feature through plot 12. This plot has been subject to amendment through a reduction in its scale to read more appropriately related to neighbouring units, and the style of its porch with the original considered to be out of character with the rest of the development. As requested by the Parish Council, further chimneys have been added to the design reinforcing the traditional appearance and adding variety to the roofline, a greater emphasis on achieving a more standard terrace formation at the western end has further been achieved. This lower scale development would be more exposed and therefore a smaller scale development is considered appropriate, where as to some extent the larger developments would be screened to a greater extent and its impact reduced. Features not in keeping with the prevailing form have been removed, including the roundel features, screening of the roof terraces, to create an appropriate streetscene for this location.

The proposed density equates to 24 dwellings per hectare, this is considered acceptable on the basis of the position of the site in Coalport, the mix of dwellings entailed from 3 to 5 beds, the sloping nature of the site to the rear, and notably denotes a reduction from the pre-application stage where 14 dwellings was proposed, and was considered to represent overdevelopment of the site.

An indication of materials and detailing is proposed within the application submission. This includes an indication that traditional depth window reveals are to be used of minimum 40mm, in this respect a reveal of 75mm minimum is a standard sought by the Local Planning Authority and would be conditioned as such; the two parts of the development are to be given different facing brickwork using more of a buff brick to the formal areas and more red to the lower part of the development to further highlight the distinction between the formal courtyard and the remainder, this is considered to be a feature in keeping with the locality. It is proposed that the frontages are to be laid in Flemish bond with rear and side elevations are to be laid in stretcher bond. However, as a number of units have side elevations clearly visible in the immediate and in part wider streetscene, including plots 1, 4 and 12, this is not considered appropriate and Flemish bond would be required on all but the rear through appropriate conditioning.

Amendment has been sought as to the headers on plots 5-11 to be in more in keeping with The Brewery Inn and the neighbouring stretch of terraces as the closest existing reference point for this section of the development. Hard landscaping at the front is proposed as Raj Green natural stone paving, which has the appearance of York stone, and road surfaces to be tarmacked with use of setts to break the areas of tarmac and for edging. Agreement around the final collection of materials would be required should this application be approved by Members through condition, the road surface for instance should not be a standard black top finish, a brown say being considered more appropriate.

Further conditions are requested by the Conservation Officer to address the detail of materials. Subject to appropriate conditioning, the scheme is considered to preserve and enhance the Conservation Area and World Heritage Site, and development will not have a significant effect upon the setting of designated heritage assets.

The proposed development will directly improve and enhance the area and therefore complying with policy CS14 of the Core Strategy as well as policy SG1 of the Wrekin Local Plan. Furthermore, the Council's Conservation Officer is supporting this application subsequent to the amendments secured.

A loss of privacy has been raised related to properties sitting to the south of the development, at the closest point the distance applying is 30 metres and entails notable planting in between, a greater level of separation applies to units sitting at the western edge. It is therefore considered that the site is a sufficient distance from nearby residential properties with adequate screening remaining and proposed to ensure that the proposed development can be accommodated without detriment to existing residential amenities, and moreover the proposal will not adversely affect the setting of the Listed Buildings in the locality and neighbouring Building of Local Interest. An issue was identified with a 2nd floor side window and an inadequate separation distance to neighbouring Ivydale, an amended plan has been submitted removing the window accordingly.

A particular emphasis has been placed by Officers on delivering a form of rear garden that would provide a more practical form of amenity, bearing in mind the family sized context of the units and the nature of the slope entailed. Amendments have been made to the scheme to provide a partial terracing approach at the rear. In addition to the originally proposed rear and side terraces (applying to a number of plots), a terraced garden element is proposed on 9 of the 12 plots, where this is approach not proposed this relates to the position of respective Root Protection Areas, one of the properties entails a side and rear patio, and entails lesser graded slope.

Whilst ideally a garden with a lesser extent of slope would be secured against the size of the properties entailed, the approach is considered the best compromise achievable for a property in The Gorge, notably it also enables a standard approach to be secured across the site at the outset that has been desired by Officers, and enabled consideration of the cumulative stability context rather than a piecemeal approach as could be anticipated down the line should an element of terracing not be included if this application is determined favourably and duly implemented. The Conservation Officer has raised concern over further terracing of the gardens, and notably as an earthworks operation would require planning permission in any case, a future control is therefore already in place in this respect.

#### Land Stability

Policy EH14, in combination with H6 and paragraph 120 of the NPPF make clear the need for proposals to demonstrate that land stability will not arise within the site or elsewhere through delivery of the development and that appropriate remedial action is

taken, the latter placing the responsibility for securing a safe development as resting with the developer and/or landowner. The site lies within Zone 4 of the Jacobs Geomorphological Mapping Report for this part of the Ironbridge Gorge where a 12 month monitoring period of an application site is required. An assessment as required has been undertaken and a slope stability declaration form completed by a competent person duly submitted identifying that ground instability cannot reasonably be foreseen within or adjacent to the site within the design life of the proposed development, this has also been resubmitted for the site having taken in to account the revised design with particular reference to the introduction of further retaining walls and terracing at the rear. Works will be conditioned accordingly; with the proposal according with the requirement of policy.

#### Highway Safety and Drainage

Policy H6 necessitates that a new housing site can be adequately accessed and parking provided. The proposed vehicular access would be provided towards the eastern edge of the development, with removal of some of the existing trees along the southern edge to gain access and to provide the required visibility. The Agent has had pre-application discussions with the Council's Highways Engineer and has sought to address their comments, in order to design appropriate access arrangements for the development.

Local concerns regarding the narrowness of the road bridge to the south west, proximity to the associated bends in the road and concerns over increased traffic are noted. The Highways Engineer has however assessed the access arrangement and the local context, determining that the requisite visibility splays for the access can be accommodated and that the proposal meets highways requirements subject to conditions relating to provision of visibility splays to base course level before any other operations are commenced and completed to adoptable standard before the development is fully occupied, provision of the Parking, Loading, Unloading and Turning arrangement prior to commencement of use, that any gates to the proposed access are set at a distance of 5 metres from the carriageway edge and shall be open inwards only, and provision of a Site Environmental Management Plan. The proposal is therefore considered to accord with this requirement of policy H6.

Concern has been raised as to the means of controlling surface water run-off from the site. The application proposes that surface water will be dealt with by a combination of mains sewer, sustainable drainage system and soakaway. At the pre-application stage reference was made by the Council's Drainage Officer of awareness that during the 2007 event a large volume of surface water runoff flowed along the footpath to the south of the site and discharged into the Brewery Inn car park causing some damage. In addition several properties at the junction of Coalport High Street and Coalport Road were internally flooding during the 2007 event.

As the site did at that point fall within Flood Zone 2 associated with the River Severn to the south, a Flood Risk Assessment (FRA) was requested and whilst flooding in this location is unlikely, it was identified that all properties should be designed with flood

resilience measures such as self-closing air bricks and flood resistant doors to prevent water ingress, and that due to the sloping nature of the site and adjacent flooding issues there is a need for overland flow to be addressed. Further clarification has been sought by officers as the representation of the Drainage Engineer did not specifically reference overland flows, they have confirmed that have subsequent to the pre-application stage, the Environment Agency has revised the flood zone mapping for main rivers. The most up to date flood extent indicates that the site is no longer within Flood Zone 2 (now Flood Zone 1).

As the risk of flooding from the River Severn is now better understood the requirement for flood resilience measures need no longer be included. They are however still concerned about the potential for overland flow from the above slope to affect the development, and that the FRA prepared for the site has identified overland flow as a possible source of flooding but no details were included on how these will be addressed. They have therefore requested an additional condition relating to details of how overland flows running across the site will be addressed prior to commencement of development. On this basis, the known issue can be appropriately mitigated through a condition, such that the scheme is supported by the Drainage Engineer and the site can be adequately drained in accordance with H6.

#### Trees, landscaping and Ecology

Development comprises removal of a number of trees along the southern perimeter of the site, along with stretches of conifers around the ménage, and two trees across the existing boundary between the two parcels of land comprising the site. Removal is sought principally to facilitate provision of the access and driveway, as well as to enable delivery of plot 12. A pre-commencement Tree Protection Plan has been submitted and works can be conditioned accordingly; it is also proposed that replacement planting will be undertaken. The original objection of the Arboricultural Officer has been removed further to the submission of additional detail particularly in respect of where the tree protection is to go, what is protected, and where the ground protection areas are. Clarification is sought as to how the ground protection no dig areas are to be constructed and installed, and details of the replacement planting (species and location), and will be addressed prior to determination. On this basis, the trees that make the more valuable contribution to the character of the landscape across the site are retained, replacement will be secured for those trees lost, therefore retaining a leafy natured setting for the development, whilst strengthening the relationship between the proposed development and the streetscene along High Street. The development is therefore considered to accord with the requirements of policy OL11.

The context of the trees within the development is a principal issue in the representation from Ecology seeking to ensure that bats and birds are protected through the construction phase and longer term. Officers consider that the protection and enhancement of biodiversity can be sufficiently addressed by the requested conditions and informatives in accordance with policy CS12.

A landscaping plan has been submitted as part of this application indicating the intensification and formalisation of low level planting along the southern edge of the site. Bearing in mind the additional level of terraced garden introduced, the requirement for further native species within the context of ecology, and as required by the Conservation Officer, a landscaping condition requiring the submission of a revised scheme covering the site as a whole is considered appropriate.

#### Planning Obligations

The application triggers the consideration of contributions towards education provision and parks & open space due to its size as a 10+ dwelling scheme; as the site falls below 15 dwellings and 0.5ha the requirement for affordable housing has not been triggered. The development proposes a number of properties which will contribute to the need of recreational facilities for the area, the Silkin Way having been identified as a nearby recreational facility which could be enhanced in order to maximise the capacity and need arising out of this development. The Council's Parks & Open Spaces Officer therefore seeks a contribution of £600 per dwelling towards offsite play and recreation to satisfy the requirements of saved Wrekin Local Plan policies LR4 and LR6. In this instance, the Education department have confirmed that no request is made for a contribution towards education provision.

#### Other matters

The Local Planning Authority has given consideration to the objections received by neighbouring dwellings and the Parish Council. A desire to see the development built in a timely fashion to prevent long term disruption to neighbours is appreciated. Whilst it is noted from the material submitted that it is the applicant's intention to build out the development for sale at the earliest available opportunity, a control can only be placed over commencement of development rather than delivery of the scheme in its entirety, what can be controlled is measures for the control and reduction of noise from construction works, and the hours of operation of construction works and other works on the site, through imposition of a Site Environmental Management Plan. Notably, this condition is also requested by the Highways Authority in terms of avoiding congestion and safety issues on surrounding roads requiring details of measures for the prevention of mud being deposited on the highway.

Shropshire Council recommended that consultation with English Heritage be undertaken as the site lies 140 metres to the northwest of Coalport Bridge, a Scheduled Ancient Monument (SAM Ref: 1006235, "Coalport Bridge"), and 530 metres to the southeast of the Hay or Coalport Inclined Plane, also a Scheduled Ancient Monument (SAM Ref 1003023, "Coalport Inclined Plane"). Whilst the distances entailed are acknowledged, bearing in mind the position of the site and citing of the proposed development related to the topography and position of neighbouring development, this was not felt necessary in this instance.

To summarise, the proposed development will have a positive impact on the immediate locality as well as the World Heritage Site designation, the principle of the development including the proposed new access on to High Street is considered acceptable in this

location, and the layout demonstrates that the development can be accommodated without significant impact on nearby residential amenity, the prevailing character, highway safety of the natural environment. Accordingly, officers consider that proposal complies with the relevant national and local planning policies and recommend the application for approval subject to a financial contribution towards recreation provision and appropriate conditions.

**RECOMMENDATION:** that DELEGATED AUTHORITY be granted to the Service Delivery Manager of Development Management to GRANT PLANNING PERMISSION subject to the following conditions:

- A) The Applicant entering in to a Section 106 Agreement with the Council relating to:
  - i. A contribution of £600 per 2 bed unit (and above) towards off-site play and recreation
- B) The following conditions (with authority to finalise and impose additional conditions to be delegated to the Service Delivery Manager of Development Management):

- A04 Time limit – full
- B016 Details of Materials – Conservation Area
- B017 Samples of Materials – Conservation Area
- B018 Sample brick panel - Conservation Area
- B021 Details of Doors and Windows - Conservation Area
- B062 Surface Water Drainage – including future ownership
- B079 Drainage – means of addressing overland flows
- B092 HE – Details of Services : Exterior
- B095 HE – Details of heads, cills, eaves and corbelling
- B121 Landscaping design – include native hedgerow and tree species planting
- B133 Replacement trees
- B149 Ecology – Lighting Plan
- B149 Ecology – Bat Survey
- B150 Site Environmental Management Plan
- C013 Parking, Loading, Unloading and Turning
- C016 Gates
- C020 Highways – visibility splays
- C029 Geotechs – land stability
- C38 Development in accordance with deposited plans
- C109 Ecology – Erection of nest boxes
- C109 Ecology – Landscaping Plan

#### Informatives

- I06 S106 Agreement
- I11 Highways

I21d	Instability – Zone 4 Jacobs
I25a	Nesting birds (pre-construction)
I25e	Trenches
I35	Ecology – Storage of materials
I40	Conditions
I41	Reasons for grant of permission
RANPPF1	Approval NPPF