

TWC/2016/0804

Land Rear of Units 1A-1C, Gatcombe Way, Priorslee, Telford, Shropshire
Reserved matters application for the erection of 20no. dwellings and garages to include, access, appearance, landscaping, layout and scale in pursuant to outline application TWC/2012/0530***AMENDED DESCRIPTION AND PLANS***

APPLICANT

Central and Country Developments Limited, Nick Laight

RECEIVED

30/08/2016

PARISH

St. Georges and Priorslee

WARD

Priorslee

OFFICER Ian Lowe

OBJECTIONS RECEIVED: YES

CLLR VERONICA FLETCHER HAS REQUESTED THAT THIS APPLICATION IS DETERMINED BY PLANNING COMMITTEE

THE PROPOSAL IS SUBJECT TO A S.106 AGREEMENT FOR A CONTRIBUTION OF £9,000 TOWARDS TRAFFIC CALMING ON GATCOMBE WAY

1. THE PROPOSAL

- 1.1 The proposal seeks Reserved Matters consent for residential development on land off Gatcombe Way in the Priorslee area of Telford.
- 1.2 An amended scheme has been submitted, omitting a pair of semi-detached dwellings and replacing them with a block of 4 flats. This alteration follows the submission of an odour assessment and suitable mitigation recommendations.
- 1.3 The proposed development would comprise of 20 dwellings in total of which 16 would be two and a half storey 3 bedroomed semi-detached dwellings and 4 would be 1 bedroomed flats contained within a two storey building. There would be 42 parking spaces in total (2 per dwelling and 1 per flat and including 5 garages). The site has an area of approximately 0.47hectare providing 42 dwellings per hectare (dph).
- 1.4 The scheme would provide 30% Affordable Housing. These are indicated as plots 15, 17, 18, 19 and 20 (Social Rent Units) and plot 16 (Shared Ownership Units). Of these, 4 units are 1 bedroom flats and 2 units are 3 bedroomed semi-detached houses but this would be confirmed as part of the lettings plan required by the S.106.
- 1.5 The application is supported with traffic count and speed data survey, a noise report and an odour assessment.

2. BACKGROUND AND SITE HISTORY

- 2.1 The application site, known as plot D3, forms part of a larger outline application originally granted outline consent in July 2009 (W2002/1421) and includes several other development plots. This was approved subject to planning contributions towards affordable housing, education, open space and maintenance and play facilities and maintenance (both on and off site).
- 2.2 A later outline application was submitted (TWC/2012/0530) which modified the condition to extend the time limit for implementation of the permission from the original 2002 outline. This application was approved in September 2014 subject to a revised S.106. The financial contributions remained as per the original agreement but changes of wording and terminology were required to reflect the time that had elapsed since the original application came to committee in 2003.
- 2.3 In February 2016, a Deed of Variation of the original S.106 agreement was approved by Planning Committee. This variation altered the triggers and timescales of when contributions should be paid, with a number of these triggers linked to the commencement of development. At the time, The Home and Communities Agency (HCA) who were the owners of the site, had marketed plot D3 (application site) and advised that this was likely to be the first plot where development would commence. The HCA advised that the preferred developer was proposing a scheme of 100% affordable housing for this plot although this did not become a requirement of the approval which did not alter the original requirement of 25% across the development as a whole. Revising the triggers and timescales for when S.106 monies were to be paid has allowed for this plot to come forward, and if approved under this current reserved matters application will facilitate the start of development on site.
- 2.4 The original S.106 required the provision of a Neighbourhood Equipped Area for Play (NEAP) on plot D3 and contributions towards its adoption and maintenance. In addition further contributions were required for the upgrade of the existing NEAP at Kesworth Drive and towards the construction of a NEAP within 1,000m of the development, on Teece Drive. Although these financial contributions remained the same, it was agreed that an alternative site for the NEAP could be put forward so that plot D3 could be submitted with an affordable housing scheme.
- 2.5 The following S.106 payments will be triggered as follows relating to the application site (plot D3). Additional contributions would be triggered separately upon commencement of the other plots within the outline consent :
- Education – 5% of £405,000 upon commencement of plot D3
 - Recreation - £29,200 within 12 months of commencement of plot D3 (towards adoption and maintenance of a NEAP on either council owned land or plot J2)
 - Recreation - Provide agreed funding, a maximum of £55,000, for construction of a NEAP within 12 months of the completion of plot D3

- 2.6 At the time, the applicant indicated that the preferred purchaser of the site would want to operate a 100% affordable housing scheme on plot D3. As this has not yet come forward, the applicant has continued with the submission of the application now before members indicating a scheme with 30% affordable housing which is 5% more than required by the S.106 agreement. In order to accord with the S.106 agreement, prior to any development the developer will be required to submit a plan to be agreed by the Investment Strategy & Partnerships Officer showing the location, mix and type of affordable units prior to the commencement of development on each phase.

3. SITE AND SURROUNDINGS

- 3.1 The Priorslee area is located to the north of the M54 accessed from junction 4 of the motorway via Castle Farm Way which dissects the predominantly residential area into east and west segments. Gatcombe Way forms the main feeder road that runs through the eastern segment of the Priorslee estate, off which there are a number of capillary roads where housing is formed.
- 3.2 The majority of housing located around Gatcombe Way is detached, although there are also examples of terraced dwellings such as those located immediately to the north east and south of the application site.
- 3.3 To the north west of the application site and also accessed off Gatcombe Way is Redhill Primary School; a school field is located to the west of the application site and separated by a boundary of dense hedging/foilage. Immediately to the north of the application site is a single storey terrace of local shops and a medical practice. The shops include a convenience store and a takeaway. To the south of the site is a public right of way which separates the site from other residential development. Immediately opposite the site to the east is a small parkland area with footpath, public art and a children's play area.
- 3.4 The application site consists of a grassed area enclosed by post and wire fencing on the eastern and southern boundaries. Palisade fencing extends along the rear of the shops and medical practice. The site is relatively flat.
- 3.5 The area is considered to be highly accessible with good footpath and cycle links, a bus service which serves the railway station and town centre as well as excellent access to the motorway.

4. PLANNING POLICY CONTEXT

- 4.1 National Guidance:
National Planning Policy Framework (NPPF)
- 4.2 Saved Wrekin Local Plan:
UD2 Urban Design
- 4.3 Telford and Wrekin Core Strategy:
CS1 Homes

CS9 Accessibility and Social Inclusion
CS15 Urban Design

- 3.6 Telford and Wrekin Local Plan (2011-2031 – Submission Version 2016)
BE1 Design Criteria
SP1 Telford
SP4 Sustainable Development

5. SUMMARY OF CONSULTATION RESPONSES

Standard consultation responses

- 5.1 St. Georges and Priorslee Parish Council: Object
Raise concerns on overdevelopment of site.
- 5.2 Cllr Veronica Fletcher: Object
Considers the proposal to be overdevelopment of site and raises concerns about vehicular access.
- 5.3 Highways: Support subject to conditions
Conditions requested relating to parking and turning, road design and visibility splays. The highways officer also requests a S.106 agreement of £9,000 towards the implementation of traffic calming which would consist of a build out and speed cushion. The traffic calming is required in order to bring the speeds down so they are in line with the achievable visibility splay as you look left from the proposed development access (2.4m x 32.5m).
- 5.4 Drainage: Support Subject to Conditions:
The conditions from the outline application are still applicable relating to the submission of schemes for each phase relating to both foul and surface water drainage.
- 5.5 Ecology: Support Subject to Conditions
This small portion of the site is identified in the original outline permission as the area which does not require a European Protected Species Licence with respect to great crested newts due to distance from the known great crested newt pond. Provided that the conditions from the outline permission remain relevant to this reserved matters consent, there will be no resulting ecological impacts.
- 5.6 Pollution Control: Support Subject to Conditions
Support the development subject to the development being in accordance with the mitigation measures as stated within ADC Acoustics (noise) survey dated the 27th September 2016 pages 9 and 10 and the mitigation measures as stated on page 9 of the WYG Planning & Environment Odour Survey and Assessment dated November 2016 (option B).

- 5.7 Parks and Open Space
The proposed maintenance highlighted on the landscape plan is insufficient in detail and does not include all items to be managed and as such will require a long term management plan.
- 5.8 Affordable Housing: Comment:
The affordable homes are still to be agreed prior to development in accordance with the S.106 but that the scheme does provide 25% affordable housing in accordance with that agreement. However as proposed, the affordable homes are not well integrated with the remainder of the development and that a mix of two and three bedroom family bed houses would be preferred. Whilst the preferred purchaser may propose a scheme for 100% affordable housing, this would still need to be agreed prior to development.
- 5.9 West Mercia Police: Comment
The proposal should seek to achieve the Secured By Design (SBD) award status for this development.
- 5.10 Shropshire Fire Service: Comment
As part of the planning process, consideration should be given to the information contained within Shropshire Fire and Rescue Service's 'Fire Safety Guidance for Commercial and Domestic Planning Applications'.

Neighbour consultation responses

- 5.11 Neighbouring occupiers have been consulted including on the amended plans.
Comments from two neighbouring occupiers have been received relating to concerns about the location of driveways near to the bend onto Gatcombe Way and concerns about the direction construction traffic including the potential impact upon the nearby school. A further concern relates to the potential loss of existing hedgerows along the south and western edges of the site. No objections to the development have been received.

6. PLANNING CONSIDERATIONS

- 6.1 Having regard to the development plan policy and other material considerations including comments received during the consultation process, the planning application raises the following main issues:
- Design and layout of the development including the impact on the character and appearance of the area
 - Affordable housing
 - Highways
 - Outline Conditions
 - Other Considerations

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

- 6.2 The application has been submitted following pre-application advice. The application has been submitted based upon the advice provided, although requested noise and odour surveys were submitted later in the process. The necessity for these surveys relates to the proximity of the development to a hot food takeaway located in the adjacent development which has both flues and air conditioning units that back on to the application site. Although the noise assessment confirmed there would be no adverse noise issues, the odour assessment concluded that the nearest semi-detached houses would be affected by the smells emitted from the takeaway. Following discussions with officers, it was concluded that the most suitable option for this area of the site was to replace the dwellings with flats. It was agreed that the flats would not have their own private amenity space, which could be a cause of complaints due to the odour issue. To support this it is noted that the development is located directly opposite an area of landscaped park land, with seating area, footpaths and play area. Furthermore, the odours inside the flats could be controlled by a specific type of mechanical ventilation. This would allow the occupiers of each flat the option of opening doors and windows, or the use of the ventilation system which would omit odours. Each flat would have a small window facing out towards the takeaway, but it is noted that this is a small secondary window to the living/kitchen area of each flat and does not provide the main source of light or outlook.
- 6.3 The Wrekin Local Plan, Policy UD2 Design Criteria, requires new development to be of high quality and distinctive design, whilst also respecting and relating to the context, both visually and functionally and enhancing the quality of the local environment. This policy advises the Council to assess the development in relation to its scale, massing, form, density, orientation, layout, proportions, materials, landscape elements, access and spatial quality. In addition to this policy, the Core Strategy, CS15 Urban Design, states the design of development will assist in creating and sustaining safe places, strengthening local identity and projecting a positive local image, positively influencing the appearance and use of the local environment.
- 6.4 Paragraph 216 of the NPPF states that from the day of publication, decision-takers may give weight to relevant policies in emerging plans according to their status and consistency with the framework. As such, some weight should be given to the emerging Telford and Wrekin Local Plan (2011-2031) which is currently at submission stage, with examination in public to commence January 2017, and will ultimately replace the Core Strategy and existing Local Plan. Policy BE1 of the emerging local plan builds upon the existing design policies set out in UD2 and CS15. It also seeks high quality design and suggests that the council will support development that respects and responds positively to its context and enhances the quality of the local built and natural environment. Policy C4 considers the design of roads and streets and seeks to ensure that a new road is designed to adoptable standard where it is intended to be adopted by the Council.

- 6.5 The scale and design of the proposed dwellings is acceptable. There are four slightly varying house types in this development in addition to the flats. The dwellings are all 2.5 storey with gable end roof designs and some have either detached or attached single garages. The plans indicate the varying use of materials (to be agreed) across the range of house types and ensure that there would be some variation within the street scene. Given the mix of house types in the surrounding area, there is nothing to suggest that the proposed development would appear incongruous. It is noted that no local concerns have been raised relating to the scale and design of the scheme.
- 6.6 Given the location of the site, the development would not lead to any direct impact upon the amenities of neighbouring residents. In this instance, the nearest buildings are the shops, medical centre and the local school. The proposed development would help support the use of these facilities.
- 6.7 Details of materials are to be submitted prior to commencement of each phase of the overall development as stipulated by condition in the original consent. Officers will ensure these are appropriate to the character and appearance of the surrounding area.
- 6.8 Officers note the concerns raised by the Parish Council and the Local Councillor that they consider the density of the development is too high. The majority of the surrounding development is of a lower density of generally 30-35 dwellings per hectare (dph), however there are also areas of terraced properties nearby that provide a much high density. The proposed development at approximately 42 dph is higher than average in this area, but Officers consider that it is not so dense that it has an adverse impact upon the character and appearance of the area. In fact, the development provides good sized semi-detached dwellings and do not appear to be crammed into this site. The dwellings are provided with a good level of parking provision and have good sized rear gardens. Some of the dwellings also have front garden areas ensuring the layout is not dominated by street fronting properties. Along with the addition of the one bedroomed flats, the development provides a good level of housing at an appropriate density and will go on to support the boroughs need for this type of housing provision.
- 6.9 It is therefore considered that the development would respect the context and appearance of the local environment, as required by Policy UD2 of the Local Plan and CS15 of the Core Strategy. Officers are also satisfied that the proposal as amended complies with policy BE1 and C4 contained within the emerging Local Plan.

Affordable Housing

- 6.10 The revised outline planning consent and S.106 requires the delivery of 25% affordable housing across the entire development although it should be noted that 6 units equates to 30% of this site consisting of 20 units in total. A plan has been submitted indicating the type and tenure of the affordable units which has been considered by the Council's Affordable Housing Officer. The concerns raised about the mix of house types are acknowledged, however, for

the reasons outlined earlier in this report relating to potential odour issues from the adjacent hot food takeaway, the inclusion of flats in this scheme is the most sensible solution. Transferring the flats into affordable units then becomes the most viable option. As such, Officers consider that the amount and type of affordable units is acceptable and would accord with the requirements of the original S.106 agreement.

- 6.11 The applicant remains aware that prior to commencement of development a plan showing the location mix and type of affordable housing units and a programme for the delivery of the affordable housing units should be submitted to the Council's Investment Strategy & Partnerships Officer for approval in accordance with the requirements of the S.106 agreement. If this results in a requirement to alter the type or location of affordable units, the developer would be required to submit an amendment to the application to the Local Planning Authority for further consideration.

Highway Safety

- 6.12 Officers note concerns raised by neighbouring occupiers relating to the siting of driveways leading directly onto Gatcombe Way. Following the submission of amended plans, these driveways have now been omitted. Only the main access to the development leads directly onto Gatcombe Way.
- 6.13 Following the submission of speed data for the road and discussions between the Highway Officer and the developer, it has been agreed to provide traffic calming measures near to the access point so that the minimum visibility splay from the development can be achieved. The agreed sum of £9,000 will be put towards a build out of the highway and speed cushion to help reduce the speed of vehicles heading north to south along the main road. Officers note that there were no S.106 agreements for highways contributions on the outline application and as the exact point of access for this plot was not known at the time, the request for this contribution is both necessary and reasonable. The agreement will relate purely to this site alone and does not require the amendment of the original S.106 agreement.
- 6.14 The Highways Officer has considered the layout and road design of the proposed development and subject to the details requested by conditions in para. 5.3 of this report, raises no objections. The road details are the subject of conditions on the original outline application and therefore it will not be necessary to repeat them on this application. Officers are satisfied that subject to these conditions and the agreed contribution towards traffic calming on the main highway that highways safety and the free flow of traffic has been taken into full consideration.

Outline Conditions

- 6.15 There are a number of conditions requested through the consultation process that are covered by conditions attached to the original outline application. These conditions including materials, road design, landscaping management

and drainage. These have not yet been discharged and an application to do this will need to be submitted prior to the commencement of works.

- 6.16 In particular, concerns raised regarding construction traffic are noted. As part of the outline consent a Site Construction Management plan was conditioned. This will need to include details of the control of construction traffic within the site and on the surrounding highway network and the hours of operation of construction and others works on the site.

7. CONCLUSIONS

- 7.1 Following consideration of this application and the comments received, Officers consider that the layout, scale and appearance of the development as amended is acceptable, and would respect the context and character of the local area. Conditions on the outline application request the submission of further details including materials, drainage, ecology mitigation, and site construction management which will further ensure the overall development is appropriate in this location.
- 7.2 Notwithstanding the concerns raised, the density of the scheme is considered acceptable and would provide good sized affordable family units in a sustainable location. The scheme proposed consists of a provision of 30% affordable housing which is over the requirement of the S.106 on the Outline application. Other concerns raised regarding highway safety would be overcome by traffic calming measures on Gatcombe Way. This will allow for safe access to and from the site, which is close to a bend on the main road.
- 7.3 The commencement of works on this site will bring forward S.106 contributions towards education and within 12 months of commencement contributions towards recreation.
- 7.4 Accordingly the application is considered to be in accordance with Policies CS1, CS9 and CS15 of the Core Strategy, Policies UD2 of the Local Plan, policies BE1, SP1 and SP4 within the emerging Local Plan and national policy guidance.

8. RECOMMENDATION

- 8.1 Based on the conclusions above, the recommendation to the Planning Committee on this application is that **DELEGATED AUTHORITY** be granted to the Development Management Service Delivery Manager to **GRANT RESERVED MATTERS CONSENT** subject to the following:
- A) The applicant/landowners entering into a Section 106 Agreement with the Local Planning Authority (terms to be agreed by the Development Management Service Delivery Manager) relating to:
- (i) A contribution of £9,000 towards highways improvements to be spent specifically on the implementation of traffic calming which would consist of a build out and speed cushion near to the front of the proposed development on

Gatcombe Way.

B) conditions and informatives:

- A02 Time Limit – Reserved Matters
- C14 Visibility Splay
- C38 Development in accordance with plans

Informatives

- 106 Scope of Consent - Section 106 Agreement
- I34a Outline Consent Conditions
- I32 Fire Authority
- I40 Conditions
- I43 Reasons for Reserved Matters approval
- RANPPF2 Approval Following Amendments- NPPF