

TWC/2016/0887

Land adjacent The Shires, Shifnal Road, Priorslee, Telford, Shropshire
Erection of a 69 bedroom care home and extra care building including 18 apartments with associated parking and landscaping ***Amended description and plans received***

APPLICANT

Millhouse Group

RECEIVED

20/09/2016

PARISH

St. Georges and Priorslee

WARD

Priorslee

OFFICER Ian Lowe

CLLR VERONICA FLETCHER HAS REQUESTED THAT THIS APPLICATION IS DETERMINED BY MEMBERS OF PLANNING COMMITTEE AND FINANCIAL CONTRIBUTIONS ARE SOUGHT TOWARDS THE UPGRADING OF NEARBY PUBLICLY ACCESSABLE OPEN SPACE AND TOWARDS A TRAFFIC REGULATION ORDER

1. THE PROPOSAL

- 1.1 This full application is for the construction of a 69 bedroom care home and 18 extra care apartments with associated car parking and landscaping on a 0.57 ha site located off Shifnal Road, Priorslee.
- 1.2 The application has been submitted following previous approval in 2012 for a 69 bed care home and 6 detached dwellings (TWC/2012/0031). That application was considered by planning committee on 01/08/2012 and was subsequently approved subject to conditions. This consent expired on 29/11/2015.
- 1.3 This current application has been amended following its original submission, including the reduction in the amount of proposed apartments from 33 to 18 and significant alterations to the design, parking provision and landscaping.
- 1.4 The proposed care home would be set towards the rear of the site and behind the proposed apartments, landscaping and parking. The building would measure approximately 8.4m high, 52m wide and between 15m and 22m deep. It would be located between 6.8m and 9m from the western boundary of the site, between 16m and 20m from the southern boundary and 10m from the eastern boundary. The building would be set back approximately 35m from Shifnal Road at the nearest point. The care home would be three stories high with a flat green roof design. The main entrance point and upper floors are located at the eastern end of the building and would be fronted with a fully glazed design with the remainder of the building to the west constructed with a mixture of brick, stone and zinc cladding. Windows would be aluminium framed. The proposed green roof would be laid with a sedum grass system.
- 1.5 The ground floor will consist of an entrance lobby with reception, office, kitchen, dining area and a lounge and 19 bedrooms. The first and second floors would each provide 2 lounges and 25 bedrooms. A lift to the upper floors would be located close to the entrance and staircases are provided at either end of the building. An enclosed bin store would be attached to the eastern end of the building.

- 1.6 The proposed apartments would be sited towards the front of the site. In contrast to the modern design of the proposed care home the apartments would have a traditional three storey terrace design with gable roof and prominent bay windows to the front and rear. Materials are proposed to be red brick, stone and slate roofing with features including stone plinths and other decorative features. The building would measure approximately 9.6m high, 32m wide and 18m deep. The building would be set back approximately 3m from the back edge of the pavement with landscaping and trees to the front. There would be separation of approximately 9.5m to the western boundary and 20m to the eastern boundary.
- 1.7 Of the 18 apartments, 12 apartments would be one bedroomed and 6 two bedroomed. Each apartment would have an open plan kitchen and living area, separate hallway, bathroom (wet room) and storage cupboard. The single bedroom apartments would have a footprint of approximately 58sqm and the two bedroom apartments 73sqm. A lift is provided within the building.
- 1.8 Vehicular and pedestrian access would be provided to the east of the apartments. A total of 35 parking spaces are proposed for the care home, apartments and staff, including 2 allocated disabled spaces. An ambulance space would be provided close to the main entrance in addition to a 13 space bike park. A landscaped amenity space of approximately 415m² would be provided to the rear of the apartments. Similarly an amenity area of approximately 570m² is proposed at the rear of the care home.
- 1.9 The development would employ 15 staff working shifts. Of these 9 would be nurses/careworkers with the remainder management, admin and kitchen staff. It is proposed that there would be a maximum of 10 staff on the site at any one time.
- 1.10 The following statements have been made by the developer in respect of the extra care proposal:
- The room sizes are in excess of general expectations and the size of standard apartments because all rooms are designed to facilitate wheelchair access and ageing in place. This includes the bathrooms that will be fitted out as wet room designs.
 - There are no communal facilities within the apartment block as users have access to the facilities located in the care home. Residents can choose whether to partake in the care home's communal activities or dine in the dining facilities provided as opposed to having their meals delivered.
 - The apartments are self-contained and each has their own front door. The residents will all have the legal right to occupy the apartments through a mix of tenures.
 - The apartments are designed to work in conjunction with the care home and the entire site operates as one. Care and support services whilst centred within the care homes spaces are accessible 24 hours a day by all care home and apartment residents. Domestic support and personal care are provided by on-site staff based in the care home. A local manager is responsible for the day-to-day running of the scheme, supervision of on-site staff and liaison with other organisations that provide care, support and lifestyle services.
 - All properties on the site will be security controlled through fob controlled systems.
 - The apartments will have assistive technologies and alarms linked with the care home.

- The care providers set eligibility criteria which prospective residents have to meet. There will be a focus on providing accommodation to local residents.

1.11 This application is supported with the following statements/reports:

- Design and access statement
- Acoustic report
- Ecological assessment
- Air quality assessment
- Geo-environmental report
- Drainage report
- Retaining wall structural survey
- Tree report
- Coal mining report

1.12 During the course of the application and following comments by officers, the following amendments have been received:

- Total re-design of apartments and reduction in amount from 33 to 18. This includes omission of parking to front of apartments directly onto Shifnal Road.
- Alterations to care home design including façade and creation of green roof.
- Potential number of residents reduced from 131 to 108
- Revised car park layout (Increased from 29 spaces to 35 spaces) and inclusion of bicycle park and ambulance space
- Alterations to access to provide visibility splay of 2.4m x 43m
- Street scene plans and sectional plans provided to show level changes across site and to indicate position and scale of neighbouring dwellings
- Creation of garden/amenity areas within development
- Revised design and access, tree report and drainage reports have been submitted

2. SITE AND SURROUNDINGS

2.1 The application site is located in the area of Priorslee and is approximately 1 mile from Telford town centre. It is situated along Shifnal Road with a mixture of university, commercial and residential buildings surrounding the site. The site area is 5176sqm (1.27 acres) and has a frontage of approximately 60m onto Shifnal Road. The application land is allocated as white land on the existing Wrekin Local Plan and within the Telford and Wrekin Local Plan. Land between the rear boundary of the site and the M54 motorway to the south is allocated as Green Network.

2.2 The site has a varying topography which is partly legacy of historic use of part of the site for quarrying excavation and associated made ground. At present, the site is largely overgrown making access difficult, however it is clear that the site slopes upwards from east to west and contains a number of embankments notably those to the south and west edges of the site. The eastern edge of the site consists of relatively open ground with rough grass and weed cover sloping down towards a hawthorn hedge that runs immediately adjacent to a public footpath that runs adjacent to the eastern and southern boundaries of the site. The rest of the ground is made up of dense foliage and semi-mature woodland. The front boundary of the site consists of a stone retaining wall with an embankment of trees on ground that rises above the height of the wall. The public footpath runs on the side of the

application site only. Double yellow parking restrictions run the entire length of the opposite side of the road. There are smaller sections of double yellow lines on the same side of the road which is interspersed with unrestricted sections which allows some off road parking.

- 2.3 The motorway (M54) is located to the South of the site beyond an area designated to the Green Network which houses the southern embankment mentioned above. The footpath mentioned above leads to a footbridge over the motorway and extends towards Stafford Park to the south and Telford Central train station to the east.
- 2.4 To the west of the site is currently residential and consists of detached single family dwellings, which are set back from the road in a cul-de sac formation known as 'The Shires'. This is also on a higher level to the application site. These properties are surrounded by substantial planting creating the boundary with Shifnal Road. Two of the dwellings (5 and 6) have garden boundaries with the application site with depths of between 15 and 19m, No.6 being the lesser due to it being extended on that side.
- 2.5 To the east of the site and on the opposite side of the public footpath is a semi-detached pair of residential dwellings (Glendale and Ingleside). This is of a more traditional form, set at the back of the pavement and two storey in height with a gable roof design. This is part of a small run of other dwellings and a public house (The Lion) and a guest house. Further to the east is a more recent development of 14 residential dwellings supported by planning committee in 2015. Opposite this is a substantial development of 3 storey university accommodation buildings. At the opposite end of the road, to the west, are a group of commercial buildings including HM Revenue and Customs and PDSA head office which front Shifnal Road.
- 2.6 The local architectural character is varied in style and age; however residential properties in the immediate vicinity are traditional 2 storey Victorian terraces and 1980's detached speculative housing.

3. RELEVANT PLANNING HISTORY

- 3.1 TWC/2012/0031 – Erection of six detached houses fronting Shifnal Road and a four storey care home to the rear of the site, with new access and associated works - Full Granted - 29/11/2012

This consent was granted subject to a S.106 agreement to include £5000 for recreational facilities and £5000 for highways traffic restrictions (double yellow lines on Shifnal Road)

- 3.2 TWC/2011/0176 – Erection of a 69-bed Care Home and 6no. detached dwellings and formation of new access - Withdrawn June 2011
- 3.3 TWC/2010/0009 - Erection of 5no. detached dwellings with detached garages to include access (Outline Application) – Outline Granted February 2011
- 3.4 Planning permission was granted to Telford Development Corporation (TDC) in 1985 for residential development on the site, under the provisions of the

New Town Act 1981. The permission, which remains extant, is equivalent to outline planning permission, and at the time TDC believed that 6 to 8 dwellings could be accommodated on the site.

4. PLANNING POLICY CONTEXT

- 4.1 National Guidance:
National Planning Policy Framework (NPPF)
- 4.2 Telford and Wrekin Core Strategy:
CS2 Jobs
CS3 Telford
CS10 Community Facilities
CS13 Environmental resources
CS15 Urban Design
- 4.3 Saved Wrekin Local Plan:
UD2 Design Criteria
OL3 Green Network
OL11 Woodland and Trees
EH14 Land stability
EH7 Contaminated Land
EH8 Remedial action on Contaminated Land
- 4.4 Telford and Wrekin Local Plan (2011-2031 – Submission Version 2016)
BE1 Design Criteria
BE9 Land Stability
BE10 Land Contamination
C3 Impact of development on highways
C5 Design of parking
SP1 Telford
SP4 Sustainable Development
HO7 Specialist housing needs
NE1 Biodiversity and geodiversity
NE2 Trees, hedgerows and woodlands
COM1 Community facilities
ER11 Sewerage systems and water quality
ER12 Flood risk management

5. SUMMARY OF CONSULTATION RESPONSES

Standard consultation responses

- 5.1 **St. Georges & Priorslee Parish Council:** Object
1st Consultation – Objection on following grounds:
- overdevelopment of site
 - overbearing on street scene
 - sanitation arrangements
 - loss of bat habitat
 - lack of emergency access
 - restricted parking

- removal and loss of 'Thomas Telford' dry stone walling on main road.

Request for Cllr Roy Williams to speak on behalf of Parish at planning committee.

2nd Consultation – Objection on following grounds

- increase in traffic flow leading into cul-de-sac with no alternative route
- no resolution of sewerage arrangements
- loss of treeline and local nature
- reassurance needed that 'Thomas Telford' dry stone will remain

5.2 **Cllr Veronica Fletcher:** Object

Requests that the application is considered by Planning Committee for the following reasons:

- Overdevelopment of site
- Increase in traffic

5.3 **Highways:** Support subject to conditions:

1st Consultation Object:

The Officer raised a number of concerns including inadequate level of parking, lack of ambulance, disabled spaces, cycle parking, and concerns about visibility at access and suitable turning space within site.

2nd Consultation: Support subject to conditions

The Officer raises no objection following the submission of amended plans subject to conditions for the following;

- parking, loading, unloading and turning
- visibility splays of 2.4 metres and a length of 43 metres from the centre point of the junction to be provided before development is brought into use
- gradient not to exceed 1 in 24 within 5m of access and 1 in 10 for remainder of drive
- The access drive to be surfaced in bound material for first 5m

In addition, the Highways Officer seeks a contribution of £5,000 towards implementation of double yellow lines in the vicinity of the site frontage. The parking restrictions are required in order to stop motorists parking in close vicinity of the main development junction, in turn providing adequate visibility splays and improving motorist safety.

5.4 **Drainage:** Support Subject to Conditions:

1st Consultation Object:

Inadequate information to assess application. There does not seem to be sufficient space within the development site to achieve both foul and surface water drainage as proposed and the suitability of the land for infiltration drainage has not been established.

2nd Consultation Support subject to Conditions:

No objections subject to conditions including the submission of information demonstrating that there is a viable pathway for infiltration drainage and that soakaways will not cause localised settlement within the infilled quarry, have been submitted to and approved in writing by the Local Planning Authority. If soakaway

drainage is not suitable then an alternative means of surface water drainage will need to be provided. A second condition requests a scheme for both foul and surface water drainage to be submitted. The details of the proposed surface water drainage scheme will be based on sustainable drainage (SuDS) principles.

5.5 **Arboriculture:** Support Subject to Conditions

1st Consultation – Object

The officer noted that the site is covered in trees. The garden of No.6 the Shires has eight tpo'd trees which are growing adjacent to the site and near to the boundary. There is no information within the application pertaining to the trees, how will they be protected? how will their loss be mitigated? The proposed building on the western side of the application appears to be close to the tpo'd trees within the garden of no.6. As such the officer requested further information.

2nd Consultation – Support Subject to Conditions

Following the submission of a BS5837 Tree Survey, Arboricultural Impact Assessment & Method Statement by Indigo Surveys (17191/A1_AIA – June 2017) the Tree Officer asks that drawing no. 17191/TPP/01 is the approved tree protection scheme, there are to be no lowering or raising of soil levels within the protective fencing. A landscape scheme is required, which will need to adequately mitigate the loss of the numerous trees proposed to be felled to facilitate the scheme. A TPO approved contractor condition will be required for the proposed pruning to T8. Condition also required to prevent changes in soil levels within protected areas.

5.6 **Ecology:** Support Subject to Conditions:

1st Consultation – Object

The ecological assessments provided with this application were carried out in 2007 and 2010 and are considered 'out of date' and not sufficient for making a planning decision on this new application for the site.

The Ecology Officer recommended as a minimum a new site visit should be carried out by an experienced ecologist who can then provide an update statement providing details of if, and how, the site has changed since the 2010 assessment. Any potential for protected species to be present should be noted and further surveys should be carried out if deemed necessary by the ecologist. A full update of the ecological assessment, the impacts of development and mitigation required would be preferred for the sake of simplicity.

2nd Consultation – Support Subject to Conditions

The following conditions are recommended:

- Submission of an Ecological Mitigation Strategy and Method Statement
- Erection of artificial nesting/roosting boxes
- Landscaping Design
- Lighting Plan

Informatives relating to bats protection, nesting wild birds and the removal and disposal of Japanese knotweed are also requested.

5.7 **Parks and Open Spaces:** Support subject to conditions

The application is adjacent land designated as Green Network and involves losing areas of landscape which could have future value in terms of open space / biodiversity value. The officer would therefore requests that the development should provide off-site improvements to nearby open space / woodlands as compensation for this loss and suggests a contribution of £5000 would be appropriate as per the

previous application on this site. In addition the officer requests conditions are attached to ensure the long term management of the landscaping and natural open space on the site to include management of the acoustic green barrier, sedum roof and green retaining wall features.

5.8 Contaminated Land: Support Subject to Conditions

The proposed development area covers a former infilled quarry. As such, they recommend that a condition be imposed that ensures a scheme of investigation and risk assessment is submitted to the LPA along with a scheme of remediation. It also ensures that unexpected contamination is reported and that a long term monitoring and maintenance report is prepared and also submitted for approval.

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 and a site notice has been displayed for both the original submission and amended schemes. A total of eleven (11) objections have been received from ten separate properties, eight of these were following the first round of consultation and three following the second round. The objections raise the following main concerns:

- Overdevelopment of site
- Scale and appearance within street scene
- Noise, dust and traffic disruption from building works
- Increase in traffic/highway problems
- Inadequate parking on site
- Loss of trees
- Loss of wildlife/bats
- Lack of garden space
- Inadequate levels of staff
- Loss of wall to front
- 24 hour usage of site (noise, traffic, light pollution)
- Overlooking
- Drainage Issues
- Japanese knot weed on site

6. PLANNING CONSIDERATIONS

6.1 Having regard to the development plan policy and other material considerations including comments received during the consultation process, the planning application raises the following main issues:

- Principle of development
- Design and Impact on character of surrounding area
- Impact on residential amenity
- Highways and parking
- Impact on drainage
- Ground conditions
- Impact on protected species and trees
- Noise and air pollution
- Planning Obligations
- Other Considerations
-

Principle of Development

- 6.2 The most recent planning application on this site provided consent for a 69 bedroom care home with 6 residential dwellings sited along the frontage. The date for implementation of this consent has since expired prior to the submission of this application. Although previous planning history on a site does not dictate whether future applications should be approved or refused, some weight should be attached to the fact that the principle of development of this site, including the provision of a care home, has been previously established through the use of the Councils existing Core Strategy and Local Plan policies. As also noted on the committee report for the previous application, the planning permission granted to Telford Development Corporation in 1985, which remains extant, also establishes the principle of residential development on this site.
- 6.3 The application site is located on white land within the built up area of Telford and Wrekin as defined by Core Strategy policy CS3. This policy states that Telford will be the focus for the Borough's spatial development.
- 6.4 Core Strategy Policy CS2 states that to create sustainable communities there is a need to deliver new jobs sufficient to create a dynamic and widely based economy in the Borough to meet the employment needs of the growing population. The proposed development would create a mixture of administration and nursing jobs to cover both the care home and extra care facilities proposed at this site.
- 6.5 The SHMA (2016) and the Office for National Statistics (ONS) population projections for the borough indicate that there will be an increase in the need for specialist accommodation such as supported housing, retirement housing and other specialist accommodation across the borough to accommodate an ageing population and to meet the needs of people with disability. The changing emphasis towards community care, rather than hospital care, has also increased the need to adapt accommodation for older people, or people who are disabled, and who wish to live at home. The purpose of emerging Policy HO7 is therefore to facilitate the provision of specialist housing for older people and other vulnerable groups in appropriate locations.
- 6.6 The National Planning Policy Framework (NPPF) is a material consideration and sets out the Governments planning policies and at its heart is the presumption in favour of sustainable development. It states that local planning authorities should positively seek opportunities to meet the development needs of their area by securing high quality design and a good standard of amenity for all existing and future occupants of land and buildings. The guidance also encourages the development of brownfield land and gives weight to strong designs; advising LPA's to refuse development of

poor design which fails to take the opportunities available for improving the character and quality of an area and the way it functions.

- 6.7 In this instance, the application site is located within the built up area of Telford and Wrekin and within an area of Priorslee where there is a mix of residential and commercial development. It would make good use of a vacant site with previous planning consent for a care home and residential use. The proposal would provide much needed care facilities for the elderly and accommodation for those who wish to retain independent living in with the benefit of on-site care. As such, Officers consider that the principle of the development is acceptable on this site.
- 6.8 Given that planning consent was previously granted to develop this site and that there have been no significant changes in local or national planning policy or circumstances since, Officers do not consider that there would be reason to refuse the application on grounds of the principle of development alone. The proposal would be in accordance with planning policies CS2, CS3 and HO7 which supports development within the built up Telford area and where it meets the needs of the local population.

Design and impact on character of surrounding area

- 6.9 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. The need to seek and secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings is a core principle of the NPPF. The framework advises that good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.
- 6.10 Policy BE1 of the emerging local plan builds upon the existing design policies set out in UD2 and CS15 which it will eventually replace. 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.
- 6.11 Following the original submission, Officers have sought a number of amendments to improve the scale and appearance of the development and to ensure that the proposal is equipped with adequate levels of parking and landscaping. This has taken account the concerns raised by local residents, the Parish Council and the Local Councillor.
- 6.12 The proposed care home would be sited towards the rear of the site and behind the proposed extra care apartments located to the front. Although the number of rooms proposed within the care home remains the same as the previous approval, it is of particular note that the new design is now 3 storey instead of the 4 storey L-shaped building previously allowed. Officers consider that the overall design has been improved since this previous approval as there is more interesting use of materials,

more variation in the façade and also the inclusion of a sedum roof system which adds to the green credentials of the site. It is considered that the building would only have a limited impact upon the street scene due to its set back positions within the site.

- 6.13 The original submission proposed two large 3 storey blocks of apartments to the front of the site containing 33 apartments in total. Officers raised immediate concerns that the scale, massing and design of these blocks was unacceptable and would have a detrimental impact upon the character and appearance of the street scene. Following discussions with the agent, the proposal has been completely altered, reducing the number of apartments from 33 to 18, and all contained within a single block. The character of the building has been changed to one of a more traditional design that would sit more comfortably within the site and its residential surroundings. The reductions to the massing of the building ensure that there is more space around the building, taking into account the topography of the site and the need to provide adequate garden space and parking to the rear.
- 6.14 Cross-section and street scene plans indicate that the proposed apartments would not be significantly higher than the two storey dwellings located to the east of the site and due to level differences to the west of the site, both the care home and the apartments would be lower than houses located within the Shires. Some landscaping can be retained/created to the front of the proposed apartments which will soften their appearance. Landscaping can also be retained along the east and west boundaries of the site.
- 6.15 The level of landscaping has been significantly improved since the original submission which had virtually no useable space for residents. Now two garden areas, one to the rear of the apartments and one to the rear of the care home will provide residents with space to enjoy and relax outside of their rooms/homes. The level of useable green space around the site is important, not only to protect the semi-rustic character of the location, but also to better the lives of the residents that would use this facility. In particular, the landscaping to the rear of the care home building would link well with the Green Network which extends beyond the rear of the application site.
- 6.16 Notwithstanding the concerns raised, officers consider that the proposal would not constitute overdevelopment of the site. The proposal allows for sufficient separation to neighbouring land as well as good levels of amenity space within and around the site to ensure it does not appear cramped. Officers consider that the proposed 8.4m high 3-storey care home building would have significantly less impact upon the street scene than the 11.6m high 4-storey care home that was previously supported by Planning Committee. Similarly, the extent of building proposed along the frontage of the site (32m) would be similar to that previously approved for the 6 individual dwellings (33m).
- 6.17 Officers note residents and Parish Council concerns raised regarding the loss of a stone wall that fronts the site which is claimed to be a Thomas Telford dry stone wall. A supporting Structural Wall Survey (Geomitre Consultants Ltd) has been submitted with the application and is identical to that submitted on the previously approved application. This report suggests that the wall is in need of repair and its stability could be improved by the removal of existing soil and tree loading. It makes a number of recommendations on how the wall should be repaired. The proposed plans indicate that a stone wall is proposed to the front of the apartments although there would be removal of the wall to allow for the proposed access. In this instance,

Officers consider that the wall has an important role in defining the character of this part of Shifnal Road and that it would be ideal to retain it where possible. A condition can therefore be attached requesting further details on works to the wall including information on where the wall is proposed to be retained and/or re-built in accordance with the guidance of a structural surveyor's report. This will allow some control over the wall and where required the re-use of existing materials in its repair/replacement. It should be noted that the wall is not listed or located within a conservation area and could be removed without planning consent: it should also be noted that the previous approval allowed significant removal of the wall along the frontage to allow for access to the care home and private driveways for the 6 dwellings. This application is therefore in a better position to retain a significant element of this wall through the appropriate conditions.

- 6.18 Accordingly the proposal would not result in any unacceptable harm to the visual amenities of the local area on or surrounding Shifnal Road. The scale, mass and design of the proposed development has been vastly improved since the original submission and now proposes a development which is sensitively designed, respects the character of the road and allows for better landscaping in and around the site. 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 complies with policy BE1 contained within the emerging Local Plan in addition to guidance contained within the NPPF.

Impact upon Residential Amenity

- 6.19 The nearest properties that would be affected directly by this proposal are Glendale to the east and No's 5 and 6 The Shires to the west.
- 6.20 Concerns were raised following the original submission that there could be a significant impact in terms of loss of light and an overbearing nature upon the occupiers of Glendale. In particular one block of apartments was proposed immediately adjacent to the footpath to the east of the site and would be set back several metres beyond the rear of Glendale. By omitting this block of flats and placing the site entrance on this side of the site, there is now separation of over 33m between the apartments and Glendale and a distance of 30m to the care home. Hedging and landscaping is proposed to be retained on this side, further reducing any impact.
- 6.21 On the opposite side of the site, there would be distances achieved of between 25m and 30m between the flank wall of the care home and apartments to the rear garden elevations of No. 5 and 6 The Shires. Given that these properties are at a higher level (between 4m and 5m), these neighbouring properties would only directly see the upper floor of the proposed buildings. Given the distance achieved and the retention of existing landscaping which includes protected trees, Officers are satisfied that there would be no adverse loss of light or overbearing impact upon the occupiers of those properties.
- 6.22 No windows are proposed in the side elevation of the care home or apartments facing The Shires. This can be further controlled through condition. Windows are proposed in the side elevations of the care home and apartments facing towards Glendale. The nearest of these windows would be in the three storey flank wall of the proposed care home and achieve a distance of approximately 19.3m to the private garden of Glendale. As a general rule of thumb, a distance of 15m would be

expected from second floor windows which is exceeded in this instance. Any impact can be further reduced by the retention of landscaping adjacent to the public footpath on that side.

- 6.23 Officers would therefore conclude that the proposal would not have any direct impact upon the amenities of neighbouring occupiers. Officers are also content that there would be sufficient separation (approx.21m) between windows in the rear elevation of the proposed apartments and the front elevation of the proposed care home to ensure privacy is maintained within the site.

Highways and Parking

- 6.24 Officers note concerns and objections raised by neighbouring occupiers in regards to the potential increase in traffic created by the proposed development, the dispersion of parking onto the public highway and concerns regarding access into and out of the site. The proposed application has been assessed by the Councils Highways Officers who, whilst initially objecting to the development, now raise no objections following the submission of amended plans.
- 6.25 The proposed development proposes total of 35 parking spaces for use of the care home, apartments and staff with an additional space for an ambulance. The level of parking complies with the guidance contained with the emerging local plan (Appendix F: Table 27). This suggests that for a care home, 1 parking space is required for every 4 bed spaces, and 1 space per member of staff. In this instance, a total of 93 bedrooms are proposed throughout the care home and apartments and it is envisaged that there would be no more than 10 members of staff at any one time on the site. This equates to a need of 33 parking spaces where in this instance 35 parking are proposed. The amount of spaces required for this type of development therefore exceeds the recommended amount and as such it is not envisaged that there would be any significant overspill onto the public highway. A similar ratio of parking was allowed on the previous scheme which provided 25 spaces for residents and staff for the 69 bed care home.
- 6.26 In addition to the above, 13 cycle parking bays have been proposed as requested by the Highways Officer. This will encourage the use of alternative transport. It should be noted that the public footpath links into National Cycle Route 55 with access to Telford Central Station (approx. 5mins cycle and 15m walk).
- 6.27 In terms of the location of the proposed parking, this would be located either side of the access drive towards the care home then either side of the access road between the garden space to the rear of the apartments and the care home. The ambulance space is located close to the entrance of the care home. There is adequate space within the site for the turning of larger vehicles. The access itself would be 6.2m wide which is more than sufficient to allow two vehicles to pass and will overcome any concerns about vehicles waiting on the highway to enter the site.
- 6.28 The highways officer is content that an adequate visibility splay of 2.4 metres and a length of 43 metres can be achieved at the access to the site and will ensure that the safety of other highway users is maintained. To further ensure that a high level of visibility at the access is maintained, the officer has requested that a contribution is made for the provision of double yellow lines in the vicinity of the access into the site. The applicant has agreed to this request.

- 6.29 It is therefore considered that the development would not adversely impact upon the public highway as parking provision within the site is acceptable. Policies UD2 of the Wrekin Local Plan and BE1 and C4 of the emerging Local Plan are met.

Drainage

- 6.30 Following initial objections raised by the Council's Drainage Officer, no further objections are raised following the submission of a full drainage statement carried out by Infrastruct CS Ltd in May 2017. This report takes into account the existing ground conditions of the site and demonstrates that a Sustainable Drainage System can be provided.
- 6.31 The drainage officer has requested two conditions including the submission of information demonstrating that there is a viable pathway for infiltration drainage and that soakaways will not cause localised settlement within the infilled quarry. Final details of foul and surface water drainage and soakaways have also been recommended for conditional approval.
- 6.32 Subject to the submission of information through conditions, Officers are satisfied that the site can be suitably drained.

Ground Conditions

- 6.33 The application is supported with the same Phase 1 Geo-environmental desk study survey that was submitted for the previously approved application. It confirms the previous quarrying use of the site and the potential for land contamination in the made ground. The report is clear that the site has no record of abandoned mine entries or areas affected by shallow mining. The ground is largely made up ground following reclamation after sandstone quarrying. As the exact make-up of the ground is not known, there is potential for gas emissions. Due to these ground conditions, the Council's Contamination Officer recommends conditions for a detailed land contamination investigation, which would include gas monitoring.
- 6.34 As the site is a colliery spoil mound, it is recommended that the developer needs to demonstrate that the site is stable and would remain so following the completion of works. Conditions are therefore attached requesting a slope stability survey to be carried out and submitted to the local authority along with suitable mitigation measures which should include details of foundation design. A further condition will also request full design details of the proposed retaining structures across the site which can accompany the slope stability analysis.
- 6.35 The proposed conditions will ensure the proposal conforms to policies EH14, BE9, BE10 and guidance contained within the NPPF.

Impact on protected species and trees

- 6.36 Ecological assessments were originally carried out in 2007 and 2010 prior to the submission of the previously approved application on this site. This same information was originally submitted along with this application; however, the Council's Ecology Officer considered that this information was out of date and not sufficient for making a planning decision on this application. The Ecology Officer also noted that the 2010 survey noted the presence of three trees with bat roosting potential but did not include further surveys or climbing inspections of those trees nor did it include bat activity transect surveys.

- 6.37 Following these objections, the applicant instructed further surveys to be carried out and these were received in a Preliminary Ecological Appraisal by AMPA Ecology (November 2016).
- 6.38 AMPA Ecology recommend that tree removal is carried out using a phased approach where felled trees are left on the ground for 24 hours following felling and the Ecology Officer recommends that this, and the other measures required to ensure the protection of other species are drawn into a single reasonable avoidance measures method statement for the site, secured by condition. They also recommend that the provision of bat boxes and the control of lighting are secured through conditions.
- 6.39 The site has potential for nesting wild birds to be present and AMPA Ecology recommend that vegetation removal occur outside of the bird nesting season. The ecology officer agrees with this recommendation and additionally recommends the provision of bird boxes on the site and the inclusion in the landscaping plans of native berry producing species.
- 6.40 The site does not contain suitable habitat for reptiles and there are no ponds in 500m. The survey reports that there was no evidence of badgers within the site but the site has potential. It is recommend that the 'Reasonable Avoidance Measures Method Statement includes appropriate inspection and protection measures to protect badgers. This statement should also be used for the protection of hedgehogs.
- 6.41 There is a water course just offsite which was dry in November 2016 despite a period of wet weather. On this basis AMPA Ecology concludes that it is unlikely to support water vole or otter and the Ecology Officer supports that conclusion. AMPA Ecology recommend a 10m standoff from the watercourse which has been achieved in the proposed layout and also recommends appropriate working methods to ensure that invasive species do not contaminate the water course.
- 6.42 It is considered that the use of the proposed Green Roof System will benefit the environment and the ecological value of the site and goes some way to mitigating the loss of habitat created by the proposed buildings.
- 6.43 There are extensive stands of Japanese Knotweed within the site and individual plants scattered throughout the woodland. Clearance of the site will have to be carried out by an experienced contractor who can deal with this invasive plant species appropriately and within the confines of the law. An informative will be attached to the decision outlining the requirement to use an experienced contractor and that treatment may take several repeat visits and should be commenced as soon as possible to avoid delays to development timescales. Development cannot commence until the plant has been completely removed from the site. Japanese knotweed is classed as a controlled waste and should be disposed of by an experienced contractor to an approved waste site.
- 6.44 Subject to a suitable set of conditions to ensure the protection of wildlife, Officers are satisfied that the development will not cause sufficient detriment to wildlife and habitats to warrant refusal of this application.
- 6.45 The Council's Arboricultural Officer also originally objected to this application as insufficient information had been submitted in regards to trees on and surrounding

the site, including protected trees located within neighbouring land. A BS5837 Tree Survey, Arboricultural Impact Assessment & Method Statement by Indigo Surveys has now been submitted and illustrates the relationship between the root protection areas (RPA) of the protected trees and the proposed development as well as indicating which trees need to be removed or pruned. The Council's Arboricultural Officer has no objection to the location of the building or access roads and car parking spaces for this development and has suggested a landscaping condition for the planting of trees and hedges to enhance the setting of the development and conditions ensuring the development is carried out in accordance with the submitted tree protection plan.

- 6.46 The development would therefore accord with Policies E6 and OL11 of the Wrekin Local Plan, Core Strategy policies CS12 and CS13 and Telford and Wrekin Local Plan policies NE 1 and NE 2.

Noise and Air Issues

- 6.47 In view of the fact that the rear boundary of the application site is approximately 50 metres from the M54 Motorway a noise assessment has been carried out in support of this application. This concluded that there would be some need for mitigation measures for rooms at the rear of the site facing in the direction of the motorway. A timber acoustic barrier fence is proposed to provide suitable mitigation for noise levels from the motorway and is proposed to be located within the tree line towards the rear of the site. The report suggests two options; either a 5m high acoustic barrier or a 3m high barrier with 2nd floor windows sealed and mechanical ventilation required. A condition would be attached required full details of the proposed acoustic barrier and ventilation system if used along with appropriate long term management of the barrier to ensure its upkeep. It is noted that on the previous approval, a 3m high economy acoustic green barrier was proposed.
- 6.48 The proposal is supported by an air quality assessment which recognises that the construction of the development will give rise to dust and potentially impact on air quality; this can be mitigated through appropriate conditions. In terms of long term impacts, the potential exposure to poor quality area from road traffic emissions is not considered an issue with the development and there site is deemed suitable for development in terms of air quality, in accordance with guidance in NPPF.

Planning Obligations

- 6.49 The application is adjacent land designated as Green Network and involves losing areas of landscape which could have future value in terms of open space / biodiversity value. The Parks and Open Spaces Officer therefore requests that the development should provide off-site improvements to nearby open space / woodlands as compensation for this loss through a contribution of £5,000. This is proposed to be spent towards woodland maintenance within the area surrounding Shifnal Road and tree planning within Priorslee Flash.
- 6.50 With regards to highways, it is important to maintain highway safety along Shifnal Road and prevent the unnecessary parking of vehicles on the highway. To mitigate such impact a sum of £5,000 is requested to undertake a Traffic Regulation Order and provide double yellow lines to mitigate the impact on highway safety.

6.51 In determining the required planning obligations on this specific application the following three tests as set out in the CIL Regulations (2010), in particular Regulation 122, have been applied to ensure that the application is treated on its own merits:

- a) necessary to make the development acceptable in planning terms;
- b) directly related to the development;
- c) fairly and reasonably related in scale and kind to the development.

6.52 In addition account has to be taken of the changes to the CIL Regulations in April 2015 that now restrict the “pooling” of financial contributions to no more than five contributions to a single type of infrastructure. It is considered that the financial contributions set out below meet the relevant tests.

Other considerations

6.53 Concerns have been raised in regards to noise and traffic from the proposed construction. Whilst some noise and disturbance is inevitable, it is for the applicant to ensure that any building work is considerate to neighbouring occupiers. A site construction management plan will be requested by condition; this will include times of construction and management of the construction layout.

7. CONCLUSIONS

7.1 The principle of development on this site was previously established, most notably a few years ago for a scheme which included a similar sized care home and residential dwellings. The current scheme, as revised, is slightly more intensive in that it provides 18 extra care apartments instead of the 6 family home previously allowed; however the scale and layout of the scheme, along with landscaping ensure that the development would not dominate the street scene, or adversely affect the amenity of neighbouring occupiers or occupiers within the site itself.

7.2 The scheme has been significantly improved since its submission in respect of scale, massing, design, parking provision and landscaping. In addition, the applicant has overcome objections from internal consultees through the further submission of requested reports and surveys. Issues relating to trees, ecology, drainage, ground conditions, noise and landscaping have all been adequately considered and mitigation can be controlled through the appropriate conditions.

7.3 The proposed development would provide a much needed care home and extra care facility within the Borough

7.4 As such, Officers consider that there are no sufficient grounds to warrant refusal of the application in this instance and that the proposal, subject to conditions, is fully compliant with both existing and emerging policy and the guidance contained within the NPPF.

8. RECOMMENDATION

8.1 Based on the conclusions above, it is recommended that DELEGATED AUTHORITY be granted to the Delivery Management Service Delivery Manager to GRANT PLANNING PERMISSION subject to;

- a) A Section 106 legal agreement to secure:-
 - £5,000 towards local green space improvements (tree maintenance and tree

- planting), and
- £5,000 towards a Traffic Regulation Order for the provision of double yellow lines within the vicinity of the site entrance and frontage.

AND

- b) The following conditions and informative(s) with authority to finalise conditions and reasons for approval to be delegated to Development Management Service Delivery Manager;

1. A04	Time limit
2. B011	Samples of Materials
3. B012	Sample Brick / Render Panel
4. B019	Details of windows and doors
5. B057	Land Contamination
6. B058	Slope Stability
7. B059	Retaining Structures
8. B061	Foul and Surface Water
9. B079	Drainage Custom (infiltration drainage)
10. B121	Landscaping Design
11. B126	Landscape Management Plan and Maintenance
12. B149	Ecological Mitigation Strategy and Method Statement
13. B149	Erection of artificial nesting/roosting boxes
14. B150	Site Environmental Management Plan
15. B159	Details of Acoustic Barrier
16. B159	Works to front boundary wall
17. C13	Parking, Loading, Unloading and Turning
18. C14	Visibility Splays
19. C15	Access Gradient
20. C20	Access Bound Material
21. C071	Trees Soil Levels
22. C079	TPO tree – suitable contractor
23. C089Custom	Works in accords with Tree Protection Plan
24. C109Custom	Erection of artificial nesting/roosting boxes
25. C109Custom	Lighting Plan
26. C38	Development in accordance with plan Nos
27. D09	No Further Windows (side elevations)

Informatives

I11	Highways Access
I20	Ground Condition: Contaminated Land
I25	Nesting Birds (Vegetation)
I32	Fire Authority
I35Custom	Ecology – Bats and trees
I35Custom	Ecology – Nesting Wild Birds
I35Custom	Ecology – Removal and disposal of Schedule 9 species (Japanese knotweed)
I40	Conditions
I41	Reasons for Grant of permission
RANPPF1	Approval – NPPF