

TWC/2016/0604

Site of Hadley Centre Car Park, Haybridge Road, Hadley, Telford, Shropshire
Erection of No.19 houses and No.6 flats with associated parking, highway works and landscaping

APPLICANT

NuPlace Ltd

RECEIVED

07/07/2016

PARISH

Hadley and Leegomery

WARD

Hadley and Leegomery

OFFICER Vijay Kaul

1.0 THE PROPOSAL

1.1 This application is made by made by NuPlace Ltd and seeks approval of 25 properties together with external works and landscaping comprising of the following mix;

For market rent

13 no. 2 bedroom houses

6 no. 3 bedroom house

3 no. 2 bedroom apartments

For affordable rent

3 no. 2 bedroom apartments

1.2 Each dwelling would be served by off-street parking, either within the plot or a communal parking area.

1.3 The application is accompanied by a Planning Statement, Design and Access Statement, Viability Appraisal, Hadley Ground Conditions Report, Stage 1 Preliminary Flood Risk Assessment and Environmental Noise Assessment.

1.4 During the course of the application, the following amendments were received;

- Introduction of rendered elements for the Kedington house types, now project to frontage, giving more depth to the elevations
- Bin Collection Point (only used on bin collection days) has been moved adjacent to parking space 6 and hidden with planting.
- A 2m high brick wall has been added to the back gardens of 14 / 15
- Note on plans for Plots 14, 15 and 19 to contain fixed glazing to windows facing the Pub
- 0.9 railings have been added to the front garden areas of plots 14/15 to demarcate front garden areas from public right of way
- The material finish of the highway incorporates block paving.

2.0 SITE AND SURROUNDINGS

- 2.1 Hadley District Centre is located approx 2.5miles north west of Telford Town centre at the junction of Haybridge Road and Britannia Way. The centre comprises a range of retail units and other ancillary services.
- 2.2 The 0.49ha site is located within Hadley District Centre. It comprises part of the demolished Hadley Shopping Centre and former car park to the shopping centre accessed off Haybridge Road.
- 2.3 Hadley Local Centre has since been rebuilt to the north of the Application Site (planning application reference TWC/2013/0186), this comprises of 10 single storey retail/commercial units set around a parking courtyard. The demolished Hadley Shopping Centre consisted of a mixture of 1-3 storey buildings with ground floor commercial uses and 24 residential maisonettes above.
- 2.4 To the south (Manse Close) and west (off Manor Road) the site is surrounded by residential properties, a mix of single and two storey dwellings. There are a number of trees within the site, including protected trees along the eastern boundary of the Grade II Listed Kings Head public house.
- 2.5 The pedestrianised route adjoining the northern edge for the Site forms part of the Ironbridge Way, a footpath and cycle route linking the Site to Leegomery, Lawley and Ironbridge. The proposed footpath links will connect with this pedestrianised route which also forms part of the pedestrianized High Street running through Hadley District Centre.
- 2.7 The site has access to good transport links and there are bus stops located nearby on Haybridge Road which provide access to regular bus services into Telford Town Centre and the surrounding neighbourhoods.

3.0 PLANNING HISTORY

- 3.1 Condition 1 of the below approval allows 8 years (until 2020) for the scheme to be implemented;

TWC/2011/0949	Outline planning application for residential development (24 No. units), all matters reserved except access	Outline Granted	25/01/12
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4.0 PLANNING POLICY CONTEXT

- 4.1 National Planning Guidance:
National Planning Policy Framework
- 4.2 Core Strategy:
CS5 - District and Local Centres in Telford
CS8 – Regeneration
CS9 – Accessibility and Social Inclusion

CS12 – Natural Environment
CS13 – Environmental resources
CS14 – Cultural, Historic and Built Environment
CS15 – Urban Design

- 4.3 Wrekin Local Plan:
EH7 – Contaminated land
EH8 – Remedial Action on Contaminated Land
UD2 – Design Criteria
H6 - Windfall Sites in Telford and Newport
H22 – Community facilities
H23 – Affordable Housing
OL11 – Woodlands and Trees
LR6 – Developers contributions to outdoor recreational open space provision within new residential development
- 4.4 Telford & Wrekin Local Plan (Publication version):
SP1 Telford
SP4 Presumption in favour of sustainable location
HO1 Housing requirement
HO4 Housing Mix
HO5 Affordable Housing thresholds and percentages
HO6 Delivery of affordable housing
BE1 Design Quality
BE4 Listed Buildings
C3 Impact of development on highways
C5 Design of parking
NE1 Biodiversity and geodiversity
NE2 Trees, Hedgerows and woodlands
ER8 Waste planning for residential developments
ER10 Water conservation and efficiency
ER12 Flood risk management

5.0 SUMMARY OF CONSULTATION RESPONSES

Standard consultation responses

5.1 Support subject to conditions:

- Drainage
- Highways
- Pollution Control (Environmental Health)
- Land Contamination

5.2 No objection:

- Hadley & Leegomery Parish Council
- Built Heritage Conservation
- Education - £6,000 would be better utilised toward the Parks and Open Spaces contribution

- Urban Design – Suggested improvements on design and layout (these have resulted in the minor amendments received during course of application).

5.3 Comment

- Affordable Housing – Would need to agree affordable units being offered.
- Parks and Open Space – Development should meet the needs arising from the development for children's play. Confirmation of how open shared/space to be managed within the site.
- Tree Officer – Comment – No Tree Survey submitted, but conditions recommended to requiring an arboriculture method statement and landscaping condition to include details of trees to be planted.
- West Mercia Police - General advice provide in respect of Secure by Design principles.
- Shropshire Fire Service - Consideration should be given to the information contained within Shropshire Fire and Rescue Service's 'Fire Safety Guidance for Commercial and Domestic Planning Applications'.

5.4 No comment:

- Ecology

Neighbour consultation responses

5.5 Direct notification was carried out to all adjoining and adjacent premises, as a result of which no objections were received.

6.0 **PLANNING CONSIDERATIONS:**

6.1 Having regard to the development plan policy and other material considerations, the planning application raises the following main issues;

- Principle of development
- Impact on character of surrounding area
- Trees and Landscaping
- Impact upon highway safety
- Impact upon residential amenity
- Planning Obligations / Viability Appraisal

6.2 Principle of Development:

6.2.1 The principle of housing on this previously developed site to support and complete the regeneration of Hadley District Centre is acceptable, and was established by the previous planning consent in 2012, which is still extant. An appropriate housing mix is provided with to fulfil a demand for both market and affordable rental units.

6..2.2 The development is in accordance with Core Strategy policies CS1 and CS3, CS5, CS8, CS9, Wrekin Local Plan policy H6, and Telford & Wrekin Local Plan policies SP1, SP4 and HO1 and HO4.

6.3 Impact on character of surrounding area and Listed Building

6.3.1 The proposed apartments and dwellings would be built to a density of 49 dwellings per hectare (dph), which given the varied nature of house types in the vicinity and the planning history of the site is considered appropriate for this area.

6.3.2 The three storey apartment would be provide a focal point on entrance to the new development, and would provide an improved visual aspect along Haybridge Road.

6.3.3 The continuation of a two storey built form in a contemporary design in a with pitched roof form constructed in a mix of brick and render finish would be assimilated within this area. Certain plots incorporate dual aspect elevations to provide natural surveillance and visual interest. The development would not harm the wider character and appearance of the area.

6.3.4 The development will make a positive contribution on the setting of the Grade II Listed Kings Head Public House through the retained boundary screening; ample separation distance; and continuation of two storey scale west of the listed building. The proposal is considered to better reveal the significance of the Kings Head Public House by creating new views to the Kings Head Public House along the footpath running in front of Units 14-15.

6.3.5 Proposed boundaries include low railings to the front, and to the side and rear will be either 1.8m high close boarded fences or 2m brick wall (for noise mitigation).

6.3.6 It is therefore concluded that there would be no conflict with saved Wrekin Local Plan Policies H6 and UD2, Core Strategy Policies CS 1 and CS 15, and Telford & Wrekin Local Plan (2031) Policies SP1, SP4 and BE1. These policies seek appropriate design quality which relates to its context whilst positively influencing the use and appearance of the local environment. The policy aims are consistent with the National Planning Policy Framework.

6.4 Trees and Landscaping

6.4.1 Although a Tree Survey does not accompany this application, the Council's Tree Officer dealt with the previous application, and was involved in the pre-application discussions. Conditions will secure trees subject of Tree Preservation Orders, both to the east and west of the site. There also landscaping offered within the site frontage facing the public right of way to the east and north of the site and along the internal access road. This would provide a softening of the scheme and a visual break between the dwellings and hard surfaced areas. A landscaping condition would be required to implement this provision.

6.5 Impact upon highway safety

- 6.5.1 The development would provide ample provision of parking spaces for the occupiers of the dwellings and apartments, the Highways Officer has agreed to this.
- 6.5.2 It has not been possible to locate all car parking spaces immediately adjacent to the dwelling they serve, however, even where slightly remote; the parking spaces and visitor parking spaces (36-48) are well overlooked by other properties.
- 6.5.3 The Highways Officer recommended provision of areas of shared surface block paving directly between the main parking area and the visitor parking and also the turning head, rather than a continuous tarmac. Whilst the revised plan now indicate a fully block paved highway, the full construction details will be secured by condition.
- 6.5.4 There are sustainable transport options in this location as an alternative to car. Provision is made for cycle parking facilities to serve the apartments.
- 6.5.5 It is concluded that there would be no conflict with saved Wrekin Local Plan Policies UD2 and H6, Core Strategy Policies CS 9 and CS 15, and Telford & Wrekin Local Plan Policies BE1, C3 and C5. These policies seek adequate access and car parking provision to new development which preserves highway safety.

6.6 Impact upon residential amenity

- 6.6.1 The accompanying Noise Assessment recommends that appropriate mitigation measures, in the form of an acoustic boundary treatment. The applicant has provided a superior form of boundary treatment in the form of a 2m high brick wall. Alternative means of ventilation (such as trickle ventilation) to the habitable rooms (bedrooms and living rooms) should also be provided on plots 14, 15 and 19 which face the Kings Head public house and rear garden areas. This can be secured by condition.
- 6.6.2 The scheme has been designed to ensure satisfactory separation distances to existing dwellings. The apartment block would be off-set from the side elevation of 1 Manor Road (which does not contain any habitable room windows) and would have a separation distance of at least 16m. No harm upon this neighbour would arise.
- 6.6.2 There is a significant distance of over 24m between the rear elevations of 5, 7 and 9 Manor Road and the side elevation of Plot 23.
- 6.6.3 Plot 19 has been set beyond the side and rear elevation of 1 Manse Close, this is to avoid habitable room windows in their side elevation. As this relationship is perpendicular and maintains a separation distance of 11.5m (at closest), no harm to this neighbour would arise.

- 6.6.4 Within the site there is an ample separation distance between facing rear elevations (e.g. 20m between plots 11-14 and 15-18) to avoid any loss of privacy for future occupiers.
- 6.6.5 The future occupiers of dwellings would each be served by ample private garden areas, which range from between 8-12m long. There are communal areas provided for the apartments, whilst these are minimal, they would assist in the provision of essential outdoor space.
- 6.6.5 The proposed development is therefore considered not to have a detrimental impact on the amenities of adjacent residential properties and complies with policy CS15 of the Core Strategy and 'saved' policy UD2 of the WLP.

6.7 Other technical issues

- 6.7.1 Issues of drainage and ground conditions can be controlled through conditions and the development therefore accords with Policies EH7, EH8 and H6 of the Wrekin Local Plan.

6.8 Planning Obligations

- 6.8.1 It must be noted that this site was partly occupied by Gladstone House which accommodated 24 maisonettes. Previous financial contributions on application (TWC/2011/0949) captured the uplift in larger dwelling types being created, this alteration having an increase demand for services and facilities. The application was accompanied by a signed memorandum of agreement for financial contributions for Education (£6,000), Leisure (£1,800) and monitoring fees (£3,500) but with no affordable housing provision. However there was a review mechanism that enabled the issue of affordable housing to be reconsidered on the third anniversary of the planning consent and then every two years until works commence, should there be an improvement in the market or other financial changes.
- 6.8.2 This current application is accompanied by a Financial Appraisal, which provides an up-to-date position on financial market conditions.
- 6.8.3 The applicant has agreed to provide all previous financial contributions secured under TWC/2011/0949, however, there is now sufficient viability to provide 3 affordable rent units. The Council's Development Delivery Group Specialist has assessed and agrees with the Viability Appraisal.
- 6.8.4 Upon further assessment by Education, they conclude that the development makes very little gain of dwellings (in terms of additional bed-spaces), and agree that the £6,000 would be better utilised toward the Parks and Open Spaces contribution.
- 6.8.5 Furthermore, given the very limited range of planning obligations sought, the £3500 monitoring fee would not meet the three tests of Regulation 122 of the CIL Regulations. However, the applicant has still made provision for this

amount within their Viability Appraisal, and suggest this is also provided towards the Parks and Open Spaces contribution.

- 6.8.6 The applicant therefore agreed to progress this application with a financial contribution of £11,300 towards Parks and Open Spaces (formerly referred to as the Leisure contribution). The wider mix of units will create additional demand for play facilities. The contribution has been identified for enhancement / maximising older children's play facilities at the nearest existing NEAP (Neighbourhood Equipped Area of Play) located at Millstream Way, Leegomery, which would serve this development.
- 6.8.7 This meets the three tests of Regulation 122 of the CIL Regulations that a Planning Obligation must meet in order for it to be lawful:
- a. necessary to make the development acceptable in planning terms;
 - b. directly related to the development; and
 - c. fairly and reasonably related in scale and kind to the development
- 6.8.8 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 contribution set out above meets the relevant tests.
- 6.8.9 As the Council is currently the landowner, it is not possible for the Affordable Housing and financial contribution to be secured through a S106 Agreement as the Council cannot enter into such an agreement with itself. It is therefore proposed that a Memorandum of Understanding is signed to commit to these contributions being made.
- 6.8.10 It is considered that the financial contributions are acceptable and accords with Policies H22, H23 and LR6 of the Wrekin Local Plan.

7.0 CONCLUSION

- 7.1 The proposal is for the replacement residential element of the redevelopment and regeneration of Hadley District centre. Having regard to the continued need for an efficient use of land in sustainable locations, the principle of the proposed residential development is acceptable. The layout, scale and design of the proposed dwellings do not have an adverse impact upon the character and appearance of the area or upon the setting of the adjacent Listed Building. With appropriate conditions, no harm will arise upon the residential amenities of the adjacent neighbours, drainage, land contamination or highway safety. The development is considered to be acceptable and compliant with local planning policy and the guidance contained within the National Planning Policy Framework.

8.0 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) The applicant submitting a signed Memorandum of Understanding relating to
 - i. Parks and Open Space contribution of £11,300 towards the enhancement of the existing NEAP (Neighbourhood Equipped Area of Play) located at Millstream Way, Leegomery.
 - ii. The provision of 3 units for affordable rent.

- b) The following conditions and informatives (with authority to finalise conditions and reasons for approval to be delegated to Development Management Service Delivery Manager;
 - 1. A04 Time limit
 - 2. B010 Details of Materials
 - 3. C13 - Parking, loading, unloading and turning
 - 4. B049 Construction Detail
 - 5. B046 Site environmental management plan
 - 6. B121 Landscaping Design (include trees)
 - 7. B062 surface water drainage
 - 8. B076 SUDS management plan
 - 9. B059 Custom – Full set of foundation designs
 - 10. (B130) Trees - Protective fencing
 - 11. B132 Trees - method statement
 - 12. C070 Trees - No burning or storage of materials
 - 13. C071 Trees - Soil levels
 - 14. B142 Landscape management plan
 - 15. B084 – Noise Mitigation
 - 16. D01 Remove permitted development
 - 17. C38 Development in accordance with plan Nos

Informatives

- I11 – Highways S247
- I32 - Fire Authority
- 135 - Secure by Design
- I40 - Conditions
- I41 - Reasons for Grant of permission
- RANPPF1 Approval – NPPF