

TWC/2021/0796

Land West of Station Road, Newport, Shropshire

Erection of an extra care facility containing 70no. affordable self-contained apartments (Use Class C2) and associated communal and public facilities with associated access, car parking and landscaping *** AMENDED PLANS & DOCUMENTS RECEIVED ***

APPLICANT

Bloor Homes Ltd

RECEIVED

05/08/2021

PARISH

Chetwynd Aston and Woodcote

WARD

Newport South and East

THIS APPLICATION IS BEING BROUGHT TO COMMITTEE AS IT REQUIRES FINANCIAL CONTRIBUTIONS VIA SECTION 106

<https://secure.telford.gov.uk/planning/pa-applicationssummary.aspx?applicationnumber=TWC/2021/00796>

1. SUMMARY RECOMMENDATIONS

1.1 It is recommended that **DELEGATED AUTHORITY** be granted to the Development Management Service Delivery Manager to **GRANT FULL PLANNING PERMISSION** subject to Condition(s), Informative(s) and the applicant entering into a Section 106 Agreement in respect of affordable housing, off-site highway infrastructure, travel plan, and monitoring.

2. APPLICATION SITE

2.1 The site subject to this application is located on the southern side of Newport immediately west of Station Road and south of Springfields Industrial Estate. To the west and north of the site runs the Hutchison Public Right of Way (PROW) and an established area of tree planting sits to the north along with the former railway line.

2.2 The site measures 0.56ha and consists of a field with relatively flat topographically. No.1 Station Road is a Grade II Listed Building which is located to the north beyond the former railway and a substantial belt of mature trees.

3. APPLICATION DETAILS

3.1 This application seeks full planning permission for a facility containing 70no. affordable self-contained apartments (Use Class C2) and associated communal and public facilities with associated access, car parking and landscaping.

- 3.2 There will be an even split of 35no. 1bed apartments and 35no. 2bed apartments, all with living areas, kitchens and bathrooms along with either a balcony or patio area to provide external amenity space. A lounge/bistro, a multi-purpose activity room, laundry and storage rooms, staff facilities and plant rooms are also provided within the block. The lounge/bistro and activity area will be available on a managed basis to residents of the wider development to encourage community cohesion and integration.
- 3.3 The site received outline planning permission for up to 120no. dwellings in 2018 (ref.: TWC/2015/0057). Since then the site has been purchased by Bloor Homes, who have also purchased the adjacent site being considered under application TWC/2021/0795. There is a current application for Reserved Matters for 115no. dwellings lodged with the Local Planning Authority (TWC/2021/0109) on this site.
- 3.4 A second outline application was granted on the adjacent site earlier this year (TWC/2011/0871) for 187no. dwellings (as Phase 1 of TWC/2011/0871). This site has also been acquired by Bloor Homes.
- 3.5 During the detailed consideration of TWC/2021/0109 it become apparent that addressing the existing physical constraints within the application site would prove challenging due to the restrictions of the red line boundary, which reflected land ownership at the time of the outline planning application. Now that Bloor Homes own both this site and the adjacent site (Phase 1 of TWC/2011/0871), they were able to reallocate the quantum of development approved at outline stage to make more efficient use of the land and amend the design to accommodate the physical features of both sites. For this reason Bloor Homes have opted to submit two new full planning applications in order to better address existing constraints on site and address community concerns about the preservation and quality of the Hutchison Way PROW which runs between Newport and Wellington and passes through both application sites.
- 3.6 The applicant undertook a community engagement exercise prior to submitting the application, providing a Statement of Community Involvement as part of the submission to demonstrate how community views had been taken on board as part of the design process.

4. PLANNING HISTORY

- 4.1 TWC/2011/0871 - Land East/West of Station Road - Erection for up to 350no. dwellings (Use Class C3); extra care housing (Use Class C2); 4.5ha of employment land (Use Classes B1, B2 and B8); a superstore (Use Class A1) with petrol filling station and car wash; open space and landscaping provision

including all-weather sports pitch, and landscaped park; demolition of existing industrial buildings; highway works and associated infrastructure development - Outline Granted 2 March 2021

- 4.2 TWC/2015/0057 - Land South of Springfield Industrial Estate - Outline application for the erection of up to 120no. dwellings with associated open space, infrastructure works and access of Station Road with all other matters reserved - Outline Granted 16 March 2018
- 4.3 TWC/2021/0109 Land South of Springfield Industrial Estate - Reserved matters application pursuant to outline planning application TWC/2015/0057 for the erection of up to 115no. dwellings with associated open space, infrastructure works and access of Station Road including details for appearance, landscaping, layout and scale - Pending Consideration

5. RELEVANT POLICY DOCUMENTS

- 5.1 National Planning Policy Framework (NPPF)

- 5.2 Telford and Wrekin Local Plan (2011-2031)

SP2: Newport

SP4: Presumption in Favour of Sustainable Development

NE1: Biodiversity and Geodiversity

NE2: Trees, Hedgerows and Woodlands

NE4: Provision of Public Open Space

NE6: Green Network

HO1: Housing Requirement

HO4: Housing Mix

HO5: Affordable Housing Threshold and Percentages

HO6: Delivery of Affordable Housing

HO7: Specialist Housing Needs

COM1: Community Facilities

C3: Implications of Development on Highways

C5: Design of Parking

BE1: Design Criteria

BE4: Listed Buildings

BE8: Archaeology and Scheduled Ancient Monuments

BE9: Land Stability

ER1: Renewable Energy

ER11: Sewerage Systems and Water Quality

ER12: Flood Risk Management

- 5.3 Homes for All Supplementary Planning Document (SPD)

- 5.3.1 Following the adoption of the Homes for All SPD in January 2022 and the publication of the Council's Policy Position Statement on First Homes on the 6th January 2022, a few matters arising from these documents need to be considered and discussed in the Committee Report.
- 5.3.2 Comments from the Council's Housing Team were received on the 21st October 2021 and are available on the public file. These comments were made following two detailed pre-application workshops, which set out the expected requirements for this application.
- 5.3.3 The First Homes scheme was introduced in May 2021 through a Written Ministerial Statement and planning practice guidance. First Homes will not apply to sites with full or outline planning permissions already in place or determined before 28 December 2021, or 28 March 2022 where there has been significant pre-application engagement. On the basis of two formal pre-application workshops and an extant outline planning consent, the position for affordable housing remains unaltered and the First Homes scheme will not apply to this site.
- 5.3.4 In respect of the Homes for All SPD, significant discussions had taken place on this application pre-submission and during submission. The applicant has endeavoured to accommodate Category M4(2) and M4(3) throughout the development, however, due to the adoption of the SPD late in the planning process for this application it is not considered reasonable to seek full compliance with the SPD as this would necessitate a full re-design of the scheme.

6. NEIGHBOUR REPRESENTATIONS

- 6.1 The application has been publicised through a site notice, press notice and direct neighbour notification. Two stages of consultation have taken place, the second further to amendments to the parking layout.
- 6.2 The Local Planning Authority received 4no. public representations objecting to the scheme on the basis of the first consultation, the following summarised issues were raised:
- Too many housing developments already in Newport;
 - No demand for Extra Care development;
 - Newport as a town already struggles with traffic, parking, poor public transport and little infrastructure for safe cycling;
 - Increased risk to pedestrians on Station Road, where the ability to

cross the road safely is already dangerous;

- Additional and speeding vehicles on Station Road will be worsened;
- Infrastructure is insufficient (schools, dentists, doctors, water supplies and sewage);
- Design is not sympathetic and three to four storey high development is out of character;
- Building should be re-designed to look like the care home approved under W2008/0934;
- The proposed courtyard will be in shade given the size and mass of the building;
- Noise impact during construction;
- Light pollution from additional streetlights;
- Loss of green space and ecological habitat;
- No insistence for renewable energy to be included;
- Lack of satisfactory employment opportunities in the town will lead to greater commuting and traffic;
- Increase in litter from additional population.

7. STATUTORY REPRESENTATIONS

7.1 Newport Town Council: **Comment**:

Landscape and Environment

- The development will become a new, more urbanised gateway to the town and consideration should be given to ways to mitigate this with green space and the retention of as much existing hedgerow as possible;
- Design should enhance and reflect the local area vernacular on this site as this is the main entrance into the conservation area and the historic gateway to the town. The four-storey part of the Extra Care building is out of keeping with the architectural style of the rest of the town and should be reduced to a maximum of three storeys;
- The landscape design is generally acceptable;
- Consideration should be given to enhancing the landscaped areas by using environmentally friendly measures such as low intensity lighting, hedgehog highways and installing bird and bat boxes to encourage roosting;
- It is not clear from the application what measures have been put in place for ongoing maintenance of the open spaces on the development. The Town Council would prefer that all landscaping and roads are completed to an adoptable standard and that prior to any occupation of the development any proposed maintenance or

management company charges are clear and transparent to all concerned.

Connectivity

- The development will generate significant additional vehicle movements in and around the Town;
- The existing Zebra crossing on Station Road will likely see significantly increased pedestrian numbers and consideration should be given to upgrade this to a Pelican crossing to enable more controlled flow of pedestrian and vehicle traffic;
- Suggest that an additional pedestrian crossing will be required nearer to the development site;
- Given the increased number of pedestrians expected in the area generally due to this development, the retail facilities just along the A518 and the opening of NI Park the Town Council would welcome a review of all footpath and cycle networks in the wider area to ensure safety and encourage their use.

Sustainability

- Welcome the Developers commitment to sustainable construction and energy, especially the number of EV Charging Points. We would ask that similar consideration is also given to the use of sustainable materials and heating methods in the Extra Care building.

Infrastructure

- We would ask that the Developer works with the LPA and Severn Trent to ensure there is no further impact on the already poor water pressure locally as a result of the added pressure on the water supply.

S106 Agreements and Community Funding

- Whilst the s106 monies will be agreed with Telford & Wrekin Council the Town Council would welcome discussions with the Developer on how they might support specific local initiatives that would directly benefit the local Newport Community as ALDI did when they developed in Newport.

7.2 Chetwynd Aston and Woodcote Parish Council: **Comment:**

- Out of keeping with the character and appearance of the area at four storeys high;
- Insufficient parking for staff, residents and visitors is included, increasing risk of parking in nearby roads and on the rest of the development;
- Concerned about the access/egress onto Station Road ;
- Concerned the proposed drainage and foul water treatment is will detrimentally impact on existing watercourses.

7.3 Highways: **Support** subject to Conditions and S106

7.4 Arboricultural: **Support** subject to Conditions

7.5 Ecology: **Support** subject to Conditions

7.6 Environmental Health: **Support** subject to Conditions

7.7 Drainage: **Support** subject to Conditions

7.8 Built Conservation: **Comment**: There would be some minor impact on the wider setting of No.1 Station Road. This should be addressed by setting the building further back from the roadside, with enhanced roadside tree planting.

7.9 Housing Strategy & Commissioning Programme Manager: **Support**: Delivery of an Extra Care scheme will contribute to the delivery of the required supply identified in TWC Specialist and Supported Accommodation Strategy. The Council currently has 7no. schemes across the borough with affordable provision that the Local Authority refers into but none of these schemes are in Newport so a scheme in Newport would help with the Council's offer for Specialist and Supported Accommodation in this area.

7.10 Environment Agency: **No Objection** subject to Conditions

7.11 Severn Trent Water: **No Objection** subject to Conditions

7.12 Highways England: **No Objection**

7.13 Shropshire Archaeology: **Support** subject to Conditions

7.14 Shropshire Wildlife Trust (Shrewsbury Branch): **Comment**:

- The site should be retained in its entirety as an area of accessible green space;

- It is not clear where a replacement for the grassland habitat lost under the 70-bed care home will be recreated within the areas of 'amenity' grassland planned within the development or where any biodiversity net gain has been provided in compensation;
- Removing this area grassland which has some ecological value is against the Ecological and Climate Crisis

7.15 Shropshire Wildlife Trust (Newport Branch): **Comment:**

- Height, scale and mass of the building would be out of character and over-dominant;
- LPA must be satisfied with drainage proposals as this site is a field which has been known to flood.

7.16 Shropshire Fire Service: **Note** that consideration should be given to the "Fire Safety Guidance for Commercial and Domestic Planning Applications" document.

7.17 West Mercia Police: **No Objection** subject to informative recommending applicants seeks Secured by Design status.

8. APPRAISAL

8.1 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 Heritage
- Impact on the Amenity of Adjacent Properties and Future Occupiers
- Highways impacts and Public Rights of Way
- Drainage
- Healthy Spaces and Recreation
- Ecology and Trees
- Financial Contributions

8.2 *Principle of Development*

8.2.1 This application site was granted outline permission for up to 120no. dwellings with a signed Memorandum of Understanding on 16 March 2018 (Ref. TWC/2015/0057). Therefore, the principle of developing this site for residential uses has been established, and remains a live planning consent.

8.2.2 Since Bloor Homes have acquired this site and the adjacent site (Phase 1 of TWC/2011/0871) they have felt it prudent to use the site to accommodate

the Extra Care development (which was previously intended to form part of TWC/2011/0871) and relocate the 120no. dwellings from this site to the Phase 1 portion.

- 8.2.3 Under TWC/2011/0871 the Phase 1 site was expected to provide 187no. dwellings and an 80no. unit Extra Care scheme alongside recreational facilities and vehicular accesses onto the A518 and Station Road. This application proposes a 70no. unit Extra Care facility with 301no. dwellings, being proposed on the adjoining site. The residential scheme for 301no. dwellings on Phase 1 is being considered under TWC/2021/0795.
- 8.2.4 In summary, therefore, outline planning permissions TWC/2011/0871 and TWC/2015/0057 jointly made provision for up to 307no. dwellings and an 80no. unit Extra Care facility across the two sites. After consideration by the applicant, the Extra Care facility previously granted permission under TWC/2011/0871 has been proposed for relocation onto this site, and the 120no. dwellings previously granted permission for this site have been consolidated into application TWC/2021/0795 on the adjacent site.
- 8.2.5 The total development across both current application sites is 301no. dwellings and a 70no. units Extra Care facility. The quantum of development is therefore similar between what was cumulatively approved at outline planning stage and what is being proposed now.
- 8.2.6 The principle of development is therefore accepted.

8.3 *Design and Heritage*

- 8.3.1 The proposed Extra Care facility would be a substantial building of three storeys to west and east, rising to four storeys to the north elevation, located immediately adjacent to the southwest of Station Road. All 70no. self-contained units would comprise affordable units and consist of specialist accommodation, which the Council's Housing Strategy and Commissioning Manager confirms there is a need for in Newport. The development would comprise 35no. 1 bed apartments and 35no. 2bed apartments. Extra care accommodation is identified in the Homes For All SPD and this development would contribution towards the Borough's requirements.
- 8.3.2 Objections have been received regarding the three and four storey element of the building and its relationship to the character of the area. The immediate area is predominantly characterised by two storey individual houses and the nature of an Extra Care development will necessitate a different building form. In order to avoid encroaching on the adjacent woodland or Hutchison Way PROW as well as providing sufficient amenity space within the courtyard, the building has been designed with a modest land take. In order to achieve the quantum of development need to make the scheme viable, this requires increasing the height of the building to three and

four storeys to accommodate the 70no. self-contained apartments. The three storey wings overlook Station Road and the Hutchison Way, with the four storey element facing onto the woodland belt to the north where it will have the least visual impact.

- 8.3.3 The building has been designed with a fabric first approach to energy efficiency which involves maximising the performance of the components and materials that make up the building fabric. This can help reduce carbon emissions and improve energy efficiency, and reduce the need for maintenance during the buildings life. The aim is to assist the Council in achieving its carbon reduction target.
- 8.3.4 The Council's Built Heritage Specialist has noted that the proposals would result in some slight harm to the setting of No 1 Station Rd and requested that the building be set further back from Station Road. There are S278 works required to the highway along Station Road and were the building to be moved away from the highway and additional space created for tree planting, then the development would encroach upon Hutchison Way. As a key aim of this application and TWC/2021/0795 is to retain and enhance Hutchison Way as a green route then re-locating the building would compromise this objective. On balance the public benefit to the enhancing the PROW and accessibility along Station Road is considered to outweigh the slight harm identified by the Council's Built Heritage Specialist to No 1 Station Road.
- 8.3.5 Shropshire Archaeology confirmed their support of the proposal subject to a Written Scheme of Investigation. This has been provided during the course of the application and Shropshire Archaeology are satisfied with its findings. The scheme is therefore considered to comply with Policy BE8 of the Local Plan.

8.4 *Impact on the Amenity of Adjacent Properties and Future Occupiers*

- 8.4.1 With regards to the amenity of future occupiers of the Extra Care facility, the Council's Environmental Health Specialist has assessed the scheme and confirmed that the proposed design interventions to ensure appropriate noise and heat levels inside the apartments are satisfactory. This can be secured by planning condition.
- 8.4.2 The site has been laid out to maximise the benefit of the southern orientation of the building. Most apartments look out onto the central landscaped space, the tree belt to the rear or the Hutchison Way and tree belt to the west. The provision of a balcony or terrace for each apartment provides private amenity space and raises the quality of the accommodation on offer.
- 8.4.3 With regards to existing neighbours and surrounding uses, the proposed building is located a sufficient distance away from other properties to mitigate any potential overshadowing or overlooking. The development is

considered acceptable in this respect and to comply with Policy BE1 of the Local Plan.

8.5 *Highway impacts and PRow's*

8.5.1 This proposal is reliant on the delivery of the highway infrastructure being built by the adjoining residential development (TWC/2021/0795) both on site and under S278 on Station Road. The S278 works do impact on the site frontage and will necessitate the removal of a stretch of hedgerow. It also reduces the amount of space available for moving the building further back from the highway and accommodating more tree planting, as requested by the Council's Built Heritage Specialist and discussed in para 8.3.4 above. For these reasons, the Built Heritage Specialist's request has not been able to be accommodated in addition to maintaining the PRow's to the west of the building. A balanced judgement has to be made, therefore, over the public benefits of retaining and improving the PRow's and the S278 works to Station Road versus setting the building back a little further from Station Road to benefit the setting of No 1 Station Road.

8.5.2 A footway will be created along Station Road as part of the S278 works to improve pedestrian linkage and connectivity with the town. A puffin crossing on Station Road is being provided as part of the adjoining application TWC/2021/0795 for 301no. dwellings.

8.5.3 One of the key public benefits of this application is the retention of the Hutchison Way as a green route and its enhancement. This is a result of switching the location of the Extra Care development from Phase 1 of TWC/2011/0871 to this site.

8.5.4 The proposal provides 42no. parking spaces in total. Of these 35no. parking spaces are provided for 70no. self-contained apartments, which accords with the 1 space per two units set out in Appendix F of the Local Plan. The proposal will also create 10no. full-time employment posts and 3no. part time employment posts on a shift basis. This means that approx. 5-6 staff members will on site at any one time, utilising up to 3no. of the remaining spaces at 1 space per two staff members. The remaining 4no. spaces are available for visitors.

8.6 *Drainage*

8.6.1 The site falls within Floodzone 1 and is known to have high groundwater levels as well as being located adjacent to Baddeley Wells. The previous outline consents established the need for a composite Drainage Strategy across the whole site.

8.6.2 The layout of the site is centred around a succession of SuDS features. During the course of the application additional information has been secured from the applicant to confirm that the site will be positively drained and the

groundwater levels have been identified for worst case winter month scenarios.

- 8.6.3 The Council's Drainage Engineer is satisfied that the proposals are appropriate to the constraints of the site and the scheme can be supported subject to conditions requiring technical drainage details and an interim management plan for surface run-off during the construction phase.

8.7 *Healthy Spaces and Recreation*

- 8.7.1 The Council's Healthy Spaces Specialist has no comment to make on the scheme. The Extra Care development provides on-site recreational space for residents in the form of a courtyard and access to the PROWs around the site as well as the outdoor facilities proposed by TWC/2021/0795 would be within a short walking distance for inhabitants of the facility.

8.8 *Ecology and Trees*

- 8.8.1 A number of ecology and arboricultural concerns were raised by the Council in relation to Reserved Matters application TWC/2021/0109, which this application and TWC/2021/0795 have sought to address by amending the layout and switching the location of the Extra Care development.

- 8.8.2 Subject to conditions both the Council's Ecology Officer and Arboricultural Officer support the scheme.

8.9 *Planning Contributions*

- 8.9.1 The proposed development meets the requirement to provide contributions as directed through the Local Plan. Officers consider that these contributions are necessary to mitigate the impacts of the development.

- 8.9.2 The proposed contributions to be sought via a Section 106 agreement are therefore as follows:

- i) Financial Contribution towards Strategic Highway works in Newport of £31,880.15;
- ii) Financial Contribution towards Travel Plan of £5000.00;
- iii) S106 Monitoring Fee of £638.00 (*2% of the total value of contributions, or capped at £20,000*);
- iv) All 70no. units to be provided as affordable housing;
- v) Age restriction upon occupancy of units to residents aged 55 years and above.

9. CONCLUSION

- 9.1 The site has previously received outline planning permission for residential development, which remains a live planning application; therefore the principle of development is accepted. A key aim of this application and TWC/2021/0795

has been to retain and enhance the Hutchison Way PROW and woodland belt to the north of the sites.

- 9.2 The 70no. self-contained apartments would contain specialist accommodation in Newport, in accordance with Policy HO7. Each apartment would benefit from its own private amenity space, a communal courtyard garden and communal facilities within the main building. The design and scale of the building allows for these facilities to be provided whilst not encroaching or compromising the protection and enhancement of Hutchison Way. All technical consultees are satisfied with the proposals and have recommended conditions and S106 contributions, where appropriate.
- 9.3 On balance, it is considered that the proposal is compliant with the above policies of the Telford & Wrekin Local Plan 2011-2031 and represents an efficient use of land that meets a specialist housing need. Given the layout of the site and existing and proposed landscaping, the development would not cause any significant detrimental impact upon the amenity of neighbouring properties.
- 9.4 The proposal is therefore deemed to be compliant with the Telford & Wrekin Local Plan 2011-2031 and the guidance contained within the NPPF.

10. DETAILED RECOMMENDATION

10.1 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 PLANNING PERMISSION** (with the authority to finalise any matter including conditions, legal agreement terms, or any later variations) subject to the following:

A) The applicant/landowners entering into a Section 106 agreement with the Local Planning Authority (items i) and ii) subject to indexation from the date of committee), relating to:

- i) Financial contribution towards Strategic Highway works in Newport of £31,880.15;
- ii) Financial contribution towards Travel Plan of £5000.00;
- iii) S106 monitoring fee of £638.00 (*2% of the total value of contributions, or capped at £20,000*);
- iv) All 70no. units to be provided as affordable housing;
- v) Age restriction upon occupancy of units to residents aged 55 years and above.

B) The following Conditions:

A04: Time Limit Full
B150: Site Environmental Management Plan
B110: Archaeology – Programme of Works
B145: Lighting Plan
B149: Ecology Custom – Appointment of Ecological Clerk of Works
B149: Ecology Custom – Badger Survey
B149: Ecology Custom – Suite of Nesting/Roosting Boxes
B149: Habitat Management Plan
B061: Foul and Surface Water/Soakaway Tests
B076: SuDS Management Plan
B079: Method Statement for Interim Drainage Measures
B079: Exceedance Flow Routing Plan
B079: Land Contamination Investigations (Environment Agency)
B079: Pipes and Infrastructure Specification (Environment Agency)
B045: Travel Plan
B049: Highways Custom
CO20: Highways Custom – Installation of Signage and Carriageway Markings
C013: Access and Parking Bound Material
C014: Visibility Splays
C016: Access to Remain Ungated
C076: Landscaping Implementation – Hard and Soft
B089: Installation of Mechanical Ventilation
C050: Completion of Noise Attenuation to Apartments
C002: Materials as Submitted on Plans
C038: Development in Accordance with Plans