

TWC/2020/1076

Land opposite, 15-22 Woodside, Coalbrookdale, Telford, Shropshire
Erection of 1no. dwelling and shed following demolition of the existing summerhouse and shed with associated landscaping and tree works ****AMENDED DESCRIPTION, PLANS AND DOCUMENTATION SUBMITTED****

APPLICANT

RECEIVED

11/12/2020

PARISH

The Gorge

WARD

Ironbridge Gorge

THIS APPLICATION IS BEING HEARD AT COMMITTEE AS THE NUMBER AND NATURE OF REPRESENTATIONS FROM THE PUBLIC AGAINST OFFICER RECOMMENDATION IS, IN THE OPINION OF THE SDM: DEVELOPMENT MANAGEMENT SUFFICIENT TO REQUIRE THAT THE APPLICATION SHOULD BE DETERMINED BY BOARD

Online planning file: <https://secure.telford.gov.uk/planning/pa-applicationssummary.aspx?applicationnumber=TWC/2020/1076>

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 conditions, and informatives.

2. APPLICATION SITE

- 2.1 The site is located within Ironbridge, which is situated approximately 5.9 miles South of Telford Town Centre. Ironbridge is located within the urban area of Telford and has good access to facilities for residents to use such as shops, schools and doctors surgeries.
- 2.2 The site currently comprises of an open piece of land which is used informally as garden land. There is a summerhouse and shed currently erected on the site however; the remainder of the site remains undeveloped. The landscaping on the site largely comprises of soft landscaping.

3. APPLICATION DETAILS

- 3.1 This application seeks permission for the erection of 1no. dwelling and shed following demolition of the existing summerhouse and shed with associated landscaping and tree works.
- 3.2 The proposed dwelling will be constructed for the applicants to reside within and will be constructed in a mixture of brick and timber cladding and will have

a sedum and moss roof. The windows of the dwelling will be constructed in grey aluminium (final details to be agreed by the Local Planning Authority via a condition).

4. PLANNING HISTORY

- 4.1 W2005/0586 - Erection Of 1no Detached Dwelling And Detached Garage And Construction Of A New Vehicular/ Pedestrian Access – Withdrawn on 14/07/2005

5. RELEVANT POLICY DOCUMENTS

- 5.1 National Planning Policy Framework (NPPF)
- 5.2 Telford & Wrekin Local Plan 2011-2031
- 5.3 Severn Gorge Conservation Area Management Plan

6. NEIGHBOUR REPRESENTATIONS

- 6.1 Fourteen neighbouring properties have been formally consulted on the proposal and due to a set of amended plans being submitted, a re-consultation exercise has been undertaken. In total, across the two consultations, the Local Planning Authority have received forty objection letters, five letters of support and one comment. Whilst members are able to read the full letters received on the above link, the objections received are summarised as follows:

- The site is in a known area of instability;
- Highways issues;
- The proposal would detrimentally impact the living conditions of neighbouring properties;
- The plans are not accurate in respect of boundaries;
- The design and materials are not sympathetic of a Conservation Area and World Heritage Site;
- The proposal would have a detrimental impact on the adjacent listed buildings;
- The proposal represents an overdevelopment of the site;
- The building will set a precedent;
- It will result in the loss of a green space which is important;
- Construction noise will cause a nuisance;
- Construction will be difficult due to the plot size and narrow accesses;
- Proposal will have a detrimental impact on the highways network;

- The proposal will harm the biodiversity on the site;
- The applicant has not demonstrated a need for a dwelling;
- Other planning refusals/withdrawals set a precedent;
- There have been too many new houses granted permission/built within this historic area;
- Trees on the site contribute to the amenity of the area;
- There are no public benefits to the scheme;
- The development is not sustainable.

7. STATUTORY REPRESENTATIONS

7.1 The Gorge Parish Council – Object:

Consider that the proposal is oversized in relation to the plot/location and not in keeping with the surroundings. There are further concerns regarding the potential for land slippage (during and after construction), access and egress arrangements and the impact on wildlife.

7.2 Built Heritage Conservation – Object:

The footprint, mass, form and detailing are considered to be a significant departure from that of the humble traditional workers' terraced cottages along Woodside and School Road. The proposed dwelling's mass and footprint also exceeds that of the Old School House. There are features and materials proposed which are very modern in character and detailing, making them incongruous within the historic setting. The flat sedum roofs of the main dwelling and the shed/summerhouse are appropriate for the context of the modern dwelling and certainly eco-friendly. With regard to the replacement shed/summerhouse on the west end of the site, there is no Conservation objection in principle to the erection of a shed/motorbike store in that location, however there are concerns over the scale, design and materials proposed. Further information is required regarding the harvesting tanks and heat pumps. In conclusion, this proposal would cause harm to the character and appearance of the WHS/CA and the settings of two Grade II listed buildings, contrary to local policies BE1 iv, BE3 ii, BE4 i, iii, vi and vii, BE5 i, ii and iii, BE6 iii and the NPPF section 16.

7.3 Highways – Comment:

Raise no objections to the proposal subject to conditions and informatives.

7.4 Ecology – Support subject to conditions

7.5 Drainage – Support subject to conditions

- 7.6 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” document.
- 7.7 Shropshire Council Archaeology – No comment

8. APPRAISAL

Principle of development:

- 8.1 Section 38(6) of the Planning & Compulsory Purchase Act 2004 requires that planning applications must be determined in accordance with the adopted development plan unless material considerations indicate otherwise. The Development Plan comprises the Telford & Wrekin Local Plan (TWLP) which was adopted in January 2018. The National Planning Policy Framework (NPPF) is also a material planning consideration.
- 8.2 As the application site is located within the urban boundary of Telford, the principle of development is considered to be acceptable on this site, in accordance with Policies SP3 and SP4 of the Telford & Wrekin Local Plan 2011-2031.

Proposed scale and design:

- 8.3 The proposal will see one detached dwelling constructed on the site, which will face out on to School Road. Along with the proposed dwelling, the applicant is also proposing to construct a shed on the site, following the demolition of an existing summerhouse and shed on the site.
- 8.4 Policy BE1 of the TWLP outlines that developments should respect and respond positively to its context and should enhance the quality of the local built and natural environment. The proposal should demonstrate an integrated design approach and should combine layout, building form and design.
- 8.5 The applicant has worked pro-actively with the Local Planning Authority and has revised the design of the property during the application process. The applicant has also worked pro-actively with the Local Planning Authority to ‘nestle’ the dwelling into the site as far as is practically possible, in order to minimise the impact that it will have on the streetscene and neighbouring properties.
- 8.6 The proposed dwelling will be two-storey in scale however, it will be nestled into the land significantly, so a large portion on the dwelling will not be visible from the streetscene. Properties within the immediate area are largely two-stories and as such, it is not considered that a dwelling of this scale would be

incongruous within the streetscene.

- 8.7 Concerns have been raised that the proposal represents an over-development of the site, however, Officers are satisfied that the applicant has demonstrated that there is enough land available to accommodate the proposed development and associated parking, landscaping and private amenity space.
- 8.8 Therefore, officers consider that the scale of development is acceptable and can be accommodated on the site. It is considered that the proposal does not represent an over-development of the site.
- 8.9 In respect of design, the applicants have proposed a dwelling which is modern in appearance and will use sustainable and innovative technologies; such as a sedum and moss roof, an air source heat pump, a rainwater harvesting tank and a construction system which is as close to Passive House standard as possible. Whilst it is acknowledged that the design of the property would be completely different to other properties within the immediate area, the Local Planning Authority considers that given the extent that it would be nestled within the site and the proposed boundary treatments proposed, it would not have such a detrimental impact on the character and appearance of the streetscene to warrant the refusal of the application. The benefits from the dwelling being close to Passive House standard and using innovative and sustainable technologies, both in the construction and day to day running of the property, are considered to outweigh any harm that the proposal would have on the character and appearance of the streetscene. The proposal is therefore considered to comply with Local Plan policy BE1 and the guidance contained within the NPPF.

Impact on the Outstanding Universal Value of the Ironbridge Gorge World Heritage Site; character and appearance of the Severn Gorge Conservation Area and the setting of adjacent heritage assets:

- 9.0 Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 require the Local Planning Authority to have special regard to the desirability of preserving the setting of Listed Buildings and the character and appearance of the Conservation Area.
- 9.1 The site is located within the Ironbridge Gorge World Heritage Site (WHS), the Severn Gorge Conservation Area (CA) and it is noted that there are a number of statutory Listed Buildings and Buildings of Local Interest within close proximity to the site. The site is located within a discreet position within the World Heritage Site and the Conservation Area. Whilst the site is visible from public vantage points including School Road and Woodside, the soft landscaping on the site does offer suitable screening.

- 9.2 The Council's Conservation Officer has been formally consulted on the proposal and has cited concern with the scheme. The Conservation Officer considers that the proposals massing, scale, form and materials are incongruous with the historic character and appearance of the neighbouring structures in the Woodside character area of the Ironbridge Gorge WHS and would be harmful to the character and setting of this portion of the WHS/CA, as well as causing harm to the settings of the neighbouring Grade II Listed buildings and buildings of local interest.
- 9.3 Whilst the proposal will result in the loss of this privately owned green space; it has been assessed that the proposal will result in less than substantial harm to the designated heritage assets. It is considered that this harm is at the lower end of the "less than substantial" scale as the dwelling has been set into the landscape through a reduction in ground levels and due to any harm being further mitigated through a condition to secure and retain soft landscaping in perpetuity screening the development from the heritage assets. When assessing this application, Paragraph 196 of the NPPF requires the Local Planning Authority to weigh this harm against the public benefits of the proposal. The public benefits are that it would be well-located in sustainability terms with good access to a range of facilities. Regardless of the existence of a five-year housing land supply, it would not therefore, be inconsistent with the provisions of the National Planning Policy Framework (the Framework) which amongst other things encourages accessibility to key services. Moreover, the proposed development would further contribute to the local economy through construction work as a substantive benefit commensurate to one dwelling. When weighing this harm against the public benefits and creating a viable use for the piece of land, it is considered that the harm is outweighed by the public benefits with regard to the statutory presumption in favour of preservation as required by Sections 66 and 72 of the Planning and Listed Building Act 1990.
- 9.4 The site is located within a WHS and CA however; this does not necessarily mean that all new properties should be traditional in form, materials and design where the site is deemed to be appropriate for modern development.
- 9.5 The dwelling has been nestled into the site considerably, and the applicant has provided CGI and Photomontages to demonstrate just how considerably it will be nestled. The applicant has also included a robust landscaping scheme on the site, which will screen the proposed dwelling even further. The Local Planning Authority will condition that this landscaping scheme has to be retained in perpetuity.
- 9.6 The applicant has demonstrated that only a small portion of the dwelling will be visible from the streetscene once the landscaping has been established.

Officers have requested that the screening planted on School Road is a minimum height of 2 metres when planted, in order to provide immediate screening.

- 9.7 Concerns have been raised by the Conservation Officer in respect of the harvesting tanks and the heat pumps that are proposed and what they will look like. Officers will be conditioning this element so that a specification sheet for each element is provided to, and approved in writing by the LPA prior to their installation.
- 9.8 Further concerns have been raised regarding the size of the proposed shed, where the Conservation Officer considers that a smaller sized shed would be more appropriate. Officers are mindful that the proposed shed has been designed to reflect the design and materials used in the main dwelling. Additionally, given the site topography; Officers would highlight that this will lessen the visual massing and impact that the shed will have on the streetscene. On balance, Officers consider the scale and design of the shed to be acceptable.
- 9.9 In conclusion, given the extent that the dwelling will be sat within the site and the robust boundary treatments proposed, Officers do not consider that the proposal would result in harm that would not be outweighed by public benefit, this is with regard to the statutory presumption in favour or preservation of the Outstanding Universal Value of the Ironbridge Gorge World Heritage Site, the character and appearance of the Severn Gorge Conservation Area or the setting of adjacent heritage assets.

Impact upon the living conditions of neighbouring properties:

- 9.10 Policy BE1 of the Telford & Wrekin Council Local Plan 2011-2031 supports development where it does not impact adversely on the amenity of neighbouring properties. The properties which are located within the closest proximity of the application site are '15-22 Woodside' and '8-10 School Road'.
- 9.11 In respect of '15-22 Woodside', these properties are located opposite the application site and are made up of a number of two-storey, terraced properties. Officers would highlight that these properties lie on land which is slightly higher than the application site. When reviewing the information submitted as part of this application, it is acknowledged that the elevations which face out towards these properties will feature a number of window and door openings and a courtyard area will also be created in between the property and the site boundary closest to these neighbouring properties. However, given the extent that the dwelling will be nestled into the site and proposed boundary treatments, a large portion of these openings will not be visible from the occupiers of 15-22 Woodside. Officers have also requested that

the openings are recessed in order to provide further screening. Whilst the occupiers of 15-22 Woodside may be able to see into the site from their upper floor windows, this does not automatically mean that the dwelling will result in a loss of privacy to these occupiers and does not warrant the refusal of the application. Given that the dwelling is nestled into the site considerably and will be well screened, officers do not consider that the proposal will cause any detrimental harm to the amenity of these occupiers.

9.12 In respect of '8-10 School Road', this property is located adjacent to the application site and is a two-storey terraced property. This property lies on land which is lower than the application site. Due to the position of this property and the proposed location of the new dwelling, the new dwelling will sit on higher land than this adjacent property. Whilst the dwelling will be slightly move visible to School Road, given the topography of the site, the applicant has proposed a robust landscaping scheme for the site. In between the proposed dwelling and 8-10 School Road, it is proposed that a landscaping buffer of trees will be planted.

9.13 When reviewing the information submitted as part of this application, it is considered that due to the position of the dwelling and the position of 8-10 School Road along with a robust proposed landscaping plan, the proposal will not result in any significantly detrimental issues of overlooking or loss of privacy. Once again, it is highlighted that whilst the occupiers of 8-10 School Road may be able to see into the site from their upper floor windows, this does not automatically mean that the dwelling will result in a loss of privacy to these occupiers and does not warrant the refusal of the application. As such, due to the location and position of the dwelling and the boundary treatments, both existing and proposed, it is not considered that the proposal will cause any significantly detrimental harm to the amenity of the occupiers of surrounding properties.

Highways impacts:

9.14 Policies C3 and C5 of the Telford & Wrekin Local Plan 2011-2031 outlines that development will be supported where it ensures appropriate and safe access and sufficient parking can be achieved.

9.15 Concerns have been raised by the Parish Council and within a number of objections in regards to the impact that the proposal will have on the Highways network and in regards to the parking proposed on the site.

9.16 The original proposals included the provision of a parking layby along the northern border of the site, served off of School Road. The Local Highways Authority (LHA) requested that this was removed from the proposals as it was a less desirable arrangement than providing additional parking to utilise the

existing access along Woodside. Notwithstanding this, the LHA has agreed in principle that a temporary construction layby can be created off of School Road to assist with the construction stage, to be reinstated upon delivery of the development. The exact details will be conditioned under a Construction Management Plan.

- 9.17 The current proposals only indicate the provision of 1 further parking space associated with the proposed dwelling, which is less than the Local Plan parking requirement of 2 spaces for a 3 bed dwelling. There does however appear to be sufficient space to the rear of the highway to accommodate the parking of two vehicles.
- 9.18 Subsequently, the LHA offers no objections to the proposals and for the reasons outlined above, there are no technical highways reasons to warrant the refusal of the application.

Other matters

- 9.19 Concerns have been raised by neighbouring properties regarding the drainage of the site. The Council's Drainage team have reviewed the application and have supported the scheme subject to conditions which require the submission of a drainage scheme prior to any works starting on the site. As such, there are no technical drainage reasons to warrant the refusal of the application.
- 9.20 Concerns have been raised by neighbouring properties regarding the impact that the proposal will have on the biodiversity of the site and the wider area. The Council's Ecology team have reviewed the application and have supported the scheme subject to conditions which require the submission of further ecological information (Such as a Habitat Management Plan) prior to any works starting on the site. As such, there are no technical ecological reasons to warrant the refusal of the application.
- 9.21 Concerns have been raised by neighbouring properties regarding the impact that the proposal will have on the stability of the site and the wider area. The application site is located within Zone 2 of the Jacobs High Point Rendell Map, an area where 'development is likely to be suitable for development in accordance with the development plan'. The applicant has submitted a Site Investigation Report and Full Structural Calculations and Foundation Designs for the dwelling. As such, there are no technical stability reasons to warrant the refusal of the application and the sufficient information has been submitted in respect of stability in accordance with Policy BE9 of the Telford & Wrekin Local Plan 2011-2031.
- 9.22 In regards to concerns raised in respect of working hours on the site, the list of recommended conditions for this application includes a condition which

requires the submission of a Site Environmental Management Plan. This Management Plan will include proposed working hours to be agreed by the Local Planning Authority. This will also cover the construction process in respect of material storage, deliveries and contractor parking.

10 CONCLUSIONS

10.0 The principle of development is considered to be acceptable within this location. The scheme is acceptable in respect of scale and design and would not cause any detrimental harm to the amenity of any neighbouring properties. On balance, the public benefits are considered to outweigh any harm to the heritage assets including the Outstanding Universal Value of the Ironbridge Gorge World Heritage Site, the character and appearance of the Severn Gorge Conservation Area and the setting of adjacent listed and locally listed buildings with regard to the presumption in favour of preservation of these assets. The parking provision and access arrangements on the site are considered to be acceptable and no objections have been raised by the Local Highways Authority. It is considered that the proposal is compliant with the policies and guidance contained within the Telford & Wrekin Local Plan 2011-2031, the Severn Gorge Conservation Management Plan and the NPPF as well as the statutory requirements of Section 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and is acceptable subject to relevant conditions and informatives.

11 DETAILED RECOMMENDATION

Based on the conclusions above, it is recommended that **DELEGATED AUTHORITY** be granted to the Delivery Management Service Delivery Manager to **GRANT FULL PLANNING PERMISSION** subject to the following conditions and informatives:

1. A04 Time Limit
2. B010 Details of materials
3. B063 Foul and Surface Water Drainage
4. B121 Landscaping details
5. B124 Habitat Management Plan
6. B150 Site Environmental Management Plan
7. BCustom Details of Harvesting Tanks and Heat Pumps
8. C012 Car Parking
9. C38 Development in accordance with approved plans
10. C091 Works in accordance with ecology survey

11.I11	Highways
12.I23	Bats
13.I24	Great Crested Newts
14.I25m	Nesting Wild Birds
15.I32	Fire Authority
16.I35Custom	Disturbance of debris and rubble
17.I40	Conditions
18.I41	Reasons for grant of approval
19.RANPPF1	