

# Land East of Park Lane, Shifnal

Vision Framework

Prepared on behalf of Miller Homes Limited

February 2019



**Turley**

## Contents

1. Introduction	03
2. Planning policy context	06
3. Site context	12
4. Site analysis	16
5. The Opportunity	28
6. Key community benefits	34
7. Deliverability assessment	35
8. Summary and conclusions	36

### Contact:

Neil Woodhouse  
Associate Director, Design  
neil.woodhouse@turley.co.uk

### Office Address:

9 Colmore Row  
Birmingham  
B3 2BJ

### Date of issue:

February 2019

### Disclaimer

This drawing/document is for illustrative purposes only and should not be used for any construction or estimation purposes. Do not scale drawings. No liability or responsibility is accepted arising from reliance upon the information contained in this drawing/document.

### Copyright

All drawings are Crown Copyright 2018.  
All rights reserved. Licence number 100020449.

# Introduction

# 01

This Vision Document has been prepared by Turley on behalf of Miller Homes Limited in response to Shropshire Council's Local Plan Review 2016-2036. It seeks to demonstrate that land east of Park Lane is suitable, sustainable and deliverable and should be allocated for future development.

1.1 Shropshire Council is undertaking a partial review of the local plan in line with the requirements of the National Planning Policy framework ('NPPF'). The Council's preferred development strategy seeks to make the best use of Shropshire's location to support a sustainable pattern of growth during the period 2016 to 2036. The key proposals are:

- A total requirement for 28,750 dwellings to be delivered during the plan period, equating to 1,430 dwellings per annum;
- A net requirement for 10,347 dwellings to be delivered during the plan period; and
- A net requirement for around 80 ha of employment development.

## Spatial Framework

1.2 This document provides an indicative spatial framework plan which could form the foundation of future development proposals.

1.3 The spatial framework presented here has been generated in response to both strategic and site-specific considerations and observations, as well as a detailed appreciation of the site constraints and their effect on the development envelope. When the site comes forward for development further appraisals will be required to guide the detailed layout of any development.

1.4 Notwithstanding, the document and the proposition it illustrates has been prepared with a diligence and robustness which provides plan-makers with the confidence that development in this location is a credible and compelling opportunity.

## Scope

1.5 This document articulates;

- The potential - a broad summary of strategic policy drivers.
- The place - an appreciation of context and constraints.
- The opportunity - the spatial and placemaking opportunities presented by the site.

## The Site

1.6 The site is set on gently sloping land to the south-east of Shifnal, a town within Shropshire that lies approximately 5 km to the east of Telford.

1.7 The site comprises two grass fields that is intermittently used for sheep grazing and is enclosed by hedgerows and vegetation. Three mature oak trees are located internally and are distinctive landscape features.

1.8 The A464 Wolverhampton Road forms the site's northeastern boundary, beyond which are further agricultural fields and a large fishing pond. There are a number of trees along the north- west boundary, beyond which is a large residential property known as Beech House. To the south-west is The Terrace, a grade II listed residential property standing in landscaped grounds overlooking the field to the west of the site. Park Lane, forms the site's southwestern boundary, the arterial north to south route into Shifnal, lies 200 m west of the site. The whole site falls under Green Belt designation.

**1.9** There is no formal vehicle access to the site, although access for farm vehicles can be gained via a gate on Wolverhampton Road. A farm access track also leads north-west from Upton Lane and Upton Farm to the site. There are no existing Public Rights of Way across the site.

**1.10** A red line plan showing the extent and location of the site can be seen on the adjacent page. The site measures 9.55 ha gross.

## The Team

**1.11** This document has been informed by the following consultant team:

- Miller Homes Ltd – Developer / Land promoter
- Turley – Planning, Design, Heritage, Landscape and Visual
- BWB – Ecology, Drainage, Flood Risk and Transport

## Overview

**1.12** This document demonstrates that land to the east of Park Lane, Shifnal is capable of accommodating a sustainable residential development to meet the clear, identified need for new housing within Shropshire. The site is subject to no technical constraints which cannot be appropriately mitigated (see Site Analysis section of this document and the accompanying Technical Reports).

**1.13** The development would represent a logical expansion of the settlement and be consistent with the objectives of the emerging development plan document and its associated evidence base. The site is suitable, deliverable and achievable for housing development within the short-medium term, and as such should be supported within local policy.

**1.14** Miller Homes is a national house builder with experience of delivering high quality housing sites. Miller Homes has a wealth of experience and resource to enable effective and proactive promotion of sites through the development plan process and planning application. With their consultant team, Miller Homes will seek to work closely with the Council, statutory consultees and other stakeholders through the development plan process, and as ‘deliverers’ will ensure careful attention is given to viability and costs in plan-making.

The site



# Planning policy context

# 02

This analysis of planning policy has been informed by the aims of the National Planning Policy Framework (The Framework), the Shropshire Core Strategy (adopted March 2011), and the Site Allocations and Management of Development (SAMDev) Plan (adopted December 2015) and the associated evidence base documents.

## National Planning Policy Framework

2.1 The Framework provides the over-arching context for the preparation of development plans and consideration for the future use of the subject site.

2.2 Allocation of the subject site in the emerging Local Plan Review 2016-2036 for housing development would comply with the key objectives of the Framework as outlined below.

### Promoting Sustainable Development

2.3 The presumption in favour of sustainable development is central to the Framework's policy approach. In promoting sustainable development in the plan-making process, local planning authorities are required to positively seek opportunities to meet the development needs of their area (paragraph 11, NPPF)

2.4 Local Plans are the key to delivering sustainable development and should be prepared with that objective in mind. To that end, they should be consistent with the principles and policies set out in the Framework (paragraph 16).

2.5 It is clear from the Framework that the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth and significant weight should be placed on that objective through the planning system.

### Housing

2.6 Section 5 of the Framework emphasises the Government's objective of 'significantly boosting the supply of homes.' To achieve this, LPAs should:

- Establish a housing requirement figure for their whole area, which shows the extent to which their identified housing can be met over the plan period.
- Identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability.
- identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies (paragraph 73).

## Sustainable Transport

**2.7** Section 9 of the Framework highlights the important role transport policies have in facilitating sustainable development and also in contributing to wider sustainability and health objectives and states that transport issues should be considered from the earliest stages of plan-making, so that:

- the potential impacts of development on transport networks can be addressed;
- opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;
- opportunities to promote walking, cycling and public transport use are identified and pursued;
- the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and
- patterns of movement, streets, parking and other transport considerations are integral to the design of schemes, and contribute to making high quality places.

**2.8** Paragraph 103 goes on to state that ‘The planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health.’

## Green Belt

**2.9** The Framework establishes that the fundamental aim of the Green Belt is to prevent urban sprawl by keeping land permanently open. It sets out the five key purposes of the Green Belt as (paragraph 134):

- To check the unrestricted sprawl of large built-up areas;
- To prevent neighbouring towns merging into one another;
- To assist in safeguarding the countryside from encroachment;
- To preserve the setting and special character of historic towns; and
- To assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

**2.10** Paragraph 135 sets out that new Green Belts should only be established in exceptional circumstances. Paragraph 136 develops this and sets out that Green Belt boundaries should only be altered where exceptional circumstances are fully evidenced and justified, through the preparation or review of the Local Plan. When reviewing Green Belt boundaries, local planning authorities should take account of the need to promote sustainable patterns of development (paragraph 138).

- Paragraph 139 sets out that when defining boundaries, local planning authorities should:
- Ensure consistency with the development plan’s strategy for meeting identified requirements for sustainable development;

- Not include land which it is unnecessary to keep permanently open;
- Where necessary, identify areas of safeguarded land between the urban area and the Green Belt, in order to meet longer-term development needs stretching well beyond the plan period;
- Make clear that the safeguarded land is not allocated for development at the present time. Planning permission for the permanent development of safeguarded land should only be granted following an update to a plan which proposes the development;
- Be able to demonstrate that Green Belt boundaries will not need to be altered at the end of the plan period; and
- Define boundaries clearly, using physical features that are readily recognisable and likely to be permanent.

### Conserving and enhancing the natural environment

**2.11** The planning system should contribute to and enhance the natural and local environment including protecting and enhancing valued landscapes.

### Conserving and enhancing the historic environment

**2.12** The Framework sets out that plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account:

- the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;
- the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;

- the desirability of new development making a positive contribution to local character and distinctiveness; and
- opportunities to draw on the contribution made by the historic environment to the character of a place.

### Plan Making

**2.13** Local Plans should be 'sound,' meaning that they should be positively prepared, justified, effective and consistent with national policy (paragraph 35)



## Development Plan

**2.14** The development plan for Shropshire comprises the Shropshire Core Strategy (adopted March 2011) and the Site Allocations and Management of Development (SAMDev) Plan (adopted December 2015).

### Shropshire Core Strategy

**2.15** The Core Strategy is the principle development plan document and sets out how Shropshire is expected to evolve over the period 2011 to 2026.

**2.16** The Core Strategy is split into five spatial zones. Shifnal is located in the 'East Spatial Zone.' The East Spatial Zone is located between Telford (a growth point) and the West Midlands conurbation (a focus for regional urban development) and is influenced by the Wolverhampton to Telford Technology Corridor.

**2.17** Policy CS1 'Strategic Approach' establishes that during the plan period (2006 to 2026), around 27,500 dwellings will be delivered. The policy establishes that Shrewsbury will be the focus of development, with the role of Market Towns and other Key Centres (which includes Shifnal) identified as being to maintain and enhance their traditional roles in providing services and employment and accommodating around 40% of Shropshire's housing requirement.

**2.18** The Policy map confirms that the site is within the Green Belt. Policy CS5 'Countryside and Green Belt' sets out the development in the Green Belt will be strictly controlled.

**2.19** Policy CS6 'Sustainable Design and Development Principles' requires development to be well designed using high quality design principles, to achieve an inclusive and accessible environment which respects and enhances local distinctiveness and which mitigates and adapts to climate change.

**2.20** Policy CS11 'Type and Affordability of Housing' requires housing development to help balance the size, type and tenure of the local housing stock. Developments will be required to achieve an overall target of 33% local needs affordable housing, comprised of 20% social-rented and 13% intermediate affordable housing.

### Site Allocations and Management of Development (SAMDev) Plan

**2.21** The SAMDev Plan sets out proposals for the use of land and policies to guide future development in order to help deliver the Vision and Objectives of the Core Strategy.

**2.22** MD1: 'Scale and Distribution of Development' builds on the policies set out in the Core Strategy and confirms that sufficient land will be made available during the remainder of the plan period up to 2026. The policy confirms that sustainable development will be supported in Shropshire.

**2.23** MD2: 'Sustainable Design' sets out that for a development proposal to be considered acceptable, it is

required to:

- Respond positively to local design aspirations;
- Contribute to and respect locally distinctive or valued character and existing amenity value;
- Embrace opportunities for contemporary design solutions;

**2.24** Incorporate Sustainable Drainage techniques;

- Consider design of landscaping and open space holistically as part of the whole development;
- Ensure development demonstrates there is sufficient existing infrastructure capacity; and
- Demonstrate how good standards of sustainable design and construction have been employed.

## Policy Analysis

**2.25** Planning policy at all levels directs new housing development to sustainable locations that are well served by public transport and are in close proximity to jobs and services. The suitability of Shifnal to accommodate additional development has been recognised by the Council through its position in the hierarchy which identifies it as a Key Centre.

**2.26** Shropshire Council is current preparing its Local Plan Review, which will replace the adopted Core Strategy and SAMDev Plan. This will ensure the development plan remains up to date and responds to the current national planning policy context, as well as the most up to date evidence. It will also enable the county to meet its ambitious growth aims. The Local Plan Review, Preferred Options Document identifies the site as a preferred site to be safeguarded for residential development.

**2.27** The Local Plan Review identifies a gross requirement for 28,750 dwellings during the plan period 2016 to 2036. Taking into account historic completions and existing commitments and allocations, the net requirement during the plan period is 10,347 dwellings across Shropshire.



The site is a sustainable location for new housing development, benefitting from good access to a range of local services, amenities and employment opportunities and is accessible by a choice and means of transport.

## Wider Context

**3.1** With a population of circa 6776 (2011 Census), Shifnal is the seventh largest settlement in Shropshire by population. The town benefits from a strategic location roughly 24 km from Wolverhampton City Centre to the south-east and 5 km from Telford to the north-west.

**3.2** Shifnal has excellent accessibility to the strategic road network with Junction 4 of the M54 located approximately 3 km to the north west (from the Town Centre) offering good access to Shrewsbury, Wolverhampton and Birmingham beyond. Telford is just 5 km away, Wolverhampton just 24 km and Shrewsbury lies 29 km to the west.

**3.3** The A464 forms the northeastern boundary of the site and provides a direct route to Shifnal village centre to the north-west. To the south-east of the site, A464 connects with the A41 Newport Road at a priority controlled junction. Newport Road routes in an east to west direction providing access to Wolverhampton, Albrighton, Cosford and the M54 Motorway where wider connections can be achieved.

**3.4** Approximately 17 km east of Shifnal at Junction 2 of the M54, is i54 South Staffordshire, a 239-acre (98 hectare) UK technology-based business park. Major occupiers include Jaguar Land Rover, Moog, Eurofins and ISP. Nearby is the former Royal Ordnance Factory (ROF) Featherstone site on Cat and Kittens Lane South. South Staffordshire Council has identified the site as one of its four Strategic Employment Sites, along with an extension to i54, offering the potential to create up to 2,500 new jobs.

**3.5** Shifnal Railway Station is located approximately 1.1 km to the north-west of the site and offers regular services to Telford, Shrewsbury and Wolverhampton, including an hourly direct service to Birmingham. London can be reached, via Wolverhampton, in under two and a half hours.

## Site Location

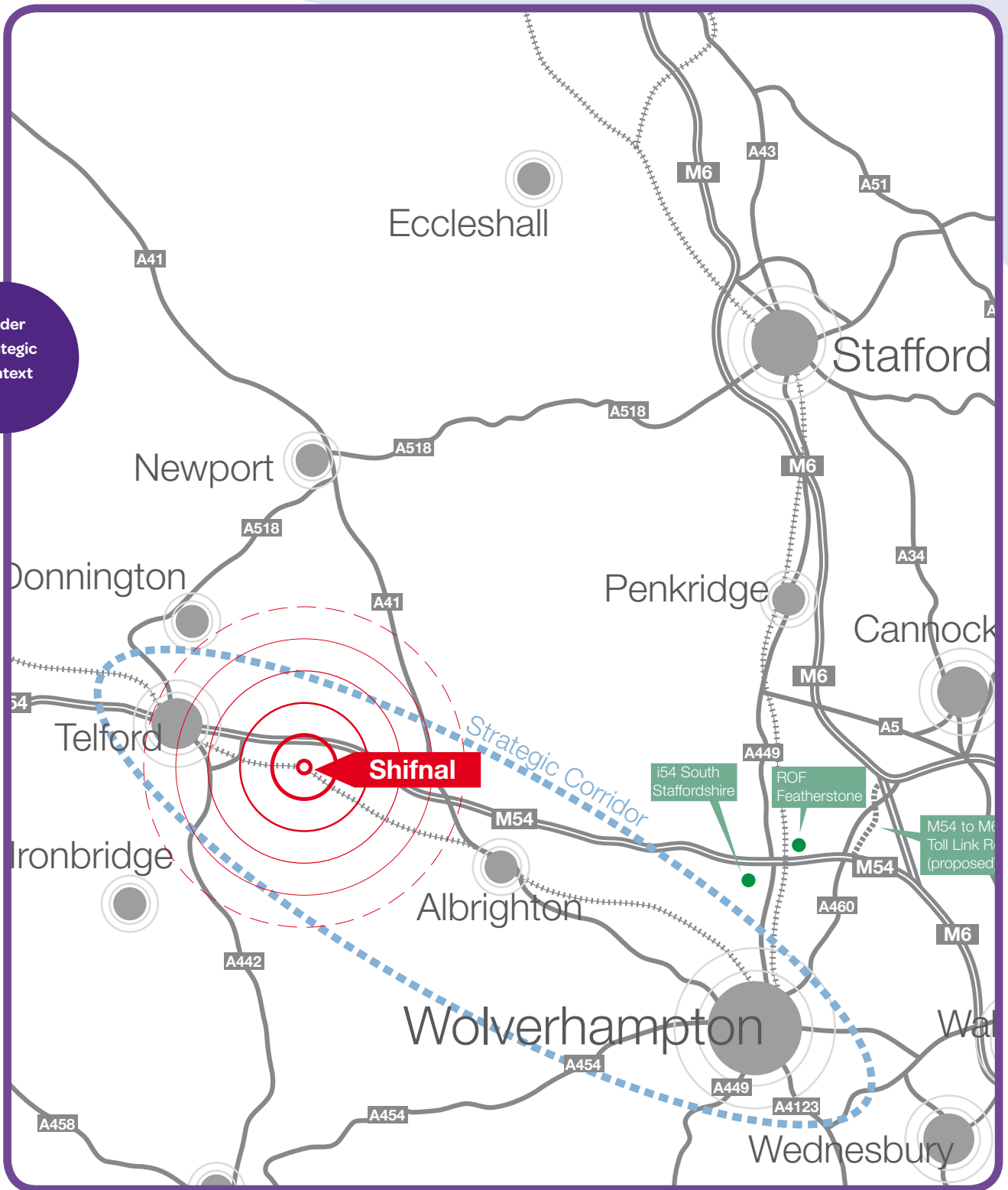
**3.6** The site is located to the south-east of Shifnal, a market town within Shropshire, approximately 5 km to the east of Telford.

**3.7** Currently, there is not significant residential development adjacent to the site. Although, a safeguarded land adjacent to the north-west boundary of the site has been promoted through the Shropshire Local Plan Review (SLPR) and, identifies the potential expansion of the town. Recent years have seen a number of new residential developments take place on the southern edge of the town, notably Redrow's 'The Uplands' scheme (under construction) and the Scarlet Oaks development (Taylor Wimpey), both on Wolverhampton Road.

**3.8** The land use surrounding the site and southern end of Shifnal is primarily a mix of arable and pasture. The grounds of The Terrace have a swimming pool, tennis court, two large ponds and a reservoir. To the northern side of Wolverhampton Road is a large private fishing lake and the remains of a windmill stand to the south of it on elevated land.



Wider  
Strategic  
Context



## Facilities and Amenities

**3.9** Shifnal is a very sustainable location with a wide range of local shops, restaurants, facilities and services. These are mainly centred on Market Place and can be easily reached by a range of means including conveniently by foot and cycle.

**3.10** The town supports two primary schools. Shifnal Primary School on Curriers Lane is located towards the northern end of the town, approximately 2 km from the site. St. Andrew's Church of England Primary School on Park Lane is less than 1 km walking distance from the site. The nearest secondary school is Idsall School on Coppice Green Lane.

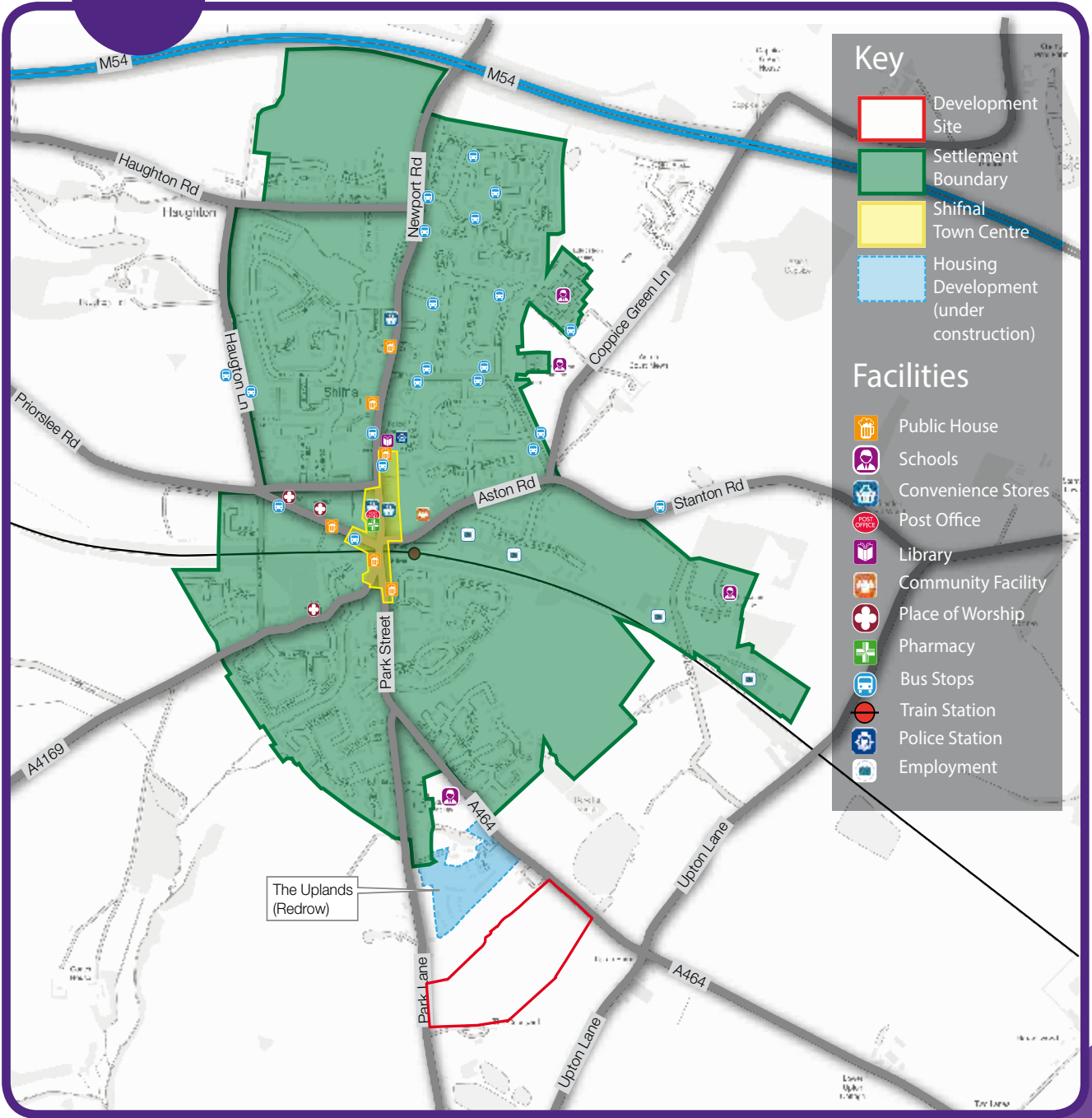
**3.11** The Town Centre offers a range of local shops and services including a post office, pharmacy, bank, Co-op and Spa supermarkets. A farmers market is held in Bradford Street on the 3rd Saturday of each month.

**3.12** Leisure and community facilities within the town include three churches, a village hall, library, police station and several public houses/bars, cafes and restaurants.

**3.13** The site has good access to opportunities for outdoor leisure and recreation. There is a large carp fishery directly opposite the site and Shifnal Golf Club is only a short drive away. Shifnal Bowling Club is located on Priorslee Road to the north-west of the Town Centre. Idsall Sports Centre offers facilities for a range of sports including football pitches and tennis courts.















Facilities plan



Key

-  Development Site
-  Settlement Boundary
-  Shifnal Town Centre
-  Housing Development (under construction)

Facilities

-  Public House
-  Schools
-  Convenience Stores
-  Post Office
-  Library
-  Community Facility
-  Place of Worship
-  Pharmacy
-  Bus Stops
-  Train Station
-  Police Station
-  Employment

# Site analysis

Technical assessment

# 04

A series of technical studies have been undertaken to inform the emerging proposals for the site and support its allocation for residential development.

4.1 This section summarises the key technical considerations for the site.

## Landscape

4.2 High level landscape and visual analysis has been carried out by a chartered landscape architect from Turley Landscape and VIA to identify the likely landscape and visual opportunities and constraints which influence the site's ability to accommodate residential development.

### Landscape Context

4.3 The whole site falls under Green Belt designation; this does not provide an indication of landscape value but considers the openness of the land as an essential characteristic of the Green Belt. The site does not fall within a landscape related designation. In the Shropshire Landscape Character Assessment (2006) the site falls within the

'Sandstone Estate lands' which are described as "gently rolling, open landscapes formed over Permo-Triassic sandstones". The site and immediate area contribute to the described characteristics of gently rolling, open fields with a regular field pattern and distinctive trees within parkland style landscapes of country houses.

4.4 As part of the evidence base for the Shropshire Local Plan Review, the 'Shropshire Landscape and Visual Sensitivity Assessment (SLVSA) (2018) has recently been produced. The SLVSA looks at parcels of land that are much larger in scale than the site and states that more detailed studies would be required to make judgements on the appropriateness of specific developments on individual sites. The site falls within Parcel 16SHF-C which is identified as having a medium-low landscape sensitivity to housing due to its relatively sparse designations and the eroded rural quality in places due to the introduction of houses on the edge of the settlement. The visual sensitivity to change arising from new housing is identified as medium-high due to intervisibility with the AONB and the potential for development to be visible on the skyline. However, the analysis also recognises that views closer to the settlement edge tend to be slightly more enclosed and the site does not fall within an identified area of higher sensitivity.

### Landscape Features

4.5 The site is set on gently sloping land to the south-east of Shifnal. It lies in close proximity to The Terrace (grade II), which has filtered views of the western side of the site. The site's eastern field is used intermittently for grazing sheep and the western field contains a small pond and woodland copse. The site is enclosed by vegetation and post and wire fencing to all four sides. Three mature oak trees are located internally and are distinctive landscape features. To the south-east of

Existing residential development



the site's boundary, the landform rises in association with a distinctive ridge line that provides containment to the town in views from the wider landscape. The Terrace and its main gardens to the south are located on part of this higher ground.

### Key Visual Receptors and Views

**4.6** The extent of visibility of the site in the wider landscape is reduced by its topography and the influence of surrounding mature vegetation. The site's key visual receptors include the adjacent large residential properties of The Terrace and Beech House; the houses on Park Lane; and, the Uplands residential development. Filtered views from Park Lane and Wolverhampton Road are also possible on the approach to Shifnal. Due to the intervening areas of development to the north, the site is not seen in views from the centre of Shifnal. The intervening landform to the south currently prevents views of the site from Upton Lane and the Monarch's Way. However, the roof line of The Terrace is seen. There are views towards the site from the public footpath leading to Lodge Hill which are part of wider panoramic views across the town to elevated wooded landscape in the distance. The site sits below the horizon line in these views which is formed by mature trees to the site's north-west boundary and more elevated land in the distance.

### Landscape Capacity and Design Principles

**4.7** The site is set within a relatively enclosed location, close to the southern fringe of Shifnal. The containment of the site provides the potential for successfully integrating development within the landscape and providing a new defensible boundary to the settlement. Although the site possesses largely rural characteristics, it is influenced by the recent residential development of the Uplands and the busy Wolverhampton Road. The safeguarded land allocation that abuts the northern boundary of the site also provides a context for the potential extension of the settlement. Robust bands of boundary vegetation and the ridge line to the southwest provide enclosure to the site in the wider landscape, and there are limited visual receptors that are likely to be affected by development within it. The existing development within Shifnal sits below surrounding ridge lines which preserve the openness of the wider landscape and largely prevents the intrusion of modern development within views. Due to the site's location within this enclosed landscape it is considered appropriate for development in landscape and visual terms.

**4.8** Overall, the landscape is considered to be of medium sensitivity and to have a moderate capacity to accommodate development. A number of design principles have been incorporated into the emerging layout to help reduce the 'impact of change' on the surrounding area's landscape character and visual amenity.

- Development should be offset from the southwest and western boundary of the site to preserve some of the parkland style landscape surrounding the Terrace and to soften views of the residential development from Park Lane and The Terrace. This would also soften the appearance of development in views from Lodge Hill in the wider landscape to the west. The buffer should incorporate woodland copse planting to reinforce existing characteristics of the landscape.
- The existing mature oak trees and copse should be retained and set within areas of public open space to give sufficient space for the trees to survive and allow for continued maintenance. These trees would also contribute to the amenity value of the development and preserve an important characteristic of the townscape and surrounding landscape.
- The existing hedgerows and tree belts that enclose the peripheries of the site should be retained and strengthened where required with built development sufficiently offset. New tree planting should be incorporated into the residential development to reduce the massing of built form and diversify the range of species present within the site .
- Proposed residential dwellings located along the south-east boundary should be outward looking to create a positive edge to the countryside. The hedgerow along this boundary should be enhanced to create a defensible boundary to the settlement that is reinforced by the change in topography.



Filtered views of the site from Lodge Hill

The Terrace

- A new public footpath link could be provided from Park Lane, in order to create links with the proposed residential properties and the surrounding countryside, as well as providing additional routes into Shifnal. This would correspond with local policies relating to improved pedestrian routes into and around the town.
- New residential dwellings should be set back from the boundary with Beech House with new planting incorporated to reduce adverse effects on views from this existing property.
- The residential dwellings should sit below the ridge line in wider views from the south-east and west to minimise adverse effects on the surrounding open landscape. Development should also sit below and apart from The Terrace as a recognisable feature on the edge of the town.



View of Beech House from within the site

View looking south-west across the site

## Ecology

### Habitats

**4.9** The site comprises two fields of improved grassland. Specifically, sheep grazed pasture with low species diversity, a short sward height of up to 10 cm and little vegetative structure. No field margin habitat is present but small areas of cypress trees are planted in the northeast corner of the site and along the northern boundary. Within the centre of the most western field is an area of woodland within which a pond is situated. Woodland species include silver birch *Betula pendula*, willow *Salix* sp. oak *Quercus* sp. and beech *Fagus sylvatica*. A narrow strip of poplar *Populus* sp. dominates woodland grew alongside the hedgerow eastern boundary.

**4.10** Boundaries comprise native hedgerows with species present including beech, holly *Ilex aquifolium*, hawthorn *Crataegus monogyna*, ash *Fraxinus excelsior* and elder *Sambucus nigra* hedgerow with some dog rose *Rosa canina*. All hedgerows comprise over 80% native species and would therefore qualify as Priority Habitats.

**4.11** No evidence of invasive species is recorded.

### Wildlife Designations

**4.12** The site itself is not designated for its nature conservation status and no statutory wildlife sites are present within 2 km of the boundary. The site is within a Site of Special Scientific Interest Risk Zone but the development proposals are not included within any of the risk categories. No impacts to any statutory wildlife sites are envisaged.

### Amphibians

**4.13** The habitats on-site provide sub-optimal habitat for amphibians. However, a pond is present immediately adjacent to the site at the northeast corner within an area of willow and oak woodland. An additional pond is present within the centre of the site within the area of woodland. A study of OS maps and aerial photography highlighted approximately 15 ponds within

500 m of the site. Although the development will not result in a significant loss of optimal amphibian habitat, the works have the potential to disturb or harm amphibians which may cross the site. Consequently, all suitable waterbodies within 500 m of the site should be included in a great crested newt (GCN) *Triturus cristatus* survey and, if required, suitable mitigation should be put in place to ensure the favourable conservation status of this species is maintained. Mitigation could include the implementation of a Method Statement or the installation of temporary amphibian fencing and translocation of GCN from the site.

### Badgers

**4.14** No evidence of badgers *Meles meles* is recorded on-site. The site is suitable for foraging and it can not be ruled out that they may periodically pass through. On the provision that good working practices are adhered to, no significant impacts with regards to badgers are envisaged.

### Bats

**4.15** No potential roosting features for bats are recorded on-site but a mature oak within the western boundary contains potentially suitable features to support roosting bats and should be retained.

**4.16** The site is generally sub-optimal for foraging bats, the improved grassland unlikely to attract a diverse assemblage of invertebrate prey. The site boundaries offer the best opportunities for foraging and commuting bats. These should ideally be retained in the development and a sensitive lighting scheme devised to maintain a dark corridor in these areas.

**4.17** Opportunities for bats should be included in the final proposals including wildlife friendly planting and bat boxes on mature trees or on the new buildings themselves.

### Birds

**4.18** The site is largely sub-optimal for foraging birds, but the boundary habitats and woodland provide habitat for foraging and nest building and should ideally be retained.

**4.19** Any vegetation clearance should take place outside of the breeding birds season which typically runs from March to August, inclusive.

**4.20** Opportunities for birds should be included in the final proposals including wildlife friendly planting and bird boxes on mature trees or on the new buildings themselves.

### Reptiles

**4.21** The site is lacking in vegetative cover, refugia, hibernacula and egg laying material and therefore provides sub-optimal habitat for reptiles. It is thought highly unlikely that they would be present.



View of The Terrace  
from within the site

## Access

### Site Access

#### *Primary Site Access: A464*

**4.22** Primary access to the site is proposed to be from the A464 in the form of a designated right-turn ghost island arrangement. The through lanes and right turning lane are proposed to be 3.2 m wide each as per the existing lane widths of the carriageway routing along the site frontage. The access is to be designed in accordance with the Shropshire County Council Specification for Residential/Industrial Estate Roads (February 2000). Based on this design guidance, the access has been designed as per a 'traditional estate road' which is to include a 5.5m wide carriageway with 10.5 m corner radii. This form of access is to serve up to a maximum of 200 dwellings

**4.23** Shropshire County Council are proposing that the speed limit of the A464 is reduced to 40 mph along the site frontage.

#### *Secondary Site Access: Park Lane*

**4.24** Secondary access to the site is proposed to be from Park Lane in for form of a simple priority T-junction. Due to the nature of Park Lane, this secondary access is likely to be lightly trafficked. The secondary access is to be designed in accordance with the Shropshire County Council Specification for Access Road (February 2000) and Manual for Streets (MfS) Guidance. Based on this guidance and the nature of Park Lane, the access has been designed to include a 5.5 m wide carriageway with 6 m corner radii.

**4.25** As part of the access proposals the existing speed gateway feature on Park Lane where the speed limit changes from 60 mph to 30 mph is proposed to be moved approximately 200 m south.

#### *Pedestrian/Cycling Sustainability*

**4.26** It is proposed that a 2.0 m wide footway is to be provided adjacent to the western side of the proposed access which is to route west adjacent to the southern side of A464. A dropped kerb crossing point with a central refuge is to be provided across the A464 to the existing footway on the northern side of the carriageway which extends to the centre of Shifnal.

**4.27** It is proposed the a 2.0 m wide footway be provided in the site that will link to the existing footway infrastructure located on the eastern edge of Park Lane.

## Transport and Accessibility

### Local Highway Network

**4.28** The A464 forms the eastern boundary of the site and provides a direct route to Shifnal village centre to the north-west. Park Lane forms the western boundary of the site and provides access to the A464 to the north of the site. To the southeast of the site, A464 connects with the A41 Newport Road at a priority controlled junction. Newport Road routes in an east to west direction providing access to Wolverhampton and the M54 Motorway where wider connections can be achieved.

### Footway/Cycleway Provision

**4.29** An existing footway is provided on the eastern side of Park Lane to the south of the site which routes north towards the centre of Shifnal. Additionally, an existing footway is also provided on the northern side of the A464 carriageway which routes along the entire northern site frontage and extends north-west towards the centre of Shifnal. Footway improvements including additional dropped kerb crossing facilities are to be provided adjacent to A464 as part of the highway works relating to two consented developments for 175 dwellings and a doctors surgery (PA: BR/APP/OUT/08/0869) and 69 dwellings and a residential care home (PA:13/04840/FUL) to the west of the site.

**4.30** An existing informal footpath link between A464 and the railway bridge to the north of the site is to be upgraded as part of these consented developments which is to provide an improved connection to the surrounding schools and village centre from the area within which the site and consented developments are located.

**4.31** In terms of cycleway provision, the upgraded link between A464 and the railway bridge to the north of the site would provide an improved connection onto National Cycle Network (NCN) Route 81 approximately 450 m north of the railway bridge. NCN Route 81 provides a connection between Aberystwyth and West Bromwich whilst passing through Telford, Shrewsbury and Wolverhampton.

### Public Transport Opportunities

**4.32** In relation to the site, the nearest bus stops are located on Victoria Road within the centre of Shifnal approximately 1.2 km north-west of the site. However, as part of the consent for the 175 residential dwellings and doctors surgery at land to the north of A464 (PA: BR/APP/OUT/08/0869), bus services 113/114 and 323 are to be re-routed through this development which is located approximately 400 m west of the site. These buses provide a frequent service to the surrounding areas including Telford, Bridgenorth and Market Drayton

**4.33** Shifnal Railway Station is located approximately 1.1 km to the north-west of the site which provides direct links to Telford, Shrewsbury, Wolverhampton and Birmingham, where additional rail opportunities are available to the wider areas of the country.

## Accident Data

**4.34** Accident data for A464 in the vicinity of the site was obtained from the online resource [www.CrashMap.co.uk](http://www.CrashMap.co.uk). CrashMap identifies that two accidents were recorded on A464 in the last five years. Both accidents occurred at the A464/Upton Lane crossroads junction with one classified as 'slight' and the other as 'serious' in terms of severity. No accidents were recorded in the vicinity of the proposed secondary access from Park Lane. As only two accidents have been recorded in the vicinity of the site within the latest five-year period of data, it is concluded that there is no road safety concern.

## Flood risk and Drainage

### Fluvial Flood Risk

**4.35** Environment Agency data has been reviewed to provide a baseline assessment of flood risk to the site. The site is located wholly within Flood Zone 1, defined as land having less than a 1 in 1000 annual probability of river or sea flooding (<0.1% Annual Exceedance Probability). The site is approximately 800 m from the nearest Environment Agency Main River (the Wesley Brook). The site is raised approximately 10m above the Wesley Brook, and therefore the river is not thought to pose a risk to the site.

**4.36** A review of mapping suggests a ditch runs along parts of the northern boundary of the site. The connectivity and catchment of this ditch is unknown, further investigation is required to confirm this. This ditch is not expected to pose a significant risk to the site due to the raised nature the site compared to the watercourse

**4.37** Although it is not shown on all forms of mapping, a small pond is known to exist in the western portion of the site. Further investigation is required to confirm the level of flood risk posed by this pond, however it is not expected to pose a significant risk.

### Pluvial Flood Risk

**4.38** A review of surface water mapping has been undertaken. This mapping shows the potential flooding which could occur when rainwater does not drain away through the normal drainage systems or soak into the ground, but lies on or flows over the ground instead. The site is generally at low risk of pluvial flooding, with some limited areas of higher risk along the northern boundary which is consistent with the topography and to be expected.

### Reservoirs & Large Waterbodies Flood Risk

**4.39** The site is partially within an area at risk of reservoir failure. This area is associated with the Shifnal Reservoir. The Shifnal reservoir is operated and maintained by the Environment Agency who have ultimate responsibility for the safety of their reservoir assets. Based on the safety legislation in place and the maintenance and repair responsibilities of the Environment Agency, the actual probability of a significant failure is considered to be low.

**4.40** Two small reservoirs are also present near the site; one to the south of the site, off Park Lane and one to the immediate north east (on the opposite side of the A464). Neither of these waterbodies appear to have been classed as a reservoir (under the Reservoirs Act). Were for any reason this waterbody to fail, the impact on the proposed development could be significant, and a more thorough understanding of its operating mechanisms should be gained in due course to ensure that sufficient mitigation can be put in place. This remains a low residual risk.

### Groundwater Flood Risk

**4.41** Freely available online mapping shows the site to be underlain by the Bridgnorth Sandstone Formation with potentially limited superficial deposits of glacial till in lower areas. There are also a significant number of borehole logs within the boundary indicating that whilst the underlying geology is a 'compact, friable sandstone', there is around 3m of clay overlying this. No groundwater was encountered in any of the boreholes drilled and the Shifnal Surface Water Management Plan states that there are no reported incidents of groundwater flooding in Shifnal.

**4.42** Some consideration as to underground flow from the adjacent small reservoirs would be appropriate however it is unlikely this will pose any significant risk.

### Surface Water Drainage

**4.43** An appropriate Surface Water Management Strategy which complies with the latest local and national advice will be implemented on the site to attenuate the increase in surface water runoff caused by development. As a first option, infiltration should be considered for the disposal of surface water. In the event that infiltration is not viable, the rate at which the runoff is discharged into the wider network will be restricted to the equivalent greenfield runoff rate, preventing an increase in flows leaving the site and thus ensuring that the development does not have a detrimental impact upon flood risk elsewhere.

**4.44** Through the application of Sustainable Urban Drainage Systems (SuDS), the additional surface water will be stored within the site and subjected to multiple stages of treatment to guarantee that the water quality in the wider drainage network is protected. Wherever possible SuDS features will be above ground to enhance the aesthetic amenity of the development and provide valuable habitats for the local wildlife. The attenuation provided will be appropriately sized to include an allowance for climate change. The exact location of any surface water attenuation feature should be located at the lowest point of the site, in order that a gravity connection can be achieved. Example SuDS features that will be incorporated into the development wherever possible include attenuation basins, permeable paving and swales.

## Heritage

**4.45** An Initial Heritage Appraisal has been prepared which sets out the key heritage considerations to be taken into account in developing the site. The site is to the north west and north east of the grade II listed The Terrace.

**4.46** The Terrace is of special architectural and historic interest as a classically designed country house from the mid-19th century. It is oriented with the principal elevation to the north west. The driveway approach from Park Lane to the west and its landscaped grounds with specimen trees contribute to its significance by reflecting its character as a country house. Historic map regression indicates that the site has always been in agricultural use and there are no known historic connections between the listed building and the site.

**4.47** The site forms part of the wider rural surroundings in which The Terrace is experienced. There are views towards the Terrace from Park Lane which allow for an appreciation of its prominent position on a ridge, overlooking part of the site (to the north west). Similar views are gained from within the western part of the site. The remainder of the site, principally to the east, is screened or filtered by intervening vegetation / changing topography and is not readily experienced as part of its wider setting.

**4.48** The following key considerations have been identified to ensure new development responds to the significance of the listed building:

- A large buffer of open space to the west and immediate north of the Terrace could be provided to maintain prominent views of the Terrace from within the western part of the site and from along Park Lane. The proposed open space would also soften the appearance of development in views from Lodge Hill in the wider landscape to the west. The buffer should incorporate woodland copse planting to reinforce existing characteristics of the landscape.
- A comprehensive landscaping scheme should be considered to screen and soften views of the proposed development from the grounds of The Terrace. The hedgerow to the western boundary with Park Lane could be enhanced with additional hedgerow trees.
- The existing mature trees contribute to the landscape character and parkland qualities of the site and should be retained where possible. The arrangement, scale, massing and design of the proposed development will also need to be carefully considered and opportunities to create a development that perpetuates the parkland characteristics of the site should be explored.
- Consideration should be given to the height, scale and massing of the proposed development to retain the visual importance of The Terrace.
- Access and highway interventions should be carefully considered, ensuring that engineering works and associated infrastructure are kept to a minimum where possible. There is an opportunity to reinstate estate railings along Park Lane and into the development to maintain the parkland character of the site.
- Reinstate historic footpath across the site (west to east) to correspond with local policies relating to improved pedestrian routes into and around the town.



The Terrace

## Technical Summary

**4.49** Based on the technical information provided, no constraints have been identified which would inhibit development of the site for residential uses. The following summaries can be drawn:

### Landscape

**4.50** Whilst the entire site falls within Green Belt designation, it does not fall within a designation relating to landscape 'value' and/or 'sensitivity'.

**4.51** The extent of visibility of the site is limited by its topography and the influence of surrounding mature vegetation. Views are generally contained by features in its immediate context.

**4.52** Key visual receptors that should be considered in the design of the development layout are the adjacent large residential properties of The Terrace and Beech House, residents of Park Lane and the Uplands, pedestrians or road users on Wolverhampton Road, Park Lane and Lodge Hill.

**4.53** Although the site possesses largely rural characteristics, it is influenced by the recent residential development of the Uplands to the north-west and the Wolverhampton Road that follows the north-east boundary. The safeguarded land allocation that abuts the northern boundary of the site also provides a context for the potential extension of the settlement.

**4.54** Overall, the landscape is considered to be of medium landscape and visual sensitivity and to have a moderate capacity to accommodate development.

### Ecology

**4.55** The site itself is not designated for its nature conservation status and no statutory wildlife sites are present within 2 km of the boundary.

**4.56** With the exception of boundary habitats, the site is of low ecological value. Providing mitigation measures are incorporated into the final design based on the outcome of species specific survey work outlined above, no significant impacts are envisaged as a result of the development.

### Access

**4.57** Primary access to the site is proposed to be from the A464 in the form of a designated right-turn ghost island arrangement, in accordance with the Shropshire County Council Specification for Residential/Industrial Estate Roads (February 2000).

**4.58** Secondary access to the site is proposed to be from Park Lane in the form of a simple priority T-junction. It is designed in accordance with the Shropshire County Council Specification for Access Road (February 2000).

**4.59** The site is well situated to ensure the sustainability requirements of the NPPF are met. The site is located within walking distance of Shifnal train station and bus services are to be provided within 400 m of the site.

**4.60** On this basis, it is considered that there are no highways and transportation reasons to preclude this Site from development.

### Flood risk and Drainage

**4.61** Consideration should be given to ensuring that existing flow routes through the site along topographic low routes are maintained to provide resilience against any sources of flood risk that may occur.

**4.62** The site's natural surface water drainage regime can be maintained by utilising sustainable drainage techniques.

**4.63** Provision of surface water attenuation in the north western corner of the site, along with a network of upstream SuDS features along the north western boundary providing adequate source control and treatment stages will form the basis of any proposed development drainage strategy.

### Heritage

**4.64** The site is to the north-east of the grade II listed The Terrace with Water Tower and Retaining Wall, identified as being of architectural interest as a classically designed country house dating to circa 1835.
















**4.65** The site is to the north west and north east of the grade II listed Terrace which holds significance as a mid-19th century classically designed country house. The site forms part of the wider rural surroundings in which The Terrace is experienced.

**4.66** The north western part of the site holds a visual relationship with the listed building, providing views from Park Lane and within the site which reinforce its prominent position on a ridge. The remainder of the site is largely screened by intervening vegetation and the changing topography.





**Constraints and Opportunities**

- |   |                           |   |  |   |   |
|---|---------------------------|---|--|---|---|
|  | Site boundary             |  | Potential for detention basin          |  | Slope   |
|  | Potential access points   |  | Reservoir risk flooding area           |  | Low voltage overhead electricity to be grounded |
|  | Residential interface     |  | II Grade listed building "The Terrace" |  | Lowest area of the site                         |
|  | Existing hedgerows        |  | Existing water features                |   |   |
|  | Existing mature oak trees |  | Potential surface water discharge area |   |   |
|  | Existing block of trees   |  | Key views towards the development      |   |   |



5.

6.

10.

8.

5.

9.

2.

3.

11.

3.

4.

6.

5.



## The opportunity

This section focuses on our vision for a high quality, landscape-led residential development on the site.

# The opportunity 05

## Building a Framework - Key Steps

5.1 Site principles can be applied to create a more specific spatial framework for the site. We believe that the spatial structure can respond to key opportunities and drivers offered by the site and its context to create a responsive and sustainable place.

### Step One: Retaining natural assets

- Existing hedgerows around the edges of the site would be retained and enhanced where possible.
- The existing tree belt and hedgerow along the site's frontage with Wolverhampton Road would be retained and enhanced where possible.
- Existing mature trees within the site would be retained and integrated within areas of public open space where possible.
- Development would be set back from the northern boundary to protect trees and the established hedgerow.

1



### Step Two: Identifying access and constraints

- A primary access would be provided off Wolverhampton Road along the north-east boundary. Additionally, a secondary access is proposed off Park Lane along the south-west boundary.
- A new east to west connection would provide an improved and sustainable movement network for the benefit of residents and local community.
- Two low voltage overhead electricity crossing the site would be grounded or diverted as part of the development.
- Development would be set back to respond to the setting and significance of the listed building.
- The site slopes gently from east to west. The lowest part of the site is located in the north-west corner.

2



### Step Three: Incorporating sustainable drainage

- Sustainable urban drainage systems are integrated within the landscape structure.
- To locate a number of detention basins alongside the north - west boundary responds to site's natural topography and drainage technical studies.
- Potential for surface water discharge into existing pond and watercourse along the north-west boundary. Additional areas for potential surface water discharge are identified along the north-east and south-west boundaries.
- An existing pond is located to the south-west part of the site. It is covered and surrounded by coppice tree and shrub planting. This landscape feature would be retained and enhanced, where possible, to form part of the drainage and landscape strategy.

3



### Step Four: Defining a developable area

- A generous green buffer is provided along the south-western boundary to respond to the setting and significance of the listed building.
- Additional buffer planting would mitigate the visual impact of the development and would help to preserve the outlook and amenity of the listed building "The Terrace" and "Beech House".
- Green buffers are provided around the edges of the site, more significantly, along the north-west boundary. This would provide opportunities for new tree planting which would help to protect existing hedgerows and, would preserve the setting of existing and future development on adjacent land.

4



### Step Five: A connected movement network

- A logical street hierarchy will provide a legible and connected movement network.
- A central spine road crosses the site from Wolverhampton Road to Park Lane and provides the main route through the development.
- A series of secondary streets and shared-surface lanes add character to the development and provide diversity to the street hierarchy.
- Private driveways around the site edges provide a softer transition with the adjacent open spaces and retained hedgerows.
- A network of formal and informal pedestrian routes connect houses with areas of open space.
- A children's play area is located along the north-west boundary of the site with good surveillance by adjacent houses and well integrated in the pedestrian movement network.

5



### Step Six: Flexible, robust development blocks

- The movement hierarchy defines a series of efficient development parcels flexible enough to accommodate a mix of housing typologies.
- Block sizes are kept small to ensure a highly permeable layout with regular links through to open space and choice of routes through the site.
- An organic structure and layout is created by introducing variety in the size and configuration of development parcels.
- The layout ensures an outward-facing development with houses orientated towards the site boundaries.
- The built form provides good definition, enclosure and surveillance to streets and open spaces.
- A soft-landscaped public space is proposed at a key intersection in the movement hierarchy and provides a visual focal point and welcoming environment at the entrance of the development.
- A centralised paved square is proposed at the intersection of key roads. Calming traffic measures will ensure a safe route for vehicles, pedestrians and cyclists.

6





## The Spatial Framework

5.2 The key steps come together to create a layered and coordinated concept plan. This provides a vision of comprehensive development that is built up by carefully considered steps.

5.3 The diagram describes a development structure that could potentially deliver between 175-200 dwellings at a net density of between 35-40 Dph. The framework has been drafted according to the following assumptions:

- The proposed housing mix will respond to local housing need and include a range of 2, 3 and 4 bedrooms homes and provision of local affordable housing.
- Housing will range in scale and height between 2 and 2.5 storeys. Buildings on the site will not be taller than 2.5 storeys.
- Potential exists to create areas of distinct character within the development. These could include: the central spine road; site edges and the centralised square.
- Development density will reduce towards the south-western part of the site to provide a softer transition with the rural edges of the site and to respond to the setting and significance of the Terrace.
- Details with regard to materials, architecture etc, will be dealt with at the application stages of the planning process, although design details will seek to reflect the local vernacular.

-  Site boundary
- 1. Vehicle Entrance
- 2. Primary Link Road
- 3. Residential Street
- 4. Shared Lane/Driveway
- 5. Retained Tree/Hedgerow
- 6. Proposed Planting
- 7. Public Open Space
- 8. Local Equipped Area of Play (LEAP)
- 9. Attenuation Basin
- 10. Pedestrian routes
- 11. Feature square



Spatial Framework Plan





# Key community benefits

# 06

6.1 The site is capable of delivering a high quality residential development set within an attractive landscape setting that would bring a number of benefits to the town, including:

- Housing Need – The site is capable of delivering circa 175-200 homes at a density of between 35-40 Dph, assisting in the delivery of new market and affordable housing that is capable of addressing local need in terms of type and tenure. The land can be brought forward for development in the short-medium term to make an important contribution towards the housing needs of the town and wider County.
- Housing Mix and Choice - the site is capable of delivering a mix of open market and affordable housing reflective of current and future demographic and market trends and the needs of different groups in the community. The new development would provide up to 33% affordable homes and a range of dwelling sizes.
- Open Space – new residential development will provide a strong landscape framework comprising new areas of open space for formal and informal play and recreation for use by new and existing residents.

- Promoting Healthy Communities – the site is an ideal location for residential development, immediately adjacent to a vibrant and highly sustainable settlement and in close proximity to existing community facilities and services which are easily accessible by foot.
- Economy - The proposed development will provide a boost to the local economy, ensuring that the vitality of Shifnal and its community is enhanced. The development of the site -for new housing will attract new households to the area with additional expenditure in the local economy that will stimulate additional demand in new and existing shops/services.

# Deliverability assessment

# 07

7.1 Subject to the site being supported by the Council, removed from the Green Belt and allocated for residential development, Miller Homes will undertake a comprehensive engagement strategy with local stakeholders and the local community.

7.2 Further to the adoption of the Local Plan Review 2016-2036, Miller Homes will commit to the early delivery of the site via the planning application process to ensure that the Council is able to meet its locally identified housing needs.

# Summary and conclusions

# 08

This Vision Document has been prepared by Turley on behalf of Miller Homes. It supports and promotes the sustainability credentials of development on land to the east of Park Lane, Shifnal, in response to Shropshire Council's Local Plan Review 2016-2036.

**8.1** Land to the east of Park Lane is a sustainable location for growth within the town and is capable of accommodating between 175-200 new homes.

**8.2** Through a robust assessment of the site's policy, spatial and environmental context, it has been demonstrated that the site is suitable and appropriate for future development. It also represents a deliverable and viable opportunity to provide sustainable housing growth within Shifnal and the wider east Shropshire area.

**8.3** The analysis of the site and subsequent development framework clearly illustrates how a sensitive, high quality development which responds to the attributes of the site can be achieved.

**8.4** In summary, this development framework has concluded the following:

- Policy Context – Development of the site will support the five year supply and contribute towards the delivery of the Council's wider economic growth strategy and the creation of sustainable communities.
- Townscape and context – The site represents a development opportunity close to the town centre which provides a range services and amenities. It is well contained and represents a very suitable and sensitive opportunity for new housing in line with sustainable growth patterns.
- Access – The site benefits from good local and regional road links, benefits from regular bus and rail connections to local centres and is in walking distance of a host of local services which helps promote sustainable movement patterns.
- The site– The future development of the site can be delivered whilst retaining and enhancing its specific landscape and ecological attributes. New areas of public open space can also be delivered through the release of the land for residential development.

**8.5** It is therefore concluded that the site is both suitable and appropriate for a sustainable, high quality development and can be delivered as a primary housing site early in the plan period.



A464

1.

9.

10.

7.

3.

2.

4.

3.

11.

4.

37

**For further information contact**

Neil Woodhouse  
neil.woodhouse@turley.co.uk

