

Shropshire Council  
Legal and Democratic Services  
Guildhall,  
Frankwell Quay,  
Shrewsbury  
SY3 8HQ

Date: Monday, 16 February 2026

**Committee:**  
**Southern Planning Committee**

**Date: Tuesday, 24 February 2026**

**Time: 2.00 pm**

**Venue: The Council Chamber, The Guildhall, Frankwell Quay, Shrewsbury, SY3 8HQ**

You are requested to attend the above meeting. The Agenda is attached.

There will be some access to the meeting room for members of the press and public, but this will be limited. If you wish to attend the meeting please email [democracy@shropshire.gov.uk](mailto:democracy@shropshire.gov.uk) to check that a seat will be available for you.

Please click [here](#) to view the livestream of the meeting on the date and time stated on the agenda

The recording of the event will also be made available shortly after the meeting on the Shropshire Council Youtube Channel [Here](#)

The Council's procedure for public speaking at Planning Committees can be found by clicking on this link: <https://shropshire.gov.uk/planning/applications/planning-committees>

Tim Collard  
Service Director – Legal, Governance and Planning

**Members of the Committee**

Andy Boddington (Chairman)  
Nick Hignett (Vice Chairman)  
Caroline Bagnall  
Elizabeth Barker  
Rachel Connolly  
Joshua Dickin  
George Hollyhead  
Nigel Lumby  
Colin Taylor  
Beverley Waite  
Sam Walmsley

**Substitute Members of the Committee**

Thomas Clayton  
Jamie Daniels  
Greg Ebbs  
Adam Fejfer  
Gary Groves  
Kate Halliday  
Christopher Lemon  
Mark Owen  
Rosie Radford  
Carl Rowley  
Colin Stanford

Your Committee Officer is:

**Tim Ward** Committee Officer

Tel: 01743 257713

Email: [tim.ward@shropshire.gov.uk](mailto:tim.ward@shropshire.gov.uk)

# AGENDA

## 1 Apologies for Absence

To receive any apologies for absence.

## 2 Minutes (Pages 1 - 4)

To confirm the minutes of the Southern Planning Committee meeting held on 27 January 2026

Contact Tim Ward (01743) 257713.

## 3 Public Question Time

To receive any questions or petitions from the public, notice of which has been given in accordance with Procedure Rule 14. The deadline for this meeting is no later than 12 noon on Wednesday 18 February 2026

## 4 Disclosable Pecuniary Interests

Members are reminded that they must declare their disclosable pecuniary interests and other registrable or non-registrable interests in any matter being considered at the meeting as set out in Appendix B of the Members' Code of Conduct and consider if they should leave the room prior to the item being considered. Further advice can be sought from the Monitoring Officer in advance of the meeting.

## 5 Proposed Residential And Commercial Development Land Tasley Bridgnorth Shropshire (25/01722/OUT) (Pages 5 - 58)

Outline application, with all matters reserved except for principal means of access, for development comprising up to 1,500 residential dwellings (Use Class C3) including specialist housing for older people (Use Class C2 or C3), up to 14.6ha of employment land of Use Class E, B2 and B8a uses, a mixed-use local centre of up to 1,500sq.m of Use Class E and F.2 uses, a primary school (Use Class F.1), country park and other open space including sports pitches and associated facilities, access roads and landscaping with associated works including demolition, infrastructure, earthworks and drainage.

## 6 Schedule of Appeals and Appeal Decisions (Pages 59 - 74)

## 7 Date of the Next Meeting

To note that the next meeting of the Southern Planning Committee will be held at 2.00 pm on Tuesday, 24 March 2026, in the Guildhall.

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## Committee and Date

Southern Planning Committee

INSERT NEXT MEETING DATE

## **SOUTHERN PLANNING COMMITTEE**

### **Minutes of the meeting held on 27 January 2026**

**2.00 - 3.35 pm in the The Council Chamber, The Guildhall, Frankwell Quay, Shrewsbury, SY3 8HQ**

**Responsible Officer:** Tim Ward

Email: tim.ward@shropshire.gov.uk      Tel: 01743 257713

### **Present**

Councillors Andy Boddington (Chairman), Nick Hignett (Vice Chairman), Caroline Bagnall, Elizabeth Barker, Rachel Connolly, George Hollyhead, Nigel Lumby, Colin Taylor, Beverley Waite and Sam Walmsley

### **46 Apologies for Absence**

Apologies for absence were received from Councillor Josh Dickin

### **47 Minutes**

#### **RESOLVED:**

That the Minutes of the meeting of the Southern Planning Committee held on 16 December 2025 be approved as a correct record and signed by the Chairman.

### **48 Public Question Time**

There were no public questions

### **49 Disclosable Pecuniary Interests**

Members were reminded that they must not participate in the discussion or voting on any matter in which they had a Disclosable Pecuniary Interest and should leave the room prior to the commencement of the debate.

### **50 National Trust Attingham Park Atcham Shrewsbury Shropshire (24/04831/FUL)**

The Principal Planning Officer introduced the application which was an application for an Outdoor hub building with visitor welcome area, cafe, food/beverage kiosks, kitchen, toilets, staff welfare facilities, bike hire/maintenance. Car park with electric vehicle charging, associated infrastructure, overflow parking. Interpretation and refurbishment of former WWII runway and aerodrome. New and restored site routes, 13km of trails, wildlife viewing and children's play areas, cycle skills tracks. New green corridors, orchard/wildflower planting, wetland habitat. Foul water and sustainable drainage systems, and with reference to the drawings and photographs displayed, she drew Members' attention to the location and layout.

The Principal Planning Officer drew Members attention to the information contained in the schedule of late representation which had been circulated by email.

David Adams and Duncan McCallum spoke on behalf Hereford Storage against the proposal in accordance with Shropshire Council's Scheme for Public Speaking at Planning Committees.

Councillor Brian Nelson spoke on behalf of Wroxeter and Uppington Parish Council against the proposal in accordance with Shropshire Council's Scheme for Public Speaking at Planning Committees

Councillor Susan Coleman, local Ward Councillor made a statement in accordance with Shropshire Council's Scheme for Public Speaking at Planning Committees.

Matthew Marshall, (Agent), spoke in support of the proposal in accordance with Shropshire Council's Scheme for Public Speaking at Planning Committees

Members generally welcomed the proposals but recognised the objectors concerns with regards to road safety and access. Officer advised that these could be addressed as part of the S278 highways agreement process.

**RESOLVED:**

That in accordance to the officer recommendation, planning permission be granted subject to the completion of a S106 Agreement to secure the provision of a Habitat Management and Monitoring Plan and Biodiversity Gain Land Monitoring contribution (and S106 Monitoring fee) and a S278 Highways agreement and that delegated powers be given to officers to refine and set the text for the conditions set out in Appendix 2,

**51 Land north of Little Brampton, Clunbury, Shropshire (25/03645/OUT)**

The Principal Planning Officer introduced the application which was an outline application for the erection of affordable dwelling and detached garage, formation of replacement vehicular access, and installation of package (sewage) treatment plant (outline application to include means of access but with matters of appearance, landscaping, layout and scale reserved) and with reference to the drawings and photographs displayed, she drew Members' attention to the to the location and layout.

Councillor Sam Walmsley, local Ward Councillor made a statement in accordance with Shropshire Council's Scheme for Public Speaking at Planning Committees. He then left the table and took no part in the debate or voting on the item.

Shaun Jones, (Agent), spoke in support of the proposal in accordance with Shropshire Council's Scheme for Public Speaking at Planning Committees

Members agreed that there was a local need for the property and that there was a good fit with the landscape. They also considered that Little Brampton was a dispersed settlement and that the proposed site fell within the sphere of influence of the settlement and as such it complied with policy.

**RESOLVED:**

That contrary to Officer recommendation planning permission be granted and that delegated authority be given to officers to agree a Section 106 agreement and to apply conditions as necessary.

**52 Footpath Outside 75 High Street Bridgnorth Shropshire (25/03856/ADV, & 25/03855/FUL)**

The Area Planning Manager introduced the application which for the installation of a BT Street Hub Unit with advertisement panels and with reference to the drawings and photographs displayed, she drew Members' attention to the to the location and layout.

Members considered that the proposed hub was visually intrusive and would have a harmful effect on the conservation area and neighbouring listed buildings.

**RESOLVED:**

That in accordance with officer recommendation permission be refused for the following reasons: -

It is considered that the proposed double-sided illuminated hub sign would cause significant harm to the streetscape. Owing to its scale, design, and method of display, and having regard to both the immediate locality and wider views, the proposal would adversely affect visual amenity and the character and appearance of the street scene, the setting of nearby listed buildings, and this part of the Bridgnorth Town Centre Conservation Area. The development fails to preserve or enhance the Conservation Area and would result in harm to its significance.

Accordingly, the application is recommended for refusal as it conflicts with Local Plan Policies CS3, CS6, CS17, MD2, MD13 and the National Planning Policy Framework (NPPF).

**53 Schedule of Appeals and Appeal Decisions**

**RESOLVED:**

That the Schedule of Appeals and Appeal Decisions for the southern area as at 27 January 2026 be noted.

**54 Date of the Next Meeting**

**RESOLVED:**

That it be noted that that the next meeting of the Southern Planning Committee will be held at 2.00 pm on Tuesday 24 February 2026 at the Guildhall

Signed ..... (Chairman)

Date: .....

## AGENDA ITEM



Committee and date

**Southern Planning Committee**

**24<sup>th</sup> February 2026**

### Development Management Report

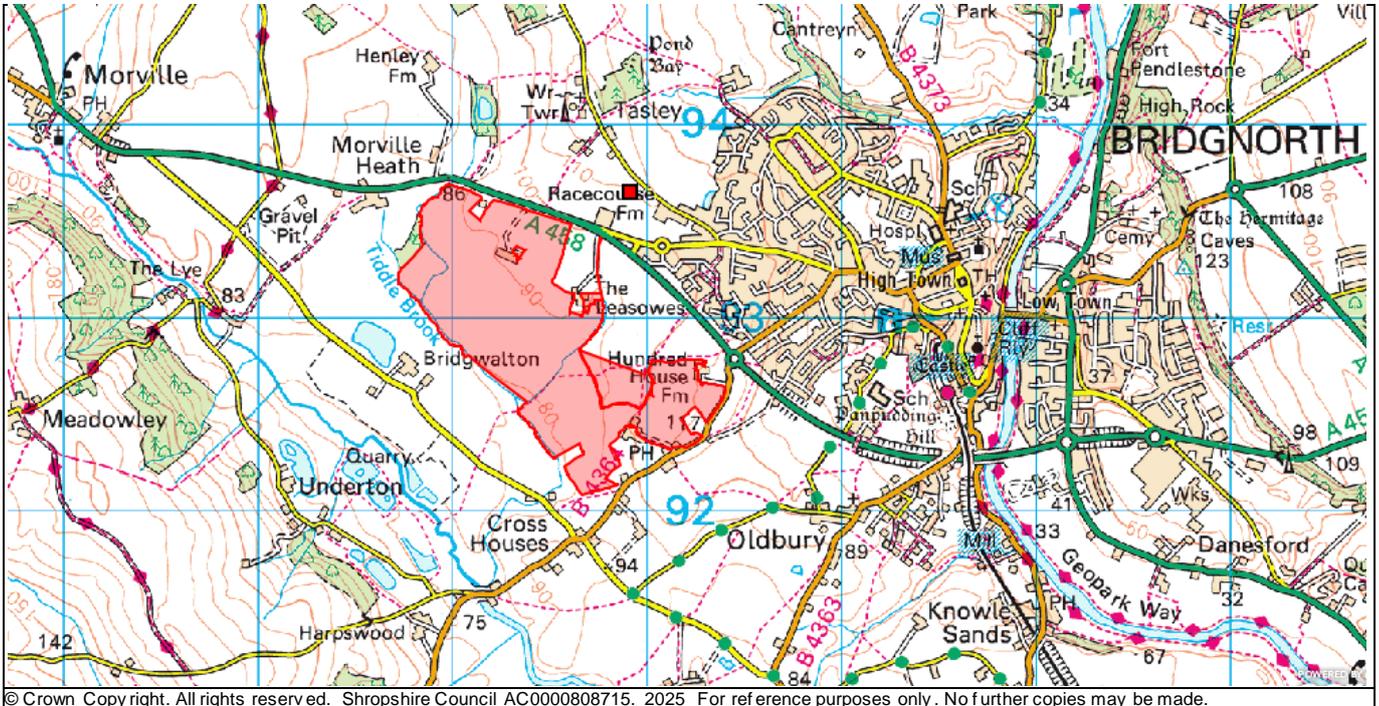
Responsible Officer: Tim Collard, Service Director – Legal, Governance and Planning

### Summary of Application

<b>Application Number:</b> 25/01722/OUT	<b>Parish:</b>	Tasley Parish Council Bridgnorth Town Council Morville Parish Council
<b>Proposal:</b> Outline application, with all matters reserved except for principal means of access, for development comprising up to 1,500 residential dwellings (Use Class C3) including specialist housing for older people (Use Class C2 or C3), up to 14.6ha of employment land of Use Class E, B2 and B8a uses, a mixed-use local centre of up to 1,500sq.m of Use Class E and F.2 uses, a primary school (Use Class F.1), country park and other open space including sports pitches and associated facilities, access roads and landscaping with associated works including demolition, infrastructure, earthworks and drainage.		
<b>Site Address:</b> Proposed Residential And Commercial Development Land Tasley Bridgnorth Shropshire		
<b>Applicant:</b> Bloor Homes Limited And Taylor Wimpey UK Limited		
<b>Case Officer:</b> Lynn Parker	<b>email:</b> lynn.parker@shropshire.gov.uk	
<b>Grid Ref:</b> 369913 - 293651		

# AGENDA ITEM

Proposed Residential And  
Commercial Development  
Land



**Recommendation:- Approval** of outline planning permission with delegated powers to officers to: finalise the conditions based on those set out in Appendix 1, and securing of developer contributions as set out in paragraph 6.4.2 including the completion of a S106 agreement.

## REPORT

### 1.0 THE PROPOSAL

1.1 This is an Outline Planning Application for the development of Tasley Garden Village where all matters are reserved (appearance, landscaping, layout, scale) except for access which is included in detail. Access means the points of access from the adopted highway into the proposed development site (the 'Site') and not the internal road layout. The proposal is for three new principal vehicular access points into the Site.

1.2 The planning application is subject to Environmental Impact Assessment Regulations, with the proposals accompanied by a full Environmental Statement (ES) following Scoping Opinion Ref: 24/04669/SCO issued on 5th February 2025. A subsequent ES Addendum has been submitted by the Applicants on 10th December 2025 to report clarifications of environmental matters and Masterplan amendments reviewed during the application. The submission is complemented by a detailed suite of supporting documents and plans including an Illustrative Masterplan, parameters plans and a Statement of Community Engagement setting out the community involvement which has taken place to date to inform

local residents and stakeholders of the proposed development and summarising the responses and feedback received. The supporting documents can be viewed within the online planning file and are listed under Section 11 of this Report.

- 1.3 The Vision for Tasley Garden Village, as set out in the submitted Design and Access Statement reads, *'The site provides a unique opportunity on the edge of Bridgnorth to create a new neighbourhood based on Garden Village principles. The new neighbourhood will have a distinct character and sense of place, but will respect and reflect local vernacular and make best use of the varied attributes of the site'*.

1.4 Garden Villages

The Town and Country Planning Association (TCPA) describe what is expected from a new garden village today in their publication of 2018: Understanding Garden Villages - [TCPA Understanding Garden Villages](#). The same principles of the original Garden Cities, Garden and Model Villages (e.g. Bournville founded by George Cadbury in south-west Birmingham in 1879) to create well-designed, healthy places, social communities and affordable homes should be applied today, however in a 21st century context to provide vibrant, diverse and affordable communities. From page 14, the TCPA describe the objectives behind designing new garden villages as being:

**Holistically planned** with a strategic framework (masterplan) which is comprehensive enough to guide investment but flexible enough to evolve over time.

**Small in scale.** The government supports a broad range of 'garden village' scales, requiring locally tailored approaches to growth. Effective planning depends on strong evidence, long-term strategic thinking, and clear locational criteria to ensure sustainable development, good connectivity, and reduced inequalities. The right location is essential to avoid unsustainable commuting patterns.

**Planned for healthy communities** is integral to the creation of new places today. New garden villages should foster healthy and active communities by encouraging walking and cycling, and by providing a comfortable and stimulating therapeutic environment, bringing together the best of the urban and natural environments for people of all ages.

**A provider of a vibrant social life.** A clear and long-term artistic and cultural strategy and a flexible approach to design and delivery, to accommodate changing needs.

**Of high-quality materials and attention to detail.** Setting a framework for design and development that is both sensitive to local character and creates distinctive neighbourhoods. The unique materials, designs and landscape of the locality should be reflected. Garden villages must be exemplary in high-quality and innovative design, featuring the application of the highest sustainability

standards, innovative use of local and sustainable new materials, and high-quality imaginative architecture, making use of expert craftsmanship. They should have a distinct and recognisable character.

**A provider of affordable homes close to employment.** Garden villages should be made affordable for people on middle and lower incomes, and meet the full range of housing needs and aspirations through a diversity of housing opportunities. Homes should be designed for flexible working, be a short distance from employment opportunities and local facilities, be accessible, flexible and sustainable to meet demographic realities and have decent minimum space standards.

**A provider of day services for day-to-day needs within walking distances of homes.** The layout should comprise a sustainable urban structure of walkable neighbourhoods based around a network of mixed-use town and local centres in which residents can meet most of their day-to-day needs.

**A long-term stewardship undertaking.** It should be demonstrated how assets generated by the development process will be managed in perpetuity.

1.5 The applicants, Bloor Homes and Taylor Wimpey, are committed to delivering new homes on the Site to Future Homes Standard e.g. provision of solar panels, heat pumps and advanced insulation. It is intended that the Site would be largely split between the two developers to build out with Bloor Homes apportioned the greater area, the employment land and local centre would be subject to market demand. The Reserved Matters would be dependent on phasing including an infrastructure phase. An ongoing Illustrative Masterplan of the 112.32 hectare Site has been submitted to support the proposed development of:

- Up to 1,500 dwellings of mixed type, tenure and density including homes for first time buyers, 20% of the overall provision as affordable homes (up to 300 dwellings), residential extra care or specialist care, and housing which can be made adaptable for the disabled, in addition to family housing.
- The delivery of ~14.6 hectares of land for employment uses (Classes E, B2 and B8a - office, industrial, storage and distribution) in a gateway location on the western edge of the Site adjacent to the A458.
- A mixed-use Local Centre of up to 1,500m<sup>2</sup> containing for example a convenience store, café, restaurant, nursery.
- A 2-form entry primary school adjacent to the local centre.
- A Country Park of ~19.4 hectares towards the southern boundary of the site to include a network of pedestrian and cycle routes providing a link through to public open space and the existing urban edge of Bridgnorth.
- Around 27.6 hectares of open space comprising formal greens, LEAPs, NAPs and NEAPs, linear parks and greenways.
- Sports pitches in the south-eastern corner of the Site, including a 3G pitch with associated flood-lighting and grass football pitches, complemented by a pavilion building to provide changing facilities, community space and

associated car parking. For a flexible use by sports clubs and the wider community/community groups.

- Retention and enhancement of existing public footpath routes through and adjacent to the site.
- Landscaping, BNG provision, associated works including demolition, infrastructure, and earthworks.
- A Sustainable Drainage System comprising a range of features to include SuDs basins, swales, rain gardens, street trees and permeable surfaces.

- 1.6 The Access Strategy for the proposed development has been informed by a Transport Assessment and Travel Plan Framework, both of which are provided in Section 10 of the ES. Vehicular access into the Site is proposed via three points, two from the A458 to the north side and one from the B4364 on the eastern boundary. Details of these accesses have been amended and refined during the course of the application, however their positions have not altered. The three accesses are proposed as follows:

#### A458 Employment Access: Z01

A priority T-junction with ghost island right turn lane on the A458 to provide access exclusively into the employment zone and designed to accommodate HGVs. A dedicated footway and cycleway would extend between this access and the A458 Residential Access on the southern side of the carriageway. The masterplan allows for foot/cycle connections. Additionally, it is intended that there would be a one-way bus-only link between the two to provide a continuous bus route through into the garden village if this is demanded by the service.

#### A458 Residential Access: Z02

A three-arm, priority controlled roundabout, located ~400m west of the existing A458/Wenlock Road junction. This element includes a 4m wide Toucan crossing located 60m to the east of the roundabout, with footways and cycleways up to it on the south side of the road extending out from the Site, and along the north side for access to Wenlock Road leading to Bridgnorth Town Centre. Tactile paving is proposed with a splitter island across the roundabout arm for the Site, and a maintenance layby separated from the northern side of the carriageway by a grass guard.

The existing A48/Wenlock Road junction is the location where a five-arm roundabout is yet to be constructed as an element of the Tasley Gateway development approved under Planning Permission Ref: 21/05023/OUT on 6th March 2024.

#### B4364 Residential Access: Z03

A three-arm priority controlled compact roundabout located ~200m south of the A458/B4364 Ludlow Road roundabout. As for the other two junctions a

segregated footway and cycleway would extend out from the Site and up to the Ludlow Road roundabout on the west side of the carriageway. A crossing with tactile paving would be provided across the western arm of the roundabout into the Site and a Toucan crossing at the Ludlow Road roundabout together with the formalisation of existing crossings facilitating walking/cycling all the way into the Bridgnorth Town Centre.

The accesses are proposed in conjunction with a reduction in speed limit to 40mph along both the A458 and B4364 to the extent shown on the proposed speed limits drawing. This would be complemented by associated signing and road markings, with a detailed signage strategy to be agreed with the LHA as part of the final design works.

- 1.7 The two residential accesses would be linked by a primary movement street through the Site providing direct access to the local centre and primary school, and supporting a bus route. Secondary roads off the primary movement street would extend into the residential parcels. Enhanced streets and pedestrian cycle priority are to be promoted to reinforce a low-speed environment. Active travel routes would be delivered throughout the Site, including leisure routes through the Country Park. It is intended that a mobility hub will form part of, or be located in close proximity to the Local Centre. A mobility hub can offer, for example, cycle/e-bike hire, a public transport interchange, care share or car-club facilities, and micro-consolidation deliveries.
- 1.8 The proposed development is subject to a Planning Performance Agreement (PPA) through which multiple pre-application meetings have taken place in preparing the Illustrative Masterplan. The emerging vision and Illustrative Masterplan were presented to a Design Midlands Panel for review on 30th January 2025. The work already undertaken was welcomed, particularly the vision focusing on landscaping and active travel networks from the outset to inform the strategic approach. Feedback was provided in respect of the ongoing design development and the recommendations made have been taken into account in the application submission. The Design Midlands feedback can be viewed in full at Appendix 1 of the submitted Planning Statement.
- 1.9 Ongoing work is additionally being carried out on a Design Code to provide specific, detailed parameters for the physical development of the proposal, building on the Vision and Masterplan. The aim of the Design Code is to provide a clear and structured framework to guide the detailed design of Tasley Garden Village, and to ensure the Vision is maintained through the Reserved Matters. The document is now at an advanced stage following several in-person meetings between the Applicants and Council officers and will be presented at a second Design Midlands Review scheduled for the beginning of March 2026.

## 2.0 **SITE LOCATION/DESCRIPTION**

2.1 The proposed Site comprises 112.3 hectares of open countryside/agricultural land which is located in eastern Shropshire and abuts the south western edge of Bridgnorth. The land is a generally level patchwork of fields with a gentle gradient down from the north-eastern corner to the west/south-west where the Site boundary is formed by the Tiddle Brook. A tributary of the brook additionally bisects the Site north/south providing drainage for the agricultural land. Land to the west and south-west sides of the site is designated as being within Flood Zone 2 and 3. There is an existing farmstead at Footbridge Farm, set ~ 250m into the Site south of the A458 at which the dwelling would be retained. Two public rights of way run through the eastern side of the Site which connect to the residential area across the A458 to the north and into the countryside to the south-west. The A458 extends across the northern boundary of the Site and the B4364 Ludlow Road along various sections of the south-eastern edge.

2.2 The Site is surrounded by open countryside to the east and south. There are three adjacent farmsteads at The Leasowes/Leasowes Farm abutting the northern boundary, Roundthorn Farm in the east and Hundred House Farm to the south. Both the Leasowes and Leasowes Farm are Grade II Listed Buildings. There are SSSIs located at Devil's Hole, Morville ~1.35km to the west and Thatcher's Wood and Westwood Covert ~1.5km to the south.

2.3 Land between the north-east boundary of the Site and the A458 forms SAMDev employment allocation ELR011/a and /b and has Outline Planning Permission for the re-siting of the livestock market under 21/05023/OUT granted on 6th March 2024. Morville Quarry and Bridgwalton Quarry actively worked by Salop Sand and Gravel are ~450m beyond the western boundary and ~200m across Telegraph Lane to the south respectively. Bridgnorth Town Centre in High Town is located ~1.3km from the northern edge of the Site.

## 3.0 **REASON FOR COMMITTEE DETERMINATION OF APPLICATION**

3.1 Complex or major application which in the view of the Director of Legal, Governance and Planning, or the Planning Services Manager in consultation with the Chairman or Vice Chairman should be determined by the relevant Planning Committee.

## 4.0 **Community Representations**

### 4.1 Consultee Comments

As there are multiple responses from many consultees, the most recent submissions have been reported below as these constitute material considerations. However, in some cases, earlier comments have been included for their relevance.

4.1.1 SC Planning Policy (13/06/25 ) - On balance, it is considered that from a policy

perspective, in applying the tilted balance of the NPPF, identified relevant material considerations, including the presumption in favour of sustainable development of the NPPF, lack of five year housing land supply, and that the application site consists of much of a proposed allocation and a proposed future direction of growth outweigh the identified policy conflict.

Multiple conditions proposed to secure compliance with the guidelines for BRD030. S106 obligations to include:

- affordable housing at policy compliant levels;
- contributions to support delivery of the primary school infrastructure;
- on or off-site medical centre facilities (provision determined by ICB);
- quantification and make-up of the country park and other open space/community use hectarage;
- wider highways works;
- establishment of a new bus service.

4.1.2 SC Affordable Housing - summary of meetings (03/02/26) - There is a planning policy requirement for 20% of the dwellings at Tasley to be affordable. In this instance 300 dwellings on a phase-by-phase basis over the entire development would be affordable and split between social rented and shared ownership. Demand is high for affordable housing in Bridgnorth where it far exceeds supply and has done so for a considerable time. Discussions regarding affordable housing provision and have been ongoing with the developers since the summer of 2025 with a view to ensuring that the development delivers the affordable housing that's needed for its residents, considering age and size of households. This proposal presents an exciting opportunity for households unable to access market housing.

4.1.3 SC Highways (16-01-26) - The General Arrangement Plans for the accesses Z01 Z02 and Z03 should be secured as an approved plan as part of any positive recommendation. The tree clearance, long section, and finished levels drawings are also sufficient in planning, although there is no reason to secure these at this time. The visibility, geometry and swept path drawings have been reviewed and are acceptable.

Some additional consideration will have to be given to extending the proposed 40mph speed limit further to the east to introduce a lead into the A458/Ludlow Road roundabout. Conversely, the southbound extent on Ludlow Road may be for too great a distance. The overall strategy for speed is sufficient and sound for the purposes of this application and as it essentially constitutes part of the off-site works solution can be secured through a S106 leading to a S278 Agreement.

SC Highways (25/11/25) - The identified off-site works can be secured by

condition and their proportionate allocation scheduled in the S106 Agreement to ensure each party is aware of its responsibilities.

Bus contributions, walking/cycling enhancements and other junction improvements identified as financial contributions to be secured through a S106 Agreement.

- 4.1.4 Active Travel England (ATE) (14/11/25) - Do not object to the principle of the development, but request that an approval only be granted once sufficiently ambitious initial targets for each active travel mode have been added to the Travel Plan Framework, and that it can be satisfied that suggested contributions to the improvement of Ludlow Road are at a level deemed appropriate by the LHA/LPA.

Not currently in a position to support this application and requests further assessment, evidence, revisions and/or dialogue. Key Issues are: Trip Generation Assignment & Mode Shares - request more detailed understanding and targets; Off-Site Infrastructure - improvements to pedestrian and cycle infrastructure along the B4364 Ludlow Road are considered particularly relevant to this scheme, and it must be ensured that contributions offered in this regard are at a sufficient level to provide for meaningful improvements to this key route between the development and local services, to the LPA and LHA's satisfaction; Masterplanning and Permeability - request that illustrative masterplans not be included in the approved list to allow for final layout development; On-Site Facilities.

- 4.1.5 SC PROW (09/06/25) - Advice provided in relation to the existing footpaths across the Site.

- 4.1.6 The Ramblers Association - No comments received to date.

- 4.1.7 SC Drainage (06/06/25) - The FRA mitigation proposals are acceptable in principle. To ensure compliance with the FRA, each Reserved Matters application should include a summary statement including the items listed. Standard scheme of foul and surface water drainage pre-commencement condition recommended.

The inclusion of the wetland area is welcomed as an addition to the required SuDS treatment train strategy. The water quality assessment for both the employment and residential areas, showing that the proposed SuDS treatment trains will provide sufficient mitigation for anticipated pollutants, is acceptable at this stage.

- 4.1.8 Environment Agency (EA) (18/09/25) - Consider there to be a low risk of impact to controlled waters and to the SSSI as there is no planned water abstraction

activities at the site.

Environment Agency (EA) (09/06/25) - Given the indicative site layout, with open space to be retained around the Flood Zone 2 and 3 extents, and the additional mitigation suggested of further elevating site levels (outside of the flood zones) for the built areas, we acknowledge that the risk of fluvial flooding in relation to the Tiddle Brook is likely to be low.

- 4.1.9 Severn Trent Water (STW) (31-10-25) - Severn Trent has concerns regarding the impact the additional flow that this proposed development will generate, investment is currently planned, unfortunately, we are not yet able to confirm the extent of the required works or when these necessary works may be completed and consequently, we cannot object to approval being granted.

Under current legislation a developer has the right to connect to the public foul network to drain foul water, and to do so at the nearest or most convenient point on the existing network. In addition to this right, Severn Trent has a statutory duty to provide any network reinforcement that may be required to accommodate the flow generated by such a new development.

With a view to better understanding how our network is operating Severn Trent is undertaking several investigations. Once these investigations are completed, if improvements are deemed necessary, these will be undertaken in accordance with our investment plans.

- 4.1.10 National Grid - No comments received to date.

- 4.1.11 SC Environmental Health (09/10/25) - During the construction phase, traffic is predicted below the threshold for a detailed impact assessment. Dust and pollutant impacts are considered temporary and negligible with appropriate mitigation measures in place. Dust management should be incorporated into a conditioned CEMP.

For the operational phase, all the predicted annual mean concentrations for traffic emissions were well below national air quality objectives. There are several locations within the Air Quality Management Areas (AQMAs) that are predicted to exceed the WHO guidelines on air quality for which a mitigation plan should be provided. The Travel Plan should include measures specific to reducing vehicle movement within the AQMAs.

SC Environmental Health (17/06/25) - A joint Phase I and Phase II Report identified four minor exceedances detected around Footbridge Farm. Further site investigation works will be required once the site layout is confirmed. A Mine Gas Risk Assessment is required which can be provided under a pre-commencement

condition.

- 4.1.12 SC Landscaping (30/06/25) - The assessment of landscape and visual effects has been carried out in a clear, robust and evidence-based approach. The LVIA concludes that long-term and significant and adverse landscape and visual effects would occur for six receptor groups within and close to the Site. These include effects on the land use within the Site, effects on the landscape character within the Site and Site environs, extending to ~250-350m from its northern boundary, and on the views of residents at Footbridge House, Footbridge Farm, Leasowes and properties on or near Ludlow Road to the south of the Site and user of the PRowS within the Site. Recommend that a Residential Visual Amenity Assessment (RVAA) be submitted at the Reserved Matters stage for the two residents receptor groups identified.
- 4.1.13 SC Green Infrastructure (09/06/25) - The submission includes an Illustrative Masterplan which does not preclude alternative forms of laying out of the development with parameters established by this document. Comments provided to be incorporated in the Masterplan and to inform the Design Code and subsequent Reserved Matters.
- 4.1.14 SC Trees (03-06-25) - On balance, it is considered that the design of the principal accesses and indicative layout have been constraints led to take account of and maximise retention of existing trees and hedgerows, so far as possible. The relatively minor losses (considering the scale and complexity of the development) are considered justifiable and can be more than compensated by the extensive new tree and hedge planting indicated on the Illustrative Masterplan and other submitted drawings.
- 4.1.15 SC Ecology (12/11/25) - Conditions recommended to ensure the protection of wildlife and to provide ecological enhancements under NPPF, MD12 and CS17. A European Protected Species 3 tests matrix must be included in the planning officer's report.
- Satisfied that the proposed development is unlikely to have a significant effect on SSSIs.
  - Habitat creation and enhancement measures will be included in the HMMP.
  - The submitted Bat Report recommendations will be set out in the CEMP, the HMMP and a lighting strategy.
  - With the submission of the impact assessment and conservation payment certificate (IACPC) from Natural England, and provided that works are carried out under the District Level Licensing scheme, SC Ecology are satisfied that the impact of the development on GCNs are capable of being fully addressed in a manner which complies with the requirements of the Habitats Regulations. Working methods to protect amphibians during site clearance

and construction will be set out in the CEMP. The HMMP will include details of pond planting and terrestrial habitats planting.

- No evidence of dormice or otter were recorded.
- Working methods to be followed in respect of reptile presence (grass snakes and a slow worm) will be set out in the CEMP and included in the HMMP.
- The CEMP will include a pre-commencement badger survey and lighting strategy during construction works.
- As the submitted Response to Ecological Planning Comments included justification that the proposals will provide greater benefits for skylarks (and other bird species) than a few skylark plots would, SC Ecology are satisfied that specific skylark mitigation is not required. Many benefits to a range of bird species will be provided.
- The provision of hedgehog boxes, nest boxes, and invertebrate banks, boxes and bricks should be set out in the HMMP.

## BNG

Satisfied that 10% net gain is achievable on site, therefore finalised details can be received at Reserved Matters or Discharge of Condition stage.

The BNG will be significant and will therefore need to be secured through a S106 Agreement including a monitoring fee. Discussion will need to be had, but for a site of this size the fee would be around £100,000.

- 4.1.16 Natural England (NE) (05/01/26) - The advice provided in our previous response applies equally to this amendment (ES Addendum). The proposed amendments to the original application are unlikely to have significantly different impacts on the natural environment than the original proposal.

Natural England (NE) (26/09/25) - No Objection. Based on the plans submitted, Natural England considers that the proposed development will not have significant adverse impacts on statutory designated sites and has no objection.

- 4.1.17 SC Conservation (04/09/25) - The assessment of the likely impact of the development on the Non-Designated Heritage Assets in the vicinity being low is acceptable.

SC Conservation (26/06/25) - There is no objection to the principle of the development or the locations of the access points as these would have a minimal impact on heritage assets. The proposed use of a Design Code is welcomed and will provide a clear framework for the development moving forwards. While the proposed development will present a visual change and a change in landscape character within the setting of the Listed Buildings, their historic plot will remain free of development, preserving the element of their setting which contributes most positively to their significance.

## AGENDA ITEM

-	Proposed Residential And Commercial Development Land
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- 4.1.18 SC Archaeology (04-06-25) - Confirm that the Archaeological Desk Based Assessment and Geophysical Survey have been completed to our satisfaction. As there is potential for encountering prehistoric, post medieval and Roman activity, a pre-commencement condition requiring a WSI be submitted is recommended.
- 4.1.19 Historic England (HE) (05/06/25) - In this case are not offering any advice and defer to SC Conservation and Archaeology.
- 4.1.20 SC Leisure (12/09/25) - The proposed facility meets with the requirements for football in providing a 3G pitch, grass pitches, a pavilion with changing facilities, community space and associated car parking. There is currently an under provision of 3G pitches in the county and this would go some way to addressing the shortfall in the south-east area. Funding for the facilities should be secured through a S106 Agreement.
- 4.1.21 Sport England (17/09/25) - In the absence of a suitable agreed S106 Agreement/planning conditions to secure the provision of the new playing field there would be objection.
- 4.1.22 SC Learning & Skills (16/10/25) - Chart provided identifying contributions required in respect of early years, primary, secondary and post-16 school places, SEND places and transport. Secondary and post-16 places as refurbishments via CIL.
- 4.1.23 Integrated Care Board (ICB) (14/08/25) - An adjusted figure of £1,011,871.00 in developer contributions is sought for the provision of additional consulting/examination and treatment rooms at Bridgnorth Medical Practice where there is capacity.
- Integrated Care Board (ICB) (10/10/25) - Broad details of Medical Practice fit out to involve the conversion of the large former library atrium area to the latest specification for clinical GP space. Costs are for infrastructure only and do not include equipment.
- 4.1.24 Shropshire Fire and Rescue (19-05-25) - Standard advice provided in relation to 'Access for Emergency Fire Service Vehicles' and 'Water Supplies for Fire Fighting'.
- 4.2 Parish and Town Council Comments  
The majority of the Site falls under Tasley Parish Council, however there are sections along the eastern boundary within the Bridgnorth Town Council area, and a portion off the south-western boundary within the Morville Parish Council area.

4.2.1 Tasley Parish Council - Unanimously object, a position that strongly affects the community. Consider the potential impacts of the development taken together with Tasley Gateway have not been adequately assessed. Too big and sited in the wrong location in a rural setting on prime agricultural land. Serious imponderables left unanswered relating to water supply, drainage, electricity supply, impact on wildlife status, transport and highways capacities and safety, creation of divided communities.

- It would more than quadruple Tasley village fundamentally reshaping its character. This is not justified by any current housing needs assessment.
- The development resembles a dormitory-style extension tacked on to Tasley Parish and Bridgnorth whilst being divided by the A458.
- Concerned that there is no co-ordination between Tasley Gateway and Tasley Garden Village to provide a single unified centre for Tasley. Tasley Garden Village cannot be regarded as a new settlement as it is an extension of Tasley.
- The location is unsustainable adding further burden on roads that are already unsuitable for a high volume of traffic. It will increase congestion and harmful emissions detrimentally affecting air quality and public health.
- Heat pumps and solar panels will not overcome electricity supply issues, nor has it been proven that foul drainage capacity exists.
- No amount of pedestrian crossings will alter the A458 divide.
- Concerned that no medical services (including dental) are being provided at the TGV site.
- Considerable weight should be given to the desirability of preserving the setting of The Leasowes, a Grade II Listed Building.
- The football pitch would be next to long established horse paddocks, raising concern over the welfare and safety of the horses and the owner through noise, flood lighting and increased activity.
- The scheme would not protect or enhance the SSSIs or Local Wildlife Site. as the additional vehicles would produce damaging levels of nitrogen oxide pollution.
- The public footpath network would encourage people and dog's onto the Pam's Pools Local Wildlife Site negatively impacting on endangered species and priority habitats there.

The proposal to build 1,500 houses and an employment site is unjustified. Initially, 1,050 houses were planned in the Draft Local Plan allocation, with 450 for local needs. The Draft Local Plan was Withdrawn over questions of its soundness, making the allocation potentially also unsound and on the absence of more up-to-date policy, allowing developers to increase the number of houses. The developer's primary focus is profit, evident in the increased housing numbers. There is no justification or benefit in locating two major housing developments

within the same parish, generating a decade of disturbance, overwhelming its rural character, adding excessive burden on existing infrastructure and duplicating community facilities. Tasley Parish Council believes that SC should revisit development at Stanmore as an alternative.

4.2.2 Bridgnorth Town Council - Objects. Consider the potential impacts on Bridgnorth of the proposal in combination with the Tasley Gateway development have not been adequately assessed and that mitigations proposed may be insufficient. Concerns include:

- The results of the Transport Assessment give cause for concern in relation to six roundabouts/junctions across the Bridgnorth area. Traffic modelling should be extended to consider the Saturday peak, some sensitivity analysis about the direction of traffic flows applied to the traffic modelling, further observations relating to queue lengths and delays along corridors, and whether signalisation on identified junctions in Bridgnorth would be beneficial.
- The impact of a roughly 33% population increase on town services and facilities.
- The consideration of medical care requirement is inaccurate as the local perception is that the medical practice is struggling with capacity. This should be re-addressed.
- Funding should be provided through CIL or otherwise secured for public leisure facilities in Bridgnorth (swimming/sports halls), public realm/circulation space around the High Town and Low Town centres and an updated retail study.

We welcome the Applicant's willingness to undertake or fund active travel improvements and to create a public transport friendly environment. We would like support to be directed towards achievement of the aspirations set out in phase 3 of the Shropshire Bus Service Improvement Plan 2024. The Applicant's intention to provide a Mobility Hub is noted and would additionally like funding for a similar facility in the Town Centre.

4.2.3 Morville Parish Council – No comments received to date.

4.2.4 Much Wenlock Town Council - Neutral. Considers it imperative that the impact of the traffic on the Gaskell Corner is fully tested and understood and strongly supports SCs consistent approach towards financial contributions for highway improvements there.

4.2.5 Highley Parish Council - Neutral. Are keen to ensure that the development is truly sustainable, is well-designed and managed for the long-term, uses land efficiently, provides and exceeds the 10% BNG requirement and is well

landscaped.

#### 4.2.6 Ditton Priors Parish Council - Objects. Make the following comments:

- Tasley itself is not a sustainable community, it relies on the facilities in Bridgnorth.
- The Low Town area of Bridgnorth and the Gaskell Corner in Much Wenlock will be impacted by the extra traffic.
- We support Much Wenlock Town Council's request for traffic modelling and that it include the Ironbridge development, Tasley Gateway, Harley Hill, the Gaskell Corner and rural areas west of the A458 off the B4364 and B4368.
- Severn Trent Water have issued a Holding Request to ensure the relevant modelling surveys have been carried out.
- Extra leisure traffic and use of the area around the Clee Hills will impact on agriculture, the landscape and rural communities where access to facilities and parking is not in place.

#### 4.3 Public Comments

4.3.1 Confirmation received that site notice was displayed on 21st May 2025. The proposal was advertised in the Shropshire Star on 20th May 2025.

4.3.2 438 public representations have been received, comprising 84 of support including from Bridgnorth Spartans, 347 expressing objections and 7 neutral. All comments are available to view online and are summarised below:

#### 4.3.3 Objection Comments:

##### Scale and Location of Development

- *Overdevelopment:* Many objectors argue that the proposal for up to 1,500 dwellings is excessive and disproportionate to Bridgnorth's size and character.
- *Separation from Town:* The site is physically separated from Bridgnorth by the A458, raising concerns about community integration and accessibility.
- *Unsuitable Location:* Several comments suggest alternative, smaller sites closer to existing infrastructure and employment hubs should be considered.

##### Infrastructure and Services

- *Highways and Traffic:* Concerns raised about increased traffic congestion, inadequate road capacity, and unsafe access points, particularly off the A458 and B4364.
- *Public Transport and Connectivity:* Lack of sustainable transport options and poor pedestrian and cycle connectivity.

- *Drainage and Sewerage:* STW has indicated the sewerage network is near capacity and the absence of firm plans to manage increased foul flows is highlighted.

#### Environmental and Ecological Impact

- *Loss of Green Space:* The development would result in significant loss of agricultural land and open countryside.
- *Biodiversity Concerns:* Increased human and pet activity is feared to negatively impact local wildlife, with scepticism about the proposed country park's ecological benefits.
- *Flood Risk:* Some comments raise concerns about potential surface water flooding due to increased impermeable surfaces.

#### Local Services and Amenities

- *Pressure on Schools and Healthcare:* Objectors cite insufficient capacity in local schools and GP surgeries to accommodate the projected population growth.
- *Lack of Employment Need:* The proposed 14.6 ha of employment land is considered unnecessary, with existing sites underutilised or already approved.

#### Character and Heritage

- *Impact on Rural Identity:* The scale and nature of the development are seen as incompatible with the rural character of Tasley and surrounding parishes.
- *Heritage Assets:* Concerns were raised about potential harm to nearby Listed Buildings and Conservation Areas.

#### Planning Process and Consultation

- *Insufficient Community Engagement:* Several residents feel the consultation process was inadequate and that local views have not been properly considered.
- *Prematurity:* Some objections argue the application is premature pending resolution of infrastructure and environmental assessments.

#### 4.3.4 Support Comments:

##### Housing and Community Benefits

- *Addressing Local Housing Needs:* Supporters highlight the urgent need for new homes in Bridgnorth, particularly affordable and specialist housing for older residents.
- *Inclusive Growth:* The proposed mix of housing types is seen as beneficial for attracting diverse demographics, including young families and professionals.

##### Provision For Education/Youth

- *New Primary School:* The inclusion of a school is welcomed as a proactive measure to support future families and reduce pressure on existing facilities.

### Recreation and Open Space

- *Country Park and Sports Facilities:* The proposed 19.4 hectare country park and sports pitches, including a new base for Bridgnorth Spartans Football Club, are praised for promoting health, wellbeing, and youth engagement.

### Economic Development

- *Employment Land:* The allocation of 14.6 hectares for employment use is viewed positively for creating jobs and supporting local enterprise.
- *Local Centre:* The mixed-use centre is expected to enhance retail and service provision, reducing the need to travel into town.

### Sustainability and Design

- *Net-Zero Housing Commitment:* Supporters commend the developer's pledge to deliver net-zero homes, aligning with climate goals.
- *Garden Village Principles:* The design approach is seen as modern, sustainable, and community-focused.

### Public Engagement

- *Consultation Efforts:* Several comments note the developer's efforts to engage with residents and stakeholders throughout the planning process.

### Bridgnorth Spartans

Bridgnorth Spartans FC, a children and family-focused organisation, set out why they believe they are well placed to deliver and steward a high-quality community sports facility at Tasley Garden Village. They are the largest provider of grassroots football in Bridgnorth and South Shropshire for over 350 children/young people and over 100 adults per week. They provide for boys, girls, women, men and walking football. In operating their own facility with a pavilion, Spartans would be able to keep fees affordable, reduce barriers to participation and widen access to sport for children and families from a range of backgrounds.

The proposed sports facility at Tasley Garden Village represents a significant opportunity to provide a much needed community sports hub for a growing Bridgnorth area. They have already begun detailed business planning for the long-term operation of the facility and are clear that this planning must be informed by the Council's expectations. In summary they believe that:

- There is a clear and growing need for a community sports hub at Tasley Garden Village.
- Bridgnorth Spartans FC is the right club to operate it.

- They have the governance, experience and values to do so well.
- They are committed to working closely with the Council, the FA, Sport England and partners to ensure the facility meets identified need while remaining affordable, safe and sustainable.

## 5.0 THE MAIN ISSUES

5.1

- **Principle of development**
  - Adopted Development Plan
  - Evidence Base/Withdrawn Draft Local Plan
  - Housing Land Supply and the Tilted Balance
- **Access and Movement (inc. ES Transport and Access)**
- **Environmental Considerations**
  - Socio-Economics
  - Landscape and Visual Effects
  - Ecology and Nature Conservation
  - Cultural Heritage
  - Water Resources (including Flood Risk and Drainage)
  - Air Quality and Odour
  - Noise and Vibration
  - Soils and Agricultural Land
  - Cumulative Impacts
- **Other Matters**
  - Design Principles
  - Developer Contributions
- **Planning Balance**

## 6.0 OFFICER APPRAISAL

### 6.1 Principle of development

6.1.1

Under Sections 70(2) and 79(4) of the Town and Country Planning Act (1990) (as amended) and Section 38(6) of the Planning and Compulsory Purchase Act 2004) (as amended) and as recognised in Paragraphs 2 and 48 of the National Planning Policy Framework (NPPF), all planning applications must be determined in accordance with the Development Plan unless material considerations indicate otherwise. The Council has Withdrawn its Draft Local Plan from examination following the Inspectors raising significant concerns in relation to it not meeting the development needs of Shropshire and not addressing unmet needs of neighbouring authorities. Nevertheless, at the 12<sup>th</sup> February 2025 Council Cabinet Meeting, it was agreed that the Evidence Base supporting the Withdrawn Draft Local Plan (but not the Withdrawn Plan itself) forms a material consideration in decision making on relevant planning applications, to support the implementation of the presumption in favour of sustainable development.

6.1.2

Therefore, the adopted Development Plan remains as comprising the Core Strategy 2011, Site Allocations and Management of Development (SAMDev) Plan

2015 and 'made' Neighbourhood Plans. A range of Supplementary Planning Documents have been adopted by the Council to support understanding and application of policies in the adopted Development Plan, forming material considerations in the decision making process. There are currently no 'made' Neighbourhood Plans which cover the proposed development area.

#### Adopted Development Plan

- 6.1.3 As the proposed Site is outside any development boundary (although it abuts the Bridgnorth development boundary), it constitutes countryside, and Policy CS5, MD7a and MD7b of the Development Plan apply. These policies expect development to be strictly controlled in the rural area in accordance with the national policies protecting the countryside. Policies CS5 and MD7a do not support new residential development in the countryside unless it is to house agricultural, forestry or other essential countryside works, other affordable housing/accommodation to meet local need or is a conversion of an existing building which takes account of and makes a positive contribution to the countryside. With regards to employment uses, Policies CS5 and MD7b support small-scale economic development including conversions and replacements diversifying the rural economy, agricultural/horticultural/forestry/mineral related development, appropriate expansion of an existing established business, sustainable rural tourism and leisure requiring a countryside location, and required community uses and infrastructure that cannot be accommodated within settlements. The proposal does not comply with the development types specified under Policies CS5, MD7a and MD7b that could be sufficiently controlled to protect the countryside in terms of residential and commercial development, however it would provide the required community uses of a primary school and sports facilities.

- 6.1.4 Policy CS1 identifies Shrewsbury as the primary focus for growth, and it also makes clear that growth should be delivered through the plan-led system, including allocated sites and within identified development boundaries. Policy S3 sets out allocated development sites for Bridgnorth as the Principal Centre in eastern Shropshire, including housing and employment allocations on the western side of the town located either side of the A458. These allocated sites (BRID020a, BRID001&020b, ELR001a and ELR011b) form the Tasley Gateway development granted planning permission under ref: 21/05023/OUT on 6<sup>th</sup> March 2024 for a mixed-use development to include dwellings, commercial, a new livestock market and a five-arm roundabout. The proposed Tasley Garden Village development is adjacent to Tasley Gateway, partly abutting employment allocations ELR001a and ELR011b where the relocated livestock market and employment uses have been granted. It is noted at paragraph 4.25 of Policy S3, that:

*'Great concerns were raised by the local community about the concentration of*

*development at Tasley and crossing the bypass, but at the present time the town has little option but to extend in a north-west direction due to Green Belt, topographical and landscape constraints in all other directions’.*

- 6.1.5 Policies CS14 and MD4 specifically address employment development and in accordance with new residential development policies, seek to direct it to locations which accord with the wider spatial strategy in the Development Plan. The proposed development also conflicts with this strategy.
- 6.1.6 In combination, Policies CS15 and MD10b seek to direct retail development towards identified local centres again consistent with the wider spatial strategy. However, Policy CS15 also stipulates that provision of neighbourhood based local shopping and other community facilities will be supported where this will help consolidate and improve existing provision or will serve significant new developments, as would be the case for the proposed Tasley Garden Village. These policies also require that retail development of the scale and location outside identified local centres, such as this proposal, require retail sequential and impact assessments. A Retail Impact Assessment has been included in the submission which has appropriately undertaken this exercise, and the level of identified impact on the Bridgnorth Town Centre is within the range that is not considered significantly adverse.
- 6.1.7 The proposed Tasley Garden Village constitutes residential, employment and community use development on unallocated land beyond the development boundary of Bridgnorth where it would largely conflict with adopted Development Plan policies. However, as recognised in Policy CS15, it would provide neighbourhood based local shopping and other community facilities to serve a significant new development. It should be additionally noted, that whilst the Council's lack of housing land supply results in the adopted Development Plan being out-of-date in relation to policies relevant to new housing proposals, policies relating to employment, tourism and leisure uses are considered to remain generally in conformity with the NPPF. Therefore, the adopted Development Plan is up to date for determination of the non-residential aspects of the proposed development.
- Evidence Base/Withdrawn Draft Local Plan
- 6.1.8 Within the Withdrawn Draft Local Plan, Bridgnorth, as a Principal Centre was intended to perform a similar role to that within the Development Plan i.e. in that provision would be made for new residential and employment development. The Site comprises land identified as allocated for a ‘*comprehensive mixed use sustainable urban extension*’- BRD030, and for Potential Future Direction of Growth under the Withdrawn Draft Local Plan. Proposed allocations and potential future directions of growth identified within the Withdrawn Draft Local Plan are considered to constitute sustainable locations for development, having been

determined through a comprehensive site assessment process which formed a key part of the Evidence Base underpinning the Withdrawn Draft Local Plan. Given the 12<sup>th</sup> February 2025 Cabinet decision, this site assessment process as part of the Evidence Base, is a material consideration in decision making for this planning application, although carries limited weight.

Tasley Garden Village, Bridgnorth – Draft Site Allocation BRD030 is set out in Appendix 3 of this report.

6.1.9 The Applicants have demonstrated accordance with the requirements set out in BRD030 by investing in the Garden Village principles and through:

- Creating a Vision and Illustrative Masterplan for the proposed development and preparing a Design Code which is now at an advanced stage.
- Housing provision above the 1,050 dwellings identified.
- Affordable housing provision.
- The delivery of eco-friendly and energy efficient homes built to Future Homes Standards.
- Locating an appropriate level of employment land in a gateway position adjacent to the A458.
- Proposing suitable vehicular, pedestrian and cycle access points together with wider off-site highway network enhancements to facilitate sustainable travel to Bridgnorth Town Centre.
- Retention and enhancement of existing public footpaths through the Site.
- Creating multiple internal walking and cycling opportunities.
- Considering public transport links and bus stop infrastructure.
- Providing a Village Centre including retail and community facilities.
- Providing a primary school.
- Including in the Illustrative Masterplan: extensive areas of open space; new playing fields; green infrastructure; retention of existing trees and hedgerows as green corridors; a green space buffer around the Listed Buildings;
- Incorporating multi-stage sustainable drainage system features.
- Providing a Country Park.

6.1.10 The submitted Illustrated Masterplan shows a commitment from the Applicants to delivering a comprehensive scheme that aligns with the Evidence Base and its principles and parameters, underpinning the guidelines of former Mixed-Use Allocation BRD030. Furthermore, the deliverability of this scheme is substantiated through the works being largely carried out by the Applicants, rather than being passed on to other developers.

6.1.11 Therefore, whilst limited weight can be given to the Evidence Base, which nevertheless resulted in the selection of the Site as sustainable, the proposed development seeks to adhere to the underlying principles of the Withdrawn Draft

Local Plan, many of which were continued through from the adopted Development Plan. In doing-so, the application proposes a scheme which has been developed in a strategic and evidence-based manner that reflects current equivalent planning objectives:

- The access strategy and movement network, including provision of pedestrian and cycle infrastructure align with the requirements for safe, inclusive and sustainable access/movements in accordance with Policies CS6, CS7 and MD2.
- The provision of a Local Centre maximises and supports mixed-use neighbourhoods, local service accessibility, reduction in car dependency and the creation of sustainable communities in alignment with Policies CS1, CS3, CS15 and MD2.
- The Illustrative Masterplan's inclusion of a Country Park, sports facility, green network, green corridors and open space support the protection, conservation and enhancement of the natural environment and promote sport and recreation in accordance with Policies CS17, MD2, and MD12.
- Developer contributions are indicated to mitigate any site/development specific impact and to support infrastructure as required through Policies CS9 and MD8.

#### Housing Land Supply and the Tilted Balance

6.1.12

The current NPPF is that revised and published in December 2024 (amended in February 2025). It sets out the presumption in favour of sustainable development and includes the requirement to utilise the Government's new 'standard method for calculating local housing need' with the intention of significantly boosting housing delivery across England. The associated new 'standard method for calculating local housing need' is set out in the accompanying National Planning Practice Guidance (NPPG) on housing and economic development needs assessments (ID2a). This has resulted in a significant increase to local housing need in Shropshire (from 1,070 dwellings per annum under the previous national standard methodology to 1,994 new dwellings per annum). The adopted Development Plan sets out a requirement equating to 1,375 dwellings per annum. As a consequence of the recent changes to the standard methodology, associated uplift to local housing need for Shropshire, and the expectation in the NPPF that housing land supply is measured against local housing need where the housing requirement of the adopted Development Plan is more than 5 years old, the Council considers that on balance, it is unable to demonstrate a five year supply of deliverable housing. Furthermore, following the Tilstock Appeal Decision and the conclusions of the Inspector that at the 31<sup>st</sup> March 2024 there was a 3.81 year housing land supply existing in Shropshire, a figure lower than previously calculated, the Council has considered it sensible to take a precautionary approach and apply this lower figure. Nevertheless, as a result, the adopted Development Plan policies most important for determining the residential

aspect of this application are therefore currently out-of-date.

6.1.13 The effect of this is that the presumption in favour of sustainable development, as set out in paragraph 11d) of the NPPF and associated principle of the 'tilted balance' is engaged. This invites the decision maker to apply less weight to policies in the adopted Development Plan, and more weight to the presumption in favour of sustainable development, as a significant material consideration, when reaching a decision. For this reason, it is commonly referred to as the 'tilted balance', and set out in paragraph 11 d)i. and ii. i.e. planning permission should be granted unless:

- d)i. the application of policies in the NPPF that protect areas or assets of particular importance provides a strong reason for refusing the development proposed, or
- d)ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.

Notably, the presumption in favour of sustainable development maintains the general principle of good planning, in that development should be genuinely sustainable (including directed to sustainable locations, make effective use of land, be well-designed and providing sufficient affordable housing) in order to be approved.

6.1.14 With regards to the requirements of d)i. the areas or assets of particular importance are set out in footnote 7 of the NPPF. In this respect:

- The Site does not lie within a protected landscape, a heritage designation, or an area where development is restricted for ecological reasons.
- The technical assessments submitted with the application confirm that the proposed development would not result in unacceptable impact on designated heritage assets, protected species or designated ecological sites.
- The majority of the Site lies within Flood Zone 1 where the submitted Drainage Strategy has sufficiently demonstrated an appropriate drainage layout to support this Outline Application, and there is no objection on flood risk or drainage grounds. The proposed built environment would be excluded from higher flood risk areas.

6.1.15 NPPF Paragraph 11 d)ii. then requires decision-taking to consider whether there are any adverse impacts of approving the proposed development that would

significantly and demonstrably outweigh the benefits, and this will be considered in the balancing exercise at Section 6.5 of this report.

## 6.2 **Access and Movement**

- 6.2.1 This application is accompanied by a comprehensive Transport Assessment and Travel Plan Framework, which together with the Illustrative Masterplan, parameters plans, and Proposed Speed Limits Plan propose an access strategy which requires two new roundabouts and a ghost right hand turn lane to support a new highway corridor through the Site between the A458 and B4364. The access strategy additionally includes a package of off-site improvements to secure walking and cycling provision between the Site and Bridgnorth Town Centre, and between its proposed residential and employment parcels, including two Toucan crossings, tactile paving crossings and improvements to the existing public right of way network.
- 6.2.2 The new Toucan crossing proposed as part of the A458 Residential Access: Z02 is an alternative to a foot/cycle bridge crossing envisaged under the guidelines for BRD030. Justification for this is provided in paragraph 10.13 of the Planning Statement where the bridge is identified as being an unnecessary and inappropriate form of crossing in the location. As there are existing and proposed Toucan crossings already in the vicinity, an additional provision would represent a more consistent approach. Initial feasibility work shows that a fully accessible bridge would need to be around 240–250 metres long, taking significantly longer to cross than an at-grade signal-controlled or Toucan crossing. Its indirect layout would likely encourage pedestrians and cyclists to cross the carriageway directly, undermining the bridge's purpose. Additionally, a calculation assessing the level of conflict between pedestrians and vehicles has been carried out which demonstrates that a signalled controlled crossing on the A458 is justified.
- 6.2.3 It is confirmed in the Transport Assessment that discussions have been held with the SC Public Transport Team and local bus operators to identify potential bus service provision between the proposed Tasley Garden Village and Bridgnorth Town Centre. The operators have identified the potential to provide a 30-minute frequency service for this journey between 7 a.m. and 7 p.m. Monday to Saturday and further discussions would take place to secure a service. SC Highways have identified an appropriate financial contribution in this respect to be secured through a S106 Agreement. Accordingly, appropriate bus stop infrastructure would be provided within the Site through Reserved Matters Applications.
- 6.2.4 Based on the drawings provided, SC Highways have confirmed that the junction arrangements are acceptable in highway terms. As each of the proposed junctions are likely to be delivered by the different developers which make up the Applicants, as are the internal streets, SC Highways have confirmed that each access can be secured through condition on its own. Other off-site works can be

secured in a similar manner and divided between the relevant parties.

6.2.5 It is assessed in Section 10 of the ES that no significant effects are predicted as a result of the proposed development following the mitigation measures set out. During construction, all construction traffic would be routed via the A458 and B4364 and would result in less than a 10% increase along these routes. Both a CEMP and CTMP are intended as part of the traffic and transportation mitigation measures. Whilst there would be moderate adverse effects on users of the two existing public footpaths during the construction phase in terms of severance, pedestrian delay and pedestrian amenity, these would be considered as minor adverse or beneficial following the introduction of the extensive pedestrian and cycle network and main road crossing facilities. In respect of traffic and transport, the ES Addendum identifies that the modifications are minor, and the traffic generated by the proposed development is not predicted to change as a result of the updates.

6.2.6 The submitted information has satisfactorily demonstrated that the proposed development would not result in unacceptable impacts on highway safety or that the residual cumulative impacts on the road network would be severe and therefore complies with Policies CS6 and CS7, and NPPF paragraph 116. The Illustrative Masterplan and parameter plans show how priority for pedestrian and cycle movements would be delivered, along with facilitating access to public transport in accordance with NPPF paragraphs 117 and 118.

## 6.3 Environmental Considerations

### 6.3.1 Socio-Economics and Health

The effects from the proposed development on socio-economics and health are identified as non-significant to moderate adverse in Chapter 5 of the ES. As a result of the construction phase, effects on air quality, of increased construction traffic and road traffic noise would be temporary. A CEMP will be provided to reduce construction effects as far as possible during that period. Views of the Site from various locations in the vicinity may be present. However, an estimated 389 jobs would be supported on-site and in the wider economy during the 15-year build period and around £27 million of gross value added per annum. With regards to the operational phase, the ES assessment suggests that overall there would be a significant beneficial effect from an estimated 1,708 economically active and employed residents, their additional household expenditure, generation of Council Tax, and delivery of ~47 hectares of POS. Taken cumulatively with other schemes in the area, both the construction and operational phases are considered to have significant beneficial effects in relations to jobs, expenditure and Council Tax contribution. As there are no amendments to the quantum of residential dwelling or employment floorspace proposed, there are no updates required for this section in the ES Addendum. Officers concur with this assessment.

The proposed development includes provision of a primary school and substantial areas of open space, and a suitable financial contribution has been identified to fund additional consulting/examination and treatment rooms at Bridgnorth Medical Practice where the ICB confirm there is capacity for this additional healthcare provision. Overall, the proposed development is considered to provide significant benefits both during the construction phase and once operational.

### 6.3.2 Landscape and Visual Effects

The submitted Landscape and Visual Impact Assessment (LVIA) forms part of the ES at Chapter 6 and assesses the likely significant landscape and visual impacts of the proposed development during construction and operation after determining the baseline conditions. The LVIA concludes that of the thirty receptors identified, long-term and significant adverse landscape and visual effects during both construction and operational phases would occur for six receptor groups within ~250-350m of the Site, and for visual receptors using the PROWs across it. Amendments during the application have not resulted in changes to land, building heights or the general arrangement set out in the Illustrative Masterplan. Therefore, the ES Addendum advises that the assessment and conclusions set out in the ES remain valid. Officers concur with this assessment.

SC Landscaping have advised that the assessment of landscape and visual effects has been carried out in a clear, robust and evidence-based approach. It is also recognised that this is an Outline Application and the final positioning and detailing of built form and landscape planting within the Site has not yet been determined. In respect of those receptors for which long-term and significant adverse landscape and visual effects have been identified, it is recommended that a Residential Visual Amenity Assessment (RVAA) be submitted at the Reserved Matters stage.

Landscape and visual mitigation measures and enhancements have been integrated into the design of the Illustrative Masterplan, green infrastructure and landscape strategy for the proposed development. Potential landscape and visual effects were identified at an early stage allowing mitigation measures to be embedded into the design. The ES notes that while the proposed development would result in some significant adverse landscape effects, they would be limited to the Site and its environs. Such effects are not an indicator of poor design or an unsuitable site, but are an inevitable consequence of development of greenfield land. The overall economic and social benefits of the proposed development would outweigh the localised landscape and visual impacts identified. In accordance with Policies CS17 and MD2, the proposed development would include mitigation measures and subsequently enhance the Site through effective landscaping leading to the promotion of health and well-being.

### 6.3.3 Ecology and Nature Conservation

The Site is currently dominated by arable farmland and pasture that are largely of low importance for nature conservation. The more important habitats present are hedgerows, watercourses, ponds, plantation woodland and trees. Chapter 7 of the ES together with a suite of specific wildlife surveys has confirmed that mammals, including bats, make use of the Site, that great crested newts and reptiles are present. Farmland birds and birds typical of the urban fringe, including skylarks, use the habitats present in the winter and nesting season. SC Ecology are generally satisfied that the species identified can be appropriately protected through the submissions of a CEMP and HMMP. A Skylark Management Plan is set out at Appendix C of the Response to Ecological Planning Comments. This document confirms that there will be a habitat corridor which incorporates tussock grassland that would be managed less intensively offering the appropriate structure and species mix to provide seed resources and serve the same purpose as agricultural beetle banks to enhance foraging for both adult and fledgling skylark and other farmland bird species. Nor would fertilisers and pesticides be used in this habitat. SC Ecology have noted that this would provide greater benefits for skylarks (and other bird species) than the provision of skylark plots, and therefore skylark mitigation is not required. The ES Addendum includes a Dark Corridor Plan at Figure 7.4 in response to a request from SC Ecology to indicate where these corridors would be maintained through the Site and wildlife box locations be provided. Both Natural England and SC Ecology agree that there would not be significant effects from the proposed development on Thatchers Wood and Westward Covert SSSI and Devils Hole SSSI.

With regards to trees, there would be relatively minor losses as the existing trees and hedgerows are intended to be retained as much as possible to form the base for green corridors at the Site. Extensive new tree and hedge planting is indicated on the Illustrative Masterplan and supported by SC Trees, which together with delivery of the BNG mandatory requirement will provide appropriate enhancements. A BNG Monitoring Contribution will be achieved through a S106 Agreement.

The proposed development is designed around and to retain key existing green infrastructure corridors as required in Draft Site Allocation BRD030, and which would be protected during the construction phase. The overall effects of the development on ecology and nature conservation have been assessed in the ES to range from minor adverse to minor beneficial. Taking into account the additional information provided, the ES Addendum concludes that there would be negligible effect on the SSSIs, that any effects on skylark will not be significant and that the overall effect from providing habitats that deliver enhanced foraging resources will have a minor beneficial effect on the wider bird assemblage. Natural England concurs that the amendments accrued are unlikely to have significantly different impacts on the natural environment than the original

proposal. The proposed development can protect, enhance and connect Shropshire's environmental assets as required by Policies CS17 and MD12.

#### 6.3.4 Cultural Heritage

ES Chapter 8 is supported by the inclusion of an Archaeological Desk-Based Assessment, Geophysical Survey Report and Heritage Statement. Three sensitive receptors have been identified that could experience likely significant effects from the proposed development. These are two Grade II Listed Buildings at 'Leasowes Farm' and 'The Leasowes', plus Non-Designated archaeological deposits. The ES identifies an indirect medium magnitude of impact leading to a major significance of effect during the construction phase on the Listed Buildings. In the operational phase there would be permanent indirect medium magnitude of impact. For the archaeological potential there would be a high magnitude of impact. Without mitigation, the effect on these heritage assets would be considered significant in EIA terms.

Mitigation to avoid significant effect on the Heritage Assets has been designed into the proposed development through the intended central siting of taller elements, setting building height parameters, retaining the pattern of historic field boundaries, and through green infrastructure and POS. SC Conservation have noted the proposed landscaping in close proximity to the Listed Buildings and that the plans highlight the space around them as POS and informal. Additionally, that a key view towards the Listed Buildings would be formed through a formal green avenue containing 2.5 storey buildings that would narrow the aperture to frame these Heritage Assets. Whilst the proposed development would visually change the setting of the Listed Buildings, their historic plot would remain free of development, preserving the element of their setting which contributes most positively to their significance. SC Conservation further note that the proposed access arrangements would have minimal impact on the significance of these Heritage Assets.

SC Conservation identified two Non-Designated Heritage Assets at an early stage of the application which had not been included in the Heritage Assessment, these being buildings at Boars Head Farm and a building range at Old Meadows. A submitted Built Heritage and Technical Note considered the potential impact on them from the proposed development and concluded that their limited significance is best appreciated from within their historic plots and the more immediate surrounding which inform their settings. The Site makes no contribution to the significance of these Non-Designated Heritage Assets which are therefore scoped out of assessment, as confirmed in the ES Addendum.

The implementation of a scope of archaeological fieldwork would result in the partial or full removal of any archaeological deposits within the Site. However, such investigations would provide an opportunity to expand the known

archaeological baseline for the local area and contribute to research objectives as there is potential for encountering prehistoric, post medieval and Roman activity. SC Archaeology have confirmed that the Archaeological Desk Based Assessment and Geophysical Survey have been satisfactorily completed and that a pre-commencement condition requiring a Written Scheme of Investigation (WSI) could successfully manage the fieldwork process.

The ES acknowledges that following mitigation, the proposed development would have a permanent indirect low magnitude of impact on the Heritage Assets leading to moderate adverse significance of effect which remains significant in EIA terms. Nevertheless, SC Conservation have not objected in principle to the proposed development and welcomed the design concept and provision of a Design Code. In accordance with NPPF paragraphs 215 and 216, the proposed development would result in less than substantial harm to the significance of Designated and Non-Designated Heritage Assets where the public benefits of the proposal i.e. its contributions to economic, social and environmental objectives, would outweigh the less than substantial harm identified. The mitigation measures proposed in relation to the historic environment would appropriately protect, conserve and sympathetically enhance the Heritage Assets present in accordance with Policies CS17 and MD13.

#### 6.3.5 Water Resources (including Flood Risk and Drainage)

The potential impacts of the proposed development on the local water environment have been assessed by establishing the baseline for environmental receptors including the Tiddle Brook which is classified as an ordinary watercourse, wider on-site ditch network and the public sewer network. The majority of the Site lies within Flood Zone 1, however the western and southern extents on land associated with the Tiddle Brook are within Flood Zones 2 and 3. There is no doubt that an increase in impermeable surfaced area from the development would increase surface water runoff rates which could detrimentally affect flood risk downstream on the Tiddle Brook. There is also potential for suspended solids or spillage/leakage of hydrocarbons to enter the water environment during either the construction or operation phases. The scale of the proposed development would result in significant increase in foul flow discharged to the local sewerage network.

The proposed Drainage Strategy included within ES Chapter 9 which comprises SuDs features such as attenuation basins, swales, permeable paving, street trees, and rain gardens is designed to establish different stages of treatment before discharge into watercourses. This would improve the quality of runoff discharge for the operational phase and minimise the risk of contaminants and sediment entering the downstream watercourse system. The location of the proposed Country Park in the Flood Zone 2 and 3 areas of the Site is intentional and allows formation of a wetland area. Both the EA and SC Drainage have

raised no objection with regards to flood risk and drainage, also taking account of the submitted Flood Risk Assessment and the mitigation measures proposed within it. The ES confirms that following mitigation measures there are no anticipated impacts deemed moderate or above on the local water environment as a result of the proposed development.

Additional information was requested by NE in relation to the potential significant impact on the two SSSIs in the vicinity. A SSSI Hydrological Impact Assessment was submitted by the Applicants and NE have confirmed that, based on the plans submitted, they do not consider that the proposed development would have a significant adverse impact on these statutory designated sites. The ES Addendum considers that the minor modifications to the proposed development would not significantly alter the principles outlined within Chapter 9 of the ES and that the hydrological impact, including water quantity and quality upon the SSSIs is negligible.

The proposed Drainage Strategy and FRA set out sufficiently that the development would integrate measures for sustainable water management to reduce flood risk, avoid an adverse impact on water quality and quantity and provide opportunities to enhance biodiversity, health and recreation in line with Policies CS17 and CS18.

### 6.3.6 Air Quality And Odour

Within Chapter 11 of the ES, potential sources of dust and odour emissions have been considered, as well as the locations of nearby sensitive receptors within the submitted various assessments included. The ES concludes that for all human receptors, a temporary negligible effect is anticipated during the construction phase and a long-term negligible effect at the operational phase in respect of air quality. Measures are set out that would be secured via design and condition which aid in best practice measures for air quality.

Further information on air quality was requested by NE within the mantle of the potential impact on the two SSSIs. As there are no through routes on highways within the vicinity of Devil's Hole SSSI, no assessment was required on this sensitive site. However, a full assessment was carried out in relation to Thatcher's Wood and Westwood Covert SSSI which demonstrated that the relevant critical air quality levels were not exceeded. No further assessment was therefore required for this SSSI either. NE have confirmed no objection as the proposed development would not have significant adverse effects on statutory designated sites.

SC Environmental Health requested further details in respect to modelling of the Bridgnorth AQMA where some NO<sub>2</sub> level concentrations at the receptors within the AQMA were queried for accuracy and the quantity of HGVs travelling on

Pound Street was questioned. A further verification process for NO<sub>2</sub> was carried out, the results for which are within Appendix 11.1 of the ES Addendum. This process concluded that NO<sub>2</sub> concentrations within the AQMA will remain within the relevant standards for an assessment year of 2038 and the impacts are deemed to be not significant. It is confirmed that no HGVs are expected to route through the AQMA as a result of the proposed development and the traffic generated is not predicted to change as a result of the updates to the application. SC Environmental Health advise that dust and pollutant impacts are considered temporary and negligible with appropriate mitigation measures in place. These impacts would not be contrary to the creation of sustainable places required by Policies CS6 and MD2.

### 6.3.7 Noise And Vibration

In respect of noise and vibration impacts, the Noise Survey results provided in ES Chapter 12 indicate that the majority of sensitive receptors are not close enough to the Site for significant effects to be likely from construction noise and vibration. Similarly, there would be changes likely to road traffic noise on the surrounding roads, but it would not be large enough to result in significant impacts. Noise may be produced as a result of any industrial or commercial processes subsequently established within the employment area.

Mitigating noise impacts would be controlled through the provision of a CEMP and Construction Noise Assessment and through mitigation design and Noise Assessment for the employment area. The measures required to control potential worst-case impacts at sensitive receptors would be achievable. There is no update required on this aspect in the ES Addendum. Noise and vibration impacts would not be unduly manageable when considered against Policies CS6 and MD2

### 6.3.8 Soils And Agriculture Land

An Agricultural Land Classification (ALC) and Soil Resources document has been included at ES Appendix 13.1 which provides a detailed survey of soil and the Site characteristics. Agricultural land across the Site is identified as 24% Grade 2, 45% Grade 3a, 25% Grade 3b, and 6% Non-Agricultural i.e. there is some best and most versatile (BMV) agricultural land present. The proposed development has the potential to cause the loss of all topsoil within the proposed development area (~60%) and compaction of the subsoil within landscaping areas of the Site. There is potential major adverse impact resulting from the soil loss, and permanent major adverse impact that is significant from the loss of BMV land. A Soil Management Plan can form part of a CEMP reducing the potential effect on this aspect to negligible, however the loss of BMV land cannot be mitigated and this is addressed within the planning balance section. The ES Addendum confirms that Chapter 13 of the ES remains valid in relation to soils and agricultural land.

## 6.3.9 Cumulative Impacts

Whether the cumulative impact of the proposed development when combined with other developments and activities in the area would make the proposal unacceptable should be taken into account. Other past, present or reasonably foreseeable development should be considered together with the proposed development to ascertain if there are combined potential impacts. The schemes assessed in respect of cumulative impact are Tasley Gateway (21/05023/OUT), Morville Quarry (25/01164/EIA and 11/01890/EIA), and Bridgwalton Quarry (12/04824/MAW). On review of the identified receptors set out within each technical discipline, the ES finds that there would not be any additional significant effects other than those set out in relation to the proposed development on its own. There are some slight differences in relation to Socio-Economics, and Landscape and Visual impacts.

Significant beneficial effects are considered in relation to Socio-Economics resulting from the total jobs and gross value added per annum figure during the construction phase, from household expenditure, Council Tax and the number of economically active and employed residents during the operational phase. In conjunction with the Tasley Gateway development, significant cumulative landscape and visual effects are noted, however these are considered to be similar to that which would arise from the proposed development on its own i.e. on landscape character within the environs and visual amenity experienced by users of the PROWs.

Additionally, the potential cumulative impacts of the quarry sites which produce sand and gravel, together with the proposed development and that still progressing at Tasley Gateway are timely in that they would support each other and benefit the local economy.

## 6.4 Other Matters

### 6.4.1 Design Principles

The National Planning Policy Framework (NPPF) places significant weight on achieving well-designed places as an integral component of sustainable development. At this Outline stage, only the principle of design can be considered, with detailed matters to be addressed through the Reserved Matters process and secured via a Design Code.

The proposed development has been informed by Garden Village principles, the submitted Illustrative Masterplan, and the emerging Design Code. Officers consider that the applicant has provided sufficient evidence to demonstrate an overarching design strategy consistent with the expectations of the NPPF and relevant Development Plan policies.

## **Site Structure and Layout**

The masterplanning process has been shaped by existing environmental and heritage constraints, including landscape features, watercourses, field boundaries and the setting of Listed Buildings. The Illustrative Masterplan incorporates these constraints into the development framework, using them to structure open spaces, green corridors and development parcels. The approach is considered consistent with NPPF design objectives relating to local character, sense of place and landscape integration.

A clear movement hierarchy is proposed, with a primary street linking the A458 and B4364 access points and providing direct access to the Local Centre and primary school. The proposed development includes a comprehensive network of pedestrian and cycle routes, including connections through the proposed Country Park and links to Bridgnorth via Toucan crossings at the A458 and B4364 junctions. These measures support sustainable patterns of movement in line with policy requirements

## **Local Character and Built Form**

Final building typologies, architectural detailing and materials will be determined at Reserved Matters stage. However, parameters on building heights, density distribution and neighbourhood character areas indicate a structured approach to achieving coherent and locally appropriate design. The emerging Design Code will provide the mechanism to secure high-quality design across multiple phases over the anticipated 12–15-year build-out period.

The proposed layout maintains open space around the Listed Buildings at The Leasowes to preserve the key elements of their setting. Parameter plans demonstrate how building heights and landscaping would manage visual impacts. These measures are considered sufficient at this stage to ensure that local character and heritage considerations can be appropriately addressed through subsequent phases.

## **Green Infrastructure and Public Realm**

The scheme includes ~47 hectares of green infrastructure, significantly exceeding minimum policy requirements. This comprises a Country Park, formal play and sports areas, linear parks, and multifunctional green corridors. These features support the creation of a well-designed environment, contribute to biodiversity, and provide opportunities for active travel and recreation in accordance with NPPF principles.

Public realm proposals are indicative at this stage; however, the integration of SuDS features, tree planting, and structured open space demonstrates that the site can accommodate high-quality landscape design consistent with Development Plan Policies CS6, CS17 and MD2.

## **Safety, Inclusivity and Access**

The proposed street hierarchy, prioritisation of pedestrian and cycle routes, and provision for a mobility hub demonstrate the intention to create a safe, inclusive and accessible environment. The Design Code will be required to embed these principles into detailed layouts. Officers consider that the proposal aligns with NPPF requirements relating to health, wellbeing and inclusive design.

## **Implementation and Stewardship**

Given the scale and phasing of the development, a long-term design framework is essential. The requirement for a Design Code, to be approved prior to Reserved Matters submissions, will ensure consistency in design quality and delivery. The applicant's phasing strategy and commitment to Design Midlands review support the conclusion that design quality can be maintained across all phases.

### **6.4.2 Developer Contributions**

The scale of the proposed development is CIL liable under Shropshire Council's adopted CIL Charging Schedule. As this is an Outline development predicted floorspaces for the new open market housing have been utilised to determine the anticipated CIL payments. It is noted that 80% of this CIL funding is available to fund local and strategic infrastructure projects. This fund will not however be sufficient to cover all aspects of infrastructure considered necessary to mitigate the impacts of the development and will therefore require supplementary payments which can be secured through a S106 Agreement. The S106 Agreement can also secure non-financial aspects of the development.

The CIL payment calculated for the proposed development would be commensurate with the financial contribution identified by SC Learning and Skills as being required for the total education contribution in addition to the provision of the primary school. It is therefore proposed that CIL funds will cover this aspect of the development.

Officers are in agreement with the Applicants that no financial contribution is required in relation to sports provision. The proposed development includes new sports pitches in the south-eastern corner of the Site with a 3G pitch, a pavilion building with changing facilities, community space and associated car parking to be delivered by the Applicants. The financial contribution figure identified by SC Leisure and Sport England of £2,910,886.00 would form the minimum contract value of this provision where the delivery itself would form a S106 obligation, rather than a financial contribution requirement.

The remainder of the contributions identified would be secured through a S106

Agreement as follows:

**Affordable Housing** - Required to be provided at the prevailing target rate for the area which is currently 20% on a phase-by-phase basis over the entire development and split between social rented and shared ownership. This would be delivered at the Reserved Matters stage.

**BNG Monitoring Fee** - For significant provision, the fee would be ~£100,000.00 to be finalised through discussion.

**Healthcare** - Developer contributions of £1,011,871.00 for the provision of additional consulting/examination and treatment rooms at Bridgnorth Medical Practice where sufficient capacity has been identified.

**Highways** - S278 Agreement submission

- Bus Service ~ £1,500,000.00
- Off-site junction improvements ~ £600,000.00
- Off-site active travel improvements ~ £1,000,000.00.

**School Site** - The provision of the 2ha serviced site to allow the Council to provide the new 2 form entry primary school

**Sports Provision** - Scheme for delivery, timings, costings etc.

**POS Provision** - Management and maintenance arrangements for the Extensive green infrastructure, ecological corridors, play provision, POS and the Country Park.

**Employment Land** - Marketing Strategy.

In addition, there would be S106 Agreement Registration and Monitoring Fees. A suggested starting point for S106 Monitoring Fees for a development of this scale is £100,000.00, however is negotiable depending on the number of obligations and level of monitoring required.

In accordance with adopted Policy and the NPPF, these developer contributions are necessary to make the development acceptable in planning terms, directly related to the development and fairly and reasonably related in scale and kind to the development.

## 6.5 **Planning Balance**

6.5.1 When determining a planning application, decision-makers must assess whether the proposal achieves a sustainable development outcome as defined in national and local policy. To assist Committee in determining this application officers have weighed the benefits and harms of the proposal before arriving at the overall planning balance. (It should be noted that different weighting could be applied by others, and that this is the local planning authority's guide).

6.5.2 For this report, the hierarchy of weight to be given is: Full; Substantial; Significant; Considerable; Moderate; Modest; Limited; Minimal; Zero.

### 6.5.3 Sustainability of Location

The proposed development is not in accordance with policies in the adopted Development Plan, where Policies CS5 and MD7a do not support new residential or large scale commercial development in the countryside. However, there is support within these policies for required community uses which cannot be accommodated within settlements, and within Policy CS15 for the provision of neighbourhood based local shopping and other community facilities where this will help consolidate and improve existing provision or will serve significant new developments. Whilst former Draft Allocation BRD030 now carries no weight, the proposed development has been shaped and informed by the Evidence Base underpinning the Withdrawn Draft Local Plan, which sought a comprehensive mixed use sustainable urban extension of Bridgnorth in this location. The Site relates to the area covered by BRD030 and an identified future direction of growth which were considered to constitute sustainable locations for development in the Withdrawn Draft Local Plan, having been determined through a comprehensive site assessment process and which formed a key part of the Evidence Base underpinning it. Weight should also be applied in the decision making process to the compliance of the proposed development with the guidelines set out for BRD030, as these were considered necessary and appropriate in order to achieve sustainable development. The development is proposed on land that has been identified in the Evidence Base to be sustainable, the proposal complies with the guidelines set out for BRD030, it would provide community facilities and neighbourhood based local shopping in line with adopted Development Plan policies, however, the proposed residential and commercial aspects are contrary the Development Plan. The future direction of development for Bridgnorth is likely to be to the south-west in a new Local Plan due to the constraints identified in paragraph 6.1.4, and to the assessment work already carried out in the Evidence Base. Therefore, whilst the residential and commercial areas of this proposal do not comply with the adopted Development Plan, there are sufficiently positive aspects worthy of consideration by magnitude to result in **considerable weight** being apportioned to the sustainability of this location for development.

### 6.5.4 Effectiveness of Land Use

The development is not proposed on brownfield land within a settlement nor on under-utilised land and buildings rather than countryside. The proposed development would extend built form into the countryside beyond a defined development boundary, contrary to the approach directing growth for Bridgnorth in the Development Plan. The Site does comprise agricultural land, some of which is categorised as BMV, and which would be lost through the proposed development. This harm has **modest weight**. However, given the prevalence of such land within Shropshire, together with wider housing growth needs and the proximity of the Site to the built-up area of Bridgnorth, development of this kind of agricultural land could be regarded as inevitable. The proposed development would result in substantial socio-economic benefits through jobs, revenue and the

provision of community facilities. These benefits have **modest weight**. There would be a distinct change in landscape character from open fields to built environment from the proposed development, this harm carrying **limited weight**, as whilst there would initially be some significant adverse landscape effects, these would be limited to the Site and its environs and would reduce over time as landscaping and parkland matures. The proposed development would have a permanent indirect low magnitude impact on existing Heritage Assets. However, the impact on the natural and historic environment can be appropriately mitigated through design and the provision of the Design Code. The Illustrative Masterplan demonstrates the holistic design of the proposed development which is better achieved and allows for more opportunities to be created on a blank canvas such as the agricultural land which forms the Site. Therefore, **considerable weight** is attributed to the effectiveness of the proposed land use over the existing.

#### 6.5.5 Provision of Homes

Notably, the proposal would contribute towards the Government's aims of boosting the supply of housing as set out in the NPPF, and to the shortfall created by the Council's lack of five year housing land supply. It would supply affordable housing at 20% representing a policy compliant but nevertheless meaningful contribution of up to 300 homes, and residential extra care or specialist care. As this contribution is of real significance to both Shropshire's and the national housing requirement, it attracts **very substantial weight** in the planning balance.

#### 6.5.6 Socio-Economic Effects

The proposed development would deliver economic benefits including construction employment over a 15 year period, increased local spend from economically active and employed residents, and Council revenue from CIL and Council Tax. These are not unique benefits to this development, however are much greater due the scale of the proposal. The inclusion of the proposed Local Centre would additionally offer opportunities for small-scale commercial employment within the Site. Social benefits of the scheme include provision of a two-form entry primary school and sports pitches. Further developer contributions would be made to support education, healthcare, highway improvements and active travel, public transport in the area. Whilst these contributions are necessary to make the development acceptable in planning terms, the support they provide to strategic infrastructure in the Bridgnorth area is acknowledged too. Collectively these benefits carry **substantial weight**.

The development proposes a significant level of POS amounting to ~19.4 hectares of Country Park and ~27.6 hectares of open space comprising formal greens, LEAPs, NAPs and NEAPs, linear parks and greenways. This is a noteworthy uplift in provision in relation to the quantum of dwellings proposed. Furthermore, this provision accords laudably with the Garden Village principles in

that this significant amount of POS would foster healthy and active communities by encouraging walking and cycling, and by providing a comfortable and stimulating therapeutic environment. The POS provision, which is intrinsic throughout the layout shown on the Illustrative Masterplan, indicates a holistic plan bringing together the best of the urban and natural environments. This aspect of the proposed development is afforded **substantial weight** in its own right as it is of real significance.

#### 6.5.7 Access and Travel

It is considered that the proposed access, transport and active travel routes strategy for the development can be satisfactorily achieved with further detail finalised through conditions and the Reserved Matters. The proposed development would deliver improvements to sustainable transport, including the upgrade and creation of new pedestrian and cycle routes and connections through the Site and into Bridgnorth. Discussions are already underway with the SC Public Transport Team and local bus operators to identify potential bus service provision between the proposed development and Bridgnorth Town Centre and for which a financial contribution has been identified. These proposals align with local and national objectives for sustainable movement and contribution to environmental benefits. **Moderate weight** is given to the potential for adverse impact of the proposed development in relation to access and travel, and similarly to the benefits of the transport and travel routes as yet to be fully formed.

#### 6.5.8 Overall Planning Balance

In terms of the overall planning balance officers have identified harms resulting from the proposed development in the loss of BMV agricultural land and that the residential and commercial aspects are contrary to adopted Development Plan policies. Additionally, there would be mitigatable harms in relation to the natural and historic environments, and to transport and travel routes. However, the mitigation proposed for these aspects would also provide positive benefits for the area. Whilst there is some non-compliance with the Development Plan and limited weight can be given to the Evidence Base, the application proposes a scheme which has been developed in a strategic manner that reflects national planning objectives to provide multiple benefits. **Limited, modest and moderate** weights are apportioned to the identified harms, and **modest, considerable, substantial and very substantial weight** is given the scheme benefits.

#### 7.0 CONCLUSION

7.1 The application has been assessed against the adopted Development Plan, the National Planning Policy Framework, EIA regulations and all other material considerations. While the proposed development lies outside the defined development boundary and therefore conflicts with policies intended to restrict largescale residential and commercial growth in the countryside, the Council's

current inability to demonstrate a five year housing land supply engages the presumption in favour of sustainable development. Therefore, planning permission should only be refused where any adverse impacts of a proposed development would significantly and demonstrably outweigh the benefits. In accordance with NPPF paragraph 11d) the proposed site is a sustainable location on the south western edge of Bridgnorth which has undergone previous site assessment within the Evidence Base to result in an allocation for development as an effective use of this land. The proposed scheme includes policy compliant affordable housing quantities, and multiple socio-economic benefits. The balancing exercise for this site is consequently weighed heavily in favour of Approval, and there are no other material considerations which, when weighed in the planning balance, outweigh the presumption in favour of sustainable development.

Technical assessments confirm that the environmental, heritage, flood risk, ecological, transport and infrastructure impacts can be appropriately mitigated through conditions and developer contributions, and no protective NPPF policies provide a clear reason for refusal.

7.2 The recommendation is therefore for **Approval** of Outline planning permission with delegated powers to officers to: finalise the conditions based on those set out in Appendix 1, and securing of developer contributions as set out in paragraph 6.4.2 including the completion of a S106 Agreement.

## 8.0 Artificial Intelligence (AI)

AI can be used to support our work and to create content by bringing together or summarising responses to consultation. The report writer remains responsible for ensuring that the content of the report is factually accurate and that the use of AI is responsible and lawful. All original documents remain unaltered on the planning register should you wish to view them in full.

## 9.0 Risk Assessment and Opportunities Appraisal

### 9.1 Risk Management

There are two principal risks associated with this recommendation as follows:

- As with any planning decision the applicant has a right of appeal if they disagree with the decision and/or the imposition of conditions. Costs can be awarded irrespective of the mechanism for hearing the appeal, i.e. written representations, hearing or inquiry.
- The decision may be challenged by way of a Judicial Review by a third party. The courts become involved when there is a misinterpretation or misapplication of policy or some breach of the rules of procedure or the principles of natural justice.

However their role is to review the way the authorities reach decisions, rather than to make a decision on the planning issues themselves, although they will interfere where the decision is so unreasonable as to be irrational or perverse. Therefore they are concerned with the legality of the decision, not its planning merits. A challenge by way of Judicial Review must be made a) promptly and b) in any event not later than three months after the grounds to make the claim first arose.

Both of these risks need to be balanced against the risk of not proceeding to determine the application. In this scenario there is also a right of appeal against non-determination for application for which costs can also be awarded.

## 9.2 Human Rights

Article 8 gives the right to respect for private and family life and First Protocol Article 1 allows for the peaceful enjoyment of possessions. These have to be balanced against the rights and freedoms of others and the orderly development of the County in the interests of the Community.

First Protocol Article 1 requires that the desires of landowners must be balanced against the impact on residents.

This legislation has been taken into account in arriving at the above recommendation.

## 9.3 Equalities

The concern of planning law is to regulate the use of land in the interests of the public at large, rather than those of any particular group. Equality will be one of a number of 'relevant considerations' that need to be weighed in Planning Committee members' minds under section 70(2) of the Town and Country Planning Act 1990.

## 10.0 Financial Implications

There are likely financial implications if the decision and / or imposition of conditions is challenged by a planning appeal or judicial review. The costs of defending any decision will be met by the authority and will vary dependent on the scale and nature of the proposal. Local financial considerations are capable of being taken into account when determining this planning application – insofar as they are material to the application. The weight given to this issue is a matter for the decision maker.

## 11. Background

-	Proposed Residential And Commercial Development Land
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## Relevant Planning Policies

### Central Government Guidance:

National Planning Policy Framework

National Planning Practice Guidance

### LDF Core Strategy Policies:

CS1 Strategic Approach

CS3 The Market Towns And Other Key Centres

CS5 Countryside And Green Belt

CS6 Sustainable Design And Development Principles

CS8 Facilities, Services And Infrastructure Provision

CS9 Infrastructure Contributions

CS11 Type And Affordability Of Housing

CS13 Economic Development, Enterprise And Employment

CS14 Managed Release Of Employment Land

CS15 Town And Rural Centres

CS17 Environmental Networks

CS18 Sustainable Water Management

### Site Allocations & Management Of Development (SAMDev) Plan Policies:

MD1 Scale and Distribution of development

MD2 Sustainable Design

MD3 Delivery Of Housing Development

MD7a Managing Housing Development In The Countryside

MD7b General Management Of Development In The Countryside

MD8 Infrastructure Provision

MD10b Impact Assessments For Town And Rural Centres

MD12 Natural Environment

MD13 Historic Environment

S3 Bridgnorth

### Supplementary Planning Documents (SPDs):

Type And Affordability Of Housing

## RELEVANT PLANNING HISTORY:

24/04669/SCO - Scoping opinion to support an outline planning application for residential development of up to 1500 homes, c.14.6 hectares (ha) of employment land, a local centre potentially including specialist older person living, nursery and small retail units, a 2-from entry (2FE) primary school and supporting blue, green and grey infrastructure on the site. Opinion Issued 5th February 2025.

24/02859/SCO - Request for scoping opinion in relation to outline planning application for a residential-led development of up to 1,050 homes, approximately 16 hectares of employment land, a local centre potentially including specialist older person living, a primary school and supporting blue, green and grey infrastructure. Opinion Issued 5th September 2024.

## 12. Additional Information

View details online: [25/01722/OUT](#)

List of Background Papers and date received (does not include items containing exempt or confidential information):

- Design And Access Statement (Pegasus Group, March 2025) – 9<sup>th</sup> May 2025.
- Planning Statement including Affordable Housing Statement (Pegasus Group, March 2025) – 9<sup>th</sup> May 2025.
- Energy & Sustainability Statement (Daedalus Environmental, March 2025) – 9<sup>th</sup> May 2025.
- Combined Phase I Desk Study Report and Phase II Ground Investigation Report (JPP Geotechnical & Environmental Ltd, March 2025) – 9<sup>th</sup> May 2025.
- Mineral Resource Assessment (GPP Planning Ltd, March 2025) – 9<sup>th</sup> May 2025.
- Coal Mining Risk Assessment Report (JPP Geotechnical & Environmental Ltd, March 2025) – 9<sup>th</sup> May 2025.
- Phase I Geo-Environmental Assessment (Geo Environmental Group, 19<sup>th</sup> October 2017) – 9<sup>th</sup> May 2025
- Flood Risk Sequential Test Assessment (Pegasus Group, March 2025) – 9<sup>th</sup> May 2025.
- SSSI Hydrological Impact Assessment (ADC Infrastructure, 14/07/25) – 9<sup>th</sup> May 2025.
- Retail Assessment (Pegasus Group, March 2025) – 9<sup>th</sup> May 2025.
- Health Impact Assessment (Pegasus Group, March 2025) – 9<sup>th</sup> May 2025.
- DRAFT Heads of Terms (Pegasus Group, March 2025) – 9<sup>th</sup> May 2025.
- Road Safety Audit Stage 1 – Response Report (ADC Infrastructure, June 2025) – 23<sup>rd</sup> July 2025.
- Highways Technical Note (ADC) – 10<sup>th</sup> October 2025.
- Proposed Phasing And Amended Plans Letter – 10<sup>th</sup> October 2025.
- BNG Excel Spreadsheet – 16<sup>th</sup> May 2025.
- Air Quality Technical Note (AAC, 28/08/25) – 2<sup>nd</sup> September 2025.

- Response To Active Travel England (Pegasus Group, 23<sup>rd</sup> October 2025) – 23<sup>rd</sup> October 2025.
- Response To Ecological Planning Consultants (Bloor Homes, August 2025) – 2<sup>nd</sup> September 2025.
- Built Heritage Technical Note (Orion, August 2025) – 11<sup>th</sup> August 2025.

## **Environmental Statement (Pegasus Group, 01/04/25) – 9<sup>th</sup> May 2025.**

ES Contents Page.

ES Non-Technical Summary.

1. Introduction
  - Statement of Expertise.
2. Assessment Scope & Methodology.
  - Environmental Impact Assessment Scoping Report (Pegasus Group, 23/07/2024)
  - Scoping Opinion issued 5<sup>th</sup> February 2025.
  - 24/04669/SCO Copies Scoping Opinion Comments
3. The Application Site
  - Site Contextual Analysis.
  - Topographical Survey.
4. Proposed Development Alternatives
5. Socio-Economics
6. Landscape and Visual Effects
  - Lighting Impact Assessment (DFL-UK, 31/03/2025)
  - The Shropshire Landscape Typology Excerpts.
  - Landscape and Visual Impact Methodology.
7. Ecology and Nature Conservation.
  - Ecological Appraisal (fpcr, March 2025)
  - Baseline Ecological Impact Assessment (fpcr, March 2025).
  - Dormouse Survey Report (fpcr, March 2025).
  - Breeding Bird Report (fpcr, March 2025).
  - Reptile Survey Report (fpcr, March 2025)
  - Great Crested Newt Report (fpcr, March 2025).
  - Arboricultural Assessment (fpcr, March 2025).
  - Biodiversity Net Gain Report (fpcr, March 2025)
8. Cultural Heritage.
  - Archaeological Desk-Based Assessment (Orion Heritage, March 2025)
  - Geophysical Survey Report (Headland Archaeology, December 2024)
  - Heritage Statement (Orion Heritage, March 2025)
9. Water Resources (including Flood Risk and Drainage).
  - Flood Risk Assessment (ADC Infrastructure Ltd, 28/03/25)
  - Drainage Strategy (ADC Infrastructure Ltd, 03/04/25)
  - Key Correspondence With Severn Trent
  - Water Framework Directive (WFD) Screening Note (ADC Infrastructure Ltd)
10. Transport and Access
  - Transport Assessment (ADC Infrastructure Ltd, 07/04/2025).

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- Travel Plan Framework (ADC Infrastructure Ltd, 07/04/2025).
- 11. Air Quality and Odour
- 12. Noise and Vibration.
- 13. Soils and Agricultural Land.
  - Agricultural Land Classification (ALC) and Soil Resources (Reading Agricultural Consultants, July 2020).
- 14. Summary.
- 15. Glossary.
- 16. References.

**Environmental Statement Addendum Volume 1a (Pegasus Group, December 2025) – 10<sup>th</sup> December 2025.**

Cabinet Member (Portfolio Holder) - Councillor David Walker

Local Members - Cllr Rachel Connolly, Cllr George Hollyhead, Cllr Peter Husemann

Appendices  
APPENDIX 1 – List of Suggested Conditions  
APPENDIX 2 – Ecology 3 Tests Matrix  
APPENDIX 3 – Draft Withdrawn Local Plan Policy BRD030.

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## APPENDIX 1

### List of Suggested Conditions

1. Outline expiration
  2. Commencement before the expiration of 2 years from the last Reserved Matter.
  3. Submission of Reserved Matters
  4. Each Reserved Matters to follow principles of Environmental Statement and design and access statement.
  5. Development in accordance with approved drawings and documents.
  6. Submission of Design Code.
  7. Reserved Matters in accordance with the Design Code
  8. To control the quantum of development and uses
  9. To secure off-site highways works
  10. Development in accordance with Phasing Plan/Parameters Plan
  11. Detailed Phasing Strategy.
  12. Drainage Strategy
  13. Written Scheme of Investigation (WSI) – Archaeology.
  14. Ground Contamination Risk Assessment.
  15. Mine Gas Risk Assessment.
  16. Construction and Environmental Management Plan, to include temporary access arrangements, and dust management (CEMP).
  17. Habitat Management and Monitoring Plan.
  18. Ecological Impact Assessment.
  19. Great Crested Newt Licence.
  20. Wildlife Enhancements.
  21. Landscape Management Plan.
  22. Speed Strategy.
  23. Delivery of accesses.
  24. Street Plan/spine road details.
  25. Travel Plan including reduced vehicle use in the AQMA.
  26. Air Quality Mitigation Plan for the AQMAs.
  27. Delivery of sports provision
  28. Earthworks strategy
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## APPENDIX 2

### Ecology 3 Tests Matrix

#### EUROPEAN PROTECTED SPECIES: The 'three tests'

##### Application reference number, site name and description:

25/01722/OUT Proposed Residential And Commercial Development Land, Tasley, Bridgnorth, Shropshire. Outline application, with all matters reserved except for principal means of access, for development comprising up to 1,500 residential dwellings (Use Class C3) including specialist housing for older people (Use Class C2 or C3), up to 14.6ha of employment land of Use Class E, B2 and B8a uses, a mixed-use local centre of up to 1,500sq.m of Use Class E and F.2 uses, a primary school (Use Class F.1), country park and other open space including sports pitches and associated facilities, access roads and landscaping with associated works including demolition, infrastructure, earthworks and drainage.
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##### Date:

11th November 2025
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##### Officer:

Sophie Milburn Planning Ecologist sophie.milburn@shropshire.gov.uk Tel.: 01743 254765
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##### Test 1:

Is the development '**in the interests of public health and public safety**, or for other imperative reasons of **overriding public interest**, including those of a social or economic nature and beneficial consequences of primary importance for the environment'?

The allocation of this site for mixed use development in the Evidence Base (Withdrawn Draft Local Plan) confirms the Council's view that it is a suitable site for residential, commercial and infrastructure development that would contribute towards strategic growth objectives in the east of the County. The proposed development would form a comprehensive mixed use urban extension to the south-west side of Bridgnorth contributing significantly to new residential guidelines, whilst also delivering new community facilities, a local centre and generous areas
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of open space. The benefits of the proposed development to the local community include the provision of affordable housing, residential extra care/specialist care, employment land opportunities, a two-form entry primary school, new sports pitches and associated buildings, a Country Park, retention and enhancement of existing public footpaths, and substantial landscaping and BNG provision all based on Garden Village principles.

### Test 2:

Is there **'no satisfactory alternative?'**

No, Bridgnorth as the Principal Centre in Eastern Shropshire which acts as a key service centre, not just for the Town, but for a sizeable rural hinterland has been identified through the Evidence Base as requiring development to support its sustainability and the site proposed is that best located in relation to the town, and available for development.

### Test 3:

Is the proposed activity **'not detrimental to the maintenance of the populations of the species concerned at a favourable conservation status** in their natural range'?

Small numbers of GCNs were recorded in ponds P2, P3 and P5 (within 250m of the site) in 2023. 'Due to the proximity and connected habitat between these three ponds they constitute a metapopulation so collectively an overall medium sized population of GCN confirmed with a top count of 12 adult GCN recorded across all three ponds.'

EPS offences under Article 12 are likely to be committed by the development proposal, i.e. damage or destruction of an EPS breeding site or resting place and killing or injury of an EPS.

A Great Crested Newt District Level Licensing Impact Assessment & Conservation Payment Certificate (Enquiry no. DLL-ENQ-SHRP-00076) has been submitted which confirms that the project is eligible to enter the District Level Licensing scheme and that the developer intends to do so.

With the submission of the IACPC, and provided that works are carried out under the District Level Licensing scheme, SC Ecology are satisfied that the impacts of the development on GCN are capable of being fully addressed in a manner which complies with the requirements of the Habitats Regulations. As stated in the IACPC, '[I]n signing this Certificate Natural England has considered the matters it believes to be necessary to satisfy regulation 55 (9) (b) of the 2017 Regulations ("that the action authorized will not be detrimental to the maintenance of the population of the species concerned at a favourable conservation status in their natural range") and has concluded that the payment by the Applicant of the Conservation Payment will suffice to allow the impacts on great crested newts of the Applicant's proposals on the Site to be adequately compensated, and therefore that these proposals will not be detrimental to the maintenance of the population of great crested newts at a favourable conservation status in their natural range.'

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I am satisfied that the proposed development will not be detrimental to the maintenance of the population of great crested newts at favourable conservation status within their natural range, provided that the 'District Level Licence condition for GCNs' condition included in the response from Sophie Milburn to Lynn Parker (dated 11th November 2025) is included on the decision notice and is appropriately enforced.

### Guidance

The 'three tests' must be satisfied in all cases where a European Protected Species may be affected by a planning proposal and where derogation under Article 16 of the EC Habitats Directive 1992 would be required, i.e. an EPS licence to allow an activity which would otherwise be unlawful.

In cases where potential impacts upon a European Protected Species can be dealt with by appropriate precautionary methods of working which would make derogation unnecessary (since no offence under the legislation is likely to be committed), it is not necessary to consider the three tests.

The planning case officer should consider tests 1 (overriding public interest) and 2 (no satisfactory alternative). Further information may be required from the applicant/developer/agent to answer these tests. This should not be a burdensome request as this information will be required as part of the Natural England licence application. If further information is required, it can be requested under s62(3) of the Town and Country Planning Act 1990.

Test 3 (favourable conservation status) will be considered by SC Ecology, with guidance from Natural England.

A record of the consideration of the three tests is legally required. This completed matrix should be included on the case file and in the planning officer's report, and should be discussed and minuted at any committee meeting at which the application is discussed.

As well as the guidance provided below, pages 6 and 7 of the Natural England Guidance Note, *Application of the Three Tests to Licence Applications*, may assist the planning officer to answer tests 1 and 2.

### Answering the three tests

#### Test 1

Is the development 'in the interests of public health and public safety, or for other imperative reasons of overriding public interest, including those of a social or economic nature and beneficial consequences of primary importance for the environment'?

**Preserving public health or public safety** must also be shown to constitute a reason of **overriding public interest**. You need to demonstrate that action is required to alleviate a clear and imminent danger to members of the general public, e.g.:

1. If an unstable structure (e.g. a building or tree) is involved, either through neglect or outside influences (e.g. severe weather or seismic events), supporting evidence from an appropriately qualified person such as a structural engineer, arboriculturalist or tree surgeon should be sought.
2. If vandalism or trespass is used as an argument, evidence of reasonable measures to exclude the general public from the site must be presented. Evidence may be provided by the local police or fire services in relation to the number of incidents dealt with.

### **Imperative reasons of overriding public interest**

Only public interests can be balanced against the conservation aims of the EC Habitats Directive (1992). Projects that are entirely in the interest of companies or individuals would generally not be considered covered.

### **Test 2**

Is there 'no satisfactory alternative?'

An assessment of the alternative methods of meeting the need identified in test 1 should be provided. If there are any viable alternatives which would not have an impact on a European Protected Species, they must be used in preference to the one that does. Derogations under the EC Habitats Directive (1992) are the last resort.

Where another alternative exists, any arguments that it is not satisfactory will need to be convincing. An alternative cannot be deemed unsatisfactory because it would cause greater inconvenience or compel a change in behaviour.

This test should identify a) the problem or specific situation that needs to be addressed, b) any other solutions, and c) whether the alternative solutions will resolve the problem or specific situation in (a).

### **Test 3**

Is the proposed activity 'not detrimental to the maintenance of the populations of the species concerned at a favourable conservation status in their natural range'?

Assessment of the impact of a specific development will normally have to be at a local level (e.g. site or population) in order to be meaningful in the specific context.

Two things have to be distinguished in this test: a) the actual conservation status of the species at both a biogeographic and a (local) population level; and b) what the impact of the proposal would be.

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In such cases where the conservation status is different at the different levels assessed, the situation at the local population level should be considered first, although ultimately both should be addressed.

No derogation under the EC Habitats Directive (1992) can be granted if the proposal would have a detrimental effect on the conservation status or the attainment of favourable conservation status for a European Protected Species at all levels. The net result of a derogation should be neutral or positive for a species.

In the case of the destruction of a breeding site or resting place it is easier to justify derogation if sufficient compensatory measures offset the impact and if the impact and the effectiveness of compensation measures are closely monitored to ensure that any risk for a species is detected.

Compensation measures do not replace or marginalise any of the three tests. All three tests must still be satisfied.

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## APPENDIX 3

### Draft Withdrawn Local Plan Policy BRD030.

Schedule S3.1(i). Mixed Use Allocations: Bridgnorth Principal Centre		
Site Allocation	Development Guidelines	Provision
<p>Tasley Garden Village, Bridgnorth (BRD030)</p>	<p>A comprehensive mixed-use sustainable urban extension. Development will comply with the principles of a 'garden village' identified within the Garden Communities Prospectus and the TCPA Garden City Standards guides or any updated equivalent guidelines, whilst also complementing Bridgnorth's character.</p> <p>The development of this site will be in accordance with a vision, design code and masterplan which will be prepared in consultation with the public and adopted as a Supplementary Planning Document by Shropshire Council. This will represent a significant material planning consideration and must be completed before any planning application for development of the site.</p> <p>A construction management plan will be prepared to inform the development of the site.</p> <p>The quality, design, mix and layout of housing provided on the site will be informed by site constraints and opportunities, identified local needs, the need for local employer and key worker housing, and relevant policies of this Local Plan.</p> <p>Development should seek to maximise the energy efficiency of all buildings, including through such measures as high levels of insulation; maximising airtightness; and harvesting the sun's energy through south-facing windows. It is also strongly encouraged to include zero-carbon development and to offset carbon emissions through investment in carbon capture and storage.</p> <p>At least 10% of the energy required within this development will be generated from on-site renewable and low carbon energy sources. Opportunities to support community energy generation and integrate district heating and cooling systems, especially where these utilise renewable energy, should be explored.</p> <p>Employment provision will represent an intrinsic element of the development, occurring alongside and cross-subsidised by the provision of housing.</p> <p>Employment land will be located in a gateway location on the site and be of a high-quality design and layout. It provides an opportunity for freehold employment land targeted towards office and research and development uses. In this way it will complement wider employment opportunities in Bridgnorth and contribute towards the objectives of the Shropshire Economic Growth Strategy.</p>	<p>1,050 dwellings</p> <p>16ha employment land</p> <p>New local centre</p> <p>20ha of green infrastructure and a 19ha linear park</p>

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Site Allocation	Development Guidelines	Provision
	<p>The village centre will comprise of an appropriate range of retail and community uses including a community centre to serve the new community. The retail offer will complement and not negatively impact on the viability of the town centre. Provision of retail and community facilities will be linked to the provision of the first phase of residential development.</p> <p>2ha of land will be provided for a new primary school which will be provided to serve the new community.</p> <p>If required by the Clinical Commissioning Group (CCG), a medical centre will also be provided on the site.</p> <p>Site design and layout will respond to any identified landscape and visual effects and include all appropriate mitigation.</p> <p>Extensive areas of open space, including new playing fields and associated facilities, green infrastructure and a new linear park will be provided. This will be of an appropriate quantity and quality to meet the needs of the community, include effective native planting and reflect the principles of a 'garden village'.</p> <p>Mature trees, hedgerows, structural vegetation and key existing green infrastructure corridors will be retained and enhanced, forming part of the green infrastructure network on the site, this will create a sustainable juxtaposition between the built and natural form.</p> <p>Site design and layout will reflect and respect the site's heritage and heritage assets within the wider area. Listed and non-designated historic farm buildings will be retained. Green infrastructure will create appropriate settings for identified heritage assets.</p> <p>Historic field patterns and hedgerows will be retained within green infrastructure and the grain of the development.</p> <p>The layout of the development, use of green infrastructure with strong native tree planting to provide appropriate and substantial buffering, together with effective design and building materials, will be used to appropriately manage any noise arising from the A458 and the employment uses proposed on the site. They will also be used to appropriately manage any noise, dust or odour arising from the existing employment allocations ELR011/a and ELR011/b (part of which will be used for the relocation of the livestock market), and mineral activities in the surrounding area.</p> <p>Before occupation of the first dwelling on the site, any poultry units operating on the site or land within the wider site promotion identified on the Policies Map as a Potential Future Direction of Growth will cease operation.</p> <p>A suitable number of appropriately designed and constructed pedestrian, cycle and vehicular access points will be provided. Access points from the A458 will be required to complement the proposed roundabout access to</p>	

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Site Allocation	Development Guidelines	Provision
	<p>the saved SAMDev Plan allocations BRID001/BRID020b, BRID020a, ELR011/a and ELR011b.</p> <p>Any necessary improvements to the A458 Ludlow Road roundabout, the wider highway network and associated infrastructure will be undertaken, informed by Strategic and Local Highway Transport Assessments. An air quality assessment of the impact of increased vehicular movements into Bridgnorth will also be undertaken and its recommendations implemented.</p> <p>Appropriate public transport links will be provided to the site, this provision will be linked to parking facilities on the site to support wider use. The potential to operate a dedicated park and ride service from this facility will be investigated in partnership with appropriate local community groups and bus operators.</p> <p>Appropriate pedestrian and cycle links will be provided to and through the site, particularly to the new primary school, local centre and public transport connections. Existing public rights of way will be maintained and the network appropriately expanded.</p> <p>Significant and effective pedestrian and cycle links will be provided over the A458 to encourage safe and sustainable patterns of movement between the site and the wider town. This will include but not be limited to a raised pedestrian and cyclist footbridge crossing of the A458 at an appropriate location near the Ludlow Road roundabout, subject to ground investigations and available land.</p> <p>Natural environment assets on and in proximity of the site, including Thatchers Wood and Westwood Covert SSSI, Devil's Hole SSSI, non-statutory designated wildlife sites and any priority habitats will be safeguarded and appropriately buffered.</p> <p>The site will incorporate multi-stage sustainable drainage system features and water treatment facilities, informed by a sustainable drainage strategy. Water runoff will be restricted to the equivalent greenfield rate and water quality in the wider drainage network will be protected. Any residual surface water flood risk will be managed by excluding development from the affected areas of the site.</p> <p>Development will also be excluded from the portions of the site located in Flood Zones 2 and/or 3. These areas will form part of the Green Infrastructure network. Flood and water management measures must not displace water elsewhere.</p>	

## SCHEDULE OF APPEALS AS AT COMMITTEE (DATE)

<b>LPA reference</b>	25/02789/PIP
<b>Appeal against</b>	Refusal
<b>Committee or Del. Decision</b>	Delegated
<b>Appellant</b>	Mr T Carron
<b>Proposal</b>	Permission in Principle for construction of between two and four dwellings
<b>Location</b>	Proposed Residential Development Land West Of The Chestnuts Cruckton Shrewsbury Shropshire
<b>Date of appeal</b>	24.10.2025
<b>Appeal method</b>	Written representations
<b>Date site visit</b>	18.12.2025
<b>Date of appeal decision</b>	22.01.2026
<b>Costs awarded</b>	n/a
<b>Appeal decision</b>	Dismissed

<b>LPA reference</b>	25/00645/OUT
<b>Appeal against</b>	Refusal
<b>Committee or Del. Decision</b>	Delegated
<b>Appellant</b>	Mr Gough
<b>Proposal</b>	Outline application for a single self-build dwelling to include access
<b>Location</b>	Proposed Residential Development To The East Of Woodlands Close Broseley Shropshire
<b>Date of appeal</b>	13.10.2025
<b>Appeal method</b>	Written Representations
<b>Date site visit</b>	
<b>Date of appeal decision</b>	
<b>Costs awarded</b>	
<b>Appeal decision</b>	Dismissed

<b>LPA reference</b>	25/02077/FUL
<b>Appeal against</b>	Refusal
<b>Committee or Del. Decision</b>	Delegated
<b>Appellant</b>	Mr Roger Hill
<b>Proposal</b>	Proposed erection of a new dormer bungalow and new vehicular access
<b>Location</b>	Proposed Dwelling To The North Of Hazler Crescent Church Stretton Shropshire
<b>Date of appeal</b>	03.02.2026
<b>Appeal method</b>	Written Representations
<b>Date site visit</b>	
<b>Date of appeal decision</b>	
<b>Costs awarded</b>	
<b>Appeal decision</b>	

<b>LPA reference</b>	25/03571/FUL
<b>Appeal against</b>	Refusal
<b>Committee or Del. Decision</b>	Delegated
<b>Appellant</b>	Mr And Mrs M Loveridge
<b>Proposal</b>	Demolition of existing bungalow and erection of two-storey replacement dwelling
<b>Location</b>	The New Bungalow Quatford Bridgnorth Shropshire WV15 6QJ
<b>Date of appeal</b>	04.02.2026
<b>Appeal method</b>	Written Representations
<b>Date site visit</b>	
<b>Date of appeal decision</b>	
<b>Costs awarded</b>	
<b>Appeal decision</b>	



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## Appeal Decision

Site visit made on 18 December 2025

by **N Bromley BA (Hons) DipTP MRTPI**

an Inspector appointed by the Secretary of State

Decision date: 22 January 2026

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**Appeal Ref: 6001247**

**The Chestnuts, Cruckton, Shrewsbury SY5 8PW**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 (as amended) against a refusal to grant permission in principle.
  - The appeal is made by T Carron against the decision of Shropshire Council.
  - The application Ref is 25/02789/PIP.
  - The development proposed is Permission in Principle for construction of between two and four dwellings.
- 

### Decision

1. The appeal is dismissed.

### Preliminary Matters

2. The Planning Practice Guidance advises that the Permission in Principle route is an alternative way of obtaining planning permission for housing-led development. It has two stages: the first stage (or permission in principle stage) establishes whether a site is suitable in-principle, and the second ('technical details consent') stage is when the detailed development proposals are assessed. This appeal relates to the first of these two stages.
3. The scope of the considerations for permission in principle is limited to location, land use and the amount of development permitted. All other matters are considered as part of a subsequent technical details consent application if the first stage is granted. I have determined the appeal accordingly.
4. The Government launched a consultation on reforms to the National Planning Policy Framework (the Framework) in December 2025, but as the proposals are still subject to change, they carry little weight. Accordingly, the decision was made with reference to the December 2024 version of the Framework.

### Main Issues

5. Whether the location, the proposed land use and the amount of development is suitable for residential development, having particular regard to (a) the development plan strategy for housing and access to services and facilities, and (b) the effect on the character and appearance of the area.

### Reasons

#### *Development strategy and sustainable location*

6. The appeal site comprises an area of garden land associated with the host property, The Chestnuts. The host property is a large, detached dwelling which

fronts the B4386 road. There are other residential dwellings along the road but houses in the wider landscape are generally sporadic, and the surrounding area has a prevailing rural character.

7. Policy CS1 of the Shropshire Local Development Framework: Adopted Core Strategy 2011 (the CS) outlines the strategic approach to development across the County. The strategy includes seeking to ensure that rural areas will become more sustainable through a rural rebalance approach, which includes accommodating around 35% of the area's residential development in rural areas over the plan period. Such development will be located predominantly in Community Hubs and Community Clusters. Outside these settlements, development will primarily be for economic diversification and to meet the needs of the local communities for affordable housing.
8. The appeal site is not within a settlement, and it is therefore located within the open countryside. While located within the open countryside, the edge of Shrewsbury is nearby and there is other development along the road. Within this context, the proposed development would not be functionally separate from other development. Given this, and with due regard to the cited judgment<sup>1</sup>, the site is not within an isolated countryside location.
9. Policy CS5 of the CS, allows new development in the open countryside only where it maintains and enhances countryside vitality and character and improves the sustainability of rural communities, particularly where it relates to certain types of development. One such type of development is the provision of affordable housing / accommodation to meet a local need.
10. Policy MD7(a) of the Site Allocations and Management of Development Plan, December 2015 (the SAMDev) states that new market housing will be strictly controlled outside of Shrewsbury, the Market Towns, Key Centres and Community Hubs and Clusters. It sets out various types of residential development that would be permitted in the countryside. Policy CS11 of the CS also sets out the Council's approach to meeting the diverse housing needs of Shropshire residents now and in the future to create mixed, balanced and inclusive communities.
11. Even though it is suggested that one of the houses could be an affordable dwelling, there is no substantiated evidence that the proposal would relate to the certain types of development listed within the identified development plan policies.
12. The nearest named settlement to the appeal site is Cruckton, at approximately 1.2 kilometres away. Cruckton is not listed as a Community Cluster Settlement in Policy MD1 of the SAMDev and information in respect of the services, facilities and public transport opportunities on offer within Cruckton or nearby is limited.
13. Furthermore, the B4386 carries fast moving traffic and it has no pavements or street lighting. In combination with the distance to Cruckton and other settlements such as Hanwood, future occupiers of the proposed development would be discouraged from walking and cycling to access services and amenities within those settlements.
14. Likewise, for similar reasons to those set out above, access to the edge of Shrewsbury on foot would not be desirable due to safety concerns. Future

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<sup>1</sup> Braintree DC v SSCLG, Greyread Ltd & Granville Developments Ltd [2018] EWCA Civ 610

occupiers would also have to navigate the A5 roundabout which has no pavements or safe crossing points. In these circumstances and without any details of the availability of public transport opportunities nearby, the proposal would not offer a genuine choice of transport or prioritise sustainable transport modes. Consequently, future occupiers of the proposed development would be highly dependent on the use of private cars for their day-to-day needs.

15. Reference has been made to new residential developments nearby at Horton Lodge Farm and the former Hare and Hounds public house. However, there are limited details of the circumstances of those two cases, which makes it difficult to draw comparisons between those developments and the appeal scheme before me. Indeed, the appellant suggests that the Horton Lodge Farm development comprised conversions to listed buildings, which is a notable contrast to the appeal scheme before me. I am also mindful that there were likely to be other material considerations at play in respect of the former Hare and Hounds development which would differentiate it from the appeal scheme before me. Within this context and on the lack of evidence before me, I attach limited weight to those examples nearby.
16. While the Framework states that opportunities to maximise sustainable transport solutions will vary between urban and rural areas, the site would not offer a choice of transport use. It is also not clear to what extent the proposal would enhance or maintain the vitality of the nearby community. Therefore, and notwithstanding the comments of the appellant regarding the locational aspects of the Hare and Hounds development, as I am required to do, I have determined the case before me on the site-specific circumstances and on its own merits.
17. For the above reasons, I conclude that the location, the proposed land use and the amount of development is not suitable for residential development, having particular regard to the development plan strategy for housing and access to services and facilities. It would thereby conflict with Policies CS1, CS5 and CS11 of the CS and Policies MD1 and MD7(a) of the SAMDev. It would also conflict with the overall plan-led approach of the Framework.

#### *Character and appearance*

18. Despite its location on a busy road, the garden is largely screened from view by the tall frontage hedgerow. As the side garden of the host property the appeal site also has a domestic character, viewed within the context of the existing large, detached house.
19. There are other residential properties that front the road, but houses in the area are generally sporadic, consisting of pairs of dwellings, set within large plots. There are large spacious gaps in between the pairs of houses and groups of farm buildings, and the area has an open, rural character, comprising open fields, bounded by tall hedgerows.
20. The proposed housing on the land would noticeably extend the amount of built development adjacent to the existing pair of detached dwellings, reducing the gap between the next pair of dwellings along the road. In addition, the proposal would introduce a reasonable amount of built form within the landscape. Particularly in the context of the spacious and open appearance of the surroundings.

21. Due to the scale of the development and its juxtaposition next to existing houses, the harm to the landscape would be tempered. The re-use of existing garden land would also reduce the effect of the development on the landscape. Also, dwellings nearby range in age, style and appearance, and various matters can be agreed at the technical details consent stage, including the scale and appearance of the proposed dwellings.
22. Furthermore, the proposed dwellings could be designed to front the road, in a linear pattern, and a soft landscaping scheme could include the retention of the frontage hedgerow. As a consequence, the harm to the landscape would be relatively localised, and I attach modest weight to the identified harm to the character and appearance of the area.
23. In the context of the above considerations, I conclude that the appeal site would not be an appropriate location for the development proposed, due to the resultant harm to the character and appearance of the area. The proposal would therefore conflict with Policies CS6 and CS17 of the CS and Policies MD2 and MD12 of the SAMDev, which together and amongst other things requires development to respond appropriately to the form and layout of existing development and should contribute to and respect locally distinctive or valued character.

### **Planning Balance and Conclusion**

24. There is disagreement between the main parties regarding the current housing land supply position. Indeed, the Council identify that they can demonstrate 4.73 years, whereas the appellant suggests that the figure is 4.46 years. Either way, the Council cannot demonstrate a five-year supply of housing land. This is a change in position since a previous appeal decision on the site<sup>2</sup>.
25. While the short fall is modest, the presumption in favour of sustainable development, as set out at Paragraph 11(d) of the Framework applies. In these circumstances, paragraph 11(d)(ii) of the Framework states that planning permission should be granted unless any adverse effects of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.
26. In this regard, the Framework seeks rural housing to be located where it will enhance or maintain the vitality of rural communities, while also seeking to direct development towards locations with good access to services and facilities and ensure that sustainable transport modes are prioritised. The Framework also seeks the creation of high quality, beautiful and sustainable buildings and places, that are sympathetic to local character.
27. The proposal would not prioritise alternative modes of travel and it would not enhance or maintain the vitality of rural communities. There would also be some harm to the landscape. Therefore, despite only modest harm to the landscape, overall, the conflict between the proposal and Policies CS1, CS5, CS6, CS11 and CS17 of the CS and Policies MD1, MD2, MD7(a) and MD12 of the SAMDev should be given significant weight in this appeal.
28. While the development of previously developed land is supported by the Framework, this is tempered heavily in this case as the appeal site is not located

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<sup>2</sup> Appeal Reference: APP/L3245/W/17/3185134

within a settlement. Nevertheless, the proposed development for up to four new dwellings on garden land would make efficient use of land and contribute to boosting the supply of new housing. As a small site the development could also be delivered relatively quickly.

29. It has not been demonstrated that the proposal would meet a local need, but any technical details consent could secure one of the dwellings as affordable housing, adding to the mix and supply of such housing in the rural area. There would also be associated social and economic benefits during the period of construction and once the dwellings are occupied, including supporting local businesses. In combination, and in the context of the shortfall in housing land, the benefits attract considerable positive weight in my determination. However, due to the small-scale nature of the proposed development the benefits of the scheme would attract moderate weight overall.
30. Consequently, the adverse impacts of the proposal would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole. Therefore, the presumption in favour of sustainable development does not apply.
31. I have considered the appeal decisions for residential development submitted by the appellant<sup>3</sup>, and the planning balance undertaken by each Inspector for each of those cases. However, as I am required to do, I have assessed the appeal scheme on the evidence before me and on its own merits.
32. For the above reasons, I conclude that the proposed development would conflict with the development plan when considered as a whole and there are no material considerations, including the Framework, that indicate that the development should be determined otherwise than in accordance with it. Accordingly, the appeal should be dismissed.

*N Bromley*

INSPECTOR

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<sup>3</sup> Appeal References: APP/H1840/W/24/3350993; APP/C1055/W/24/3356476 and APP/L3245/W/25/3358745

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## Appeal Decision

Site visit made on 7 January 2026

by **A O'Neill BA (Hons) MA MRTPI**

an Inspector appointed by the Secretary of State

Decision date: 10 February 2026

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### Appeal Ref: 6001017

#### Land East of 15 Woodlands Close, Broseley, TF12 5PY

- The appeal is made under section 78 of the Town and Country Planning Act 1990 (as amended) against a refusal to grant outline planning permission.
  - The appeal is made by Mr J Gough against the decision of Shropshire Council.
  - The application Ref is 25/00645/OUT.
  - The development proposed is a single self-build dwelling with access.
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### Decision

1. The appeal is dismissed.

### Preliminary Matters

2. The appellant has confirmed that the reference to a company name on the planning application form was an error and that the appeal should proceed only in the name shown in the banner heading above.
3. The description of development above has been taken from the application form. However, I have removed the words describing the type of application and the address, in the interest of conciseness.
4. The appeal scheme relates to an outline proposal, with access to be considered at this stage, and with all other matters reserved for future consideration. A Proposed Block Plan has been submitted showing how development could be accommodated on the site. I have taken this plan into account for indicative purposes only.
5. In response to refusal reason 2, the appellant submitted a Preliminary Coal Mining Risk Assessment. The Council and the Coal authority have been given the opportunity to comment on the assessment. Consequently, the Council has confirmed that its concerns regarding land stability, expressed in refusal reason 2, could be overcome by planning conditions, should the appeal be allowed. Based on the evidence before me, I find no reason to conclude otherwise.

### Main Issues

6. Having regard to the above, the main issues are:
  - whether the site is in a suitable location for the proposed development having regard to the spatial strategy in the Development Plan;
  - the effect of the proposal on the character and appearance of the area;
  - the effect of the proposal on the living conditions of neighbouring occupiers at 15 Woodlands Close with particular regard to outlook; and

- the effect of the proposal on the safety of highway users.

## Reasons

### *Suitable location*

7. The adopted Development Plan relevant to this proposal is the Shropshire Local Development Framework: Adopted Core Strategy 2011 (the CS), the Shropshire Council Site Allocations and Management of Development 2015 (the SAMDev) and the Broseley Town Council Neighbourhood Development Plan 2020 – 2038 (the BNP).
8. CS Policy CS1 sets the strategic approach to the location of development and directs development to the most accessible locations, including Shrewsbury, Market Towns and Key Centres and in community hubs and clusters in the rural areas.
9. The appeal site is located adjacent to, but outside of the boundary of Broseley, which is a Key Centre. The site is therefore in countryside for the purposes of planning policy. Policy CS5 of the CS and Policy MD7a of the SAMDev strictly control new development in the countryside such that only limited types of residential development are permitted. The exceptions listed in those policies are not applicable to this appeal proposal. The proposal would therefore conflict with the spatial strategy in the development plan insofar as it seeks to control new development in the countryside.
10. SAMDev Policy S4 sets the Development Strategy for the Broseley Area for the period 2006-2026, with reference to the Broseley Town Plan. However, this has been superseded by the more recently adopted BNP. Policy HO1 of the BNP supports new housing development on windfall sites within the Broseley development boundary and requires development to meet at least one of the stated criteria. The appeal site is located outside of the BNP development boundary and would not meet any of the Policy's criteria. The proposal would therefore conflict with the BNP's strategy for the location of new housing.
11. Notwithstanding the conflicts identified above, whilst the site is located outside of the defined Broseley development boundary, it is adjacent to it. The site is adjoined by existing residential development to the west and would be accessed from Woodlands Close which serves that existing residential development. Given the close proximity of the site to the existing built form of the settlement and access to services, its location would not conflict with the strategy set out in CS policy CS1 in terms of its aims of directing development to Key Centres such as Broseley.
12. Taking all of the above into account, the appeal site location conflicts with Policy CS5 of the CS, Policy MD7a of the SAMDev and BNP Policy HO1, due to its location outside of the Broseley development boundary. Nevertheless, I have also found that the site's location would not conflict with the Council's strategic approach of directing development to Key Centres, as set out in CS Policy CS1.

### *Character and appearance*

13. The appeal site is part of a larger parcel of open land located at the edge of the built-up area of Broseley. The western boundary of the site adjoins existing residential development on Woodlands Close. The other boundaries of the site are with undeveloped countryside land with no physical features to define them.

Cockbird Cottage to the north and Woodlands Farmhouse to the south protrude a short distance further east of the appeal site, but they do not adjoin it. The open countryside land continues to the east of the site beyond the access road to Cockbird Cottage and includes a parcel of land which is designated as Local Green Space (LGS) in the BNP.

14. The boundary treatments to the existing residential properties at the edge of the settlement serve as a clear demarcation between the built-up part of the settlement and the surrounding countryside. The site itself has an open and verdant appearance which reflects its countryside setting and contributes positively to the character and appearance of the area.
15. It is suggested the proposal would be an extension to Woodlands Close. However, the plot for the proposed dwelling would project into the open countryside land, resulting in a built form at odds with the surrounding layout of development. The proposed development would therefore appear as an incongruous feature in the landscape. The introduction of built development and the likely associated domestic paraphernalia to the site would erode its open and verdant character. This harm could not, in my judgement, be fully overcome through a landscaping scheme, as suggested.
16. I acknowledge that the site is not subject to any landscape designations and has not been identified as a LGS. I also recognise that views of the site from the public right of way to the north would be limited. However, the proposed development would be clearly and unavoidably visible from the adjacent residential properties and would result in a noticeable and harmful change to the character and appearance of the area.
17. Taking all of the above into account, I find that the proposal would unacceptably harm the character and appearance of the area. As such, it would conflict with CS Policies CS5, CS6 and CS17 as well as SAMDev Policies MD2, MD7a and MD12. Taken together these policies require development proposals to be of high-quality design which respects local context and character, including countryside character, and responds appropriately to the form and layout of existing development. The proposal would also conflict with BNP Policies HO1 and GR7 which together support development which promotes local landscape character and has a positive impact on the open countryside around Broseley.

#### *Living conditions*

18. 15 Woodlands Close is a dormer bungalow situated to the west of the appeal site. Two large first-floor windows in its side elevation, serving a stairwell and a bedroom, have unobstructed views across the site.
19. The detailed design and siting of the dwelling would be determined at reserved matters stage, but it is suggested that the proposed dwelling would be a single storey bungalow and it would be sited to follow the building line of 15 Woodlands Close.
20. During my site visit, I observed that the ground levels of the site and 15 Woodlands Close are comparable. On this basis, even a single-storey bungalow, positioned as suggested and sited away from the adjoining property, has the potential to impinge upon the outlook from the first-floor windows of 15 Woodlands Close.

Consequently, I cannot be satisfied that the proposal would avoid an adverse effect on the living conditions of those neighbouring occupiers in this regard.

21. I therefore find that the proposal would harm the living conditions of the occupiers of 15 Woodlands Close with regard to outlook. As such, the proposal would conflict with SC Policy CS6 insofar as it requires development to safeguard residential amenity.

#### *Highway safety*

22. The planning application form confirms that approval is sought for access as part of this outline application. It is not a matter reserved for later consideration. The Proposed Block Plan indicates access from the turning head on Woodlands Close. However, there is no detail submitted showing how the vehicular access would be laid out to ensure acceptable visibility can be achieved and to avoid conflicts between vehicles using the turning head and vehicles accessing the site. An access in this location would also require the relocation of existing services and, from what I saw during my site visit, the removal of a tree, which has not been shown. Furthermore, there is nothing submitted to show how pedestrians would safely access the site. In the absence of such details, there is no reasonable assurance that the proposal would not adversely affect the safety of highway users.
23. It is suggested that details of the access could be conditioned for submission at the reserved matters stage. However, this would not be appropriate, because access is not a reserved matter in this case (Planning Practice Guidance 'Use of Conditions' Paragraph 21a-005-20190723).
24. Accordingly, I find that the information submitted fails to demonstrate that the proposal would not be harmful to the safety of highway users. As such, the proposal would conflict with paragraphs 115, 116 and 117 of the National Planning Policy Framework (the Framework). These paragraphs require, amongst other things, safe and suitable access to be achieved for users, for priority to be given to pedestrian movements and state that development should be refused if there would be an unacceptable impact on highway safety.

#### **Other Matters**

25. The proposed development would have limited social and economic benefits. One additional house, although positive, would make little difference to the overall supply of housing and the support that its construction and future occupancy would provide to construction employment, and the local economy would be limited.
26. The proposal is described as a self-build dwelling. This is a benefit in that it would contribute to meeting the Council's statutory duty in this regard. However, I have not been provided with any mechanism by which to secure its provision as a self-build dwelling. It is suggested that a Unilateral Undertaking could be required, by condition, to be submitted at reserved matters stage. However, this would not be appropriate as reserved matters deal with only certain matters, and it is the outline proposal which establishes the principle of development. I therefore attribute the provision of a self-build dwelling limited weight.
27. I understand the proposed dwelling would be occupied by the appellant's parents. It is stated that a bungalow in this location would cater for their future needs and ensure that family support and care is readily available. However, this would largely

be a private benefit. It is a well-founded principle that the planning system does not exist to protect private interests. Therefore, this consideration does not alter my overall conclusions.

28. SAMDev Policy MD13 is cited in refusal reason 4. This Policy seeks to avoid harm to designated heritage assets and their settings. The Broseley Conservation Area boundary is located to the north and west of the site, beyond Cockbird Cottage and the existing development on Woodland Close. However, there is no substantive evidence before me to demonstrate that the proposal would affect the setting of this Conservation Area and the Council's case does not raise any concerns in this regard. Based on the evidence submitted, and my observations on site, I have no reason to reach an alternative conclusion. As such, I find no conflict with Policy MD13 in relation to the need to preserve or enhance the character or appearance of the Conservation Area.
29. The Ironbridge Gorge World Heritage Site (WHS) lies to the north of the site beyond a dense woodland buffer. Although I have found that the proposal would harm the character and appearance of the area, its small scale, its distance from the WHS, and the presence of the intervening woodland mean it would not, in my judgement, significantly harm the wider countryside between Broseley and the WHS. Accordingly, I find no conflict with SAMDev Policy MD13 or BNP Policy VE2 which seeks to avoid any significant adverse impact on the character of the countryside between the Broseley development boundary and the WHS.
30. The site is part of an agricultural pasture field and there are concerns that the proposed development would compromise the ability to use the rest of the field for agriculture. There is little before me to demonstrate that the field comprises best, and most versatile agricultural land (BMV) as defined in the Framework. Paragraph 187 of the Framework does not set a blanket presumption against developing on agricultural land. Rather, it highlights the economic and other benefits of BMV land. Given the relatively small size of the site and the limited information submitted regarding its agricultural grade, the associated economic and other benefits of the site being agricultural land would be limited. Therefore, the loss of agricultural land and harm to the associated economic and other benefits would be limited.
31. Although not cited in the reasons for refusal, the Council's Development Management Report identifies issues related to the living conditions of future occupiers of the proposed dwelling. Whilst acknowledging that the layout would be determined at reserved matters stage, based on my observations on site, direct overlooking from the first-floor side elevation windows of 15 Woodlands Close, into the outdoor amenity area of the proposed dwelling would be unavoidable and at close proximity. This would have an unacceptable effect on the privacy of future occupiers.
32. The Council also refers to possible overlooking from the rear dormer window of 15 Woodlands Close. Any such views, however, would be oblique and limited, a situation that is common in residential environments and which I find would not unduly harm the privacy of future occupiers. Nevertheless, I find that the proposal is unlikely to provide adequate living conditions for future occupiers with regard to privacy, and this adds to my concerns regarding the proposal.
33. My attention has been drawn to an appeal decision concerning a site adjacent to another Key Centre in Shropshire which was allowed (Appeal Ref:

APP/L3245/W/23/3324882, 24th April 2024). I have not been provided with the full details of that case, but from the information available, I find that the site-specific circumstances and issues arising in that case are not directly comparable to those before me now. Accordingly, I have considered the proposal based on its own merits and this consideration does not alter my conclusions.

*Whether paragraph 14 of the Framework is relevant*

34. Paragraph 14 of the Framework states that in situations where paragraph 11d) is triggered, the adverse impacts of allowing development that conflicts with a neighbourhood plan is likely to significantly and demonstrably outweigh the benefits if the neighbourhood plan is less than five years old and it contains policies and allocations to meet its identified housing requirement. It is common ground between the main parties that the BNP is less than five years old.
35. Paragraph 69 of the Framework requires strategic policies to set out a housing requirement for neighbourhood areas which reflects the overall strategy for the pattern and scale of development. The BNP has a housing requirement of 50 dwellings which was derived from an emerging Shropshire Local Plan, but which has subsequently been withdrawn.
36. The appellant contends that the BNP is out of date because its housing requirement is derived from that withdrawn plan. Nevertheless, there is nothing before me to suggest that the housing figure was not provided in accordance with paragraph 69. Moreover, the housing requirement and the strategy for delivering it was independently tested at the BNP examination. It is not within the remit of a section 78 appeal to review those matters.
37. Planning Practice Guidance advises that for a neighbourhood plan to meet the criteria set out in paragraph 14b) of the Framework the policies and allocations in the plan should meet the identified housing requirement in full (Paragraph: 097 Reference ID: 41-097-20190509). The BNP contains an allocation and a policy permitting windfall dwellings to meet its identified housing requirement in full. Therefore, I conclude that paragraph 14 of the Framework is engaged.
38. The appellant has drawn my attention to two appeal decisions in which the Inspector determined that paragraph 14 of the Framework did not apply (Appeal Refs: APP/K2420/W/24/3351678, 28 April 2025 and APP/H1705/W/25/3363048, 14 July 2025). I have not been provided with the full details of these cases, nor the evidence on which they were determined. However, both decisions indicate that, in those cases, the relevant neighbourhood plan could no longer meet its identified housing requirements. Both the Council and Broseley Town Council submit that the housing requirement in the BNP is likely to be exceeded as a result of the number of windfall dwellings which have received planning permission, in addition to the housing site allocated. The appellant has not disputed this. Therefore, I do not find the cited examples directly comparable to the case before me now and, as such, they do not lead me to an alternative conclusion on the status of the BNP.

**Planning Balance**

39. The Council have confirmed that they cannot demonstrate an adequate supply of deliverable housing land, with the current number of years supply being 4.73. In such circumstances, paragraph 11 d) of the Framework is relevant. As such, it is necessary for me to determine whether the adverse impacts of the proposal would

significantly and demonstrably outweigh the benefits inherent in providing an additional dwelling to assist the Council in addressing its undersupply.

40. However, as I have set out above, paragraph 14 of the Framework states that in situations where paragraph 11d applies to applications involving the provision of housing, the adverse impact of allowing development that conflicts with the neighbourhood plan (where the two criteria are met) is likely to significantly and demonstrably outweigh the benefits.
41. The limited scale of the development means that I afford the provision of a new house within the context of the current shortfall, along with the other benefits listed above, limited weight in favour of the proposed development. I have considered the economic, social and environmental objectives of the Framework referred to, as well as paragraph 73, which emphasises the important contribution small and medium sized sites can make to meeting the housing requirement. Additionally, a dwelling in this location would not conflict with the strategic aims of CS Policy CS1 in terms of directing development to Key Centres.
42. On the other side of the balance, the site location conflicts with Policy CS5 of the CS, Policy MD7a of the SAMDev and BNP Policy HO1, which together seek to control new development in the countryside outside of settlement development boundaries. Additionally, the proposal would result in permanent harm to the character and appearance of the area. It would also harm the living conditions of neighbouring occupiers and the safety of highway users. These matters attract significant weight in the planning balance. Finally, the proposal is unlikely to provide adequate living conditions for future occupiers, to which I attribute moderate weight.
43. Consequently, the benefits of the proposal do not outweigh the conflict with the BNP having regard to Framework paragraph 14, including the harm that I have found to the character and appearance of the area, living conditions and highway safety. Instead, the harm would significantly and demonstrably outweigh the benefits of the proposal when assessed against the policies of the Framework taken as a whole.

## **Conclusion**

44. For the reasons given above, the proposal conflicts with the development plan as a whole and there are no material considerations, including the Framework, that indicate that a decision should be made other than in accordance with it. I therefore conclude that the appeal should be dismissed.

*A O'Neill*

INSPECTOR

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