

---

**TELFORD & WREKIN COUNCIL**

**PLANS BOARD – 17<sup>TH</sup> February 2010**

Schedule 1 : Planning Applications for determination by Board

---

`A' List : Major developments and/or cases in conflict with policy

---

---

<b>W2009/0305</b> Erection of a 7.5m high internally illuminated freestanding totem sign <b>Mere Park Garden Centre, Stafford Road, Newport, Shropshire.</b> Recommendation Code: ADG - Ward: Newport South .....	<b>1</b>
<b>W2009/0761</b> Demolition of 7 out of 8 disused residential blocks, refurbishment of 1 block of 8 maisonettes, erection of 43 new houses, 8 new flats and associated works *****AMENDED PLANS***** <b>Breidden Place, Land off, Severn Drive, Wellington, Telford, Shropshire.</b> Recommendation Code: FG - Ward: Dothill	<b>5</b>
<b>W2009/1030</b> Erection of 1no. retirement bungalow (Outline) <b>Land to rear, 9, Bratton Road, Admaston, Telford, Shropshire.</b> Recommendation Code: OLR - Ward: Wrockwardine .....	<b>12</b>
<b>W2010/0016</b> Erection of a single storey extension to rear of existing school <b>Newport Girls School, Wellington Road, Newport, Shropshire.</b> Recommendation Code: FG A FG - Ward: Newport West .....	<b>20</b>

Agenda Type : A

W2009/0305 Erection of a 7.5m high internally illuminated freestanding totem sign  
Mere Park Garden Centre, Stafford Road, Newport, Shropshire.

Recommendation Code: ADG

Ward: Newport South

APPLICANT:  
Mere Park Garden Centre

RECEIVED ON:  
15/04/09

PARISH  
Newport

WARD  
Newport South

CASE OFFICER:  
Kate Stephens

OBJECTIONS RECEIVED: No

MAIN ISSUES: Affect on amenity and public safety

**PROPOSAL:**

This is an advertisement application for the erection of a 7.5m high totem sign at the new entrance to Mere Park Garden Centre on the A41 Newport by-pass. The proposed sign would be free-standing, double-sided and internally illuminated. The sign would then comprise acrylic panels (5 are currently shown) for each of the different traders on Mere Park to advertise their name and logo, Mere Park garden centre logo on top and a decorative panel at the base of the sign.

Officers have concerns that the height of the totem sign is excessive and will be unduly prominent and visually intrusive into this semi-rural stretch of road on the outskirts of Newport where there are no other commercial signs. To this affect officers requested amended plans to show the totem sign reduced in height to around 6m.

Whilst a company acting for Whitbreads (who are building the new hotel and restaurant at Mere Park) submitted amended plans showing the sign reduced to 6m high, the applicant has advised that this company was not authorised to act on the applicant's behalf.

The applicant has now suggested reducing the height of the sign to 6.75m and would take down the existing 5.7m high blue and white totem sign by the roundabout with the Stafford Road junction, or reduce it to 6m and keep the existing totem sign by the roundabout. At the time of writing this report, the applicant has not submitted any revised plans showing the sign reduced in height, nor confirmed any height reduction. Therefore this application assumes the application is for the 7.5m high totem, as originally submitted. A photomontage has been submitted showing the sign, but it's size has not been confirmed.

The proposed sign is shown located on the northern side of the access splay and would face towards traffic travelling in both directions along the A41. On the originally submitted plans the sign was shown positioned behind the existing hedge/fence line and into the site. The photomontage appears to show the sign positioned at the end of the hedge. Highways have advised that this position now

encroaches onto land that is to be adopted as highways as part of the remaining works for the new access, and would object.

#### THE SITE

Mere Park Garden Centre is located outside of the built up area of Newport at the junction of and immediately adjacent to the A41(T) Newport By-pass and the A518. The Garden Centre has two access/egress points. The main access/entry point is off the Newport By-pass (A41). This access/exit point is a new access formed as part of works for the new hotel/restaurant and the former access/exit on the A41 has now been blocked up. The other access onto the A518 does not allow a right turn exit towards Stafford. There is no sign proposed at this access/exit.

Whilst the main building on site is the Garden Centre itself, there are other traders operating from other buildings on site (an Aquatic business and an outdoor/camping shop). There are also planning permissions for other units that have not yet been built (a farm shop and a unit restricted to sell garden centre type goods).

A new hotel and befeater restaurant are also due to be built soon behind the site hedge boundary along the A41. The three storey hotel building will have high level illuminated fascia signs on each of its elevations that will be easily visible from the highway. The lower lying Beefeater Restaurant will also have fascia signage facing the A41, so the presence of these buildings will not rely on the totem sign.

The Garden Centre does benefit from a brown "tourist" highway sign opposite the site entrance on the A41 that clearly directs traffic to the site. In addition, at the roundabout of the A41/A518 the Garden Centre has a 5.7m high blue and white old totem panel sign that faces the roundabout. This sign did have advertisement consent, but the 5 year consent expired in August 2009. The applicant will need to apply for a new advertisement consent to keep this sign.

The A41 by-pass has a semi-rural feel as it lies beyond the built up edge of Newport and any buildings, including the commercial buildings of Audley Avenue Industrial Estate, are well screened from view to highway users by mature and bushy hedgerow at the back of the roadside verge. There is no other commercial signage along this stretch of road and the absence of such signage contributes to the undeveloped character of the area.

#### PLANNING HISTORY:

There is no specific signage application for this particular location; however, there are other signage applications at Mere Park Garden Centre in general.

W2004/0792 Erection of 5.7m high panel sign. Approved 11/8/2004

W2008/1116 various fascia and free standing signage for new hotel and restaurant. Split decision. The hotel and restaurant each wanted their own free-standing roadside sign, but these were to be refused and were hence removed from the scheme. At officer suggestion a combined sign at the site entrance was introduced, but as there was no information regarding the height of the sign it was refused.

Officers have recently observed new signage at the Garden Centre that does not benefit from advertisement consent. At the roundabout corner a net type sign advertising the “Edinburgh Woollen Mill” has been suspended behind the site boundary. Officers consider this sign to be visually inappropriate and will seek its removal.

#### CONSULTATION RESPONSES:

Council's Highway Engineer – No objection, but consider they will need to revise roadside hedges to make sign visible.

However on seeing the recent photomontage, now advise that it looks as if the sign is situated forward of the fence line on land that is to be adopted as highway as part of the S278 access works and therefore it is not acceptable.

#### PLANNING POLICY CONTEXT:

##### National Planning Guidance

PPG19 Outdoor Advertisement Control

##### Wrekin Local Plan 1995-2006:

Policy S31 Shop fronts, Advertisements and Hoardings

#### PLANNING CONSIDERATIONS:

Advertisements are subject to control only in the interests of “amenity” and “public safety”. Officers consider that the affect of the 7.5m high totem sign in the roadside location will have an adverse impact on the visual amenity of the area. The A41 by-pass has a semi-rural feel as it lies beyond the built up edge of Newport and any buildings, including the nearby commercial buildings of Audley Avenue Industrial Estate, are well screened from view to highway users by mature and bushy hedgerow at the back of the roadside verge. There is no other commercial signage along this stretch of road and the entire length of the by-pass and this absence of such signage contributes to the undeveloped and rural character of the area. The proposed sign will be 7.5m high and illuminated, which will result in a unduly visually prominent feature in this otherwise countryside location.

Officers concede that a sign at the entrance/exit is acceptable in principle, but do have concerns about the 7.5m height. Officers have advised that a 6m high sign would be favourably considered as it would be of a more appropriate scale in this semi-rural location that currently does not have commercial signage. A 6m high sign (or less) would, in officer's view, appear less overbearing and visually intrusive. The agents acting for Whitbreads hotel and restaurant have also advised of their satisfaction with a 6m high shared totem sign.

With regards the existing 5.7m high blue and white totem sign by the roundabout, this will need a new advertisement application for its retention. Officers are prepared to consider this favourably provided the proposed sign, the subject if this application, is reduced to 6m in height.

The Council's Highway engineer does not have an objection to the presence of the new sign in this location from highway safety concerns (considering issues as to whether the sign would cause distraction or confusion so as to be a hazard to road users). However, the photomontage does appear to suggest a different location closer to the highway that highways would object to.

To date the applicant has not confirmed if the sign is to be reduced in height, and therefore officers have considered and assessed the originally submitted 7.5m high sign. For the reasons set out above officers consider a sign of this height in this location is excessive, unacceptable and would be detrimental to the amenity of the area.

**RECOMMENDATION:** to REFUSE ADVERTIEMENT CONSENT for the following reason:

In the opinion of the Local planning Authority the introduction of a sign of this nature by reason of its size, design and location, would be unduly prominent in the street scene and detrimental to the character, appearance and amenity of the locality and would be contrary to PPG17 and Wrekin Local Plan Policy S31.

-----  
Notes

Agenda Type : A

W2009/0761 Demolition of 7 out of 8 disused residential blocks, refurbishment of 1 block of 8 maisonettes, erection of 43 new houses, 8 new flats and associated works  
\*\*\*\*\*AMENDED PLANS\*\*\*\*\*

Breidden Place, Land off, Severn Drive, Wellington, Telford, Shropshire.

Recommendation Code: FG

Ward: Dothill

APPLICANT:  
Wrekin Housing Trust

RECEIVED ON:  
24/11/09

PARISH  
Wellington

WARD  
Dothill

CASE OFFICER:  
Emma Green

OBJECTIONS RECEIVED: Yes.

MAIN ISSUES: Development in Green Network, impact on character and appearance of area, impact on neighbouring properties and highways implications.

PROPOSAL:

The application is for the demolition of 7 out of 8 disused residential blocks. These blocks comprise of 66 x 1 bed units and 24 x 3 bed units. The remaining block of 8 x 3 bed units is to be refurbished to blend with the proposed new development and for the protection of bat roost in loft space.

The proposal is also for the erection of a new block of flats comprising of 8 x 3bed units and 43 new houses with a mix of 22 x 2 bed units, 27 x 3bed units and 2 x 4 bed units. The proposal is to improve the quality of housing provision in the area, with a reduction in number from 98 dwellings to 59 units. However the amount of bed spaces is comparable. Proposal also includes highways and other associated works.

SITE AND SURROUNDINGS:

The site comprises 8 blocks of flats circa 1960's in a 'parkland' setting, approx 800m from Wellington District Centre. These blocks are currently all vacant and boarded up, with associated car parking area overgrown and garages having been demolished. To the south east of the site is a disused/poorly maintained area of hardstanding/play facility.

There are some significant level drops across the site, of 6.4m across approx 200m from south to north. There are a number of trees within the site and a mature tree/hedge boundary to the east, with parkland including grass, trees and pool beyond.

There is residential development, pre-dominantly two storey in scale, in traditional semi-detached house form, with front drives and gardens, giving a uniform character and appearance. Further to the north along Severn Drive is a Primary School. There is a bus service running along Severn Drive linking the development to Wellington.

There is a rare colony of noctule bats which are located in the roof space of block 1 of Cheney Hill Court.

#### CONSULTATION RESPONSES:

The Council's Sport and Recreation Officer is of the opinion that the site includes an area of informal play facility, and this loss should be compensated. Furthermore, the new development will increase demand upon existing facilities and therefore a contribution of a capital sum of £60,000 and maintenance sum of £35,000 for a modern ball court and seating area, would meet the demands of the area.

The Council's Drainage Engineer: surface water discharge from the development should be reduced by a minimum of 20% in line with requirements of PPS25.

The Council's Highways Engineer has raised no objection but raised some areas of concern relating to sizing of two visitor spaces, altering rumble strips to a raised table on Breidden Place and details on levels of communal parking provision. No objections to amended plans subject to conditions and informatives.

The Council's Arboricultural Officer: the proposal is for the loss of 61 trees on site, which will need to be mitigated through a tree replacement scheme which can be secured by condition. Additional conditions regarding tree protection, servicing, and soil level alterations

The Council's Education Officer: given that the proposed development is a net loss of dwellings, and there is a high percentage of affordable home provision, no contribution for primary education is required.

The Council's Sustainability Officer: the development has positive sustainability considerations with majority of houses to achieve Code for Sustainable Homes Level 4, and others at least Level 3.

The Council's Ecological Officer: no objection to the proposal subject to conditions for the protection of bats, great crested newts and nesting birds.

The Council's Housing Officer: strongly supports application as scheme is well balanced mix of type and tenure of affordable dwellings.

Natural England has no objection to the proposed development in respect of legally protected species, subject to long term management of roost and post construction monitoring.

Severn Trent Water raised no objection subject to a condition to reduce flooding risk and an informative relating to public sewers.

The Fire Authority has no objection to proposal subject to access for a emergency vehicles, requirement for fire hydrants and an informative regarding installation of sprinkler system.

Wellington Town Council has raised no objections but would like to see the scheme incorporate a children's play area. No objections to the amended plans.

During the consultation process 1 letter from a neighbour has been received which would like to ensure that view of the park land are retained.

## POLICY

The following planning policies are relevant in the determination of this application

### National Planning Policy

PPS1 – Delivering Sustainable Development

PPS3 – Housing

PPS9 - Biodiversity and Geological Conservation

PPG13 - Transport

PPS25 - Planning and Flood Risk

### Core Strategy

CS1 – Homes

CS8 – Regeneration

CS9 – Accessibility and Social Inclusion

CS11 – Open Space

CS12 - Natural Environment

CS13 – Environmental Resources

CS15 – Urban Design

### Wrekin Local Plan (saved policies)

UD2 – Urban Design

H22 - Community Facilities

H23 – Affordable Housing

T22 - Planning Obligations

OL3 - Green Network

OL4 - Development in Green Network

OL6 - Open Land

OL11 – Woodlands and Trees

LR4 – Outdoor Recreation and open space.

LR6 - Developers contributions to outdoor recreational open space provision within new residential developments.

## PLANNING CONSIDERATIONS:

Green Network and Open Space: Part of the site, the south, along the eastern boundary and northern boundary is designated as Green Network. This land is the incidental green space around the flats which is currently communal spaces and the play space.

Policies OL3 and OL4 of the Wrekin Local Plan relate to the green network and give protection to the designation to achieve the 6 aims. Development may be permitted in the green network if the proposal demonstrates there are exceptional circumstances, it contributes to the aims or there are environmental and community benefits. The site is surrounded to the east by parkland and pool which is all protected with green network designation and contributes to the six aims of the green network in that it creates and attractive place, gives separation of built up

areas, is easily accessible, recreational space, ecological benefits and has linkages provided.

The character of the green network land which forms part of the development site fails to meet the aims of green network in that it is isolated from the adjacent open space, there are no links, it is of little ecological importance and given the overgrown nature and disused play facility does not provide any recreational use or create an attractive environment. The proposal is for 83% affordable dwellings, and will provide a much needed accommodation in this part of the borough. According to the Strategic Housing Market Assessment, there is currently a backlog of need and this proposal will contribute significantly towards this provision. Furthermore, the proposal is to manage the self set trees and introduce new berry bearing bushes etc to improve the environment of the area and allow for bird foraging.

Your officers consider that the provision of affordable dwellings will provide a community benefit, whilst the planting scheme and management offers improvement and environmental benefits. These benefits are considered to demonstrate sufficient 'exceptional circumstances' to allow for the loss of green network in this location in accordance with 'saved' policies OL3 and OL4 of the Wrekin Local Plan.

Protected Species: A roost of rare noctule bats, which is of national importance, is located within part of the roof space of Cheney Hill Court block 1. Following consultation with the Council's Ecologist and Natural England, the block with the roost is to be retained and refurbished to afford minimal disturbance. Works will include mitigation plans for the loft space, which is to be secured by condition. There are other bats using the area and these are to be mitigated with a scheme of bat boxes.

There are great crested newts and nesting birds also located on the site which will require a scheme of mitigation to ensure that the development does not adversely impact on these species. Accordingly the proposal is in accordance with guidance in PPS 9 Biodiversity and Geological Conservation, with mitigation to be secure through condition.

Design, Layout and Impact on neighbouring properties: The layout of the proposal to the north of the site has been determined having regard to the need to protect the bat roost and flight patterns, in that one block of flats is to be retained and the other rebuilt in a similar scale and siting. The design of the flats is to be modern and contemporary. A palette of colours is to be carried through from the flatted development to the dwellings to give a cohesive appearance. All properties will have a shed to be tenure blind between open market and affordable units

The surrounding area is characterised by linear development, facing the road, in semi-detached format, with no strong architectural style to influence the nature of this development. The proposed layout includes a mix of frontage development to Severn Drive, units which turn the corners into the site to give surveillance and enclosed streets, and a mix of parking to front and back. The proposal allows the current occupiers of Severn Drive to still have views through the site to the parkland beyond. Furthermore, there is sufficient distance between the proposed and existing properties to ensure no adverse impact in terms of overlooking or loss of light.

Amended plans have been received to adjust the plot positions of some dwellings to ensure that adequate garden space is provided and that relationships between buildings are satisfactory to ensure no adverse impact to occupiers in terms of overlooking or loss of privacy. Also alterations are incorporated to the new flat block to give occupiers improved links to the 'private' communal garden space to the rear

There are improved links within the site and to the park land to the east of the development. Plots 20-31 have been amended to omit unsecure covered walkways, with appropriate boundary treatments to ensure that car parking areas etc have sufficient surveillance for a community safety perspective. Car parking is located to be accessible to dwellings with an appropriate mix of allocated and communal spaces.

Your officers consider that following amendments the layout and design of the scheme is acceptable and in accordance with 'saved' policy UD2 of the Wrekin Local Plan and policy CS15 of the LDF Core Strategy

Highways: The Council's Highways engineers raised some concerns regarding the length of parking spaces, use of rumble strips for traffic calming and required details of split of allocated to communal parking arrangements. Amended layout plans were received to address these issues, including a raised table along Briedden Road for traffic calming measures, and there are no objections subject to conditions relating to details of construction and visibility splays.

Trees: The proposal will result in the loss of a number of lower quality trees across the site, along with hedging. This will allow the site to be opened up and exploit views of the park land to the east. There are pockets of trees of importance which are to be retained, and will ensure that the new development retains some of the visual quality. The Council's Arboricultural Officer considers that a loss of trees will need to be mitigated with a tree planting scheme, and that the existing trees are protected during demolition/construction works. These works can be secured through appropriate conditions. Accordingly, it is considered that the proposal is in accordance with 'saved' policy OL11 of the Wrekin Local Plan.

Drainage: The Council's Drainage engineer and Severn Trent Water are satisfied that the application site can be adequately drained and the development will not create any adverse risk of flooding. Details of a drainage scheme are to be secured through imposition of an appropriate condition.

Planning Obligations to include affordable housing. In terms of Highway requirements, in order to promote sustainable travel to and from the site the Highways Authority have requested a Section 106 contribution of £10,000 for improvements towards the immediate bus infrastructure, with payment on commencement. However the applicant, following negotiations, has agreed to do these works under a Section 278 highways Act 1980 legal agreement, with details to be secured through a planning condition.

Education, the proposed development of the site will lead to a marginal increase of bed space accommodation (approx 11) but given that there is to be a high

proportion of affordable dwellings, the Councils Education officer is not seeking a financial contribution towards primary education for this proposal.

Open space and play facilities, the proposed redevelopment is for works on green network land and an existing disused play facility. Whilst it is noted that the Council's Sport and Recreation Officer has requested a capital sum for a new youth facility, there is no replacement facility proposed within the development, and, given that there is no increase in number of dwellings, but an actual decrease, it would be unreasonable to therefore seek a planning gain contribution for open space or play facility, as the development would not lead to an increase in demand. With regard to the replacement of the play facility, your officers consider that on this occasion, given that the proposal is for largely affordable dwellings, there is sufficient community gain to justify a departure from the usual requirement for a replacement facility.

Affordable housing, the proposal is for 83% of the dwellings to be affordable properties with a mix of size of units and tenures to meet local demands. This level of provision will assist in meeting the short fall in provision of affordable dwellings in this area, and is supported by the Councils Housing Officer. The mix and tenure details of the affordable dwellings are to be secure through the Section 106 Agreement.

Other Issues: During the consultation period, one letter of objection was received from a neighbour in relation to parking issues and need to build houses everywhere which overlook others and prevent views of this beautiful area. Your Officers consider that the level of parking provision is in accordance with guidance in the Wrekin Local Plan. It is also considered that the layout, positioning and design of properties will ensure that existing occupiers will maintain some view through the development to the wider parkland beyond. Furthermore, the properties have sufficient distance separation to ensure no adverse impact in terms of overlooking or loss of privacy.

In conclusion, the redevelopment of the existing flats and the loss of some open space are considered acceptable, given the community gain with affordable dwellings and environmental benefits. The proposed dwellings are of a size and tenure to meet local need, and are to include 83% affordable units. The site is in a highly sustainable location in relation to Wellington District Centre, with good access to public transport. Having regard to local comments, planning policy and guidance, officers consider, on balance that the redevelopment of the site in terms of scale, massing detailing and form are acceptable subject to conditions.

**RECOMMENDATION:** that the Head of Planning and Transportation be authorised to **GRANT PLANNING PERMISSION** subject to the signing of a Section 106 agreement in relation to affordable housing and the following conditions:

Conditions:

1. A3 - Full no reserved matters
2. B15 - Samples of materials
3. NS On-site construction strategy
4. NS Foul and Surface Water Drainage Scheme  
NS Highways – details of road and footway construction

5. NS Highways – visibility splays
6. NS Highways – local bus infrastructure details
7. NS Trees –Mitigation/protection scheme including protective fencing, no dig methods
8. NS Ecology – scheme for retention of building and roof space and protection of roost during demolition of other blocks and improvements to roof space to include hours of operation
9. NS Ecology – mitigation strategy for great crested newts and birds
10. NS Ecology – management/maintenance strategy to include lighting sound proofing, maintenance and monitoring
11. C80 - Landscape Implementation
12. C86 - Car parking
13. C120 - Development to be implemented as amended
14. NS Highways - removal of boundary pd rights to preserve visibility splays

Informatives:

1. NS Informative – Fire Service water supplies
2. NS Informative – Fire Service residential premises
3. NS Informative – Highways visibility splays
4. NS Informative – Highways permissions
5. NS Informative – Highways bus infrastructure
6. NS Informative – Severn Trent Water

REASONS FOR APPROVAL:

The proposed redevelopment of the site for residential purposes is acceptable in principle. There are sufficient exceptional circumstances demonstrated in terms of affordable housing community gain and environmental improvements to justify and permit the development of green network land. The traffic movements generated by the development could be accommodated without detriment to highway safety. The layout of the development would preserve those trees on the site, which are important to the visual amenities of the locality. Furthermore, the residential development would not be harmful to the residential amenities of nearby dwellings.

---

Notes

Agenda Type : A

W2009/1030 Erection of 1 no. retirement bungalow (Outline)  
Land to rear, 9, Bratton Road, Admaston, Telford, Shropshire.  
Recommendation Code: OLR  
Ward: Wrockwardine

APPLICANT:  
Cllr A G P Williams

RECEIVED ON:  
08/12/09

PARISH  
Wrockwardine

WARD  
Wrockwardine

CASE OFFICER:  
Valerie Hulme

THIS APPLICATION WAS CONSIDERED BY MEMBERS ON 27<sup>TH</sup> JANUARY 2010 AND DEFERRED FOR A SITE VISIT.

Since the preparation of the original report to members, the agent has commented on the proposed recommendation. This is summarised as:

- The applicant is prepared to enter into a S106 agreement to restrict development to 'supported accommodation to a single family unit in connection with No 9 Bratton Road'
- Disagree that the proposal will introduce a new pattern of development
- Proposal will not set a precedent for future development with a S106
- Argues that the statement regarding increase in traffic and width of road is factually incorrect. And has provided a photo.
- Acknowledges that visibility spalyas are substandard, however this is not considered critical as Bratton Road is 20mph and there has been no record of accidents on this Road.
- Agent requests members to conduct a site visit.

Your officers have carefully considered this application, and whilst the applicant is now prepared to entre a S106 agreement to restrict the occupancy of the proposed bungalow, the proposal will still introduce a new pattern of development to the rear of Bratton Road. Members are reminded of the inspectors comments that:

*"the character of the areas behind the houses is of a quiet buffer zone between the farmland and the ribbon development. The unmade character of the access tract reflects its low usage only serving one house, High Field Lodge, and the rear of the appeal property and its neighbours. While Highfield Lodge has already affected the original character, it remains an isolated outpost in the wider back land space to the north of the access road/ footpath to Moor Farm. **The introduction of a further house, facing the track and reliant on it for access would begin to suggest a new pattern of development.... The addition of further houses either individually or as a row of frontage properties would cause a harmful intensification of development and change in character of this area.**"*

With regard highway safety, the Highways Engineer has had a further meeting with the applicant, however his objections remain unchanged. These are supported by the inspector's comments:

*"I consider that the access arrangements are inadequate to service further development. The unmade track leading to the appeal sits is only a branch of the paved private farm access. **The track is not, in my view, wide enough for two vehicles to pass.**"*

*"The junction of the farm access with Bratton Road suffers from poor visibility. Its layout would **not in my view comply with advice in the Manual for Streets**. Although Bratton Road is a cul-de-sac, there are a significant number of properties to the north of the junction. **I would consider that these would generate enough traffic to cause a risk to highway safety should the usage of the junction be increased.... Increased usage of the junction without modification... would not be desirable.**"*

Subsequently, it is considered that the proposal does not address the inspectors comments, and does not comply with local and national planning policies. In conclusion there is no change to the recommendation for **refusal** as set out in the original report.

\*\*\*\*\*  
\*\*\*

OBJECTIONS RECEIVED: Yes.

MAIN ISSUES: Residential amenity, highway safety, backland development.

PROPOSAL:

The proposal seeks outline consent for the erection of a detached bungalow to be used as retirement accommodation.

SITE & SURROUNDINGS:

The site is currently garden land to the rear of 9 Bratton Road, a modern detached dwelling forming part of a ribbon development at Bratton. The application site consists of the rear portion of the back garden measuring approximately 15.5 metres in width by 26.5 metres in length and would be accessed via an unmade single width track which abuts the western boundary of the development site and runs along the rear gardens of the eleven neighbouring properties and is off a track which serves Moors Farm and Moors Farm Cottage. The site is currently used as private amenity space; the applicant also owns a further piece of land measuring approximately 27m x 170m on the opposite side of the dirt track.

To the north of the development site amenity area associated with 8-10 Bratton Road is located. Immediately south of the development site a detached two storey dwelling is located fronting the access track. This has a relatively small rear garden which sits adjacent to the rear gardens of 11-14 Bratton Road. Amenity area for this dwelling fronts the dwelling, divided only by the access track.

Further west of the access track the urban boundary runs north to south as defined in the Wrekin Local Plan, segregating the development site to the open countryside. The area is considered semi rural, as per previous Inspector's decisions around the area.

**HISTORY:**

There has been a long history of refusals for backland residential development on this site and the neighbouring properties.

**Site specific:**

- Application W91/0539 for a 3 – 4 bed dwelling with alteration to the existing vehicular access to the rear of no.9 Bratton Road, refused on 24<sup>th</sup> September 1991. The proposal was considered contrary to the countryside policies of the Local Plan; visual intrusion into the open countryside, inadequate access, effect on residential amenities, and the setting of an undesirable precedent.
- PE/2005/0899 for residential development in his rear garden; the applicant was advised on 29<sup>th</sup> November 2005, that the proposal was unlikely to be supported on grounds of backland development, contrary to character, access, and land in open countryside.
- W2006/0265 for the erection of 1 retirement home, refused 21<sup>st</sup> April 2006; and dismissed at appeal on 11<sup>th</sup> September 2007 on the grounds of backland development, harmful intensification of the of development and change of character of the area; and inadequate access to the site having detrimental impact on highway safety.

**Surrounding area:**

- W89/1079- Full planning for a detached bungalow in the rear garden of 21 Bratton Road. In addition consent was granted under planning application W89/0921 for a further bungalow to the rear of the curtilage of no.21. This latter permission had access directly from the roadway leading to Moors Farm.
- W89/0661- Outline application refused for the erection of a four bed two storey dwelling in the rear garden of no.11 Bratton Road; this involved the formation of a long drive from the track to Moors Farm. The application was refused on the grounds of undesirable backland development, intrusion into the open countryside, inadequate access, loss of amenity and undesirable precedent.
- W89/0989- An identical planning application was subsequently approved by Members of the Plans Board contrary to Officer Recommendation. The same reasons for refusal stated for planning application W89/0661 were given.
- W2002/0294 for the erection of a dwelling in the rear garden of no.16 Bratton Road was refused on 9<sup>th</sup> May 2002. The proposal was considered inappropriate backland development, which would result in an unacceptable relationship with the adjoining development contrary to the character and appearance of the area. In addition the access was considered unsatisfactory and insufficient information regarding the proposed drainage of the site was submitted.
- W2005/0708 Outline application for the erection of a dwelling to the rear of no. 18 Bratton Road was approved on 15<sup>th</sup> November 2005. This application was considered acceptable as the plot had a frontage onto an existing access road. Therefore, it was not considered to be backland development. Furthermore, the Council's highway engineer had no objections to the proposal as it was considered that the proposal would not intensify this area which was currently used as parking, and parking for the existing dwelling was relocated to the front of No 18.

- W2005/1019 Outline application for the demolition of no.21 Bratton Road and the erection of five dwellings was approved on 28<sup>th</sup> February 2005. This proposal which is to be accessed from Bratton Road was considered acceptable and complied with both national and local policy.
- W2006/0401 and W2006/0421, for the erection of dwellings in the rear gardens of no.8 and no.10 Bratton Road, either side of this site; these were both refused on 9<sup>th</sup> May 2006 on the grounds of backland development and highway safety.

**POLICIES:**

Telford & Wrekin Core Strategy DPD 2007

CS1 Homes

CS15 Urban Design

Wrekin Local Plan 1995-2006 (Saved Policies)

UD2 Design Criteria

H6 Windfall development in Telford & Newport

National Policies

PPS1 Delivering Sustainable Development

PPS3 Housing

PPG13 Transport

**CONSULTATION RESPONSES:**

The Councils Highway Engineer has objected to the development on the grounds that the access leading to the site is substandard in that the junction it makes with Bratton Road has restricted visibility, and any intensification in its use would be of detriment to highway safety. Based on observed vehicle speeds of 20mph at the point where the private access meets Bratton Road, the visibility splays at this junction when following Manual for Streets guidance should be 2m x 25m. Due to third party land implications to the left of the junction this splay cannot be achieved. On site observations demonstrate that any exit manoeuvre from this junction is almost blind for the driver to vehicles approaching from the left. The actual measured visibility splay to the left is 2m x 2m which is significantly less than the Manual for Streets guidance. Bratton Road to the north of the junction serves in excess of 20 residential dwellings meaning there is notable traffic movements from this direction travelling south across the junction especially at an AM peak hour. The private access does serve a number of existing dwellings but it is considered that intensification in the use of this substandard access as a result of this application would be of detriment to highway safety and therefore a material consideration in the determination of this application. This is consistent with those comments made by the Planning Inspectorate regarding W2006/0265.

The Councils Drainage Engineer has raised no objections to the development subject to full drainage details to be submitted at the reserved matters stage. Furthermore development should be restricted to Greenfield runoff rates in line with the requirements of PPS25, such details should also be submitted at the reserved matters stage.

The Parish Council reiterates the fact that the property has already had a refusal for a similar development W2006/0265 was refused and subsequently appealed.

Three letters of objection have been received from two local residents on the grounds of:

- **Poor access:** Single track, unable to allow 2 cars to pass; poor state of repair – and significant hazard for anyone with disability; no material change since previous refusal and appeal decision; inadequate access for emergency vehicles; poor visibility; Inspector commented that normal max is 5 units for shared access. This will have more than 5 units on a private access which is longer than a normal private drive.
- **Set precedent for other developments:** as per adjacent applications which were refused at the same time as the appeal.
- **Loss of Privacy and impact of noise** for increased use of the areas to rear of private gardens.
- **Backland development:** detrimental to the essential character and appearance of the area; create new pattern of development; harmful intensification of the area
- **Inadequate design and access statement:** does not state how this will affect local people; lack of compliance with the Wrekin Local Plan; lack of consultation; inadequate access – does not address reasons for refusal.
- **Restriction on occupancy:** previously rose at the hearing, as there was no restriction on occupancy the house is a standard dwelling house.
- **Consideration of the application** following refusal and the dismissed appeal two years previous; appellant had chance to challenge the decision at High Court and chose not to pursue this. This is considered an attempt to circumvent the legitimate legal process.
- **History of other refusals** on this track in addition to this site.

One letter from a neighbouring property has been received raising no objections, but would not expect any repercussions regarding noise complaints regarding his workshop which has existed close to the site for the past 25 years.

Two letters of support have been received from local residents on the grounds of:

- The applicants health has deteriorated over recent months and is now in **need of increased care**; the proposal will enable the applicant to remain in Bratton amongst familiar surroundings, her family, friends and neighbours.
- Proposal will **provide needed housing** for the increasing over 65 population.
- Proposal **will not increase the amount of traffic or create additional noise**
- Subject to retention of existing hedge, proposal will not have detrimental impact on visual amenities or outlook to adjacent property.
- **Existing dwelling** already located on this track, this has not caused any problems due to its location.

PLANNING CONSIDERATIONS:

The previous application refused in 2006, and dismissed at appeal was refused for the following reasons:

1. The Local Planning Authority considers that the residential development in the rear garden of number 9 Bratton Road constitutes inappropriate backland development, and the subdivision of the existing curtilage would lead to an undesirable intensification to the detriment of the essential character and appearance of the area. Accordingly, the proposal is deemed contrary to Policies UD1, UD2 and H6 of the adopted Wrekin Local Plan 1995 – 2006.
2. The Local Planning Authority considers that the proposed development is inappropriate as the means of access off the unmade track is unacceptable due to its restricted width, construction and sub standard visibility; as such it is unsuitable to serve any further residential development, as it would be prejudicial to the safety of users of the track and the Public Highway. Accordingly, the proposal is deemed contrary to Policies UD2 and H6 of the adopted Wrekin Local Plan 1995 – 2006.

The application was subsequently dismissed at appeal, a copy of which can be found in the attached appendix.

There is no material change between the refused and the proposed application.

The site outlined for development has no formal allocation in the Wrekin Local Plan, and lies just within the built up Boundary of Telford as defined in the Wrekin Local Plan. The following policies were previously considered and remain relevant for this planning application:

PPS1 outlines that design must be appropriate in its context and should improve the character and quality of an area, and that if a development fails to achieve this, it should not be accepted.

PPS3 states that; Good design is fundamental to the development of high quality new housing, which contributes to the creation of sustainable, mixed communities. It continues by saying amongst other issues that, matters to consider when assessing design quality include the extent to which the proposed development:

- Is well integrated with, and complements, the neighbouring buildings and the local area more generally in terms of scale, density, layout and access.
- Creates, or enhances, a distinctive character that relates well to the surroundings and supports a sense of local pride and civic identity.

'Saved' policy H6 states that housing development will be permitted on land within the built up area, on sites less than 0.4hectares subject to meeting the following criteria:

- The site can be adequately accessed and parking provided;
- The site can be adequately drained;
- The site can be adequately remediated regarding issues of land stability and contamination;
- The proposal does not have an adverse impact on the local environment, especially in relationship with adjacent land uses; and
- The proposal shows a high quality of design.

'Saved' policy UD2 provides guidance to assess whether or not proposals are of an appropriate design quality and relate positively their context. The Council will assess it in relation to its scale, massing, form, density, orientation and layout, proportions, materials, landscape elements, access and spatial quality.

Since the date of the dismissed appeal additional policies contained within the Core Strategy have been adopted. Guidance contained in policy CS1 asserts that housing development will seek to provide every household in the Borough with an affordable, decent and appropriate home. CS15 states that development should positively influence the appearance of the local environment, strengthening local identity and projecting a positive image, reinforcing the Councils stance on Urban Design.

The Design and Access statement submitted with the application does not address the previous refusal reasons, nor the Inspectors comments. Alternatively it creates its case by describing the site, the surrounding area and its access. The statement asserts that there is a need by the applicant to build a retirement home for himself and his wife, whilst the dwelling will be occupied by the family of the applicant. The application has however been submitted as an outline application for a dwelling, with no reference to annex accommodation to the dwelling, having no connection to the main dwelling accessed separately and subdivided from the main dwelling. In line with the Inspector's comments whilst described as a retirement home, as there is no restriction on the type of occupancy, the dwelling is actually a dwelling house which can be sold on the open market when no longer required, and sold separately to No 9 Bratton Road. Consequently as the proposal has not materially changed since the last application, which was dismissed at appeal by the Planning Inspectorate, and both local and national planning policy not only remains the same but has been reinforced by the Core Strategy, there are no substantive issues to overcome the grounds of refusal.

Subsequently it is officers opinion, in line with the previous refused applications and the Inspectors decision that the proposal will have a detrimental impact on the 'semi rural' character of the surrounding area, introducing a new pattern of development, and setting a precedent for further development along this access track, causing harmful intensification of development and changing the character of this area. Furthermore the proposal will generate sufficient traffic to prejudice the highway safety of users on the grounds that the proposed access has inadequate visibility and is of considerable length which is one car width, with insufficient passing opportunities. Consequently the proposal is contrary to Local Planning Policies H6, UD2, and CS15, in addition to national planning policies PPS1, PPS3, and PPG13.

**RECOMMENDATION:** to REFUSE PLANNING PERMISSION for the following reasons:

1. The proposed development in the rear garden of No 9 Bratton Road will be located in a quiet buffer zone between farmland and the adjacent ribbon development of Bratton Road, subsequently the proposal will constitute as inappropriate backland development, creating a new pattern of development in this semi-rural area. Furthermore the proposal will set an adverse precedent for further development on this track, and would

cause a harmful intensification of development and detrimentally change the character of the area. Accordingly the proposal is contrary to 'saved' policies H6 and UD2 of the Wrekin Local Plan, CS15 of the Core strategy and guidance contained within national planning policy statements PPS1: Delivering Sustainable Development and PPS3: Housing.

2. The proposed development is inappropriate as the means of access off the unmade track is unacceptable due to its restrictive width, construction and substandard visibility; furthermore the existing private drive is currently used by five dwellings, the normal maximum allowed for use of a shared private access; subsequently the proposed intensification of use would prejudice the safety and freeflow of highway users. Accordingly the proposal is contrary to 'saved' policies H6 and UD2 of the Wrekin Local Plan, and guidance contained within national planning policy statements PPS3: Housing and PPG13: Transport.

---

Notes

Agenda Type : A

W2010/0016 Erection of a single storey extension to rear of existing school  
Newport Girls School, Wellington Road, Newport, Shropshire.  
Recommendation Code: FG A FG  
Ward: Newport West

APPLICANT:  
Telford & Wrekin Council

RECEIVED ON:  
11/01/10

PARISH  
Newport

WARD  
Newport West

CASE OFFICER:  
Elizabeth Attwood

OBJECTIONS RECEIVED: YES.

MAIN ISSUES: loss of playing field, character and appearance.

**SITE AND SURROUNDINGS:**

Newport Girls High School is located on Wellington Road, a main approach road into Newport, in a predominantly residential area, with a large modern estate to the north, and west boundaries, and further residential development to the east beyond Wellington Road, with Moorfield Primary School to the south. The school site is partly screened by trees, hedging and timber fencing.

The application site comprises a traditional school premises originally built around 1925 in a Queen Anne style which has been extended to the rear several times previously, in both a sympathetic and contemporary manner; car parking is to front and playing fields to rear. There are numerous demountable buildings located at the rear of the main school building.

**PROPOSAL:**

The proposed extension would be located to the rear of the school and would project off the south west corner of the existing building, looking towards the playing fields. It will provide improved permanent accommodation, including a music studio, modern languages suite and food technology and enable the removal of two of the existing demountable buildings.

**POLICIES:**

Wrekin Local Plan  
UD2 Design Criteria.

**Core Strategy:**

CS10 Community Facilities,  
CS15 Urban Design.

**National guidance:**

PPS1 Delivering Sustainable Development.  
PPS17 Planning for Open Space, Sport and Recreation.

**CONSULTATIONS:**

A site notice and 33 direct neighbour letters publicised the application; no comments or objections have been received.

Newport Town Council had not responded at the time of this report; any representations received will be reported to members at Plans Board.

Sport England has raised a statutory objection due to the loss of usable sports pitch.

#### PLANNING CONSIDERATIONS:

Policy UD2 provides guidance to assess whether or not proposals are of an appropriate design quality and relate positively to their context. It advises the Council to assess proposed development in relation to its scale, massing, form, density, orientation and layout, proportions, materials, landscape elements, access, parking and spatial quality.

Policy CS10 inter alia, asserts that new community facilities or improvements to existing community facilities to meet the needs of local residents will be supported.

Moreover, policy CS15, amongst other issues, states that development will assist in creating and sustaining safe places, positively influencing the appearance of the local environment.

National guidance contained in PPS1, asserts that development should be of high quality design, respond to local context and should reinforce local distinctiveness.

PPG17 acknowledges that open spaces, sport and recreation all underpin people's quality of life. In advance of an assessment of need, local authorities should give very careful consideration to any planning applications involving development on playing fields, where a robust assessment of need in accordance with this guidance has not been undertaken, planning permission for such developments should not be allowed unless:

- i. the proposed development is ancillary to the use of the site as a playing field (e.g. new changing rooms) and does not adversely affect the quantity or quality of pitches and their use;
- ii. the proposed development only affects land which is incapable of forming a playing pitch (or part of one);
- iii. the playing fields that would be lost as a result of the proposed development would be replaced by a playing field or fields of equivalent or better quantity and quality and in a suitable location;
- iv. the proposed development is for an outdoor or indoor sports facility of sufficient benefit to the development of sport to outweigh the loss of the playing field.

The proposed extension will be located at the rear of the building; the design is sympathetic to the 'original' style of the building and includes red brickwork detailing, dressed stone parapet cappings and a slate roof. This is considered appropriate and will screen a previous unsympathetic addition to the school, and as such accords with policies UD2, CS15 and PPS1. There are no nearby residential properties.

A permanent building will allow the removal of two of the demountable buildings which is considered an enhancement to the visual amenity of the area, and the

existing car parking arrangements are unaffected. The enhanced provision of these community facilities is therefore compliant with policy CS10.

The proposed extension will result in the loss of a small part of the playing field; however, the agent has advised that the area does not form part of a useable pitch due to the proximity of the existing demountable buildings and the topography of the site which is slightly sloping. Therefore, he considers that the loss will not be significant and adequate provision of external hard and soft sports pitches, including four tennis courts, three netball courts, three football/hockey pitches plus two smaller pitches, a long jump run up area and high jump sand pit is retained. In addition sufficient space is retained for a 100m running track and the 5 aside football pitch belonging to and adjacent Moorfield Primary School is available.

However, Sport England have raised a statutory objection. They do not agree with the agent's view that the school's sports pitch facilities would not be adversely affected by the proposed extension. Overhead images of the site indicate an athletics track can be, and has been, laid out on the playing field. The proposed extension would prevent this being laid out in the future. In addition, it would prevent the flexible use of the playing field to meet changing sporting needs and prevent the ability to rotate pitches to enable rest and recovery of heavily used grassed areas.

Sport England considers the area of the school's playing field between the main school building and the furthest end of the extension is significant in size. However, it is currently occupied by a number of temporary structures, which appear to have been sited without great regard to the adjacent playing field. Whilst there may be a demonstrable need for additional school accommodation, they conclude that an appropriate, comprehensive scheme could consider the replacement of all the temporary structures and deliver all the required provision in a far more efficient manner in terms of the impact on the playing field. As proposed, the extension would permanently sterilise a large section of playing field for sporting use.

In addition, the extension would also encroach up to 5m away from the edge of a playing pitch. Sport England have concerns over the compatibility to these two uses, in such proximity, with issues of noise from the sports pitch and potential damage to the building from balls etc. The ultimate concern is that sporting use of the playing field is curtailed due to the extension of the school's building.

In summary, Sport England continues to object to the application on the basis of an unjustified loss of playing field and the perceived potential damage to sporting activity at the site. With this in mind the proposed development in its current form is deemed contrary to PPG17.

Nevertheless, it is considered that the proposed development is an improvement to the facilities currently provided at the school; the proposed development is sympathetic to the original style of the school and therefore will have no adverse impact upon the character and appearance of the school or the wider landscape.

Therefore, providing the concerns raised by Sport England, over the loss of the area of playing field are satisfied and overcome then it is recommended that delegated

authority to the Head of Planning is given to grant planning permission subject to conditions.

RECOMMENDATION: Subject to Sport England withdrawing their objection with regards to the loss of an area of the sports pitch, delegated authority is given to the Head of planning to GRANT PLANNING PERMISSION subject to the following conditions:

1. A3 - Full with no reserved matters.
2. C120 - Compliance with amended plans.
3. B15 – samples of all external materials.
3. SIE22 - Informative - Conditions.
4. SIE26 - Informative - Reasons for the grant of planning permission.

#### REASONS FOR APPROVAL

The proposed development is considered to be acceptable and will have a positive impact on the amenity of the school and no adverse impact on the character and appearance of the school or the surrounding area. There will be no adverse impact upon the car parking provision or the residential amenity, and no useable sports pitch is lost.

---

Notes