

TWC/2015/0763

Land South West of Lodge Cottage, 1 Lodge Road, Donnington Wood, Telford, Shropshire

Outline application for the erection of 1no. dwelling with associated access with all other matters reserved

APPLICANT

, Mr A Hodson

RECEIVED

21/08/2015

PARISH

Donnington and Muxton

WARD

Muxton

OFFICER

Matthew Thomas

DONNINGTON & MUXTON PARISH COUNCIL HAVE REQUESTED THIS APPLICATION BE DETERMINED BY THE PLANNING COMMITTEE

OBJECTIONS RECEIVED: Yes

1.0 THE PROPOSAL

- 1.1 The proposal seeks outline consent including details of access for the erection of a detached dwelling and garage on land to the south-west of Lodge Cottage off Lodge Road in Donnington Wood. The indicative layout illustrates a detached dwelling with detached garage facing the adjacent single lane access. Access to the site would be via Lodge Road and an existing access would be utilised. On-site car parking and garden space is proposed.
- 1.2 Matters relating to appearance, layout, landscaping and scale would be dealt with at a later stage through Reserved Matters.
- 1.3 The application is accompanied by a Planning Statement and an Arboriculture Report.

2.0 SITE AND SURROUNDINGS

- 2.1 The application site is situated on the eastern side of Telford in an area known as Donnington Wood outside of the built up area of Telford & Wrekin, in the rural area. Immediately to the north-east of the site is a residential dwelling known as 1 Lodge Road. Approximately 80m to the west are the boundaries of the adjacent Scrap Yard with the Telford Equestrian Centre beyond. Further to the north-west of the site is a golf course/hotel complex and country park.
- 2.2 The site itself comprises a corner piece of land which forms part of a large area of agricultural land. The site has an existing access to the south-west and is enclosed by mature hedges and trees. Following a site visit, officers noted that the site had been subject to some ground clearance including the removal of a number of trees.

- 2.3 The site sits immediately against the junction of Granville Road and Lodge Road. Granville Road is accessed from the main B4373, Donnington Wood Way. Granville Road is some 800m long leaving the B4373, serves several varied using including the aforementioned Scrap Yard, Equestrian Centre, Donnington Wood Business Park and other residential uses.

3.0 RELEVANT PLANNING HISTORY

- 3.1 No planning history

4.0 PLANNING POLICY CONTEXT

- 4.1 Core Strategy:

CS1 Homes
CS7 Rural Area
CS15 Urban Design

- 4.2 Wrekin Local Plan:

UD2 Design Criteria
OL6 Open Land

- 4.3 National Planning Guidance:
National Planning Policy Framework

5.0 SUMMARY OF CONSULTATION RESPONSES

Standard consultation responses

- 5.1 Donnington & Muxton Parish Council: No Objection
- Concerns were raised regarding the unsuitability of the access road and the proposed site. The applicant has explained that this was a brownfield site and that the dwelling is for him and his family. The applicant has also stated that he maintains the road and hedges surrounding the site. Resolved to have no objection and the Parish Council wishes to call this application in for determination by Planning Committee
- 5.2 Highways: No Objection
- 5.3 Drainage: Support subject to conditions
- Details on sewerage tank and all associated downstream pipework to be submitted to and approved in writing by the Local Planning Authority
 - Soakaway tests and details of proposed locations
- 5.4 Arboriculture: Comment – if consent is afforded to the proposal the following conditions will be required:
- Arboricultural Method Statement
 - Tree Protective Fencing
- 5.5 Ecology: Comment – include following conditions/informatives:
- Erection of artificial nesting/roosting boxes
 - Lighting Plan

- Informatives – Nesting wild birds, Storage of materials, Trenches/Pipework

Neighbour consultation responses

- 5.6 Following neighbour consultation, 5 letters of objections were received and the issues raised have been summarised below:
- The site cannot comfortably accommodate the proposed dwelling with adequate access arrangements, parking facilities and private amenity space
 - The site is currently used to burn industrial waste
 - There is no brick building present and there has never been any brick building on the site. The brick rubble that is there is of the 200 tons plus of waste perhaps contaminated material tipped on this site about 5 years ago
 - Application site is adjacent to a functioning Scrap Yard and also adjacent to the base of Granville landfill site
 - Existing vehicular access to the site was only put in about 7 years ago and is inadequate to serve an additional dwelling
 - Previous loss of trees/hedges and local wildlife
 - Application site is outside of the built up boundary and there has been no justification submitted to allow otherwise
 - Proposals will further damage the environmental beauty, peace and tranquillity of Granville Country Park
 - Existing problems from flooding and concerns that the site would connect to the main public sewer
 - Previous vehicle accidents along Granville Road
 - Development would have an adverse impact on existing residents
 - Proposed development is contrary to the guidance of the NPPF
 - Application site is situated approximately 1 ½ miles away from the nearest bus stop and services
 - Development of any building on the site could be compromised by past mining activities
 - Area has the remains of several historical buildings of interest such as the old foundry at Granville Country Park and Lilleshall Abbey
- 5.7 Further to the above objections received, two petitions have been submitted to the Local Planning Authority with over 60 signatures opposing the proposed development

6.0 PLANNING CONSIDERATIONS

- 6.1 Having regard to the development plan policy and other material considerations including comments received during the consultation process, the planning application raises the following main issues:
- Principle of residential development
 - The impact on the character and appearance of the area
 - The impact on the living conditions of neighbours
 - Highway and Drainage considerations

Principle of housing at the site

- 6.2 Paragraph 12 of the National Planning Policy Framework (NPPF) states that development that accords with an up-to-date Local Plan should be approved, and development that conflicts should be refused unless other material considerations indicate otherwise. The framework advocates a presumption in favour of sustainable development and paragraph 14 the NPPF explains that for decision taking this means that where the development plan is absent, silent or relevant policies are out of date, planning permission should be granted for development unless:
- 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; or
 - specific policies in the NPPF indicates that development should be restricted
- 6.3 Paragraph 49 of the NPPF states that: 'Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.' On 20th March 2015 Telford and Wrekin Council issued a statement (Telford and Wrekin Five Year Housing Land Supply Statement 2014-2019) that the Council has identified a housing supply of 8.2 years therefore, existing planning policies for the supply of housing are not out-of-date by virtue of NPPF paragraph 49 and these provide the starting point for considering planning applications for residential development.
- 6.4 Policy CS7 of the Core Strategy states that within the rural area residential development will be focussed on the settlements of High Ercall, Tibberton and Waters Upton. Outside of these specified settlements development will be limited and within the countryside will be strictly controlled. Directing development to these three rural settlements, that offer rural residents a number of key local services and facilities, should help sustain rural communities. By focussing housing, employment, and service & facility development within these settlements, a pattern of development should be created that maximises the accessibility of services and facilities to rural residents, whilst reducing the need to travel by car and enhancing local identity and character.
- 6.5 Accordingly, given that the application seeks permission for a detached dwelling in a settlement which is not listed as being suitable for residential development, the proposal is considered to constitute residential development in the countryside and, as such, is contrary to the local development plan.
- 6.6 Notwithstanding the above, paragraph 49 of the NPPF does require that proposals are considered within the context of the presumption in favour of sustainable development. Paragraph 7 identifies three dimensions to sustainable development as follows:

- 6.7 An economic role: 'contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure'. The development is of a small scale and therefore will not have a significant value to the economy within the area to justify a deviation from policy.
- 6.8 A social role: 'supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being'. It is not considered that the site has convenient access to local facilities. The nearby shops and bus stops are approximately 1 ½ miles away from the site and therefore on balance, it is not considered that the site would be in a suitable location to meet the present and future needs of the occupants, without the need to rely on travel by car.
- 6.9 An environmental role: 'contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy'. It is considered that the proposal neither protects nor enhances the natural or built environment. It will result in the loss of an area of open space which abuts a wider area of agricultural land which serves as an area of open land within the street scene to break up existing and established developments - this is discussed later in the report. There is no indication of any innovative measures to reduce the carbon footprint of the proposed dwelling.
- 6.10 Finally, paragraph 55 of the NPPF reinforces that sustainable development within the rural area should be supported, but states new isolated homes in the countryside should be avoided unless there are special circumstances. These include the essential need for an agricultural worker to live permanently in the area; where the development would result in enabling development for, or the viable use of a heritage asset; the re-use of redundant or disused buildings; or would be of an exceptional quality or innovative nature of design. In this case it is not considered that the proposal would meet any of the exceptions.
- 6.11 It is therefore considered that the principle of the development in this location cannot be supported as it would be contrary to guidance within the NPPF and also Policy CS7 of the Core Strategy.

The impact on the character and appearance of the area

- 6.12 The layout is only indicative at this stage and demonstrates a detached dwelling with detached garage building with an access to be provided to the south-east of the site. The site is slightly elevated. Whilst it is considered that a detached dwelling could be accommodated on the site, the siting and

design of the dwelling could be improved to better reflect the more varied design and position of dwellings in the vicinity. This, however, could be addressed at the reserved matters stage against the requirements of policies UD2 and CS15.

- 6.13 Whilst a detached property, of a revised design and layout, could be accommodated it is considered that the openness of the site currently offers relief to the built development within the immediate vicinity. Policy OL6 of the Local Plan and CS11 of the Core Strategy require that areas of important incidental open land which contribute to the character and amenity of the area should be protected and enhanced.
- 6.14 Therefore whilst the site may be of sufficient size to accommodate the proposed development, the loss of an area of open land in this location within the open countryside cannot be supported. Furthermore, the development of the land would also result in the increase of urban sprawl.

The impact on the living conditions of neighbours

- 6.15 The closest neighbouring property would be 'Lodge Cottage' which stands approximately 25m away from the indicative layout of the proposed dwelling. Approximately 80m to the west are the boundaries of the adjacent Scrap Yard with the Telford Equestrian Centre beyond.
- 6.16 With an appropriate condition relating to means of enclosure to the adjacent gardens it is not considered that the proposal would have a harmful effect on the amenities of the neighbouring occupants through loss of light, overlooking, the creation of overbearing structures or noise and disturbance from vehicle movements.

Highways & Drainage Considerations

- 6.17 The site will utilise the existing access to the south-west. This single track will provide access to the property where a detached garage is proposed together with ample on-site parking. Despite the rather poor condition of Lodge Road, given the small scale of the development proposed the Local Highways Authority have raised no objections to the proposed development.
- 6.18 Similarly, whilst some objectors have raised concerns regarding the drainage feasibility of the site, the Council's Drainage Engineers have raised no objections subject to conditions requiring further ground investigations.

7.0 CONCLUSIONS

- 7.1 In conclusion, it is considered that the development within the open countryside, outside of the three key identified settlements within Policy CS7, would be inappropriate and contrary to policy. It would also fail to meet the sustainability tests of the NPPF, meaning the development would not be a sustainable form of development that would meet the current and future needs of the occupants. Furthermore it would result in the loss of incidental

open space that is important to the character of the area serving as relief to existing and established developments within the vicinity. There would be no impact, subject to conditions, on the living conditions of neighbours or on highway safety. Notwithstanding this, the application cannot be supported as it would be contrary to the guidance within the NPPF and local policy and there are no material considerations to justify a departure from policy.

8.0 RECOMMENDATION

8.1 Based on the conclusions above, it is recommended to **REFUSE PLANNING PERMISSION** for the following reason:

1. The Local Planning Authority considers that the proposal represents an unsustainable form of development within the open countryside, where development should be focussed on the identified settlements of High Ercall, Tibberton and Waters Upton, limited within the rural area and within the open countryside strictly controlled. It would also result in the loss of an area of important incidental open land which contributes to the character of the area. Accordingly the proposal is contrary to the National Planning Policy Framework, Core Strategy policies CS1, CS7 and CS11 and policy OL6 of the Wrekin Local Plan.