

TWC/2018/0744

Land rear of Provosts House 44, Provost Mews 46 & The Old Stables, High Street, Edgmond, Newport, Shropshire

Erection of 3no. detached dwellings with associated garages and access

APPLICANT

Andrew Green

RECEIVED

10/09/2018

PARISH

Edgmond

WARD

Edgmond and Ercall Magna

EDGMOND PARISH COUNCIL HAS REQUESTED THAT THIS APPLICATION BE DETERMINED BY MEMBERS OF THE PLANNING COMMITTEE

1.0 Summary Recommendation

1.1 Grant Permission subject to conditions

2.0 Application Site

- 2.1 Edgmond is located towards the north east of the borough and approximately 2.4 kms to the west of the market town of Newport. The village of Edgmond is within the rural area and the application site is located at the southern end of the village.
- 2.2 The village contains a number of facilities including a shop and post office, two public houses, a primary school and a pre-school, a church and a village hall and sports pitch. The closest bus stop to the site is adjacent to the Lion Inn Public House, approximately 1km from the application site and offers frequent connections to Shrewsbury and Newport.
- 2.3 Provosts House, a Grade II* listed building, Provost Mews and The Old Stables, all of which are in residential use, are located to the north east of the site. The application site is also located within the Edgmond Conservation Area. The site currently forms part of a larger area of land that was last used for horse grazing and is in the same ownership as Provost Mews.
- 2.4 There is a farm to the south of the site (Forge Farm) on the opposite side of Birchmoor Lane, and this road forms part of the southern boundary of the site. Edgmond Hall residential care home is situated to the east of the site and the houses at Nos. 43 to 47 High Street are located to the south, on the opposite side of High Street that forms the south eastern boundary of the site.
- 2.5 A footpath runs along the western boundary that links the site to the village (the distance from the southern edge of the site to Stackyard Lane is approximately 560 metres). There is no footpath from the application site along the length of High Street, leading in the direction of the village, until just after the entrance to the Edgmond St Peter's Church.

- 2.6 The site is stepped up from the southern boundary and a sandstone wall separates the site from High Street and the first section of Birchmoor Lane. The land then slopes up to the north of the site with an overall change in levels of approximately 10 metres. The site is relatively open however there are a number of trees to the perimeter of the site, a number of which are protected by Tree Preservation Orders, including some on the Birchmoor Lane frontage to the east of the proposed access.

3.0 Application Details

- 3.1 The application proposes 3no. detached, two storey dwellings, each having a detached garage, on land to the southwest of Provost's House in Edgmond. A new access is to be created to the south from Birchmoor Lane. This application has been submitted following the refusal of a previous planning application on the site in 2015 for the erection of 6no. detached dwellings and 3no. terraced dwellings (reference TWC/2014/1132). The applicant has also engaged in pre-application discussions with the Council.
- 3.2 The application site measures approximately 0.66ha with the proposed development amounting to a density of approximately 4.5 dwellings per hectare. All three dwellings and garages have been individually designed to incorporate design features and materials to reflect local vernacular.
- 3.3 A landscaping plan and supporting arboricultural information has been submitted which identifies which trees are to be removed to accommodate the proposed development and proposals for their replacement. The sandstone wall which runs along a section of the southern boundary is to be retained.

4.0 Relevant Policy Documents

- 4.1 National Planning Policy Framework (NPPF)
- 4.2 The Development Plan:
Telford & Wrekin Local Plan (2011-2031)
Edgmond Neighbourhood Plan (2018)

5.0 Publicity (Summarised)

- 5.1 Following neighbour consultation, 76 letters of objection have been received from 54 addresses. 21 letters of support have been received from 18 addresses. The issues raised have been summarised below:

Objections

- Application is contrary to the Edgmond Neighbourhood Plan (2018)
- Proposal would harm the character, appearance and setting of the Edgmond Conservation Area
- Adverse impact on nearby Grade I and Grade II* Listed Buildings

- If allowed, a precedent will be set for similar forms of development within the village – in particular within the Conservation Area
- Potential adverse impact on vehicular and pedestrian safety
- Application site cannot be considered as a suitable 'in-fill' site
- Development is out of keeping with the character of this rural village
- Detrimental impact on the visual appearance of the area in particular the approach to the village from the south-west
- Adverse impact/loss of trees which contribute to the amenity of the area
- Damage to local wildlife/habitats
- Application site is outside the built up area of the village
- Site is not close to public transport routes/unsustainable
- Application does not fully address the previous reasons for refusal
- The need for this type of development in Edgmond has not been demonstrated – no demand for large executive style housing
- Inadequate infrastructure to accommodate the proposed development
- Site is in close proximity to a working farm (Forge Farm) and the proposal will undermine / compromise this existing use as a result of noise/smells
- Housing targets for Telford & Wrekin Council have already been fulfilled
- Local schools are full and unable to meet increased demands for places
- Sewage/drainage systems are already at maximum capacity and unable to accommodate any additional dwellings
- HGV's will cause considerable harm to the village and will not easily be able to access the site
- Prominence of proposed dwellings will harm the village/Conservation Area
- Harm to archaeological value of the site
- Large scale developments in Newport (over 1000 new homes) – there is no identified need for additional housing of this type in Edgmond
- Existing properties on the market cannot be sold therefore why are new houses being proposed
- Proposal will not deliver affordable housing
- Planting of trees will not guarantee natural screening of the development and can be removed at any time whereas buildings are permanent
- Inadequate access for emergency vehicles
- Other more appropriate sites within the village for this type of development
- Loss of rural greenfield site
- Nothing has changed since previous refusal to warrant a different decision
- Existing access to Birchmoor Lane is hazardous with inadequate visibility splays and proposal will only exacerbate traffic congestion
- Proposal will not bring any benefits for the village/community
- Significant harm to experience and enjoyment of the Conservation Area
- Concern regarding inaccuracies in submitted plans/drawings
- No exceptional circumstances to justify provision of new housing in this location

Support

- Edgmond Neighbourhood Plan supports sustainable development in limited in-fill sites
- Application site is surrounded by existing developments and can therefore be described as suitable in-fill
- Development is needed to support local services in the village
- Small scale development, sensitively designed and suitable for location – will increase desirability of the area
- Proposal will have limited impact on the character and appearance of the village and setting of the Conservation Area
- Opportunity to ensure the site is preserved against any future development proposals by more aggressive developers
- Paddock has no amenity value to the community – quite unlike all other open space in the Conservation Area
- Adequate buffer zones between proposed dwellings and nearby Listed Buildings to ensure they are not harmed by the proposals
- Cannot set a precedent for similar types of development as all applications are determined on their own merits
- Previous reasons for refusal have been satisfactorily addressed
- Site is not suitable for starter homes/smaller house types given its location and setting
- Existing farm buildings will screen the majority of the proposal
- Site will be landscaped sensitively with the existing sandstone wall being retained and planting of additional trees
- Support tree/ecology reports confirm there will be no adverse impact on local wildlife/protected trees
- Development will not be obtrusive and character and appearance of Conservation Area will not be significantly affected
- This is a small scale development which will have no significant impact on highway safety
- Proposal represents a sustainable form of development
- New houses to be built at lowest part of the site and will not affect nearby Listed Buildings
- Adequate justification through submission of comprehensive supporting documentation
- Not maximising profit but instead delivering a considerate development

6.0 Consultees (Summarised)

6.1 Edgmond Parish Council: Object

- The application is contrary to the Edgmond Neighbourhood Plan, the Telford & Wrekin Local Plan and the National Planning Policy Framework.
- The Parish Council does not consider the application site to be an appropriate infill site. The proposed development will have a significant detrimental effect on the village and will fail to preserve or enhance the Conservation Area and nearby Listed Buildings.

6.2 Highways: Support subject to conditions

6.3 Drainage: Support subject to conditions

6.4 Historic England: Comment

- With regard to the Grade II* Listed Building (Provost's House), as part of pre-application discussions, HE recommended that further clarification be provided regarding the historic relationship between the application site and Provost's House, and the impact that the proposals could have on principal views from the listed building. HE are therefore pleased that this has now been addressed within the accompanying Heritage Impact Assessment. From the information provided it would appear that the relationship of the site to the house was of a more incidental nature, rather than part of the immediate domestic curtilage or formal garden setting. As such, although the site makes a general contribution to the setting of Provost's House, this is not to the extent initially envisaged. The current scheme has been reduced from nine to three dwellings and these have been orientated so as to try to reduce their visual impact when viewed from the elevated position of Provost's House.
- With regard to the Conservation Area, the application site has for many years remained undeveloped, and in land use terms is a transition from the more dense settlement pattern of the village, to the more rural land form beyond. However, the perception and experience of the 'openness' of the site, and its direct contribution to the conservation area, is moderated by the existing stone wall and high hedgerow, and in longer views by surrounding buildings and structures. As such, whilst the proposed properties would indeed be visible within the street scene and the wider landscape, HE considers that these factors would reduce their overall impact on the character of the conservation area.
- Conclusion - HE considers that the proposals will lead to less than substantial harm to the significance of the Grade II* Provost House and the Edgmond Conservation Area. If the Council is minded to support the proposal, conditions relating to materials, finishes and architectural details should be secured to ensure the highest quality of design and execution.

6.5 Built Heritage Conservation: Comment

- After an initial over developed scheme of 9 dwellings in 2015, the current application has now been considerably reduced to a more modest 3 units. There is no historical association between Provost House and the development site, although the site makes a contribution to the assets wider setting. However, it is not integral to its significance.
- The placement of the dwellings and use of topography reduce the visual impact considerably which is evidenced in the supporting Views & Vistas document. The pattern of development in this part of the Conservation Area is much less dense and more rural being on the fringe of the village, still retaining the vernacular landscaped boundary treatments and sandstone walls. The proposed development site has both of these which

are to be retained which is supported to ensure the rural character and quality of the Conservation Area is preserved.

- Due to the sloping nature of the site, the top (towards Provost's House) remains visible and retains its sense of openness, however the development has been located towards the bottom of the slope which is already fairly well screened by existing vegetation and is often somewhat obscured by existing buildings. It is evident that rooftops would be visible between any existing or additional planting however the general close and long ranging views and the character upon the approach into the village would not be extensively compromised.
- The houses themselves have been sensitively designed, and have taken into consideration characterful design cues from the local vernacular which is advised in the PPG as a way to mitigate any potential harm to the significance of the heritage assets.

6.6 Archaeology: Condition programme of archaeological works

6.7 Arboriculture: Support subject to conditions

6.8 Ecology: Support subject to conditions

6.9 Shropshire Fire Service: Include Fire Authority informative

7.0 Appraisal

7.1 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 development
- Design, appearance and Impact on Heritage Assets
- Residential Amenity
- Other constraints – Highways, Ecology, Trees

Principle of development

7.2 Policy HO10 of the Telford & Wrekin Local Plan (TWLP) acknowledges Edgmond as a suitable settlement for development where the Council will 'support a limited amount of infill housing'. Outside of these settlements development will be limited. By focussing housing, employment, service and facilities 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.

7.3 The application site is located close to the core of the village which offers a variety of services and facilities within close proximity; as follows:

- St Peter's Church – 250m
- St Peter's CofE Primary School – 600m
- Edgmond Village Stores – 600m
- Edgmond Village Hall – 900m
- 2 PH's/Restaurants – 800m/1km
- Harper Adams University – 1.2km

- 7.4 The closest bus stop is located at the Edgmond Lion PH, situated 800m north-east of the site. The Arriva 519 service between Newport and Shrewsbury operates every 2 hours Monday to Friday between approximately 7am and 6:30pm. Although it is understood Arriva may be looking to discontinue this service unless additional subsidy is provided. This in itself would not render the scheme unsustainable. The Wrekin Rider (19 service) between Newport, Tibberton and Edgmond also supports the main Arriva service.
- 7.5 There are existing developments to the north and east of the site accessed off High Street and to the south and west accessed off Birchmoor Lane. Taking the above factors in to consideration together with the scale of development proposed, the Local Planning Authority (LPA) considers the proposal for 3 detached dwellings on this piece of land to constitute an appropriate form of limited 'infill' development as supported by policy HO10 of the TWLP.

Design, Appearance & Impact on Heritage Assets

- 7.6 The application site is located within the Edgmond Conservation Area and is also adjacent to Provosts House, a former rectory with 14th Century origins (Grade II*). As the application affects a listed building there is a statutory requirement to have special regard to the desirability of preserving the building, its setting and any features of special interest under Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990. There is also a statutory requirement under Section 72 of the aforementioned Act to pay special attention to the desirability of preserving or enhancing the character or appearance of the Conservation Area.
- 7.7 It is a core planning principle of the NPPF to conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations (para.184 NPPF). When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification (para.194, NPPF).
- 7.8 Section 12 of the NPPF focusses on achieving well-designed places to ensure that developments will function well and add to the overall quality of the area; establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places; respond to local character and history, and

reflect the identity of local surroundings and materials; and be visually attractive as a result of good architecture and appropriate landscaping.

- 7.9 Both the Council's Conservation Officer and Historic England (HE) were consulted on the proposed development. In their consultation response HE refer to section 12 of the NPPF, as mentioned above, together with section 16; highlighting the need to fully understand the significance of a heritage asset and to assess the impact, and potential harm, of new development.
- 7.10 With regard to the potential impact of the proposed development on the Grade II* Listed Building, whilst the site makes a contribution to the assets' wider setting, there is no historical association between Provost's House and the application site and the dwellings have been orientated so as to reduce their visual impact when viewed from the elevated position of Provost's House. The site is therefore considered to be more incidental in nature as opposed to being part of the immediate domestic curtilage or formal garden setting of the Listed Building. Accordingly the current scheme for 3 dwellings will result in less than substantial harm to its significance which must be weighed against the benefits of the scheme.
- 7.11 With regards to the potential impact of the proposal on the Edgmond Conservation Area, it is acknowledged that the site has for many years remained undeveloped and does, to some extent, contribute to the overall character of this less dense part of the village. The LPA also appreciates that elements of the dwellings would be visible from both within, and from the approach to, the conservation area. Nevertheless, a significant proportion of the proposed development will be screened by the existing sandstone wall, existing mature trees and vegetation.
- 7.12 The presence of sandstone walls are a key feature to the character of the Conservation Area. The proposed plans show that this wall would be retained and extended into the site. Whilst some tree and vegetation clearance will be required to accommodate the proposed development, the applicant is proposing to enhance the existing tree plantation to further reduce the overall impact of the proposal on the Conservation Area.
- 7.13 As stated above the application site is located within the Edgmond Conservation Area and consideration must be given to the impact of the development on the character and appearance of the Conservation Area. The characteristic building type within the village is a more modest two storey cottage of the mid/late 19th Century, although there are 17th Century timber framed examples as well as 20th Century infill. When considering the scale, form, massing, materials and design of the three dwellings, the LPA is satisfied that the proposal reinforces the local distinctiveness of Edgmond.
- 7.14 The proposal will deliver social, economic and environmental benefits. The amended scheme (reduced from 9 dwellings to 3) will preclude any further development and the green wedge of the higher ground between the application site and Provost's House will be preserved. The 3 houses will be family homes which will bring an additional 3 families into the community of

Edgmond which in turn will help sustain and protect the vital community services and facilities, including the school, church, village shop and post office. A robust landscaping scheme is proposed which includes high quality hedging and additional Scots Pine 'skyline' trees, which in the fullness of time will add to the quality of the Edgmond skyline when viewed from the south.

- 7.15 Accordingly and in line with the findings of Historic England, the proposed development will lead to less than substantial harm to the significance of the Edgmond Conservation Area which are outweighed by the overall benefits and conditions relating to materials, finishes and architectural details will be applied to ensure the highest quality of design and execution.

Residential Amenity

- 7.16 The proposed site layout plan shows that each plot has generous garden space ranging from approximately 1500sqm for plot 1 and 500sqm for plot 2. Given the large size of the plots and together with the siting of detached garages and suitable boundary treatments, there would not be any significant degree of overlooking between the proposed houses.
- 7.17 Concern has been raised in the representations received that the close proximity of the houses to the existing Forge Farm (to the south of the site on the opposite side of Birchmoor Lane) would result in a detrimental impact on the amenities of the potential future occupiers of the proposed houses. The nearest of the three dwellings (Plot 1) will be a minimum of 21m away and a landscaped buffer is proposed between that house and the site's southern boundary. Whilst there may be a degree of noise and odour associated with the farm this is a rural location and other dwellings are currently located in close proximity to the farm and there is no suggestion that the relationship has a detrimental impact on the living standards of the occupiers of those houses.
- 7.18 The separation distance between the rear of Provosts House and Provosts Mews to the application site, in excess of 50 metres, would ensure that there is not a detrimental impact on the amenities of the occupiers of these neighbouring dwellings. An objection has been raised about the impact of the development on the amenities of the occupiers of The Old Stables (located adjacent to Provost Mews) however the separation distance between the existing house and the side of the dwelling at Plot 3 would be in excess of 45 metres. A landscape buffer zone is also proposed between the properties and whilst the development would result in a change in the outlook from the rear of The Old Stables it is not considered that the change would be to such an extent that would justify the refusal of the planning application.
- 7.19 Having considered the proposals against relevant planning policies, the LPA is satisfied that the proposed development would be acceptable in terms of the living conditions of the proposed houses and on the impact on the living conditions of the occupiers of existing properties. In addition, the proposal would not prejudice or undermine existing surrounding uses as safeguarded against in T&WLP policy BE1 and the NPPF (paragraph 182).

Highways

- 7.20 As stated above the proposal includes the provision of a singular vehicular access point from Birchmoor Lane approximately 25 metres from the junction with High Street. Birchmoor Lane is a narrow road that provides access to Forge Farm and to the fields and limited number of houses to the west. It is proposed to widen a section of Birchmoor Lane between the site access and High Street to a width of 4.5 metres from its current width of circa 3.4 metres.
- 7.21 The Council's Highways Officers have assessed the proposals and have not raised any objections subject to the imposition of conditions to ensure that further details of the proposed works are submitted prior to the commencement of the development and to ensure that visibility splays are provided and the gradient of the access is acceptable.
- 7.22 Concern has been raised about the lack of a footpath along High Street linking the site to the centre of the Village. Edgmond is a rural settlement and although there are a number of footpaths running alongside High Street and the areas of the village with more modern developments there are also a number of roads that do not have footpath links into the centre of the village. The occupiers of properties along lengths of Shrewsbury Road, Newport Road and School Road would need to walk within the highway in order to visit the centre of the village on foot.
- 7.23 There are two Definitive Rights of Way (PRoW) adjacent to the site. Birchmoor Lane is classified as a road used as a public footpath and there is an additional footpath that links Birchmoor Lane to Pipers Lane that runs along the north western boundary of the application site. This footpath would provide an alternative pedestrian link to the centre of the village that would not involve walking within the carriageway of High Street.

Ecology

- 7.24 An Ecological Appraisal was undertaken in January 2018. This concludes that the proposal would not result in a detrimental impact on important habitats or on Bats, Birds or Great Crested Newts. The Survey has been considered by the Council's Ecologist who raises no objections subject to conditions requiring the provision of bat and bird boxes, a detailed landscaping plan and a lighting plan. The Council's Ecologist has also confirmed that there will be no likely significant effect and no effect on the integrity of the European Designated Site at Aqualate Mere Midland Meres and Mosses Ramsar Phase 2.

Trees

- 7.25 An Arboricultural Report was carried out in June 2018 and identifies three Tree Preservation Orders (TPO) – two of which protect two Scots Pine located close to the southern boundary to the High Street and a group TPO protects four Scots Pines and five Elm. Of the trees listed in the group TPO, only one Scots Pine and one dying Elm remain and these are located near to

the junction of Birchmoor Lane and the High Street. None of the TPO'd trees are affected by the proposed development.

- 7.26 The report identifies trees not subject to preservation orders that are to be removed to accommodate the proposed development. Importantly, the report confirms that 'the proposals do not remove any significant trees'. For the trees to be retained, a method statement for their protection is included in the report. The Council's Tree Officer has considered the supporting documentation and offers support for the proposals subject to the inclusion of conditions relating to tree protection, tree replacement and general landscaping of the site.

8.0 Conclusion

- 8.1 The application site is located within the settlement of Edgmond, one of the villages identified in the TWLP as suitable for growth, and can be described as an appropriate infill site suitable to accommodate a limited amount of development. Edgmond has a number of sustainable credentials with a regular bus service connecting the village to Newport and Shrewsbury together with a range of local services and facilities. The Local Planning Authority considers this modest proposal for 3 dwellings to represent a sustainable form of development and therefore supports the principle of development.
- 8.2 The site is located within the Edgmond Conservation Area and within close proximity to a Grade II* Listed Building known as Provost's House. The proposal has evolved following pre-application discussions with the Council and Heritage England. A suite of comprehensive supporting documentation accompanies this application which demonstrates that the proposal can be delivered on site without resulting in substantial harm to the Conservation Area or nearby Listed Building. The Council's Conservation Officer and Historic England are supportive of the proposals subject to the inclusion of conditions to ensure the highest quality of design and execution.
- 8.3 Whilst it is acknowledged that elements of the dwellings will be visible from both within, and from the approach to, the conservation area, a significant proportion of the proposed development will be screened by the existing sandstone wall, existing mature trees and vegetation. Considering the scale and layout of the proposals there will be no significant impact on the living conditions of nearby neighbouring properties and the development of the site will not undermine adjacent land uses.
- 8.4 Subject to the inclusion of conditions, the site can be suitably accessed without prejudicing vehicular or pedestrian safety. Similarly, the accompanying ecology and arboricultural reports confirm that the development will not harm any protected species or trees and the conditions requested by Council officers will be duly applied to the decision notice.

9.0 Detail Recommendation

9.1 Based on the above conclusions it is recommended that application reference TWC/2018/0744 be granted subject to the following conditions:

Conditions

- Time Limit – Full
- Samples of materials including brick panel
- Details of exterior services
- Details of windows and doors
- Access drive – bound material
- Visibility Splays (2.4m x 33m)
- Off-site highway works
- Parking, Loading, Unloading & Turning
- Gradient of access
- PRow improvement scheme
- On-site Construction Plan
- Foul & Surface water drainage scheme
- Programme of Archaeological work
- Landscaping Design
- Tree Protection
- Tree Replacements
- Soil Levels
- Nesting/Roosting boxes
- External Lighting Plan
- Works in accordance with protected species survey
- Works in accordance with submitted plans
- Removal of permitted development rights