

# TELFORD & WREKIN COUNCIL

## PLANS BOARD

12<sup>th</sup> December 2012

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TWC/2011/0292

Land adjacent to Woodhouse Farm, Granville Road, Donnington Wood, Telford, Shropshire

Construction and Operation of a 64,000 tonne per annum In Vessel Composting Facility with Windrow Composting (fully enclosed) to compost and recycle Shropshire's organic non-hazardous waste (52,000 tonnes per annum) and Telford & Wrekin's Organic Waste (12,000 tonnes per annum) with associated upgraded improvements (Granville Road) and landscaping

**APPLICANT**

Veolia Environmental Services (UK) PLC

**RECEIVED**

11/04/2011

**PARISH**

Lilleshall, Donnington and Muxton

**WARD**

Muxton

**OBJECTIONS RECEIVED:** Yes

**MAIN ISSUES:**

Environmental health, ecology, need, alternative sites, access/road route, landscape and leisure/recreation/sport.

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**A. OFFICERS REPORT**

**1. BACKGROUND**

- 1.1 Members of Plans Board that met on 24<sup>th</sup> October 2012 received an Officer's Report recommending that they have a site visit on the 29<sup>th</sup> November, 2012 prior to them determining the planning application later in the evening (the site visit and determination of this planning application has subsequently been delayed until 12<sup>th</sup> December, 2012). The recommendation was accepted. The October 2012 report was solely descriptive of the original submitted proposals. The present report is for Members to determine the application, which includes any amendments to the original proposals, additional supplementary reports, consideration of Veolia's comments on the summary of the proposals in the Officers Report of October, 2012, consultee comments, discussion of the material planning considerations, plans and an Officer's recommendation.

## 2. THE PROPOSAL

- 2.1 Veolia Environmental Services (UK) PLC propose to construct a fully enclosed In-Vessel Composting (IVC) facility with access road improvements at Woodhouse Farm, Redhill, near Telford.
- 2.2 The proposed facility would process up to 64,000 tonnes per annum of source segregated kitchen waste (food waste), garden green waste and cardboard from housing. It is anticipated that this waste would be predominantly from Shropshire (52,000 tonnes) with the possibility of the remaining coming from other local communities (12,000 tonnes).
- 2.3 The process description is summarised in 3.1 of the Volume 1 of the Environmental Statement, which is quoted verbatim:
- 2.4 “The fully enclosed plant will have the capacity to compost 64,000 tonnes per annum of feedstock which comprises green waste, kitchen waste (food) and cardboard.”
- 2.5 “These three waste types will be transported into the site principally for the Shropshire waste by artics carrying approximately 21 tonnes, as this waste will be transfer loaded from Waste Transfer Stations and Household Recycling Centres throughout Shropshire.”
- 2.6 “The majority of the potential Telford & Wrekin waste will be direct delivered by refuse collection vehicles (RCVs) carrying approximately 7.5 tonnes. Upon arrival each vehicle will be weighed at the weighbridge (Volume 2 drawings). Organic Waste will be unloaded inside the waste reception building whilst cardboard waste arising will be unloaded in a separate adjoining building. The doors into the waste reception building and cardboard building respectively are only opened to admit the vehicle and when the vehicles leaves the building.”
- 2.7 “They will remain closed during the unloading cycle.”
- 2.8 “The waste is loaded into a shredder and mixed before being loaded into the stage 1 composting tunnel by a front end loader. Once a tunnel is filled to capacity, it is sealed and the composting mass will be aerated and watered as required to ensure that the process remains aerobic and runs as efficiently as possible. The air in the waste reception building is extracted and exhausted to biofilter at a rate of 2,5 air changes per hour.”
- 2.9 “After approximately one week the tunnel is unloaded and the composting mass is transferred into a stage 2 composting tunnel by a front end loader. Here it is composted under forced aeration once again for another week. during this time approximately 5% of the air circulated under forced aeration once again for another week. During this time approximately 5% of the air circulated is replaced with fresh

air and the air removed is exhausted through the biofilter and then the associated stacks. This ensures that the air pressure inside the tunnels remains at a slight vacuum to prevent odours escaping (finer details are discussed further in Chapter 6 Air Quality Volume 3).”

- 2.10 “When the tunnel doors are opened the exhaust fan is automatically run at maximum speed to minimise the intrusion of air from the tunnels into either the waste reception building or into the transfer tunnel. The air is exhausted to the biofilter and then finally to the associated stacks.”
- 2.11 “From the stage 2 tunnels the compost is transferred into the aeration area of the maturation hall. Here it remains for three weeks. During this time air is extracted through the compost at a rate of two air changes per hour. In addition air is extracted from the building at a rate of two air changes per hour.”
- 2.12 “After a three week period the compost is transferred to the maturation area (fully enclosed), where it will mature without forced aeration of any kind for approximately a further three weeks. Air is extracted from the building at a rate of two air changes per hour. All air from the maturation hall is exhausted to the biofilter and then finally to the associated tracks.”
- 2.13 “After this period the compost is transferred to the fully enclosed storage area or straight into the sifting shed. The building has no ventilation and its purpose is to allow compost that has been stored in the open to dry out and sifted for distribution. At this stage the compost emit no odour.”
- 2.14 “In parallel with above, green waste is also received into the green waste aeration area. Here it is shredded and laid into Green Waste Aeration bays for four weeks. During this time air is extracted through the green waste at a rate of 2 air changes per hour.”
- 2.15 “After about four weeks the green composting mass is transferred to the maturation area for another four weeks, where it will compost without forced aeration. Once this stage is complete it will be stored and sifted the same as the IVC compost.”
- 2.16 “All air extracted from the roof and floor of the maturation hall is extracted to the biofilter and then finally the two associated stacks.”
- 2.17 Site operating hours (delivery and departing vehicles) will be:

0800 – 1700 Monday to Friday  
0800 – 1300 Saturdays

There will be no site operations on Sundays, or Bank Holidays.

No deliveries shall take place on Sunday or Bank Holidays unless agreed with the Local Planning Authority.

2.18 For vehicle movements: “It is anticipated that HGV movements will take place between 08:00 and 17:30 and are likely to be evenly distributed throughout the day. Based on a typical 9 hour working day, it can be assumed that one-ninth of all heavy vehicle movements occur in any one hour, equating to approximately 4 two way movements per hour. For the purposes of modelling and in order to provide a ‘worst case scenario’, an additional 5 movements have also been allowed for during the defined AM and PM network peak hours to cover staff movements” (Daily Trip Profile, Paragraph 6.78, Traffic and Transport, Volume 3, Environmental Statement).

2.19 **Table 6-3**

**Daily Trip Profile/Gross Vehicle Movement**

(Summarises the distribution of vehicle trips across the day for each of the distinguished trip generators).

<b>Gross Vehicle Movements in Hour Commencing:</b>										
	08: 00	09: 00	10: 00	11: 00	12: 00	13: 00	14: 00	15: 00	16: 00	17: 00
HGV	4	4	4	4	4	4	4	4	4	4
Staff/Visitor	5	0	0	0	0	0	0	0	0	5
<b>Total</b>	9	4	4	4	4	4	4	4	4	9

Source: (Table 6.3, Paragraph 6.80, Transport and Transport, Volume 3, Environmental Statement).

2.20 The IVC process itself is a 24 hour operation. 6 full time jobs will be created.

2.21 The IVC complex will be constructed according to the following design:

- Waste reception building (12.5m high to eaves x 69m wide x 55m length).
- Maturation hall building (12.5m high to eaves x 54m wide a 127m length).
- Biofilters (combined 3m high in height a 28m wide x 63m length).
- Site and weighbridge office (4.3m high x 12m wide x 20m length).
- Workshop and storage building (existing buildings).
  - Workshop 10m high x 11m wide x 32.5m long).
  - Storage building 6m high x 24.5m width x 34.5m length).
- Tanks (3 tanks 2.6m high x 7m width; 1 tank 6.1m high x 12.5m width).
- Building for cardboard (12.5m high x 15m wide x 20m length).
- Stacks (2 stacks 4m high x 1.4m width).

- 2.22 The proposed access route ('Western Approaches Route') would be off the A5060 at Granville Roundabout (currently a tarmaced road from Granville Roundabout to the entrance of The Shropshire Golf Club, and thereafter a gravel road to Woodhouse Farm), along Granville Road through Donnington Wood Business Park, which from there would be upgraded with improvements, including widening and alignment necessary to accommodate the larger sized vehicles that will use the site. The first section, between the existing improved length along Granville Road and the Granville Country Park car park, and the entrance to the existing The Shropshire Golf Club entrance, which has mixed traffic use, requires two way heavy goods vehicles traffic to pass along the entire length of this section. This bisects the Country Park and the proposed extended Local Nature Reserve.
- 2.23 The road alignment requires significant widening to allow larger vehicles to pass through the reverse ('S' bends) between the Granville Country Park car park and The Shropshire Golf Club entrance. Travelling further east there is less traffic and widening is only introduced where necessary to create suitable passing places and traffic signals will be introduced. The road surface in amended proposals would be upgraded along the entire length of the proposed access route within the application edged red area (some 1,700m) with tarmac to the site entrance. The proposed route is currently only tarmaced from Granville Roundabout until the left hand turning into 'The Shropshire' Golf Centre. The road section off Granville Road serving Donnington Wood Business Park is already improved and consequently is outside the current edged red application site area.
- 2.24 The first upgraded section (some 565m), between the existing improved length from Granville Roundabout and the Granville Country Park car park entrance will be widened to a minimum of 6.1m carriageway. The second section (some 1,135m) from the Granville Country car park to the Golf Course entrance shall be widened to a minimum of 5.5m and thereafter selected widening to create selected passing places. Traffic signals will be introduced where physical restrictions exist between the Golf Course entrance and the application site. The proposed road improvements represent significant upgrading with tarmac and widening, the removal of hedgerows and increasing sight lines.
- 2.25 Finally, Veolia have offered to undertake enhancement works to Granville Country Park. These are as yet not defined. Veolia's Communication Manager is exploring the potential for enhancing the school/educational experience at the Country Park through the provision of a shelter in the car park area and information boards. Further enhancements, more closely associated with the Country Park's Management Plan, are also likely to fall out of the further ecology work such as through Japanese Knotweed eradication along the access road or habitat enhancement works at key locations.

### **3. SITE AND SURROUNDINGS:**

- 3.1 The application site (6.5 ha in total size [IVC site itself 5.3ha with the remaining area being the access route]) is located in the part of Woodhouse Farm complex consisting of some of the farmyard and an adjoining pasture field (agricultural land classification 3), the latter being bounded by hedgerows and old tyres. To the immediate west is the Granville Waste management site, which consists of the landfill site, community recycling centre and other waste management facilities.
- 3.2 To the south west of the Granville waste management site along Grange Lane is 'The Windings' Naturist Club, a kennels/cattery and Watling Street Grange. The southern access to Woodhouse Farm is a connection to the A5 by Woodhouse Lane, passing the Telford Crematorium adjoining to the west. The area to the north and east of the site is essentially open countryside and agricultural land. The hedgerow at the east of the application site is also the local authority administration boundary with Shropshire.
- 3.3 The application site is administratively connected in the west to the A5060 by Granville Road, which also serves an industrial unit, a few residential properties, a scrap yard, an Equestrian Centre, Muxton Golf Course, Granville Country Park and the Industrial Estate. This is the proposed access route to the application site referred to as 'western approaches', which severs the Country Park and the proposed extension to the Local Nature Reserve. Granville Road forms part of a National Cycle Route (No. 55) and part of it is the route of a Named Walkway ('Hutchison Way'), as shown on the 'Walking and cycling map of Telford & Wrekin: Walking and cycling route map, April 2011).'
- 3.4 To the north west of the application site is as already mentioned above a Local Nature Reserve and Granville Country Park which is an important and valuable recreation area for Telford & Wrekin residents. The Muxton Marsh SSSI overlaps with the Local Nature Reserve. There are designated wildlife sites (Policy OL2) at Lodgebank, Waxhill Barracks to the north of Granville Road and around the Dawes Bower and Lodgewood area to the south of Granville Road.
- 3.5 There are major residential areas to the west of the A5060 at St Georges and to the north and north/west of the site at Donnington and Muxton, all within Telford. Jack Moody Ltd has an open windrow composting facility at Lodgewood Farm, Redhill.

### **4. PLANNING HISTORY:**

- 4.1 Woodhouse Farm is a Duke of Sutherland Farm house. It is not a listed building.

5. **PLANNING POLICY CONTEXT:**

- 5.1 National Planning Guidance  
National Planning Policy Framework  
PPS10 Sustainable Waste Management

Waste Strategy for England (2007)

- 5.2 West Midlands Regional Spatial Strategy (RSS11) (2004)  
Policy QE6 The conservation, enhancement and restoration of the Region's landscape.  
Policy WD1 Targets for Waste Management in the Region.  
Policy WD2 The need for waste management facilities by sub region including composting and recycling.  
Policy WD3 Criteria for the location of Waste Management Facilities.

- 5.3 The Emerging Revised RSS11 – West Midlands Regional Spatial Strategy Phase 2 Revision Draft – Preferred Options (2007)

- Policy W1 Waste Strategy.  
Policy W2 Targets for Waste Management.  
Policy W3 The Need for Waste Management Facilities  
Policy W5 The Location of New Waste Management Facilities.  
Policy W6 Sites outside the Major Urban Areas and Other Larger Settlements.  
Policy W7 Waste Management Facilities and Open Land.

Table 7 – Gap analysis by WPA utilising the estimated projected capacity plus quantifiable expansion plans (million tonnes).			
Projection Option -C&I High – MSW 3	Treatment Capacity required	Projected Throughput + Quantified Expansion	Treatment Gap
Borough of Telford & Wrekin	0.54	0.05	0.49

- 5.4 The Panel Report into the 'West Midlands Spatial Strategy Phase Two Revision. Chapter 6: Waste Policies (September 2009). However, the recommendations of the Panel report were not adopted since the work on the RSS revision was abandoned.

- 5.5 Shropshire Municipal Waste Management Strategy  
Telford & Wrekin Municipal Waste Management 2005-2011 'From Waste to Resource.'

- 5.6 The Shropshire and Telford & Wrekin Joint Structure Plan, 1996-2011  
Saved Policy P5 Development Outside Settlements  
Saved Policy P16 Air Quality

Saved Policy P31 Sustainable Transport Strategy  
Saved Policy P37 The Highway Network  
Saved Policy P39 Public Rights of Way  
Saved Policy P64 Waste Minimisation  
Saved Policy P65 Provision of Waste Facilities  
Saved Policy P67 Environmental Considerations  
Saved Policy P68 Transport of Minerals and Waste

5.7 Saved Wrekin Local Plan, 1995-2006 Policies

Saved Policy UD2 Design Criteria  
Saved Policy UD3 Urban Design Assessments  
Saved Policy UD4 Landscape Design  
Saved Policy E6 Rural Employment  
Saved Policy OL2 Designated Sites  
Saved Policy OL3 Green Network  
Saved Policy OL4 Development within the Green Network  
Saved Policy OL6 Open Land  
Saved Policy OL11 Woodland and Trees  
Saved Policy OL12 Open Land and Landscape

5.8 Telford & Wrekin Local Development Plan Core Strategy (Adopted 2007)

Policy CS2 Jobs  
Policy CS3 Telford  
Policy CS7 Rural Area  
Policy CS9 Accessibility and Social Inclusion  
Policy CS11 Open Space  
Policy CS12 Natural Environment  
Policy CS13 Environmental Resources  
Policy CS14 Cultural, Historic and Built Environment

6. **CONSULTATION RESPONSES**

6.1 Due to the lengthy nature of the correspondence, consultee comments are placed in Appendix A.

7. **PLANNING CONSIDERATIONS:**

(Individual consultee codes can be found in the index of at the front of Appendix A, e.g. C21 = 21. Environment Agency.

7.1 The planning application is accompanied by an Environmental Impact Assessment (EIA). In addition the applicant has provided additional information under Regulation 22 of the Town and Country Planning (Environmental Impact Assessment) Regulations August 2011, including several ecology consultants reports. There are a series of important material planning considerations which are discussed below:

**Relevance of the National Planning Policy Framework (NPPF) to the current proposals.**

- 7.2 The NPPF was published in March 2012 cancelling many Government planning guidance notes. However, PPS10 on Sustainable Waste Management remains in place until the National Waste Plan for England is published (paragraph 5).
- 7.3 The question that has to be addressed in this officer's report is whether or not the current proposed site at Woodhouse Farm is an appropriate location for an In-Vessel facility in planning terms, whether the proposal causes harm, and if inappropriate and or unacceptable in planning terms whether any alternative sites are available in the Telford area which are more suitable and which would be in accordance with development plan policy so as to accommodate any identified need. The NPPF gives some useful guidance, which is relevant in determining the current application, as discussed under individual sections of the officer's report.
- 7.4 It should be noted that there is no saved Waste Local Plan for Telford & Wrekin and no waste policy in the adopted Core Strategy. Paragraph 14 of the NPPF states that there is a presumption in favour of sustainable development. "For decision taking this means:
- Approving development proposals that accord with the development plan without delay; and
  - Where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
    - Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
    - Specific policies in this Framework indicate development should be restricted."
- 7.5 Bullet point 3 of Paragraph 28 of Section 3 (Supporting a prosperous rural economy) states that to support a strong rural economy, plans should: "support sustainable and rural tourism and leisure development that benefit businesses in rural areas, communities and visitors, and which respect the character of the countryside. This should include supporting the provision and expansion of tourist and visitor facilities in appropriate locations where identified needs are not met by existing facilities in rural service centres."
- 7.6 The last bullet point of paragraph 70 of Section 8 (Promoting healthy communities) states that decisions should "ensure an integrated approach to considering the location of housing, economic uses and community facilities and services."
- 7.7 Paragraphs 73 and 75 state: "72. Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well being of communities. Planning policies should be based on robust and up-to-date assessments of the

needs for open space, sports and recreation facilities and opportunities for new provision. The assessments should identify specific needs and quantitative or qualitative deficits or surpluses of open space, sports and recreational facilities in the local area. Information gained from the assessments should be used to determine what open space, sports and recreational provision is required.”

- 7.8 “7.5 Planning policies should protect and enhance the public rights of way and access. Local authorities should seek opportunities to provide better facilities for users, for example by adding links to existing rights of way network including National Trails.”
- 7.9 Paragraph 109 (Section 11: Conserving and enhancing the natural environment) includes references that the planning system should contribute to and enhance the natural and local environment by: protecting and enhancing valued landscapes, geological conservation interests and soils (bullet point one) and recognising the wider benefits of ecosystems services (bullet point two).
- 7.10 Section 12 concerns ‘Conserving and enhancing the historic environment’. Paragraph 129 states: “Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage’s asset’s conservation and any impact on the proposal.”

### **Current status of Regional and Local Development Plans**

- 7.11 At the time of writing RSS11 is still an extant part of the development plan. The policies of RSS11 are extant and therefore have to be considered when determining this application. Regardless of the exact date when RSS11 is revoked in the future the evidence base upon which it is based will survive and is therefore a material planning consideration.
- 7.12 Telford & Wrekin does not have an adopted Waste Local Plan with saved policies and there is no waste policy in its adopted Core Strategy. This issue will be addressed in the review of the Telford & Wrekin Core Strategy and supplementary planning documents. The revised Local Development Framework (LDF) Core Strategy is anticipated to be adopted during 2014. For the purposes of determining this application, national, regional and saved policies of the development plan will be considered together with relevant supplementary documents.
- 7.13 It should be noted that although this application is primarily to serve Shropshire, with Veolia being the service provider for a long term 27

year period waste management contract with Shropshire Council, the current application site is not allocated within any local development framework or saved development plan document. For example, the site is not included as an allocation in the adopted Shropshire Waste Local Plan because the whole of the site lies within Telford & Wrekin, not Shropshire. A local authority can only allocate sites within its own administration area and not that within another local authority's area.

### **Need**

(See C1, C2, C15, C28 and C29 replies, Appendix A).

- 7.14 Extensive dialogue has taken place on the need for the development. Also, the position of the need for waste management facilities in nearby strategic planning authority areas has been considered.
- 7.15 The Environment Agency (EA) consider when analysing need for this application, it is not sufficient to just look at the RSS required waste capacity tonnage figure for Telford & Wrekin, then deduct existing capacity to arrive at a tonnage figure of either surplus no need) or deficit (proven need). This is due to the relative volatile nature of waste statistics, exemptions from licensing, the extent to which existing permitted capacity is utilised, cross boundary transportation of waste etc. Indeed the current application will predominantly manage green and kitchen waste, and cardboard from Shropshire.
- 7.16 On this basis it is prudent to rely on the Waste Strategy for England and for the West Midlands Region, RSS11 waste requirements and its evidence base, the latter of which has had the benefit of being adopted in 2008 and the latest revised waste component being subject to examination in public by an independent inspector, reported on, although a revision to RSS11 has now been abandoned.
- 7.17 The Waste Strategy for England sets targets for the future management of waste. Telford & Wrekin Council, as part of the sub region of Shropshire and Telford & Wrekin has to make an appropriate contribution for the West Midlands Region. The national targets have been adopted for the West Midlands Region.
- 7.18 PPS10 and the Waste Strategy for England seeks to increasingly divert waste away from landfill and further up the waste hierarchy. The aim is to maintain regional self sufficiency.
- 7.19 Both for the West Midlands Region and nationally there are three targets:
- (1) To recover value from at least 40% of municipal waste by 2005; 45% by 2010; and 67% by 2015;
  - (2) To recycle or compost at least 25% of household waste by 2005; 30% by 2010; and 33% by 2015; and

(3) To reduce the proportion of industrial and commercial waste which is disposed of to landfill to at the most 85% of 1998 levels by 2005.

7.20 Table 4 on 'Needs for Waste Management Facilities by Sub-Region' of RSS 11 (page 27) state that Shropshire and Telford & Wrekin require a 150,000 tonnes annual throughput capacity of municipal waste recycling and composting facilities by 2020/21. Table 5 on 'Additional Municipal Waste Management Facilities Required by 2021' states that for recycling and composting, the additional capacity required by 2021 for Shropshire and Telford & Wrekin is 136,000 tonnes. On the basis of 50,000 tonnes per annum capacity per facility, then the equivalent of 2.5 facilities are required to be constructed.

7.21 The applicant's consultant's has also submitted further information on municipal waste arisings for Telford & Wrekin, Shropshire, Staffordshire and Stoke-on-Trent and the Black Country in April 2012. Most of these are reproduced below.

**7.22 Defra 2009/10 Local Authority Waste Statistics  
Municipal Waste Arisings**

Area	MSW 2009/10 (tonnes)
Telford & Wrekin	89,518
Shropshire	161,788
Staffordshire	440,022
Stoke-on-Trent	121,685
Wolverhampton	134,470
Walsall	126,314
Sandwell	136,569
Dudley	144,582
TOTAL	1,354,949

**7.23 Municipal Waste Composting – England  
WR0119 – Municipal Waste Composition: A Review of Municipal  
Waste Component Analyses**

Component	Estimated Composition (% weight)	Targeted for IVC
Food waste	17.84%	Y
Garden waste	14.08%	Y
Other organic	1.73%	Y
Paper	16.65%	
Card	6.04%	Y
Glass	6.64%	
Metals	4.30%	
Plastics	9.99%	
Textiles	2.83%	
Wood	3.73%	
WEEE	2.19%	

Hazardous	0.53%	
Sanitary	2.51%	
Furniture	1.34%	
Mattresses	0.25%	
Misc combustible	2.37%	
Misc non-combustible	2.82%	
Soil	0.18%	Y
Other wastes	2.32%	
Fines	1.66%	
TOTAL	100.00%	

Total Organics in Municipal Composition 39.9%.

#### 7.24 Calculated Municipal Organic Wastes

Area	MSW 2009/10 (tonnes)	Municipal Organics (tonnes)
Telford & Wrekin	89,518	35,691
Shropshire	161,788	64,505
Staffordshire	440,022	175,437
Stoke-on-Trent	121,685	48,516
Wolverhampton	134,470	53,613
Walsall	126,314	50,361
Sandwell	136,569	54,450
Dudley	144,582	57,645
TOTAL	1,354,949	540,218

#### 7.25 Summary of Municipal Organic Wastes

Area	Municipal Organics (tonnes)
Telford & Wrekin	35,691
T&W and Shropshire	100,196
T&W, Shropshire, Staffordshire, Stoke-on-Trent and Black Country	540,218

7.26 The applicant notes: that the above analysis focuses on organic wastes (garden, food, other organic, soil and card) available in the municipal waste stream. The actual quantity of organic wastes segregated for composting will be different, as participation in collection schemes and captures rates of the organic materials will impact on quantities collected; the analysis does not include organics arising from commercial and industrial sources, which would result in additional tonnages of organic material available within the geographic area.

7.27 For the fraction of waste considered suitable for composting there is estimated to be the following tonnages (assumes food/green is approx 40% of total MSW):

- Telford & Wrekin (35,691 tpa).

- Telford & Wrekin and Shropshire (100,196 tpa) and
- Telford & Wrekin, Shropshire and West Midlands (540,218 tpa)”

7.28 These figures only consider municipal waste arisings. It should be noted that organic waste also occurs in the local trade waste sector which would result in additional tonnages being created and these figures do not accommodate any predicted increases in waste arisings associated with the anticipated population increases.

### **Emerging facilities/capacity for In-Vessel Composting within Shropshire and Telford & Wrekin**

- 7.29 Shropshire (there may be other facilities but not of sufficient size to accommodate the Shropshire/Veolia contract green waste).
- Childs Ercall. Facility for In-Vessel/Mixed Garden and Food Wastes. Shropshire Council resolved to grant planning permission in May 2011 subject to completion of a unilateral undertaking which is currently being prepared. SLR comment that up to 15,000 tonnes of food/garden waste in the demonstrator plant.
  - Hilley Farm, Nesscliffe. In-Vessel/Green Waste only facility. Shropshire Council has confirmed that this is an unimplemented planning permission which expired in 2010.
  - Vital Earth, Market Drayton. In-Vessel/Mixed Garden and Food wastes facility. Shropshire Council has confirmed that the site has closed following a fire. Planning permission expired in 2007. A planning application was submitted in 2007 to renew the facility but has been withdrawn.
  - Temlows Hall, Ash, Whitchurch (“Twemlows”). In-Vessel/Mixed Garden and Food Wastes facility. Shropshire Council has confirmed that planning permission for green waste granted in December 2007. IVC application submitted in 2010 and is currently undetermined. SLR comment that up to 6,000 tonnes of municipal waste, a proportion to be managed in open windrow system.

### **Anaerobic Digester capacity within Shropshire and Telford & Wrekin**

- 7.30 Shropshire  
Shropshire Council has recently granted several planning permissions for anaerobic digestors. But recently an anaerobic digester has announced closure:
- Coder Road Business Park, Ludlow. This is the UKs first demonstrator food waste digestion plant, which has operated for six years. It manages a throughput of 5,000 tonnes of waste per annum. However, its joint owners, Shropshire Council and Biogen, have announced that they will complete closure of plant by the end of 2012.

Telford & Wrekin

- Harper Adams University College, Edmond, near Newport (anaerobic digester) – permitted capacity of 20,000 tonnes per annum of slurry and food wastes.

### **Existing permitted composting facilities within Shropshire and Telford & Wrekin**

7.31 (There are further operating composting facilities within Shropshire, but these may be too small to accommodate the size of the proposed plant):

#### Shropshire (Source: SLR)

- Cardestone – permitted capacity (25,000 tpa).
- Brookfield Farm – permitted capacity (14,000 tpa) – currently understood to be a small scale (farm diversification scheme) green waste facility accepting only trade waste. There is currently a Section 73 application to vary the planning permission to enable the operation of an IVC. This permission and required environmental permit is yet to be secured.
- Kemberton – (4,000 tpa) small scale, commercial and industrial.

#### Telford & Wrekin

- Lodgewood Farm, Redhill, Telford – Jack Moody Ltd – Open Windrow Composting. The licensed capacity for composting is 35,000 tonnes per annum. The site accepted 14,445.67 tonnes of green wastes collected from kerbside and recycling centres within Telford & Wrekin in 2011/12).

7.32 Assuming all three are operating to their maximum capacity, this gives a permitted capacity of 43,000 tpa for Shropshire compared to an estimated tonnage of 100,196 tpa, which gives an estimated shortfall in capacity of 57,000 tpa. If trade organic arisings are also considered the capacity gap would be greater. The consultant's SLR consider that there are no consented facilities within the sub region which could accept Veolia's contract tonnage of organic and municipal waste and produce a high quality PAS 100 compliant product.

7.33 RSS Policy WD1 sets out regional targets, including a requirement that development plans include provision to recover value from at least 67% of municipal waste by 2015. Policy WD2 concerns the need for waste management facilities by sub region, but annual throughput capacity required by 2020/21 is set out on a sub regional basis in which Telford & Wrekin is included within the Shropshire/Telford & Wrekin sub region. The now abandoned Phase Two Revision of the West Midlands RSS, 2007 states in Table 7 of Chapter 8, Page 151, that Telford & Wrekin has a capacity gap of some 490,000 tonnes.

7.34 In this capacity gap analysis, Telford & Wrekin has a treatment capacity requirement of 540,000 tonnes per annum compared to a projected throughput plus quantified expansion plans of 50,000 tonnes

per annum, to give a treatment gap of 490,000 tonnes per annum. The proposed In-Vessel composting facility would make a significant contribution to addressing the capacity gap even through the waste processed from it will predominantly be imported from Shropshire. This approach was adopted by the planning inspector in paragraph 114 of his report for the energy from waste plant at Battlefields, Shrewsbury, which was allowed on appeal.

- 7.35 Telford & Wrekin Council has recently confirmed that it will be seeking to procure a contract for the collection, treatment and disposal of its municipal waste with different elements to be phased in accordance with the expiry of all of its existing waste management contracts. It is proposed that the contract will have an estimated duration of 14 years. It is confirmed that the T&W contracts currently in existence and requiring replacement through the proposed procurement are dry recycling collection/treatment, residual waste disposal/collection, green waste collection/treatment and community recycling centre management/transport/treatment/disposal.”
- 7.36 Veolia in a letter dated 14<sup>th</sup> November, 2012 state on the issue of the need for the proposal:
- 7.37 “Need – there is undoubtedly an urgent need to deliver sustainable waste management facilities across the West Midlands. This is evident from the waste data and survey work into arisings which are widely available. Whilst there are a small number of planned organic treatment facilities (including in vessel composting and anaerobic digestion facilities) across the area with theoretical capacity to accept quantities of green and food waste these facilities are considered suitable for processing the quantity and types of waste required.”
- 7.38 “In addition the facilities referred to in the planning application and most recently in the Regulation 22 Response may have secured planning permission but have not been delivered. Some of the sites have been unable to secure an environmental permit or faced other difficulties associated with delivering the necessary infrastructure investment. However, even when the planned maximum capacity is factored into calculations then there is still a need for additional capacity (outlined in an estimated shortfall of 57,000 tonnes per annum across Shropshire and Telford from municipal waste alone). This is a highly conservative approach as many of the sites are unlikely to be delivered, may be unable to accept the range of organic wastes, or do not have any control over the waste streams.”
- 7.39 “In conclusion, there are other facilities in the area capable of accommodating the tonnage and type of waste proposed. The municipal waste requirements must also be considered alongside the urgent need to provide a sustainable treatment solution to local commercial producers and thereby diverting volumes of waste away

from landfill disposal. Waste hierarchy considerations must be given substantial weight in any decision making.”

- 7.40 “In addition, the ongoing procurement by Telford and Wrekin Council confirms that there is a clear local need for an organic waste treatment facility to fulfil potential contractual requirements into the future (Preferred Bidder to be announced October 2013).”
- 7.41 “There is an urgent need to provide an organic treatment facility of the scale to that proposed to meet local and sub-regional requirements. VES is unaware of any objection from a statutory consultee on the grounds of Need and considers the details within the application and response to the Regulation 22 request adequately addresses the issue.”
- 7.42 Whilst from the above dialogue it is difficult to quantify the exact tonnage figure of capacity required for green wastes for Shropshire and Telford & Wrekin, made more complex by certain facilities not being large enough to accommodate the proposed 64,000 tonner per annum maximum tonnage of the proposed development, it is clear that there is both a need for this development and that Telford & Wrekin have a waste management capacity shortfall.
- 7.43 **Staffordshire and Stoke-on-Trent** have recently completed an Examination in Public into their Joint Waste Core Strategy. The evidence base indicates the following:

**New waste capacity requirements for Staffordshire and Stoke-on-Trent for MSW and C&I in line with RSS 11 Phase 2 Review targets.**

	2010/11	2015/16	2020/21	2025/26
Minimum future capacity need (tonnes)				
MSW	102,893	137,639	168,916	175,253
Organic Treatment				
C&I Organic Treatment	140,944	175,501	240,475	240,475
Combined MSW and C&I Organic Treatment	243,836	313,140	409,391	415,729

Existing infrastructure capacity at 1 <sup>st</sup> April 2011 (tonnes)				
	2010/11	2015/16	2020/21	2025/26
Organic Treatment	562,379	562,379	562,379	562,379

Estimated minimum future capacity gap (tonnes) (Note that figures in brackets equate to an excess)
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	2010/11	2015/16	2020/21	2025/26
Organic Treatment	(318,543)	(249,239)	(152,988)	(146,650)
Note despite excess in organic treatment, in order to be able to meet WCA/WDA requirements to manage co-collected municipal green and kitchen waste 60,000-80,000 tpa of IVC or similar technology is required by 2020.				

Minimum number of 2-3 average sized organic treatment facilities are required by 2020//21.

Minimum size of land take for organic treatment facilities varies from 0.9-3.9ha (dependent on facility type – AD (0.9 ha) or IVC (1.3ha).

In conclusion, Staffordshire and Stoke-on-Trent have excess capacity to manage municipal green and kitchen waste, but in order to meet waste Collection Authority/Waste Disposal Authority requirements to co manage this waste, an addition 60,000 – 80,000 tonnes per annum of additional In-vessel technology is required during the Plan Period.

7.44 **The Black Country Joint Core Strategy** was adopted in 2011. In terms of composting/organic waste treatment, Table 16 ‘Indicative New Waste Capacity requirements’ indicates:

Waste Management Types	Total Additional Capacity Required by 2026 (tonnes per annum)	Typical Average Capacity per Facility (tonnes per annum)	Typical Average Land Take per Facility (ha)	Equivalent No. of Facilities Required
<b>Municipal Solid Waste (MSW) Treatment</b>				
Composting/Organic Waste Treatment	84,000	40,000	1.3	2

- This assumes that the Black Country’s future waste requirements will be in line with the updated RSS apportionments in Appendix 6 (Tables WM1d and WM1e).

7.45 Therefore neither Staffordshire and Stoke-on-Trent or the Black Country Councils within the West Midlands Conurbation are likely alternatives to manage the organic waste arisings.

7.46 Your officers do not in general disagree with the conclusions reached by the Applicants in relation to waste capacity requirements. In overall conclusion on need, there is therefore a proven need for further organic waste management facilities both within the sub region and Telford & Wrekin. The proposals in respect of need are therefore compatible with PPS10, RSS11 policies WD1 and WD2, RSS11 P2R Policy W2 and W3, and Joint Structure Plan saved Policy P64.

### **Prematurity**

(See C15 and C27, Appendix A).

- 7.47 As already noted, there is no waste policy in the Telford & Wrekin adopted Core Strategy and there is no adopted Waste Development Plan Document. The revised Core Strategy is anticipated to be adopted in 2014.
- 7.48 The issue of prematurity of the application therefore should be considered. There has been a recent example of an appeal into the refusal of Bedford Borough Council to grant planning permission for an energy recovery facility (ERF) to accept and process locally produced wastes to produce heat and power by Biogen Power Ltd at Twinwoods Business Park, Thurleigh Road, Milton Ernest, Bedfordshire (App. Ref: 09/012258/FULWME).
- 7.49 The Secretary of State noted that with the granting of another permission for Covanta Rookery South Ltd Site for an energy from waste plant at Rookery Road South, granted by the Infrastructure Planning Commission, dated October 2011 and the granting of the Twinswood appeal application would represent an excess of capacity. Given this situation and the likely submission of the Emerging Bedfordshire, Bedford Borough Council and Luton Borough Council Waste Core Strategy (WCS) later this year, the Secretary of State considers that granting permission for the sizeable energy recovery facility at Twinwoods at a site that is not a preferred site is premature ahead of the emerging WCS.
- 7.50 The Secretary of State concluded that the material planning considerations in favour of the proposals is outweighed by the need "... to undertake a through assessment of the development of other facilities, in order to ensure there is no prejudice to the scale, location or phasing of new development which is being addressed in the WCS." The Secretary of State dismissed the appeal in February 2012.
- 7.51 However, unless LDF documents are published over a short time frame, which enables a series of potentially suitable sites to be considered as waste allocations/preferred areas/areas of search during the plan period, prematurity is not a strong argument. The time table for the adoption of the LDF is that a core strategy should be adopted during 2014, some two years from now. Locations for future waste management sites will have to be considered in a supplementary development planning documents, which presumably will be published at a later date. It is therefore not considered that prematurity is a sufficient reason to refuse the application.

### **Potential affects of Woodhouse Farm on existing organic waste managements facilities within Shropshire and Derbyshire.**

- 7.52 The applicant's consultant's SLR has assessed existing sites within Shropshire and the perceived impact on them if the current application (Woodhouse Farm) was granted permission.
- 7.53 **Agripost, Cardestone, near Ford (Source: SLR unless otherwise stated).**  
Capacity: The planning permission and environmental permit are both limited to 25,000 tonnes per annum.  
Waste Stream: green waste and card only.  
Associated Comments: Planning consent limits vehicle movements to a maximum of 20 inputs per day and an average of only 15 per day across a calendar month. Access and vehicle limits prohibit the site from being suitable for a more substantial IVC operation. Farm diversification on scheme with a significant poultry business established on site. Planning permission for an IVC/AD/open windrow facility has been granted at Lower House Farm, Cardeston (as a replacement for the existing green waste facility). Permission issued 2<sup>nd</sup> August 2012, ref 12/00348/MAW (Source: Shropshire Council).  
Perceived Impact of Woodhouse Farm: Negligible impact. The facility is relatively small scale and could readily attract third party waste from elsewhere.  
Potential Investment and Diversification: Limited by existing planning permission and environmental permit. Rural and inappropriate to accommodate a large IVC facility and is constrained by other farming related uses.
- 7.54 **Brookfield Farm, Whittington (OGW) (Source: SLR unless otherwise stated).**  
Capacity: Planning permission is limited to 11,000 tonnes per annum (potential of up to 14,000 tonnes per annum subject to obtaining planning permission).  
Waste Stream: Currently green and card although the site has an IVC permission (yet to be implemented) for a wider range of wastes.  
Associated Comments: Planning permission for a renewal of the IVC facility was granted on 29<sup>th</sup> June 2012 (Source: Shropshire Council). The site also needs an environmental permit (currently operating under an exemption which does not permit IVC activity and limits quantity stored onsite to only 1,000 cu. m. at any one time) before operating an IVC at full capacity. Maximum of 24 HGV movements per working day. Farm diversification scheme with an associated established farming business.
- 7.55 **DL & M Lea, Kemberton, near Shifnal (Source: SLR).**  
Associated comments: Farm diversification scheme with an associated established farming business. Finished compost product is then spread onto the land. Limited scope to improve the access to an adequate standard resulting in the site being inappropriate for a large centralised facility. Close to sensitive receptors in Kemberton village. Site considered to be wholly inappropriate for a strategically important facility.

Perceived impact of Woodhouse Farm: Negligible impact. This facility is small scale and could attract third party waste from elsewhere. Potential Investment and diversification: Limited by existing planning permission. Rural and inappropriate to accommodate a large IVC facility and is constrained by farming related uses.

- 7.56 SLR consider the impacts on existing businesses (including the Vital Earth Ltd site in Derbyshire) are considered unlikely to be a significant factor given their contention that there is a proven need for existing and future organic waste capacity within Shropshire and Telford & Wrekin. Given the anticipated Need for further treatment capacity in the Midlands/East Midlands as further waste is diverted from landfill the Vital Earth facility could attract more locally derived wastes for processing.
- 7.57 Furthermore, SLR consider some of the above businesses, eg Whittington and Kemberton, are from diversification businesses and all have been established on the basis of material availability in the area, not on the basis of municipal contracts which the applicant holds with Shropshire. This means that these sites operate independently of Shropshire's Veolia's contract.
- 7.58 Officers consider the information provided by SLR for the applicant in respect of the potential affects on existing organic waste management facilities not to constitute an economic reason for refusal.

### **Alternative Sites**

(See C1, C2, C15, and C26, Appendix A).

- 7.59 Dialogue has taken place with the applicant over site selection. Officers have also considered the availability of sites within the Borough for an IVC facility. A 2009 independent consultant Report (NLP 2009) by Nathaniel Lichfield and Partners considered alternative sites for waste management facilities within the Borough, in relation to SITAs energy from waste plant application at Granville, for which the Council subsequently refused permission. NLP have been commissioned to update this waste management report in relation to alternative sites for an In-Vessel Facility such as that currently proposed at Woodhouse Farm.
- 7.60 Using NLP sieving criteria, alternative sites are found to exist within the Borough, both using a site size of 5.3ha (the site application site area minus the proposed access route area) and a smaller area of 3.5ha (which represents the size necessary to build the IVC facility if it was located within an industrial area as opposed to the current rural area, where screening would not be required to the same extent). NLP were commissioned by the Council to produce an update of their 2009 report and to advise the Council accordingly. The NLP (2012) Report is attached as Appendix E to this officer's report. This concludes that, following consideration of a limited number of sites within Telford &

Wrekin, there are appropriate sites that could better accommodate an IVC facility than the proposed site at Woodhouse Farm. Most sites identified within the NLP (2012) report exhibit clearly more suitable site and access characteristics and would be in accordance with policy. Indeed, had the Woodhouse Farm site been included as a potential alternative site for an IVC facility, it would have been discounted early in the “site sieving” process given its lack of a Local Plan allocation and its situation beyond the settlement limits and the green network of Telford.

- 7.61 In addition, Shropshire Council has provided an update position concerning the availability of sites within the adopted Shropshire Waste Local Plan (2004) and the emerging draft Shropshire LDF documents for land allocated for employment uses.
- 7.62 PPS10 (2011) indicates that industrial areas are suitable locations to locate waste management facilities, unless material planning considerations indicate otherwise. In contrast, the present planning application has a proposed access route through the only Country Park in the Borough, an area of tranquillity, leisure, and recreation, past a golf course and the Telford Equestrian Centre, and is close to the Local Nature Reserve. It is considered that there are more appropriate locations within industrial areas in the Borough that could house an IVC plant.
- 7.63 Veolia commissioned E4environment Ltd to carry out a strategic site search to identify a site in Shropshire and Telford & Wrekin that could accommodate an IVC system capable of a 50,000-60,000 tonnes throughput per annum of green and food wastes.
- 7.64 Following a draft Site Suitability Study (March 2007), a second Site Suitability Study (May 2007) study identified potentially 16 sites: Allscott, Former British Sugar Plant (within Telford & Wrekin); Battlefield Industrial Estate; Childs Ercall Airfield; Day House Farm, Shrewsbury; Former Poultry Units, Ford; Forton Heath Airfield; High Ercall Airfield; Market Drayton, Land adjacent to Livestock Market; Parrys Yard, Shawbury Heath; Prees Heath Airfield; Rednall Airfield; Sandford Industrial Estate; Scott Newman Site, Weeping Cross; Woodhouse Farm, Redhill, Telford (the current application site); Hilley farm, Nesscliffe; and Harry West, Prees. The criteria used in this desktop based study is as follows: proximity to waste arisings; proximity to sensitive receptors; highway and access constraints; geology, hydrology and topography; availability of land; and local issues.
- 7.65 The May 2007 report concluded overall that it was too early to reach a conclusion on suitable sites. A Biodegradable Waste Study (May 2008) set out the parameters and the three options for the collection and treatment of biodegradable waste generated under the Shropshire Waste Partnership’s waste contract. The report suggested that there

was a need for an IVC facility. A further Site Selection Study (December 2008) identified three top rated sites: Woodhouse Farm; Parrys Yard, Shawbury Health; and Scott Newman site, Weeping Cross. Of these Woodhouse Farm was selected since the Shawbury Health site has too small a footprint for an IVC site and the Weeping Cross site suffers from the lack of available land for development to meet the selection criteria of Schedule 45 of the contract.

- 7.66 However, the list of available sites within the Shropshire Waste Local Plan of sufficient size has not been exhausted, as was evident in discussions for alternative sites at the Battlefields, energy from waste plant public inquiry, Shrewsbury. These sites are much closer to the source of waste arisings and therefore are more sustainable to develop than the Woodhouse Farm site which is distant and remote from most of Shropshire. The recent email from Shropshire Council confirms that there are sites within the adopted Shropshire Waste Local Plan (2004) that are still available, subject to planning permission and regulatory permitting, as well as sites suitable for employment use in the emerging draft Shropshire County LDF documents.
- 7.67 The Inspector's report into the proposed energy from waste plant at Battlefields, Shrewsbury considered alternative sites for that development. Paragraph 143 of the inspector's report stated that: "The evaluation criteria requires sites to be in Shropshire, to have a minimum net area of 1.2ha, and to be in a central location within 12km of Shrewsbury. Of the 13 preferred sites in the WLP, the ES concluded that only the appeal site satisfied the key criteria..."
- 7.68 In paragraphs 14.5 to 14.8 of the Inspector's report into the Battlefields public inquiry, possible alternative sites for an energy from waste facility are discussed, including Ford, near Shrewsbury, Ironbridge Power Station (within Shropshire) and the Allscott Site (former British Sugar Factory), near Telford.
- 7.69 It should be noted that the planning inspector did not reject the Ford, near Shrewsbury and Ironbridge Power Station sites as suitable location for waste management sites, but for other reasons for the proposed energy from waste facility, including distance from the main urban towns of Shropshire. These reasons are therefore not applicable for dismissing these and other sites allocated in the adopted Shropshire Waste Local Plan as alternative locations for the proposed In-Vessel (IVC) composting plant for the Shropshire Veolia contract.
- 7.70 The proposed IVC plant does not have an energy recovery facility that can be used locally, is also distant from the main urban areas of Shropshire. It is a different type of waste management facility to an energy from waste plant. The information provided on the up to date position as regards development of the waste management sites allocated in the adopted Shropshire Waste Local Plan, the draft site allocations document for the adopted Shropshire Core Strategy and the

analysis of the Inspector's reasoning in the recent Battlefield Public Inquiry, demonstrate that there are alternative locations to Woodhouse Farm within Shropshire for an In-Vessel Composting facility. However, the NLP 2012 report on alternative sites is confined to the Borough of Telford & Wrekin

- 7.71 Woodhouse Farm is next to a current landfill site but this will close in the 2020's and with the proposed extension of the local nature reserve and Granville landfill site eventually becoming part of the Country Park, the current application site will not in the future have the co-locational advantages of being next to other waste management facilities since it will be predominantly in a post industrial, isolated countryside setting.
- 7.72 The existence of suitable and available alternative locations for an IVC plant within the Borough of Telford & Wrekin within industrial areas or already allocated in development plans for waste management and employment uses means the present proposals are in conflict with PPS10; RSS11 Policy WD3 and RSS1 P2R Policy W5; Joint Structure Plan saved policies P5 and P65; Wrekin Local Plan saved policies UD2, UD3, UD4, E6, OL2, OL3, OL6, OL11, OL12; Core Strategy policies CS2, CS7, CS9, CS11 and CS15.

### **Highways and Access**

(See C2, C11, C12, C13, C14, C15, C17 and C20, Appendix A).

- 7.73 The following extract is quoted verbatim from paragraphs 6.71 to 6.81 from Chapter 6 (Traffic and Transport) of Volume 3 of the Environmental Statement.

### **“TRAFFIC GENERATION AND TRAFFIC IMPACT”**

#### **“Operational Traffic Summary”**

- “6.71 As previously identified, the proposed IVC facility will process up to 64,000 tonnes of biodegradable waste per annum and this would be delivered to the site by articulated and Refuse collection HGVs.”
- “6.72 Based on previous operational experience it is assumed that compost product will be approximately 60% of initial waste feedstock. This is likely to be removed from site for sale direct to market for further reprocessing/blending off site.”
- “6.73 For the purposes of this assessment a ‘worst case scenario’ has been assumed, therefore whilst Veolia controlled vehicles using the site will be utilised (where possible) for deliveries as back loads, which could reduce movements by up to 18 per day, this has been ignored within all calculations.”
- “6.74 The facility will operate from 08:00 to 17:00 Monday – Friday and 08:00 – 13:00 on Saturdays. The facility will not operate on Sundays or Bank

Holidays. The average daily number of vehicles therefore, based on a 'worst-case' 64,000 tonnes per annum capacity with operations taking place 5.5 days per week, amounts to a total of 21 trips (42 HGV movements)."

"6.75 Traffic generation during the construction phase of the facility is assessed in a separate section of this chapter below."

"Site & Visitor Traffic"

"6.76 The IVC facility would employ a total of 5 new staff. In view of the very small number of staff trips associated with the application site, assumptions on mode split of these trips would result in 'factions' of trips and therefore it is prudent and robust on this occasion to assume all staff trips will be made by car. Assuming single car occupancy, 5 staff trips (10 car movements) would be made each day."

"6.77 This robust approach also allows for occasional visitor trips to be taken into account."

"Daily Trip Profile"

"6.78 It is anticipated that HGV movements will take place between 08:00 and 17:00 and are likely to be evenly distributed throughout the day. Based on a typical 9 hour working day, it can be assumed that one-month of all heavy vehicle movements occur in any one hour, equating to approximately 4 two-way movements per hour. For the purposes of modelling and in order to provide a 'worst case scenario', an additional 5 movements have also been allowed for during the defined AM and PM network peak hours to cover staff movements."

"6.79 For the purposes of this assessment a 'worst case scenario' has also been assumed for staff and visitor traffic, with all trips occurring within the defined AM and PM network peak hours."

"6.80 Table 6-3 below summarises the distribution of vehicle trips across the day for each of the distinguished trip generators."

**Table 6-3**

**Daily Trip Profile/Gross Vehicle Movement**

<b>Gross Vehicle Movements in Hour Commencing:</b>										
	08: 00	09: 00	10: 00	11: 00	12: 00	13: 00	14: 00	15: 00	16: 00	17: 00
HGV	4	4	4	4	4	4	4	4	4	4
Staff/Visitor	5	0	0	0	0	0	0	0	0	5
<b>Total</b>	9	4	4	4	4	4	4	4	4	9

“6.81 Table 6-3 above shows that a total of 9 vehicle movements to/from the application site in each of the AM and PM network peak hours.”

7.74 In a letter for Veolia dated 14<sup>th</sup> November 2012, in relation to Highways issues the Company states:

7.75 “Highways – concerns have been raised by consultees about the approach to the site (via Granville Road), the amount of road improvement work and the associated impacts upon ecology.”

7.76 “A scheme has been designed to ensure that the site can be safely and readily accessed using the Granville Road approach. This has been developed with the Highways Officer from Telford and Wrekin Council who is content with the technical ground details. The proposed improvements will ensure that the traffic associated with the proposed development can be accommodated safely and other users of the access road will also benefit from long overdue improvements. In some areas Granville Road is in urgent need of remedial work and this development will ensure such works are delivered before the commencement of operations.”

7.77 “The level of traffic proposed when the facility is operating at its theoretical maximum is on average only 21 HGV inputs per day (42 movements) with a further 10 staff car movements. In total this equates to approximately one trip to or from the site every 15 minutes and considered by the Highways Officer as ‘negligible in terms of its impact on adopted highway network...’ This is consistently reflected across the Transport Assessment and has been recognised as an acceptable method of calculating likely movements by the Highways officer (as detailed in the memo from Highways Development Control, dated 26<sup>th</sup> May 2011). Such a low level of movement will have negligible impact upon the surroundings which already experiences some HGV movements associated with existing businesses along Granville Road. Traffic counts have shown that an average of 706 vehicles movements were recorded during weekdays along Granville Road (Asda roundabout to the Country park access), including 29 HGV movements. With the addition of the 42 HGV movements associated with the development the total (including existing) HGV movements will comprise only 9.4% of total movements during weekdays.”

- 7.78 “There is no objection to the application from Highways and Transport consultees.”
- 7.79 Considerable dialogue has taken place between officers, the applicant and stakeholders into the proposed access route, known as the ‘Western Approaches’ and the widening and improvement of Granville Road. Highways Development Control (HDC) in its consultative responses dated 10<sup>th</sup> July 2012 recommends working with the figures of 56 two way movements as a worst case scenario. This equates to 4 two way HGV movements per hour (or an average of one trip to or from the site every 15 minutes.
- 7.80 The Western Approaches Route involves traffic travelling to the site to turn off the A5060 road at the Granville Roundabout, travel along Granville Road, through the industrial estate, Granville Country Park, Lodgebank Farm, past the entrance road to ‘The Shropshire’ Golf Club, Telford Equestrian Centre, a few residential properties, a scrapyard and what is referred to on the OS Map as the ‘Knackers Yard’(now a dormant industrial building) to the proposed site entrance. The proposed access route therefore effectively severs the Country Park and the proposed extension to the Local Nature Reserve.
- 7.81 Granville Road is currently tarmaced from the Granville Roundabout along Granville Road until the left turning into the entrance of the golf club (a tarmaced road past this point only continues to the north to the Golf Club House). It is currently a narrow road with a semi rural character and increasingly rural as one travels eastwards along the road. The remainder of the route to the site along Granville Road is currently gravel and the final length of road from about the entrance to the scrap yard to the application site entrance is in places severely potholed and in need of repair. For the proposed development to take place along the western approaches access road, it would be necessary for Granville Road needs to be widened and resurfaced in places. This would result in the entire length of the proposed access along the ‘Western approaches’ to be tarmaced, either existing or new tarmaced sections.
- 7.82 There are two aspects to be considered for these road improvements. The first, is highways in terms of engineering; and the second is the affect of the proposed access route on the character of the area, policies for its use and in the future, recreational enjoyment, nature conservation and local amenities. Some consultee responses express concern about the increase in site attributable traffic that would use Granville Road and the affect on local amenities, particularly as already stated, the proposed access route severs the Country Park and the proposed extension to the Local Nature Reserve. Mr Hodson, the owner of what is now a dormant, small industrial site at what is referred to as the ‘Knackers Yard’, has verbally said that he is in favour of the proposals. When the site was last operational in about 2010, a single articulated vehicle and two vans went out from the site twice a day, a

total of 6 vehicle movements per working day. There is no evidence that the use will resume. Mr. Hodson opinion is understandable since his premises uses the same access route as the proposal and the final gravel section of Granville Road to his site is deeply potholed.

- 7.83 The Highways Engineer has thoroughly considered the proposals and considers the proposed widening and resurfacing of Granville Road to be acceptable on highways engineering grounds. There is therefore no reason to refuse the application on highways engineering grounds.
- 7.84 However, the proposed access road dissects and severs the Granville Country Park, the only country park in the Borough, which is a tranquil area with for leisure and recreation, including a Local Nature Reserve and cultural heritage in relation to canal remains, colliery sites and the remains of Lodge Iron Furnace. It is also the route to the 'Shropshire' Golf Club. So whilst there is no objection on highways engineering grounds, there are remaining objections on the affect of the proposals on the local amenities, which shall be discussed further under Leisure, Sports and Recreation. The Highways Engineer has confirmed that his comments relate to engineering issues i.e. he has left other consultees to advise on the non-engineering impacts of the proposed new access road
- 7.85 Therefore on highways engineering grounds only, the proposals are compatible with the NPPF, RSS11 policies WD3, RSS11 P2R Policy W5, Joint Structure Plan Policy P37, P39 and P68. The collective affects of severance caused by the proposed route through the Country Park together with the impacts on the proposed extension to the Local Nature Reserve on the local amenities and cycling/pedestrian issues is discussed later in this report.

### **Co-location of Waste Management Facilities**

- 7.86 Paragraph 20 PPS10 (2011) advises opportunities should be looked for to co-locate waste management facilities together and with complementary activities. Currently, in the local area of the planning application there are waste management facilities at the Granville Site (landfill/landraise, community recycling centre, and recycling operations), the open windrow composting facility at Lodgewood Farm (Jack Moody Ltd.), and a scrapyards next to the Equestrian Centre and a Knackers Yard, also along Granville Road.
- 7.87 But it should be noted that when Granville landfill site closes down as an operating landfill site by the 2020s and is restored to an afteruse that includes public rights of way, this major area of waste management will cease to have an industrial land use. The future of the Granville community recycling centre is problematic and dependant on future procurement contracts outside the scope of determining the current planning application, but even if it remains operational, then with the scrap yard along Granville Road, which are historic, the

industrial image of the local area will be substantially reduced once Granville Landfill site is restored. On this basis the co-locational benefits of the present planning application site is substantially reduced.

### **Ecology**

(See C5, C8, C9, C16, C17, C18 and C19, Appendix A).

- 7.88 The Council has sought advice from the consultant's Atkins on whether the ecological reports contained within the submitted planning application document and supplementary ecological reports comply with the standard advice of Natural England and what affect the proposals have on the proposed extension to the Local Nature Reserve. Atkins report that the ecological reports to comply with Natural England's standing advice.
- 7.89 Atkins have concluded that in relation to the proposed extension to the local nature reserve, the current In Vessel Compositing proposals would have potential impacts by: severance of the proposed extension by the Granville Road; loss of habitat from access improvements; and impact from increased traffic movements associated with the development.
- 7.90 The Tree and Woodland Officer maintains his objection to the amount of trees that will be felled during the proposed road improvements along Granville Road. This objection is considered to relate to the affect on local amenities of such felling.
- 7.91 The proposals in relation to relation to ecology are therefore considered compatible with NPPF; RSS11 policies WD3; Core Strategy Policy CS12; and Wrekin Local Plan saved policy OL11. However, the concerns of Atkins and the Trees and Woodland Officer are considerations to be considered in the severance of Granville Country Park and the proposed extension to the local nature reserve, which are considered in another section of this report.

### **Environmental Health Issues**

(See C1, C3, C11, C13, C14, C21 and C22, Appendix A).

- 7.92 There has been extensive dialogue between officers, the applicant, the Environment Agency (EA) over Environmental Health issues (odour, noise, dust, bioaerosols and contaminated land). This is particularly complex since considerable discussion took place over what information is required at the planning application stage and what will subsequently be required in any permit application to the Environment Agency, which considers pollution control issues, since the two applications have not been twin tracked. Veolia is waiting to see the outcome of the determination of this planning application before deciding whether to submit a permit application to the Environment Agency.

- 7.93 In their final comments the EA have not objected on technical grounds although they have concerns about the proposals in terms of potential adverse affects on local amenities. The EA have recommended that certain conditions are included in any planning permission granted.
- 7.94 The Environmental Health Officer (EHO) comments indicate concerns as regards the affects on local amenities, but cannot in itself be used as a reason for refusal.
- 7.95 The proposals are, in this respect, therefore compatible with the NPPF, PPS10, RSS11 Policy WD3, RSS11 P2R Policy W5, Joint Structure Plan policies P15 and P16; and Core Strategy Policy CS13.

### **Water Resources**

(See C2, C12, C21 and C23, Appendix A).

- 7.96 Both the Environment Agency and the Drainage Engineer are not objecting to the proposals. A flood risk assessment has been carried out. Appropriate conditions that address water resources issues can be imposed in any planning permission granted. The proposals are, in this respect, therefore compatible with the NPPF; and Core Strategy policy CS13.

### **Historic Environment**

(C2, C3, C5 and C30, Appendix A).

- 7.97 There are no listed buildings or Scheduled Ancient Monuments in the immediate location. The archaeological advice obtained from Shropshire Council, the Borough's archaeological advisor on an agency basis, has no objections subject to an archaeological programme of works being imposed on construction works. However, the Granville Heritage Trail crosses Granville Road next to the car park. It is a popular cultural walk which passes a number of cultural features which enables the exploration of the industrial history of north east Telford . Old Lodge Furnaces lie immediately south of Granville Road close to the car park as does the remnants of Donnington Wood Tub Canal built by Earl Gower in 1768 which was one of the earliest canals in Britain. In view of the impacts of the development proposals, it is considered that the proposals are in conflict with NPPF (section 12); and Core Strategy policy CS14.

### **Landscape, Recreation, Leisure and Sport**

(See C1, C3, C4, C5, C6, C7 C8, C9, C10, C11, C12, C13, C14, C15, C17, C18 and C19, Appendix A).

- 7.98 As already discussed, there is concern that the proposed access route and the location of the proposed IVC site itself is inappropriate given the presence of: Granville Country Park, the only country park within the Borough; the Local Nature Reserve and its proposed location;

cultural heritage sites; the affect on the users of the facilities of the two local equestrian centres, Telford Equestrian Centre, along the proposed access route, and the other being at Woodhouse Farm itself; and the users of 'The Shropshire' Golf Centre, who also use the access route and will view the site from the golfing tees. There is also the local amenity of the local residents who also live along the proposed haul route. It is important to note the effect that the proposal will have on the wider landscape and local amenities of the area. The area surrounding the proposed facility is open countryside whilst the area further west beyond Granville Country Park and adjoining the A5060 is more industrial.

- 7.99 Traffic entering Granville Road from its western end at the roundabout on the A5060 are clearly in an industrial area. Travelling further east beyond the industrial area the main use of Granville Road is to serve the Country Park which it dissects, 'The Shropshire' Golf Club, some residential properties along the road, Lodgewood Farm, Telford Equestrian Centre, a scrapyard and the 'Knackers Yard'. The main access and tarmaced route to Woodhouse Farm itself is off Watling Street (A5) to the south and then north along Woodhouse Lane, although a through route via the potholed gravel track is possible with Granville Road (which would be upgraded with tarmac). Woodhouse Farm is also an equestrian centre.
- 7.100 Consequently as soon as traffic travelling east from the A5060 roundabout along Granville Road passes the industrial area it is entering a tranquil setting of predominantly leisure, recreation and sports use, with local nature and cultural heritage interest. The few industrial premises (the scrapyard and the 'Knackers Yard') are historic and relatively minor uses. The present and future use for this area is not industrial but leisure, recreational, sport and uses compatible with the open countryside, Country Park, Local Nature Reserve and the Green Network.
- 7.101 Furthermore, a national cycle route (No. 55) goes from the Granville Roundabout along Granville Road until Granville Country Park car park (part of the proposed access route), before turning north into the car park. Hutchinson Way, a named walkway, from the south enters Granville Road by the Lodge Furnaces area and goes east until the car park before also turning north. This also demonstrates that Granville Road has recreational value to cyclists and pedestrians, as well as horse riders. In the case of the cycle route, this is a national route (No.55).
- 7.102 The proposed facility will be located outside the development boundary for Telford in the open countryside. The western approach of the proposed access route will be within the development boundary but it will also be within a wider area of Green Network that extends to the north and south. This area also includes Granville Country Park which is a key green space and the only Country Park in the Borough.

- 7.103 Therefore the proposed access route affects the Green Network and detracts from its aims and objectives. The proposed development is in close proximity to ecological, leisure, sport, recreational and cultural heritage assets as well as Granville Country Park. Therefore the proposals which are not considered to be acceptable with a proposed access route that severs the Green Network, a designated Country Park and proposed extension to a Local Nature Reserve.
- 7.104 It should be noted that the Western Approaches as a route was also proposed as the access route to a large area immediately east of the Woodhouse Farm Site within Shropshire for a landfill site. This landfill proposal was also called 'Woodhouse Farm' and was originally included as a proposed site in the draft Shropshire Waste Local Plan. Telford & Wrekin Council opposed this route to the proposed landfill site. The independent planning inspector in his report into the public inquiry in 2004 into the Shropshire Waste Local Plan recommended that the proposed Woodhouse Farm landfill site not be included in the adopted Plan as a site allocation. The then Shropshire County Council accepted the Inspector's recommended and the Woodhouse Farm landfill site was not included as an allocation in the adopted Shropshire Waste Local Plan.
- 7.105 Telford & Wrekin Council opposed the western approaches route along Granville Road through the Country Park for access to a waste management facility in 2004 and its position has not changed. This demonstrates consistency in the Council's approach to access to waste management facilities near to and affecting the Granville Country Park area.
- 7.106 The landfill site is to finally close in the early 2020s with the planning permission expiring on 31<sup>st</sup> December 2025. The restoration scheme which has in part already been put into effect, including public access over the land with footpaths crossing the site and with grassland/scrub/woodland included in the landscaping of the site. Its restoration will be phased with final restoration of the final phase to the south taking place on expiry of the planning permission..It is intended that the restored Granville landfill site will become part of an extended Granville Country Park as agreed by the Council's Cabinet on 22<sup>nd</sup> March 2011.
- 7.107 The proposed IVC plant will therefore be as already stated inappropriate and inconsistent, isolated industrial use and operation in the landscape. When the public look eastwards from the top of the restored dome they will see an essentially rural open countryside to the east with a village like Lilleshall and Lilleshall Abbey (both within the Borough) and Lilleshall Hall and Sheriffhales (both in Shropshire) in the background. This is in sharp contrast to the view westwards of the industrial estate and large residential development within Telford.

- 7.108 The Country Park provides recreation and leisure facilities not only for residents of Telford but also other people living within the Borough and visitors to the area, such as tourists. The Country Park is of strategic importance. It also provides educational opportunities for visits to view the cultural heritage sites as an important part of the industrial history of the Borough that includes the Ironbridge Gorge World Heritage Site, and the Local Nature Reserve for ecological study.
- 7.109 Furthermore since Granville Country Park was created in the 1980s by the then Wrekin District following the closure of Granville Colliery in 1979 (which now lies beneath the completed dome of the landfill site), considerable public investment has gone into creating and maintaining the country park (it is now managed by Shropshire Wildlife Trust on behalf of the Council who have concerns about the proposals). The proposals would detract from the value of that public investment into the only country park in the Borough as well as detracting from its amenities.
- 7.110 Strong objections have been made by The Shropshire Golf Club and the Telford Equestrian Centre. Both the Club and the Centre are located in close proximity to the proposed access route and horses from the Centre use sections of this route. It is your officer's view that, when it is constructed, the proposed IVC building will be visible from at least the highest points on the golf course. The conclusions of the Council's Landscape Architects at C4 of the Appendix and the representations from the Golf Club (C14) and the Equestrian Centre (C10) should be noted. As well as making a number of adverse criticisms of the development proposals, the objections are made, in particular, because of the impact which will arise as a result of the use of Granville Road by HGVs and other vehicles travelling to and from the proposed development and the change in character of Granville Road. Whilst it is acknowledged that there are other users of the present Granville Road along this section, including the scrapyards and the 'Knackers Yard', both of which are long standing and industrial, the current proposed IVC site attributable traffic would make the situation significantly worse from a local amenity point of view. The proposed upgrading of the access routes will include the construction of humps as speed breaks, which would inevitably generate some noise as vehicles go over them. This clearly has potential to frighten horses and their riders.
- 7.111 The proposals concerning landscape, recreation, leisure and sport are therefore considered to be in conflict with the NPPF, RSS11 policy WD3 and RSS11 P2R Policy W5; Joint Structure Plan saved policies P31, P65 and P68; Core Strategy policies CS2, CS7, CS9, CS11, CS12, CS14 and CS15; and Wrekin Local Plan saved policies UD2, UD3, UD4, E6, OL2, OL3, OL4, OL6, OL11 and OL12.

### **Employment**

(See C5 and C10, Appendix A).

7.112 Whilst the proposals will create 6 jobs (on the site) it is considered not to be compatible with Core Strategy Policy CS2 and CS7 and saved Wrekin Local Plan Policy E6 concerning employment as stated in the Planning Implementation Team comments. This is not the most accessible location and is likely to have a detrimental effect on the Telford Equestrian Centre and The Shropshire Golf Centre. It would be detrimental to local amenities, is not in a centre for employment generation (unlike the nearby industrial estate) and, - will not generate or provide – significant employment opportunities on the site. This is a green field site as opposed to the nearby ‘Knackers Yard’ site which is brown field, since it is located on the site of the former out buildings of Granville Colliery. Consequently the proposals are considered in terms of employment generation to be contrary to Core Strategy Policies CS2 and CS7 and saved Wrekin Local Plan Policy E6.

### **Conclusion**

7.113 The proposals would result in an inappropriate and unacceptable urban use and intrusion into the open countryside that would be visually obtrusive and harmful; they would significantly detract from and harm the recreational, leisure, sports and heritage value and tranquillity of the area, including that of the Granville Country Park, ‘The Shropshire’ Golf Course and the Local Nature Reserve; further, the identified need for the proposed IVC facility is able to be accommodated on significantly more suitable and available sites for an IVC facility on a number of sites within industrial areas located in the Borough and adjacent to the Borough in Shropshire.

**RECOMMENDATION: REFUSE PLANNING PERMISSION** for the following reason(s):

1. The location and use of the proposed development site is unacceptable. The traffic generated by the development which would gain access to the site via the Granville Road access route (‘the Western Approaches’) would have an unacceptable affect on the character of the area which is predominantly rural and tranquil, its recreational use and enjoyment, on local amenities, and the recreational, leisure, sport, and heritage value of the area including the Granville Country Park, ‘The Shropshire’ Golf Course, and Local Nature Reserve. . The proposals are therefore considered to be in conflict with the NPPF, RSS11 policy QE6 and RSS112 policy W7; Joint Structure Plan saved polices P65, P67 and P68; Core Strategy policies CS2, CS7, CS9, CS11, CS12, and CS14; and Wrekin Local Plan saved policies UD2, UD3, UD4, E6, OL2, OL3, OL4, OL6, OL11 and OL12.
2. The proposed access route (‘The Western Approaches’) to and from the proposed waste management facility would be a permanent encroachment into the designated Green Network which is not

consistent with the stated policy aims and objectives of land within the Green Network. By reason of the proposed route's location, improvement works and permanency the proposals would erode the quality and character of this part of the town's immediate environs, would conflict with the aims of retaining an appropriate supply of open land and would have a negative and harmful impact upon the character, appearance and amenity of the Green Network, the local area and Granville Country Park, the proposed extension to the Local Nature Reserve,, especially following the completion of the reclamation proposals following the cessation of the adjacent Granville Landfill site.. As such, the proposal would be contrary to RSS11, Policy W7; Joint Structure Plan Saved Policies P31 and P67; Wrekin Local Plan Saved Policies OL3 and OL4 and LDF Core Strategy Policy CS11.

3. There are more suitable and available alternative locations for future waste management facilities within industrial areas in the Borough of Telford & Wrekin . The proposals are therefore in conflict with: PPS10; RSS11 Policy WD3, and RSS P2R Policies W5 and W7; WLP Saved Policies UD2, UD3, UD4, E6, OL2, OL3, OL4, OL6, OL11 and OL12; Cores Strategy Policies CS2, CS7, CS9, CS11and CS15.

TWC/2012/0261

Land off, Wrekin Course, Wellington Road, Wellington, Telford, Shropshire  
Construction of a new car park with 40 spaces and hard standing to site a  
mobile cafe (Amended plans received)

**APPLICANT**

Orleton Trust

**RECEIVED**

30/05/2012

**PARISH**

Little Wenlock

**WARD**

Wrockwardine

This application has previously been considered by Members on 20<sup>th</sup> June and 11<sup>th</sup> July 2012. At 11<sup>th</sup> July 2012 Plans Board, Members resolved to recommend approval subject to the Applicant entering into S106 Agreement and conditions outlined in the officer report with an additional condition regarding hours of catering van or its removal from site each evening and the addition of wildlife interpretation boards.

Following debate by Members regarding the appropriateness of yellow lines and their preference to install boulders, delegated authority was given to officers to investigate alternatives to yellow lines. As there were safety concerns regarding boulders on the highway, the Highways Engineers investigated costings for bollards and other highway improvements at The Wrekin.

The Highways Engineers advised the best price from the contractor for concrete set bollards and associated landscaping on the verge was £11,500 and there would still be the requirement for the additional £5000 to implement a Traffic Regulation Order (TRO). This would total £16,500. Furthermore, other highway improvements which relate to a footway towards The Wrekin entrance, but are not directly associated with the proposed development and restricting parking on the highway, would cost in the region of £13,500 to £15,500.

The costings for bollards and other highway improvements in the locality are significantly higher than the initial £5000 to implement a TRO, which was originally requested by Highways to be provided as S106 contribution. As the project is volunteer-led and community funded the Applicant is unable to provide these additional sums. However the Applicant is keen to progress with the development and is awaiting a quote from a local business to provide the catering facilities, and is working closely with Telford & Wrekin Council.

From a Highways position, this is the minimum contribution that is required and whilst the additional works have been investigated following discussions at Plans Board; the Highways Engineer could not uphold this request at appeal. In terms of highway requirements, the original request for £5000 contribution towards the TRO and painting double yellow lines on the road is sufficient. The Applicant has not yet signed the S106 Agreement, and this is on hold until the contributions have been agreed.

The proposal is unchanged from the previous Plans Board meeting and officers consider the original S106 contribution outlined in the previous reports is acceptable, as this will provide Highways with the necessary sum to implement the Traffic Regulation Order. Whilst Members have raised concerns regarding the implementation of yellow lines, unfortunately boulders would not be appropriate from a highways safety perspective and the cost of bollards would make the scheme unviable.

The creation of car parking and improved pedestrian access to The Wrekin is considered acceptable subject to the original S106 contribution of £5000; therefore the previous recommendation remains unchanged.

**RECOMMENDATION:** to GRANT PLANNING PERMISSION subject to the Applicant entering into a S106 agreement to provide £5000 towards a Traffic Regulation Order and the following conditions:

1. A04 Time limit
2. B121 Landscaping scheme
3. B123 Tree survey
4. B126 Landscape Management
5. B128 Landscape Maintenance Plan
6. B132 Trees No Dig Method
7. Bcustom No works to mature Oak tree until survey undertaken to establish whether bat roost
8. Bcustom Method of surface water management
9. Bcustom Details of management of site and catering van to be submitted – to include hours and removal from site
10. Bcustom Details of wildlife interpretation boards to be submitted
  
11. C14 Visibility splays
12. C38 Development in accordance with plans
13. C89 Tree safety work
14. Ccustom All mitigation and enhancement measures of ecology survey to be implemented

**REASON FOR APPROVAL:**

The principle of creating a new car park with catering van is considered acceptable and will not have a detrimental impact on the adjoining Area of Outstanding Natural Beauty and Site of Special Scientific Interest or the designation of the land as a Wildlife Site. The proposal will replace existing parking on the highway and will provide safer pedestrian routes to the track access to The Wrekin.

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The original reports of 11<sup>th</sup> July and 20<sup>th</sup> June are attached below for information.

**THIS APPLICATION WAS PRESENTED TO MEMBERS OF PLANS BOARD ON THE 20<sup>TH</sup> JUNE AND DEFFERED FOR A SITE VISIT**

Prior to the Plans Board meeting on 20<sup>th</sup> June, officers received confirmation from Highways that there were no objections to the proposal subject to a condition that the requisite visibility splays are implemented prior to first use.

Following the Plans Board meeting, the Applicant has sought to address some of the issues that were discussed and provide clarification:

- No funding is currently available for the project, though the planning stage has been fully funded by a private donation. A provisional application to the Huntingdon Lane Mining fund has been made but this has not yet been formalised as the outcome of the planning decision is awaited to 'activate' this funding application. If the funding application is unsuccessful, other avenues of funding would be investigated.
- No development will happen unless there *is* a commitment in place for the running and upkeep of the facility in the long term. All of the planning of this project has been volunteer lead. The landowner has offered the land free to the community for 3 years and following that time at a market value rent.
- Councillors suggested moving the site to the old rifle range further down The Wrekin Course. This is incompatible with the aims of the project. It is not to provide a car park solely for those who wish to summit the Wrekin, but it is purposefully designed to link effectively with the trails within the Ercall and Short Woods as well as to the coal mining restoration site. This was done for many reasons as well as for minimizing impact on the main Wrekin Hill and The Wrekin Course. Also many visitors may wish to visit the site and use the catering provision and return back to Wellington etc. without venturing onto the Wrekin Hill. An excellent and much needed tourism provision managing the impact of visitors to the Wrekin in the most sustainable way possible.
- The visibility splays will greatly improve the junction and two local landowners have verbally agreed that the removal of parking from the highway will improve the permeability of the area to the necessary movement of farm vehicles, fire appliances, and the emergency services.

One further letter of objection has been received from a neighbouring property. This states they have observed the pattern of road use at most hours on most days for several years; and considers that the existing parking arrangements have evolved over time, recognising the need to manage the public amenity and facilities by those with power. The present arrangements are illogical and dangerous. Only half a dozen cars can legally be parked on the same side of the road as the access to the track the occupants wish to use, resulting in every one else crossing the busy road. Proposed application will provide parking on same side and a clear path; thus improving safety. However there are concerns with the adjacent junction, and poor visibility; Wildlife issues, including the migrating toad. Considers the application is a fragmented approach to a huge problem. Highway incidents have occurred through loss of control, and believe one day a loss of life will occur. People

also break down the iron fences around the former reservoir and park on the road, adding to congestion and policing of the area.

Rural character will be harmed by the development, lack of toilet facilities for visitors. Considers it is for the LA to consider the problem as a whole, and through public consultation address the situation.

In response to these comments, it is recognised that the application has a positive impact on highway safety, and there are concerns with regard to wildlife. However on balance as previously expressed, the proposed highway safety benefits outweigh the concerns regarding wildlife, which can be appropriately conditioned, to ensure the impact is neutral on both wildlife and ensuring the rural character is retained.

A letter of support has been submitted by the British Driving Society and Horse Society, stating cars parked on the narrow lanes are a hazard for horse riders, especially those with a horse and trap. They add that the objections from the Parish Council and wildlife and environmental groups are surprising given the site is an agricultural field and could be ploughed up if the owner so wished. The proposed car park and other facilities will be an improvement to the vehicles cluttering the lanes and more convenient for the disabled.

The proposal is unchanged from the previous Plans Board meeting. Officers consider the proposal accords with planning policy and will provide improved parking arrangements and a safer pedestrian route to The Wrekin. Accordingly the officer recommendation remains for approval subject to S106 and conditions as listed below.

**RECOMMENDATION:** to GRANT PLANNING PERMISSION subject to the Applicant entering into a S106 agreement to provide £5000 towards a Traffic Regulation Order and the following conditions:

1. A04 Time limit
2. B121 Landscaping scheme
3. B123 Tree survey
4. B126 Landscape Management
5. B128 Landscape Maintenance Plan
6. B132 Trees No Dig Method
7. Bcustom No works to mature Oak tree until survey undertaken to establish whether bat roost
8. Bcustom Method of surface water management
9. Bcustom Details of management of site and catering van to be submitted
10. C14 Visibility splays
11. C38 Development in accordance with plans
12. C89 Tree safety work
- Ccustom All mitigation and enhancement measures of ecology survey to be implemented

#### REASON FOR APPROVAL:

The principle of creating a new car park with catering van is considered acceptable and will not have a detrimental impact on the adjoining Area of Outstanding Natural Beauty and Site of Special Scientific Interest or the designation of the land as a Wildlife Site. The proposal will replace existing parking on the highway and will provide safer pedestrian routes to the track access to The Wrekin.

The original Plans Board report is attached below for information.

#### OBJECTIONS RECEIVED: Yes

MAIN ISSUES: Need, Impact on adjacent Area of Outstanding Natural Beauty/Site of Special Scientific Interest, Impact on Wildlife Site, Scale and Design, Landscaping, Highway Safety.

THE PROPOSAL: The application seeks planning permission to construct a 40 space car parking area and hardstanding to site a mobile catering van, with provision of a footpath link leading to the track up to The Wrekin.

The application is proposed to provide additional off-road parking and a pedestrian link to The Wrekin which avoids the need to walk along the highway and the associated dangers to pedestrians.

#### SITE AND SURROUNDINGS:

The application site comprises an area of 0.37 hectares and is a large open field, currently used as grazing land and known as the 'Donkey Field' and positioned to the northeast of the Wrekin. It is a corner site, with highways to the north and east. The field is bounded by hedgerows to the north and east adjacent to the highways. The site slopes up towards the southern boundary, leading to an area of woodland at the base of The Wrekin.

The application site is designated as a Wildlife Site, and The Wrekin is designated as an Area of Outstanding Natural Beauty and a Site of Special Scientific Interest and comprises Ancient Woodland, a Local Nature Reserve and Scheduled Ancient Monuments. There is a reservoir to the east of the site on the opposite side of the highway.

There is an existing car parking area to the southeast of the application site, beyond the track leading up to summit of The Wrekin. It is hardsurfaced and in relatively poor condition with a number of potholes. There is limited soft landscaping and it is bounded from the road by large boulders and with a rockface to the rear. The majority of vehicles are parked along the highway adjacent to the reservoir opposite the application site, which is closer to the track to The Wrekin than the existing car park. The Ercall is located to the east of the existing car park, with Wellington approx 2.5km to the northeast of the application site.

#### PLANNING HISTORY:

None

PLANNING POLICY CONTEXT:  
National Planning Guidance  
National Planning Policy Framework

Saved Wrekin Local Plan Policies  
UD2 Design Criteria  
OL2 Designated Areas

LDF Core Strategy  
CS7 Rural Area  
CS12 Natural Environment  
CS15 Urban Design

#### CONSULTATION RESPONSES:

Little Wenlock Parish Council objects to the proposal on the following grounds

- Green field site in a rural area being turned into a tarmac car park
- Site is in an environmentally sensitive area
- Loss of valuable flora and fauna
- Site is close to an AONB and SSSI site
- The pressure on parking only exists at weekends and Bank Holidays etc
- Alternative sites (former car parks) Wrekin Straight and another on Ercall Lane could be used at peak times
- Alternative solution - park and ride system at peak times running from car parks in Wellington
- Should be encouraging less traffic at the foot of the Wrekin
- Future planning creep with proposed further parking, allotments and toilets as stated in the application
- Many car owners already do not park in the free Forest Glen car park but park on the road, they are not likely to park in a car park further away
- There is no guarantee that they will be able to secure the site at night
- There is no guarantee that they will find a caterer who is willing to remain on the site all day and to carry out the opening and closing of the site
- The more people going up The Wrekin, the more environmental damage there will be and further erosion to the site of the hill fort

Wellington Town Council: no objection

Highways:

Following amendments to the plans to incorporate the area of land to the north into the red line site area and clarification regarding visibility splays from the site, there are no objections subject to the Applicant entering into a S106 agreement to provide £5000 towards a Traffic Regulation Order and associated enforcement measures to eliminate the on road parking on Wellington Road.

Drainage:

Support subject to condition that details on a suitable method of surface water management are submitted and approved prior to commencement to ensure satisfactory drainage of the site and avoid flooding.

Geotechs: no comment

Arboricultural:

No objection subject to conditions B121 and B123 regarding landscaping design, B126 and B128 regarding landscape management and maintenance plan, B132 no-dig method of construction within root protection areas and C89 (custom) regarding tree safety work. The tree survey provided with the application only covers tree within the application site. There are a number of large hanging branches within the canopies of trees along the proposed route. If it is recommended that tree is to be felled the remaining stump could be carved to make an interesting entrance to the Wrekin.

Ecology:

Objects to the application and makes the following comments:

- The proposed development site falls within a Local Wildlife Site, and if permission is granted this will degrade the edge of the wildlife site and also the adjacent SSSI and AONB.
- The Ecological and protected species survey found evidence of badger activity in or close to the proposed development site, but concluded that there would be no significant impact on badgers. No evidence of any other protected or priority species were found on the site, but a mature oak tree has the potential to support roosting bats, and the site remains suitable for nesting birds, foraging bats, amphibians, hedgehogs and invertebrates.
- No works can take place to this tree until it is known whether a bat roost is present, otherwise an offence may be committed under the Habitats Regulations. Planning permission cannot be granted until the fate of this tree is established; either the development scheme will have to be altered to avoid siting the path near the tree (and avoiding any tree works), or bat surveys are required.

Sustainability:

No comment

Shropshire Wildlife Trust:

Objects on the following grounds:

- Proximity to a SSSI and the AONB
- Location on a County Wildlife Site  
Extent of future development options - the proposal may encourage additional visitors, eventually add to the traffic issues and possibly set a precedent for further development.

- Strategic fit – proposal does not accord with majority view that visitor management should seek to reduce traffic and ensure a more sustainable access solution

Should Telford and Wrekin be minded to approve the application, the following conditions should be imposed:

- All the mitigation and enhancement measures of the Ecological and Protected Species Survey. There should be a greater emphasis on tree planting, possibly up to 70 % of the existing field area along with a commitment to long term management
- The footpath is positioned at a greater distance from the mature oak tree so avoiding ecological impacts and health & safety concerns
- A clearly defined limit to any additional development, events or activity within the area.

Shropshire Hills AONB Partnership:

Objects to the proposal on the following grounds:

- Development would be on a greenfield site immediately adjacent to an AONB
- Rationale is unsound and not supported by local groups, such as Wrekin Forest Partnership
- A range of alternatives have been considered in the AONB Partnership report 'Wrekin Forest Sustainable Transport & Access Study', and there are ongoing discussions, but not at the stage for implementation
- Wrekin Forest Partnership voted against developing Donkey Field as a car park
- Parking in urban fringe locations often become focal point for anti-social behaviour, with landscaping exacerbating problem
- Onus on catering providers to ensure car park locked at night
- Catering provision will increase visitor numbers and therefore traffic
- Cannot compare site with Haughmond Hill
- Car parking provision without plan for ongoing management is not appropriate
- Poor consultation and outstanding flaws in proposal

Ten letters of representation have been submitted, including 2 letters from members of Wellington Civic Society, with the following objections:

#### Impact on character/visual impact

- Development will be harmful to AONB
- Impact on view and character of The Wrekin – visually detrimental, including for those people taking the path around The Wrekin

#### Sustainability/Alternative solutions

- Wellington Civic Society wishes to encourage more people not cars to visit The Wrekin

- Application lacks analysis of current car parking capacity, how existing space could be better used, demand for parking at different times of day, week and year
- Other options should be investigated if there is a need for additional parking
- Wellington Regeneration Partnership would like to see park and ride from Wellington car parks instead
- Parking is only occasionally a problem- Park and ride would be best solution
- Site not identified as solution by local authority or relevant agencies
- Forcing visitors who currently come very frequently, into an (eventually charged) carpark discourages them from enjoying healthy exercise
- Adverse impact on local economy of Wellington, which promotes 'Walkers are Welcome', as few visitors to the Wrekin would pass through Wellington

#### Highways issues

- Narrow nature of Wrekin Course – unsafe access due to poor visibility of traffic approaching over brow of hill/bend, and vehicle movements would be chaotic
- Car park would encourage an increase in traffic
- Junction between Wrekin course and the M54/Forest Glen road will become a problem
- Need to encourage greater use of existing car park before creating new provision
- There has never been a motor accident involving minor or major injury at the site

#### Viability of proposal

- Catering van unacceptable – increase in litter/waste – what provision made? Will it eventually become permanent built café?
- Legal requirement to provide sanitation facilities at the outset of the catering facility's operation?
- Responsibility on operators of catering van for security is unviable
- More details on days and hours that catering van will be available need to be provided, to establish availability of car park
- Cost of maintaining site's security is required
- Are funding arrangements available to continue free use of car park after 3 year rent-free period? What means are proposed to discourage roadside parking? Who will enforce against roadside parking?
- Further planning creep – development and special events, if permitted
- Evidence of need for allotments?
- It is noted on the application that the field has poor fertility. It would hardly then make good allotments. Also likelihood of vandalism unless whole site was security fenced which would add to the ugliness of the development

### Ecological impacts

- Adverse impact on vast numbers of frogs and toads migrating in the spring and autumn to and from the reservoir
- Adjacent to historic bluebell woods and large population of badgers
- Drainage issues – tarmacing area will cause future problems of water lying in winter
- Impact of increasing visitor numbers on the whole of the ecology of The Wrekin – details of how this can be mitigated must be provided

### PLANNING CONSIDERATIONS:

The application comprises the creation of a new car parking area with associated vehicular access off Wrekin Course to provide improved parking provision and safe pedestrian access to the foot of The Wrekin. The Applicant states the project is community-led and will use funding from the Huntington Lane Mining Community Trust Fund to provide the parking area and pedestrian access for able-bodied and disabled people, along with parking spaces for larger vehicles such as minibuses and horse trailers.

The proposal would utilise the existing gated access as an entrance into the site, with a new exit point, both on Wrekin Course. The car park would comprise 40 standard spaces and 2 extra long spaces. Provision within the site will be made for benches and picnic tables. A mobile catering van will be located on site; the catering providers will be responsible for locking the site at night. The car park has been designed to replicate parking areas at Haughmond Hill near Shrewsbury, with the development softened and screened by trees and landscaping.

The plans also show indicative layout for allotments, overspill parking area and public conveniences; however this does not form part of the current application but may form part of future proposals.

It is noted that there are concerns that the car parking area will increase traffic movements adjacent to The Wrekin; however the site is a very popular and well-used attraction in the Borough. In principle, the intention to improve parking arrangements and ensure greater pedestrian safety for walkers accessing the track to The Wrekin is supported. Officers acknowledge existing parking arrangements are not ideal. The existing car park is in a poor state of repair and appears to be underused compared to the parking on the highway. There is currently no safe pedestrian route to access the track. The Applicant has advised that alternative solutions have been discussed; however, no formal solutions have been put forward other than this proposal.

The adjoining land is designated an Area of Outstanding Natural Beauty and a Site of Special Scientific Interest. Both at a national and local level, planning policy sets out that these areas must be conserved and protected. The site is not located within this designated area and the only part of the site that adjoins it is the footpath leading to the track access to the Wrekin. It is deemed that the proposal will not have an adverse impact on the adjoining site which is of national importance. Whilst the car parking area will be visible on the approach to the site; the proposal has been designed to include a

significant level of landscaping, thus the development will not be overly prominent and the existing hedgerows and proposed tree planting will help to screen the development from the highways and surrounding areas. The majority of the parking area and footpaths are to be constructed in materials to blend in with the area, with only the access road to be tarmaced. In terms of the scale and design of the development, the scheme constitutes a modest area of the field, and the layout and surfacing, with proposed landscaping are considered appropriate. The majority of the field will remain open and unchanged.

It is considered that the proposal will not have a detrimental impact on the Wildlife Site. The site is currently grassland/grazing land, and is quite an exposed site with limited trees. The Ecological and protected species survey outlines that the proposed development will have little impact on the habitat of wildlife; however it is considered that the addition of native trees and hedgerows will enhance the area. Any areas of hedgerow removed to provide improved highway visibility can be replanted. The scheme will result in an increase in tree planting which could provide benefits to local wildlife. Appropriate conditions can be imposed to ensure that the impact on existing trees is controlled. Therefore the proposal accords with planning policy.

The proposal will help to remove car parking from the highway which will improve highway safety. It is also considered that the parking of vehicles in the designated car park will enhance the character and appearance of the area through the removal of parking on the road. In order to address highway requirements, amended plans have been submitted to extend the red line site area to the north and improve visibility splays from the site and on to Wellington Road. The Applicant has agreed to enter into a S106 agreement to provide £5000 towards a Traffic Regulation Order and measures such as painting of double yellow lines on the road to enable the Local Authority to remove the existing parking on the highway.

The catering van would be an ancillary part of the car park and it is intended that this would be removed each evening and the site secured. The principle of having a facility providing refreshments is long established with the former Forest Glen at the existing car park, and the existing café on the track up to the Wrekin. A number of concerns have been raised about how the facility will be managed and the responsibility on the catering provider to lock the car park at the end of the day. Officers consider the principle of the catering van is acceptable but that the Applicant needs to clarify how this will be managed. This can be dealt with by condition. There are currently no plans to charge for car parking, and the existing car park adjacent to The Wrekin is free of charge.

In conclusion, having regard to the objections raised and planning guidance, officers consider that on balance, the principle of creating a new car park with catering van to replicate the form of the Haughmond Hill car park is acceptable and will not have a detrimental impact on the adjoining Area of Outstanding Natural Beauty and Site of Special Scientific Interest or the designation of the land as a Wildlife Site. The proposal will replace existing

parking on the highway and will provide safer pedestrian routes to the track access to The Wrekin. The proposal is considered acceptable subject to conditions and planning obligations.

**RECOMMENDATION:** to GRANT PLANNING PERMISSION subject to the Applicant entering into a S106 agreement to provide £5000 towards a Traffic Regulation Order and the following conditions:

1. A04 Time limit
2. B121 Landscaping scheme
3. B123 Tree survey
4. B126 Landscape Management
5. B128 Landscape Maintenance Plan
6. B132 Trees No Dig Method
7. Bcustom No works to mature Oak tree until survey undertaken to establish whether bat roost
8. Bcustom Method of surface water management
9. Bcustom Details of management of site and catering van to be submitted
10. C38 Development in accordance with plans
11. C89 Tree safety work
12. Ccustom All mitigation and enhancement measures of ecology survey to be implemented

**REASON FOR APPROVAL:**

The principle of creating a new car park with catering van is considered acceptable and will not have a detrimental impact on the adjoining Area of Outstanding Natural Beauty and Site of Special Scientific Interest or the designation of the land as a Wildlife Site. The proposal will replace existing parking on the highway and will provide safer pedestrian routes to the track access to The Wrekin.

TWC/2012/0401

Land to the side of 64 Mafeking Road, Hadley, Telford, Shropshire, TF1 5LB  
Erection of a pair of semi-detached houses \*\*\*\*\*Amended Plans  
Received\*\*\*\*\*

**APPLICANT**

Mr A Hussain

**RECEIVED**

02/05/2012

**PARISH**

Hadley and Leegomery

**WARD**

Hadley and Leegomery

HADLEY & LEEGOMERY PARISH COUNCIL HAS REQUESTED THAT  
THIS APPLICATION IS DETERMINED BY PLANS BOARD.

OBJECTIONS RECEIVED: Yes

MAIN ISSUES: Access, scale and impact on amenity

**THE PROPOSAL:**

This is an outline application to include access and scale (with other reserved matters for later consideration in any subsequent reserved matters applications), for residential development on land to the side of number 64 Mafeking Road.

The applicants have submitted a design and access statement as well as plans showing an indicative layout and indicative elevations that show a pair of semi-detached dwellings. Although matters such as layout, landscaping and appearance are reserved at this stage the indicative plans show a building would sit along side number 64 Mafeking Road with a separation distance of 3.4m away from it. The indicative elevations show a pitched roof, a porch and windows in the front and rear facing elevations.

Originally it was proposed to erect 4no. flats at the site. However the case officer considered 4no. flats would appear somewhat contrived on this site and there would be a number of negative issues regarding the number of refuse bins and cars being parked at the site. Subsequent to case officer concerns both the description and plans were amended to address these so that the proposal now indicates a pair of semi detached dwellings. Consultees have been re-consulted and given 2 weeks to comment.

**THE SITE AND SURROUNDINGS**

This application relates to the side garden of number 64 Mafeking Road. This property is a corner plot that provides a considerably large side garden which is bound by a 1.5m high boundary hedge. Number 64 Mafeking Road and properties along side it are set around approx 5m back from the road with roof planes running parallel with the road. Properties in this road are 1950's style terraced houses that feature pitched roofs and flat front door canopy roofs.

Mafeking Road is a residential road that adjoins The Crescent, which is another predominately residential road albeit with some local services and facilities which include a corner shop and Hadley Infant School.

Number 64 Mafeking Road is one of 4 terraced properties. The property provides a rear garden that measures between 4.75m and 15m in length. The front and rear of the application site is generally a level grassy area with level patio driveway/garden area to the southern side. To the west of the site is a section of rear garden. The garden is enclosed at the west by approximately 1.8m high fencing.

## CONSULTATION RESPONSES

Hadley and Leegomery Parish Council: The Parish Council wishes to object to this application on the following grounds:-

- The proposals will result in overdevelopment of the site which is too small to accommodate the activity of four residential units.
- The creation of access for four vehicles at this location at a busy junction would cause a danger to other road users and pedestrians. Mafeking Road serves as one of the main access routes for Crescent Road and vehicles entering and leaving the site at this point will be a hazard.
- Mafeking Road and Crescent Road have a high level of on-street parking and additional vehicles introduced by this development will add to the congestion. There are double yellow lines around the junction and any vehicles visiting the proposed development would therefore be in conflict with vehicles parked at neighbouring properties and could impede access for emergency vehicles.

Highways: No objection in principle, subject to following conditions:-

- i) Prior to commencement of use the access driveway and parking spaces shall be surfaced in a bound material and parking spaces shall be a minimum of 2.4m wide by 4.8m long
  - ii) Visibility Splay of 2.4m x 17m is required for the parking space indicated as number 3 on your plan in a southerly direction towards the junction with Crescent Road
- Informative I11

Ecology: No comment

Drainage: Standard condition B62 and B75

1 anonymous neighbour has objected on the following grounds:-

- Close proximity to shop
- Parking in a congested area and a narrow road that already have parking problems.

## PLANNING HISTORY

W2004/0626, Outline, erection of a detached dwelling, granted 16<sup>th</sup> July 2004.

## POLICY CONTEXT

Core Strategy:

CS1 Homes

CS5 District and Local Centres in Telford

CS15 Urban Design

Wrekin Local Plan:

UD2 Design Criteria

H6 Windfall development in Telford & Newport

National guidance:

National Planning Policy Framework

## PLANNING CONSIDERATIONS

This site is situated within the urban area of Telford where the principle of residential development is acceptable in principle provided it accords with local and national planning policies.

Although the layout plan is indicative it shows that the site is situated between 4.7m and 5.5m back from western garden boundary and the existing shop. The indicative plan shows that the site would provide a separation distance of approximately 20m between the proposed rear elevations and the existing side elevation of number 102 The Crescent . The layout plan demonstrates that the site is big enough to accommodate a semi-detached property with gardens and parking. A semi-detached dwelling would be in keeping with the scale of surrounding properties and would not harm local amenity.

Vehicle access to the property would be taken off Mafeking Road and four car parking spaces would be provided at the front of the site which officers consider to be acceptable. In addition no objections from highways have been received.

Although issues of traffic and noise from cars parking at the site have been raised, the LPA do not consider the proposed development to be harmful to the amenity of the immediate area. The site would offer adequate parking provision by providing each house with two car parking spaces, which is adequate, and access off Mafeking Road - this would serve to address some of the Parish Council and neighbour concerns about cars parking on the road.

Bounding the western and southern side of this corner plot is a 1.5m high hedge. This hedge is a common element featured throughout this area which officers consider contributes to the existing local landscape character. Although approval for landscaping, appearance and layout is not being sought at this stage, the indicative plan shows the retention of this hedge therefore a condition will be imposed that the hedge is retained for the life time of

development unless otherwise agreed by the council. Officers consider this hedge will help soften the proposed development.

Although 'layout' is not being sought at this stage the indicative plan shows the semi-detached house can adequately be positioned within the site without harming the amenity and parking provision that is currently serves number 64 Mafeking Road.. Although the property is shown in close proximity to the adjacent convenience store, officers do not consider that this will have a detrimental impact on this single storey commercial premises. Although both proposed plots will provide somewhat small sized gardens officers consider them to of an adequate size in the context of the overall area. However to ensure these dwellings are continually provided with an adequate level of amenity the decision will be conditioned to removed permitted development rights for extensions.

Whilst 'appearance' is sought for approval at reserved matters stage, officers consider the indicative design to be generally acceptable. The indicative drawing shows obscure glazed bathroom windows to be inserted in the proposed front elevations . Officers deem that the front elevation would appear more in keeping if the bathroom windows were re-positioned and relocated to the rear elevation. The indicative elevation plans show simple front, side and rear flank walls which reflect existing neighbouring properties. The pair of dwellings would appear similar to the existing street and would be constructed from similar materials using existing features.

Having visited the site and acknowledged neighbour and parish comments officers do not consider the proposed development would adversely affect the surrounding amenity. The siting shown on the indicative plans clearly demonstrates that a separation distance of around 20m between the property and number 102 The Crescent can adequately be achieved. The houses can be designed to overcome any issues of loss of privacy and overlooking and hence officers consider a new dwelling in this location will not significantly harm the amenities of adjacent occupiers. In addition the site lies in a sustainable location being in close proximity to local services and facilities within a residential area. Officers consider these reasons should be given significant weight when determining this application.

To summarise, residential development on the site for a pair of semi detached dwellings is acceptable as it is in a highly sustainable location within walking distance of local shops and services as well as Hadley District Centre. Subject to the submission and approval of reserved matters to determine the "landscaping, layout and appearance" of the dwellings, the proposal would not have a significant detrimental impact on the amenities of the adjoining properties and the development of the site would respect the character and context of the surrounding residential area.

The proposals would therefore accord with the criteria listed in 'saved' Policy H6 of the Wrekin Local Plan and Core Strategy policy CS5 as well as the general design and amenity objectives of Policy CS15 in the Core Strategy

and Policy UD2 in the Wrekin Local Plan in addition to national planning policy guidance.

For the above reasons, it is considered that this application is acceptable and it is recommended for approval subject to conditions.

**RECOMMENDATION:** GRANT PLANNING PERMISSION subject to the following conditions:

Conditions

- A01 Time limit to commence
- A03 Time limit to submit reserved matters
- B002 Standard outline
- B003 General details
- B011 Samples of materials
- B062 Surface water drainage
- B075 Greenfield runoff rates
- BCustom Surface access in bound material
- B Custom Visibility splays 2.4m x 17m
- C038 In accordance with plans
- D01 Remove PD rights for extensions and free-standing structures

Informative I11

**REASONS FOR APPROVAL**

The development is in the urban area of Telford where the principle of development is acceptable in principle and the site is in highly sustainable location. The site is large enough to accommodate the development and the proposal would not have a significant detrimental impact on the amenities of the adjoining properties. The development of the site would respect the character and context of the surrounding residential area. Hence the proposal accords with national planning guidance and local Core Strategy policies CS5 and CS15 and Wrekin Local Plan policies UD2 and H6.

TWC/2012/0628

Ercall Wood Technology College, Golf Links Lane, Wellington, TF1 2DT  
Demolition of existing buildings and erection of new 900 place secondary school with associated car parking, landscaping and sports facilities  
\*\*\*Amended application forms, plans and supporting documentation received\*\*\*

**APPLICANT**

Telford and Wrekin Council

**RECEIVED**

13/08/2012

**PARISH**

Wellington

**WARD**

Ercall

OBJECTIONS RECEIVED: Yes

MAIN ISSUES: Consideration of changes made in this application from those granted in a recent outline consent, in particular with regard to the provision of sports pitches; consideration of the detailed design of the building and surrounding layout; effect of lighting of the relocated tennis courts /multi use games area and ecology.

PROPOSAL: This is a full application for the demolition of existing buildings and the erection of a new 900 place secondary school with associated car parking, landscaping and sports facilities on land at and adjacent to the Ercall Wood Technology College, Wellington.

Key elements of this application as presented in the application are as follows:

- a) the erection of a new 900 place secondary school;
- b) the demolition of all the existing College buildings;
- c) redevelopment of the cleared area occupied by the existing College buildings with playing fields area, a floodlit 4 court tennis court/Multi Use Games Area (MUGA), and grassed amphitheatre;
- d) engineering works to ground levels leading to the formation of new playing fields to the east of the new school building;
- e) retention of existing wildlife garden;
- f) breakout areas including amphitheatre and sports viewing area;
- g) formation of widened access and parking and drop off areas off Golf Link Lane;
- h) temporary construction access off Limekiln Lane to the east and construction compound together with temporary new access and parking area off Golf Links Lane during demolition phase;
- i) remodelling site area to create new development platforms; and,
- j) hard and soft landscaping, including fencing and lighting.

The new school would be located on a current playing pitch to the east of the existing College buildings. This would allow the existing College buildings to remain operational during the construction of the new school and thereafter to be demolished, allowing this area to be landscaped for the car parking area, tennis courts/MUGA and sporting uses.

The new school would deliver floorspace totalling 8,180m<sup>2</sup>, which gives a net gain of 954m<sup>2</sup> above the amount of existing accommodation at the College. The accommodation would be in the form a single building with an irregular K-shaped footprint. Essentially the building has three elements: the Learning Blocks, a Forum and the Hall Block. The Learning Blocks are situated either side of the wedge shaped Forum, with the Hall Block running parallel.

The new school building is proposed to be three storeys in height and have a flat roof providing accommodation for plant behind parapet walls. The scale and mass of the building is broken up through the use of render, metal cladding panels and glazed curtain walling as well as the use of both fenestration with both horizontal and vertical emphasis, and through the selection of contrasting colours.

The new school would be erected on a development platform of similar area and elevation to that permitted by the extant outline permission granted for the new school as described below.

Vehicular and pedestrian access to the new school would be taken from Golf Links Lane leading to an area of hard and soft landscaped car parking and student drop off. The existing College currently has parking for 64 cars and this would be increased to 115 spaces, including 5 disabled places. The drop off space around an internal one way system is equivalent to a further 34 car spaces.

Whilst the new building and associated sports pitches are primarily in connection with the provision of a new secondary school as part of the Buildings for Schools programme in the Borough, the intention is to maximise the community use of the building and external facilities outside of core school hours both during term time and during the school holidays, as well as in the evenings and the weekends. In this regard the a draft Community Use Agreement has been submitted with the application that could form the basis of a condition to secure such access.

Within the proposed building this would include the use of a new Sports Hall, access to changing rooms and access to an Activity Studio. Externally, this would involve access to the grassed pitches, the use of car parking facilities and access to the tennis courts/Multi Use Games Area.

The new school would be open from 08.00 to 18.00 Monday to Friday with leisure and community uses open from 17.00 to 23.00 hours Monday to Friday and 08.00 and 23.00 on weekends.

#### SITE AND SURROUNDINGS

The application site in total comprises of 8.9 hectares of land and includes the existing College buildings (in the south west corner of the application site) and parking area, part of the sports pitches to the north and the entire sports pitch to the east of the College. The agricultural field to the east of the College

buildings also forms part of the application area. The site is located at the southern edge of Wellington, to the south of Holyhead Road, north of the M54 and between Golf Links Lane to the west and Limekiln Lane to the east.

Beyond the north of the site lies residential development that fronts Holyhead Road, which consists of predominantly two storey detached dwellings in substantial plots of low/medium density. The western boundary is large formed of residential properties, again predominantly two storey detached dwellings set in substantial garden plots. The residential properties to the north east are recently built large detached houses within Cherry Tree Close. Opposite the site down Limekiln Lane there are new dwellings under construction. There are also two storey semi detached dwellings in Mount Gilbert and Bayley Road to the east.

In the south west of the site there is an existing ecology space in the form of a Wildlife Garden that is unaffected by the proposals. The site has an extensive number of trees, many of which are to be retained and the motorway which is to the south has a steep embankment that is heavily landscaped and so screens the site from that direction.

The sole vehicular access to the college is provided off Golf Links Lane, which lies to the south of the B5061 Holyhead Road. All local roads are single carriageway, lighted and subject to a 30mph speed limit with the exception of Holyhead Road which has a 40mph limit.

Pedestrian access to the site is provided at two points. To the west, access is via Golf Links Lane and to the east; there is a gated access footpath across the fields accessed off Limekiln Lane, which runs adjacent to Shortwood Primary School. Footways are provided on both sides of Golf Links Lane. However, there are currently no dedicated pedestrian crossings along this route. The nearest crossing facilities are provided at Holyhead Road adjacent to Golf Links Lane.

Bus stops are located a short walk from the school on either side of B5061 Holyhead Road and along the Dawley Road, to the east of the site.

#### BACKGROUND:

Recent outline planning permission for new secondary school. The application site currently benefits from an extant outline planning permission for a new secondary school development of an identical size (Ref. TWC/2012/0069) which was granted on the 29 June 2012 as part of the second phase of the Building for Schools (BSF) Programme in the Borough. The same permission also granted consent for residential development on two separate parcels of land for up to 130 dwellings in total that do not form part of this application. The larger of the two residential areas would be on the existing playing pitches to the north of the College and the other residential area is to the east adjacent to Limekiln Lane. In the determination of this outline application it was accepted that the granting of these residential elements was necessary to part fund the total redevelopment of the College.

With regard to the residential area proposed on the existing playing pitches to the north of the College, Condition 10 of that permission secures the provision of the new school and replacement pitches to the east prior to that residential development commencing.

The Planning Statement supporting the application states that this full application has been submitted in order secure approval of the details of the development reserved by the extant outline planning permission with respect to the school part of the development. It seeks full planning permission rather than reserved matters approval required to implement the outline consent in order to avoid delays in securing the necessary permission before the funding deadline set by Government.

Therefore, the principle of the proposed school development has recently been established through the granting of the outline consent and was considered by Plans Board post the publication of the National Planning Policy Framework.

Given the above, it is not considered necessary to revisit the principle of proposals being sought in this full application with regards to the need for the new school; the development being in the Green Network; and highways and other issues, because these have already been considered and accepted. Allied to this is the fact that there has been no further changes in National or Local Policy since the outline application was considered and determined.

By way of reference, the report to Plans Board in relation to the outline application TWC/2012/0069 provided the following conclusions:

*The provision of a new school and associated residential development does constitute exceptional circumstances to green network policies in relation to the community and regeneration benefits created by the new school, which is appropriate redevelopment of the existing site. Coupled with environmental benefits thorough the expansion and enhancement of the wildlife area and provision of allotments. The proposed development will continue to support the aims of the green network pertinent to this site.*

*The traffic movements generated by the development can be accommodated without detriment to highways safety. There is adequate parking provision for the new school and the travel plan will promote sustainable modes of transport to the site. There would be an improvement to the existing parking problems experienced on Golf Links Lane*

*Ecological issues have been satisfactorily considered; the development through the demolition of the existing school will have an impact on bats, and however this can be migrated through a number of measures including the creation of a bat loft in the extended wildlife area part of the site.*

*Issues of ground conditions, flooding, drainage, noise and pollution have been fully assessed and it is considered that any impacts can be adequately mitigated through the imposition of suitable conditions. The proposal creates*

*a demand for additional off-site requirements, which can be adequately mitigated through planning obligation contributions.*

*The Local Planning Authority considers that on balance the site is a longstanding community facility with established links to the wider transport network and therefore the principle of a similar type of development within the site is acceptable. The residential development is interlinked to the provision of school through cross funding and can not be considered separately. The proposed facilities and associated measures will significantly enhance the social and community provision.*

The focus of this report to Plans Board is therefore to consider the changes made in this full application from those granted in the recent outline consent as outlined below, together with consideration of the detailed design of the building and surrounding layout and relevant other matters.

Changes made in this full application from those granted in recent outline consent.

Whilst the new school proposals in this full application are substantially the same as the school proposals set out in the outline application referred to above, there have been certain changes that require consideration in the assessment of this application. The main changes identified in comparison to the outline permission are as follows:

- Building parameters with regard to the number of storeys and building width;
- The existing tennis courts immediately north of the new school building footprint have been moved to the west of the new building on an area identified in the outline consent as a new sports pitch post demolition of the existing College. The tennis courts would also be developed as a Multi Use Games Area (MUGA) and would be floodlit;
- Loss of hedgerow between proposed new school and the new playing pitches proposed to the east;
- Additional land take for polytunnels and science garden on part of the area identified in the outline consent for public allotments and Local Equipped Area of Play associated with the residential area proposed for the existing College playing fields.

#### RELEVANT PLANNING HISTORY:

TWC/2011/0069: Demolition of the existing Ercall Wood Technology College and the erection of a 900 place secondary school, community sports facilities, 130 dwellings and associated access, car parking and works. Outline granted 29/06/2012.

A number of other permission have been granted at this over the years, but these relate to the proposals associated with the current College and so are not relevant to this application.

## RELEVANT PLANNING POLICY:

National Planning Policy Framework

Telford & Wrekin Core Strategy:

CS8: Regeneration

CS9: Accessibility and Social Inclusion

CS10: Community Facilities

CS11: Open Space

CS12 Natural Environment

CS13 Environmental Resources

CS15: Urban Design

Wrekin Local Plan (saved policies):

EH7: Contaminated Land

EH8: Remedial Action on Contaminated Land

UD2: Design Criteria

UD3: Urban Design Assessments

UD4: Landscape Design

T4: Development Principles

T22: Planning Obligations

OL3: Green Network

OL4: Development in the Green Network

OL5: Extensions and Redevelopment in the Green Network

OL11: Woodlands and Trees

OL12: Open Land and Landscape: Contributions from New Development

LR1: Provision of Community Facilities

## CONSULTATION RESPONSES:

For all consultations received by the Development Management Team the following text below represents a summary of the salient points made in relation to the application. Full versions of all consultation responses can be viewed by Members of the Plans Board via the Council's eplanning system.

Internal consultations from within Telford and Wrekin Council

TWC Drainage:

Support subject to conditions, setting out the following requirements:

- A scheme for surface water drainage that shall reduce the surface water discharge rate by 50% of that existing, and any attenuation feature should be designed to attenuate all flows up to and including the 1 in 100 year event +30% for climate change.
- A scheme of foul and surface water drainage for the school buildings has been submitted to, and approved in writing by the Local Planning Authority. All flows produced by the School buildings and associated areas of hardstanding should be directed to the existing school surface water system that discharges to the north of the site at Holyhead Road.
- A scheme of foul and surface water drainage for the sports pitches.

- A revised phasing plan outlined in section 6 of the FRA should be submitted to and approved in writing by the Local Planning Authority. This plan should ensure that all SUDS features are in place and properly functioning prior to the construction of the new school building. The plan should also contain details on sediment control during the construction phase, and a method of cleansing the attenuation features prior to the school becoming operational.
- Full exceedance flow routing for school development should be submitted. Any exceedance flows should be directed away from properties and towards areas of public open space.

**TWC Environmental Health (Contaminated Land):**

Given the sensitivity of the proposed development, recommend that a standard land contamination condition be imposed.

**TWC Arboricultural:**

According to the overall site plan there are 64 new trees to be planted. Therefore we will require planting plans to show species & size. Forethought should be given to planting pits, root barriers/deflectors for trees planted within hard surfaced areas, to abate problems caused by maturing trees in hard surfaced areas such as surface rooting, tarmac disruption/trip hazards.

Additionally, plans to show the relocation/ transplanting of the self set Oaks which are currently growing within the proposed sports field.

The overall site plan shows that 6 trees are to be planted to the rear of the three properties in Cherry Tree Close, given that they are due south of the existing houses, consideration needs to be given to their mature height.

To facilitate the new entrance the school will be losing a significant Ash tree. Will a specimen tree be offered in mitigation for its loss? There appears to be sufficient space in the triangle of grass within the new car park to the east of the new entrance.

Following a site visit and the submission of the Tree Protection and Removal Plan, I would like to make the following comments.

Care must be taken when the tarmac is removed and the proposed paving below the row of mature Pines is installed in the north of the site as there will be roots in this location. With regard to the landscaping, tree species selection may require further revision given the Chalara disease affecting Ash trees at this time and the comments regarding the previous species selection as I have heard nothing back. Suggested conditions:

- B121, Landscaping Design. Planting plans, Species selection.
- B126 & B128, Landscape Management & Maintenance, to ensure that the trees which once they are planted continue to contribute to the amenity of the school.
- B132, Trees 'no dig' method, A method statement will be required with regard to the removal of the existing tarmac and the installation of the

proposed slabs to ensure that the existing tree roots are not damaged during the construction phase by heavy plant machinery.

- C70, No burning. C71, Soil Levels. C72, Material Storage. C77 Landscape Implementation Hard & Soft.

#### TWC Sustainability:

There are some very positive sustainability aspects of the development, for example:

- The principles from BREEAM energy rating criteria have been included. The M&E design will aim to follow the same design approach for a BREEAM excellent rating for energy saving.
- The Contractor will operate a site waste management plan.
- The Council will ask the Contractor to apply for Considerate Constructors Constructor scheme.
- Introduce levels of insulation and air tightness that are well in excess of current Building Regulations to achieve a building that is intrinsically low energy and in line with Council policy.

After taking this into account it is recommended the above considerations and any others included in the Environmental Sustainability statement' for the building be 'conditioned'.

#### TWC Ecology:

Comment. Similar advice has been given to that provided in respect of the outline application TWC/2012/0069 with consideration of extra reports submitted with this application.

Evidence of bats was found on the site in some of the existing College buildings. With regard to the amended location of the MUGA and its associated lighting this raises some concerns over potential light spillage into the wildlife area, including the proposed location of the purpose-built bat house and bat boxes.

The Agent's Ecologist has assured that the distance of the bat house from the MUGA means that negative impacts on the bats are unlikely. Lighting will not point directly at the wildlife area and the lighting will be downward facing. Lighting will be controlled to minimise lighting times. The wildlife area will therefore remain in relative darkness. I am satisfied with this position and don't foresee negative impacts on the local bat population.

In addition, commuting routes, particularly the trees and scrub to the south of the wildlife site will remain unlit.

Building 1 and Building 3 contain non-maternity summer roosts for low numbers of pipistrelle species and Building 5 contains a brown long-eared bat feeding perch. These roosts and resting place are going to be destroyed, so a Natural England development licence is be required. A bat method statement has been written for the licence application which contains mitigation and enhancements for bats.

Buildings 1 and 5 provide some hibernation opportunities. 'No evidence of bats was seen around these holes during the survey in April 2010, which would suggest they [were not] used over the preceding winter. The holes were also relatively narrow with some of them blocked with debris. However, the remaining holes are considered likely to provide access into the cavity of the wall and therefore may be used for hibernation. Although no evidence of hibernation can be seen, as a precaution, it is recommended that these buildings are demolished over spring/summer.'

Consideration of the provisions of the Habitats Directive  
Under Regulation 9(5) of the Conservation of Habitats and Species Regulations 2010, competent authorities must *have regard to* the Habitats Directive in the exercise of its functions. The recent Woolley and Morge cases have clarified the legal duty of a LPA when determining a planning application for a development which may impact on a European Protected Species (EPS). It must be shown that the LPA has considered the Habitats Directive and whether a Natural England EPS development licence is likely to be granted.

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

The likely offences cannot be avoided through mitigation measures secured through planning conditions, as the buildings are going to be demolished. Therefore, the following question must be asked: Is the applicant likely to be issued with a Natural England development licence so that works can be carried out that would otherwise, in the absence of a licence, constitute an offence? I.e., are the 3 derogation tests likely to be met?

Does the development meet the purpose of "preserving public health or public safety or other imperative reasons of overriding public interest, including those of a social or economic nature and beneficial consequences of primary importance for the environment"? (Reg. 53(2)(e))

Is the LPA satisfied that:

- "there is no satisfactory alternative"? (Reg.(9)(a))
- "the action authorised will not be detrimental to the maintenance of the population of the species concerned at a favourable conservation status in their natural range"? (Reg. 53(9)(b))

A bat method statement has been written as part of the Natural England licence application. This will be sufficient to ensure the continuing maintenance of the local bat populations at favourable conservation status. Mitigation, compensation and enhancement measures will include timing constraints, pre-commencement surveys, the creation of a designated building for bats, carrying out destructive works under the supervision on a licensed ecologist and the retention of foraging/commuting routes. Therefore this test is met.

Further information may be required from the applicant to answer the other two tests (overriding public interest and no satisfactory alternative). This should not be a burdensome request as this information will be required as part of the Natural England licence application. If further info is required, it can be requested under s62(3) of the Town and Country Planning Act 1990.

A badger sett was found in the south west corner of the existing school site during the 2010 Extended Phase 1 Habitat Survey. During the 2010 badger survey this hole appeared to be disused. Further along the fence, a possible badger trail lead towards the motorway, but no other badger evidence was found.

The evidence suggests that badgers forage in the area and the sites provide potential for sett digging, therefore a survey should be carried out immediately prior to the works beginning to ensure that badgers are not harmed during the development. If badger evidence is found then appropriate mitigation will be needed, and licences may be required if a sett is found within 30m of the site boundary.

The mosaics of habitat on site (e.g. tussocky grassland, ruderal vegetation, scrub, hedgerows, woodland and piles of debris) provide good opportunities for foraging and/or hibernating reptiles.

Reptile surveys were carried out in 2010 to ascertain whether reptiles were present. No evidence of reptiles was found, but common toads were found during the surveys. The locations and number of refuges wasn't mentioned in the report, but nevertheless I am satisfied with the results.

As reptiles are highly mobile species, there is the potential for them to colonise the areas of suitable habitat in the future. Because of the time delay between the surveys and the commencement of works, the habitats should be re-assessed for their potential to support reptiles prior to the onset of work.

The ponds on site were surveyed in 2010. No evidence of great crested newts was found. Smooth newts and palmate newts were found in Pond A and a single smooth newt was seen in Pond B. Common frog tadpoles were found in both ponds. Because of the time delay between the surveys and the commencement of works, a further inspection of the ponds will be required prior to the onset of works. This will have to take place in the spring immediately prior to works beginning. If the ponds are to be directly affected by the works then ideally new ponds should be constructed and the smooth and palmate newts translocated into the new ponds.

An old house martin nest was seen on the exterior of Building B15, on the eastern side, in 2010. Birds may nest here again and so demolition of this building should take place between September and February to avoid nesting bird season.

The mature trees, scrub and hedgerows provide potential bird nesting habitat, although specific bird surveys were not carried out. Apart from common

species, house sparrows (a BAP species and red list species of conservation concern) were recorded during the surveys. Any vegetation removal should be timed to avoid nesting bird season.

The hedgerows on site are all species-poor but they are all, except for the *Leylandii* hedge, BAP habitats and have value to wildlife, particularly as nesting habitat and commuting routes. The tree lines also provide commuting routes.

If any hedgerows, or sections of hedgerow, are removed then these should be replaced wherever possible. If they cannot be retained then the structure and function of the hedgerow as a commuting route should be maintained by the provision of new planting.

A condition is required for pre-commencement surveys for badgers, reptiles and amphibians shall be carried out by a suitably qualified ecologist. A report confirming the results and implications of the assessment, including any revised mitigation measures, shall be submitted to the Local Planning Authority before construction works commence on site.

If Tree 2 is to be removed then it should be surveyed prior to felling. If any evidence of bats is found then the tree felling will need to be delayed while appropriate mitigation is put in place and a licence applied for.

Informatives concerning Natural England EPS Development Licence, Nesting Birds, Protected and priority species, Trenches, Retention and enhancement of habitat features and Lighting should be attached to any consent.

TWC Geotechnical engineers:  
Support subject to condition relating to details of earthworks proposed.

Urban Design:  
The concept of expressing the different functions of the two main blocks is welcomed as is the simple pallet with accent colours in places which should work very well to give emphasis to certain parts of the building as well as breaking the long elevations visually. Also the concept of having two major entrances, one for visitors and one for the students is situated on the northern side adjacent to the footpath is considered to be a positive feature and should allow more flexibility for the school overall.

**Forum:** features the main entrance into the building but its position so far into the building and the fact that it is a glazed link designed to seamlessly connect the two main blocks means that the main entrance is less visually apparent than it might otherwise be. Whilst the use of a welcome band stretching from the car parking area towards the building does help to draw people towards the entrance, this feature actually becomes part of the end of the stairwell to the community block and therefore stops short of leading people all the way in. This is fine so long as the legibility is reinforced by the design; so there is a definite need for the “supergraphic” signage to draw the eye further in or to have some sort of feature ( a school crest or piece of wall

sculpture) to emphasise this. In addition, some form of porch (simple canopy will suffice) should be added just to reinforce the message as to where the front door actually is and give some degree of shelter to visitors alike. Similarly simple canopies could be used elsewhere around the building to indicate where key points of access are as well as giving some shelter.

**Welcome Band:** it would be good if the material used for this could be the same for both the paving and the building to ensure visual continuity given that there are things like bus shelters sitting within this strip. A ceramic tile which could be a mosaic and/or potentially custom made with the students may be a better alternative to the render that is currently being shown depending on the detailing in terms of rainwater management from the roof. What would not be great is to see water streaks or discolouration of the render forming down the side of the building given it is a feature and will stand out due to the colour contrast.

**Community Block:** whilst the use of a dark brick should be a durable and relatively maintenance free material, its extensive use particularly on the south elevation could be a little oppressive unless there is some accent colour used here too, ideally along the ground floor particularly where the PCT is to be sited. It could have a slightly different accent colour to identify it either through the type of glazing or using coloured decals, etc. In a similar vein, the need for depth and shadow along such long facades is important to help articulate and visually break it up so that the blocks don't feel dominant and overpowering; e.g. increasing windows reveals and ensuring that there is also colour and contrast is reveals of windows should help to address these aspects and avoid the blocks being flat and characterless.

**Sustainability:** Looking more widely, there is just a query raised as to the management of passive solar gain in regard to the glazed link and the use of dark coloured materials on the community block namely because they will absorb heat more than the lighter coloured teaching block particularly when located on the southern side of the site. Whilst it is assumed this is being addressed/ managed, it may also be an idea to explore opportunities for exploiting this aspect further, e.g. given that there is a long expanse of roof, could PVs be sited here to assist in terms of ongoing energy costs ? If added, these may also detract from the proposed flue which although set back from the building face could be screened or better designed to be more of an integral feature. Also are there any other more energy efficient aspects to this scheme as it is difficult to determine this from the D & A ?

**Servicing:** the D & A mentions that this will take place on the southern side of the community block, however there is a note on the landscape master plan that suggests that there are some "*RM deliveries and overspill car parking*" to the north of the teaching building near the main student access. In both instances these may be more management than highways issues, but similarly these access points and routes will use pedestrian designated areas so there is a potential conflict unless actively managed. The southern service access is perhaps of most concern as the route for servicing vehicles is to cross the in front of the main entrance and a key link into the school, i.e. along

the paved area and over the welcome band to access the security gates. The potential implications of this are that the paving will have to be designed and strengthened accordingly with dropped kerbs, etc, as well as being actively managed to ensure that visitors and students alike are safe. In regard to the wider highways issues associated with this site, these are not addressed as it is anticipated that they will be covered by highways officers in more detail in their comments.

**Topography:** It is noted that in the Geotechnical report, there is a reference to slope stability and a recommendation that “if at all possible, development should be avoided adjacent to the southern edge of the site to avoid any potential issues regarding the stability of the M54 embankment and the urban garden”. Whilst section BB does show a slice of the building extending south towards the M54 there is no real detail as to how this bank is to be handled and consequently there needs to be some additional detail as to how the stability and the management of the difference in level is addressed. This is because there are still some activities shown in this area which may necessitate the need for retaining structures, but these should be avoided if at all possible.

**Lighting:** of the site and the school itself: has any thought been given as to how the scheme would be illuminated both from a functional and visual art point of view? It is noted that the school has been designed to allow as much natural light to penetrate into the building which is excellent, but it would be good to have details of how this building is to be lit at night given that it is to feature community facilities to be used out of hours. Lighting could be used to improve legibility, community safety and the visual impact of the building particularly during the autumn and winter months. Finally if lighting could be designed to be an integral part of the building rather than on columns cluttering the external space so much the better.

#### In Summary

Generally the proposals seem to have been well conceived in terms of the overall plan, design and architecture, but it is important to ensure that the approach and legibility of the building is clear as well as ensuring a good level of articulation of the facades especially along the ground floor where everyone can see and experience it up close. If this application is to be approved, it is suggested that materials, for the building and paving with sample panels to be constructed and kept on site throughout the job are conditioned. Similarly a scheme for lighting and landscape details should also be included.

#### TWC Highways

It is considered that the information submitted as part of this full application is insufficient to fully discharge Conditions 57 - 59 inclusive of the Outline Permission TWC/2012/0069. I would therefore, request that the above conditions are re-stated on this decision notice if approved. Similarly, the funds identified in the recommendation dated 12 March 2012 in respect of the outline planning application TWC/2012/0069 for the promotion and implementation of new and amended Traffic Regulation Orders (TRO's) on

the adjacent Highway network is still applicable to the above application, although I understand that the funding will be from within the Council.

#### TWC Environmental Health (Public Protection)

No objections to the proposed development subject to an appropriate condition being imposed regarding the hours of operation of the external tennis courts.

#### TWC Environmental Health (Contaminated Land)

Support subject to conditions. The proposed development is for a school. As such, I recommend that should permission be granted a condition relating to land contamination be imposed.

#### TWC Leisure Services Delivery Manager.

The Council's Leisure Facilities Framework identifies an unbalanced distribution of 'community accessible' sports halls across the borough, only a small proportion of these have formal community access agreements. Linking in with Building Schools for the Future proposals is the ideal way to 'open up' access to sports halls and to ensure that any new sports halls are built to an appropriate specification that can cater for both schools and community sports and leisure.

The existing Ercall Wood sports facilities are limited in terms of their quality, capacity and accessibility and are not subject to any formal community use agreement other than an agreement with Wrekin Tennis Club.

The new Ercall Wood School facilities will include improved indoor and outdoor sports facility provision which is to be accessible to both school and community groups and have been specifically designed to support such usage. The inclusion of specialist provision for both indoor and outdoor cricket is welcomed and will compliment the borough wide network of specialist sports facilities.

In addition to the on site facilities the Ercall Wood school pupils are also able to make free use of the Goal Zone synthetic turf football pitch facilities at AFC Telford through a community use agreement.

As such Leisure Services are supportive of the application as it is felt that the improved facilities are **considered sufficient to outweigh any loss in playing fields** provided that the facilities are constructed in accordance with Sport England technical guidance and that the indoor and outdoor facilities are subject to a formal Community Use Agreement, to include hours of community use and an accessible pricing policy. The community use agreement is to be signed off by the Council's Leisure Services team.

#### TWC Parks and Opens Spaces

Object. The proposed landscape plans do not refer to the approved plans in the outline application to provide for a LEAP or allotments to serve the overall plans for the area and appear to have identified plans for schools use of the

area identified for this community use. Also raise query with the maintenance of the water attenuation to the east of the sports field.

As described in the report it is anticipated that that this objection will be removed following discussions with the Council's Estates and Investment Team and this will be reported in an update to Plans Board.

#### External consultations

##### Highways Agency

Support subject to conditions relating to details of a scheme to stop errant balls from the sports pitches straying on the Motorway and also a geotechnical survey demonstrating the proposed works will not adversely impact the man made material that supports the M54. They do not envisage the proposed floodlighting for the sports pitches having any detrimental effect on the operation of the M54.

With regard to the first condition above, it is understood that the HA is satisfied that there is no longer any need for such a condition, whilst with regards to the second condition they have considering details provided to them by the applicant but their position remains the same in that we would require this to be demonstrated via geotechnical survey in accordance with DMRB HD22/08.

##### Environment Agency

Support subject to condition. Additional comment in relation to revised details. The previous FRA's linked to this proposal inter-relate the school with the housing elements. Agreement is therefore required as to the levels of attenuation which should be provided specifically to mitigate the School. Attenuation should be provided for the 100 yr plus climate change with discharge limited in accordance with the FRA table C. As stated previously, your drainage engineers should be able to provide further advice on this.

The revised drainage strategy appears to connect more water to the already overwhelmed un-named perched watercourse to the east of the catchment. Although the discharge rates appear relatively low, substantial volumes of water in total will be added to the balancing area. Depending on how developments are to progress in all phases of the development, we have concerns as to how all the flood risk assessments will interact. As we understand, unless corrected, the watercourse does not currently take flow from the school area other than direct run-off from the adjacent field. Although there is a controlled discharge rate, this potentially represents an increase in run-off and in particular an increase in the volume of water that will spill to the watercourse.

##### Natural England

This application is in close proximity to The Wrekin & The Ercall Site of Special Scientific Interest (SSSI). However, given the nature and scale of this proposal, Natural England is satisfied that there is not likely to be an adverse

effect on this site as a result of the proposal being carried out in strict accordance with the details of the application as submitted. We therefore advise your authority that this SSSI does not represent a constraint in determining this application.

The advice provided in our previous response applies equally to this amendment although we made no objection to the original proposal. This previous advice stated that the ecological survey in support of the application is in accordance with standard guidelines and also supported by targeted species works reports. The final landscaping proposal for the site should be in accordance with the ecological surveys to maximise the biodiversity values of the site post development. The existing hedgerows should be retained. Enhancement and expansion of the existing wildlife area is supported.

Any site clearance should be outside the bird nesting season. Bats, the survey and mitigation reports are satisfactory, however, repeat surveys are necessary given the time delay between these and when the site will be developed, to be controlled through conditions. The mitigation is for the provision of an alternative roost with a dedicated bat loft incorporating bat bricks. Great crested newts – no newts were recorded on site, however an updated survey should be undertaken. In summary the ecological assessment work is welcomed, and sets out detailed and comprehensive surveys, bat activity surveys have been submitted in support of this application which we previously sought and mitigation measures have been outlined. As such Natural England has no objections to the proposal on protected species grounds.

The proposed amendments to the original outline application relate largely to timescale, and are unlikely to have significantly different impacts on the natural environment than the original proposal.

Sport England:

Sport England initially objected to this application but following this response there has been a significant amount of dialogue between Sport England, the applicant for this application and officers of Telford and Wrekin Council.

Sport England are concerned that the proposals result is an overall reduction in outdoor playing field and court space which, when considered in isolation, is in conflict with national, local and Sport England planning policy.

However, they state the aforementioned policy framework does allow for such loss where provision would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location.

In this context, Sport England have worked with Council officers to further their understanding of the strategic vision for playing field areas to be delivered at school sites through the Building Schools for the Future (BSF) Programme. The information provided by Telford and Wrekin Council demonstrates that the delivery of new provision across the remaining schools

in the Programme will exceed any losses, including at the Ercall Wood School site.

Two new playing field sites within the general catchment of Ercall Wood School have been identified specifically; the proposed New Holy Trinity Academy at Priorslee and additional playing field provision on land adjacent to Thomas Telford School. It is understood that the provision at Thomas Telford School is to be delivered in the next available growing season of 2013. The area amounts to approximately 41,000m<sup>2</sup> which compares to an approximate loss of provision at the Ercall Wood School site of approximately 5,000m<sup>2</sup>. Sport England state they have agreed to work closely with the BSF team to develop how this site will operate, especially for community sport and also regarding the details of future playing field related projects across Telford.

Overall therefore, and subject to the delivery of the areas referenced above, Sport England's now consider that the principle of development and the impact on playing fields at this application site can be consistent with national, local and Sport England policy in that the area of playing field lost will be replaced by better provision in terms of quantity, quality, in a suitable location. In making this judgement, they have taken into account that the loss at the application site does not prevent the ability to replicate existing pitch and court based sporting opportunities. In addition, the new sports hall provision will deliver significant new opportunities to the school body and local community.

Given these observations, Sport England withdraws our objection to the scheme subject to the following matters being addressed through relevant mechanisms as discussed with the Council;

1. Delivery of the Council's strategic vision for sporting provision, including playing fields, across the Building Schools for the Future Programme. It is proposed that a Memorandum is signed between Laura Johnston - Director of Children and Family Services (Sponsor of the BSF Project and Chair of the Project Board) and by the Local Planning Authority, committing to the preparation of a detailed strategic vision for sporting provision, including playing fields, to be delivered at school sites through the remainder of the BSF Programme. The vision will demonstrate that the delivery of new provision will exceed any losses. The memorandum would commit the Council to implement the provision agreed in the strategic vision when applying for planning permission on future schemes.
2. Conditions covering the following
  - Within 6 months of consent at Ercall Wood a detailed assessment of ground conditions (including drainage and topography) of the land proposed for the playing field shall be submitted and following this a detailed scheme which ensures that the playing field will be provided to an acceptable quality; and
  - A Community Use Scheme has been submitted to and approved in writing by the Local Planning Authority.

**Shropshire Fire Service:**

No objections subject to informatives on Access for Emergency Fire Service Vehicles; Water Supplies for Fire fighting; Recommended Minimum Flow Rates and Location of Fire Hydrants; Sprinkler Systems – Schools.

**West Mercia Constabulary**

Support subject to conditions. There are opportunities to design out crime and /or the fear of crime and to promote community safety. Therefore should this proposal gain planning approval, a request is made that planning condition be placed upon the said approval that this development will aim to be built to achieve accreditation for Secured By Design (SbD) in due course.

**Local consultation and representations**

**Wellington Town Council**

No objections in principle. However, the Town Council requests that the Local Planning authority note the comments made in relation to the existence of bats and badgers within the development area and that they are fully protected with the imposition of any planning conditions. It is also requested that full regard is given to Planning Policies OL4 and OL5.

**Shropshire Playing Field Association:**

Comment on the much improved statement of sports provision. The additional detail with regard to proposed pitch sizes is useful, valid and relevant. The inclusion of the additional Rugby Pitch is good news.

We believe the proposed design and layout of pitches is far more detailed and in our opinion more likely to meet the schools PE and extra curricula needs. A reservation would be the extent to which the outdoor grass pitches can be used for community usage, but provided this is made clear in the proposals should not be a reason for objecting to the proposals.

**Neighbour Consultation Responses**

A total of 9 letters objecting to the proposals have been received with the grounds of objection including:

- On the grounds of traffic and road safety made worse by increase in size of school, traffic associated with the earlier residential proposals and traffic associated with community uses on site that will take place into the evenings and weekends. Traffic management proposals are inadequate. Local roads were not designed for such intensive use
- Currently there is a drainage system to divert the excess rain-water through a balancing pond. Assurances sought that there will not be any flooding into our property during the construction process;
- Loss of existing sports pitches and inadequate replacement of such areas. The figures used in the analysis are wrong. The loss of pitches is contrary to NPPF rules. Question the demand for community facilities and whether they will be fully accessible. The quality of the existing pitches is adequate and the layout for the pitches is cramped and would not stand up to high level of usage;

- The existing tennis courts are used up to four times a week and have been used on many occasions well beyond 10pm.; and
- There will be in Wellington a total a loss of 76,500m<sup>2</sup> of playing fields and adding the loss at Ercall Wood it comes to over 80,500m<sup>2</sup> to housing. This significantly overwhelms the questionable additional provision elsewhere in the town.

A total of 4 letters have been received raising concerns over some of the detailed aspects of the proposals; these include:

- Concerns that the widening of access road into the site would lead to damage or death of hedge on south side of access road;
- Query regarding fencing behind houses that would now back onto playing pitch rather than existing school;
- Concerns over volume of traffic that use Golf Links Lane and Christine Avenue and their use for car parking; and
- Concerns that construction traffic may come along Limekiln Lane from Holyhead Road.

Wrekin Golf Club comments that the increased number of pupils over the existing numbers will create a lot of additional traffic in the area at the times when our Members will be accessing and leaving the course. As before, the Committee is concerned that unless workable traffic management systems are developed and implemented the traffic increase will be a considerable inconvenience for the Members.

#### PLANNING CONSIDERATIONS:

##### **Changes made in this full application from those granted in recent outline consent.**

Whilst the new school proposals in this full application are substantially the same as the school proposals set out in the outline application referred to above, there have been certain changes that require consideration in the assessment of this application. The main changes identified compared to the outline permission are as follows:

##### Building parameters.

As an outline application with all matters other than access reserved for later consideration, the minimum and maximum scale of the proposed building were required to be stipulated. In respect of the outline application the maximum height of the building was described as being 2 storeys and no higher than 13 metres. The final design of the Learning Block part of the proposed building is set at 3 storeys but overall the height of this building (including parapet to the flat roof) is not higher than 12.5 metres. Therefore whilst there is a further storey to part of the new building, this is within the overall height parameter of 13 metres and therefore acceptable in the context of the outline application.

The maximum parameters in the outline application in relation to the width and length of the proposed school building were set at 40 metres and 110

metres respectively. Under the designs of the building submitted for this full application, the width of the building is 65 metres whilst the length of the building is 94 metres. The width of the building is therefore greater than that approved by the outline permission. The increase in width is partly due to the irregular K-shaped footprint and includes the open space between the Learning Blocks and the Hall Block. The increase in the width of the building now proposed is considered acceptable given the amount of land available in which to place the building and to facilitate the unique design envisaged.

### **Changes to layout of the site and implications for sports pitches.**

The existing tennis courts immediately north of the new school building footprint have been moved to the west of the new building on an area identified in the outline consent as a new sports pitch post demolition of the existing College. The tennis courts would also be developed as a Multi Use Games Area (MUGA) and would be floodlit and the floodlighting aspect is considered later in the report.

The consequence of relocating the tennis courts/MUGA is that the area proposed was envisaged to be a sports pitch under the layout parameters set out in the outline application. It was on this layout that the outline application was considered and the views of consultees such as Sport England were made.

In raising no objection to the outline application Sport England in their response concluded that the combined area of the new playing field to be delivered should be at least equivalent in size to the area lost to the proposed works. How these areas are to be utilised for different sports and pitch sizes needs to be led by the anticipated programme of use but at this outline planning stage, it does seem that in purely quantitative terms, the external playing field provision would replicate the same opportunities for winter and summer pitch sports that currently exist. In addition, Sport England noted from the planning application that the proposed playing field area is consistent with the building bulletins guidelines for a secondary school of this pupil size.

The relocation of the tennis courts/MUGA to the west of the proposed building means that the area envisaged as being a playing pitch in the outline application could not be used as such. In total this would result in the loss of around 4,600 m<sup>2</sup> of team sports playing fields out of a total of 34,500 m<sup>2</sup> of area currently used for team sports. However, there is about 5,000 m<sup>2</sup> of grassed training areas around the tennis courts/MUGA and whilst the elongated configuration of this area makes these areas unusable as pitches for team sports, the applicant has demonstrated with the input of the existing College they can still be used for sports activities relating to athletics and training in both the summer and winter. In total the amount of grassed area available for use as part of the current proposal is 34,950 m<sup>2</sup> as opposed to 34,500 m<sup>2</sup> of grassed area currently existing available for the College. For clarity these areas are shown in the attached plans at the end of this report.

Although the area available for team sports playing fields has been reduced by 4,600m<sup>2</sup> from that existing, the existing area includes areas of sloping ground that the College states are unusable. The existing areas are utilised by the College in the following manner:

- 1 (99.5 x 54m) rugby pitch;
- 1 (76.1 x 49.8m) football pitch;
- 1 (84.35 x 52.75m) football pitch;
- 1 (69.55 x 54.9m) football pitch incorporating 2 mini pitches to sloping area;;
- 1 cricket square;
- 1nr long jump pit; and
- 400m running track.

As part of this full application the following pitches would be provided externally on the area to the east of the new school:

- 1 (99.5 x 54m) rugby pitch to match existing (as requested by the school);
- 1 (87.78 x 55.78m) football pitch (closest Sport England compliant size to match existing);
- 1 (78.64 x 51.21m) football pitch (closest Sport England compliant size to match existing);
- 2 (60.35 x 42.06m) football pitches (closest Sport England compliant size to replace 2 existing mini pitches);
- 1nr 400m running track;
- 1nr artificial cricket wicket and square; and
- 1nr rounders pitch.

Therefore the above details demonstrate the same number of like for like sports pitches are being provided in the proposed new sports field as exist in the pitches being used currently by the College.

Furthermore, the applicant has provided evidence that these pitch layouts have been developed with school staff and they have confirmed that these pitches in combination with the MUGA, unfenced games courts and internal facilities would meet their curricular requirements.

Sport England initially raised an objection to this proposal in response to this application due to concerns that there is an overall reduction in outdoor playing field and court space which, when considered in isolation, is in conflict with national, local and Sport England planning policy. However, Sport England note the aforementioned policy framework does allow for such loss where provision would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location.

Following a significant amount of dialogue between Sport England, the applicant for this application and officers of Telford and Wrekin Council they are satisfied that this demonstrates that the delivery of new provision across

the remaining schools in the Programme will exceed any losses, including at the Ercall Wood School site.

Subject to the delivery of the delivery of new provision across the remaining schools in the BSF Programme, Sport England consider that the principle of development and the impact on playing fields at this application site can be consistent with national, local and Sport England policy in that the area of playing field lost will be replaced by better provision in terms of quantity and quality, in a suitable location. In making this judgement, they state they have taken into account that the loss at the application site does not prevent the ability to replicate existing pitch and court based sporting opportunities. In addition, the new sports hall provision will deliver significant new opportunities to the school body and local community.

On this basis their objection has been removed subject to the delivery of the Council's strategic vision for sporting provision, including playing fields, across the Building Schools for the Future Programme. This can be secured through the signing of a Memorandum between Laura Johnston - Director of Children and Family Services (Sponsor of the BSF Project and Chair of the Project Board) and by the Local Planning Authority, committing to the preparation of a detailed strategic vision for sporting provision, including playing fields, to be delivered at school sites through the remainder of the BSF Programme. The vision will demonstrate that the delivery of new provision will exceed any losses. The Memorandum would commit the Council to implement the provision agreed in the strategic vision when applying for planning permission on future BSF schemes.

Other conditions relating to the quality of the pitches to be provided at Ercall Wood together with details of a scheme for community use are also requested.

Shropshire Playing Field Association initially raised some concerns regarding the scheme but following further information and revised pitch layout have removed and their objection and welcome the inclusion of space for a rugby pitch.

In light of the above, it is therefore concluded that the area of playing field lost would be replaced by better provision in terms of quantity, quality, in a suitable location as part of the wider BSF Programme. In making this judgement the loss at the application site (around 4,600 m<sup>2</sup> of team sports playing fields out of a total of 34,500 m<sup>2</sup> of area currently used for team sports) does not prevent the ability to replicate existing pitch and court based sporting opportunities at Ercall Wood. The sporting provision proposed also meets the minimum prescribed levels for a school of this pupil intake. A further benefit of these proposals is that the new sports hall provision would deliver significant new opportunities to the school body and the local community.

On this aspect the amended pitch proposals envisaged in this full application are acceptable subject to the conditions as recommended by Sport England being attached to any permission granted.

**Loss of hedgerow.**

The outline application sought to retain an existing hedgerow between the proposed new school and the new playing pitches proposed to the east. As part of the proposals under consideration this hedgerow is proposed to be removed in its entirety, opening up the school to the adjacent pitches and allowing better use of land for playing pitches as well as to enable a viewing area for the new cricket pitch to be incorporated next to the proposed Sports Hall.

Policy OL11: Woodland and Trees of the Wrekin Local Plan states that the Council will resist development proposals that would result in the loss of trees which make a valuable contribution to the character of the landscape or have ecological value. The Council's ecologist agrees with the applicants survey that the hedgerow is species-poor but that it does have value to wildlife, particularly as nesting habitat and commuting routes.

However, should the hedgerow be removed they state it should be replaced wherever possible. In this instance new hedgerow of equivalent length is being proposed to the east of the new sports pitches along the proposed north to south boundary between the pitches and the water attenuation feature associated with housing scheme adjacent to Limekiln Lane as approved as part of the outline application. The details and implementation of this hedge can be secured by means of a planning condition.

**Additional land take for polytunnels and science garden.**

On part of the area identified in the outline consent for public allotments and Local Equipped Area of Play associated with the residential area proposed for the existing College playing fields the school wishes to use a small part of the area for its polytunnel and science garden.

The Council's Parks and Open Space Officer has objected to this element of the scheme and in response the applicant has outlined two reasons for the location of the polytunnel and science garden, these being:

- Due to the funding received by the school for the polytunnel, it needed to be built this year, prior to the school construction work. Therefore to ensure the polytunnel location was not going to affect future construction work for the school, our client decided to build it on the location as shown, on their land, though not within the main school area.
- As the site area is constrained by various issues, the areas identified for playing fields are particularly sensitive. Building the polytunnel outside the school play area will assist us to achieve Sport England's requirements for the playing field.

In considering whether this area would affect the delivery of the LEAP and public allotments to serve the community as part of the residential proposals on the existing College playing fields, the applicant has provided details to prove the above purpose would not be affected based on area requirements. To the north of the polytunnel, they can still fit 20 allotments and a play area as proposed in the previous layout from outline stage. The applicants also state whilst the red line application boundary includes a piece of land to the north of the polytunnel, this was only included to provide some flexibility during the construction work – the intention was always that this land would be used to provide the community facilities detailed above.

The above details have been provided to the Council's Parks and Open Spaces Officer who as indicated that the area north of the polytunnels remains of a sufficient size to accommodate the LEAP and public allotments required as part of the residential application on the existing College sports pitches granted by the outline consent.

The final views of the Parks and Open Spaces Officer will be reported in an update to Plans Board.

### **Consideration of the detailed design of the building and surrounding layout.**

The Design and Access Statement explains the design concept and how the scheme has evolved. The extant outline consent envisaged two to three blocks of two storey buildings of up to 13m in height, built on a development platform of 118.5m to 120m AOD. The proposed design fits within these scale parameters albeit the design response essentially brings the blocks within one footprint connected through the glazed Forum. The reduced footprint dictates that accommodation would need to be provided on three rather than two levels, in order to ensure that the building is not overly elongated, and that functionally all the departments are in closer proximity. Whilst the accommodation is provided over three storeys the overall height parameter of 13m has not been exceeded.

In terms of appearance, the mass of the building is broken down by use of different materials and the use of both horizontal and vertical emphasis to the fenestration. Overall, the applicant contends the proposed materials give the building a contemporary appearance. Combined the layout, scale, form and appearance of the design ensures the delivery of an iconic building.

The new school building is proposed to be situated circa. 100m from the existing houses on Golf Links Lane, circa. 50m to the proposed housing on the existing College sports pitches to the north and circa. 200m to the proposed housing to the east adjacent to Limekiln Lane, as granted by the extant outline permission. Together with the intervening landscaping, at these distances any impact on living conditions is considered acceptable. The relative isolation of the new building in relation to other buildings means that the

surrounding context is unconstrained and therefore the form, appearance of the building and the materials used can be flexible.

The applicant states that the building and landscape design concept have been conceived together to respond to and to overcome the constraints of the site and maximise its natural qualities whilst affording minimal disruption to education provision.

The Council's Urban Design Officer notes in their response to this application that generally the proposals seem to have been well conceived in terms of the overall plan, design and architecture, but it is important to ensure that the approach and legibility of the building is clear as well as ensuring a good level of articulation of the facades especially along the ground floor where everyone can see and experience it up close.

In relation to the detailed comments made by the Urban Designer Officer, the applicant has considered a number of the points which have resulted in amendments to the final design and layout, these include:

- A projecting entrance lobby has been created at the visitor entrance, emphasising the location of the entrance. The roof of the lobby has a small projection which creates shelter and automatic sliding doors allow direct access to the lobby for visitors.
- With regard to the Welcome Band, coloured concrete is proposed to the ground plane. This will create a monolithic surface which can be replicated and colour-matched with the vertical render. Feature inset elements in the concrete are proposed, which may be the subject of a student engagement programme.
- Vertical feature-coloured opaque glazing panels have now been introduced to the ground floor of the brick spine elevation of the Hall Block. The brick elevation has recessed windows, whilst the render elevations have projecting profiled flashings around windows to create depth to both elevations with contrasting details.
- In relation to Sustainability, the thermal performance of the envelope restricts heat gains within the occupied spaces in accordance with building regulations. Whilst the scheme does not include a PV array, the extensive roof provides the opportunity for the school to add this in the future. The plant room has now been relocated towards the centre of the block, meaning that the boiler flues are now set further back from the approach to the building, reducing the visual impact. The applicant states that a BREEAM pre-assessment for Ercall Wood has been undertaken and this indicates that the target score for achieving 'Very Good' should be exceeded. BREEAM addresses a wide range of environmental and sustainability issues and enables developers and designers to prove the environmental credentials of their buildings to planners and clients.
- Regarding the concerns on servicing areas, all areas subject to vehicle use will be designed with suitable sub-base construction to prevent undue damage. Deliveries to these areas will need to be managed by the school to avoid peak pedestrian travel times. A gate/ security

strategy has been developed with the school to allow them to effectively manage access.

Issues regarding topography are being addressed with the Highways Agency and lighting are lighting are being developed.

The Urban Designer Officer has seen the amended changes and requests that if this application is to be approved, it is suggested that materials, for the building and paving with sample panels to be constructed and kept on site throughout the job are conditioned. Similarly a scheme for lighting and landscape details should also be included.

With regard to the comments from West Mercia Police that the proposals should aim to achieve the Secured by Design (SbD) award status for this development, the applicant has requested some flexibility in adhering to a full Secured by Design accreditation. The applicants state there are number of reasons for this, one being that the M54 embankment already presents a man-made barrier to the south of the site. Therefore, there are no plans to replace the existing palisade fencing that runs along the southern boundary of the school, for a weld mesh fence.

If SbD was to be applied as a condition, it would result in the Council having to replace a perfectly good, secure boundary fence, costing £000's to this project and they note that such a requirement was not included in the outline permission granted.

It is also noted by the applicant that funding in the Partnerships for Schools Template Document does not call for, or make any reference to, the Ercall Wood project having to obtain Secure by Design accreditation. However, the Council's requirements do specify that a BREEAM rating of not less than 'Very Good' shall be achieved for the completed project.

The criteria for scoring and rating BREEAM buildings includes "Health & Wellbeing" and under the heading "Safety and Security" this promotes the use of effective design measures that provide low risk, safe and secure access and use of buildings. Although this follows the principles and guidance of SbD, it does not imply that SbD accreditation has to be achieved.

As mentioned above, the applicant states that a BREEAM pre-assessment for Ercall Wood has been undertaken and this indicates that the target score for achieving 'Very Good' should be exceeded which demonstrates the Council's commitment to providing a safe and secure environment within a sustainable development.

Given the above it is not considered necessary to impose a planning condition requiring the applicant to achieve Secure by Design accreditation for this particular scheme.

In terms of overall design and layout it is concluded that the building will sit well within its surroundings, be visually attractive, and have an acceptable impact upon local amenity.

Accordingly, the proposal meets the objectives of adopted design criteria as set out in policy UD2 of the Wrekin Local Plan This being subject to the imposition of planning conditions relating to the samples of materials proposed as well as allowing for consideration of some of the finer design detailing, especially around landscaping and street furniture.

### **Effect of lighting of the relocated tennis courts/multi use games area (MUGA)**

The proposed inclusion of floodlighting to the tennis court/MUGA raises a number of issues requiring consideration, these being:

- Any impact on residential amenity given the proposed relocation of the tennis court/MUGA has been moved closer to the rear of residential properties off Golf Links Lane. As outlined in paragraphs 112 to 124 of the DEFRA publication entitled *Statutory Nuisance from Insects and Artificial Light*, full details of the equipment to be used and estimated lighting levels, not only on the field of play, but also that trespassing onto surrounding properties, should all be submitted to the local authority to assist with planning permissions;
- Ecology, could the floodlighting have any negative impact on protected species – particularly bats; and
- Consideration of any impact on Highway users of the adjacent Motorway from lighting columns at a higher level and closer to the motorway than at present.

In assessing this new aspect to the planning application, the LPA requested full details of the equipment proposed and consideration of the issues highlighted above prior to the determination of the application. These details were thereafter shared with TWC Environmental Health and Ecology Officers and the Highways Agency for their advice as to the issues highlighted above. In response no concerns have been raised regarding the impact of the floodlighting of the tennis courts/MUGA and therefore it is considered acceptable. Although to ensure protection of residential amenity with regards to noise it is considered appropriate to limit by means of a planning condition the use of the tennis court/MUGA so that activities cease at 22.00 hours and this corresponds to the time that the existing tennis courts are used until.

### **Ecology**

The Council's Ecologist has provided similar advice to that given in respect of the outline application TWC/2012/0069 with consideration of extra reports submitted with this application.

Roosts, feeding perches and hibernation opportunities for Bats are again confirmed as being present in some of the existing College buildings and as these are going to be destroyed as part of the demolition of those buildings, a Natural England development licence would be first required.

Under Regulation 9(5) of the Conservation of Habitats and Species Regulations 2010, competent authorities (such as the Local Planning Authority) must *have regard to* the Habitats Directive in the exercise of its functions. Therefore, the following question must be asked: Is the applicant

likely to be issued with a Natural England development licence so that works can be carried out that would otherwise, in the absence of a licence, constitute an offence? That is, are the 3 derogation tests likely to be met?

Does the development meet the purpose of “preserving public health or public safety or other imperative reasons of overriding public interest, including those of a social or economic nature and beneficial consequences of primary importance for the environment”? (Reg. 53(2)(e))

Is the LPA satisfied that:

- “there is no satisfactory alternative”? (Reg.(9)(a))
- “the action authorised will not be detrimental to the maintenance of the population of the species concerned at a favourable conservation status in their natural range”? (Reg. 53(9)(b))

A bat method statement has been written as part of the Natural England licence application. This has been considered to be sufficient to ensure the continuing maintenance of the local bat populations at favourable conservation status. Mitigation, compensation and enhancement measures will include timing constraints, pre-commencement surveys, the creation of a designated building for bats in the existing Wildlife Area in the south east corner of the site, carrying out destructive works under the supervision on a licensed ecologist and the retention of foraging/commuting routes. Therefore this test is met.

With regard to the other two tests, overriding public interest is accepted on the basis of the overriding educational improvements that the new school would provide. In providing a new a school there are no satisfactory alternatives to demolishing the existing the buildings as the area where the buildings are located are required for increased parking provision and tennis courts/MUGA/sports areas. In any event the retention of the buildings would be inappropriate to the design of the wider scheme and would result in derelict buildings that could be subject to vandalism and anti social behaviour.

**Planning obligations (additional to that already discussed in relation to sports provision).** On the advice of Highways Engineers there is a requirement for funding to promote and implement new and amended Traffic Regulation Orders (TRO's) comprising waiting restrictions during the morning and afternoon school peak traffic periods along Golf Links Lane and Christine Avenue, as well as the review and, if necessary, amendment to the existing Weight Restrictions in the vicinity of Lime Kiln Lane, Mount Gilbert and Bayley Road. As the Council are landowners it cannot enter into a Section 106 agreement with itself, therefore a Memorandum would be necessary to confirm that this obligation would be complied with.

## **CONCLUSIONS :**

As outlined earlier in this report, the application site currently benefits from an extant outline planning permission for a new secondary school development of an identical size (Ref. TWC/2012/0069) which was granted on the 29 June 2012.

The Planning Statement supporting the application states that this full application has been submitted in order to secure approval of the details of the development reserved by the extant outline planning permission with respect to the school part of the development. It seeks full planning permission rather than reserved matters approval required to implement the outline consent in order to avoid delays in securing the necessary permission before the funding deadline set by Government.

Therefore, the principle of the proposed school development has recently been established through the granting of the outline consent and was considered by Plans Board post the publication of the National Planning Policy Framework.

Given the above, it is not considered necessary to revisit the principle of proposals being sought in this full application with regards to the need for the new school; the development being in the Green Network; and highways and other issues, because these have already been considered and accepted. Allied to this is the fact that there has been no further changes in National or Local Policy since the outline application was considered and determined.

The focus of this report to Plans Board, as detailed above, has considered the changes made in this full application from those granted in the recent outline consent, together with consideration of the detailed design of the building and surrounding layout and other relevant matters.

Whilst there is a further storey to the Learning Block element of the proposed building, this is within the overall height parameter of 13 metres as stipulated in the outline application and therefore is acceptable within this context. The width of the building is greater than that approved by the outline permission. The increase in width is partly due to the irregular K-shaped footprint and includes open space between the Learning Blocks and the Hall Block. The increase in the width of the building now proposed is considered acceptable given the amount of land available in which to place the building and to facilitate the unique design envisaged.

The existing tennis courts immediately north of the new school building footprint have been moved to the west of the new building on an area identified in the outline consent as a new sports pitch post demolition of the existing College. The tennis courts would also be developed as a Multi Use Games Area (MUGA) and would be floodlit.

The consequence of relocating the tennis courts/MUGA is that the area proposed was envisaged to be a sports pitch under the layout parameters set out in the outline application. In total this would result in the loss of around 4,600 m<sup>2</sup> of team sports playing fields out of a total of 34,500 m<sup>2</sup> of area currently used for team sports. However, there is about 5,000 m<sup>2</sup> of grassed training areas around the tennis courts/MUGA and whilst the elongated configuration of this area makes these areas unusable as pitches for team sports, the applicant has demonstrated with the input of the existing College

they can still be used for sports activities relating to athletics and training in both the summer and winter.

As outlined in the report above, it is concluded that the area of playing field lost would be replaced by better provision in terms of quantity, quality, in a suitable location as part of the wider BSF Programme. In making this judgement the loss at the application site does not prevent the ability to replicate existing pitch and court based sporting opportunities at Ercall Wood. The sporting provision proposed also meets the minimum prescribed levels for a school of this pupil intake. A further benefit of these proposals is that the new sports hall provision would deliver significant new opportunities to the school body and the local community.

On this aspect the amended pitch proposals envisaged in this full application are acceptable subject to the Memorandum and conditions that Sport England are recommending being attached to any permission granted.

As part of the proposals under consideration a hedgerow between the new school building and sports pitches is proposed to be removed in its entirety. The Council's ecologist agrees with the applicant's survey that the hedgerow is species-poor but that it does have value to wildlife, particularly as nesting habitat and commuting routes.

However, should the hedgerow be removed they state it should be replaced wherever possible. In this instance new hedgerow of equivalent length is being proposed to the east of the new sports pitches along the proposed north to south boundary between the pitches and the water attenuation feature associated with housing scheme adjacent to Limekiln Lane as approved as part of the outline application. The details and implementation of this hedge can be secured by means of a planning condition.

With regards to the consideration of the detailed design of the building and surrounding layout, the Council's Urban Design Officer notes in their response to this application that generally the proposals seem to have been well conceived in terms of the overall plan, design and architecture. Generally in terms of design and layout, the building would sit well within its surroundings, be visually attractive, and have an acceptable impact upon local amenity.

Accordingly, the proposal meets the objectives of adopted design criteria as set out in policy UD2 of the Wrekin Local Plan. This being subject to the imposition of planning conditions relating to the samples of materials proposed as well as allowing for consideration of some of the finer design detailing, especially around landscaping and street furniture.

No concerns have been raised regarding the impact of the floodlighting of the relocated tennis courts/MUGA from consultees and therefore this is considered acceptable. However, to ensure protection of residential amenity with regards to noise, it is considered appropriate to limit (by means of a planning condition) the use of tennis court/MUGA so that activities cease at

22.00 hours and this corresponds to the time that the existing tennis courts are used until.

Under Regulation 9(5) of the Conservation of Habitats and Species Regulations 2010, competent authorities (such as the Local Planning Authority) must *have regard to* the Habitats Directive in the exercise of its functions. In this regard 3 derogation tests need to be considered as to whether the applicant is likely to be issued with a Natural England development licence (in connection with Bats) so that works can be carried out that would otherwise, in the absence of a licence, constitute an offence.

A Bat method statement has been written as part of the Natural England licence application. This has been considered to be sufficient to ensure the continuing maintenance of the local bat populations at favourable conservation status. Mitigation, compensation and enhancement measures will include timing constraints, pre-commencement surveys, the creation of a designated building for Bats in the existing Wildlife Area in the south east corner of the site, carrying out destructive works under the supervision on a licensed ecologist and the retention of foraging/commuting routes. Therefore this test is met.

With regard to the other two tests, overriding public interest is accepted on the basis of the overriding educational improvements that the new school will provide. In providing a new a school there are no satisfactory alternatives to demolishing the existing the buildings as the area where the buildings are is required for increased parking provision and tennis courts/MUGA/sports areas. In any event the retention of the buildings would be inappropriate to the design of the wider scheme and would result in derelict buildings that could be subject to vandalism and anti social behaviour.

Overall, it is considered that the development proposed in the application represents sustainable development and there is a presumption in favour of sustainable development in National Planning Policy Framework.

#### **RECOMMENDATION:**

Based on the conclusions above, the recommendation to Plans Board on this application is that DELEGATED AUTHORITY be granted to the Development Management Service Delivery Manager to **GRANT PLANNING PERMISSION** subject to the following:

- A). A Memorandum being agreed between the Director of Children and Family Services (Sponsor of the BSF Project and Chair of the Project Board) and by the Local Planning Authority, committing to the preparation of a detailed strategic vision for sporting provision, including playing fields, to be delivered at school sites through the remainder of the BSF Programme. The vision will demonstrate that the delivery of new provision will exceed any losses. The Memorandum would commit the Council to implement the provision agreed in the strategic vision when applying for planning permission on future BSF schemes.

- B.) The Council as landowner agreeing to provide a Memorandum signed by the Assistant Director Development Business and Housing agreeing that the Council will provide TRO works, upon commencement of the development then.
- C). The following conditions (with authority to finalise conditions and reasons for approval to be delegated to Development Management Service Delivery Manager):

1.	A04	Time Limit Full.
2.	B11	Sample of materials.
3.	B121	Landscaping design.
4.	B126	Landscape Management Plan
5.	BCustom	Details of a replacement hedgerow to the east of new sports field.
6.	B128	Landscape Maintenance.
7.	B132	Tree no dig method.
8.	B57	Land contamination.
9.	BCustom	Geotechnical survey demonstrating the proposed works will not adversely impact the man made material that supports the M54.
10.	BCustom	Details of earthworks specification as requested by TWC Geotechs.
11.	BCustom	Foul and surface water drainage conditions as specified by TWC Drainage Engineers.
12.	B150	Site Environmental Management Plan – for construction and demolition activities.
13.	BCustom	Prior to the occupation of the new School, the existing vehicular/pedestrian access to be widened.
14.	BCustom	The internal school pedestrian and vehicular access, parking, drop-off/pick-up and circulation facilities, to be provided before the school is first occupied.
15.	BCustom	Within 12 months of the occupation of the new school, the School Travel Plan (STP) shall be updated.
16.	BCustom	Details of Community Use Agreement prior to commencement.
17.	BCustom	Details of bat roost to be submitted and implemented in advance of demolition.
18.	BCustom	Assessment of ground conditions for sports fields and detailed scheme to ensure they will be provided to an acceptable standard.
19.	BCustom	Pre commencement surveys for badgers, reptiles and amphibians.
20.	CCustom	Retention of tress and hedgerows as shown to be retained on submitted plans.
21.	C70	Trees – no burning.
22.	C71	Soil levels.
23.	C72	Material storage.
24.	C77	Landscape Implementation Hard and Soft.
25.	DCustom	Hours of use on site to be limited to between 08.00 to 23.00

26.	DCustom	hours as set out in application forms No use of tennis courts/multi use games area after 22.00 hours.
27.	DCustom	Development to be in accordance with submitted plans unless updated through discharge of conditions
28.	I106	Permission subject to Memorandum agreement.
29.	I32	Shropshire Fire Service.
30.	ICustom	Informatives as recommended by TWC Ecologist.
31.	I40	Conditions.
32.	I44	Reasons for approval.

Reasons for approval:

The application site currently benefits from an extant outline planning permission for a new secondary school development of an identical size (Ref. TWC/2012/0069) which was granted on the 29 June 2012.

The Planning Statement supporting the application states that this full application has been submitted in order secure approval of the details of the development reserved by the extant outline planning permission with respect to the school part of the development. It seeks full planning permission rather than reserved matters approval required to implement the outline consent in order to avoid delays in securing the necessary permission before the funding deadline set by Government.

Therefore, the principle of the proposed school development has recently been established through the granting of the outline consent and was considered by Plans Board post the publication of the National Planning Policy Framework.

Given the above, it is not considered necessary to revisit the principle of proposals being sought in this full application with regards to the need for the new school; the development being in the Green Network; and highways and other issues, because these have already been considered and accepted. Allied to this is the fact that there has been no further changes in National or Local Policy since the outline application was considered and determined.

The focus of this report to Plans Board, as detailed above, has considered the changes made in this full application from those granted in the recent outline consent, together with consideration of the detailed design of the building and surrounding layout and other relevant matters.

Whilst there is a further storey to the Learning Block element of the proposed building, this is within the overall height parameter of 13 metres as stipulated in the outline application and therefore is acceptable within this context. The width of the building is greater than that approved by the outline permission. The increase in width is partly due to the irregular K-shaped footprint and includes open space between the Learning Blocks and the Hall Block. The increase in the width of the building now proposed is considered acceptable

given the amount of land available in which to place the building and to facilitate the unique design envisaged.

The existing tennis courts immediately north of the new school building footprint have been moved to the west of the new building on an area identified in the outline consent as a new sports pitch post demolition of the existing College. The tennis courts would also be developed as a Multi Use Games Area (MUGA) and would be floodlit.

The consequence of relocating the tennis courts/MUGA is that the area proposed was envisaged to be a sports pitch under the layout parameters set out in the outline application. In total this would result in the loss of around 4,600 m<sup>2</sup> of team sports playing fields out of a total of 34,500 m<sup>2</sup> of area currently used for team sports. However, there is about 5,000 m<sup>2</sup> of grassed training areas around the tennis courts/MUGA and whilst the elongated configuration of this area makes these areas unusable as pitches for team sports, the applicant has demonstrated with the input of the existing College they can still be used for sports activities relating to athletics and training in both the summer and winter.

As outlined in the report above, it is concluded that the area of playing field lost would be replaced by better provision in terms of quantity, quality, in a suitable location as part of the wider BSF Programme. In making this judgement the loss at the application site does not prevent the ability to replicate existing pitch and court based sporting opportunities at Ercall Wood. The sporting provision proposed also meets the minimum prescribed levels for a school of this pupil intake. A further benefit of these proposals is that the new sports hall provision would deliver significant new opportunities to the school body and the local community.

On this aspect the amended pitch proposals envisaged in this full application are acceptable subject to the Memorandum and conditions that Sport England are recommending being attached to any permission granted.

As part of the proposals under consideration a hedgerow between the new school building and sports pitches is proposed to be removed in its entirety. The Council's ecologist agrees with the applicants survey that the hedgerow is species-poor but that it does have value to wildlife, particularly as nesting habitat and commuting routes.

However, should the hedgerow be removed they state it should be replaced wherever possible. In this instance new hedgerow of equivalent length is being proposed to the east of the new sports pitches along the proposed north to south boundary between the pitches and the water attenuation feature associated with housing scheme adjacent to Limekiln Lane as approved as part of the outline application. The details and implementation of this hedge can be secured by means of a planning condition.

With regards to the consideration of the detailed design of the building and surrounding layout, the Council's Urban Design Officer notes in their response

to this application that generally the proposals seem to have been well conceived in terms of the overall plan, design and architecture. Generally in terms of design and layout, the building would sit well within its surroundings, be visually attractive, and have an acceptable impact upon local amenity.

Accordingly, the proposal meets the objectives of adopted design criteria as set out in policy UD2 of the Wrekin Local Plan. This being subject to the imposition of planning conditions relating to the samples of materials proposed as well as allowing for consideration of some of the finer design detailing, especially around landscaping and street furniture.

No concerns have been raised regarding the impact of the floodlighting of the relocated tennis courts/MUGA from consultees and therefore this is considered acceptable. However, to ensure protection of residential amenity with regards to noise, it is considered appropriate to limit (by means of a planning condition) the use of tennis court/MUGA so that activities cease at 22.00 hours and this corresponds to the time that the existing tennis courts are used until.

Under Regulation 9(5) of the Conservation of Habitats and Species Regulations 2010, competent authorities (such as the Local Planning Authority) must *have regard to* the Habitats Directive in the exercise of its functions. In this regard 3 derogation tests need to be considered as to whether the applicant is likely to be issued with a Natural England development licence (in connection with Bats) so that works can be carried out that would otherwise, in the absence of a licence, constitute an offence.

A Bat method statement has been written as part of the Natural England licence application. This has been considered to be sufficient to ensure the continuing maintenance of the local bat populations at favourable conservation status. Mitigation, compensation and enhancement measures will include timing constraints, pre-commencement surveys, the creation of a designated building for Bats in the existing Wildlife Area in the south east corner of the site, carrying out destructive works under the supervision on a licensed ecologist and the retention of foraging/commuting routes. Therefore this test is met.

With regard to the other two tests, overriding public interest is accepted on the basis of the overriding educational improvements that the new school will provide. In providing a new a school there are no satisfactory alternatives to demolishing the existing the buildings as the area where the buildings are is required for increased parking provision and tennis courts/MUGA/sports areas. In any event the retention of the buildings would be inappropriate to the design of the wider scheme and would result in derelict buildings that could be subject to vandalism and anti social behaviour.

Overall, it is considered that the development proposed in the application represents sustainable development and there is a presumption in favour of sustainable development in National Planning Policy Framework.

TWC/2012/0679

Land at, Hoo Farm Animal Kingdom, Preston Upon The Weald Moors,  
Telford, Shropshire, TF6 6DJ

Change of use of land and the erection of a temporary prefabricated building  
to accommodate a pre-school children's nursery

**APPLICANT**

Edward Dorrell

**RECEIVED**

31/08/2012

**PARISH**

Preston upon the Weald Moors

**WARD**

Church Aston and Lilleshall

THIS APPLICATION WAS DEFERRED AT PLANS BOARD ON 29<sup>TH</sup>  
NOVEMBER 2012 FOR MEMBERS TO MAKE A SITE VISIT.

At the last Plans Board Members were presented with an update from the  
Early Intervention team with regards to the proposed scheme. Their  
comments from that update are summarised below:-

- There is no evidence to object to this application and support is given for the development
- The application site lies within the Donnington area where the Council's childcare sufficiency assessment indicates that there is a lack of childcare provision choices especially for children with a disability
- There is need for high quality childcare provision to enable short breaks for children with a disability in an exciting environment
- An existing rural childcare provision is about to close on the High Ercall site which will increase the need for childcare for vulnerable groups in the area
- The Hoo Farm site will provide access to outside provision which is a requirement for high quality childcare provision. This is not easily available on other sites in the Donnington area
- The business proposing to open the provision at Hoo Farm have an excellent reputation supported by outstanding OFSTED inspection judgements and the Local Authority Childcare environment assessments
- The childcare provider has an excellent reputation for provision for children with a disability or SEN – working closely with The Bridge School. They are part of the designation for Childcare Centre provision on the Hadley School site
- The provider has a very sound marketing and business development record with their other provisions in the Telford area.

Despite the above information, officers still maintain the view that the proposed location is inappropriate and unsustainable for permanent use as a children's nursery and hence the recommendation remains unchanged.

RECOMMENDATION: **REFUSE PLANNING PERMISSION** for the following reason(s):

The proposed site for the new prefabricated building with a Class D1 Use is considered by the Local Planning Authority to be unsustainable, given its rural location and a permanent permission would be contrary to Policies E6 and LR1 of the Wrekin Local Plan and CS10 of the Core Strategy. It is considered that a more suitable location should be sought, preferably within the urban boundaries.

#### ORIGINAL REPORT BELOW

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OBJECTIONS RECEIVED: No

MAIN ISSUES: Appropriateness of development in rural location  
Provision of Community Facility

#### THE PROPOSAL:

This full planning application seeks consent for the installation of a prefabricated single storey building with a Class D1 Use (non-residential institutions) to provide a pre-school children's nursery facility to be occupied by ABC Nursery who wish to relocate from their existing site in Wrockwardine. The proposed temporary building would measure approximately 20m x 12m and would be situated north of the main Farm. It is also proposed to provide a small car park north of the proposed building and an outdoor playing area south of the building.

#### SITE AND SURROUNDINGS:

The application site lies within the boundaries of Hoo Farm, close to its north-east boundary. Hoo Farm is an established countryside attraction which lies in 32 acres of woodland and is located in the open countryside, outside of Telford's urban boundary, as shown on the Wrekin Local Plan proposals map.

Hoo Farm, and hence the proposed nursery, are accessed via a single tarmac road off Humber Lane which is located in Preston upon the Weald Moors, a small village situated some 5 miles east of Wellington and 6 miles west of Newport. The proposed nursery building will be sited some 60m off Humber Lane and will be erected alongside an existing outbuilding.

#### PLANNING HISTORY:

No relevant history

#### PLANNING POLICY CONTEXT:

National Planning Guidance  
National Planning Policy Framework

Saved Wrekin Local Plan Policies  
E6 Rural Employment General  
LR1 Provision of Community facilities

LDF Core Strategy  
CS2 Jobs  
CS10 Community Facilities

#### CONSULTATION RESPONSES:

Preston Parish Council: No comments received

Two letters of support have been received from customers of the Nursery

- Opportunities for outdoor activities/education
- Hoo Farm would be a better location – with less driving mileage
- Support existing business

#### PLANNING CONSIDERATIONS:

This full planning application seeks consent for a prefabricated single storey building with a Class D1 Use (non-residential institutions) to provide a pre-school children's nursery facility to be occupied by ABC Nursery who wish to relocate from their existing site in Wrockwardine. The proposed temporary building would measure approximately 20m x 12m and would be situated north of the main Farm. It is also proposed to provide a small car park north of the proposed building and an outdoor playing area south of the building.

ABC Nurseries currently have three children's nurseries catering for pre-school children at Wrockwardine, Hadley and Hollinswood. The nursery in Wrockwardine is currently located in the Village School however the lease on the premise expires at the end of this year and there is now a requirement to find suitable alternative premises.

The applicant is considering a site within the boundaries of Hoo Farm as a suitable location to erect a temporary building to operate the business from which would be open for 51 weeks of the year and would provide care for 52 children and the equivalent of 14 full time jobs. The nursery already has connections with Hoo Farm, with regular educational visits by the pre-school children in the past.

Policy E6 Rural Employment General of the Wrekin Local Plan states that '*development in the open countryside will be strictly controlled*' and employment development must be '*related to local agriculture and assist in the diversification of the rural economy*'. Furthermore, the development should be '*of an appropriate scale, type and design sensitive to its location and satisfy the requirements of the Urban Design, Transport...*' Whilst the proposed scheme would serve some rural diversification, the proposed development is not related to agriculture.

Policy LR1 Provision of Community Facilities of the Wrekin Local Plan advises that the Council will permit proposals for community facilities *'providing that the proposed development is located in a District or Local Centre'*. Furthermore, the applicant should demonstrate that the proposed development *'is located on a public transport route'* and *'occupies land allocated for development'*. Similar guidance is also represented in Policy CS10 Community Facilities of the Core Strategy. This site is in the countryside and is not located in a district or local centre and is not even in a village. Given this rather isolated location, the proposals fail to comply with the guidance contained in this policy. The recently published National Planning Policy Framework encourages *'sustainable growth and expansion of all types of business and enterprise in rural areas'*.

The Local Planning Authority appreciates the requirement of the business to relocate however is of the opinion that the site, located in the rural area and on the outskirts of Preston upon the Weald Moors, is not a sustainable location and other sites should be selected, preferably within the urban boundary or at least a rural settlement. Whilst it could be argued that the existing site in Wrockwardine is also unsustainable, the matter of permission being previously approved should not justify another permission being approved for this application. The existing site in Wrockwardine is at least in a village and this is considered more appropriate. Officers accept that many of the existing customers would probably come by car given how many people commute but a remote location such as Hoo Farm, which is not even located within a village is not sustainable and a permanent permission would be inappropriate.

The Local Planning Authority has been in discussions with the agent and has advised that it considers the proposed location to be unsustainable and not suitable. The agent has suggested imposing a condition limiting the occupation of the proposed temporary building to ABC Nurseries only. However, the Local Planning Authority considers such a condition does not address the key issue, that the proposed location is deemed unsustainable. The Local Planning Authority appreciates the need for a prompt relocation to deal with the expiring lease in Wrockwardine and has offered the applicant a two year temporary permission which would provide a short term solution for the Nursery and sufficient time to locate a more suitable and sustainable site. This offer however has not been accepted as the business is seeking a permanent permission. Officers however are not prepared to provide a permanent permission and as such are recommending refusal.

Accordingly, the proposed scheme is contrary to Policies E6 and LR1 of the Wrekin Local Plan and CS10 of the Core Strategy and officers recommend that the scheme be refused.

**RECOMMENDATION:**

**REFUSE PLANNING PERMISSION** for the following reason(s):

### Reasons for Refusal

The proposed site for the new prefabricated building with a Class D1 Use is considered by the Local Planning Authority to be unsustainable, given its rural location and a permanent permission would be contrary to Policies E6 and LR1 of the Wrekin Local Plan and CS10 of the Core Strategy. It is considered that a more suitable location should be sought, preferably within the urban boundaries.

TWC/2012/0849

Telford Town Park Visitor Centre, Telford Town Park, Hinkshay Road,  
Dawley, Telford, Shropshire, TF3 4EP

Installation and operation of an aerial rope course, point of sale and fencing

**APPLICANT**

Telford & Wrekin Council

**RECEIVED**

26/10/2012

**PARISH**

Great Dawley

**WARD**

Malinslee

OBJECTIONS RECEIVED: NO

MAIN ISSUES: Principle of development and the Green Network, impact on character and appearance on area, and ecology.

**PROPOSAL:**

Proposal is for installation of an aerial rope course and associated point of sale. The proposed facility is a new commercial and education provision within the park. The course is to offer a variety of both low and high aerial rope features to cater for all age and ability ranges.

The facility will also include the erection of a new fence and gates, the installation of the rope course, installation of a point of sale building which is likely to be timber clad to match other buildings and structures in this part of the park.

**SITE AND SURROUNDINGS:**

The application site is within the Telford Town Park, which is 170 hectares of park land with a mix of woodland, grass land, water bodies, gardens and play facilities.

The site is near to the newly erected Visitors' Centre and existing chapel building. Behind the existing rangers unit. Spout Pool is located to the north and existing play facilities are situated to the north and west. The visitor centre and wiphy pool are to the east. The QE2 arena is to the east of the site.

The Silkin Way as a formal right of way is adjacent to the site, and there are a number of other foot and cycle ways through the park. There is car parking provision to the south off Dark Lane, and to the north in the Town Centre and adjacent to Telford International Centre.

**PLANNING HISTORY:**

TWC/2010/00349 - Proposed single storey visitor centre (Use Class Sui Generis) – Approved 26<sup>th</sup> August 2010.

TWC/2011/0016 - Proposed single storey visitor centre (Use Class Sui Generis) – Approved 17<sup>th</sup> February 2011

TWC/2012/0471 - Enhancement landscaping works, installation of new play equipment and installation of new lighting around the Telford Town Park Visitor Centre – Approved 13<sup>th</sup> July 2012

TWC/2012/0850 - Water play and plant room – currently under consideration

#### PLANNING POLICY:

National Planning Policy  
National Planning Policy Framework (NPPF)

Core Strategy  
CS4 Central Telford  
CS10 Community Facility  
CS11 Open Space  
CS15 Urban Design

LDF Central Telford Area Action Plan (CTAAP)  
CT6a Leisure, Culture and Tourism  
CT17 Public realm  
CT21 Protection of Green Spaces

Wrekin Local Plan  
OL3 Green network  
OL4 Development in the green network  
OL5 Extensions and redevelopment in the green network  
OL6 Open Land  
UD2 Design Criteria  
LR1 Provision of community facilities

#### CONSULTATION REPONSES:

Great Dawley Parish Council: No comment

Arboricultural: Support subject to conditions: further detail required as to rope fixings to trees, where within the site this is to be positioned, any installation of protection against users falling equipment/ materials?

Geotechnics: Support subject to informatives Apply informatives I20 and I17

Ecology: Comments awaited

Parks and Open Space: Support - This is a welcome addition to the range of recreational opportunities for the local community.

#### KEY ISSUES AND PLANNING CONSIDERATIONS:

The Park has benefitted from high quality regeneration in recent years with the construction a new sustainable Visitor Centre, new learning and picnic zones, and restoration work to key historic structures. This is set to continue with major regeneration plans for the neighbouring Southwater, extensive footpath improvements throughout the Park and new signage, way finding and play areas. All are a major factor in revitalising this facility which has become somewhat tired and well deserving of major investment. This proposal is to be a complementary facility to the overall regeneration and investment in facilities for a wide range of the community.

### Green Network and Principle of Development

The green network is an interlinked system of green spaces, which are afforded significant protection under the local plan and provide informal and formal recreational facilities along with ecological and visual impact benefits. Saved policies OL3, OL4 and OL5 of the Wrekin Local Plan and Policy CT21 of CTAAP protect the land from development which is not predominantly open or is not for a community or ecological benefit. The proposal is a facility for community benefit, and will support the high quality public realm to the new visitor centre to enhance the role of the Town Park, as valuable sports, recreation, open space, ecology and leisure asset, and will offer a complementary services to the function of the green network in this location and is therefore consider to accord with 'saved' policies OL3 OL4 and OL5 of the Wrekin Local Plan, and policies CT6a and CT21 of the CTAAP.

### Impact on character and appearance of area

The proposed aerial ropes that are be installed are to be fully inclusive and accessible by both full and less able bodied children and adults. This facility represents a new form of play/activity within the Park and within Telford and Wrekin supporting its vision for a fully inclusive facility. Individual pieces will be confirmed once the tender has been awarded but examples have been provided. The location for the aerial ropes course is set aside from the existing primary play areas which can become heavily used and chaotic at times due to their popularity.

The proposed development is linked to the Town Centre regeneration scheme 'Southwater' and improvements with the Town Park. To manage the changes in facilities, the applicants have undertaken a master plan which follows a vision 'To enhance and sustain the primary routes between Telford Town Park and Southwater providing opportunities for relaxation, inspiration, exploration and adventure; incorporating sustainable landscape principles that reflect the natural, green, species rich environment of the Park and the exemplar architecture and high quality public realm landscaping of Southwater. The proposal will create a safe and accessible environment, with high quality public space and encourage active and continual use of this public area in accordance with guidance in NPPF.

Officers consider that the siting of the proposal is appropriate and helps promote accessibility and social inclusion in accordance with policy CS9.

Furthermore, it enhances the community facilities within the Town Park in accordance with policy CS10 of the core strategy. In addition the design is appropriate and makes a positive contribution to the open space, and is therefore in accordance with policy UD2 of the Wrekin Local Plan and CS15 of the Core Strategy.

As part of the installation a point of sale is required to administer tickets and store equipment such as harnesses and ropes. Storage of these need to be in close proximity to the ropes course for operational reasons. A robust storage/point of sale unit that can be screened by cladding or similar as appropriate within the ropes course/lease boundary. The exact location to be confirmed by the Company who submit the successful tender, and can be appropriately controlled through conditions.

The aerial ropes course has been located to allow good visibility and monitoring from the visitor centre and will be supervised at all operational times by dedicated on site staff. Accordingly, the proposed is considered by officers to comply with policy UD2 of the Wrekin Local Plan and CS15 of the core strategy.

## Ecology

The applicants have a 10 year flora and fauna managements plan for the park, which incorporates recommendations for a programme of works relating to habitat creation, management and protection, along with training, education and monitoring. This plan has been in implementation for one year and new habitats have been created and other habitats enhanced in this period.

The site is likely to include some lighting for access, but this is to be turned off when the site is not in use for two purposes, to not disturb bats and to reduce potential for anti-social behaviour.

Officers consider that this site wide level of management and works is effective to mitigate any potential impacts on ecology arising from this development and ensure linkages to habitats are retained and it is considered to comply with policy CT19 of CTAAP and guidance in NPPF in terms of biodiversity and ecology, as it exploits opportunities to incorporate biodiversity in and around the development.

## Conclusion:

The proposal of the aerial rope course is good and will positively enhance the existing area creating a high quality environment, which will be functional, helps to create a sense of place and responds to the local character, whilst creating a safe and accessible environment which is integral to other buildings and functions of the park in this vicinity. Furthermore, the proposal seeks to contribute and enhance the wider natural environment and minimising impacts on biodiversity. The development is considered to accord with guidance in NPPF and policies in the Core Strategy and Wrekin Local Plan.

RECOMMENDATION: GRANT FULL PLANNING PERMISSION subject to the following conditions:

1. Time Limit
2. Details of Rope Course layout , fixtures to trees and materials
3. Details of point of sale building locations, full elevations, materials
4. Details of any trees for removal with replacement planting
5. Development in accordance with deposited plans

Informatives:

- I17 - Minerals Area
- I20 – Contaminated Land
- I40 – Conditions
- I41 – Reasons for Grant of Planning Permission

Reason for Approval

The proposal of the aerial rope course is good and will positively enhance the existing area creating a high quality environment, which will be functional, helps to create a sense of place and responds to the local character, whilst creating a safe and accessible environment which is integral to other buildings and functions of the park in this vicinity. Furthermore, the proposal seeks to contribute and enhance the wider natural environment and minimising impacts on biodiversity. The development is considered to accord with guidance in NPPF and policies in the Core Strategy and Wrekin Local Plan.

TWC/2012/0866

Land off Burford, Brookside, Telford, Shropshire,  
Construction of three new retail units comprising up to 621sqm floorspace  
(Use Classes A1 and A5) with two residential flats above (Use Class C3) and  
associated service yard incorporating private car parking.

**APPLICANT**

Telford & Wrekin Council

**RECEIVED**

26/10/2012

**PARISH**

Stirchley and Brookside

**WARD**

Brookside

OBJECTIONS: NO

MAIN ISSUES: Principle of development, impact on existing properties, scale and design

PROPOSAL: Construction of three new retail units comprising up to 621sqm floor space (Use Classes A1 and A5) with two residential flats above (Use Class C3) and associated service yard incorporating private car parking. The new units are to be an A1 retail convenience store including post office counter, A1, hairdressers and A5 hot food takeaway and are to be replacement facilities for those existing within the local centre.

The retail floor space is being developed within a single building, separated into three units on ground floor and will have two residential units( 2 bed roomed) at first floor above the convenience store. The building is a flat roofed design with a maximum height of 8m. The proposal also includes the creation of car park for staff parking for the retail units and residents along with servicing area and landscaping.

This scheme forms the first phase of a wider master plan for Brookside considered at the last plans board, which seeks to regenerate the local centre with new shops, extended community centre, new public realm and parking , residential development and parks and open space.

As part of the co-operative approach the council wanted to offer residents the opportunity to play a 'hands on' role in the formulation of the proposed master plan for the regeneration of the local centre and involved a wide range of initiatives for public engagement. General issues arising from this consultation were that the design of the existing centre is poor due to it being small, dark and closed in and poor access for those with mobility issues; that there is insufficient parking especially around the school area; that there are issues of anti social behaviour; there is an unattractive environment; that the existing community centre is too small, and; there is a lack of provision for the under 5's.

There are positive issues about there being no through road, those facilities at the community centre and youth centre are well used and attended and there is open space.

The proposal is for a phased development for the replacement of shops, services and residential units. The development is to be phased to allow for the continuation of services and parking provision within the local centre to ensure accessibility to all. The indicative phasing is as follows:

**Phase 1:** Commencing 2013 - Construction of new retail units and creation of associated service yard and public car parking area. Remodelling to existing areas of Community Centre building. Construction of new children's play area in area of southern open space.

**Phase 2:** Commencing 2014 – Continued works to the Community Centre building including remodelling of existing space and creation of extension area. Works to create new parking areas to the north and west of the Community Centre. Creation of Community Square. Demolition of existing apartment buildings.

**Phase 3:** Commencing 2015 - Construction of proposed residential development including creation of new access from Beaconsfield and expansion of existing parking area. Associated landscape / public realm works.

This scheme is for the new retail units and part of the phase 1 works. This has been submitted as a full application for speed issues in getting to determination but is in accordance with the outline master plan considered at the last plans board.

#### SITE AND SURROUNDINGS:

The application site is approximately 0.17ha of land, which is roughly rectangular piece of land situated to the east of the existing Local centre in Brookside. Part of the site is laid out as a car park and the rest is incidental open space forms part of the public realm for Brookside. The existing local centre is focussed upon a single building which accommodates the retail units and community centre with a covered walkway offering access. Vehicular access to the local centre is off Bembridge and Burford, two cul-de-sacs. The site benefits from a large number of pedestrian links.

The site car park is generally used as overflow residential parking for the main Bembridge car park and has light usage in relation to the shops and community centre. There are two other car parks in the vicinity of the local centre, once off Bembridge(as signposted route to the local centre) which has provision of 23 spaces plus two disabled spaces and another off Burford offering 10 spaces.

The site generally slopes down from south to north. There are residential properties to the north and east of the site, a mix of single and two storey dwellings which are either side on or present rear elevations to the site.

#### PLANNING POLICY:

National Planning Policy Framework

Core Strategy:

CS5 District and Local Centres in Telford

CS8 Regeneration

CS9 Accessibility and Social Inclusion

CS10 Community Facility

CS11 Open Space

CS12 Natural Environment

CS13 Environmental Resources

CS15 Urban Design

Wrekin Local Plan:

UD2 Urban design

UD4 Landscape Design

H22 Community Facilities

S25 New local centres and local shops

OL6 Open land

OL11 Woodlands and trees

OL13 Maintenance of open space

LR1 Provisions of community facilities

#### PLANNING HISTORY:

There are various applications for signage.

#### CONSULTATION COMMENTS:

Stirchley & Brookside Parish Council comments awaited.

Geotechs: No comment

Pollution control: I have no objections to the application however if the planning officer is minded to approve the application then I would recommend that the following conditions are attached should permission be granted.

1. Details of Installation of a new ventilation system at the above premises, Noise Vibration from A5 premises stack to be isolated to limit levels of vibration and restrict the opening hours so premises cannot open past 10pm.
2. No deliveries or despatches shall be made (whether laden or unladen) to or from the business premises, before the hours of 07:00 nor after 23,00hrs any day of the week.
3. The hot food takeaway business shall operate between the following hours  
11am - 11pm (Monday – Sunday) to prevent nuisance to neighbours

Also and informative on noise

Shropshire Fire Service: No objection subject to informative

West Mercia Police: No Objection.

Drainage: No objection subject to condition on foul and surface water drainage (B62)

Arboricultural: Support subject to conditions on planting details including trees.

Highways: No objections subject to the following conditions relating to parking and loading, provision of customer parking and design and construction details of new public highway, and informative relating to stopping up orders.

Urban Design: No objections, subject to conditions on materials. Would prefer to see more windows on rear elevation to surveillance and natural light within building. The removal of the gates to the service area has blurred the public and private realms and needs further consideration. A further cross-section is required along north/south to consider relationship to existing open space.

Ecology: No objection recommend informatives

Neighbour comments:

No letters of representation have been received.

PLANNING CONSIDERATIONS:

### Principle of development

NPPF sets out Government's vision for planning, which is to seek sustainable development to promote social, financial and regeneration improvements to areas and officers consider that this development accords with these principles and will see much needed physical and social improvement to this area through short/medium term regeneration.

Policy OL6 seeks to prevent development on incidental open space which is important in terms of recreational value or natural habitat. In this case the land has limited importance for either of these purposes. The has some visual amenity value in breaking up the densely built development, and this will be lost in the short term, but the overall masterplan vision will see the creation of new public realm which is multi functional and will be of importance in terms of recreational value and biodiversity. Therefore, whilst the loss of this site is regrettable in loss of space in the short term, the overall benefits of the scheme out weigh this loss and the centre will benefit from improvements to the local centre including public realm.

The proposed development is for the replacement of commercial and residential units on land zoned as white land which is deemed suitable for sustainable development and there is no conflict with policy OL6 which seeks to preserve important incidental open space. Therefore there is no policy objection to the reuse and reconfiguration of uses on this land. Furthermore, this proposal is linked to the wider regeneration of the local centre.

The proposal will see the redevelopment of a well-established local centre with a mix of uses. The centre is centrally located within Brookside and easily accessible with a network of footpaths and well served by public transport. This investment will promote the destination to meet day to day needs and promote sustainable modes of travel. The existing units are to be retained and occupied during the construction phase to ensure continuity of services, and business will be relocated on completion of the new premises. The existing buildings are to be demolished and the site cleared for future development or car parking and public realm in accordance with the masterplan. Officers consider that the proposal will improve service provision and create an inclusive environment in accordance with saved policy LR1 and OL6 of the Wrekin Local Plan, and policies CS5, CS8, CS9 and CS10 of the Core Strategy.

### Retail Impact

Brookside is designated as a local centre. The core strategy in policy CS5 states that the role of local centres is to meet the day to day needs of the community and the mix of uses needs to be carefully managed and centres

need to create a vibrant, safe and attractive place with a design that reflects and responds to the locality.

Local centres provide a pivotal role in the creation of sustainable communities. The proposed construction of three new retail units whilst being a reduction in overall number of existing facilities will continue to support the local community. One unit will combine the supermarket and post office, second unit is a hot food takeaway and third unit is to be a hairdressers. The existing fourth unit is occupied by Wrekin Housing Trust Office.

The existing units are to be retained and occupied during the construction phase to ensure continuity of services. The businesses will be relocated on completion of the new premises. Once these buildings are demolished the area is intended to be landscaped and provide replacement parking for that displaced by the building of the retail units. This regeneration is supported by and in compliance with policies CS8 and CS10 of the core strategy.

### Urban Design

The scale and massing of the building is appropriate for this location. The two storey building will offer presence to the new community square and takes advantage of existing vehicular access off Burford for deliveries and servicing as per the existing units.

The design of the new retail building is contemporary of a simple design and will be a focal point within the centre. The building design deviates from the design features that define the existing local area in order to add variety and contribute to improving the sense of place. The proposed materials will add visual interest and contribute to creating a high quality scheme. The proposal also includes sustainable elements with the inclusion of a green roof.

The first floor of the new building will accommodate two self contained residential units and will provide added natural surveillance of public spaces; private car park and servicing area.

The layout has retained existing footpaths at the rear of properties abounding the site for access purposes. Landscaping has been integrated into the design and acts as a buffer between the new building and existing properties, whilst softening the appearance of the car park and servicing area.

Officers consider that the proposed development is a high quality design response and will significantly contribute to the regeneration of the local centre. The scheme integrates with and respects existing buildings, whilst creating a more traditional frontage and maintains the high level of permeability that existing within Brookside. Overall, the proposal creates a safe and secure environment of high quality design with integrated parking and landscaping which accords with policies, UD2 and UD4 of the Wrekin

Local Plan, CS5, CS8, CS9 and CS15 of the Core Strategy and guidance within NPPF.

### Residential properties and amenity

The proposed building is located at least 7m from the rear boundary with the nearest residential property. Existing screening in terms of rear fencing and additional planting will ensure that issues of overlooking will not impact on amenities of existing residents. At first floor, the nearest window is 21m off the boundary and there is approximately 34m between building faces.

Furthermore, there is in excess of 14m between the flats private amenity space and the rear boundary of 213 Burford. Even with a ground level difference of approx 1.5m, (with the new building higher); officers consider that there is sufficient distance to ensure no adverse impact on the amenities of existing residential properties, in terms of overlooking or loss of privacy.

The proposal will move parking closer to the existing properties, but these are for residential use or owners/occupiers of the retail units. They will not create undue noise than would be expected within a largely residential area.

As the shops are being replaced on a like for like basis, it is anticipated that there will be no increase in delivery vehicles. The control of noise and impact to preserve the amenities of existing and future occupiers can be adequately controlled through planning conditions.

The proposal includes a hot food takeaway. This unit has been centrally located and the flue is to become an integral part of the building design within the building to maximise the distance to residential properties. Details of extraction flue equipment will need to be submitted and will be controlled through an appropriate condition.

During the construction phase there will be limited impacts on amenities but a Site Environmental Management plan condition is considered by officer appropriate to mitigate any impact.

Accordingly, officers consider that the impacts of the buildings have been fully considered and can be mitigated through conditions and complies with policies CS15 of the LDF and UD2 of the Wrekin Local Plan and guidance in NPPF.

### Access and Parking

This proposal is supported by a transport statement, which concludes that the proposed development will have a slight reduced number of trips generated, which is reflective of the small reduction in proposed retail floorspace.

The proposed development will see the loss of 14 car parking spaces, which largely operate as overflow residential parking, rather than serve the local

centre. The overall scheme (masterplan) will see parking for 104 vehicles in a number of locations, which is adequate to serve the wide range of uses within the local centre. The long term parking can therefore be adequately controlled through a condition to require provision after completion of new facilities and demolition of existing shops.

The application is supported by a framework travel plan which seeks to promote sustainable modes of transport to the centre and therefore reduce car journeys. The provision of cycle parking and safe routes will facilitate this aim. In view of this it is considered that the proposal meets the objectives of NPPF and policy CS9 of the Core Strategy.

#### Landscaping and trees

NPPF and local plan policies aim to protect woodlands and individual trees that contribute to the landscape character of an area. Existing trees will be removed – however, they are of not of sufficient value to warrant protection. The loss of these trees will be mitigated with additional tree planting. Officers consider that the proposal complies with policy OL11 of the Wrekin Local Plan and objectives within NPPF.

#### Ecology

An extended phase 1 habitat survey accompanies the application and confirms that the site is a mix of amenity grass land and species poor hedges and trees. There are no ecological designations and the site is beyond the influence of any designated site.

The proposal does include measures to contribute to improving the biodiversity of the site. These include species rich habitat planting as part of the landscaping scheme and inclusion of a sedum roof. Officers therefore consider that the proposal complies with requirements of NPPF, and policy CS12 of the Core Strategy.

#### Ground conditions

Site ground investigations have been undertaken. Gas monitoring is ongoing and subject to the results of this scheme a design for gas protection methods can be undertaken, or may not be necessary. A condition for the full gas result and any mitigation strategy to be submitted prior to commencement of works is considered sufficient to ensure that the site can be adequately constructed having regards to ground conditions. Officers therefore consider that the development is in accordance with NPPF and policy CS13 of the Core Strategy.

## Flood Risk and Drainage

The site is designated as Flood Zone 1 with a low probability of flooding risk. The application is accompanied by a flood risk assessment which identifies the need to manage drainage effectively on site to ensure no issues of pluvial (rainfall) flooding. The existing site has low levels of permeability for surface water and the proposed scheme would seek to redress this issue with the detailed design of water attenuation, which is controlled through a condition. Officers consider that the proposed development satisfies guidance in NPPF and policy CS13 of the Core Strategy.

### CONCLUSIONS:

The regeneration of the Local Centre is much needed and is a direct response to issues raised by the local community. The proposed scheme will continue to support the well used retail facilities. The relocation of the shops will assist in creating a sense of place and overcome the issues of enclosure which is a major concern with the existing centre. The scale of the proposed building is appropriate to the context and will ensure that the new scheme will not adversely impact on existing residents in terms of amenity. The design is contemporary and will assist to create a sense of place and has incorporated sustainable features to benefit biodiversity.

Overall the scheme will support the focus of the local centre as an accessible service for a community to meet daily needs and create a vibrant, safe and attractive place that is responsive to the local area.

**RECOMMENDATION:** Grant planning consent subject to the following conditions:

1. Time Limit
2. Samples of materials including brick sample panel
3. Highways details of new or altered public highway
4. Foul and Surface Water Drainage
5. Unless proven otherwise details of gas mitigation method required.
6. Site Environmental Management Plan
7. Parking/Turning/Loading for servicing
8. Customer Parking Detail within 12 months
9. Prior to occupation of A5 unit details of extraction equipment
10. Hard and Soft Landscaping Implementation
11. Secured by design accreditation
12. Hours of operation and deliveries
13. Development in accordance with approved plans

#### Informatives:

- Shropshire Fire Service
- Highways Stopping up orders
- Nesting Birds
- Replacement and enhancement planting
- Green Roofs
- Conditions
- Planning Policies

#### Reason for Approval

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Overall the scheme will support the focus of the local centre as an accessible service for a community to meet daily needs and create a vibrant, safe and attractive place that is responsive to the local area.

TWC/2012/0899  
Land Opposite 12 Church Hill, Ironbridge, Telford, Shropshire  
Erection of an engineered piled retaining wall to replace failed wall section

**APPLICANT**  
Telford and Wrekin Council

**RECEIVED**  
29/10/2012

**PARISH**  
The Gorge

**WARD**  
Ironbridge Gorge

TELFORD AND WREKIN COUNCIL ARE THE APPLICANTS THEREFORE  
THIS APPLICATION IS TO CONSIDERED BY MEMBERS AT PLANS  
BOARD

OBJECTIONS RECEIVED: No

MAIN ISSUES: The design and appearance and the impact on the World  
Heritage Site and Severn Gorge Conservation Area; Stability

THE PROPOSAL:

This application seeks consent for the erection of an engineered piled retaining wall. A section of wall adjacent to Church Hill, Ironbridge has failed due to land stability movements within the surrounding area. The wall comprises of a 1.6m high boundary wall at the top and retaining wall at the lower part varying from 1m to 2.5m. The wall acts as a retaining feature to the public highway of Church Road in addition to the boundary of private rear garden land. The loss of wall could lead to loss of the road and jeopardises the safety of the public. Telford and Wrekin council have a duty to maintain the road and deal with any issues which arise; as part of the wall has now collapsed it is vital to the safety of Church Hill that the wall is replaced and the issue remediated.

SITE AND SURROUNDINGS:

Church Hill is a narrow road sited on hillside to the north of Ironbridge. It inclines and is a well used road connecting to other routes within Ironbridge. The section of wall in question is towards the bottom east of Churchill; it has collapsed and is currently protected by barriers to warn motorists and pedestrians. The brick wall is a prominent feature along Churchill. There are no properties immediately adjacent to the collapsed wall but several opposite.

Churchill is predominantly residential with characteristics and appearances expected within a World Heritage Site and Conservation Area.

Ironbridge centre is within walking distance with mixed uses, tourist attractions and transport links in and around Telford.

PLANNING HISTORY:  
No planning history

#### PLANNING POLICY CONTEXT:

Core Strategy:

CS14 Cultural, Historic and Built Environment

CS 15 Urban Design

Wrekin Local Plan:

SG1 World Heritage Site

UD2 Design Criteria

HE3 Development in Conservation Areas

EH14 Land Stability

National Planning Policy Framework

#### CONSULTATION RESPONSES:

The Gorge Parish Council, Drainage, Highways, The Coal Authority and Neighbours have been consulted and members will be updated with their comments at Plans Board.

Built Heritage: No objection

Shropshire Council: Support subject to condition for a programme of archaeological work in accordance with a Written Scheme of Investigation (WSI).

No local representations received.

#### PLANNING CONSIDERATIONS:

Telford and Wrekin Council's proposal is to replace the part of the wall which has collapsed with a newly designed wall between 15 -19m in length. New development within the WHS and Conservation Area should enhance and preserve the properties and surroundings. The wall will be 'Pinned back' using 25 piles which are staggered in rows of two, 10.5m deep and 450mm diameter. The aim is to blend in with the local surroundings by reclaiming parts of the existing wall and using original materials; replicating as best as possible the original structure; therefore according with 'saved' policies SG1, HE3 and UD2 of the WLP and CS14 of the Core Strategy.

The High Point Rendall Ground Behaviour Study indicates the wall lies within level 3 stating "The area is likely to be suitable for development in accordance with the development plan provided the developer undertakes appropriate mitigation and stabilisation measures." The Council has provided all necessary slope stability documentation; the design and works are not considered to effect stability and therefore accords with 'saved' policy EH14.

As Church Hill is a narrow road when the development works are to take place, the road will be subject to scheduled closures. As the closure will directly affect the residents on Church Hill and users of the road a diversion will be in place and residents will be given parking permits to be able to access near by car parks facilities. The works will take approximately 3 months to complete.

The proposed works is essential to create a safe environment and is well supported by comprehensive information including a stability pack, reinforcement and wall details and a diversion route plan.

The proposed repair and replacement will be carried out to ensure that it blends in with the local surrounding area by using original reclaimed parts and like for like materials which will enhance the character and appearance of the World Heritage Site and Severn Gorge Conservation Area in accordance with Policies CS14 and CS 15 of the Core Strategy, 'saved' policies SG1, HE3 and UD2 of the Wrekin Local Plan and National Planning Policy Framework.

**RECOMMENDATION:** to grant delegated authority to the Manager of Development Management, following the expiration of the Consultation period 13<sup>th</sup> December, 2012 to **GRANT FULL PLANNING CONSENT** subject to the following conditions

1. Time Limit
2. Archaeological work
3. Materials as deposited
4. Sample panel
4. In accordance with deposited plans

The proposed works is considered acceptable in the fact that is protecting and enhancing the build heritage and has no detrimental impact on the appearance of the World Heritage Site and Severn Gorge Conservation Area.