

TELFORD & WREKIN COUNCIL

PLANNING COMMITTEE

5th March 2014

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TWC/2013/0265

The Mount, 1 Haygate Road, Wellington, Telford, Shropshire
Conversion of existing building to form 10no. residential units with associated internal and external alterations including partial demolition and construction of 8no. new residential bungalows *** Amended description and plans received ***

APPLICANT

Hama Hart Ltd

RECEIVED

28/03/2013

PARISH

Wellington

WARD

Ercall

OFFICER

Libby Harper

OBJECTIONS RECEIVED: Yes

MAIN ISSUES: Scale and Design, Character and Appearance, Impact on Listed Building, Impact on Neighbouring Amenity

THE PROPOSAL & BACKGROUND:

The full application as originally submitted - and associated listed building consent (TWC/2013/0266) - was for a residential development comprising the partial demolition of the existing building and Conversion of the existing listed Mount building to form 10no. residential units with associated internal and external alterations including partial demolition. The application also sought permission for the construction of 7no. new residential bungalows to the rear of the existing building, and a new apartment block for 8no. units on an area of open space between the front of the listed building and Haygate Road together with associated access parking across the site and landscaping.

Following concerns with regard to the extent of detrimental impact arising from the new apartment block to the front of the listed building, going against best practice in respect of development affecting the setting of a listed building, the scheme has been amended. The apartment block has been removed; an additional bungalow (now totalling 8 units) has been added at the rear of the listed building; and, parking arrangements reconfigured. Parking comprising a greater level of provision to the front of the site comprising 18no. block paving spaces curved around the perimeter of the service road; 10no. grasscrete spaces (incl. 2 disability spaces) on the open space to the north east corner of the site adjacent Haygate Road and Wrekin Road; 2 further spaces are proposed to the side of the listed building. Each bungalow is served by a garage, with individual driveways, four plots incorporating single spaces and the other four offering two spaces.

The application follows a previous approval made by the Council (reference TWC/2011/0125 for the partial demolition of existing building, and Change of Use to form 11no. residential units with associated internal and external alterations and construction of 12no. new residential units, with associated access parking and landscaping (Amended description), with an associated Listed Building application

TWC/2011/0126). The site is still under Council ownership but the applicant has signed a contract subject to planning.

SITE AND SURROUNDINGS:

The application site comprises the Grade II Listed Mount which is located in a prominent position on the corner of Haygate Road and Wrekin Road in a highly sustainable location within Wellington District Centre. It is an early 19th Century 3 storey property constructed in red brick with hipped slate roof. It has been extended and altered with a substantial 3 storey extension and more recent 2 storey flat roofed extensions to the side and rear and single storey elements. The Mount was most latterly last used by Telford & Wrekin Council for its Children and Families Services who vacated during 2012.

The building is set back in a central position within the site with a large area of open space and tree planting to the front and substantial car parking area in an elevated position to the rear. The site is bounded by a substantial feature red brick wall including recessed brick bus shelter, and mixed trees / shrubs to the north (front) of the site. The boundary treatment to the east comprises a dwarf wall and metal railings, with a grass verge area between the site and Wrekin Road, as well as hedge planting. The site is relatively open to the north and northeast and the listed building along with its modern 2-storey flat roof side extension is a prominent feature in the streetscene. To the south and west of the site, adjacent to residential properties / gardens is approximately 2 metre high chain link fencing and planting, with timber garden fencing beyond.

Given the site's location within the District Centre, the area comprises a mix of uses, with residential and commercial development adjacent to the application site. Residential development is located to the south (established semi-detached properties) and west (detached bungalows) and further along Haygate Road, including Haygate Court flats. Commercial development in the area comprises single storey building to the west (Care & Mobility Ltd), Tesco Express and carpet warehouse to the north, located directly opposite on Haygate Road, and restaurant and car sales on Wrekin Road to the east.

PLANNING HISTORY:

TWC/2011/0125 Partial demolition of existing building, and Change of Use to form 11no. residential units with associated internal and external alterations and construction of 12no. new residential units, with associated access parking and landscaping. Full Granted 19/07/2011

TWC/2011/0126 Partial demolition of existing building, and Change of Use to form 11no. residential units with associated internal and external alterations and construction of 12no. new residential units, with associated access parking and landscaping(Listed Building). Listed Building Granted 19/07/11

W99/0460 Removal of 2 Chimneys and Slate Roof, Withdrawn 16/06/99.

PLANNING POLICY CONTEXT:
National Planning Policy Framework

Core Strategy:

CS1 Homes
CS5 District and Local Centres
CS14 Cultural, Historic and Built Environment
CS15 Urban Design

Wrekin Local Plan:

EH14 Land Stability
UD2 Design Criteria
H6 Windfall Sites in Telford & Newport
S11 Wellington Secondary Zone
HE16 Alterations and Additions to Listed Buildings
OL11 – Woodland and Trees

CONSULTATION RESPONSES: Three periods of consultation have taken place for this application, the second and third further to the submission of amended plans and additional supporting documentation. The representations received can be summarised as follows:

Standard consultation responses

Wellington Town Council: No Objection

Originally raised no objection in principle but consider that a Section 106 Agreement should be entered into in order to secure funding for replacement car parking facilities within the Town. In addition, they considered that that the proposed three storey apartment block was not in keeping with the design of the listed building, and that any proposed development of this nature should be more strongly reflective of the immediate locality, these were repeated in the second consultation. Following the third round the council raised no objections.

Built Heritage Conservation: Support subject to conditions

Originally objections were raised on the grounds primarily relating to the proposed apartment block, in that the front elevation is the one least affected by inappropriate development and every attempt should be made to preserve it. The previous approval for development here did not propose any development forward of the building, and it is maintained that that is the best solution for the building. The design is not architecturally unique or outstanding and looks somewhat like quite a standard block of student type/hotel type accommodation. Therefore not found to satisfy NPPF s126 and s131 in that it fails to make a positive contribution to local character and distinctiveness. The proposal would both detrimentally affect the setting of the listed building but also feel would detrimentally affect the setting of the Wellington Conservation Area, this site lying adjacent to it (contrary to NPPF s 137).
Secondarily to f issues around window details to the listed building, details of servicing, soil, vents and flues.

On the 2nd round of consultation having reviewed the viability options submitted, the objection was continued on the grounds that the applicant has failed to demonstrate that this proposal is the only viable use for the development, key being to demonstrate that this proposal is the only viable solution as a means to justify the harm done to the listed building as required under the NPPF. Whilst the options provided may indicate viability, and the evidence has been reviewed by the relevant housing viability officer for a new development on the rear and regards it as unviable, it must be noted that no actual physical scheme appears to have been worked up and that these figures appear to be based on a theoretical rear development, the scope and details of which remain unknown. On this basis it considered impossible to tell if this scheme is therefore the only viable option, as a clear options appraisal of other potential arrangements for extension and development has not been fully completed as part of the justification demonstration.

On the 3rd consultation satisfied that the latest revision as identified in plan AP12031-90 Rev - T marks a much improved layout that removes the development from the front of the listed building which was harmful in appearance, prepared to remove objection on the understanding that conditions are applied to resolve areas lacking clarity – samples of all external materials; sample brick panel; full window schedule; sections for all replacement windows; details of all external finishes; details of all external finishes; details of all external services; details of communal aerial system; removal PD rights on new build with respect to extensions and alterations involving doors and windows and roofing materials.

Drainage: Supports subject to conditions
Request conditions regarding foul and surface water drainage and greenfield runoff rates.

Highways: No Objection subject to conditions
No objection to the principle of development, however wish to note that the road layout is not suitable for Highway Adoption therefore the site will need to be privately serviced as the scale of development and distance of the bin store from the Highway need to meet the Council's kerbside refuse collection. On this basis, conditions requested for parking and turning, visibility splays (2.4m x 43m), the timing and form of vehicular access/footways and transition feature, details of all works to the retaining wall to the east (related to the provision of required visibility splays), and an informative requesting contact with the highways department prior to commencing work on the adopted highway.

Education: No objection
Noting that an education contribution is not being pursued due to commitment of receipt to Civic Centre Development in Wellington.

Parks & Open Spaces: Comment
The development will contain a number of properties which will contribute to the need for recreational facilities for the area. There are some nearby recreational facilities in need of upgrade in order to maximise the capacity and meet the need arising out of this development. Suggested that should development (if successful) provide 2 or more bedroom properties; that they meet this need through conditioning of WLP Policies LR4 and LR6; this could be provided by providing a

contribution towards the upgrading of the nearest community use recreation. Subsequently a sum of £600 per 2 bed property (or above), was requested; however this was later reduced to £375 as previously agreed on the approved application, in addition to confirmation of maintenance of open space to be supported by a management plan.

Sports & Leisure Services: Support subject to conditions noting that there will be an impact upon the existing Leisure centre should the proposed gym / pool be open to the public / membership for use (other than residents of the new development); this could have an impact upon the viability of this highly valued public facility which is in close proximity to this proposal. Therefore, it is requested that a condition be imposed on any approval which restricts use to residents only.

Affordable Housing: No comments received.

Arboricultural: Support Subject to conditions Originally objected to the scheme as the visual tree survey accompanying the application was not to BS: 5837 (2012) standard, and its age being prepared some 4 years ago. Serious concerns were also raised with regard to T2 a TPO'd Yew, and the trees fronting Haygate Road.

T1 was previously located to the rear of the Mount, this is a TPO'd Oak which was transplanted on the 28th of September 2011, which is now located to the front of the Mount. The proposal to build the car park for the apartment block in this location was unacceptable. Following the submission of further information and the latest amended layout, the application is supported subject to conditions for landscaping design; tree protective fencing; trees 'no dig' method; tree replacement; trees – soil levels; TPO suitable contractor.

Ecology: Comment

Request a condition for the erection of nest boxes, and informatives regarding Bats and Birds, 'bat friendly' lighting, Enhancement planting, Nesting birds (vegetation).

Shropshire Fire Service: Comment

Request consideration of the information contained within Shropshire Fire and Rescue Service's "Fire Safety Guidance for Commercial and Domestic Planning Applications" as part of the planning process.

Archaeology: no comment

West Mercia Constabulary: =Comment

Considers that there are opportunities to design out crime and /or the fear of crime and to promote community safety. The applicant should aim to achieve the Secured by Design (SBD) award status for this development.

Neighbour consultation responses

Following consultation a single letter of objection was received to the 1st and 3rd periods of consultation:

1st consultation - require fence of a similar height and construction for the boundary chain link type fence between the site and properties of James Court if this is to be replaced (fence presently a deterrent for cats to protect bird nesting boxes and fish pond)

3rd consultation – noted boundary between property and The Mount denoted by a tall chain link fence and a number of trees which have been there for over 25 years, request building work which may contain a lot of dust which may be harmful to wildlife and fish in garden be kept to absolute minimum.

PLANNING CONSIDERATIONS:

Principle of residential development

The principle of residential development on this site was established in 2011 following the approval of residential development; this application has duly followed with a fresh residential scheme to bring the site back into active use having been vacant since 2012. Specific merits of a residential scheme relate to the location of the site as highly sustainable within Wellington District Centre in accordance with policy CS5. Further, the proposal will also ensure the retention of the listed building and removal/redesign of inappropriate modern additions as supported by policy CS14 and the National Planning Policy Framework.

There are a number of distinctions between the approved scheme and current application. Namely, at the outset of this application, the scheme entailed conversion of the listed building to 10no. units compared with 11no. units within the previous scheme, whilst 7 bungalows had been proposed to the rear as opposed to 12no. two/two and a half storey dwellings in the approved scheme. Of greatest distinction from the 2011 scheme entailed the addition of a three storey apartment block to the front of the listed building.

This application has however, been subject to significant amendments since its submission, whilst design revisions were made to the apartment block in an attempt to derive a more appropriate form of development, and viability considerations addressed, there were significant issues outstanding, and particularly an objection from the Built Heritage Conservation Officer in terms of the detrimental impact of the new apartment block on the setting of the listed building (the front elevation being the principal one) contrary to local and national planning policy.

On this basis, the applicant has removed this block from the proposal. The layout of the scheme has been amended with an intensification of parking at the front of the site in order to seek the delivery of an 8th bungalow at the rear of the listed building. Following these revisions, the Built Heritage Conservation Officer has removed their objection to the proposal, considering the scheme to represent a much improved layout; concern had also been raised Wellington Town Council as to this element of the development judged as not in keeping with the design of the listed building, providing a no objection representation to the 3rd period of consultation. Further implications of the revised layout will be covered through the subsequent sections of this report.

Conversion of the listed building

The proposal would entail conversion of the Grade II listed building to a combination of 5no. units at the ground floor with a gym for residents at the rear; 3no. units at the

first floor; and 2no. units at the second floor, comprising a mix of two and three bed units (six and four respectively), with parking to the front of the building. The internal layout focusses around a central communal area on the ground floor in the core early C19th part of the building with a unit either side. This leads through to three units and the proposed gym within the south eastern modern extension to the rear. Stairs then lead up from the communal area to the first and second floor units.

The three remaining units sit within the later C19th extension – essentially a wing off the historic core, it is proposed that the ground floor unit be served by a separate access from the parking area, with a new stairwell (replacing a modern metal fire escape) up to a unit on each floor. The stairwell provides an enhancement from the existing scenario, with this part of the building subject to removal of a number of modern out of character elements, with the installation of windows paralleling the rest of the principal elevation. This configuration of layout would ensure access to the units within the rest of the building is not overly contrived i.e. unnecessarily dividing the building up, with the number and size of units considered appropriate bearing in mind the size and context of the building entailed. Further, the level of external amenity and landscaping areas is considered to secure an appropriate setting for the listed building in accordance with local and national policy.

Parking for the apartment block is proposed through block paving and grasscrete spaces (emphasis on visitor parking) to the front and 2no. to the side of the listed building. Whilst this does mean there will be a notable level of parking in front of the listed building, that most visible will be block paving in form, and amendments have been sought for provision to be broken up further, including considering manoeuvrability considerations, with a greater level of planting to soften the appearance of provision. This level of parking will help ensure parking is delivered in a controlled manner, particularly in respect of highway safety.

Permission is sought for partial demolition of the listed building, the total volume of the building being 3480m³ and the area proposed for removal totalling 523m² comprising a combination of modern 20th Century additions to the early 19th Century core and late 19th Century wing, removal is sought as judged to materially detract from the setting of the original 19th Century structure with new brickwork to match existing and the addition of render to a number of the modern additions to front and rear. This position is illustrated by the 3D illustrations forming part of the submission material, and overall, this approach is considered to represent a positive enhancement where modern additions are proposed for retention.

The addition of a pitch roof to the existing north eastern extension will ensure this element remains subservient in scale to the original core whilst adding character to this part of the building that is more in keeping with the rest of the principal elevation. The proposal to provide replacement timber windows in line with the historic form of the building is considered a significant enhancement with details around the final specification to be controlled by condition. Further conditions are recommended around the detail of the scheme to the listed building in terms of materials to ensure delivery of a quality finish.

This part of the site will be serviced by a new bin store to the east adjacent to the Care & Mobility Ltd building. The position of this store has been debated during this

application, having moved to adjacent to the access point and now having returned to the original position cited. The Highways Officer has confirmed that the site will need to be privately served due to the distances involved; it is therefore considered that this is a more discreet position on the site that will not require the removal of key landscaping provision and deliver a workable position for residents. Subject to appropriate conditioning around the proposed materials – a brick structure is considered necessary in this instance; this facility will be in keeping with the setting of the listed building.

Taking the proposed changes as a whole to the listed building, it is considered that the development will maintain the essential form, character and special interest of The Mount. Renovation and partial demolition of the modern extension additions – with a particular emphasis on replacement windows and the application of render, will provide an enhancement from the existing form and elevational treatment. Through appropriate conditioning in line with that requested by the Built Heritage Conservation Officer – where elements of detail have been lacking through this proposal, it is considered that the architectural features (both internal and external) are preserved intact. The proposed form of colour and materials are considered appropriate in principle, with detail requested to be controlled by conditions. The alterations and extension represent an improvement, particularly when balanced with the form being replaced. The application is therefore considered to meet the requirements as set out in policy HE16, and in the context of protecting and enhancing the historic environment, CS14.

Bungalows to the rear

The proposal now stands at development of 8 bungalows positioned around the service road – a combination of 5 x 2 bed units, and 3 x 3 bed bungalows to the rear of the listed building, three of which would back onto Wrekin Road, the remaining units backing onto the bungalows of St James Court and the rear of No. 14 Wrekin Road. The scale of development will allow each property to be set back from the road with front gardens, driveways to the side of units/front of units (plots 18 + 19) linking to respective garages and rear gardens. The amenity areas are judged to be proportionate bearing in mind the size and nature of the units – it is understood that if approved, the bungalows would be targeted towards elderly purchasers.

Notably plots 11, 12 and 14 have larger gardens to provide a greater level of separation from Wrekin Road where a change of level arises down to the road and to mitigate any potential noise issues.

Four designs are proposed for the bungalows, with a mix of gable, hipped and pitch roofs, and porch features. With the exception of units 18 and 19 subject to a shared garage, each property would benefit from an individual garage, with a mix of one/two car parking spaces. The majority of garages were originally proposed as flat roof with an amendment sought, and in all cases the garage is subservient in height, and a number include a false pitched roof but are located well within the site position such that this approach will not be visible from the streetscene.

Materials are proposed as brown/blue bricks to match local, with slate roof tiles and timber windows. The proposed materials palette for the bungalows is welcomed in the context of the setting of the listed building, a condition will be imposed in terms of

agreeing the detail of the materials. Particularly in terms of the bricks, a balance will be sought as to respecting the context of the neighbouring properties off St James Court and Wrekin Road as well as an appropriate backdrop to The Mount also.

The additional plot (No. 19) has derived particular consideration as part of this application, with a need to consider potential privacy and overlooking issues, as well as the amenity afforded to the property. Amendments have been sought to the orientation and boundary treatment of this unit. By turning 90°, a greater emphasis is placed on an outlook over the garden area to the front and rear, the latter being larger and positioned away from the Listed Building, alongside intensification of boundary landscaping to create a softer visual outlook for prospective future residents; whilst the ground floors (part of the single storey modern extension to the listed building) are in close proximity, these will be at separate levels due to the topography of the site. At the upper level of the listed building, this is formed of hallways as opposed to habitable rooms and will limit privacy and overlooking issues.

Overall, the forms, orientation, design and layout of the bungalows is considered appropriate, with detail recommended to be controlled by condition. A limited impact would arise on the setting of the listed building being single storey, and positioned to the rear, the approach is considered in keeping with the surrounding bungalows context of St. James Court.

Highway implications

The existing access does not afford the appropriate level of visibility display bearing in mind the proposed change to a residential use. Additionally, it is recognised that the proposal will result in a single access and egress point bearing in mind the historic scenario of an access off Haygate Road and separate egress point on to Wrekin Road. . As part of the proposal, a design in line with the previous approval has been shown and is considered appropriate in highways terms subject to appropriate conditioning. The level of parking is considered appropriate to deliver provision in a controlled manner across the site and to ensure highway safety in the locality is protected.

Trees and Ecology

The bank of trees positioned at the frontage of the site off Haygate Road is a significant landscape feature of the site, adding to the setting of the listed building and a good mix of trees present. Two TPO'd trees (an oak and a yew sit within the open space at the front of the site). The originally proposed new apartment block led to an objection from the Arboricultural Officer due to the confirmed and potential further loss of trees at this edge, as well as requiring further detail relating to the TPO'd Yew and Oak trees. Further to the submission of additional information and the removal of the new apartment block, this objection has been removed on the scheme, with the protection of the protected trees to be secured through recommended conditions. It is considered the proposal will not harm the natural habitats of current wildlife. Comments from the ecologist are noted, and improvements can be made requested through the imposition of a condition and informatives providing mitigation measures to address the possible impact on roosting bats and nesting birds.

Ground constraints

The site is subject to a number of slopes down towards Haygate Road, and is essentially split over two levels, of particular relevance to this application is the position of a bank to the rear of the main building rising by approximately two metres to a plateau providing a car park associated with the previous use and amenity greenspace. Through revision of the application, the latter area is now proposed to accommodate an additional bungalow (plot 19), with a need to address potential stability issues arising from this amendment. A completed Slope Stability Declaration Form is anticipated by the point of Planning Committee in order to address stability in accordance with the National Planning Policy Framework (para. 120) and local policy (EH14).

Drainage disposal is proposed by mains sewer, with support from the Drainage Officer subject to a condition necessitating a scheme of foul and surface water drainage to be submitted and approved by the Local Planning Authority, bearing in mind the intensification of use on the site, this approach is considered appropriate. Issues of land contamination are not considered relevant to this site.

As the site remains in Council ownership – where a Section 106 agreement cannot be entered into i.e. an agreement with itself, the approach towards planning obligations is proposed to be undertaken in accordance with the position established through the previous approvals – that being a Memo of Understanding. Parks & Open Spaces have requested a payment of £375 per 2 or more bed unit as the level previously established, equating to £6,750, and no further contributions are sought – Education having advised due to commitment of receipt to Civic Centre Development in Wellington, and the highways contribution is no longer relevant with revision to the access arrangement from the approved scheme.

In terms of other issues, Wellington Town Council have requested provision of funding for replacement car parking, this is not judged to be appropriate, development does not entail a public car park and no loss to public facilities would arise. Details of boundary treatments and landscaping scheme shall be conditioned; however, officers consider a more permanent boundary treatment than the existing chain-link fencing may be appropriate to provide mutual privacy to both existing and new residents. Further clarification will address the context of the neighbour representation for this scheme. The form of landscaping, and its future maintenance in accordance with comments of the Parks & Open Space Officer, would form an important influence on the character of the developed site, additional planting areas have been sought around the front of the site to help soften the impact of the parking areas on the setting of the Listed Building, and would be appropriately controlled through condition.

Leisure Services have raised the potential impact on the existing Wellington Leisure Centre should the proposed gym (and pool as originally proposed, since removed) be for public / membership use as opposed to residents only. It is understood that the facility is for residents only and can be appropriately conditioned to ensure this position is secured. It is also necessary to condition this use to ensure that the amenities of the adjacent proposed residents are not harmed by this use, as such no conditions for hours of use are required if the gym remains ancillary to the wider residential development.

In conclusion, the principle of residential development is considered acceptable and will enable community facilities to be provided in Wellington District Centre. The site is in a sustainable location, close to services and facilities in Wellington District Centre. The layout of the site and the scale and design of the 8 new dwellings and conversion of the building to 10 units with associated parking, amenity space and landscaping is considered acceptable and in keeping with the context of existing surrounding residential development. The partial removal of the modern extensions, alongside improvements to those additions retained, will preserve and enhance the character and appearance of the Listed Building. The proposal will not have a detrimental impact on the residential amenities of adjoining properties nor highway safety. Accordingly the proposal complies with national and local planning policy.

RECOMMENDATION: to GRANT PLANNING PERMISSION subject to the submission of a stability declaration form and written confirmation from Property and Design to provide a financial contribution of £6,750 towards upgrading of community use recreation facilities and the following conditions:

1. A04 Time Limit – Full
2. B011 Samples of materials incl. bin store brick
3. B012 Sample Brick Panel
4. B019 Details of windows and doors
5. B029 detailed specification of communal aerial system
6. B062 Foul and surface water drainage – amended
7. B092 HE – Details of Services: External
8. B098 HE – decorative finishes
9. B119Custom Custom historic environment condition – window schedule
- 10.B127 Landscape Design and Management Plan (15 years)
- 11.B130 Protective fencing to existing trees and hedgerows – incl. ‘No dig’ method for grasscrete within RPA TPO’d Yew (T2)
- 12.(T2) B150Environmental site management plan
- 13.C13 Parking, Loading, Unloading and Turning
- 14.C14 Visibility Splays – 2.4m x 43m
- 15.C020Custom Highways Custom – adoptable standard proposed access/footways and transition features
- 16.C020Custom Highways Custom – works to retaining wall
- 17.C071 Trees – soil levels
- 18.C074 Tree Protection – TPO’d Oak (T1)
- 19.C079 TPO – suitable contractor
- 20.C100 Bird boxes – inclusion of bat boxes
- 21.D01 Removal of PD rights – extensions and alterations including involving doors, windows and roofing materials to bungalows
- 22.DCustom Custom condition – Gym for residents use only
- 23.DCustom Custom condition – retention bus shelter
- 24.DCustom Custom condition – parking spaces to east of LB allocated to unit 4

Informatives

I11	Highways
I25g	Enhancement Planting
I25k	Bats and Birds
I25m	Nesting Birds (Vegetation)
I25n	Lighting
I33b	Broadband
I40	Conditions
I41	Reason for grant of permission
RANPPF1	Approval - NPPF

TWC/2013/0266

The Mount, 1 Haygate Road, Wellington, Telford, Shropshire
Conversion of existing building to form 10no. residential units with associated
internal and external alterations including partial demolition and construction of 8no.
new residential bungalows *** Amended description and plans received ***

APPLICANT

Hama Hart Ltd

RECEIVED

28/03/2013

PARISH

Wellington

WARD

Ercall

OFFICER

Libby Harper

PROPOSAL: This application seeks Listed Building consent for the conversion of
existing building to form 10no. residential units with associated internal and external
alterations including partial demolition and construction of 8no. new residential
bungalows

THIS APPLICATION IS TO BE READ IN CONJUNCTION WITH TWC/2013/0265

RECOMMENDATION: to GRANT LISTED BUILDING CONSENT subject to the
following conditions

1. A05 Time limit – Listed Building
2. B014 Samples of materials - LBC incl. bin store brick
3. B015 Sample Brick Panel - LBC
4. B020 Details of windows and doors - LBC
5. B029 Custom details condition - detailed specification of communal aerial
system
6. B091 HE – schedule of work Listed Building
7. B093 HE – Details of Services: Internal and Externa
8. B095 HE – Details of heads and cills – adapted eaves and cills
9. B098 HE – decorative finishes
10. B119Custom Custom historic environment condition – window
schedule
11. C065 HE – retain and protect architectural features
12. C38 Development in accordance with plan Nos.

TWC/2013/0871

Unit 108C, Halesfield 13, Halesfield, Telford, Shropshire, TF7 4QR

Change of use from warehouse unit (Use Class B1, B2, B8) to metal recycling facility (Use Class Sui Generis) including the demolition of the existing building and erection of a two storey office building, 3no. outbuildings, 2no. weighbridges, an end of life vehicle facility and associated tank farm, a perimeter barrier and associated machinery, parking, access and landscaping

APPLICANT

European Metal Recycling Limited

RECEIVED

28/10/2013

PARISH

Madeley

WARD

Cuckoo Oak

OFFICER Matthew Thomas

COMMITTEE UPDATE – TWC/2013/0871

Updated Consultation Responses

Since the preparation of the Committee report, 15 consultation responses have been received. These responses have been summarised below:

- Adverse effect on the economic wellbeing , amenity and environmental quality of this part of Halesfield
- Operation out in the open and therefore will be inherently noisy and unsightly
- Pollution from noise, dust, odour and no management plan to deal with debris
- Noise barrier will be difficult to maintain without enforceable planning conditions
- Negative effect will discourage ongoing investment by both existing and future occupiers
- Proposal is contrary to local policies as well as guidance contained in the National Planning Policy Framework
- Residential dwellings nearby on Madebrook Close are only 200m away – proposed development will have a significant impact on residential amenity
- There are other, more suitable sites available at Halesfield and further afield and away from built up residential areas and the nearby World Heritage Site
- Likely devaluation in property values of nearby residential dwellings
- Noise impact report submitted is biased, assuming and predictive and at times is at odds to the report compiled by the Council's Environmental Health department
- This part of Halesfield has, over the past 5 years, made great strides to improve its appearance and image – proposed development will undo this
- Residential dwellings on Madebrook Close already suffer from noise from existing units on Halesfield – the proposal will only exacerbate this problem
- Applicant (EMR) has track record of non-compliance with planning permissions and Environmental Permits

- Concerns over annual tonnage which could equate to 200 tonnes of metal per day which could result in upwards of 10 movements in and out of the site per hour
- Proposal will lead to increased traffic density and flow – increased vehicular activity will only exacerbate existing traffic problems and will lead to gridlock in traffic at certain times
- Serious adverse impact on day-to-day running of existing neighbouring businesses which will result in some of the businesses relocating outside of Telford

Sutton Maddock Parish Council): Object

- Adverse odour, dust, noise and adverse impact on existing businesses
- Parish Council would be disappointed and dismayed if the application is approved

The Environment Agency has provided an update response following the submission of detailed specifications of the proposed noise barrier and concludes to remove their objection subject to conditions. Their response is summarised below:

- The agent has provided detailed specifications with regards to the proposed noise barrier. This detail, in conjunction with the submitted noise impact assessment demonstrates the effectiveness of the barrier in terms of noise reduction
- The proposed solid steel screen has sufficient mass to act effectively as an environmental noise barrier
- The Environment Agency are satisfied that the proposed mitigation will mean the development is unlikely to cause unacceptable adverse impacts to nearby sensitive receptors
- A noise management plan will be required to accompany the Environmental Permit application
- Include Contaminated Land conditions to the decision notice and associated informatives

Further comments have been received from Environmental Health requesting further details on the proposed noise barrier and justification which the Environment Agency have been party to. There are concerns with regards to the noise readings taken at the receptor points in addition to the assessment methodology however they recognise that the Environment Agency have requested additional monitoring following 3 months from commencement of site operations and if minded to approve, request that this is conditioned to provide confidence in the noise mitigation. Further conditions should also be requested consistent with those in the permit and hours of use, restricting use and delivery from 08:00 – 18:00 hours Monday to Friday and 09:00 – 13:00 hours on Saturdays with no working on Sundays or Bank Holidays.

Annual Tonnage Restrictions

Since the preparation of the Committee report the Local Planning Authority have been in discussions with the agent with regards to the proposed annual tonnage restrictions. The original report was prepared based on an annual tonnage restriction of 50,000 tonnes which was recommended by the Council's

Environmental Health team however the agent has confirmed this would have been too restrictive for the company (EMR) and following discussions it was agreed to raise this to a maximum of 75,000 tonnes per year. This figure was set out in the original supporting documentations and therefore reconsultation was not required however internal consultees were made aware of this proposed increase to reassess any conditions.

The applicant has submitted supporting information assessing the impact of increasing the annual tonnage restriction to 75,000 tonnes. This information states that there is no linear relationship between annual tonnages of material handled and noise levels likely to be generated as the noise generated by metals handling is variable based on activity at a point in time and not directly related to the tonnage in and out over a calendar month etc. The noise assessment submitted assumes lorry and shear loading occur simultaneously and continuously. The level of noise mitigation proposed, even when the two noisiest activities are predicted to occur simultaneously and continuously, demonstrates acceptable noise levels at residential and commercial premises.

An independent Traffic Statement was submitted as part of the application to consider highway and transportation issues of the proposal on the Halesfield Industrial Estate. In summary, it asserted that the future traffic attraction, along with the consideration of the net traffic attraction, associated with the EMR site could be comfortably accommodated within the context of the proposed site access and the existing geometry of the road network within the Halesfield Industrial Estate. The report concludes that the proposed facility can be accommodated safely and efficiently by the immediate local highway network and therefore there are no highway capacity or safety reasons for objection to the proposed development scheme. Whilst this report was based on an annual tonnage of 50,000 tonnes, the Local Planning Authority is satisfied the road network is capable of accommodating the proposed facility.

With regards to the impact on noise levels, whilst the site will be dealing with an increase in throughput, there will only be two cranes on site to process the metals. Officers have recommended appropriate opening hours conditions to ensure noise disturbance is limited. EMR will need to submit a noise management plan as part of their application for the compulsory Environmental Permit and together with the proposed sound barrier, which has been approved by the Environment Agency, the Local Planning Authority is satisfied that the proposed increase in annual tonnage will not have a significant detrimental impact on this part of the Halesfield Industrial Estate. Furthermore, the increase in throughput will have local economic benefits, bringing a well-established European company to Telford providing long term employment opportunities.

Following the previous Committee agenda, the applicant also requested the revision to the proposed hours of use condition allowing an earlier start at 07:30 hours Monday – Saturday. Taking in to account that this is only an additional half hour

where the activities will most likely be staff arriving and setting up of the site, it is considered that between Monday & Friday, this is acceptable given the location within an Industrial Estate and traffic movements around those times. However the traffic movements on a Saturday morning are significantly less and will not buffer the noise activities within the site and a 08:30 start is considered reasonable. These hours will also be conditioned for the arrival of staff and setting up of the site however no mechanical operations will be allowed until 08:00 Monday – Friday and 09:00 on Saturdays.

The applicant has also provided additional information regarding the storage of waste tyres. This has been confirmed as:

- Waste tyres are generated on site during the depollution of end of life vehicles and shall not knowingly be accepted on site otherwise
- Tyres will be stored in stable stacks or within appropriately labelled metal containers on site. Each stockpile will have a maximum volume of 50 cubic metres and will be separated by a distance of at least 6m from each other unless stored in a metal container.
- Where necessary, tyres may be processed to achieve better storage capacity. The processing of tyres will be restricted to removing the inner wheel rims or cutting.
- Only approved contractors will remove wastes from the site and all waste transfer notes will be kept on site

To conclude, taking the above consultation responses in to consideration and following confirmation from the Environment Agency that their objection has now been removed, the Local Planning Authority's recommendation has been amended accordingly:

RECOMMENDATION:

GRANT PLANNING PERMISSION subject to the following conditions:

1. Time limit
2. Foul & Surface Water, including Brownfield run off rates
3. Details of acoustic barrier
4. Landscaping
5. Finishing materials as detailed
6. Parking/Turning/Loading/Unloading
7. Development in accordance with plan Nos.
8. Erection nest boxes
9. Hours of operation 07:30hours to 18:00hours Monday to Friday, 08:30hours to 13:00hours Saturday, No working on Sundays or Public Holidays
10. Hours of operation – no noisy machinery until 08:00 hours Monday – Friday and 09:00 Saturdays
11. Stack heights – 5m high
12. Limit of annual tonnes – 75,000 tonnes
13. Land Contamination conditions (as per recommendations by Environment Agency)

14. Noise Management Plan

I32 Fire Authority
Wildlife Informatives
EA permit

*******ORIGINAL**
REPORT*****

COUNCILLOR ALAN MACKENZIE HAS REQUESTED THAT THIS APPLICATION BE DETERMINED BY MEMBERS OF PLANNING COMMITTEE

OBJECTIONS RECEIVED: Yes

MAIN ISSUES:

Scale and design of development, Employment and economy, Noise and other environmental pollution, Highways Infrastructure, Local amenity

PROPOSAL:

This full planning application seeks consent to change the use of unit 108C at Halesfield 13 from use class B1, B2 and B8 (Business, General Industrial and Storage & Distribution) to a metal recycling facility (Sui Generis) following the demolition of the existing building (part retrospective).

The application includes the erection of a two storey office building, 3no. outbuildings, 2no. weighbridges, an end of life vehicle facility and associated tank farm. A perimeter barrier is proposed around the site to help screen the development and to act as an acoustic barrier, which is then screened by areas of landscaping and parking? . Associated machinery, parking, access and landscaping also forms part of the application.

The processes which will be carried out at site are described as follows:

Non Ferrous (Small Loads): non-ferrous metals (e.g copper, cable, aluminium, lead) will be received in small quantities and scale. These loads will typically arrive on lighter vehicles. Customers will drive into the site via the main access point from Halesfield 14 and be directed, via the external hardstanding to the small traders' entrance. Once inside, these vehicles will offload their non-ferrous materials by hand or with the assistance of forklift trucks for larger items on pallet where they will then be weighed in a covered external area and received into the non-ferrous buying shed where they will be weighed and sorted into categories.

Non Ferrous (Large Loads): occasionally non-ferrous materials will be received in large loads or items. Customers will drive into the operation yard and proceed towards the inward bound weighbridge. Again, the materials will be weighed and received into the non-ferrous buying shed where they will be weighed and sorted into categories. The various grades of non-ferrous metals, which are received at the site, will be stored in bays and once sufficient quantities have been bought, loaded to a shipping container for export.

Ferrous: Ferrous materials (iron, steel and associated alloys) will be received in larger quantities and forms, from a variety of suppliers. Ferrous scrap will arrive in the yard using larger vehicles ranging from large vans to articulated HGV's and skip loaders. Vehicles will proceed to the weigh bridge to be weighed . Ferrous scrap that requires processing will be deposited close to an unprocessed stockpile, ferrous scrap that is already of a size suitable for foundry processing will be deposited close to a cut grades stockpile, light iron etc will be deposited close to a small traders stockpile and ELVs will be deposited to the ELV processing facility. Mobile cranes will complete the process of placing the materials from the tipped area to the relevant stockpile. The ferrous metals will be sorted and stockpiled to await onward transfer. Some material will first be fed into the shear to reduce it to a size suitable for the foundry. The metal stockpiles in the operational yard will not exceed 5m in height. HGV's will be loaded with unprocessed, graded and processed material for onward transfer to one of EMR's larger processing site at Liverpool Docks or direct to UK based customers.

End of Life Vehicles

ELV is the process of scrapping cars and is regulated by the Environment Agency. Cars will be sourced from local businesses, including car dealers, vehicle breakdown recovery operations, local mechanical garages etc. The general public can sell cars direct to EMR however this is not common. EMR do not accept vehicles tyres on site. Cars will be taken into the ELV processing building to undergo the depollution process. All fluids from the vehicles will be collected and stored in the bunded tanks on site. Following this, vehicles will be stored externally in a separate area adjacent to the ELV building before being graded, stockpiled in the main yard and shipped via road to EMR's larger processing site in Liverpool Docks (for further processing through a shredder/fragmentiser).

SITE AND SURROUNDINGS:

The application site is situated within the established Halesfield Industrial Estate, approximately 4.5 miles to the south-west of Telford town centre. The site is roughly rectangular in shape and is approximately 3.58 acres in area and is surrounded by industrial and commercial development, with the nearest residential development being approximately 200m to the west, beyond Brockton Way (A442).

The site is accessed by the A442 Queensway and has direct frontage to, and access from, Halesfield 13 and Halesfield 14. From Halesfield 14 there are two separate main access points for goods vehicles which lead to further car parking areas. The site used to be dominated by a number of large, clad warehouse buildings however most of these buildings have since been demolished and the site cleared leaving part of a side elevation creating a derelict and redundant site.

The wider area is characterised by B1, B2 and B8 development with belts of mature trees and woodland throughout the development. The site is surrounded by warehouses and offices with a substantial woodland belt on the south side. Neighbouring units include steel cable manufacturers, retail furniture, training centres, motor vehicle sales, commercial seating products, food manufacturers and distribution, CD & DVD media manufacturers, MOT test centre etc.

SUMMARISED CONSULTATIONS:

Standard consultation responses

Madeley Town Council: Support subject to conditions

Considers the proposal to be sustainable and of economic benefit however there are concerns which could/should be dealt with by condition relating to:

- impact on drainage,
- contamination,
- increase in traffic movements,
- noise and impact on neighbouring units and boundary treatments
- Suggested conditions:
 - Plans for surface treatment
 - Limit capacity to 50,000 tonnes for first year to allow assessment of impact
 - Limit hours of operation to 0800 hours to 1800 hours Monday-Friday and 0900 hours to 1300 hours on Saturdays – similar to adjacent units
 - Amended boundary treatment to be more in-keeping

Drainage: Support subject to conditions

- Foul & Surface water drainage & Brownfield run-off rates

Highways: Comment

- No objection in principle considering historical use of the site but condition parking/turning/loading/unloading

Environment Agency: Object – further information required

- There is a likelihood of some unacceptable noise pollution at this residential location is low due to high background noise levels however further information required to provide assurance to both Council and third parties that there will be no impact post development
- Environmental Permit – generally satisfied to allow subject to receipt of requested additional information

- Contaminated Land – conditions to be provide from EA following receipt of requested additional information
- Sequential Test – further information required to comply with NPPF
- Flood Risk Assessment – EA are not aware of any historic flooding however further information required to demonstrate this

Environmental Health: Comment

- Site will be subject to environmental permitting controls & planning controls
- The noise report indicates that those controls should not seek to overlap, whilst this is agreed in principle, for waste operations there are some caveats. One such caveat affects scrap metal. Some scrap metal is exempt from permitting legislation as it is not considered waste. In such circumstances it is perfectly acceptable to have conditions that are consistent with those that might apply on a permit. As waste metal from industrial sources is normally considered exempt from permitting as it is not a waste, this would allow for consistent regulation if Planning controls and permitting controls mirrored each other
- It should be noted that we have complaints from an existing similar operation within Telford
- Concerns that the noise readings that form the basis of the assessment are very short duration, only 30mins spread across 2 locations
- Concerns that the noise readings have only been taken at the sensitive residential receptors, no readings have been taken on the estate itself. There is therefore a lower level of confidence in the basis for comparison of background and ambient noise levels as a result
- Concerns that the assessment methodology uses long term LAEQ as a metric. This type of assessment has a tendency to underestimate the impact of crashes and bangs in the environment, and tends not to appropriately describe the actual perception of those noises. Methods for assessment of impact noise such as LMAX assessment or real time analysis or other types could have been used to better clarify the overall likely impact
- It should be noted that some of the current users of that Halesfield 13 are not industrial operations, and that some actually qualify as sensitive receptors (in particular the training facility). Most of the units also have attendant offices which could also be considered sensitive
- If the committee are minded to approve the application it is recommended that a series of planning controls consistent with those in the proposed permit would be required. Additionally a condition restricting hours of use and delivery 08:00hrs 18:00hrs Monday – Friday and 09:00hrs – 13:00hrs Saturdays and at no time Sundays or bank Holidays would be recommended

Contaminated Land: No comments received

Ecology: Condition erection of nest boxes and include wildlife informatives

West Mercia Constabulary: No Comment

Shropshire Fire Service: Add Fire Authority Informative

Neighbour consultation responses

Following consultation 18 letters of objection have been received from neighbouring units and their objections are summarised below:

- Proposed operations will be inherently noisy and unsightly
- Site is to be open to the public – concerns over impact in traffic movements
- Operational yard to be screened by a solid barrier ‘designed to mimic the appearance of a building’ however in the absence of enforceable planning conditions regarding future maintenance the issue of visual detriment will remain long-term
- HCA have consistently resisted the siting of sui generis Waste Recycling Operations on ‘employment estate land’ in their ownership in Telford due to the potentially adverse effect on local amenity
- Proposal is contrary to policy UD2 of the WLP, policies CS2 and CS15 of the CS and criteria set out in Shaping Places document
- Proposal will have an adverse impact on nearby businesses as well as the Halesfield Industrial Estate
- Halesfield 13/14 is one of the cleaner and quieter parts of the industrial estate unlike other areas which include heavier, dirtier and noisier types of industry
- The other comparable site in Telford is the Metal & Waste Ltd site at Lightmoor where retrospective consent was approved despite objections from nearby neighbours and the reservations made by the Council’s Environmental Health Officer
- The site at Lightmoor has an 8m high boundary fence as opposed to the 6-7m proposed which was supposed to militate against any adverse impact in respect of noise. Nevertheless, the site is currently the subject of significant and on-going complaints for the occupiers of neighbouring properties affected
- Noise associated with a scrap yard is scraping, crashing, bangs, high pitched metal screams etc – noise will be totally different from the existing background noise and will have an adverse impact on the amenity of neighbouring units
- Consideration is given to the residents of nearby Chillcott Gardens Residential Care however it does not state whether or not the residents will be able to hear the noise from the proposed scrap yard
- Consideration is given to the effect of the wind in respect of the potential noise. However, the proximity of The Wrekin is such that the Borough experiences unusual winds and therefore it is not appropriate to rely on the weather to ensure that noise sensitive receptors will not be adversely affected
- Background Noise Measurements – they are all assumptions and appear to have been made on the basis of 30mins of noise readings. This is not considered a sufficient length of time
- The cranes and numerous vehicles entering and exiting the site will be seen however even if there was no visual stimulus, the psycho acoustic properties fail if people are disturbed and cannot see the noise source
- It is stated that commercial premises on an industrial estate cannot expect to enjoy the same level of tranquillity as a residential property and whilst this statement has some merit it is for the application to demonstrate acceptability; which he has failed to do so

- Whilst it is acknowledged that the site is a sustainable location and the principle of recycling is supported, it is considered that the location of the site on this quiet part of Halesfield is inappropriate for this type of Sui Generis use
- The proposed development is contrary to the guidance contained within the NPPF as it has not satisfactorily demonstrated that the benefits of the proposed scrap yard demonstrably outweigh the significant adverse impacts likely to be experienced by the existing business premises and occupiers of the nearby residential dwellings and moreover the scrap yard will give rise to significant adverse impacts on health and quality of life

RELEVANT HISTORY:

W2001/0360 - Change of use to use class B1C, B2 & B8 - FG 18/06/2001

Pre-application advice for the proposed development including a screening opinion which concluded an Environmental Statement was not required.

RELEVANT POLICIES:

National Planning Policy Framework (NPPF)

Core Strategy:

CS2 Jobs

CS3 Telford

CS9 Accessibility & Social Inclusion

CS13 Environmental Resources

CS15 Urban Design

Wrekin Local Plan:

EH7 Contaminated Land

UD2 Design Criteria

PLANNING CONSIDERATIONS:

Employment

The National Planning Policy Framework advises Local Authorities to 'proactively drive and support sustainable economic development to deliver homes, business and industrial units' and to 'take a positive and constructive approach towards planning applications that contribute towards economic development'. Policy CS2 of the Core Strategy advises that provision should be made to 'meet the needs of existing businesses' and 'help create new job opportunities in accessible locations'.

The proposed facilities are located within an existing employment area within south Telford. Telford benefits from 4 main employment areas, Stafford Park, Hortonwood, Halesfield and Tweedale. Stafford Park and Hortonwood have remained free from relatively heavy industries which are part of the makeup of Halesfield and Tweedale, and as such the wider area of this employment area is characterised by such

facilities. Whilst recognising there are a mix of facilities in the area the principle of this development within Halesfield is considered acceptable, ensuring facilities can be provided within the borough and reducing the impact on amenities of the boroughs residents in addition to those more lighter industries and other more environmentally sensitive uses.

The proposed development will bring about a minimum of 17 full-time employment opportunities and therefore actively supporting the Borough's needs for new jobs in an already established employment area, and consequently considered a sustainable location compliant with CS2 of the Core strategy.

Design

Existing entry points to the site will be used, to the east off Halesfield 14. Two separate car parking areas will be provided in front of the proposed 6-7m high steel screen boundary fence. Sliding gates to the north-east corner of the site will provide access in to the operational yard and close to this entrance will be two 15m long weighbridges which will be used to provide accurate recordings of the vehicles entering and exiting the site. To the north will be the office and welfare building, the weighmans cabin and a dedicated area for parking for small traders. The central area of the site will be left mostly clear to provide a turning circle for large vehicles to allow safe movements within the site and safe access and exits. Along the eastern boundary will be an area dedicated to end of life vehicles (ELV's) and to the most southern part of the site will be two separate stock piles, the shear plant and two non-static mobile cranes.

A solid barrier will surround the site which will be used to secure the site operations as well as break the line of sight associated with the more unsightly aspects of the proposals, such as stockpiling of materials from a visual impact perspective and also acting as a noise transfer deterrent. It is proposed that the barrier will be a minimum 6m in height to the south and west yard boundaries and a minimum 6.5m high to the north and east yard boundaries except for the area adjacent the proposed shear, which will be a minimum 7m high. Whilst these barriers appear large they are designed to mimic the appearance of an industrial building being faced with aluminium cladding panels. The steel boundary fencing has been designed to provide screening to visually contain the development and provide noise attenuation from the operations. The fencing will be constructed from structural steel stanchions to which will be fixed a continuous lining of 6mm thick steel plates. This will form a solid barrier and will provide both an effective visual and noise screen whilst also accommodating the loading to the barrier from the stockpiles of scrap metal adjacent. The plans submitted with this application indicate that from a street scene vantage, the majority of the plant will be screened from view and broken up by intermittent landscaping. New landscaping is proposed around the western and northern boundaries of the development and along Halesfield 13 this includes hedgerow and specimen tree planting. Further tree planting is proposed for the

north western section. Officers are satisfied that given the location and presence of existing planting that the proposed landscaping is acceptable subject to implementation condition. In essence the proposal has been designed to reflect that of an industrial building, though without a roof, and softened by landscaping to the street scene. The proposal therefore reflects and reinforces the character of the surrounding employment area compliant with policy CS15 of the Core Strategy and UD2 of the Wrekin Local Plan.

Noise

The applicant has submitted an independent noise impact assessment to assess the noise emissions from the proposed site and to identify and additional noise mitigation required to achieve an acceptable development. The detailed report summarises that the proposed site is located within a very large industrial area where a mixture of road transportation and commercial/industrial noise is expected. This was evident on site where large vehicles used the adjacent access road heading towards the scrap vehicle merchants on Halesfield 14 approximately 200m south of the site, in addition to the general industrial and road noise. Officers also acknowledge the location of the existing scrap yard to the south of the site which is in closer proximity to residential units on the opposite side of Brockton Way (A442), and set at a lower level than the highway.

The report advises that there is adequate separation distance between the proposed site and residential locations such that there is no demonstrable harm to amenity. The report states that using worse case propagation conditions and typical worst case daytime background noise levels, predicted source noise from EMR operations are below limits of acceptability proposed by MAS Environmental and the NPPF technical guidance. The boundary screening is proposed between 6 and 7m in height and will specifically reduce noise levels whilst maintaining visual amenity. The report concludes that the site is considered suitable for metals recycling with regards to noise impact and with the screening mitigation, use of worst case noise values and lowest background levels which therefore provides a good margin of certainty. This is further improved with strategic positioning of on-site activities to maximise screening for noise reduction. The report advises that the noise measurements and predictions indicate this locality is ideally suited to this type of industrial development.

Environmental health have assessed this report and have not raised any objections to the proposal; whilst it is noted there are issues related to a similar use this is located at a more secluded location at Lightmoor in closer proximity to residential units (approximately 60 from the nearest operations to the nearest dwelling, situated on higher ground, with a woodland buffer between, and no other noise sources surrounding); and not within an industrial estate where an element of background noise from other uses exists. Consideration is also given to the use of conditions to control the hours of use, ensuring the work is conducted in reasonable hours where

background noise is high; the applicant has requested 07:00 -19:00 Monday to Friday and 07:00 – 14:00 Saturday however in line with the Environmental health comments it is considered reasonable to condition slightly shorter hours, these are 08:00-18:00 Monday to Friday and 09:00-13:00 Saturdays with no workings Sunday or public holidays.

The planning statement estimates that the site is expected to handle 50,000 tonnes per annum; as some of this volume is scrap metal it will be exempt from the EA permit, and as such it is considered necessary to control the entire site. No concerns have been raised with regard to the proposed volume and as such it should be limited to 50,000 which will also ensure the impacts to the environment including noise are reduced.

It is noted that the EA have objected and requested further clarification, it is anticipated that that this will be removed on the submission of further information. Consequently it is considered that the proposal will not have an adverse impact on amenity of either adjacent uses or much further wider residential amenity by virtue of noise.

Environment

It is proposed that all site activities will be carried out under the terms of a waste management permit issued and regulated by the Environment Agency. This permit covers all the required controls, management operations and waste acceptance conditions. The requirements are monitored by the Environment Agency by site inspection, enforcement of compliance to ensure the desired standards are met in terms of the onsite operations. The whole of the yard will be surfaced in concrete with all run off from the concrete hard standing being drained into a sealed drainage system which will finally be discharged into a foul sewer subject to the appropriate consents. The Council's Drainage Officer has reviewed this application and the documents submitted and raises no objections to the proposed development subject to standard drainage conditions; it is therefore considered that the proposal will not cause flooding or ground water pollution and can be adequately drained.

Due to the nature of the operation being the handling of metallic waste, it is highly unlikely to generate any odours. It is further considered that the creation of dust will be minimised due to the whole site being concreted. The tipping of scrap on to concrete can in itself lead to the occasional occurrence of dust however this will be controlled by the regular use of a road sweeper. In addition, if dust occurs in the event of particularly dry weather, a water bowser will be kept on site to suppress its release. Subsequently officers consider the proposal will not have an adverse impact on the environment by virtue of odour or dust.

At the time the report was prepared, the Environment Agency (EA) has submitted an objection to the proposed development as they require further supporting information to base their final considerations. The Local Planning Authority considers this issue can be readily overcome through further discussions with the applicant's agent and a representative from the EA. The required information has been requested and officers are currently awaiting a response from the applicant's agent. On a separate note, whilst planning consent may be awarded for the proposed development, the site will not be able to operate without the environmental permit which will be produced by the Environment Agency. The applicant will need to satisfy the outstanding concerns of the EA before this permit will be granted. Officers will provide members with an update on the situation at Committee

Contaminated Land

The applicant has carried out a Phase 1 Desk Study which assesses the potential contamination from previous uses. No intrusive investigations have been carried out to date. The desk study and walkover identified that there may be asbestos containing materials which would need to be dealt with appropriately when the existing building is demolished. Since the preparation of this report, the majority of the buildings have been demolished. Further issues raised relate to above ground storage tanks, groundwater and drainage systems as well as engineering wastes. Once the above concerns raised by the Environment Agency have been addressed, the EA will provide a suite of conditions relating to contaminated land, and consequently it is considered that the proposal can be adequately located on this site without harm from previous uses. .

Arboriculture/Ecological Issues

An arboricultural implication assessment and method statement was submitted as part of this application. This report highlights the tree works to be undertaken prior to the commencement of development as well as identifying the need for protective fencing to be erected on site. Whilst the recommendations are relatively minor, appropriate conditions will be imposed to ensure the works are carried out. An ecological assessment was also submitted however no evidence of any protected or priority species were found during the survey. The Council's Ecologist raises no objections to the proposed development subject to the imposition of appropriate wildlife conditions and informatives; accordingly it is considered that the proposal will not have an adverse impact on the flora and fauna located in the immediate area.

Highways

Access into the site is currently obtained from multiple existing access points from Halsfield 13 and Halesfield 14. There are currently two access points into the site from Halesfield 13 and a further three access points from Halesfield 14. It is proposed to retain and re-use the two existing access points from Halesfield 13. A total of 25 car parking spaces are to be provided within the site of which two will be

disabled spaces. The car parking spaces are to be sited outside of the operational yard to the east of the site. Furthermore, subject to a standard condition, the Council's Highways Engineers have raised no objections to the proposal. Whilst it is acknowledged that the proposed development may give rise to an increase in traffic, considering the existing use of the site, it is not considered the resulting level will have a significant adverse impact on the free flow or safety of highway users.

Conclusion

Whilst a number of objections have been received; officers consider many of the issues raised have been addressed in this report in particular those matters relating to noise. There are a number of Industrial Estates within the Borough including Stafford Park, Tweedale and Halesfield. Stafford Park tends to accommodate less industrial uses and therefore it is considered that EMR sites such as the one proposed are better suited to Tweedale/Halesfield. There are no Enterprise zones /designated use class areas for different parts of the Industrial estate hence the requirement for planning permission each time the use changes in accordance with the Use Class Order. The Local Planning Authority has engaged in pre-application with the applicant and ultimately considers the site to be one of the most suitable sites for this type of operation within the borough.

Whilst there may well be an increase in noise as a result of the proposed metal recycling facility, fencing will be erected along the perimeter of the site ranging between 6 and 7m in height and specifically designed to reduce noise whilst maintaining visual amenity. It is considered that the site is situated at a suitable distance away from nearby residential dwellings. Whilst there are numerous neighbouring units in close proximity to the site it is considered that subject to design, noise mitigation, layout of the site, suitable landscaping together with the permit from the Environment Agency, the site will be suitably managed to prevent a significant adverse impact on the day-to-day running of nearby premises.

The National Planning Policy Framework asserts that there is a presumption in favour of sustainable development and encourages Local Planning Authorities to do everything it can to support sustainable economic growth. The proposed site is situated in an existing employment area, and is accessible and as such considered a highly sustainable location and it is therefore the opinion of the LPA that the proposal is compliant with the guidance contained within the NPPF. The Local Planning Authority considers the proposal also complies with local policy including policies CS2, CS3, CS9, CS13 and CS15 of the Core Strategy and EH7 and UD2 of the Wrekin Local Plan.

RECOMMENDATION:

GRANT DELEGATED AUTHORITY to the Development Management Service Delivery Manager to **GRANT PLANNING PERMISSION** subject to the removal of the Environment Agency objection and subject to the following conditions:

- 15.A04 Time limit
- 16.B61 Foul & Surface Water, including Brownfield run off rates
- 17.BCus Details of acoustic barrier
- 18.B121 Landscaping
- 19.C02 Finishing materials as detailed
- 20.C13 Parking/Turning/Loading/Unloading
- 21.C38 Development in accordance with plan Nos.
- 22.C100 Erection nest boxes
- 23.D04 Hours of operation 08:00hours to 18:00hours Monday to Friday,
09:00hours to 13:00hours Saturday, No working on Sundays or Public
Holidays
- 24.Dcus Stack heights – 7m high
- 25.Dcus Limit of annual tonnes – 50,000 tonnes

I32 Fire Authority
Wildlife Informatives
EA permit

Members will be provided with an updated list of conditions following further consultation with the Environment Agency

TWC/2013/0902

Hughes Transport Ltd, The Garage, Wellington Road, Horsehay, Telford,
Shropshire, TF4 3QG

Outline application for residential development with associated access ***AMENDED
DESCRIPTION & AMENDED PLANS RECEIVED***

APPLICANT

Mr P & Mr J Hughes

RECEIVED

17/12/2013

PARISH

Dawley Hamlets, The Gorge

WARD

Horsehay and Lightmoor

OFFICER

Matthew Thomas

OBJECTIONS RECEIVED: Yes

MAIN ISSUES:

Principle of residential development, impact on highway, sustainability of site and its impact on surrounding developments.

PROPOSAL:

This outline application seeks planning consent to establish the principle of residential development on land south of Wellington Road in Horsehay, which currently has B8 use (storage & distribution). Access to the site is also sought however all other matters, including appearance, layout, landscaping and scale are reserved for later approval at Reserved Matters stage.

The original submission specified 23 units, however with additional requests for further information to demonstrate how this number could be achieved the number of units have been removed from the application. Accordingly this is an outline application that does not specify the number of units, only the principle of residential development is sought, in addition to the proposed access lies to the south-western corner of the site, off Wellington Road.

SITE AND SURROUNDINGS:

The application site lies to the west of Lightmoor Village, on the junction of Old Wellington Road and Wellington Road in Horsehay. The site measures approximately 1.7 acres and is currently used as a haulage depot (use class B8).

There are currently two access points to the site; one to the northern corner and the second to the south-western corner. Located centrally within the site is the main depot building which was constructed in a mix of breeze block and brick and set beneath a pitched roof finished in profile sheeting. There are a number of modular buildings surrounding the main building and metal palisade security fencing encloses

the entire site. Open storage is visible throughout the site include vehicles, metals, tyres etc.

The closest neighbouring properties stand to the south-west on Old Wellington Road and to the north-east where the Round House Park forms part of the Lightmoor Village development. To the south of the site lies part of the Stoney Hill Wildlife Site and to the south and east is open land which lies within the Green Network and subdivides Woodlands Lane from built development.

The site is located approximately 5 miles south of Wellington Town Centre, 3.5 miles south-west of Telford Town Centre and 3.5m north west of Madeley. The site lies along a regular bus service route with bus stops being located in Lightmoor Village. There are two local primary schools within the catchment area and a Day Nursery was recently opened in Lightmoor Village.

SUMMARISED CONSULTATIONS

Standard consultation responses

Dawley Hamlets Parish Council: No Objection

The Gorge Parish Council: Comment

- The P.C has no objection to the proposed development of 23 homes
- Adequate parking should be provided for residents and visitors
- Surface water run-off from the neighbouring Stone Hill Tip needs to be taken in to accounts – water runs off on to the application site at present
- Consideration needs to be given to the contamination of the land
- As part of the Lightmoor Village development there is a proposal to build a roundabout at the junction on to the Horsehay bypass – access to the proposed site needs to take this in to account
- Plans for further development and access on to the Horsehay bypass via the roundabout in the area – this needs to be considered when access to this site is determined to control traffic congestion from surrounding area

Affordable Housing: No comments received

Urban Design: Originally Objected

- Design & Access Statement is very poor in terms of explain where and how the design has originated/developed and given the lack of site analysis it is considered that this scheme is all about capacity in terms of built form and associated parking rather than creating a good design responding to and complementing its context
- Scheme needs to be the response to context as well as viability/capacity because without addressing the two, the resulting scheme will not only look out of keeping with its surrounding but it may ultimately be to its detriment

- The site is located adjacent to Lightmoor, a key flagship residential scheme in the Borough over the last 10 years – the scheme needs to look at the wider picture to integrate with its surroundings
- Scheme needs to be re-evaluated so it addresses the gateway to area and terminates the view positively on the approach to Lightmoor, becomes an outward facing scheme along Wellington Road to reinforce community safety, be less dominated by engineering solutions, vehicles and parking provision and become softer and greener and less dominated by hard landscaping

Following the removal of the proposed number of units this was amended to:

- No objection in principle to using this site for residential
- Site and context analysis required to establish a character assessment which should be used to influence the design character and quality of the scheme
- Indicative concept or block plan in context is required demonstrating the key urban design principles that underpin the subsequent reserved matters application in order to bring forward the high quality scheme that is envisaged
- A maximum number of units requires setting – it is unlikely that the previous number of units will create a scheme of sufficient design quality that is acceptable
- conditions regarding the design and numbers should be added to frame the subsequent reserved matters

Shropshire Wildlife Trust: No comments received

The Coal Authority: Comment

- No objection subject to site investigation works prior to commencement of development as recommended within the submitted Coal Mining Risk Assessment

Drainage: Support subject to conditions

- Scheme of foul and surface water drainage
- Soakaway Test/Location
- Provision of foul drainage network connection for existing properties on Wellington Road

Highways: Comment

- Proposed layout encroaches on to a considerable section of Highway land – layout needs to be altered in order to take in to account the existing adopted highway boundary
- Pedestrian crossing points across Wellington Road and Lightmoor Way from the site will need to be provided in order to provide safe pedestrian links in to the wider footway network
- Proposed pedestrian links to the Green Network do not link on to a PRow therefore it is argued that there is need for these to be included
- Footway to the front of plot 19 to be linked on to the proposed public footway
- Transition strip required situated 5m from the adopted highway
- Proposed access will need to be illuminated – street lighting would resolve
- A 6m manoeuvrability area to the rear of the parking bays required

- Lack of pedestrian links from the parking spaces situated in front of plots 3-11 to the associated plots
- Parking numbers are below what is expected for this development – minimum of 52 spaces required
- Proposed development is not suitable for highway adoption – further information required on how the applicant proposes the site will be serviced – kerbside collection can be utilised if the bin store is located no more than 25m away from the highway and no more than 30m away from each individual unit
- Development will be required to make a financial contribution towards Bus service improvement for the Lightmoor area – a contribution of £490 is required per unit

Following receipt of the amended plans, amended to no objection to the proposal subject to the following conditions:

- C14 – Visibility Splays (2.4m x 43m)
- B42 – Parking/Turning/Loading/Unloading
- Details of the design and construction of any new roads, footways, street lighting, accesses together with details of the disposal of surface water
- Details of the off-site pedestrian crossing points across Wellington Road and Lightmoor Way within the vicinity of the development
- S106 contribution of £490 per residential unit towards Bus service improvements in the Lightmoor area
- Informative – Section 184 Highways Licence

Parks & Open Spaces: Comment

- Essential that all new developments make full provision for the infrastructure/amenities and services which they create. New residents to the area will increase demand upon the existing recreational resource.
- Accordingly, contributions towards the upgrading of the nearest community use recreation facilities should be provided – a sum of £600 per dwelling should be provided prior to commencement of development

Education: No objection

- Contribution towards primary education facilities in the vicinity of the development – sum of £44,158 for the 23 units; this equates to £.... per dwelling

Ecology: Comment

- Condition Ecological Assessment and erection of nest boxes and include wildlife informatives

Sustainability: No Comment

Archaeology: No Comment

Pollution Control (Environmental Health) : No comments received

Shropshire Fire Service: Include Fire Authority informatives

Neighbour consultation responses

Following consultation a single letter of objection was received from Mr John McNulty on behalf of the Lightmoor Joint Venture, Bournville Village Trust and Homes & Communities Association (JV) with their concerns summarised below:

- The JV is not opposed to the development of the site, but wishes to ensure that the quality of the proposal provides an appropriate gateway to not only Lightmoor Village but also Horsehay to the north
- The design of the proposed scheme will not offer a positive frontage to the public area that is needed. The proposed development fails to achieve a positive relationship between the dwellings and the wider context, especially Wellington Road
- Design & Access Statement is wholly inadequate in setting out clear indications of layout, scale and the principles informing landscaping and appearance. It is accepted these matters are reserved in this application however, Government guidance makes clear that these should be explained in the Design & Access Statement
- Together with the principle of backing private rear gardens onto the 'public' boundaries of the site, the JV is concerned that the development does not provide an appropriate design response to its prominent location as a gateway to both Lightmoor Village and the village of Horsehay

No further comments were received in result of the amended application.

RELEVANT HISTORY

None

RELEVANT POLICIES

National Planning Policy Framework (NPPF)

Core Strategy:

CS1 Homes

CS9 Accessibility & Social Inclusion

CS13 Environmental Resources

CS15 Urban Design

Wrekin Local Plan:

EH7 Contaminated Land

UD2 Design Criteria

UD3 Urban Design Assessments

H6 Windfall Sites in Telford & Newport

H22 Community Facilities

H23 Affordable Housing

- T22 Planning Obligations
- LR4 Outdoor Recreational Open Space
- LR6 Developers Contributions to Outdoor Recreational Open Space Provision within New Residential Development

PLANNING CONSIDERATIONS

This outline application seeks planning consent to establish the principle of residential development on land south of Wellington Road in Horsehay, which currently has B8 use (storage & distribution). Access to the site is also sought however all other matters, including appearance, layout, landscaping and scale are reserved for later approval at Reserved Matters stage.

Originally, the application was seeking outline planning consent for 23no. dwellings and layout was a matter for consideration. Whilst all other matters were reserved, officers considered the proposed layout represented overdevelopment of the site with insufficient consideration given to its setting, being a prominent location and adjacent Lightmoor, a key flagship development. The original layout was predominantly an inward facing development and officers agreed with the Council's Urban Designer that the proposal was more to do with capacity in terms of built form and associated parking rather than creating a good design responding to and complementing its context. Following discussions with the applicant's agent it was agreed to remove the layout and the number of units and to concentrate on the principle of some form of development on the site only.

Principle of residential development

The principle of residential development is supported in this location as it is within the built up area of Telford as defined by the Proposals Map of the Wrekin Local Plan. Policy CS1 of the Core Strategy aims to provide every household in the Borough with an affordable, decent and appropriate homes with the type, size and tenure of new and improved homes to meet local need and be delivered in a way that creates locally inclusive sustainable communities. In addition, with regards to housing, the National Planning Policy Framework (NPPF) states that Local Planning Authorities should significantly boost their supply of housing. In paragraph 49, it states that applications for housing should be considered in the context of the presumption in favour of sustainable development.

The National Planning Policy Framework (NPPF) advises that 'housing applications should be considered in the context of the presumption in favour of sustainable development' and encourages Local Planning Authority's to deliver a wide choice of high quality homes identifying the size, type and range of housing that is required in particular locations. The guidance seeks the development of brownfield land first and gives weight to strong designs; advising LPA's to refuse development of poor design which fails to take the opportunities available for improving the character and quality of an area and the way it functions. Furthermore consideration should also

be made to the requirement made by the NPPF to identify a 5 year land supply of housing; following a reassessment of the supply of housing, particularly in terms of the deliverability of committed sites within five years, has produced a lower, but more robust, delivery figure of 2.5 years. This has implications for decision-making on planning applications. In such circumstances paragraph 14 of the NPPF states that permission should be granted unless; any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, and that applications should be decided against the golden thread of the presumption in favour of sustainable development.

There are three main threads of sustainability indicated in the NPPF, these relate to economic, social and environmental issues. In this regard the site is located within the urban area of Telford and has no land allocation within the Local plan. The site is well located on the edge of an existing residential area and will support the existing facilities at Lightmoor supporting the social theme. The site is easily accessible for cyclists, pedestrians and public transport users to both the Town Centre and the local centre; bus stops are located very close to the site at Lightmoor Village and it is considered that travel by bus would be a viable alternative to the private car, particularly for trips to/from the centre of Telford, this in combination with appropriate construction of the site would also support the environmental theme; the proposal whilst seeing the loss of an employment use in this location would see a use that reduces the residential and highway impact for this immediate area, removing a heavy vehicle goods depot, whilst there is a loss of employment the proposal will provide employment through construction and as such the economic impacts are considered to be neutral. With this regard it is considered that the proposal meets the sustainability themes within the NPPF and within local policies.

Layout and design

The original proposal sought outline consent for 23no. dwellings with 5 of these units being allocated for affordable housing. Following consultation and further discussions with the Urban Design it was considered that there was a lack of supporting information demonstrating how this design had originated and it appeared that the scheme was more biased to providing the capacity in terms of the built form and associated parking rather than creating a design which responded to and complemented its context. The application was later amended to omit the proposed number of units and the site layout.

The proposal is located at a gateway location into the developing Lightmoor village where urban design has played an important role, to put a poor quality development at this location would weaken the aims of the adjacent site and as such any forthcoming application for reserved matters will need to include a site and context analysis in order to demonstrate the evolution of the proposal in terms of responding to and complementing the character of the area and built environment. The scheme should address the gateway to the area and positively support the approach into Lightmoor. An outward facing scheme along Wellington Road should be brought

forward to reinforce community safety in line with Section 17, Crime and Disorder Act 1988 which places a duty on local authorities to consider and exercise its functions to reasonably prevent crime and disorder in its area. A 'Manual for Streets' approach to design should be adopted rather than being dominated by vehicles and engineering to aid a softer and greener scheme to reflect this edge of the settlement location. The Reserved Matters application will need to demonstrate these principles so that the scheme focuses on the issue of placemaking and ultimately delivering the high quality sustainable development that is anticipated here as required by UD2 and UD3 of the Wrekin Local Plan.

Access and highways issues

This outline application includes access which is proposed towards the south-western corner of the site in close proximity to one of the existing two access points. The Local Planning Authority considers this to be the most appropriate location for access in to the site as it is set away from the junction of the Horsehay bypass and the main Wellington Road. The Council's Highways Engineer has confirmed that there is no objection to the proposed scheme subject to conditions. These conditions include the provision of adequate visibility splays and on-site parking and turning. Consideration is also required to the construction of any new roads, footways, off-site pedestrian crossing points across Wellington Road and Lightmoor Way, street lighting together with the disposal of surface water. As part of the Lightmoor Village development, there is a proposal to build a roundabout at the junction on to the Horsehay bypass and due consideration must also be demonstrated to this future provision. Accordingly it is considered that the site access will not adversely affect the safety and freeflow of highway users in accordance with UD2 & H6 of the Wrekin Local Plan.

Ground constraints

The Council's Drainage Engineer has been consulted as part of this application and has raised no objections subject to conditions. The drainage conditions relate to the provision of schemes for foul and surface water drainage and soakaway tests. An additional condition however has been requested. Existing properties on Wellington Road have no connection to the foul drainage network and are known to be served by septic tanks. In order to improve this situation, provision for a connection from these properties to the new foul drainage system serving the development is required to ensure future satisfactory drainage of the site and to avoid flooding.

Whilst the site borders both part of the Green Network and Stoney Hill Wildlife Site, the Council's Ecologist has raised no objection to the proposed development. Officers are satisfied that future development of this site will have no adverse impact on these designations. Appropriate wildlife conditions will be included to the decision notice to support existing wildlife habitats.

The site has previously been developed and accordingly it is considered that the site can be adequately developed subject to conditions relating to desk and ground investigations.

The submitted Coal Mining report has identified that the site is not in the likely zone of influence of any present underground coal workings and therefore there any future development on the site is unlikely to be affected. Subsequently it is considered that the proposed site can be adequately developed through use of conditions in accordance with local policies.

Affordable housing provision/Section 106 Planning Obligations

The applicant has proposed an affordable housing allocation of 25% and therefore it results in a reduction in the percentage of affordable housing target of 38% as specified in the saved Wrekin Local Plan policy H23 (Affordable Housing). However, given the current use of the site as a haulage depot with contaminated land issues, whilst the proposal does not meet the affordable housing figure, in this instance, the proposed 25% provision is considered acceptable.

The Council's Highways department have requested a contribution of £495 per unit towards the improvement of the bus services at Lightmoor. Similarly, given the potential size of the development, the Council's Education department have requested a sum of £2257 per unit and finally £600 per unit has been requested by the Council's Parks & Open Spaces officer. These have all been agreed with the applicant and a Section 106 agreement is currently being drafted .

Other matters:

The Local Planning Authority has considered the comments received by the Lightmoor Joint Venture however these comments predominantly relate to the design of the proposed scheme and its setting alongside the Lightmoor development. Issues of requiring a good design at Reserved Matters stage have been discussed within this report and will form the basis to ensure any forthcoming scheme pays due consideration to respond to and complement its context.

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. Matters of appearance, scale, layout, and landscaping will be assessed at a later stage and the recommendation for outline approval is underpinned by the requirement for a design of high quality, reflecting and enhancing the local area.

RECOMMENDATION

to GRANT DELEGATED AUTHORITY to the Development Management Service Delivery Manager to GRANT PLANNING PERMISSION subject to the signing of a S106 agreement to provide 25% affordable housing, £600 per dwelling for off site

leisure and recreation facilities: £2257per dwelling for Education facilities, and £495 per unit towards bus improvements, and subject to the following conditions:

Conditions

1. Time Limit – Outline
2. Standard Outline – some matters reserved
3. Outline – General details required
4. Outline – Appearance details required
5. Design – Character Appraisal
6. Samples of materials
7. Visibility Splays (2.4m x 43m)
8. Parking, Turning, Loading & Unloading
9. Details of roads, footways, street lighting, accesses, pedestrian crossing points
10. On-site construction management plan
11. Site investigation works as per Coal Mining Risk Assessment
12. Scheme for foul & surface water drainage
13. Soakaway Test & Locations
14. Provision of foul drainage network connection for existing properties on Wellington Road
15. Landscaping design & implementation
16. Erection of nest boxes
17. Works in accordance with Ecological Assessment
18. No approval of layout
19. Development in accordance with plans

Informatives

Section 106 Agreement

Highways Licence

Wildlife informatives

Fire Authority

TWC/2013/0920

Land adjacent Police Houses, 2 Park Lane, Woodside, Telford, Shropshire
Erection of a detached dwelling ***AMENDED PLANS RECEIVED***

APPLICANT

Lee Smith Property & LS Engineering (Shropshire) Ltd

RECEIVED

19/11/2013

PARISH

Madeley

WARD

Woodside

OFFICER

Matthew Thomas

COUNCILLOR KEVIN GUY HAS REQUESTED THAT THIS APPLICATION BE DETERMINED BY MEMBERS OF PLANNING COMMITTEE

OBJECTIONS RECEIVED: Yes

MAIN ISSUES:

Impact on residential amenity, character of locality, highways & site sustainability

PROPOSAL:

This full planning application seeks planning consent for the erection of 1 no. detached dwelling to the rear of No.41 Park Lane, Woodside, adjacent the Old Police Houses following the demolition of the existing detached garage. The proposed dwelling will be constructed in the centre of the site, in line with the existing front and rear elevations of The Old Police Houses. The proposed house will be positioned approximately 20m away from the rear elevation of No.41 Park Lane and 3m away from the neighbouring property, No.2 The Old Police House.

The design of the proposed dwelling has been subject to various changes following on-going discussions between the architect and the Local Planning Authority in order to achieve a development to reflect the character of nearby neighbouring properties. The proposed dwelling is to be erected beneath a pitched roof and finished in white painted render, concrete roof tiles and white upvc windows. Finer details include black painted window heads and cills, soldier brick courses above the windows and black coloured rain-water goods.

The proposed two storey dwelling will provide comfortable living accommodation at ground floor to include a living room, kitchen/dining room and a downstairs WC and at first floor level there will be 2no. sizeable bedrooms and bathroom.

On-site parking for two vehicles is proposed to the front where there is an established access to the existing garage and private amenity space will be provided to the rear extending to the proposed rear boundary of No.41 Park Lane. Proposed

boundary treatment consists of timber panel and post fencing and a small bin store is to be located to the front of the dwelling.

SITE AND SURROUNDINGS:

The application site lies to the rear of No.41 Park Lane in Woodside, Madeley. The site is currently used as private amenity space for this property and to the rear of the site is a detached garage and established access off Park Lane. The application site is relatively narrow; measuring approximately 26m x 6m and it is proposed to divide the site in two to accommodate a plot for a new, detached dwelling.

Neighbouring properties are a mix in age, size and design including 1980's two storey, semi-detached to the east finished in red brick, mature terraced cottages to the north finished in white/cream painted render and a recent development to the west. Beyond this development is the local Woodside centre consisting of 3 retail units and the Park Lane Centre which provides facilities such as café, dentist, pharmacy, children's nursery and youth centre.

The immediate surrounding area is predominantly residential comprising a mixture of dwellings of varied age, style and design. Park Lane is located in close proximity to bus routes with links to Madeley town centre, Wellington, Telford and further afield. This is a sustainable site which is in walking distance from supermarkets and other public amenities.

SUMMARISED CONSULTATIONS:

Standard consultation responses

Madeley Town Council: Object

- Previous application for development of the site was refused due to its failure to contribute positively to the character of the area in its form and appearance and its adverse effect on residential amenity of neighbouring properties
- Current scheme is unacceptable as proposed three storey, three bed dwelling is out of character with the prevailing form of development – characterised by two-storey properties. The proposal would be detrimental to the character, form and appearance and pattern of development within the area
- Vehicular access off Park Lane is unsatisfactory and does not provide sufficient visibility splay

Drainage: Support subject to conditions

- Scheme of foul drainage and surface water drainage
- Soakaway Test and locations

Highways: Support subject to conditions

- On-site parking

Ecology: Comment

- Include condition – erection of nest boxes and wildlife informatives

Shropshire Fire Service: Comment

- Include Fire Authority informative

Neighbour consultation responses

Following neighbour consultation, 3 letters of objections were received and are summarised below:

- Loss of privacy on neighbouring properties
- Roof height of the proposed dwelling should not exceed that of the neighbouring properties. Three-storey inappropriate
- Loss of light to neighbouring properties
- Limited on-site parking proposed and vehicles would have to reverse on to Park Lane – which is a busy road.
- Further parking along Park Lane will restrict access for emergency vehicles
- Previous applications for residential development have been refused
- Proposed dwelling is to be built to let – previous tenants have been disruptive and this has had an adverse impact on amenity of neighbours
- Design of dwelling is out of keeping with surrounding properties

Following amendments to the scheme; internal consultees and neighbouring dwellings were re-consulted. Following this re-consultation the following responses were received:

Madeley Town Council: Object

- Madeley Town Council notes the extensive alterations to the scale of this development and the revised plans. The applicant now proposes a two storey, two bedroom detached dwelling (reduced ridge height) located more centrally within the plot and aligned with existing building line.
- Nevertheless, the objection still stands. Proposed dwelling remains out of character with the prevailing form of development and diminishes local identity
- Concerns over proximity of building to the boundary, issues of overlooking and overbearing impact as well as insufficient visibility splays

A further letter of objection was received from a neighbouring property however no new issues were raised.

RELEVANT HISTORY:

W79/0799 - Erection of a double garage - Full Granted (07/12/1979)

TWC/2010/0333 - Erection of a 2no. bedroom bungalow including access, layout and scale (Outline) - Outline Refused (24/08/2010) On the grounds that the proposed bungalow, including a south facing principal elevation would be out of

character with the prevailing form of development in Park Lane, which is characterised by two-storey properties with private amenity space to the south. Subsequently the proposal taking account of its height and orientation would be detrimental to the character, form, appearance and pattern of development within the area, and will adversely effect the residential amenities of neighbouring properties

RELEVANT POLICIES:

National Planning Policy Framework (NPPF)

Core Strategy:

CS1 HomesCS9 Accessibility & Social Inclusion

CS15 Urban Design

Wrekin Local Plan:

UD2 Design Criteria

H6 Windfall Sites in Telford & Newport

PLANNING CONSIDERATIONS:

This full planning application seeks consent for the erection of 1 no. detached, two storey dwelling on land to the rear of No.41 Park Street, Woodside, Madeley, adjacent to The Old Police Houses following the demolition of an existing detached garage. The site is presently used as private amenity space and for off-road parking and it is proposed to divide the site in to two and erect a two bedroom dwelling, beneath a pitched roof and finished in white painted render, concrete roof tiles and white upvc windows. On-site parking and private amenity space is to be provided and the dwelling has been positioned to support the existing line of development.

The National Planning Policy Framework (NPPF) advises that 'housing applications should be considered in the context of the presumption in favour of sustainable development' and encourages Local Planning Authority's to deliver a wide choice of high quality homes identifying the size, type and range of housing that is required in particular locations. The guidance seeks the development of brownfield land first and gives weight to strong designs; advising LPA's to refuse development of poor design which fails to take the opportunities available for improving the character and quality of an area and the way it functions. The application site is located within walking distance of Madeley town centre and is in close proximity to the main bus routes. In addition, local convenience shops also exist in close proximity from the site and officers are therefore satisfied that this is a sustainable location suitable for residential development.

Policy H6 of the Wrekin Local Plan supports development of sites under 0.4 hectares when the site can be adequately accessed, sufficient on-site parking can be achieved and the site can be adequately drained. In addition the development should not have an adverse impact on the local environment and in particular its

relationship with adjacent land uses and any ground issues should be addressed. Policy CS1 of the Core Strategy aims to provide every household in the Borough with an affordable, decent and appropriate home with the type, size and tenure of new and improved homes to meet local need and be delivered in a way that creates locally inclusive sustainable communities. The Council's Drainage and Highways Engineers have confirmed that subject to conditions, they have no objections to the proposed development.

Policy UD2 of the Wrekin Local Plan advises the LPA to assess development proposals in relation to its scale, massing, form, density, orientation and layout, proportions, landscape elements, access and spatial quality. Policy CS15 of the Core Strategy encourages designs which will assist in creating and sustaining safe places, strengthening local identity and positively influence the appearance and use of the local environment. Officers consider the design to be the most appropriate, reflecting that of nearby dwellings, including the cottages to the north as well as the dwelling opposite, to the south.

The proposed scheme has been subject to amendments following discussions between the architect and Local Planning Authority. The scheme has been reduced in size from a 2.5 storey, 3 bed dwelling to a two storey, 2 bed dwelling and has been repositioned in order to be in line with the existing neighbouring dwellings and to have as minimal impact on the closest neighbouring dwelling, No.2 Old Polices Houses, as possible. Officers consider that there is sufficient space to build the proposed dwelling and to provide on-site parking and private amenity space without overdeveloping the site. Appropriate conditions can be included to ensure an appropriate choice of materials and boundary treatment.

Officers have given consideration to the objections received from Madeley Town Council and a number of neighbours. Whilst there was a previous application in 2010 for residential development, which was refused, this was an outline application and at the time it was considered that the scheme failed to contribute positively to the character of the area in its form and appearance and the proposal would have an adverse effect on residential amenity of neighbouring properties. The current proposal has been submitted following detailed discussions between the applicant and the LPA and it is now considered that residential development on this site is acceptable given it is a sustainable area and the design reflects local character. Officers disagree with Madeley Town Council that the scheme is out of character given it reflects certain features of neighbouring properties including being finished in white render and finer details to include black painted window heads and cills, soldier brick courses above the windows and black coloured rain-water goods. Officers considered that it would be inappropriate for a design to be submitted to reflect the styles of The Old Police Houses, given these are semi-detached and a much more recent development.

With regards to the impact on residential amenity in terms of potential loss of privacy, light and any overbearing impact, this too was considered as part of the design. The dwelling has been repositioned to be as far away from the neighbouring property, No.2 Old Police House as possible. The closest the dwelling will be to this neighbouring dwelling is 3m and at most it will be 6m away, including from the kitchen window of this neighbouring property. This neighbour was concerned that they would experience an unacceptable loss of light to their kitchen as a result of the development however officers consider that now the proposed dwelling has been reduced in size and will be situated 6m away from this kitchen window, the impact on daylight will not be significant. The applicant has submitted a daylight assessment plan which accompanies as part of the amended scheme, which successfully demonstrates the dwelling will not lead to a significant loss of light. Similarly, it is unlikely for there to be a detrimental impact in terms of privacy. The first floor window closest to the boundary will serve a dressing/storage room, not therefore a principle room. This window will be approximately 3m away from the boundary and given the nature of its purpose, officers are satisfied that privacy levels will remain largely unaffected.

The submitted plans demonstrate that the proposed dwelling can be comfortably accommodated along with on-site parking and private amenity space and therefore the scheme does not represent overdevelopment of the site. Finally, with regards to access and sufficient levels of on-site parking, the Council's Highways Engineer has assessed the proposed scheme against their normal criteria and has raised no objections to the scheme subject to standard conditions. No concerns are raised with regard to ecology, drainage or land contamination which can be adequately conditioned.

To summarise, the Local Planning Authority is satisfied that the proposed scheme is acceptable on this site. The proposed development will not have a significant adverse impact on the character of the area or the immediate neighbouring dwellings. The plot is of sufficient size to accommodate the proposed dwelling without being overdevelopment of the site and is situated within a sustainable location. The proposal will provide sufficient level of amenity; parking and adequate access and the overall impact on visual amenities will not be detrimental. Accordingly it is considered that the proposal complies with local planning policies including UD2 and H6 of the Wrekin Local Plan, policies CS1 and CS15 of the Core Strategy as well as guidance contained within the National Planning Policy Framework. For these reasons the proposed development is recommended for approval subject to conditions.

RECOMMENDATION

GRANT PLANNING PERMISSION subject to the following conditions:

Time Limit – 3 years

Scheme of foul drainage and surface water drainage

Soakaway Test and locations

Highways – onsite parking

Samples of materials

Erection of nest boxes

Development in accordance with submitted plans

Removal of Permitted Development

Wildlife informatives, Fire Authority

TWC/2014/0021

The Lakeside Playing Field, Stirchley, Telford, Shropshire, TF3 1FA
Construction of multi purpose synthetic sports pitch and storage area with fenced enclosure, erection of 8no. flood lights, construction of new pedestrian and associated landscaping

APPLICANT

Telford & Wrekin Council

RECEIVED

13/01/2014

PARISH

Stirchley and Brookside

WARD

The Nedge

OFFICER

Tim Williams

OBJECTIONS RECEIVED: Yes.

MAIN ISSUES:

Green Network, open space, provision of community facilities, impact on residential amenity and ecological issues related to bats.

THE PROPOSAL:

This is a full application submitted by Telford and Wrekin Council that seeks consent for the construction of a new Third Generation (3G) all weather playing pitch.

As part of these proposals, the new pitch would be floodlit by eight 13 metre high galvanised steel columns and be suitable for football and hockey. Community access would be granted to the new facility and managed by the Stirchley Leisure Centre, with local school access provided throughout the school day.

The proposed pitch measures 71m x 106m with a total area of 7,526 metres and would accommodate the following pitch layouts which would provide rental revenue for the Leisure Centre:

- Full size senior football
- Full size hockey
- Junior football pitch
- Three six-a-side football pitches (separated by net court partitions when in use)

A storage area of 200m² would be provided for the storage of sports equipment and accessed directly from the 3G pitch via a gate.

There is currently no formal pedestrian access path to the grass pitches. Proposals seek to provide a formal DDA compliant footpath via existing access to adjacent games courts.

At present no direct vehicular access is provided to the site. Proposals seek to retain current vehicular access arrangements with vehicles utilising Grange Avenue and the Leisure Centre parking provision for patrons using the pitch outside of school hours.

Fencing around the proposed pitch would comprise sports type weldmesh with matching gates. The fencing would be approximately 4m height along the sides of the pitch and 6m at the ends.

The proposed pitch would be floodlit during night time hours. Opening hours for community use would be 17:00-22:00 Monday-Friday, 09.00–20:00 on Saturdays and 09:00-21:00 on Sundays. Lighting over-run for the pitch floodlighting will be 10 minutes at a reduced 50% lux level to enable site users to disembark the site safely.

Community access to the 3G pitch would be arranged through the Leisure Centre who would control lighting and bookings. Therefore the improved facility would provide additional revenue for the Leisure Centre.

During the construction phase a temporary vehicular access to the site would be created over existing grass sports pitches to the north west with an exit/entry point onto Stirchley Road.

SITE AND SURROUNDINGS:

The proposed 3G pitch site is located on existing playing fields to the west of Stirchley Leisure Centre which is itself part of the Local Centre of Stirchley, in south east Telford.

Playing fields and an existing games court bound the site to the north and west, with the existing Leisure Centre and Day Centre bounding the site to the east. Grange Avenue (a grade B road with traffic calming features), runs along the eastern edge of the site, between which runs a vegetated ditch and stream (Mad Brook). Largely residential areas bound the site to the south west on higher ground with the embankment being vegetated with semi mature trees that would be retained.

The site is currently accessible to the public with no secure boundary. Boundaries are generally delineated by low fences, hedgerows and/or groups of trees, with areas of trees and shrubs forming buffers to the adjacent land uses where they are located. Mad Brook, a fenced open watercourse to the east impedes pedestrian ingress to existing grass pitches from the Local Centre and residential areas to the east with the exception of two crossing points north and south of the proposed 3G pitch.

The site of the proposed 3G pitch is located on a gently sloping plateau. A steep embankment separates the proposed 3G pitch from the playing fields to the north and northwest. The land falls away gently to the east across the plateau. The proposed pitch area is at a level of approximately 115.5mOD and slopes gradually down from west to east with an overall level difference of approximately 0.7m.

The nearest bus stops to the site are located on Grange Avenue, approximately 200m to the east of the site.

The application has been submitted with the following documents in support of the proposals:

- Design and Access Statement;
- Site Location Plan, Block Plan and other plans;
- AGP Pitch specification and flood lighting report;
- Statement of sports provision;
- Statement on drainage and flood risk issues;
- Phase 1 Geo-environmental desk study and Phase 2 Geo-environmental investigation and assessment;
- Extended Phase 1 Habitat Survey; and
- Great crested newt report.

SUMMARY OF CONSULTATION RESPONSES:

Policy – No comment received.

Highways - Support subject to conditions.

In principle have no objection to the proposal. Request a condition for full details of access and parking for construction vehicles be submitted to and approved in writing by the Local Planning Authority.

Drainage – Support subject to conditions.

Request a condition for scheme of surface water drainage at restricted rate be imposed.

Parks and Open Spaces – Support subject to conditions.

The proposal is supported in principle as this area is consistently unplayable as a grass sports pitch (even in summer) due to the wet nature of this land. The proposed construction access is across current playing field and this route will need to be specifically agreed so not to affect its current use. This needs to ensure that any sports pitch drainage is not affected by the heavy nature of this traffic. The use of tracking does not necessarily mitigate the need for reinstatement as any land used for sports pitches will need to be fully reinstated to the current quality including

ensuring that any compaction (likely) is mitigated as well as any damage / repair to the surface or drains. The timing of these construction works should consider the operation (including community use) of the sports pitches. Therefore a late spring start should be considered to minimise the impact upon the sports field use.

Aboricultural Officer.

Comments awaited – to be reported in Update to this Report.

Ecology - Object.

Additional information is required relating to impacts of the flood lighting on foraging and commuting bats.

In the absence of this additional information an objection is made to the proposed development since it is not possible to conclude that the proposal will not cause an offence under the Conservation of Habitats and Species Regulations (2010). The applicant is advised to provide the assessments detailed below to allow full consideration to be given to ecological issues prior to a planning decision being made.

Environmental Health (Pollution Control) – Support subject to conditions.

Having looked at the proposed floodlighting plan, dated 5th August 2013, the siting, design and specifications follow the approved ILP guidelines they are satisfied that the measures outlined in the plan reduce the impact of the floodlights to an acceptable level and would have no objection in principle providing:- The siting, column design, floodlight unit specifications and hood orientation are as supplied on the above plan and thereafter maintained to these specifications.

Environmental Health (Contaminated Land) – Comment.

No need for any condition but would wish to see the results of the gas monitoring being undertaken.

Sports & Leisure Provisions – Support subject to conditions.

Leisure Services welcome the application but wish to clarify that the specification for the proposed provision meets Sport England's design guidance for this type of facility and request that this be conditioned.

Shropshire Fire Service – No comment.

Shropshire Wildlife Trust - No comment received.

Sport England – No objection.

The application proposes an Artificial Grass Pitch (AGP) and it is appropriate to consider this development under exception E5 of our policy.

With regard to the sporting benefits of the facility, the artificial pitch will be able to sustain a far greater level of use than a natural turf pitch and the proposed floodlights will enable usage in the darker winter months. The application sets out the proposal for the pitch to be used by the school during school hours and for community access at other times. It is recommended that community access is formalised through an agreement of use setting out hours of access, costs and responsibilities. Given the proposed 3G surface of the artificial pitch, football is understood to be the likely dominant sporting user. SE have consulted football's governing body, the Football Association, who request further discussion regarding the proposed line markings on the pitch to provide an optimum solution. The benefits of the proposed facility to sport are, however, thought to be potentially numerous.

With regard to the perceived detriment caused by the loss of the natural turf area of playing field, we make the following observations. The area affected by the proposed development forms part of a wider playing field which is marked out for predominantly football pitches but also includes a rugby pitch. The siting of the proposed AGP would be on the footprint of one of the existing pitches but would not affect any other pitches and the layout of the rest of the playing field. Depending on the level of play, the presence of an AGP would provide the same opportunities for formal matches that currently exist but would also offer extended opportunities for formal use, training and skills development. The likely detriment caused by the loss of the current area of grass playing field is thought to be minimal.

Overall, Sport England considers that the sporting benefits of the proposed AGP outweigh the likely detriment to sport caused by the loss of the area of natural turf. As such, the application is considered to accord with exception E5 of their policy, subject to resolution of the line markings with the Football Association; in addition a condition is also requested . , requiring a community use agreement to be developed and implemented.

Environment Agency – No comment.

Local consultation and representations:

Stirchley & Brookside Parish Council – Support subject to conditions.

However reiterates the importance of balancing community assets against the potential detrimental effects to residents – noise and light pollution, traffic during construction and associated mud on road and dust. In addition seek assurances that both planning and contractors are aware of the proximity of the Mad brook Pools which are also an important community asset. Its status as a Local Nature Reserve has been agreed in principle by Natural England and is awaiting 'the legals'.

Local residents:

Following neighbour notification the council has received 2 representations from local residents. One supports the application subject to conditions but asks for

clarification on opening times and floodlight use as well as consideration of noise generated. The other representation makes comment on the access on Stirchley Road for construction vehicles not affecting their property.

PLANNING HISTORY:

There are no planning applications of relevance to this application on this area of land.

PLANNING POLICY CONTEXT:

National Planning Policy Framework.

Saved Wrekin Local Plan policies:

- UD2 Design Criteria
- OL3 Green Network
- OL4 Development in the Green Network
- OL12 Open Land
- T4 Development Principles
- LR1 Provision of community facilities
- LR4 Outdoor recreational open space
- EH14 Land Stability

LDF Core Strategy policies:

- CS3 Telford
- CS9 Accessibility and Social Inclusion
- CS10 Community Facilities
- CS11 Open Space
- CS15 Urban Design

PLANNING CONSIDERATIONS:

Policy CS3 relates to development in Telford. This states that Telford will accommodate the majority of new services and that all development will support Telford's role as a sub-regional focus for balanced growth. Policy CS9 aims to ensure that everyone is afforded reasonable opportunity to access schools, recreation and open space, sports facilities and other key services. As part of this, development is required to promote sustainable forms of transport, minimise the distance people travel, increase the safety of travel, and include measures that minimise the negative environmental impacts of travel. The proposed 3G pitch provides an enhanced facility in close proximity to the Local Centre at Stirchley and the proposed new leisure facilities at the Lakeside Campus that will replace the existing Leisure Centre.

Policy CS11 seeks to protect and enhance open space. Development on open space is only permitted where there will be significant community and environmental

benefits and where the open space does not contribute towards local open space standards. The proposed 3G playing pitch in this location would mean that the site would remain as a predominantly open space use. The pitch would be an outdoor sports facility which is the same type of open space that is presently on this site. There would therefore be no overall change to the levels of open space provision in the area.

Policy T4 requires leisure development proposals to be located close to a public transport corridor with a regular service. As described above the nearest bus stops to the site are located on Grange Avenue, approximately 200 metres to the east of the site.

The playing fields are designated as 'Green Network' in the Proposals Map of the Wrekin Local Plan. Saved policies OL3 and OL4 are relevant to the Green Network, with these policies seeking to protect the Green Network and only permit development where there are exceptional circumstances, where the development contributes or is complementary to the aims of the Green Network, or where environmental or community benefits are an integral part of the proposal. The proposal is for a new 3G playing pitch to replace the existing grass pitch. It would be an open land use and so it would meet the exceptional circumstances of this policy as defined in paragraph 8.3.14 of the Wrekin Local Plan, and it would deliver community benefits in that it provides an outdoor sport recreational use for the local community.

Policy OL12 states that the Council will seek improvements to landscape setting, footpath, bridleway and cycleway links and replacement of sports facilities of an equal or enhanced quality and accessibility where they are lost through development. The overall nature of this open space development appears to be in broad conformity with this policy. The policy also seeks to ensure any new development protects ecological sites and protected species. In this regard the Council's Ecologist has raised an objection until additional information is received relating to any impact from the flood lighting on foraging and commuting bats. In the absence of this additional information they state it is not possible to conclude that the proposal will not cause an offence under the Conservation of Habitats and Species Regulations (2010). The applicant is advised to provide the assessments detailed below to allow full consideration to be given to ecological issues prior to a planning decision being made. Following the response of the Council's Ecologist the applicant has indicated that they are preparing the further information requested for consideration. Further clarification on this particular matter will be reported as an Update to this Report to Planning Committee.

Policy LR4 states that the Council will refuse applications for development that will result in the loss of existing recreational open space which is not replaced in a suitable alternative location to an equal or improved specification. As this is a

proposal for a new 3G playing pitch which would be of an improved specification from a pitch which Parks and Open spaces have said is consistently unplayable as a grass sports pitch, then the proposals are in conformity with this policy. Sport England does not raise any concerns subject to appropriate conditions relating to Community Use.

The design of the pitches, fencing and lighting are standard designs for these types of development and so are considered to be in keeping with existing characteristics of the site given the location of the existing fenced games court to the north. Accordingly, the proposal satisfies the design requirements of policy CS15 of the Core Strategy and saved policy UD2 of the Wrekin Local Plan.

The proposed development would be used for the school during the day and on evenings and at the weekend at hours. The nearest residential buildings to the pitch at the end Bourton Close are 17 to 20 metres away from the playing area. A report submitted with the application considers the proposed floodlighting design. This concludes, that as well as meeting the user requirements, that the proposed lighting scheme meets the requirements of the ILP guidance notes for the reduction of obtrusive light for an E2 – ‘Low district brightness’ – Village or relatively dark outer suburban location. Any noise arising from use of the pitch towards properties at Bourton Close would be reduced by the fact that pitch level is lower than the ground level of surrounding houses and their gardens. Environmental Health have not raised any concerns regard to light or noise pollution effects on adjoining residential properties; nevertheless, it would appear appropriate to condition the hours of use when the floodlighting (and effectively the pitch) can be used to those currently put forward in the application as later hours of use would encroach into the quieter times of the evening and night when residential amenity is at its most sensitive.

CONCLUSION:

This is a proposal for a new 3G playing pitch within an area of Green Network that would be used by the pupils of the new Lakeside Campus as well as by the wider community in the evenings. As it is open in nature and it provides a community recreational use then it can be considered in broad conformity with the relevant local planning policies listed above.

With regard to both light and noise pollution, given the submitted details in support of the application and the response from Environmental Health it is not considered that the proposed development will not have an adverse impact on the amenities of nearby residential properties subject to the imposition of conditions as highlighted in the report above.

Following the response of the Council’s Ecologist the applicant has indicated that they are preparing the further information requested for consideration. Further

clarification on this particular matter will be reported as an Update to this Report to Planning Committee.

Other matters that have been raised during consultation the process can addressed by the imposition of planning conditions to any consent granted.

RECOMENDATION

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.) Confirmation from TWC Ecologist that they do not object to the planning application.
- B.) 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 with no Reserved Matters
 - 2. BCustom Greenfield run off rates
 - 3. B150 Site Environmental Management Plan
 - 4. BCustom Highways details and parking
 - 5. BCuston Details of construction access across grass pitches and details of reinstatement of that area post implementation of the 3G pitch
 - 6. BCustom Details of pitch markings and colour of fences and gating
 - 7. BCustom Community Use Agreement
 - 8. CCustom Floodlighting details in accordance with supporting documents
 - 9. C38 Development in accordance with submitted plans
 - 10. DCustom No use of floodlighting outside of hours of use specified in application

Informatives:

- 1. I40 Conditions
- 2. I35 Ecology related informatives
- 3. Coal Authority Standing Advice
- 4. RANPPF1 Approval - National Planning Policy Framework

TWC/2014/0042

Land to the north west of existing MOD Donnington, Donnington, Telford
Construction of an 875,000 sq.ft warehouse and distribution facility (Use Class B8)
and a 30,000 sq.ft office block (Use Class B1) with associated infrastructure and
landscaping

APPLICANT

Telford & Wrekin Council

RECEIVED

15/01/2014

PARISH

Hadley and Leegomery, Preston upon
the Weald Moors, Lilleshall, Donnington
and Muxton

WARD

Church Aston and Lilleshall, Donnington,
Hadley and Leegomery

OFFICER

Gareth Thomas

This application has been referred to Committee

OBJECTIONS RECEIVED: YES

1.0 MAIN ISSUES:

1.1 Economic growth, exploring expanding business sectors, drainage, visual and
landscape impact, layout and design, pollution control, highways and impact on
neighbouring properties; Environmental Impact Assessment.

2.0 THE PROPOSAL:

2.1 This is an outline application with all matters reserved for later consideration.
The proposed development comprises three elements – essentially two warehouse
buildings and one office building. In summary, the proposals involve the construction
of a national logistics facility, comprising two warehouse components, with a
maximum total of 875,000 sqft (81,290 sqm) of Use Class B8 Storage and
Distribution Space and also, a 30,000 sqft (2,787 sqm) Use Class B1 Headquarters
office building for use by the MOD. The proposed development description is as
follows:

‘The construction of 875,000 sqft (81,290 sqm) of warehouse and distribution (Use
Class B8) floorspace and a 30,000 sqft (2,787 sqm) office block (Use Class B1) with
associated infrastructure and landscaping as part of the proposed Telford Defence
Gateway project on land to the north west of the existing Ministry of Defence (MOD)
Donnington site in Telford.’

2.2 The Telford Defence Gateway project has involved the review of the existing MOD Donnington base at Telford and highlighted an opportunity to consolidate the MOD logistics operations with the intentions of making Telford a Defence Gateway and a centre of logistics excellence. The warehouse facility is described as a 'Fulfilment Centre' by the MOD, providing a national logistics centre, and aims to benefit from the presence of the rail freight terminal which lies to the south-east of the site.

2.3 The proposed development is expressed in Outline form and comprises the following elements:

- 62,710 sq m (675,000 sq ft) warehouse and distribution facility (up to 20-35m high)
- 18,581 sq m (200,000 sq ft) warehouse and distribution facility (up to 20m high)
- 2,787 sq m (30,000 sq ft) office building (3 storeys)

2.4 The proposed warehouse facility will hold clothing, engineering spares, personal protection equipment, rations, general consumables and similar. The facility would operate 24/7, 365 days a year.

2.5 The proposals also include the provision of a 6,000 sq m balancing pond to cater for and improve the on-site drainage together with a sustainable solution for the development and an enhancement of local biodiversity.

2.6 The proposed larger warehouse development situated in the western part of the site could take one of two forms - one based on a fully automated warehousing facility and the other, a manually operated facility. The size of the proposed larger warehouse building does differ significantly, dependent on which option is ultimately favoured by the MOD. Importantly, the application's planning merits and environmental impact have been tested against the larger structure and it is the acceptability of the larger building that Members are required to consider. The larger structure will occupy a smaller footprint however and this is explained in the next paragraph.

2.7 In terms of the larger warehouse structure, a manual operation would result in the proposed building being a simple rectangular shape and having a total floor area of 62,654 sq m (674,407 sq ft) incorporating 1,625 sq m for offices with a height of 25 metres. By comparison, if the automated operation is preferred, the proposed building would occupy a smaller footprint amounting to 33,657 sq m (362,475 sq ft) and comprise a T shaped structure with the western side forming the 'top' of the T shape and the 'leg' of the T shape extending eastwards. The building would range in height from 18m on either end of the arm of the T Shape, rising to 25m in the centre and the eastern part of the 'leg' of the T shape would rise to 35m in height. There would be canopy and dock leveller doors provided on the western elevation of the

building along with an external storage area and two turning circles. A two storey office would also be integrated into the proposed warehouse to provide administration and amenity facilities for the operation.

2.8 There would be hardstanding surrounding the building and car parking would be provided at three separate locations within the site – 91 spaces to the south of the main office building at the south-eastern part of the site; 215 spaces to the south of the warehousing/offices at the eastern part of the site and 500 car parking spaces provided to the south of the building. Lorry parking would be provided at two areas within the site, one to the west of the warehouse at the eastern part of the site and the other to the west of the T shaped building at the centre of the site.

2.9 In terms of the proposed smaller structure, this warehouse would be located in the eastern part of the field and application site and would lie adjoining the MOD's tank testing area to the east. The structure as proposed would be rectangular in shape, with a floor area of 18,500 sq m (200,000 sq ft). Dock leveller access doors would be provided on the western elevation along with external storage facilities and a two storey hub (232 sq m/2,500 sq ft). A two storey office element would also be integrated into the design at the southern end of the building, to provide administration and amenity facilities to serve the proposed operations.

2.11 There would be hardstanding areas to the west and north of the building, a turning circle for HGVs and 215 car parking spaces provided to the south of the building.

2.12 The proposed office development would provide a rectangular shaped building of 3 storeys with a total floor area of 30,000sqft (2,787 sqm). This would be located in the south eastern part of the Site and back on to the Hortonwood industrial estate. A total of 91 car parking spaces would be provided to the rear of the proposed building.

2.13 Access to the site would be taken from the south east corner and would provide access to the proposed warehouse facility and office block, via an internal estate road. The development site would be accessed via the wider MOD facility and a secondary, emergency only access could be provided from Hortonwood in the future if required. No works are proposed to the existing internal access road or site entrance off Hortonwood. At this junction, the industrial estate road terminates close to the site's southern boundary. If an emergency access is necessary, there would be a need to provide a suitable connection spur from the site to this existing service road. The details of this access will be the subject of Reserved Matters later.

2.14 The existing public right of way which runs north to south through the site will be diverted as a result of the development proposals and will be diverted around the site's southern boundary.

2.15 The Application is accompanied by an Environmental Statement (ES) as falling as a project under Schedule 2 of the Environmental Impact Assessment Regulations. The ES covers the application site and contains information describing the project, outlining the main alternatives site, considered, aspects of the environment likely to be significantly affected by the development and measures to prevent or mitigate any identified impacts.

2.16 Whilst this application is submitted in outline form only, indicative plans have been submitted along with the following information:

- Completed Application Forms and Certificates
- Architectural Plans and Drawings
- Planning Statement
- Design and Access Statement
- Full EIA Volumes 1, 2 and 3 comprising the Environmental Statement that includes:
 - Land Use and Land Quality
 - Air Quality and Dust
 - Ecology and Biodiversity
 - Flood Risk and Drainage
 - Ground Conditions
 - Landscape and Visual Impact
 - Socio-Economic
 - Cultural and Heritage
 - Noise and Vibration
 - Transport and Highways
 - Non-Technical Summary

2.17 The applicants have looked at a number of options for the proposed development as part of the EIA process and master planning exercise. Option 1 looked at a single 1,000,000 sq ft warehouse and associated infrastructure, whilst Option 2 looked at separating the warehouse and office elements into three component parts. Option 1 however was discounted as it would have seriously impacted on residential properties to the north. Option 2 was preferred as this option reduced the overall floorspace and separated them in discreet parts of the site and as far away from properties along the site's northern fringe as possible. Option 2 also provides opportunities to maximise landscaping.

2.18 It is intended that comprehensive landscaping proposals will be provided in the western and northern parts of the site to help mitigate the impact from the large fulfilment centre and also within and around the majority of the site. A strategic landscaping scheme is lodged with the application that indicates the provision of significant landscaping along the northern and western boundaries plus the eastern

boundary and between the proposed buildings. A strong feature of the landscaping to the north involves the construction of a landscape bund.

2.19 The application has been treated as a Departure to the Development Plan.

3.0 SITE DESCRIPTION

3.1 The Application Site extends to 23.43 hectares (57.89 acres) and lies outside of the built up area of Telford as defined by the Wrekin Local Plan. It comprises two fairly discreet areas of land separated in part by a deciduous woodland coppice and hedgerows running north-south. The site comprises open arable land with some mature hedgerows and some scattered mature trees throughout. The topography of the Site falls gently from north to south. The Site boundary is defined by a mixture of field fencing and established hedgerows. The Site also contains two small ponds.

3.2 There is a public right of way that runs through the Site north to south.

3.3 The existing MOD Donnington Facility lies to the south east of the site and directly to the south is the Hortonwood Industrial Estate. To the north and east of the Site, is the open countryside of Telford and Wrekin. There is a scattering of some five dwellings located to the north and north-west of the site. Three of these properties are separated from the site by fields comprising some 6 acres of small holding land with some existing woodland coppice. Hoo Farm and Animal Kingdom lies to the north-east but is well screened generally from the site. One of the dwellings located to the north west backs on to the application site in the vicinity of the proposed balancing pond. The land to the north of the site has an open countryside characteristic, which is consistent with its description as an 'Estate Farmlands' landscape area, as identified in the Shropshire Landscape Typology document. This is seen as a rural area characterised by gently rolling lowland occurring around the northern urban fringe of Telford.

3.4 Although located outside of the settlement boundary of Telford, as defined by the Wrekin Local Plan, the Site does not fall within the Council's Green Network allocation nor is it the subject of any ecological or landscape designations. The Site does not fall within a Conservation Area and has no Statutory or Locally Listed Buildings. There are a small number of listed buildings within proximity of the Site, including the Grade I listed Preston Hospital at Preston upon the Weald Moors to the north of the Site and the Grade II* listed Hoo Hall, also to the north.

3.5 Part of the Application Site is located in Flood Zone 3a, where there is a high probability (1 in 100 chance) of fluvial flooding. The closest surface water feature is the Crow Brook to the south west. A number of small watercourses adjoin the northern and north-eastern boundaries and flow into the site through culverts. The majority of the Site however, falls within Flood Zone 1.

3.6 The existing MOD base in Donnington is located immediately east of the Site. In addition to the logistics operation, this MOD base also accommodates three Regular Army Signal Regiments, Unified Systems Support Organisation (USSO), Defence Support Group (DSG) and military housing.

3.7 A key aspect of the wider surrounding environment to the south of the Site is the road infrastructure. Currently, the A518 New Trench Road, Hortonwood 37 and Hortonwood 30 provide the western access to the MOD Donnington base. The A518 also separates the industrial areas of Hortonwood and the MOD operations from Trench and Donnington. In addition, there is the A41 to the east and the M54 to the south via the A518 and the A442. Access to the MOD Donnington base is via the A518.

3.8 Immediately south of the A518 and adjacent to the existing MOD Donnington base is the Telford International Railfreight Park (TIRFP). The TIRFP connects with the national rail network close to Wellington Station. It operates on the basis of a 24 hours a day facility and provides key support to the logistic operation at the MOD Donnington base.

3.9 Vehicular access to the site will be taken from the existing access to the MOD Donnington site off the A518, which provides access to Telford and to the M6, M5, M42 and M1 motorways and which links to the A442 and M54 to the south. There are three pedestrian access gates to the existing MOD Donnington facility, the West Gate and the South Gate. The Application Site is approximately 600 metres from the West Gate and 1,400 metres from the South Gate.

3.10 Existing cycle routes also serve the area to the south, east and west of the application site and the existing MOD Donnington facility. The A518 and A4640 are designated as advisory cycle routes. There are a number of bus stops within 400 metres of the site and connecting the existing MOD Donnington base at School Road (south), Trench Road (south) and Station Road (east). Bus services 33, 33A, 55 and 481 currently provide local services.

4.0 PLANNING HISTORY:

4.1 No relevant planning history

5.0 PLANNING POLICY CONTEXT:

NATIONAL POLICIES

National Planning Policy Framework (2012)

5.1 The NPPF highlights the economic, social and environmental roles of sustainable development, and its contribution to meeting the mutually dependent objectives of a strong, responsive and competitive economy; strong, vibrant and healthy communities; and the protection of the natural, built and historic environment. This is the 'Golden Thread' running through planning. The NPPF is designed to be read as a whole and selecting paragraphs in isolation is discouraged. That said, the following paragraphs pick out highly relevant statements.

5.2 The NPPF at paragraph 7 identifies the three pillars to sustainable development - economic, social and environmental, which require the planning system to perform a number of roles:

- “an economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
- a social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community’s needs and support its health, social and cultural well-being; and
- an environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.”

5.3 The NPPF makes clear that planning applications that accord with the development plan should be approved without delay. Where the development plan is absent, silent or relevant policies are out of date, permission should be granted 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’, unless material considerations indicate otherwise.

5.4 Twelve “Core Planning Principles” must be applied in planning that require *inter alia*, that planning must:

- Be a creative exercise in finding ways to enhance and improve in which people live their lives,
- Proactively drive and support sustainable development to meet objectively assessed needs;
- Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;

- Support the transition to a low carbon future, taking full account of flood risk and encourage the reuse of existing resources;
- Contribute to conserving and enhancing the natural environment and reducing pollution;
- Encourage the effective use of land by re-using land that has been previously developed, provided it is not of high environmental value;
- Conserve heritage assets in a manner appropriate to their significance;
- Actively manage patterns of growth to make the fullest use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable; and,
- Take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

5.5 Section 3 of the NPPF sets out the Government's commitment to strengthening the economy. Paragraphs 18 and 19 sets out the Government's commitment to securing economic growth, and ensure that the planning system operates to encourage rather than inhibit sustainable growth.

5.6 Section 4 encourages local authorities to support a pattern of development which facilitates the use of sustainable modes of transport by locating developments that generate significant movement where the need to travel will be minimised and the use of sustainable transport modes can be maximised. Developments should be located and designed where practical to accommodate the efficient delivery of goods and supplies; give priority to pedestrian and cycle movements and have access to high quality public transport facilities; create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians; incorporate facilities for ultra-low emission vehicles; and consider the needs of people with disabilities by all modes of transport.

5.7 Section 7 NPPF states that good design is a key aspect of sustainable development, is indivisible from good planning and should contribute positively to making places better for people. Planning should act positively to achieve a high quality and inclusive design for all development.

5.8 Section 8 recognises planning's role in facilitating social interaction and creating healthy, inclusive communities.

5.9 Section 10 aims to help meet the challenge of climate change, flooding and coastal change emphasising resilience to climate change and for new development to take account of long term impacts, including flood risk and changes to biodiversity and the landscape.

5.10 Section 11 requires the planning system to contribute to and enhance the natural and local environment by minimising impacts on biodiversity preventing both new and existing development from contributing to or being put at risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability; and remediating and mitigating despoiled, degraded, derelict, contaminated and unstable land, where appropriate.

5.11 Section 12 states that all development proposals should take account of the significance of any heritage asset that may be affected by proposals.

5.12 Paragraph 164 refers to defence, national security, counter terrorism and resilience and states that local planning authorities should “work with the Ministry of Defence’s Strategic Planning Team to ensure that they have and take into account the most up-to-date information about defence and security needs in their area.”

LOCAL PLANNING POLICIES

Telford and Wrekin Core Strategy (2007)

5.13 The principle of sustainable development is central to its policies and the Core Strategy moves away from the traditional approach to development in Telford in which development has been at a low density with strict segregation of land uses linked by an essentially car-based transport network. The Core Strategy recognises that this form of development is not sustainable and gives rise to many social, economic and environmental issues for the Borough.

5.14 Policy CS2 (Jobs) - deliver new jobs, sufficient to create a dynamic and widely based economy and to meet the employment needs of the growing population.

5.15 Policy CS3 (Telford) states that Telford will be the focus for the Borough’s spatial development and will accommodate the majority of new homes, jobs, and services.

5.16 Policy CS5 (District and Local Centres in Telford) will be the focus for new development to serve the needs of local communities.

5.17 Policy CS7 (Rural Area) states that development within the rural area will be limited to that required in order to meet an identified need and development in the open countryside will be strictly controlled.

5.18 Policy CS9 (Accessibility and Social Inclusion) aims to ensure that everyone is reasonably able to access homes, work, schools, recreation and open space, sports facilities, healthcare, food shops and other key services.

5.19 Policy CS12 (Natural Environment) seeks to protect and enhance the natural environment of the Borough. The Policy protects the Shropshire Hills Area of Outstanding Natural Beauty and the Borough's Sites of Special Scientific Interest, Areas of Special Landscape Character, Local Nature Reserves, Wildlife Sites and Ancient Woodland sites from development that could potentially have an adverse impact on their sustainability. Biodiversity, including habitats, and geodiversity will be protected from development.

5.20 Policy CS13 (Environmental Resources) - environmental resources will be used with prudence within environmental limits; development that reduces the risks of contaminated land to the environment and human health will be supported, whilst that which has detrimental impacts on the environment, including the quality of land, air or water, will be resisted if satisfactory mitigation cannot be achieved. Development will avoid increasing the risk of flooding and will integrate measures for sustainable water management.

5.21 Policy CS14 (Cultural, Historic and Built Environment)

5.22 Policy CS15 (Urban Design)

The Wrekin Local Plan (saved policies)

5.23 Proposals Map - the application site is located outside of the defined built up area of Telford, within a rural area of the Borough - where it is demonstrated there is no suitable site which is reasonably available within a District or Local Centre, the Council will adopt a sequential approach to site selection providing that the proposed development:

- a) Is located on a public transport route;
- b) Has suitable access arrangements/ adequate car parking;
- c) Occupies land allocated for development, or derelict land.
- d) Does not have an adverse impact on the character/amenity of the local area;
- e) Is not located on a site required to meet essential employment growth;
- f) Satisfies the environmental health, urban design and other appropriate policies in this Plan'

5.24 Policy E6 (Rural Employment General) allows for employment development in the rural area where it would meet one of a number of criteria, including related to local agriculture or forestry or assist in the rural diversification; be of an appropriate scale, type and design sensitive to its location and satisfy the requirements of the Urban Design, Transport, Countryside and open Land, Environmental Health and Historic Environment policies of this Plan; be located in existing rural buildings.

5.25 Policy UD2 (Urban Design): development proposal being of an appropriate design quality, relating positively to its context, scale, massing, form, density,

orientation and layout, proportions, materials, landscape elements, access and spatial quality.

5.26 Policy UD4 (Landscape Design) requires an integrated approach in relation to landscape design that is reflected in the form and design of development proposals.

5.27 Policy OL2 (Designated Areas) states that development which is likely to adversely affect, directly or indirectly, Areas of Special Landscape Character, will not be permitted unless the applicant can demonstrate that the benefits of the proposal significantly outweigh the importance of the area.

5.28 Policy OL11 (Woodland and Trees) - will seek to retain and enhance the contribution that trees and woodland make to landscape character.

Supplementary Planning Guidance Design for Community Safety SPD.

5.29 The Design for Community Safety SPD provides a guide to achieve best design practice that mitigates crime, antisocial behaviour and fear of crime.

Telford and Wrekin Landscape Sensitivity and Capacity Study (2007)

5.30 The most western part of the Site falls just within an identified medium-low sensitivity area. This is defined as areas where key characteristics of the landscape are resilient to change and / or are of a limited intrinsic value as a landscape resource. The Donnington area was noted as comprising open flat land to the north, which applies to the locality.

The Shropshire Landscape Typology (2006)

5.31 The Shropshire Landscape Typology building upon Natural England's National Landscape Character Area 61 (Shropshire, Cheshire and Staffordshire Plain) appraisal sets out a map of Shropshire's historic landscape character, to identify key characteristics of the county's landscape requiring protection and enhancement, which is to be built upon through supplementary guidance.

6.0 ENVIRONMENTAL IMPACT ASSESSMENT – ENVIRONMENTAL STATEMENT

6.1 The applicants submitted a request for a Scoping Opinion prior to the planning application submission. The Environmental Statements (ES) covers the areas identified in the scoping exercise and importantly include land use and land take, landscape and visual assessment, noise & vibration, ecology and biodiversity, historic environment assessment, socio-economics, soils and geology, water

resources and land drainage, Traffic & Transport assessments and consideration of alternatives and mitigation.

6.2 The ES subdivides into 14 separate Chapters and considers the impacts and their significance together with an assessment of alternatives. The following sections seek to bring out the areas covered in the ES that have given rise to the greatest local concern and which can be considered as being the key planning and EIA issues. The full three Volumes of the ES together with other technical information can be viewed via the web site at http://www.telford.gov.uk/info/200074/planning/339/view_a_planning_application

Consideration of Alternative Sites

6.3 The largest allocated employment site in the Borough is in Shawbirch and comprises 18.52ha, which is below that required by the MOD to consolidate logistics services at Donnington. Therefore, the proposed development can only be accommodated within open land outside the development boundary.

6.4 In addition to the Application Site, three alternative sites were identified within the 2km radius of search. Due to the physical requirements of the development, all three alternative sites were outside the development boundary as defined in the Local Plan.

- Site 1 – Land to the north west of the existing MOD Donnington site (The Application Site)
- Site 2 – Land to the north of the existing MOD Donnington site
- Site 3 – Land to the north east of the existing MOD Donnington site
- Site 4 – Land to the east of the existing MOD Donnington site

6.5 The desk based study assessed each of the sites on the key operational requirements for the proposed development as part of the Telford Defence Gateway Project. This included factors such as size of the site, proximity to the existing MOD Donnington site, land take and location to the strategy highway network. The table below presents the findings of the key locational consideration considered as part of the desk based assessment.

Constraint	Site 1 (Application Site)	Site 2	Site 3	Site 4
Development Boundary for Telford	Outside	Outside	Outside	Outside
Agricultural Land Classification	3a/3b	2	2	2
Proximity to MOD Donnington	Adjoining the boundary	Isolated location to the site – no natural extension		Isolated location to the site – no natural extension
Flood Risk	Outside of flood plain	Part of site in flood plain	Part of site in flood plain	

Highways and Access Existing access through MOD Donnington site New access required off Humber Lane New access required off Body Road New access would be required and existing lane dissects the site into two Residential Amenity Isolated dwelling adjacent to the northeast of the site. Groups of properties located adjacent to the southern, eastern and western boundary of the Site Groups of properties located adjacent to the western boundary of the Site Groups of properties located adjacent to the southern and western boundary of the Site

6.6 The findings of the assessment identified that Site 1 (the Application Site) was in the most suitable location compared to the alternative sites considered. Site 1 adjoins the boundary of the existing MOD Donnington site which would allow for the sustainable expansion of the existing site, without the need for an isolated expansion site. It is also located outside of the floodplain, and away from groups of residential properties and can be easily accessed through the existing MOD Donnington site. Whilst acknowledged that the development of the Application Site would result in the loss of Grade 3a/3b agricultural land, the alternative sites would result in the more significant loss of Grade 2 agricultural land.

6.7 Disaggregation of the proposed development has also been considered. It is acknowledged that the disaggregation of the proposed development may result in sites being found that could accommodate the proposed development but this would not meet the MOD brief for a 'one-site' operation. Although in real terms, the proposal could be "disaggregated" into separate smaller elements, it is recognised that the success of this proposal is dependent on the larger single format taking place. Accordingly, this "need" is given substantial weight and the Application Site is therefore, the most sequentially preferable in terms of accommodate the proposed development.

Land Use and Land Take

6.8 The Site covers 55.7 acres (22.5 hectares) and comprises existing undeveloped land in agricultural use located outside of the built up area of Telford as defined by the Wrekin Local Plan as open countryside. The majority of the Site, 17.8ha, is considered as 'best and most versatile' agricultural land (Grade 3a) with the remaining area, 4.7ha, being considered as poor agricultural quality (Grade 3b).

6.9 The loss of the two agricultural fields from production or other use by Hoo Farm is not considered to adversely impact of the operational viability of the farm holding to which they belong. No significant effects are predicted on the viability of the farm holding.

6.10 The proposals minimise the loss of 'best and most versatile agricultural land'. It is not considered that this loss of agricultural land is significant.

Ecology and Nature Conservation

6.11 There are no statutory designated sites within 2km of the proposed development. Within 3km from the south-eastern corner of the Site are the statutorily designated Muxton Marsh Site of Special Scientific Interest (SSSI) and Granville Country Park Local Nature Reserve (LNR). As the distance of this SSSI and LNR from the Site is significantly beyond the Zone of interest for the proposed development, no ecological and nature conservation impact from the proposed development is expected.

6.12 Detailed ecological surveys have been conducted on the Site. The majority of the land use is arable land, in the form of two extensive fields. Other habitats are species-poor hedgerow with trees, ponds and broad-leaved semi-natural woodland, which is situated on the western, southern and part of the eastern boundary of the Site.

6.13 There are twelve water-bodies within 250m of the Site, three of which are located on Site. One could not be surveyed, due to lack of access. All eleven ponds surveyed were identified as having a suitable habitat for great crested newts.

6.14 The following protected and notable species were recorded within the vicinity of the Site requiring further consideration are:

- Broad-leaved semi-natural woodland
- Bats
- Great crested newts

6.15 Development of the Site would result in a loss of habitat for broad-leaved semi-natural wood land. This may disrupt the commuting and foraging routes for bats, and have the potential to cause death or injury to an individual newt, along with the loss of its terrestrial habitat.

6.16 A number of possible mitigation measures are proposed and include: timing vegetation clearance, directional artificial lighting pointing away from the hedgerow or woodland to protect bat foraging paths, and installation of temporary great crested newt prior to the construction works.

6.17 The proposed development is expected to have impacts on broad-leaved woodland, foraging bats and great crested newts. However, following the implementation of the mitigation measures, it is not anticipated that the proposed development will have a significant ecological effect.

Historic Environment

6.18 An assessment on the historic environment has taken place based on a desk study and an additional walkover survey.

6.19 Due to the lack of archaeological finds within the study area, the Site is considered to have a low potential for prehistoric and Roman remains. There is low evidence for medieval or post-medieval potential within the Site boundary. Modern aerial photographs show remains of ridge and furrow earthworks (of limited archaeological value) in the north-western corner of the Site, which have been mainly levelled out by Modern ploughing.

6.20 The assessment found that there are six listed buildings (recognition of a building's special architectural and historic interest) within 1km from the Site boundary, including:

- Grade I listed building: Preston Hospital, Preston-Upon-the-Weald Moors
- Grade II* listed building: Hoo Hall, Preston-Upon-the-Weald Moors
- Grade II listed buildings: Church of St Lawrence, Preston-Upon-the-Weald Moors; Lodges at south-eastern entrance of Preston Hospital, Preston-Upon-the-Weald Moors; Preston Hall, Preston-Upon-the-Weald Moors; Village Farmhouse, Preston-Upon-the-Weald Moors

6.21 There is the potential for the proposed development to change the relationship between the surrounding agricultural setting and listed buildings; particularly Hoo Hall and the hamlet of Hoo. Due to the height and prominence of the new large warehouse building, it is anticipated that the proposed development will have an adverse effect on the setting of historic assets within the study area.

Landscape and Visual Impacts

6.22 There are no National Parks within or close to the Site; however Shropshire Hills AONB is located approximately 6km southwest of the Site boundary.

6.23 Impacts of the site on existing landscape character have been identified both during construction and operation due to the prominence of the proposed development in a flat rural landscape. Equally, the large scale of the proposed buildings will make these highly visible from dwellings close to the site as well as a noticeable feature in the views from more distant dwellings and viewpoints.

6.24 Mitigation measures are proposed, in order to reduce significant effects on the landscape and visual amenity during construction. These would include: appropriately designed lighting to minimise the impact of light pollution at night; noise monitoring during construction; grass seeding and planting areas as soon as practical within the construction phase in order to minimise any negative visual

impacts; planting of screening woodland on the raised areas around the proposed development to encourage early integration to its surroundings.

6.25 However, during operation, due to the proposed scale of the development significant adverse effects on the quality and value of the local landscape and views from dwellings close to the Site have been identified. Landscaping is proposed incorporating a 3 metres high bund with semi-mature trees planted on top. There is also an off-site landscaping fund to be established as part of any permission that will provide funding for tree and hedge planting off-site.

Water Resources and Land Drainage

6.26 The water and drainage conditions have been established by means of a Site walkover and a desk study. Sensitive receptors include Severn Trent Water surface water sewers, two Crow Brook tributaries, on-site ditches, a major aquifer on the eastern border of the Site (Bridgnorth Sandstone Formation), on-site ponds and the Humber Brook.

6.27 The likely effects on water quality of surface water and ground water during construction are not considered to be significant. Similarly, pollution impacts have also been assessed as having a low significance. The proposed development has already included a new 'balancing pond' within the Site, in order to address any potential surface water run-offs issues during the operational phase. No additional mitigation measures are required during operation. During the operation phase of the proposed development there are no significant effects on water resources and land drainage predicted.

Traffic and Transport

6.28 Vehicular access to the Site will be from within the existing MOD Donnington base. There are two main security gates that provide access to the wider highways network within the base itself. Access to the Site will be constructed from the existing internal access road. It is expected the HGVs will access the Site via the strategic highway network.

6.29 The traffic and transport assessment has been undertaken. During construction, no significant effects on traffic and transport have been identified. A Construction and Environmental Management Plan (CEMP) will be implemented to minimise any temporary impacts that may arise, such as construction vehicle routing and construction vehicle operating hours.

6.30 Two significant impacts have been identified during the operational phase of the development, relating to highways and pedestrian amenity/safety issues (on Wrekin Drive). A Route Strategy is proposed as mitigation which will contain HGVs

within the Strategic Highway Network. Furthermore, a Framework Travel Plan has been prepared to manage traffic flows to and from the Site during operation.

6.31 Following the implementation of appropriate mitigation measures, there is no significant residual transport and traffic related effects predicted.

Noise and Vibration

6.32 As part of the noise and vibration assessment, the background noise measurements of eleven locations within the site boundary were taken. The noise sensitive receptors identified are located to the north (at Hoo Farm and Hoo Hall) and to the west of the Site on Horton Lane.

6.33 For the noise assessment, it was assumed that automated machinery will be used within the larger warehouse/offices building.

6.34 During construction, there will be a potential for noise/vibration on the sensitive receptors identified, mainly arising from: clearance/construction activities, movements of mobile plant, and traffic-related noise from the HGV and construction staff vehicles. The adoption of appropriate measures (which could be included in the CEMP) could control/mitigate against any potentially significant adverse noise effects on the residential properties. These measures could include: control of construction hours, carrying out noise monitoring during construction, use of 'quiet' tools where possible, adherence to defined noise limits.

6.35 During operation, any potential for noise/vibration effects will be related to the moving of delivery of items and the loading and unloading of any 'racking' within the warehouse. Appropriate mitigations would include: using/operating machinery that adheres to the appropriate noise threshold levels, installation of noise barriers (screening) on site, and provision of appropriate noise insulation measures at detailed design stage. The adoption of a Route Strategy for HGV and Travel Plan should be able to control the effects of traffic related noise on sensitive receptors. Following the delivery of appropriate mitigation measures, it is expected that there would be minimal residual noise and vibration effects during construction and operation.

Soils and Geology

6.36 The impact of the proposed development on geology and soils has been assessed, including contaminated land, groundwater quality and unstable land. There is no record of Regionally Important Geological Sites (RIGS) within the Site boundary or in the surrounding area.

6.37 It is expected that construction activities will be carried out in accordance with the CEMP. To minimise impacts on the soil structure and quality, the topsoil should be stripped sequentially from the working areas. Top soil and subsoil will need to be stockpiled so that they can be reinstated in the same sequential order, in line with the surrounding soil. It is recommended that materials being reused as a part of the landscaping scheme should be covered with a 0.5mm thickness of clean topsoil. It is unlikely that any significant soil contamination would be encountered during the construction works.

6.38 No significant residual effects on the soils and geology would be expected during the operation of the proposed development.

Socio-economic Impacts

6.39 During construction, there will be an adverse effect on one existing public right of way. The effect on this PRoW is not considered significant as the proposed development has identified a permanent diversion around the north/western boundary of the Site.

6.40 Overall there are no predicted significant adverse effects on the socio-economic or community receptors during construction of the proposed development.

6.41 During operation of the proposed development, there would be significant beneficial socio-economic effects which are expected to boost wider economic activity irrespective of whether the larger or smaller building is built:

- Long term employment directly related to the operation of the proposed development;
- Additional employment and economic 'spin-offs' as a result of job creation on site involving up to 450 new jobs; and
- Supporting the safeguarding of existing employment at the MOD Donnington base involving 700 existing jobs.

Mitigation and Monitoring

6.42 It is fully acknowledged that all development will give rise to impacts. The ES has identified two significant adverse residual impacts. Where other residual impacts arise, for example, during construction or following the development becoming operational, mitigation measures are proposed and the ES identifies these in some detail and the ability of the Council as LPA to impose conditions exists.

6.43 In terms of residual impacts that will remain, irrespective of appropriate mitigation measures, the following are considered to represent adverse residual environmental effects:

- Landscape and visual - the scale of the proposed development will give rise to significant adverse effects on the quality and value of the local landscape and views from dwellings close to the Site; and
- Historic environment – the visibility of the proposed development within the landscape due to its scale and height is likely to cause a significant adverse effect on the historic setting of Hoo Hall and the hamlet of Hoo. Further mitigation may reduce the degree of adverse impact from significant to moderate – members will be updated at the meeting if negotiations are successful in achieving the desired degree of mitigation.

6.44 The EIA has been undertaken based on the ‘worst case’ that the new warehouse/office at the centre of the Site would occupy a maximum footprint and building envelope, as this approach affords flexibility for the design for the end user. Once further design information on the warehouse becomes available through the detailed design development process, the significant residual effects defined in the ES can be reviewed at the Reserved Matters stage of the approval. With this information the environment effects on the value of the local landscape and views from nearby dwellings and historic assets may reduce.

6.45 The impacts are explored further in the report under the section, Planning Considerations. The ES has been the subject of consultation and publicity in accordance with the Regulations and the following representations received:

7.0 CONSULTATION RESPONSES:

7.1 Environment Agency – No objection.

- The development area proposed is located on the Bridgnorth Sandstone, classed as a Principal Aquifer. This is overlain by superficial deposits of Till and glaciolacustrine. We understand from the submitted Environmental Statement (January 2014) that the development site is Greenfield.
- We would request that during geotechnical investigation works a limited number of samples, including groundwater, are taken from the development site for reassurance that the development will not pose a risk to controlled waters.
- The Agency has no objections, in principle, to the proposed development but recommends that if planning permission is granted the following 3 planning conditions (in summary) are imposed together with informatives:
- Condition A: No development, or phasing as agreed below, shall take place until the following components of a scheme to deal with the risks associated with contamination of the site are submitted to and approved, in writing, by the local planning authority (including site investigation, remediation if necessary together with monitoring)
- Condition B: If during development, contamination not previously identified, is found then Method Statement for remediation will be necessary.

- Condition C: Prevention of piling or any other foundation designs using penetrative methods without consent of the LPA
- Recommended Informatives:
- Informative A. Follow the risk management framework provided in CLR11, Model Procedures for the Management of Land Contamination, when dealing with land affected by contamination.
- Informative B: Refer to the Environment Agency Guiding principles for land contamination for the type of information that we required in order to assess risks to controlled waters from the site.
- Informative C: 3. Refer to www.environment-agency.gov.uk for more information. Flood Risk (Surface Water): The site is located in Flood Zone 1 (low probability) based on our indicative Flood Zone Map.
- Informative D: It is known that land locally does not drain well and that the receiving watercourse may not be “free flowing” during prolonged adverse weather conditions. The Crow Brook itself, during the development of the infrastructure for Telford in the late 1960s, was re-engineered under land drainage acts. This changed its status in law from being a watercourse to an open channel public surface water sewer now vested with Severn Trent Water Ltd (STW Ltd). This channel is known as the Hortonwood Open Channel (HOC). Alternatives (for consideration – in association with SuDS) to draining surface water to the above minor tributary are to the (piped) public surface water sewer that serves Hortonwood 66/67 (approx distance from the south-west corner of the site is 44 metres) or a direct connection to the HOC (from the south-west corner of the site) approx 620 metres to the west or 570 metres to the south.
- Informative E: Foul Drainage: We would have no objection to the connection of foul water to the mains foul sewer, as proposed. The LPA must ensure that the existing public mains sewerage system has adequate capacity to accommodate this proposal, in consultation with the relevant Sewerage Utility Company.
- Informative F: Pollution Prevention: Developers should incorporate pollution prevention measures to protect ground and surface water. We have produced a range of guidance notes giving advice on statutory responsibilities and good environmental practice which includes Pollution Prevention Guidance Notes (PPG's) targeted at specific activities. Pollution prevention guidance can be viewed at: <http://www.environment-agency.gov.uk/business/444251/444731/ppg/>
- Export & Import of wastes at site: Any waste produced as part of this development must be disposed of in accordance with all relevant waste management legislation. Where possible the production of waste from the development should be minimised and options for the reuse or recycling of any waste produced should be utilised.

7.2 TWC Drainage Engineer – No Objection.

- The FRA produced for this site is acceptable in principle, however no details have been provided on the calculation of rates of surface water discharge. As the site is greenfield, an assessment of existing discharge to the Crow Brook should be submitted to the LPA for approval.
- The FRA has provided several options for attenuating flows within the site boundary. Telford and Wrekin Council would promote the use of above ground storage in ponds/basins, with storage in tanks only considered where above ground storage is not possible. In addition details on the point of outfall to the Crow Brook should be submitted.
- There are known flooding issues to the north of the site associated with the ditch network serving several properties and agricultural land. It appears that this issue may be associated with a culvert running through the site. For this reason an assessment of this system should be undertaken, and details of any on or off site improvement works to convey off site flows and address the flooding should be submitted to the LPA for approval.
- Recommend following conditions:
- Condition 1: Development shall not take place until a scheme for surface water drainage has been submitted to and approved in writing by the Local Planning Authority. The proposed scheme shall restrict surface water runoff to 5 litres per second per hectare 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. The approved details shall be implemented in full prior to the first occupation of the development.
- Condition 2: Development shall not take place until an assessment of any/all existing culverts, land drainage systems, or ditches that convey surface water flows from the surrounding area across the site to the Crow Brook should be undertaken to identify any existing issues/obstructions. Details on how this system will be upgraded/improved and maintained should be submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented in full prior to commencement of the development.
- Informative A: Above ground attenuation features are the preferred method of surface water attenuation on site. Development should ensure that the relevant number of treatment stages are provided as part of the proposed drainage system prior to discharge to the Coal Brook. Evidence that this has been considered should be submitted to and approved in writing by the Local Planning Authority. Ordinary watercourse consent may also be required for the new connection to the Coal Brook. This must be obtained from Telford and Wrekin Council prior to works commencing.

7.3 Strine Internal Drainage Board (IDB) - Any development undertaken in this area should not increase the flow of water through the drainage system into which the Crow Brook floods. A scheme for surface water drainage should be fully approved prior to the commencement of development on the site. The IDB needs reassurances that the proposed attenuation pool can hold back site drainage water during periods of high rainfall so that local watercourses are not put under any

additional pressure. The IDB will seek to ensure that any new development will not increase water volumes into watercourses which are already struggling to be effective as drainage channels.

7.4 Natural England -

- Statutory nature conservation sites - no objection. Based on the information assessed, Natural England advises that the proposal is unlikely to affect any statutorily protected sites or landscapes.
- Protected species - No Comment. Natural England have not assessed the application and associated documents for impacts on protected species. They direct the Council to Natural England's Standing Advice on protected species and states that this should be applied by the Council in respect of the planning application.
- Local wildlife sites - if the site is on or adjacent to a local wildlife site the authority should ensure it has sufficient information to fully understand the impact of the proposal and the importance of these in relation to development plan policies.
- Biodiversity enhancements - application may provide opportunities to incorporate features which are beneficial to wildlife and the authority should consider securing measures to enhance the biodiversity of the site.
- Priority Habitat as identified on Section 41 list of the Natural Environmental and Rural Communities (NERC) Act 2006 - the consultation documents indicate that this development includes areas of priority habitat, as listed on Section 41 of the Natural Environmental and Rural Communities (NERC) Act 2006. The National Planning Policy Framework states that 'when determining planning applications, local planning authorities should aim to conserve and enhance biodiversity. If significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.
- Landscape enhancements - the application may provide opportunities to enhance the character and local distinctiveness of the surrounding natural and built environment; use natural resources more sustainably; and bring benefits for the local community, for example through green space provision and access to and contact with nature.

7.5 TWC Planning Ecologist – Habitats

The site comprises a 20ha area of arable fields with 2 hedgerows, scattered trees, the Crow Brook and a number of onsite ponds. The site boundaries are made up of further hedgerows and woodlands. The site is assessed by AMEC (2013) as having low, local nature conservation value and the hedgerows are not considered 'important' under the Hedgerow Regulations. The site does have potential to support a number of protected species which are detailed below.

Great Crested Newts

- There were 12 ponds within 500m of the proposed development and 10 of them were subject to Habitat Suitability Index Scores and presence/absence surveys

by AMEC (2013). Small populations of Great Crested Newts were recorded in ponds P3, P4, P5, P16 and were assumed to be present in P26 to which there was no access. P6, P7, P21, P22, P23, P24 and P25 which include all of the onsite ponds were found not to contain Great Crested Newt populations.

- AMEC (2013) made an assessment of the risks of the proposed works impacting on Great Crested Newts and the risks of an offence being committed under the Conservation of Habitats and Species Regulations (2010). AMEC conclude that there remains a low risk of killing and injuring individual Great Crested Newts during the proposed works even though the site itself is of sub-optimal habitat. On that basis AMEC recommend that temporary amphibian proof fencing be installed on the south and west boundaries of the site prior to the commencement of works to limit the potential for Great Crested Newts to be impacted by the proposed works. This would need to occur under a European Protected Species Mitigation Licence from Natural England and following a method statement.
- The Environmental Statement Chapter confirms that temporary amphibian fencing will be installed along the west and south site boundaries of the site under a European Protected Species Mitigation Licence from Natural England. The Environmental Statement chapter also states that the site clearance of areas of habitat with value for Great Crested Newts will be carried out following a hand search and supervised by an experienced, licensed ecologist.
- The Environmental Statement also confirms that the large balancing pond on the site will be designed to hold water permanently in at least part of its area and will be planted with aquatic vegetation suitable for use by Great Crested Newts.
- Mott MacDonald (2014) conclude that provided that the site is cleared following a precautionary method of working, that the amphibian fencing is installed under license and that the pond and landscaping scheme are implemented then there should not be a residual significant effect on Great Crested Newts.
- While I am broadly satisfied with the approach proposed by Mott MacDonald (January 2014) I would welcome, as the landscaping plan develops, the provision of at least one small pond for wildlife adjacent to the balancing pond and further details of the proposed design and long term management of the balancing pool and other ecological areas will need to be provided at the Reserved Matters stage.

Reptiles

- AMEC (2013) found that the site has potential to support low numbers of reptiles and recommend that the site be cleared in a sensitive manor following a precautionary method of working method statement.
- Some basic details of the methods of working are provided in the Ecological Chapter by Mott MacDonald and I would be happy to receive the detailed method statement as a condition of planning permission since then it can be tied in to the precautionary methods of working for Great Crested Newts (detailed above) to ensure that the two approaches complement each other and are not contradictory.

Bats -

- AMEC (2013) assessed the trees at pond 24 as having negligible bat roosting potential but the trees at pond 23 and other trees within the hedgerows and the site boundaries as having bat roosting potential which requires further investigation.
- The Ecological Chapter by Mott MacDonald (January 2014) states that there are 11 oak trees to be lost as a result of the proposed development along with 0.4ha of woodland and some hedgerow internal to the site. Of the 11 trees 3 have been assessed as category 1 with potential for roosting bats and the other 8 as category 2 or 3 with no obvious potential for roosting bats according to Mott MacDonald. Further to that visual inspection the 3 trees with potential were subject to climbing inspection surveys in December 2013 by Mott MacDonald and no evidence of roosting bats was discovered.
- Mott MacDonald (January 2014) also made a further assessment of the bat foraging and commuting potential on the site in relation to the trees and hedgerows being lost. Mott MacDonald (January 2014) conclude that the loss of foraging and commuting flight lines within the site is unlikely to be key in the local context so long as the hedgerows, woodlands and boundary trees all around the site are protected and retained. Mott MacDonald (2014) are satisfied that no further surveys to assess bat foraging are required since the developer has committed both to retaining the vegetated site boundaries but also to new tree and woodland areas within the proposed development as shown on the site layout plan.
- Mott MacDonald (2014) note the potential for lighting, both during construction and operation phases, to impact upon bats. Lighting during construction will be controlled as part of the Construction Environmental Management Plan and lighting during the operational phase will be subject to a detailed lighting plan as part of the Reserved Matters application.

Water Vole and Otter

- AMEC (2013) assessed Crow Brook as having some potential for both Water Vole and Otter recommended that further surveys were required for both of these species prior to a planning decision being made.
- Mott MacDonald, in preparing the ecology chapter of the Environmental Statement, have revisited the site. The Crow Brook has negligible potential for otter due to the lack of connection to wider watercourses and lack of fish populations and suitable vegetation according to Mott MacDonald (2014). The Crow Brook, while having some low potential for water vole, is sub-optimal and lacks good foraging habitat and connectivity to known populations according to Mott MacDonald (2014). Mott MacDonald (2014) are satisfied that no further surveys are required.
- Provided that development activities and buildings can be kept over 10m from the Crow Brook (and that 10m buffer suitable demarked on site with heras fencing during the construction phase) I am satisfied that there will not be an impact on Water Vole even in the unlikely event that they are present.

Badgers

- AMEC (2013) found no evidence of badger setts on the site but some potential for foraging does exist. AMEC (2013) recommend that the site should be

subject to a pre-commencement check for badgers. This requirement can be dealt with as a condition of planning permission.

Wild Birds

- AMEC (2013) recommend that the site has potential for ground nesting breeding birds (Lapwing, Curlew and Sky Lark etc) and also potential for overwintering birds. Mott MacDonald, in preparing the ecology chapter for the Environmental Statement, have revised the site and state that the habitats on the site are unremarkable in the local context and are unlikely to support any notable species of breeding birds.
- Mott MacDonald (2014) are satisfied that there will be no significant impact on nesting or overwintering birds in the local context and that, therefore, further surveys are not required.
- The following conditions and informatives should be on the decision notice to cover the ecological issues:
 - Condition 1: A total of 20 woodcrete artificial nests suitable for small birds such as robin, blackbird, tit species, sparrow and swallow shall be erected on the site in locations agreed in writing with the Local Planning Authority prior to first use of the buildings hereby permitted.
 - Condition 2. No development, demolition or site clearance procedures shall commence until a European Protected Species (EPS) Mitigation Licence with respect to Great Crested Newts has been obtained and submitted to the local planning authority for the proposed work prior to the commencement of works on the site. Work shall be carried out strictly in accordance with the granted EPS Mitigation Licence.
 - Condition 3: Work shall be carried out strictly in accordance with the Environment Statement Chapter 8: Ecology and Nature Conservation by Mott MacDonald (Jan 2014) and as shown on the Landscape Strategy Plan attached as an appendix to this planning permission.
 - Condition 4. A total of 10 woodcrete bat boxes suitable for nursery or summer roosting for small crevice dwelling bat species shall be erected on the site prior to first use of the building hereby permitted in locations agreed in writing with the Local Planning Authority
 - Condition 5. Prior to the erection of any external lighting on the site a lighting plan shall be submitted to and approved in writing by the local planning authority. The development shall be carried out in accordance with the approved details and thereafter retained for the lifetime of the development. The submitted scheme shall be designed to take into account the advice on lighting set out in the Bat Conservation Trust booklet Bats and Lighting in the UK
 - Condition 6: Prior to the commencement of work on site a 10m buffer shall be fenced off parallel to the banks along the length of the water course, put in place within the site to protect the watercourse during construction works. No access, material storage or ground disturbance should occur within the buffer zone. Location

and design of the fencing shall be agreed in writing with the Local Planning Authority prior to the commencement of development on the site.

- Condition 7. Within the one month prior to the commencement of development on the site a pre-commencement badger survey shall be undertaken by an experienced ecologist and the outcome reported in writing to the Local Planning Authority. If new evidence of badgers is recorded during the pre-commencement survey then the ecologist should set out appropriate actions to be taken during the works which may include; precautionary methods of working, timing restrictions, restrictions of activities around any identified setts and the requirement, or otherwise, for Badger Disturbance Licences from Natural England should the closure, disturbance or destruction of setts be necessary.
- Condition 8: Prior to the commencement of development on the site a precautionary method statement for reptiles will be provided to, and agreed in writing by, the Local Planning Authority. The method statement shall cover issues including but not limited to: site clearance, sensitive works requiring ecological supervision, material storage, clearance of rubble piles, open trenches, timing restrictions and what to do if a reptile is discovered. The method statement shall be prepared by an experienced ecologist and shall make reference to the precautions for other species including Great Crested Newts.
- Condition 9: Prior to the commencement of development on the site a Construction Environmental Management Plan shall be submitted to and agreed in writing with the Local Planning Authority. The CEMP shall cover issues including but not limited to: construction lighting proposals, location of site compound and material storage areas, pollution prevention measures, tree protection fencing and provision of an ecological toolbox talk to all contractors.
- Condition 10: A habitat management plan shall be submitted to and approved by the local planning authority prior to the occupation of the development.
- Condition 11: Prior to the commencement of works on the site a scheme of landscaping shall be provided to, and agreed in writing by, the Local Planning Authority.
- Informative A: The active nests of all wild birds are protected under the Wildlife & Countryside Act 1981 (As amended). An active nest is one being built, containing eggs or chicks, or on which fledged chicks are still dependent. All clearance, conversion and demolition work in association with the approved scheme shall be carried out outside of the bird nesting season which runs from March to September inclusive
- Informative B: All species of bats found in the UK are European Protected Species under the Habitats Directive 1992, the Conservation of Species and Habitats Regulations 2010 and the Wildlife & Countryside Act 1981 (as amended). If a bat should be discovered on site at any point during the development then work must halt and Natural England should be contacted for advice.
- Informative C: Great Crested Newts are protected under the European Council Directive of 12 May 1992 on the conservation of natural habitats and of wild fauna and flora (known as the Habitats Directive 1992), the Conservation of Habitats

and Species Regulations 2010 and under the Wildlife & Countryside Act 1981 (as amended). If a Great Crested Newt is discovered on the site at any time then all work must halt and Natural England should be contacted for advice.

- Informative D: Where possible trenches should be excavated and closed in the same day to prevent any wildlife becoming trapped. If it is necessary to leave a trench open overnight then it should be sealed with a closefitting plywood cover or a means of escape should be provided in the form of a shallow sloping earth ramp, sloped board or plank. Any open pipework should be capped overnight. All open trenches and pipework should be inspected at the start of each working day to ensure no animal is trapped.

7.6 TWC Land Contamination Officer

- The work submitted recommends some further work be undertaken, and I would need to see this to make an informed opinion on the application. (this has been clarified in that the additional information would be submitted as part of Reserved Matters as part of an outline condition detailed below).

- In view of this, and in relation to Paragraphs 109 and 121 of the National Planning Policy Framework, I recommend that the standard land contamination condition (requiring an investigation and risk assessment, submissions of a remediation scheme, implementation of an approved remediation scheme, and any reporting of unexpected contamination finds) and condition requiring long term monitoring and maintenance. This must be conducted in accordance with DEFRA and the Environment Agency's 'Model Procedures for the Management of Land Contamination, CLR 11'.

7.7 Shropshire Fire Service -

There should be sufficient access for fire service vehicles to within 45 metres of every point on the projected plan area or a percentage of the perimeter, whichever is less onerous. This issue will be dealt with at the Building Regulations stage of the development. However, the Fire Authority advise that early consideration is given to this matter.

7.8 Highways Agency - Previous Holding Direction replaced with a response of No Objection subject to the following condition:

"No development shall take place including any works of demolition until a construction management plan has been submitted to and approved in writing by the LPA in consultation with the Highways Agency."

7.9 TWC Highways Engineer

- This application is one of two proposals (the other being application TWC/2014/0054 for a warehouse building off Hortonwood that will be determined under delegated powers as raising less significant planning issues). The two proposals have been described and assessed specifically for use by the MOD - they have used a personalised trip and shift pattern agreed with the MOD where shift

changes avoid the peak periods and the specialised nature of the site has a very different trip generating characteristics when compared against a general B8 use. As such any permission the LPA issues will need to be restricted to use solely by the MOD. Members are asked to note at this juncture that personal conditions are not deemed appropriate for buildings and uses of this nature – this will be considered later in the report.

- That will not preclude an open B8 use being considered in the future only that it would require a variation to the permission and a reassessment of the traffic impact.
- I have agreed to this on the basis that the proposed developments are both accesses solely from within the main MOD Donnington site.
- Note that TWC/2014/0042 indicates a potential emergency access off the end of Hortonwood 50. Have no objection in principle to this but this route would have to be formally restricted by way of condition to emergency use only - Hortonwood 50 is a cul-de-sac serving a limited level of development and I do not consider it would be suitable to serve a development of this scale.
- The supporting TA includes an assessment of the proposals at 2015 (DN and DS). These background traffic flows were derived from the Council's model. The proposal was also supposed to assess flows at 2030 but this has not been done, as was recommended at pre-application stage.
- The reason for this is the 2015 model includes committed developments completed or expected to be completed by 2015 and would not include large areas of allocated employment land which is considered to be committed. The 2030 assessment includes all committed developments completed or expected to be completed by 2030 and includes the Hortonwood sites.
- This proposal is an additional new development over and above the committed developments we already have and it is important that we assess this additional impact so it can be suitably mitigated.
- The micro modelling that has been submitted in the assessments suggests there are no problems on the existing network and the addition of the new development will not exacerbate this - this is challenged.
- For example the assessment of the A518/Hortonwood 37 roundabout suggests there is one vehicle queuing in the PM peak. This does not stand comparison with reality. Where a junction is being assessed the base assessment should reflect on site observations of queues and delays or else it presents an optimistic assessment which is compounded when the DS assessment is carried out.
- This validation exercise has not been completed in sufficiently a robust manner.
- In terms of sustainable travel the submission does not propose any enhancements to facilities around the site even where issues are noted. Use of the rail freight is mentioned but there is no definite commitment made.
- A Travel Plan is proposed but this is a Framework and is very general in nature. Given that the end user is known I would have hoped for more definitive

measures to be proposed and ideally for this to be rolled out across the whole of MOD Donnington.

- As has already been mentioned there is a PROW crossing the site for TWC/2014/0042. This forms a circuitous loop from Horton Lane to Hoo Farm. I do not know whether there is access into Hortonwood Business Park. The proposals require the route to be diverted onto a new alignment. The nature of the proposal means it will have to be outside a secure boundary so cannot cross the site. Details will need to be provided to explain how this will look and the necessary diversion will have to be secured before the development commences.

7.10 Telford and Wrekin Local Access Forum -

- “The Telford and Wrekin Local Access Forum is a statutory body [s.95, s.95, CROW Act 2000] tasked to advise on “The improvement of public access to land for the purposes of open-air recreation.” Whilst the forum does not propose to directly oppose development, the following comments should be taken into serious consideration.
- The site of the proposed development has Definitive Public Rights of Way (highway) (footpath) passing through it and there appears to be a proposed diversion of this to the south and west of the site.
- It would be unlawful to stop up or otherwise divert or interfere with these public rights of way without the correct legal orders being published and consulted upon. Any diversion should be as ‘equally commodious’ for the user as the previous routes were [s.116(1)(b) HA 1980].
- I fail to see the need for the diversion as the original route still looks useable and runs through green spaces on the site.
- If diverted this must be done with the correct Public Path Order to be lawful and any new route should be of a suitable surface to be used as a multiuser route. This should enable the less able and those with limited mobility to pass freely.
- It is my recommendation that planning should not be granted without any diverted route being minimally of bridleway status as this would allow the lawful use by cyclists which footpaths do not.
- I strongly recommend that the developers engage with the Highway Authority and the Local Access Forum at the earliest opportunity to see that the matters of the PRow are resolved before development begins. The Local Access Forum can advise the developers of suitable designs, width, and surfaces. The diversions are best integrated into any green spaces/corridors being created to allow both sustainable transport and recreational use. The Local Access Forum has experience in advising developers in this area and would be more than willing to assist should the developers and highway authority wish it to do so. No planning should be granted until the above is actioned and no development should take place until the correct Public Path Orders are confirmed and the routes placed on the Definitive Map for Telford and Wrekin.”

7.11 The British Driving Association & Telford Bridleways Association - Object

- A right of way will be removed and the diversion is not as long as the original
- There is no outlet to the County road at the northern end
- Not satisfied that the Restricted Byway on the southern end is going to be protected from huge development.
- Where possible future routes should be multi-use, not footpath - as this is a new development and commences off a Restricted Byway, there is space for the diversion to have Restricted Byway status.
- With a huge project like this would expect the authorities to purchase any kind necessary to make a safe outlet to the County road and enforce stringent speed restrictions on the heavy traffic that will cross the Restricted Byway.
- Trust the matter can be sorted out before work takes places and that non-motorised vehicles, cycles, horse rides and walkers can be assured of the safety.

7.12 National Grid – No Objections

7.13 Western Power Distribution - There are underground cables running across the site which would need to be addressed / diverted as appropriate. The re-routing proposals have been submitted as part of the application and in principle this matter is resolved.

7.14 English Heritage - do not wish to comment in detail but offer general observation that substantial and appropriate planting should be provided on the north and west boundaries of the site, either by an enhancement of the application or by conditions. There is no need for them to be consulted again.

7.15 TWC Built Heritage Conservation Officer

- I am satisfied that there is no archaeological layer present on the mapping to trigger a consultation for archaeology - therefore a consultation with the County Archaeologist is not a requirement.
- The site does not in my opinion adversely affect the setting of the Grade I listed Preston Hospital.
- There are no other heritage assets that are directly and adversely affected by the development, apart from the setting of Hoo Hall.
- The only issue therefore remains as to what mitigation the applicants can accommodate in respect of the scale of the development and how the impact on the setting of Hoo Hall can be addressed (via condition?) to break up the mass via landscaping, colour and or physical changes to the roofline to reduce mass (this latter suggestion for discussion only not necessarily a required outcome).
- Note a balancing pond is proposed. It should be remembered that the adjoining site has the remains of a medieval estate system - moat and possible fish pond remains -and therefore I raise a note of caution over something which may serve to drain the adjoining land as this may have a detrimental effect on the water levels in these historic features.

- The real matter concerns the close proximity with Hoo Hall which provided it can be additionally mitigated against, given all other factors in respect of public benefit (employment/economic generation) this should be acceptable.
- That scheme should be conditioned to include planting and if necessary further landscaping.

7.16 Hadley and Leegomery Parish Council

- The Parish Council has considered the above application and recognises the economic and employment reasons for it coming forward, and also the justified concerns of those residents who will be directly affected by the proposed size of the main building.
- The Parish Council would prefer to see the lower height/larger footprint option to lessen the impact on nearby properties but appreciates that this decision will only be made by the MOD if and when outline consent is granted.
- The Council recommends that the application is approved, but in doing so makes the following comments and requests:

Visual impact

- The greatest impact of the proposed building will be on those residential properties immediately to the north of the site off Humber Lane and at Hoo, and Hoo Farm.
- Everything possible must be done to mitigate this impact and the proposals set out in the submitted Environmental Statement must form part of the conditions of any consent granted - these include the formation of earth banks to the north and west to be planted with new woodland to be completed at the start of development, and the design of the building in terms of the shape, roof line and colour of cladding materials. (Policy references: NPPF, Telford & Wrekin Core Strategy (2007) and Saved WLP(2000) policies UD2 & UD4)

Drainage and flood risk

- It has been acknowledged that the water table on and around the proposed development site is high, and fields immediately to the north are currently flooding.
- The Parish Council asks that conditions are set as part of outline consent to ensure that the drainage and flood attenuation measures will provide a level of benefit to the surrounding area that will prevent future flooding and significantly improve the current position.
- The Council's understanding of the drainage and flood attenuation requirements is that the drainage and attenuation schemes must provide for a 30% betterment over the position existing before the development. (Policy References:
 - NPPF, Telford & Wrekin Core Strategy (2007) policy CS13).

Access, highways and transport

- The application transport assessment details proposals for how vehicle access will be managed, and gives projected numbers of vehicle movements by category.
- Transport volumes and mitigation measures must be considered in conjunction with the vehicle movements projected for the "B8" site which forms part

of the MOD proposal as the combined operation will generate a total number of vehicle movements and these comments should be applied to that application also (TWC/2014/0054).

- The transport assessment states that HGV access will be by the existing MOD west gate from the Hortonwood Industrial Estate and the “worst case” projections show that peak figures of almost 400 daily HGV vehicle movements (both in and out) are possible.
- It is stated that up to 20% of these could be directed via the Rail Freight facility adjacent to MOD Donnington, and these must be accommodated without the need for road journeys outside of the MOD site (i.e. direct loading via rail branch in to MOD site).
- The Parish Council has concerns relating to routing of HGV transport and potential impact on roads in the Parish (and surrounding areas) that are not suitable for this type of vehicle, with the associated danger to pedestrians, other vehicles and the environment - the Council therefore asks that conditions are set as far as possible to require the operator/owner to enforce transport requirements that all HGV traffic only uses designated HGV routes into and out of the site and throughout Telford & Wrekin.
- In terms of light vehicle traffic, the whole project incorporating both the Option Site and the B8 Site will generate in the order of 2000 vehicle movements per day and most of these appear to need to access the site via the south gate off Wellington Road. A robust travel plan which is sustainable and workable is required and again conditions should require this to be in place before operations begin.
- There will be significant highway impact from the construction phase and strict conditions must be set to controls this. (Policy References: NPPF, Telford & Wrekin Core Strategy (2007) policies CS9 & CS15 and WLP policy UD2)

7.17 Lilleshall, Donnington & Muxton Parish Council. Have no objection to this application. However, make comments on the following:-

Visual Impact

- Whilst this Council understands the benefits to employment and economy of the area that this would bring it also understands the concerns of those living within the close proximity of the proposed site with regard to the size of the building.
- This Council, therefore, would prefer to see the lower height/larger footprint option to lessen the impact on nearby properties.

Drainage and flood risk

- This Council requests that conditions are set as part of outline consent to ensure that the drainage and flood attenuation measures will provide a level of benefit to the surrounding area that will prevent future flooding and significantly improve the current position.

Access, highways and transport

- Councillors had concerns relating to routing of HGV transport and potential impact on roads in the Parish (and surrounding areas) that are not suitable for this

type of vehicle, with the associated danger to pedestrians, other vehicles and the environment.

- This Council insists that adequate signage is provided to prevent HGV's cutting through Donnington via St George's Road and Wrekin Drive as a route to the proposed site.
- If necessary, it requests that conditions are set to require the operator/owner to enforce transport requirements that all HGV traffic only uses designated HGV routes into and out of the site and throughout Telford & Wrekin.
- There will be significant highway impact from the construction phase and strict conditions must be set to controls this.

7.18 Kynnersley Parish Council

- There is a clear consensus amongst Parish Councillors that the 35m option for the main building be strongly opposed on the basis of scale & the resultant impact on the surrounding countryside & communities.
- However the lower 18m automated warehouse, which would presumably create & help to maintain employment, is given a cautious approval provided the following conditions are implemented:-
 - a) The height of proposed bunds to be increased to help with screening.
 - b) Concern about water run-off & the size of balancing pools to be re-calculated.
 - c) Lighting should be of a type to exclude the possibility of increasing light pollution.
 - d) If planning permission is granted neighbouring communities should have access to a fund established through Section 106 agreement in order to support community initiatives. If these conditions cannot be met the Parish Council would object as the impact on local communities would be too great.

7.19 Severn Trent Water - With reference to the above planning application we have the following observations:

- **Foul Water Sewer Capacity**

The topography of the site indicates that all foul flows from this development will need to be pumped to connect to the existing public sewerage system. The nearest suitable connection point is envisaged to be a 1100mm dia foul water sewer on Hortonwood 50, near to Horton House. This sewer flows in a westerly direction for 8km to Rushmoor sewage treatment works. There are no known capacity issues associated with this sewer and therefore no capacity constraints are envisaged from this development.

- **Surface Water Capacity**

The planning application indicates that this development site will drain to the Crow Brook which then drains to the Hortonwood Open Channel. The Hortonwood Open Channel is an open channel public surface water sewer now vested with Severn

Trent Water Ltd. This channel currently provides Greenfield drainage for the undeveloped site. Provided surface water discharges from the development is restricted to equivalent Greenfield run-off rates then no capacity issues in the Hortonwood Open Channel are anticipated.

In relation to surface water discharges we would therefore request that if planning permission is granted then the following planning conditions are imposed:

Condition: All surface water discharges from the development must be controlled to the equivalent of Greenfield run-off rates designed for a return-period up to and including a 1 in 100 year rainfall event with a 30% allowance for climate change.

Reason: Uncontrolled surface water discharges will increase flood risk in the Hortonwood Open Channel resulting in unacceptable flooding.

7.20 Urban Design Officer TWC - The proposals for this site are somewhat monumental in terms of scale and massing particularly when considered that they are on the edge of the open countryside and whilst the design of the building is a key issue in terms of its overall height, it is really all about assessing the impact this has on the wider context in terms of ecology, landscape, etc. and balancing these against the economic arguments underpinning this proposal.

It is noted that the EIA statement concludes that even with mitigation measures “adverse residual environmental effects will remain” in relation to;

- Landscape and visual - the scale of the proposed development will give rise to significant adverse effects on the quality and value of the local landscape and views from dwellings close to the Site; and
- Historic environment – the visibility of the proposed development within the landscape due to its scale and height is likely to cause a significant adverse effect on the historic setting of Hoo Hall and the hamlet of Hoo.

Whilst it is acknowledged the EIA has been undertaken based on the ‘worst case’ that the new warehouse/office at the centre of the site would occupy a maximum footprint and building envelope, to provide some flexibility for the proposals at detailed design stage, there will be still some measure of impact to the local area irrespective of the actual footprint which becomes the subject of a Reserved Matters. The key issue is how significant will this impact actually be.

Summary

Purely from an urban design perspective which is distinct to a landscape assessment, the proposals go against the grain in terms of its overall visual impact which is likely to be high.

7.21 Third Party Representations AGAINST the proposal:

At the time of preparing this report, about 121 representations against the proposal had been received (some of these from the same person, qualifying further their objection in the light of consideration and information received). The main issues raised have been summarised below as follows:

- Sufficient employment land and brownfield opportunities exist within the Borough.
- Not against MOD development or creation of jobs per se, but development and building of this size not appropriate.
- The building will be an eyesore due to its height. The 'after' photo has also had its contrast reduced which does not paint a true picture of the impact of the building. The building is unsuitable in this location.
- The development will create a planning free for all in the rural district north of Telford. The proposal cannot be hidden by landscaping and will dominate the area. Future applications for similar developments would be approved as they would be 'in keeping' where the Council could previously say 'out of keeping'. The building should be reduced in height to tree line level and use a dark green colour scheme.
- Issue also raised about the viewpoints included as part of the application submission. It is contended that Viewpoint 3 does not reflect truly/accurately on the proposed view of the building from Preston and would like another photographic viewpoint provided from within the village not on the outskirts.
- The proposals will have a dominating visual impact on the landscape due to the size and height. The project should be planned in an area where it will affect less people or it should be downsized to reduce its impact.
- Opportunities for planting of 6 acres of pasture land to assist in screening. Planning blight will result to existing properties affected by the development.
- The ditch bordering the north part of the site is inside my field (4 acres) and is drained by a single drain into the main drain which goes under your proposed site. This was put in by the farmer some 30 years ago. My other fields including those adjacent to the site(12acres) and another 14 acre field to the north of my house (owned by O'Neill....farmed by McPhillips) all feed into this single drain.....which eventually drains into Crow Brook. Drainage is a massive issue for me.....I usually only can rent out for pasture during the summer (usually sheep/cattle) as the fields are far too wet. I have spent thousands of pounds with new ditches trying to improve the fields but without this single drain in the northern boundary I would be wasting my time as there is simply nowhere for the water to go. If you own the site then the ditch inside

the field would be yours as well. To claim that water gets away by natural infiltration is simply naïve.

- The water table is a lot lower than reported and there is concern over whether drinking water will be safe. There is local flooding and 'I' wonder whether the Crow Brook, river Strine and proposed balancing pond will be able to cope. The loss of soak away is a concern as is the potential increased chances of flooding to the road through Wheat Leasows, Horton, Preston and the Humbers
- The land is open countryside with an abundance of wildlife, badgers recently migrated from Kynnersley.
- Lack of landscaping.
- Why are there so many parking spaces if it is such a sustainable site? There is no rail service or buses on the estate everyone who works at Hortonwood commutes in cars.
- Objection on grounds of lack of pre-application consultation and suggestion that a number of residents of Preston are angry about this. A meeting would be appreciated to answer any initial queries.
- Why can only 1 in 5 loads be delivered by rail and not more? There may be communications infrastructure impacts and a condition should be included so that the fibre node serving the site is extended to an FTTC cabinet for these communities, so the fruits of economic development can be shared. Can it be confirmed that no nuclear material will be stored on the site? Why is Donnington preferred to Bicester?
- Has the applicant demonstrated that the proposed building could not be accommodated within the existing MOD site? the applicant should suffer disruption and cost not the local residents.
- Possible light pollution
- The site will attract an increased volume of traffic which will add to the already congested Hortonwood traffic. Measures should be implemented to ease traffic and ensure residents are not put at more danger than present from motorists racing through to avoid the overcrowded main routes.
- The lanes are unsuitable for existing traffic let alone an increased level. There is no footpath and Hoo Farm, a popular tourist destination also accommodates a nursery. The successful primary school in Preston already has poor access. Most parents drive to the school due to the narrow, winding roads.
- The area does not have the infrastructure to support this project
- The countryside should be protected; a brownfield site or land within the MOD base should be used. Does MOD want this site to sell their own to private developers?
- The proposed design is poor and basic.
- The proposed development is out of scale with the small hamlets of Preston, Kynnersley and Horton. The development will totally change the nature of the community and will force some people to move.

- The EIA is a tick box exercise and does not take account of local concerns on flooding, potential water table contamination, congestion on local roads, light pollution and noise. An assessment of the consequences of the development should be made so its 'true impact' on the area can be appreciated
- Impact on Hoo Farm and animals - we will lose one of the best attractions in Shropshire and without Hoo Farm children would not be able to experience the wonders that are the animals there and the countryside
- Moving the power cables will cost £400,000
- The proposed construction would have an effect on the footpath / bridal way that links Horton to Preston. It is a well-used pathway by Dog walkers and horse riders and is a safe route. If the development proceeds, an alternate pathway from Horton Lane, which is presently unusable but appears on Ordnance Survey maps, should be reinstated with definition, styles, finger posts etc. This would act as a small token of compensation.
- English Heritage is not aware of the height of the building.
- Over 100 signatures on the petition do not have a local postcode but are commuting from Shrewsbury/Wolverhampton/ and other surrounding areas outside the borough. This equates to roughly 20% of the workforce. Yet the council maintain they are seeking to consolidate jobs for local people. Council needs to provide the facts...how many people are employed there now...how many are expecting to be made redundant in the near future...how many are apprenticeships.

7.22 In terms of local businesses who feel that the development will affect their livelihood, the following have been received and are summarised below as follows:

Owner of Hoo Farm Animal Kingdom

- No correspondence has been received about the planning application when Hoo Farm is within 600m of the site boundary.
- The application has been learnt of via the grapevine and local media.
- Effect on the Hoo Farm business with regards the visual impression to visitors at Hoo Farm as the development will be within 100m of the Farm's exotic animal collection. Noise and light pollution will disturb the animals which may have to be removed from the farm.
- Drainage concerns regarding the high water table and flooding at Hoo farm when Crow Brook is high – the farm has been forced to close in the past. The proposed balancing pond and huge runoff from the proposal will cause more regular flooding and the balancing pond may not be anywhere near big enough.
- Groundwater in the area is very high and it is difficult to believe that water is 4.7m below ground level as stated in the application.
- Noise survey work is unsound with no night time readings and only a 4 hour period of assessment. A full noise impact assessment should be required or the application should be refused.

- There is 6 hectares to the north east of the proposed development, the site of the old Garrison Stables and Swimming Pool and is suitable for lower level buildings, being better screened and less intrusive and at present unused by the MOD.
- The present proposal does not show any screening of the development on the southern edge of Hoo Farm. A comprehensive landscaping scheme is required.
- Suggestions made: realign the site into the southern half of the western field and entirety of the eastern field providing a bigger gap to Hoo Farm; reduce the height of the building to 18m; replace the drainage system across the site and deepen Crow Brook.
- Any permission should be user specific to MOD.

Berrys Chartered Surveyors (on behalf of Hoo Farm Animal Kingdom)

- Policy – The proposal does not fulfil all three dimensions of sustainable development – the facility should be located within the urban area on a brownfield site. Projects on the edge of Telford are not as sustainable as sites within the settlement. Rural communities will be adversely affected and will result in environmental impacts/adverse effects
- Noise – A full impact assessment of noise is required before the application can be determined. The EIA is flawed as only one set of measurements were taken between 11 am and 3.20pm which is insufficient. Background readings have not been taken at the actual site, which should have been done.
- Drainage and Groundwater Issues – there is no mention of the drains from the north of the site, which drain to a ditch belonging to various local landowners. The whole area is low lying and suffers from a high water table and flooding problems. Construction will require the movement of thousands of tonnes of soil and the foundations are likely to flood. Crow Brook regularly floods onto the road at Preston called Moorhead and the project will only exacerbate drainage and flooding problems. The groundwater levels are questioned as they seem too low
- Flooding – There is a risk to the development from inundation of flood water. The roof area of the large distribution shed is over 6ha in area. An annual rainfall of 750mm would give a volume rainfall to deal with of over 48,000 m³. A 3m deep balancing pool could only accommodate 18,000 m³ and this does not include runoff from the landscape bunds, car parks and grassed areas, which will need to be drained. The proposed mitigation will not help to mitigate the issues of flooding.
- Visual – There is insufficient information to assess the impact of the warehouse. The development should be seen as a group of major structures that will loom unattractively in the Telford skyline giving no architectural benefit and there is no way of hiding such a huge structure. The development would result in a fundamental change in the landscape character of the area closest to the site

- Historic Environment – the visibility of the proposed development within the landscape is likely to significantly adversely affect the historic setting of Hoo Hall and the hamlet of Hoo.
- Alternative Sites – There is potential, if additional land can be acquired, to re-orientate the proposed buildings, to the benefit of Hoo Hall, the tourist business at Hoo Farm Animal Kingdom and other residential properties to the north.
- Community Consultation – has been little or none to date and should be undertaken given the potential impacts on the communities of Preston and Horton.
- Any permission that may be granted should be a user specific permission for the MOD.

7.23 A delegation of local residents and businesses attended a meeting with officers of the LPA on 12th February 2014 chaired by Cllr Malcolm Smith. A number of points were raised that included issues already raised by objectors and noted above. However, it is appropriate to note that the following concerns were discussed in detail:

“The Assistant Director Planning Specialist explained the role of the Council acting as LPA and the distinction between the responsibilities of planning and estate management. An outline of the MOD bidding process and timetable was explained by the Development Management Manager. Local residents felt that the application was being rushed through the planning system without proper consultation – in effect the local population had been prevented from contributing towards an acceptable solution. There was an imperative to deal with the application expeditiously, as otherwise the Telford bid could not go forward. Hoo Farm is an established business and licenced zoo of over 20 years. The facility is much enjoyed rural tourism destination with peace and tranquillity highlighted as a key attribute. Location close to exotic animal housing would cause noise and light pollution resulting in probable closure of this part of the business. There are other options including re-siting the building to the south adjoining Hortonwood, which would lessen impacts on business and local residents. Hoo Farm would be willing to negotiate the sale of a small part of the Christmas tree woodland. EIA hasn’t really considered all alternatives including utilising brownfield land within the military base. There are significant land drainage issues with site waterlogged for much of the winter – questioned the responsibility for maintaining the watercourses along the northern boundary. If building was resited it would benefit from discharge into Hortonwood drainage system as Crow Brook has limited capacity and restricted outflows. There is a potential impact on a 6 mile length of Crow Brook/River Tern if proposal goes ahead – is the applicant fully aware of these issues? Impact on boreholes and aquifer – risk of pollution. Critical of the Council acting as LPA and applicant – The Assistant Director explained that High Court has already deemed on another project that Council has adequate governance controls in place.”

7.24 Third Party Representation in SUPPORT of the proposal

A petition of 571 signatures has been received, supporting the proposal.

At the time of preparing this report, 3 individual representations in support of the proposal had been received. The main issues raised have been summarised below as follows:

- The application will bring more jobs to the area and probably job security for the workers at MOD Donnington.
- Existing businesses should also flourish with an increase of more people working.
- As a current MOD employee I believe the growth and development of MOD Donnington can only be a good thing for the working families of Telford.
- This facility will be situated with access from Hortonwood and would not be visible from Kynnersley or Preston.
- There are already a considerable number of large buildings on Hortonwood that distribute and receive goods vehicles, so a small increase in volume would out way in excess of 1000 jobs created in the area.
- Our priority in Telford has to be reducing unemployment and reinforcing our existing jobs.

7.25 Public Consultation - The applicants have undertaken a public consultation exercise during the course of the application involving exhibitions at local venues.

8.0 PLANNING CONSIDERATIONS

Policy Position

8.1 The Development Plan for the Borough comprises the Core Strategy and Wrekin Local Plan (Saved Policies). Section 70(2) of the Town & Country Planning Act 1990 requires that LPAs should have regard to the provisions of the development plan, so far as material to the planning application, together with other material planning considerations. Section 38(6) of the Planning & Compulsory Purchase Act 2004 requires that if regard is to be had to the development plan for the purposes of the determination of any planning application, the determination must be made in accordance with the development plan unless material planning considerations indicate otherwise.

8.2 There is no specific allocation for the application site but as a site falling outside the urban limits of Telford and therefore in open countryside, the application must be viewed as a departure to the development plan. Work has commenced on the production of the Shaping Places Local Plan and evidence is currently being garnered in support of that Plan. However no weight can be attached to the emerging Local Plan at this time. Where the development plan operating in an area

is silent on a particular land use issue or proposal or where policies are absent or out of date, then substantial weight must be afforded to the NPPF and that authorities should grant planning permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, with particular regards to the following sections:

- Building a strong, competitive economy
- Ensuring the vitality of town centres
- Promoting sustainable transport
- Delivering a wide choice of quality homes
- Requiring good design
- Promoting healthy communities
- Meeting the challenges of climate change, flooding and coastal change
- Conserving the natural environment
- Conserving and enhancing the historic environment

8.3 In driving sustainable development, the NPPF sets out the economic, social and environmental roles of planning seeking to achieve sustainable development: contributing to building a strong, responsive and competitive economy; supporting strong, healthy and vibrant communities; and contributing to protecting and enhancing our natural, built and historic environments. It also provides a set of core planning principles described previously in this report.

8.4 Local Planning Authorities are expected to set out a clear economic vision and strategy for sustainable economic growth and to identify priority areas for economic regeneration, infrastructure provision and environmental enhancement. The development plan is considered to be the key to delivering sustainable development that reflects the vision, aspirations and agreed priorities of local communities. An adequate, up-to-date and relevant evidence base is required.

8.5 Arguably the Council's Core Strategy aligns well with the core sustainability principles promoted throughout the NPPF. A clear development strategy has been set out in the interests of securing continued growth and achieving sustainable development. It proffers an urban focussed approach to growth.

8.6 Policy CS2 (Jobs) sets out its ambition to create sustainable communities by delivering new jobs sufficient to meet the employment needs of a growing population through creating jobs in accessible locations, reducing out-commuting, offering a choice of work opportunities, meeting the needs of existing businesses and promoting higher value activity.

8.7 The NPPF states that sustainable development is the "golden thread" running through both plan making and decision taking. For decision taking this means approving development proposals that accord with the development plan without delay and where the plan is absent, silent or out of date, then planning permission

ought to be granted unless any adverse impact of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF as a whole.

8.8 The proposal seeks to enhance economic growth in the area, by providing land for employment uses, providing 450 new jobs and helping to secure 700 existing jobs. It is estimated that approximately 85% of new jobs would go to local people; therefore the proposed development would have significant beneficial effects on the employment status and nature of the local area, creating long term employment and economic activity. There is also potential for additional economic activity and multiplier effects as a result of the proposed development. These include jobs, expenditure and income associated with additional local income and supplier purchases and knock-on effects as part of the supply chain (more purchases further along the supply chain) or in terms of income (greater local expenditure as a result of those deriving income from the development).

8.9 In terms of employment generation from the construction phase of the development, it is anticipated that 100 plus jobs would be created, with that figure potentially rising to up to 180 workers during the later stages of the project.

8.10 Core planning principle 3 of the NPPF makes it clear that planning should proactively drive and support sustainable economic development and paragraph 19 states that 'significant weight' should be given to the need to support economic growth. In line with Policy CS2, it may be possible to include a condition that requires the submission later of a detailed economic strategy prior to the submission of Reserved Matters. The strategy could be worded to meet the following objectives behind Policy CS2: namely more diverse local economy, attracting and developing knowledge and higher technology employment uses, supporting skills and innovation, self-containment, higher value job opportunities and reduce out-commuting.

8.11 There is a potential conflict with Policy CS7 (Rural Area), which states that development in rural areas outside defined centres will be limited to that required in order to meet an identified need. However there is a strong argument to suggest that the need for the proposed development would be unlikely to be satisfied on any other site (given the clear advantages of and need for locating the development adjoining the existing MOD base). The proposed development would therefore add to the Borough's portfolio of employment land and would be in close proximity to other existing employment uses and be developed to meet a specific and identified need that cannot be addressed elsewhere. Accordingly, the proposal would be in accordance with Policy CS7.

8.12 In bringing forward this site for economic growth, the proposals also makes good use of existing road and rail connections, which themselves provide sustainable transport options for the transport of goods during construction and

operation. The NPPF places 'significant weight' on the need to support economic growth through the planning system. However there are a number of areas of potential policy conflict in the detail of the proposal particularly in terms of adverse landscape and amenity impacts and impacts on the historic environment that will arise from the Fulfilment Centre proposals. Both issues can be mitigated to a degree but there will be a compromise that the Council acting as LPA will need to make in reaching a favourable decision. There are a number of other impacts arising from the development, which are discussed below but which, it is fair to say can be addressed through appropriate mitigation and planning conditions.

Landscape and Visual Impact, Design and Residential Amenity

8.13 Paragraph 9 of the NPPF states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment. One of the core principles enshrined in paragraph 17 of the NPPF requires planning to recognise the intrinsic character and beauty of the countryside and supporting thriving rural communities within it. In addition, paragraph 109 states 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 (amongst other factors).

8.14 Chapter 7 of the NPPF relates to good design. Paragraph 56 states that good design is a key aspect of sustainable development and should contribute positively to making places better for people. It is also enshrined in the core planning principles – planning should always seek to secure high quality design and good standards of amenity for all existing and future occupants.

8.15 The following policies firstly of the Adopted Core Strategy (CS) and secondly the Saved Policies of the Wrekin Local Plan (WLP) are relevant to the consideration of the landscape and visual impact of the proposal:

8.16 Policy CS12 (Natural Environment) seeks to protect and enhance the natural environment of the Borough. The Policy protects the Shropshire Hills Area of Outstanding Natural Beauty and the Borough's Sites of Special Scientific Interest, Areas of Special Landscape Character, Local Nature Reserves, Wildlife Sites and Ancient Woodland sites from development that could potentially have an adverse impact on their sustainability.

8.17 Policy CS15 (Urban Design) acknowledges that attractive, responsive and adaptable environments in which to live, work and play are essential to creating sustainable local communities. The Policy states the design of development will assist in creating and sustaining safe places, strengthening local identity and projecting a positive local image. It will positively influence the appearance and use of the local environment.

8.18 WLP Policy UD2 (Urban Design) states that when considering whether a development proposal is of an appropriate design quality, and relates positively to its context, scale, massing, form, density, orientation and layout, proportions, materials, landscape elements, access and spatial quality will all be considered. The following urban design principles will be used to assess the degree to which the development: 'Respects and responds positively to the context, both visually and functionally, and enhances the quality of the local environment through high quality and, where appropriate, distinctive design.

- a) Produces a positive spatial structure and sense of place, at a human scale, through an integrated approach to the site combining layout, building form and design, hard and soft landscape elements, access and parking.
- b) Respects and integrates with the wider landscape setting, and topography, and retains open spaces which make a positive contribution to the site and its context.
- c) Respects and relates to any adjacent buildings and features of townscape value and protects or enhances local features of particular architectural, historical, landscape or nature conservation value.
- d) Preserves or reinforces existing or historic street patterns, layouts, development grain, traditional frontages and boundary treatments.
- e) Maintains and exploits important landmarks, views to and from the site, and respects or enhances the quality of the skyline.
- f) Maximises permeability through protecting and reinforcing existing movement patterns and maximising the potential pedestrian and other links both through the site, and to the surrounding context.
- g) Applies other standards in the plan with imagination and flexibility, especially in infill situations, on sensitive sites where it is otherwise considered necessary to produce a design which reinforces the character of the context, or produce a sense of place in new developments.
- h) Produces a safe and secure overall environment through careful attention to layout, the design and orientation of building form, hard and soft landscape provision, attractive safe and convenient access network and parking provision'.

8.19 WLP Policy UD4 (Landscape Design) requires an integrated approach in relation to landscape design that is reflected in the form and design of development proposals. A landscape assessment may be required as part of the planning application, for example in relation to large-scale developments or those on sensitive sites.

8.20 Land outside of the Application Site to the north is a designated Area of Special Landscape Character under WLP Policy OL2 (Designated Areas). The Policy states that development that is likely to adversely affect, directly or indirectly, areas of special landscape character will not be permitted unless the applicant can

demonstrate that the benefits of the proposal significantly outweigh the importance of the area.

8.21 WLP Policy OL11 (Woodland and Trees) states that the Council will seek to retain and enhance the contribution that trees and woodland make to the landscape character of the District. This is to be promoted by Tree Preservation Orders, where appropriate, to protect trees and woodland areas of significant amenity value; resisting development proposals that would result in the loss of trees which make a valuable contribution to the character of the landscape, a settlement or its setting or have a significant ecological value; supporting initiatives for woodland management, tree planting and creation of new hedgerows, where appropriate, through legal agreements. It will be noted later in the report that the intention is to provide a "Fund" through the route of a binding Memorandum for future planting.

8.22 The landscape character of the area is very broadly defined (in part) in the Council's 2007 Landscape Sensitivity and Capacity Assessment. This was based on zones identified by the LPA for assessment and an overall analysis of the sensitivity of each zone undertaken. The purpose of the report was to identify whether undeveloped areas of the Borough would have capacity to accommodate housing without adverse landscape impacts. The most western part of the Site falls just within an identified medium-low sensitivity area. This is defined as areas where key characteristics of the landscape are resilient to change and / or are of a limited intrinsic value as a landscape resource. The Donnington area looked at three sites specifically, none of which encompassed the Application Site and Donnington was noted as comprising open flat land to the north, which applies to the locality.

8.23 The Landscape Assessment forming part of the ES having regard to the various landscape typologies found in the area concluded that the Local Landscape Character Area can reasonably be categorised as moderate quality and value.

8.24 The information contained within the ES shows that the proposed development would be visible from much of the study area. The substantial height of parts of the development means that it would only be fully screened from view in locations where there are large plantation woodlands or rising land. The proposed development would not be visible therefore from the southern part of Telford, 2.5km from the development site, or from approximately 2km north-east and east of the Site, where rising land screens the site from view. The presence of new warehouse buildings (18 - 35 m high), office buildings, car parking, hard standing, roads, the altered land form of the Site and the presence of landscaped earth banks around the perimeter would result in a fundamental change in the view from locations close to the site. From further away, the warehouse buildings would be visible above trees and woodland belts as uncharacteristic urban elements in views that are predominantly rural in character. Where the urban area of Telford is visible in the background of the view, the new development would be seen in the context of the

urban environment. The proposed development would be situated in the countryside, but on the northern boundary of the urban area of Telford. The Site lies outside any formal landscape designated areas. The Hortonwood Industrial Estate and MOD Donnington base are immediately adjacent to the development site. The development would therefore be similar in nature to the type of development already in the area; however, the new buildings would be substantially taller than existing buildings which typically range from between two and five storeys high. The development would be highly visible from the nearest dwellings but further afield, the development would be seen against the background of the existing MOD base and the significant Hortonwood development.

8.25 Tranquillity close to the development site would be reduced during construction but the activity generated by the development in operation would be similar to that already taking place in the area; since the existing MOD Donnington base is already in 24 hour use, the development in operation would not have a noticeable effect on tranquillity or the night-time character of the area. A small number of trees would be lost as a result of the development but the existing vegetation on the countryside and the green infrastructure network of the Hortonwood Industrial Estate and around the MOD Donnington base would help contain many of the impacts generated by the proposed scheme during operation.

8.26 There would be significant adverse effects during construction on landscape character in the Estate Farmlands LCA and on the Lowlands Moor LCA, which includes the Strine Levels ASLC, which are close to the development site. Effects would dissipate to non-significant with increasing distance from the Site. There would be significant adverse effects during operation on landscape character in the Estate Farmlands LCA which is close to the Site. Effects would dissipate to non-significant with increasing distance from the Site.

8.27 There would be significant adverse impacts during construction and year one of operation on views from residential properties and public rights of way within 1km of the site, including Hoo, Preston Upon the Weald Moors and Horton. More distant receptors would not experience significant adverse effects. After 15 years of operation, the proposed woodland and avenue planting would screen most views of the development from the properties within 500m of the Site, but the substantial height of the building would mean they were still visible from longer distance views. There would be no adverse significant effects during construction or operation on the Shropshire Hills Area of Outstanding Natural Beauty or the Strine Levels Area of Special Landscape Character.

8.28 The scheme is in outline form only and as such the layout of the development and the design of the individual buildings are not being assessed at this stage. However the outline application is required to demonstrate that a development of the size proposed can be successfully accommodated on the site. Considerable

information is supplied within the Design & Access Statement and application plans and parameters drawings to help demonstrate the likely impacts on neighbours as well as the landscape. It is however at the Reserved Matters stage when detailed design can be considered. The parameters are what have been assessed in the ES. It is the parameters - maximum heights and widths - that can be conditioned in any outline permission together with the requirements for landscaping, including mounding. But although layout is a Reserved Matter, Government guidance still requires that information be submitted on the approximate location of the buildings, routes and open spaces, explaining the principles behind the development blocks and how these will inform the final layout in future Reserved Matters. Similarly with landscaping, Government guidance requires that the DAS should explain the principles of any future landscaping scheme. The indicative submitted for illustrative purposes sets out proposals for a substantial landscaping buffer.

8.29 Overall, the ES and Landscape Impact analysis fairly portrays the likely impacts and conclusions that significant adverse impact will arise both during construction and post development when the buildings are operational. The proposed development in terms of the immediate surrounding area would result in the introduction of large scale new buildings, car parks, access roads, earth mounding and new woodland into what are currently arable fields in a rural area albeit with a backdrop of existing industrial buildings. The proposed development would be apparent in the area and result in a discernible change in character although existing woodland and trees and proposed new planting would help reduce the impact.

8.30 The proposed planting principles would include new woodland on raised levels around the northern and western areas of the site to help screen the new development for the surrounding area and to integrate it into its surroundings. Planting species would be appropriate to the local landscape character of the area. Tree belts would be planted along the southern side of the development site, along the new roads, along the eastern boundary of the eastern part of the site and between the two parts of the site.

8.31 It is also considered that after 15 years of operation the proposed planting would reduce the impact of the development even further. However without doubt whatsoever, the scale of the development would mean it will always have an impact on the landscape and will always have a significant impact on the amenities of dwellings to the north at The Hoo.

8.32 Additional mitigation measures in terms of the design and finish of the proposed development may reduce the visual impacts on amenity. These could include articulation of the roof line of the proposed buildings to minimise apparent mass and using an appropriate colour to the cladding so as to reduce impacts slightly. But Members must be aware a 35 metre high structure will dominate views

from these dwellings and will certainly have a detrimental effect upon the amenities enjoyed by these residents, although mitigation has been submitted and the opportunity for yet further mitigation off-site will occur should a funding scheme be formulated. It is not anticipated that the proposals will result in overshadowing of properties or private garden areas. The Hoo Farm Animal Kingdom will also be affected in terms of visitor experience and enjoyment. It is difficult to quantify the impacts arising from a proposal of this size on such experience. But it must be pointed out that the zoo's exotic animal housing is very close to the site's eastern boundary whilst the centre's footpath network runs parallel to the site's eastern boundary. The owners state that animals of this nature are highly sensitive to noise and light pollution and the recently built housing will need to be relocated elsewhere within the site – it is claimed that the impacts may be so significant that they will no longer be able to operate this aspect of animal keeping. On balance however, whilst there will be some diminution of certain aspects of the business, sensitive animal housing and internal footpaths could be relocated within the farm complex whilst conditions can avoid unnecessary light pollution.

8.33 It must be acknowledged that the owners of the Hoo Farm Animal Kingdom are supportive of the proposals in principle but are deeply concerned about the impact of the proposals shown in the outline submission, particularly the maximum height parameters. They have offered land to the applicants in order to reorientate/reposition the buildings away from the farm and indeed away from properties at The Hoo and have presented plans that indicate the possible repositioning of the large building to span the lower part of the two fields which adjoin the existing tank testing facility within the MOD and the Hortonwood industrial estate. They remain concerned that the opportunity to negotiate an acceptable compromise that would improve conditions for everyone living in the immediate area has not been taken.

8.34 Whilst the new buildings would be significantly taller than those existing at Hortonwood, the existing vegetation of the countryside and Green Infrastructure Network of the Hortonwood Industrial Estate and the adjacent MOD Donnington would help contain many of the impacts generated by the proposed scheme once developed, particularly at increasing distance from the site. The adverse effects on landscape character would be greatest in the area immediately surrounding the site but would dissipate with increasing distance from the application site.

8.35 The proposed development however will be subject to substantial landscaping measures and this can be conditioned. The adverse impacts of the development on landscape and visual impact during construction would only be temporary, and once built, with appropriate mitigation measures including detailed landscaping proposals and a good design and finish on the buildings, the impact of the development although having a significant adverse impact from close by would be softened and as explained above dissipate with distance. These measures in combination are

considered to be reasonable mitigation. On this basis the proposed development has sought to address the requirements of 'saved WLP Policy OL2 as it is outside of any landscape sensitive zone, and landscape design has been integrated into the development proposals, in accordance with the requirements of WLP Policy UD4. The adverse impacts have to be weighed against other positive aspects of the proposed development and this is spelled out fully in the final paragraphs of this report.

Historic Environment

8.36 Section 12 of the NPPF deals specifically with the historic environment. It directs LPAs to set out in their local plans a positive strategy for the conservation and enjoyment of the historic environment, conserving heritage assets in a manner appropriate to their significance. The NPPF sets out a significance-based approach to planning decisions, requiring sufficient evidence of the assessment of the significance of the heritage asset to be weighed against the benefits of the proposal delivering sustainable development. The NPPF advocates the grant of planning permission, unless substantial harm to or loss of a heritage asset can be demonstrated as a result of the proposal.

8.37 Annex 2 of the NPPF defines heritage assets as:

A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

8.38 It goes on to define heritage significance as:

The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

8.39 Designated heritage assets are defined as World Heritage Sites, Scheduled Ancient Monuments, Listed Buildings, Protected wreck sites, Conservation Areas, Registered Parks and Gardens and registered Battlefields.

8.40 Paragraph 131 states that in determining planning applications, LPAs should take account of the desirability of sustaining and enhancing the significance of the heritage asset and putting them into a viable use consistent with their conservation, the positive contribution that conservation of heritage assets can make to

sustainable communities and the desirability of new development making a positive contribution to local character and distinctiveness.

8.41 Paragraphs 132 and 135 set out the criteria for assessing the impact of development on the significance of designated and non-designated heritage assets. In summary:

- Substantial harm to or loss of designated heritage assets of the highest significance (i.e. scheduled monuments, protected wreck sites, battlefields, Grade I and II* listed buildings and registered parks and gardens and World Heritage Sites).
- Substantial harm to or loss of Grade II listed building, park or garden should be exceptional.
- Less than substantial harm to a designated heritage asset should be weighed against the public benefit of the proposal.
- A balanced judgement having regard to the scale of any harm or loss and the significance of a heritage asset will need to be made for proposals that affect non designated heritage assets.

8.42 The setting of a heritage asset is also defined in Annex 2 of the NPPF, which states:

The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.

8.43 Policies relating specifically to the protection of the setting of listed buildings in the Adopted Local Plan were not saved but have in any event been superseded by the NPPF. However Saved Policy HE25 relating to the preservation and enhancement of buildings of local interest is relevant and this Policy also seeks to resist demolition and development which would have an adverse impact upon the character, form and fabric or the setting of the building. Policy CS14 (Cultural, Historic and Built Environment) the policy recognises that such assets help underpin the overall quality of life for the community and visitors helping to deliver wider economic, social and environmental objectives. Protecting and enhancing the historic environment is one of the key policy requirements.

8.44 A study area of 1km from the Site boundary was defined within the ES to identify all designated and non-designated heritage assets. The principal assets are listed as follows:

- Grade I Listed Building – Preston Hospital, Preston Upon the Weald Moors
- Grade II* Listed Building – Hoo Hall, Preston Upon the Weald Moors
- Other-statutorily Listed buildings at Hoo Hall – not listed individually but forming part of the curtilage to the Grade II* building.

- Grade II Listed Buildings - four Grade II Listed Buildings are present within the study area within the village of Preston Upon the Weald Moors. All Grade II Listed Buildings within the study area are of medium heritage value:
- Church of St Lawrence, Preston-Upon-the-Weald Moors
- Lodges at south-eastern entrance of Preston Hospital, Preston-Upon-the-Weald Moors
- Preston Hall, Preston-Upon-the-Weald Moors
- Village Farmhouse, Preston-Upon-the-Weald Moors
- Historic settlements of Hoo hamlet, Horton Village and Preston Upon the Weald Moors

8.45 The ES describes each heritage asset and then goes on to identify likely environmental effects on the heritage asset (upon the setting of such) in terms of magnitude of impact and significance of impact arising during the construction phase and once the development is operational.

8.46 Although the hamlet of Hoo will not be physically affected by the proposed development, the close proximity of the relatively small number of dwellings within 40 metres of the boundary, the loss of agricultural land to the south of the hamlet and the appearance of the new buildings within the Site would affect the historic setting of this asset. The magnitude of impact during the construction phase on The Hoo will be of major adverse magnitude and at operation, the impacts will be moderate to large or significant. Mitigation in the form of a landscaped mound and planting is proposed, which may help slightly. However even with planting, the impact on the historic setting of The Hoo hamlet will not be substantially reduced and the magnitude of impact will remain significant.

8.47 The other historic asset that will be significantly affected is the Grade II* Hoo Hall. Hoo Hall and the farm outbuildings will not be physically affected by the proposed development. However, the loss of agricultural land to the east of the asset and the appearance of the new buildings within the Site boundary would affect the historic setting of this asset. The magnitude of impact during the construction phase on Hoo Hall and its buildings is likely to be moderately adverse but at completion and operation, the magnitude of impact is likely to be moderate to large or significant by virtue of the size and proximity of the large structure.

8.48 No other heritage asset mentioned above is deemed to be seriously impacted by either construction activities or operational activities.

Flood Risk and Land Drainage

8.49 A Flood Risk Assessment (FRA) has been submitted that complies with the requirements of the NPPF. The FRA proposed design measures for surface water drainage and foul water drainage, which can be conditioned as part of any outline

permission. As a strategic (rather than a detailed drainage proposal), the FRA concluded that the following options would be taken forward to the detailed design stage.

8.50 In terms of surface water drainage, the preferred option proposes a balancing (attenuation) pond in the north west of the site. The attenuation pond could also be designed to contain a low level of water at all times during operation, to aid and promote biodiversity. The aim would be to not redistribute the flows into the existing catchment area and drainage systems. Discharge would be gained via a ditch along the western Site boundary and the Crow Brook tributary. The final attenuation volume and arrangement will be subject to detailed design when the proposed drainage system has been modelled.

8.51 The area to the north of the site contains a watercourse that flows through the site; similarly existing land drains from the area to the east (Hoo Farm) also flows through the site. Both drainage systems flow to the Crow Brook. The maintenance of these ditches has caused concerns for landowners who point out that the area of the moors is particularly difficult in terms of high water table and waterlogging. The area is pitted with private boreholes providing water supplies to residents at The Hoo and beyond.

8.52 The source of Crow Brook is Trench Pool (raised reservoir), located approximately 1.8km south of the Site. Crow Brook flows northwards approximately 600m west of the Site towards Strine Brook, which then links to the River Strine approximately 4.6km north-west of the Site.

8.53 The discharge of surface water flow to the tributary of the Crow Brook within the site is considered advantageous as it would avoid the need for a STW sewer connection. The EA has commented favourably but point out that the Crow Brook forms part of the Hortonwood Open Channel system that was adopted by Severn Trent in the 1960s. The views of Severn Trent Water are awaited; however the EA has offered alternative solutions for consideration. It is considered that the matter of surface water can therefore be left to the detailed design stage in the knowledge that alternative solutions are available.

8.54 In terms of potential risk of flooding, the EA confirm that the site located in Flood Zone 1 (low probability) based on their indicative Flood Zone Map.

8.55 Furthermore, assuming the options for attenuation (balancing pond) are brought forward at detailed design stage, the surface water flows from the proposed development will be attenuated within the site boundary for up to 1 in 100 year plus 30% allowance for climate change event and routed through a flow control device. The flow control device will limit the peak pass forward flows to no greater than those

calculated based on recommended Greenfield run-off flow rates recommended by TWC.

8.56 In terms of foul water drainage, this will be discharged to a nearby STW sewer via a single outfall to a connection point in the south-western corner of the site. As the existing STW foul sewer branch begins south of the site and appears to have few properties connecting to it, it is likely that the sewer has adequate capacity.

8.57 Mitigation measures are proposed to manage pollution risks to surface and ground water resources during construction and further consultation will be undertaken with the EA and utility company to inform the detailed design stage. As a result, no significant residual impacts on land drainage and water resources during the project life span are expected to occur. In other words all residual impacts, which are insignificant in any event, are able to be mitigated as part of the planning conditions.

Ecology and Nature Conservation

8.58 In relation to protected species the NPPF requires that the planning system should contribute to and enhance the natural and local environment by minimising impacts on biodiversity and providing net gains in biodiversity where possible, contributing to the Government's commitment to halt the overall decline in biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures.

8.59 Paragraphs 192 and 193 further add that the right information is crucial to good decision-taking, particularly where formal assessments are required...one of these requirements is the submission of appropriate protected species surveys to be undertaken prior to determination. The presence of a protected species is a material planning consideration. This is consistent with the commitment given to the protection and enhancement of the natural environment in CS Policy CS12 – The Natural Environment.

8.60 Paragraph 18 states that “When determining planning applications, local planning authorities should aim to conserve and enhance biodiversity by applying the following principles:

- If significant harm resulting from a development cannot be avoided (through locating on an alternative site with less harmful impacts), adequately mitigated, or, as a last resort, compensated for, then planning permission should be refused.”

8.61 Under the relevant Habitats Directive and associated Regulations, a protected species survey must be undertaken and it is for the applicant to demonstrate to the Local Planning Authority that the 3 strict derogation tests can be met prior to the determination of the application. Following consultation with Natural England (NE)

and the Council's Planning Ecologist, it is essential that the LPA considers the advice given (including the Standing Advice of NE) and recommendations given prior to determination.

8.62 An Extended Phase 1 Habitat Survey and consideration of historic records have been undertaken. The ES has assessed all ecological features within a Zone of Influence of 2km around the Site and confirmed that there are no statutory designated sites within 2km of the proposed development. There is a Site of Special Scientific Interest (Muxton Marsh) and a Local Nature Reserve (Granville Country Park) within 2km of the south east of the Site. There are no Tree Preservation Orders within the proposed development boundary.

8.63 The Assessment has concluded that of all protected species, the only ones vulnerable as a result of the proposed development during both construction and operation were:

- Bats – In terms of commuting and foraging habitats the loss of habitat as a result of the removal of broad leaved semi-natural woodland
- Great Crested Newts – In terms of death or injury of individual newts and the loss of terrestrial habitat. The latter involving the loss of a pond within 250m of a known habitat is likely to require a licence from Natural England.

8.64 As a result, the ES identifies suitable mitigation measures to ensure that the impacts on identified species would be as minimised. These include mitigation both during construction and operation, as follows:

- The fencing of hazardous areas or open trenches during construction to prevent wildlife from being injured.
- A range of bat boxes to be installed on mature trees, away from areas of intense light, to encourage bats to roost around the Site.
- Any vegetation works to be undertaken outside of the bird breeding season and a range of bird boxes installed after construction within retained woodland and hedgerows to provide short time nesting locations while new planting establishes on the Site and offer longer time alternatives to the trees that will be lost.
- All scrub and tall grassland to be removed in Autumn and by hand and all vegetation cuttings removed from the Site.
- A qualified ecologist employed if any reptiles are discovered during construction works.
- Significant landscape planting, tree replacement and new tree planting is proposed on the north and western site boundaries, plus the eastern boundary and within the Site between buildings, as set out in the Landscape Design at Volume 2 of the ES.
- A 6,000 sq m balancing pond is also proposed in the north western part of the Site, to improve on-Site amenity and provide a sustainable solution to on-site drainage which would also provide a wetland habitat.

8.65 Should permission be granted, in line with the advice of the Planning Ecologist and NE's Standing Advice, the applicants will be expected to deliver ecological mitigation and enhancement measures through a detailed habitat creation plan and a habitat management plan to be submitted for approval at Reserved Matters stage. This is sufficient to ensure that following mitigation, no local/district negative impacts will result in a significant ecological effect and meets the requirements of CS Policy CS12.

Traffic and Transport

8.66 Section 4 of the NPPF aims to promote sustainable transport and encourages local authorities to support a pattern of development which facilitates the use of sustainable modes of transport. The traffic impacts of new development should be managed and proposed development only refused planning permission on transport grounds where the impacts of development are 'severe'.

8.67 The application is supported by a Chapter of the ES that identifies environmental impacts arising from the development whilst a Transport Assessment (TA) has been submitted and which considers the access to the application site as well as the traffic impact associated with the proposed development, including key junctions of the highway network. The Highways Agency was consulted to ascertain whether impacts would arise on the motorway network.

8.68 The TA reviews the existing situation surrounding the site and then assesses the transport impact of the proposed development. Potential changes on traffic and transport likely as a result of the development have been assessed.

8.69 The proposed development will be accessed from within the existing MOD Donnington base i.e. all principal traffic will utilise the existing MOD access onto the wider highway network. There are two main security controlled gates to the highway network:

- West Gate – off Hortonwood 30, to the east of the Hortonwood 37 / Hortonwood 30 roundabout junction. Traffic using this access predominantly consists of HGVs; and
- South Gate – fed by the north west arm of the Wrekin Drive / Wellington Road roundabout junction. Traffic using this access comprises of staff and visitors to MOD Donnington.

8.70 The proposals depict the construction of a new access from within the existing MOD Donnington base leading off the existing internal access road. Routes from the existing accesses (West Gate, South Gate and North Gate) will be upgraded where necessary to enable all vehicles to access the site safely. There is the potential to

create an emergency access to the Site will be provided off Hortonwood 60, and this opportunity is illustrated on the site layout drawings.

8.71 The Strategic Highway Network (SHN) in the area of the development comprises of the M54. There are four junctions on the M54 in close proximity to Telford. Junctions 4, 5 and 6, which are accessed via the A4640 and A442 respectively, are the main points of access from the development to the SHN. The M54 motorway connects Telford to the West Midlands. It is expected that predominantly Heavy Goods Vehicles (HGVs) will access the site via the SHN.

8.72 As part of the national Pinch Point Programme, a series of improvements are currently being constructed at M54 Junction 5 to alleviate congestion, particularly at peak travel times. The proposed works include the signalisation of some parts of the Forge roundabout junction. The works are predicted to be completed by 31 March 2014.

8.73 Vehicular access and movements created by the proposed development have been assessed on the trip rates generated traffic flows anticipated for the development. The impact on the existing road network and junctions surrounding the site has then been assessed. The applicant's Transport Assessment has concluded that the percentage impact of the development on the highway network is not significant and there is capacity within the junctions assessed to accommodate the proposed development. Further clarification has been sought on the modelling of the network capacity assessment and Members will be updated at the meeting as to this aspect of the development

8.74 Furthermore, a Framework Travel Plan (FTP) has been prepared to accompany the TA and sets out the proposed travel demand management measures in order to reduce traffic generation and the likely impact on the surrounding area, and this would be imposed as a planning condition. The Highways Engineer has commented that the Framework Travel Plan needs further work but this can be conditioned as part of any outline permission in the normal way.

8.75 The proposed development will provide a total of 806 car parking spaces comprising:

- Main warehouse building – 500 car parking spaces
- Other warehouse building – 215 car parking spaces
- B1 Office Building – 91 car parking spaces

8.76 Based on the MOD operations and proposed operation of the development, that the parking proposed is sufficient to meet the requirements of the MOD, based on shift patterns of work which are employed. The proposed level of parking can accommodate the predicted trip generation profiles.

8.77 In terms of public transport, the levels of public transport access to the site are reasonable but once inside the MOD establishment, workers will have to walk to the proposed development the subject of this planning application. The Application Site is approximately 600 metres from the West Gate and 1,400 metres from the South Gate.

8.78 An existing Public Right of Way (PRoW) that runs north-south through the Site will be diverted around the Site's southern boundary. Given the nature of the site development and land take, this diversion is considered an acceptable response to PRoW in planning terms. However correct processes will need to be undertaken to effect this diversion. It is noted that concerns have been expressed from user groups who believe that this route has greater usage/status than a public footpath; however, the current status of the route is that of a public footpath. It is the view of officers that a sufficiently convenient and commodious re-routing of the PRoW is achievable but that further discussions will need to take place in terms of how the MOD will manage security issues.

8.79 Existing cycle routes are also present in the vicinity of the site, located to the south, east and west of the application site and existing MOD Donnington facility and the A518 and A4640 are also designated as advisory cycle routes, which provide good connectivity to and from the existing MOD facility. Cycle parking spaces will also be provided to serve the proposed development.

8.80 There are a number of bus stops in the vicinity of the Application Site, all within 400 metres of the existing MOD base at School Road (south), Trench Road (south) and Station Road (east). Bus services 33, 33A, 55 and 481 would all service the bus stops identified. The nearest railway station is Oakengates Rail Station, located approximately 2.5 miles from site. From the railway station pedestrians can access the site via bus which leaves from Station Road nearby and access the existing MOD facility by bus.

8.81 There is reasonable public transport accessibility to the Site and a Framework Travel Plan (FTP) has also been prepared to support the Planning Application. This sets out measures to encourage staff and visitors to reduce their reliance on the private car and choose public transport, or to walk or cycle. Detailed travel surveys will be undertaken to monitor the modes of travel to the site and initiatives to encourage modes other than the private car encouraged. A full Travel Plan will then be developed within 6 months of occupation of the site and regular monitoring undertaken following this in accordance with agreed measures.

8.82 Following the implementation of a CEMP (controlling traffic movements during construction), a Route Strategy (for HGV movements) and a Framework Travel Plan during operation it is felt that subject to conditions, issues involving highways and

transport can be satisfactorily managed. The Travel Plan monitoring will require funding however.

Noise and Vibration

8.83 Section 11 of the NPPF states that planning policies and decisions should prevent development from contributing to or being put at unacceptable risk from, or being adversely affected by unacceptable levels of soil, air, water or noise pollution or land instability. Furthermore, new development should be appropriate to its location, and the effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution, should be taken into account. Policies CS9 and CS13 of the Core Strategy state that development which would have negative environmental effects will be resisted, unless satisfactory mitigation can be provided.

8.84 It was agreed at an early stage in the pre-application process that the following potential areas of concern needed to be considered:

- Access to the site and the potential for disruption to the local residents from delivery vehicles and workers during both the day and night;
- Potential for underestimating noise breakout from the new buildings is minimised by assessing the building envelope;
- Possibility of structure-borne noise from the proposed automated mechanical plant within the large warehouse; and
- Potential sources of mitigation such as barriers and enclosures.

8.85 The study area for potential noise sources based on the site, both the operational and construction assessment encompassed the main site and buildings up to 200m away from it. This area captured the sensitive receptors most likely to be affected by the development. These include dwellings to the north of the Site including Hoo Farm, Hoo Hall and adjacent properties (The Hoo) and residential properties along Horton Lane to the south west.

8.86 Effects on surrounding properties relating to noise from construction operations. An indicative construction programme has been produced for the proposed development, which will be of 18 months duration, working 07:00 to 17:00 Monday to Friday, with the works following a two-phased approach. The first three months will be transport intensive with up to 28 predicted HGV movements per hour. Other tasks proposed for this initial period are the construction of the access road, site establishment and earthworks. The second phase (months 4 – 18) will focus on the construction of the development. It is assumed that during this phase there will be a variety of construction noise sources that could have an impact on sensitive receptors close to the site, including site clearance and preparation, foundations and piling, frame erection and landscaping.

8.87 Following completion of the development (operation phase) the noise sources would be from fixed plant and internal/external operation of vehicles, plant and equipment involved with unloading and loading, manoeuvring, fork lift truck movements etc., and noise levels would be likely to occur associated with those activities. The proposed landscape bund along the northern and western boundaries of the Site will help to reduce operational noise levels generated at ground level.

8.88 Once detailed design becomes available and the above activities can be quantified with accuracy further assessment will be necessary at the Reserved Matters stage. If the resulting noise levels predicted achieve the target boundary rating noise levels then the noise and vibration effects will be non-significant. Taking a worst-case view it is recommended that noise attenuation is taken into account when the final designs are undertaken as any attenuation that may be needed will be most effective when incorporated into the design of the building.

8.89 The assessment concluded that there would be no significant change to existing noise levels as a result of the operation of the proposed development and that any increases would be controlled through planning conditions.

Other material planning considerations

8.90 The ES has considered other issues including socio-economic and Soils and Geology, whilst the normal development management considerations associated with ground conditions and use of agricultural land have been assessed in the Planning Statement and associated documents. No other matter gives rise for concern. It is advised that a sum of money is set aside as a Planning Obligation to secure a grant scheme that could be used to encourage off-site woodland planting and management and additional off-site landscaping works. It is suggested that this is secured by way of a Memorandum that agrees to set aside a sum of £50,000 to encourage such planting schemes to come forward.

9.0 CONCLUSIONS

9.1 The National Planning Policy Framework at paragraph 14 states “At the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as the golden thread running through both plan making and decision taking...for decision this means:

- Approving development proposals that accord with the development plan without delay; and
- Where the development is absent, silent or relevant policies are out-of-date, granting permission unless:

Any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or specific policies in this Framework indicate development should be restricted.

9.2 The proposed development is considered to be sustainable, having regard to relevant site selection and sustainable principles, and meets the NPPF objectives of pursuing the development needs of the area and pursuing social, economic and environmental gains in a co-ordinated way.

9.3 In the context of this application, a view needs to be taken as to whether or not there are any adverse impacts that would significantly and demonstrably outweigh the benefits of granting consent when assessed against the Framework taken as a whole.

9.4 Whilst the development is contrary to the adopted Wrekin Local Plan as a site falling outside the urban limits of Telford, the need for this development as set out in terms of the national logistics plan for the MOD, along with safeguarding the future viability of the Donnington Facility are overwhelming considerations in favour of the proposals. The site adjoins the northern limits of Hortonwood and the application site in principle represents a natural extension to one of the most prestigious employment areas in the Borough. The site selection process and consideration of alternatives has revealed that this is the most suitable location to house such a large logistics centre with such close affiliation in physical land use terms with the existing MOD establishment.

9.5 Moreover, the proposed development would assist in securing the retention of existing employment at MOD Donnington, which amounts to 700 personnel, as well as the associated supply chain. Up to 450 permanent additional jobs will be created by the proposed development, plus up to 33 further jobs as a result of the multiplier effect. On the basis that the MOD currently employ approximately 85% of people from the local area, the creation of such additional jobs could result in a decrease of 0.5% in the level of unemployment in the Telford and Wrekin Borough. The imperative to support this application in the national as well as regional/local interest is significant and the contribution to the safeguarding and improvement of the economic prosperity of the Borough must be considered paramount. In such regard, the proposals would comply with relevant guidance in the NPPF which seeks to support and encourage economic growth and also in Core Strategy Policies CS2 (Jobs) and CS7 (Rural Area).

9.6 Clearly there are negative impacts associated with the development proposals that have been thoroughly appraised as part of a rigorous environmental impact assessment. Visual and landscape impacts arising from a building of the height proposed will be significant and such a structure will have a significant adverse impact on properties at The Hoo in particular and will also reduce the enjoyment of

the tourism facility at Hoo Farm for members of the public wishing to enjoy a zoo/animal centre that is located in the countryside. The proposals have sought to introduce appropriate and innovative design concepts including appearance and sustainable initiatives to develop an appropriate development in this proposed location which responds to its context, affords good connectivity and linkages and is responsive to landscape character. It is considered that the impacts on the Hoo Farm business can be mitigated through noise and lighting conditions. However the impact of the proposal on properties at Hoo Hall will remain significantly adverse post-development. As discussed earlier, additional mitigation is being negotiated and this will be the subject of further updating at Committee. Overall, this impact is balanced against the imperative and need described above.

9.7 The Transport Assessment accompanying the Planning Application has assessed the proposed development with reference to relevant planning policies in the NPPF and Core Strategy Policy CS9 and has concluded that the percentage impact of trip rates generated by the development would not be significant and the existing junctions have capacity to accommodate the proposed traffic flows. Traffic will be primarily off-peak and of modest scale. There is sufficient car parking to accommodate the proposed operation of the logistics facility and a Travel Plan will be developed to encourage the use of sustainable travel modes based on surveys set out in the Framework Travel Plan accompanying the planning application. The proposed development is considered acceptable in that it is considered that the effects anticipated as a result of the proposed development can be addressed through appropriate conditions to achieve the required mitigation of impacts arising from highway and transport perspectives. The suggestion made elsewhere in the report that a personal permission be issued is not supported as permission should normally run with the land and Government advice is that such conditions will scarcely ever be justified in the case of a permission for the erection of permanent buildings. As such, the development subject to the usual highway conditions accords with the NPPF and Core Strategy Policy CS9.

9.8 Surveys and work undertaken have indicated that provided appropriate mitigation measures are employed as necessary at construction and operational phases, the proposed development would have no adverse effects on amenity as a result of noise / vibration or air quality and dust. It is anticipated that any grant of consent would require the submission of a Construction and Environmental Management Plan as set out in the submitted ES.

9.9 Surveys and work undertaken have indicated that the proposed development would have no significant adverse ecological effects, and the development will protect and enhance natural habitats. These include the incorporating of new wetland habitat, tree planting and extensive areas of new landscape planting.

9.10 The Flood Risk Assessment and Water / Drainage Assessment has concluded that the proposed balancing pond, plus proposed drainage solutions would not increase the risk of flooding on the site and the balancing pond would be a sustainable method of dealing with water generated from the site, to the benefit of the proposed development.

9.11 The NPPF states that any harm to a designated heritage asset should be weighed against the public benefits of the proposal. In this instance, as set out in the Planning Statement and relevant chapter of the ES, the socio-economic benefits are considered to be so substantial that in this instance they outweigh any harm identified to the setting of the heritage assets.

9.12 On balance, the significant economic benefits of the scheme and retention of the MOD in Donnington are considered to outweigh the adverse visual impacts which would arise from the proposed development. It is designed to a specific height and size to meet operational requirements and mitigation measures have been devised at all opportunities, to reduce the visual impact of the building. This is a significant economic investment opportunity for the Borough and of national defence importance. The planning balance is therefore in favour of supporting the development.

9.13 In the context of the presumption in favour of sustainable development set out in the NPPF when taken as a whole and having properly assessed all environmental impacts and in so doing, acknowledging that there will be significant adverse residual impacts that have been properly considered as part of the planning balance, it is considered that the needs for the development and its sustainable development credentials outweigh the identified negative impacts. Accordingly it is recommended that permission be granted for the development.

RECOMMENDATION: That upon the Director of Development, Business & Customer Services signing a Memorandum in lieu of section 106 Obligation setting aside a sum of money of £50,000 to be administered as a grant for the planting of trees and hedges at selected off-site locations within 2 km of the site together with £10,000 to cover costs of monitoring of Travel Plan and £10,000 for planning monitoring, and subject to the following conditions, the final details of which to be delegated to the Development Management Manager, outline planning permission be GRANTED.

This decision has been taken in accordance with the Town & Country Planning (Development Management Procedure) (England) (Amendment No 2) Order 2012 and paragraphs 186 and 187 of the National Planning Policy Framework (March 2012), and this decision has been taken by the Council having worked with the applicant/agent in a positive and proactive way as set out in the Report to this application.

Conditions to include:

1. Time limit conditions
2. Reserved Matters
3. Highway conditions as recommended by the LHA and Directed by the HA, including conditions relating to means of access, car parking, vehicle turning and cycle facilities
4. Travel Plan requirements
5. Drainage conditions recommended by the Environment Agency
6. Drainage conditions recommended by the Drainage Engineer
7. Drainage conditions recommended by the IDB
8. Ecology conditions recommended by the Planning Ecologist and Natural England Standing Advice
9. Noise Conditions
10. Lighting conditions to prevent light pollution
11. Maximum parameters
12. Landscaping and landscaping management conditions
13. Tree protection
14. Site Environmental Management conditions (CEMP)
15. Land contamination conditions
16. BREEAM standards
17. Conditions as deemed necessary by the Development Management Manager

