

TWC/2014/0980

Land between, Castle Farm Way and A5, Priorslee, Telford, Shropshire
Outline application for residential development of up to 1100 dwellings, a commercial/employment centre (use classes B1a, A1, A2, A3, A4 and C3 uses) retention of existing farm shop, garden centre and play barn, erection of a primary school, local centre (use classes A1, A2, A3, A4, A5, C3 and D1 and D2 (community building)) a retirement village, with associated strategic landscaping, attenuation areas, open space, highways and other associated infrastructure with detailed approval for access arrangements from Castle Farm Way (A4640) and Watling Street (A5) with all other matters reserved

APPLICANT

Miller Homes Ltd

RECEIVED

05/11/2014

PARISH

Donnington and Muxton, St. Georges
and Priorslee

WARD

Muxton, Priorslee

OFFICER Vincent Maher

OBJECTIONS RECEIVED: Yes.

1. THE PROPOSAL:

1.1 Outline application for residential development of up to 1100 dwellings, a commercial/employment centre (use classes B1a, A1, A2, A3, A4 and C3 uses) retention of existing farm shop, garden centre and play barn, erection of a primary school, local centre (use classes A1, A2, A3, A4, A5, C3 and D1 and D2 (community building)) a retirement village, with associated strategic landscaping, attenuation areas, open space, highways and other associated infrastructure with detailed approval for access arrangements from Castle Farm Way (A4640) and Watling Street (A5) with all other matters reserved.

1.2 The applicant has submitted the following documents with this application:

- An illustrative master plan (amended in June 2015);
- A planning statement;
- Parameter plans showing land use and amount, development density, building heights; site access; phasing;
- Design and access statement;
- Transport assessment (and supplementary reports requested by the council's highways officers);
- Framework Travel Plan;
- A three volume environmental impact assessment (the EIA);
- Services and utilities report;
- Energy statement; and
- A statement of community involvement.

1.3 The development site area is 61.7 hectares. The application is in outline form with all matters reserved with the exception of access. Nonetheless, the

developer has given a commitment (to be confirmed through the use of a planning condition) that the development will be built in substantial accordance with the design and access statement, the planning statement, illustrative masterplan, use and amount parameter plan, density parameter plan, building heights parameter plan, and phasing parameter plan. The schedule of development (refer Table 1) indicates the following split of land uses:

Table 1: Schedule of development

Land Use	Land Area (ha)
Developable Housing Area (up to 1,100 units)	30.7ha
Commercial Land	2.4 ha
Local Centre	0.5 ha
Retirement Village (up to 60 bed apartment scheme or similar)	0.6 ha
Primary School	1.82 ha
Strategic Infrastructure	1.6 ha
Additional highways infrastructure	1.7 ha
Sports Pitches	2.4 ha
Children's/Youth's Play Areas	0.1 ha
Drainage Attenuation Features	2.8 ha
Green Infrastructure/ Informal open space	15.88 ha
Community allotments	1.2 ha
Total Area	61.7 ha

- 1.5 The revised illustrative masterplan shows how this would be laid out. Around half of the site would be developed for housing (Use Class C3) and a retirement village (Use Class C2). A core of uses to serve the community would be sited toward the centre of the site. These comprise a new local centre, a primary school, sports areas and a community centre. On the western edge of the site, an area of commercial land is proposed. In addition to retaining the existing garden centre and the "Quackers" Play Barn, a commercial play centre, this part of the site is also identified for office accommodation, other retail and ancillary commercial activity within the A Use Class and housing.
- 1.6 Extensive areas of play space and parkland are proposed, referred to as "green infrastructure" in the developer's planning statement. One large swathe effectively cuts the residential areas in two. A continuous belt of walking land is identified along the southern and eastern edges of the site. A second open area is proposed at the northern end of the site close to an ancient monument. Two full length football pitches are proposed and a community centre (indicatively shown as 250 sqm in area) as well as community allotments is proposed that would adjoin houses on Lichfield Close and Ely Close. These spaces would be managed by a management company or other suitable body such as the Bournville Village Trust, rather than the council, similar to the arrangements at Lawley Village.

- 1.7 The housing element of the proposal would be built by one developer, Miller Homes. Miller Homes has indicated (refer Table 2) that the housing element would comprise the following mix:

Table 2 Indicative breakdown in housing use

House type	Number	%
One bedroom flats	17	1.5
Two bedroom	281	25.5
Three bedroom	338	30.7
Four bedroom	329	29.9
Five bedroom	135	12.3

(NOTE: This table excludes the retirement village which is a Use Class C2 use)

- 1.8 The net density of the housing areas (if all the associated open space is included) would be 23.34 dwellings per hectare (dph) but the actual density of the housing neighbourhoods would be approximately 31.8 dph (excluding the retirement village). Lower density housing (20 to 25 dph) is proposed on the northern and eastern fringes that have an outlook onto the open countryside, a medium density swathe (25 to 32 dph) and a higher density swathe (up to 45 dph) would be sited closer to community facilities and the route of a new bus service that would serve the settlement. No building would exceed three storeys in height.
- 1.9 Two new main vehicular accesses are proposed. One is to the south on Castle Farm Way and one to the north off the A5, east of Limekiln Bank Roundabout. A third access point is proposed off Salisbury Avenue/ York Road, however, this would be restricted to buses (and pedestrians/cyclists) only and controlled via a bus gate or similar. The existing garden centre and adjoining uses will continue to use the existing access on Woodhouse Lane.
- 1.10 It is intended to construct the development over three phases. There are some discrepancies in the applicant's information on the timescale for construction. The developer has indicated that the construction is likely to take place over a 13 year period starting in 2017, that is, up until 2030.
- 1.11 The proposal has been submitted along with an Environmental Impact Assessment. A viability assessment was also given to the council in commercial confidence.

2 SITE AND SURROUNDINGS

- 2.1 The site is located on the eastern boundary of the borough between Junction 4 of the M54 and the A5 (Watling Street) north east of Telford town centre close to the municipal boundary with Shropshire Council. It is a diamond shaped area of land, bounded to the north by the A5 (Watling Street), by open countryside to the east and south and to the west by the A4640 (Castle Farm Way) and a post war housing development accessed off Salisbury Avenue. The principal accesses into the site are by car although Sustrans National

Route 81 passes through the site which forms part of a longer cycle route linking Wolverhampton with Aberystwyth.

- 2.2 Most of the site is used for arable farming or as pasture and it is fair to characterise the rural parts of the landscape as open with limited tree and hedgerow cover, this being restricted to the edges of the site including along the Castle Farm Way frontage. There are two small areas of extensive tree cover and, off site, Wards Rough comprises two areas of closed canopy woodland. The non-agricultural parts of the site can be characterised as grassland and a pond around the Woodhouse listed farmhouse, and locally listed farm buildings, one of which is used by the “Quackers” Play Barn, a commercial play centre for children, along with the car park and buildings that comprise the Lakeside Garden Centre.
- 2.3 The topography of the site is undulating with a change in site levels across the site of some 45m. The highest point - around an ancient monument at the northern end of the site - is approximately 175m AOD. Land levels fall southwards to a central “plateau” where most of the new housing would be constructed and then fall again more gently towards the southern tip of the site along Castle Farm Way to 130m AOD at the lowest point.
- 2.4 Another distinctive feature of the site is its proximity to a number of noise sources, especially towards the southern end of the site from traffic on the A4640 and the M54 as well as a motocross racing site - J4M54 Ltd - beyond the site boundary within Shropshire Council.

3 RELEVANT PLANNING HISTORY:

- 3.1 There are no planning applications that are directly relevant to the current proposal.

4 CURRENT PLANNING POLICY CONTEXT:

- 4.1 National Planning Policy Framework (the NPPF) – the NPPF is not the development plan for Telford and Wrekin but is a material consideration in this case because all of the borough’s development plan policies have to be reviewed in the light of this national advice.
- 4.2 Saved Wrekin Local Plan policies
UD2 – Design Criteria
UD3 - Urban Design Assessments
UD4 – Landscape Design
H9 – Location of new housing
H23 – Affordable Housing
S25 - New Local Centres and Local Shops
T22 – Planning Obligations
OL6 – Open Land
LR4 - Outdoor recreational Open Space
- 4.3 LDF Core Strategy policies
CS1 – Homes
CS2 - Jobs

CS5 – District and Local Centres in Telford
CS7 – Rural Area
CS9 – Accessibility and Social Inclusion
CS10 – Community Facilities
CS11 – Open Space
CS12 – Natural Environment
CS13 – Environmental Resources
CS14 – Cultural, Historic and Built Environment
CS15 – Urban Design

- 4.4 Telford & Wrekin Local Plan (draft 2015) - limited weight can be given to this plan as it has not been the subject of public scrutiny. Nonetheless, the Local Plan has been prepared on the basis of detailed evidence and the Council's view that the policies in it are sound and consistent with national policy.

HO1 - Housing requirement

This policy allocates housing to provide 15,555 homes.

HO2 - Housing site allocations

Site is identified as a Strategic Urban Extension (Site H2) that will help delivery the borough's housing requirement. The site is required to deliver a range of uses, including housing, open space, employment, local services and facilities, and other supporting infrastructure.

5 SUMMARY OF CONSULTATION RESPONSES:

5.1 Members and Parish Councils

5.1.1 Cllr Ian Fletcher: Object

No need for this number of houses. SHLAA evidence out of date. Proposal will create a rat run though middle of housing estate between A5 and Castle Farm Way. Will impact on Castle Farm Way traffic.

5.1.2 Cllr Veronica Fletcher: Object.

Overdevelopment. Traffic impacts. No need for a further 1100 homes. Permissions in place for 1600 houses not yet built. Road from Watling Street to Castle Farm Way will become a rat run.

5.1.3 St Georges and Priorslee Parish Council: Object

Although not against development, concern is raised over the highway aspects, drainage and overdevelopment.

5.1.4 Lilleshall, Donnington & Muxton Parish Council: Object.

No objection to this application but object to principle of developing on green field land. Should be a last resort. Other concerns include:

- Highways – extra traffic will have adverse effect on area. Traffic/pedestrian safety great concern especially with proposed new schools. Current road layout will not cope with increased traffic especially at peak hours.

- Environment – great loss of fields, trees, hedgerows and wildlife. Increased noise/ air pollution from extra vehicles but especially from plant and machinery during construction.
- English Heritage has raised concerns as there are a number of designated and non-designated heritage assets.
- Drainage/flooding – Concerns that loss of green fields will have impact on surface level drainage ability which could result in increase to flood risk in Shifnal.

5.2 Council consultees and external technical bodies

5.2.1 Affordable housing: Comment

Council policy for 38% affordable housing, split 80:20 between rent and shared ownership. Affordable housing should be integrated into scheme. Ask for more information on retirement village. Affordable housing provision should be extended over to retirement village.

5.2.2 Arboriculture: No objection

Require tree root protection measures and measures to protect trees from being felled.

5.2.3 Drainage: No objection

Satisfied with documentation submitted. Have suggested conditions to address drainage matters.

5.2.4 Education: Comment

Have advised on need for contributions towards primary and secondary school provision. These are set out below.

5.2.5 Ecology: No objection

Recommend conditions for working in accordance with the ecological survey, mitigation strategy, ecological management plan, great crested newt European Protected Species Licence, bats European Protected Species Licence, landscape design, lighting plan and erection of nesting boxes. Recommends informatives on nesting wild birds, bats and trees.

5.2.6 Environmental Health (Public Protection): Comment

Noise information submitted with application limited. Need to consider impacts relative to traffic on A4640 and M5 and motocross site to the south within Shropshire Council. Both matters could be addressed via conditions. Acoustic bund/ noise mitigation will need to be constructed to the south to protect residents from noise from motocross site.

5.2.7 Parks and Open Space: No objection

Development proposes facilities to contribute to need of play / recreational/ allotment facilities for the area. Need long term management plan for them if the council is not to adopt them that will allow community use. Preferable for children's play areas to be provided as early as possible

5.2.8 Sports and Leisure Services: No objection

Welcome provision of sports facilities. Would like to see details and confirm if they can be made available for public use sooner rather than later.

5.2.9 Urban Design: Comment

Extensive advice has been offered which has been incorporated into the analysis of this proposal. Advice covers topography, need to protect views into site, sustainable transport promotion, noise, heritage, design of built form, the local centre and employment sites. The thrust of the advice is that there is a need to tie down details to ensure the final product is acceptable in design terms. Has recommended conditions to this effect.

5.2.10 Environment Agency: Comment

Site within Flood Zone 1 (low probability of flooding) and, while located on an aquifer, is not in a source protection zone for water. EA has identified a few potential sources of historic contamination on parts of the site. No objections subject to conditions to cover contamination research, surface water drainage management, protection of groundwater and appropriate informatives.

5.2.11 Heritage England (formerly English Heritage): No objection

The proposed development contains part of the Scheduled Monument of a Roman town, street and a mansion. The Scheduled Monument, and its immediate setting, should be retained as public open space. Detailed designs and plans should be discussed with Heritage England.

5.2.12 Built Heritage & Conservation: Comment

Site has a number of heritage assets and archaeological interest including the area adjoining Watling Street Roman road to north. The Woodhouse is listed and adjacent plots should respect its setting. Site also encompasses a scheduled ancient monument to be north and south of Watling Street within the site. Appears to be a record of an historical enclosure to east of site. Need to consult Shropshire Council for all potential archaeological areas of interest in respect of archaeology/historic interest and act on advice received.

5.2.13 Highways England (formerly Highways Agency): Support subject to conditions

Initially imposed a holding direction but revised its view following discussion with the developer's technical advisor and clarification on a number of transport assessment matters. The Agency considers that a number of transport related assessments are still not fully resolved to their satisfaction. Nonetheless, Highways England is content for permission to be granted subject to the imposition of conditions, including one requires these matters to be resolved before the construction of 100 homes. This may require further mitigation measures to Junction 4 of the M54. The Agency has also recommended that the council impose two more conditions requiring a construction management plan and travel plan associated with the M54.

5.2.14 Telford and Wrekin Highways: Support subject to conditions.

After substantial negotiation, additional information and a number of revisions to the access arrangements and Transport Assessment, the Highway

Authority is able to recommend approval subject to conditions and s106 contributions.

A detailed schedule of conditions is attached at Appendix 1 to this report.

5.2.15 Natural England: No objection

5.2.16 Shropshire Archaeology Service: No objection

5.2.17 Shropshire Council: No response received despite two reminders.

5.2.18 Shropshire Fire Service: No comment

5.2.19 West Mercia Police: No objection

5.2.20 Severn Trent Water: No objection

Suggest condition requiring details of foul and surface water drainage plans.

5.2.21 Telford and Wrekin Local Access Forum: Object

Woodhouse Lane runs through site. Will need to be stopped up if it is to be absorbed into the site for use as a footpath/ cycleway. Should become a restricted by way. Want developer to contact them for advice on how it should be laid out (e.g., no kissing gates etc). If development approved, reserved matters should deal with improvement/ upkeep of an important right of way.

5.2.22 Homes and Communities Agency: No objection

Support application that would bring more development, employment and investment opportunities to Telford. HCA own adjacent land which has outline planning permission. Want to see that development on HCA land benefitted rather than prejudiced by the adjacent development proposals.

5.2.23 Want to encourage access to help support this comprehensive development but would not want to see Highgate Drive or York Road used by the developers' construction traffic or as a rat run between Watling Street and Castle Farm Way. Assume permission only given for two main access points with details still reserved for other points of access currently shown as illustrative.

5.2.24 HCA land shares long boundary with application site. Informal open space should be created and maintained to a satisfactory standard. Want to be consulted as detailed design develops.

5.3 Local residents

5.3.1 56 representations from local residents raising the following objections and comments:

- Overdevelopment – too much housing proposed with off site impacts including drainage, traffic, pollution, air quality reduction. Developer should put quality of life above profit.
- Development not needed – enough undeveloped sites (eg Celestica), brownfield sites should be developed first. It does not make sense to

- consider this site until other sites have been built. Not enough well paid jobs to support new housing.
- Wrong that Telford should sprawl so much. Development will harm Telford's great quality of life and affect resale value of older new build houses. More housing needed in London, not in Telford. Not right that Telford should become a city.
 - Site located outside urban area and therefore not consistent with the development plan.
 - Priorslee will change, no longer edge of town location or village and will feel more like "urban sprawl" with infrastructure spread out all over the area.
 - Leave Priorslee alone. If you want to build something rip down the poor areas and improve them, make them appealing and affordable and leave people in Priorslee alone.
 - Council hasn't listened to Priorslee residents in the past. This development is not supported by local people, has not considered local people's concerns.
 - Development should have gone on secondary school site under construction instead.
 - Development too urban and not consistent with planning principles on which Telford was first developed. Will be characterless.
 - Traffic impact: increasingly local problem on Salisbury Avenue and Castle Farm Way that will be made worse when secondary school constructed. Increased risk of traffic accidents. Primary school on site will result in increased parking/ inconsiderate parking.
 - Transport assessment flawed and exaggerated claims in framework travel plan.
 - Site layout may lead to a new rat run.
 - Why is affordable housing proposed? Will affect house prices.
 - Development will have a severe detrimental impact on existing residents – loss of outlook onto open fields; construction noise; floodlights from football pitches. Disruptive and disproportionate to the area. No community benefits, only to Council revenue.
 - Will destroy green fields, trees, areas for wildlife, dog walking areas and semi-rural setting, a feature that attracted people to move to the area.
 - Will destroy open views of countryside and harm landscape.
 - Infrastructure cannot cope. Not enough GPs for residents. Will worsen flood risk on Shifnal and on land within Priorslee.
 - Assurances by the Council at the point of house purchase that the site would not be built on.
 - Noise associated with extra traffic on A4640 will affect residents' quality of life.
 - Too much information to read in time. Consultation process flawed.

5.4 Other community groups and businesses

5.4.1 Other groups have made submissions in connection with the application.

5.4.2 Shropshire Wildlife Trust: welcome the mitigation measures shown on plan to ensure no net loss of biodiversity. Site design maintains/ enhances connections for wildlife.

5.4.3 Priorslee Pioneer Ministries: their representative objects to the development on the following grounds:

- Loss of greenfield site when other sites available;
- Traffic impact; and
- Drainage and community infrastructure do not seem to have been taken into account.

5.4.4 If the development proceeds, this group offers the following observations:

- Retention of existing businesses at Lakeside supported and inclusion of a community building as Priorslee is short of community space. However, community building (250 sqm) too small, should be at least 400 sqm and more widely available.
- Whilst recognising that proposals provide more than the required areas of Parks, Gardens, and Amenity Green spaces, concerned they only provide for half of the recommended standard of Young People's provision, Play Areas for Children and Outdoor Sports facilities. Not acceptable, especially given poverty of provision of playgrounds for children and young people across rest of Priorslee.
- GP surgery pointless as area not short of buildings.
- Retirement village and affordable housing welcome and important contributor to overall mix of area.

5.4.5 The operator of J4M54 Ltd, a motocross site south of the development, has the following concerns:

- J4M54 has operated for the past decade, providing safe and organised environment for riders age six and above. Location chosen because close to motorway and away from housing;
- Concerns that new housing within 450m of facility will result in complaints of noise and in closure of our facility; and
- While developers are responsible for ensuring no new impact, there are other examples of motocross facilities having to close down due to new residential developments.

6 PLANNING CONSIDERATIONS:

6.1 Having regard to the development plan policy and other material considerations including comments received during the consultation process, the planning application raises the following main issues:

- The future of the site as rural land;
- Suitability of the site for urban development and the contribution this site could make towards meeting housing need;
- Whether the mix of proposed uses on the site is appropriate;
- Design considerations including impacts on landscape/ ecology/ heritage assets;
- Noise considerations;
- Highway and transport considerations;
- Flood risk/drainage management;
- Impacts on existing local residents by reason of new built development;
- Impacts on other local infrastructure; and

- Consideration of other impacts and other material considerations.

6.2 The future of the site as rural land

- 6.2.1 The whole of the site (including the existing garden centre) is located just outside the built up area of Telford and is therefore defined as a rural area in both the Local Plan and the Core Strategy. Outside of urban areas, development is focused on three settlements as defined by CS7, this also limits development within the rural area and strictly controls development in the open countryside. Consequently this development raises conformity issues with the development plan. The Council has issued a five year land supply position. However, the Committee has been advised previously that this cannot be regarded as a ceiling and we have to plan for the future.
- 6.2.2 In this context, this is one of the largest developments in the borough and will deliver new homes significantly beyond the next five years. It will therefore help deliver the future growth of the borough over the long term. The following detailed analysis also confirms a high level of compliance with the NPPF.
- 6.2.3 At paragraph 52 of the NPPF, the Government recommends that the supply of new homes can sometimes be best achieved through planning for larger scale development such as extensions to existing towns and villages that follow the principles of Garden Cities. Paragraph 55 of the NPPF recommends that new development in rural areas should be located where it will enhance or maintain the vitality of rural communities or support services in a nearby village. The amount of new uses and public open space associated with a sustainable urban development with a mix of housing and other uses and the spacious design that provides a significant quantity of well-designed public open space demonstrates a strong alignment with national planning policy.
- 6.2.4 The NPPF also states at paragraph 112 that local planning authorities should take into account the economic and other benefits of the best and most versatile agricultural land. Where significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality. It is national policy to protect land that is Grade 3a and above where possible.
- 6.2.5 The applicant has reviewed the DEFRA agricultural land classification for the site and conducted an agricultural resources report. This is an important consideration in this case because the potential land loss would be over 60ha of agricultural land, substantially more than the 20 ha threshold on which DEFRA have to be consulted. The key findings from this report are that over one half of the site is classified Grade 3b, 29% of the site is Grade 3a and 12% Grade 2. If approved, the development would result in the loss of over 60ha of potentially productive agricultural land, of which 24.5 ha is of high quality. On the other hand, the applicant has stated that the development would only result in the loss of 0.5% of the farming land owned by the landowner and would not therefore materially affect the site's total agricultural production. Natural England, the agency which advises DEFRA, has been consulted on this proposal, and has not objected to the proposal but asks the

Council to make an assessment relating to loss of best and most versatile agricultural land.

6.2.6 At face value, the loss of rural land to facilitate this development should be supported even though it conflicts with Core Strategy Policy CS7. However, in principle support should be given for this because it is of a scale that will make it more self-sustaining and in this respects performs better than other proposals at the urban fringe. It will provide not only for different forms of housing but other uses (a school, employment and other community facilities) that will reduce the needs of the new settlement on the wider area. The Telford & Wrekin Local Plan (draft) therefore supports its inclusion as a long term commitment for the borough on this basis. However, its acceptability in planning terms is also dependent on it passing the other policy requirements set out below.

6.3 Site suitability for urban development and contribution site could make towards meeting housing need

6.3.1 The proposal would result in a substantial change to the boundaries of the urban area of Telford and would bring urban development up to the municipal boundary with Shropshire. If it is accepted that such changes are necessary to respond to the challenge which the NPPF places on councils to boost housing supply significantly, it is therefore important to demonstrate the merits of an application of this scale at the eastern fringe of the borough.

6.3.2 Historically, the Council has identified this site's suitability for development (for example, in the 1993 Wrekin Local Plan). The 1993 Local Plan identified the site as a Housing Reserve Site (Policy H6) that would be needed by 2001. However, this, designation was not carried over into the Wrekin Local Plan.

6.3.3 Other consultations leading up to the publication of the Telford & Wrekin Local Plan (such as the Proposed Housing and Employment Sites publication) acknowledges that this site could deliver 1100 homes as part of the evidence base to support a five year deliverable housing land supply in the draft Local Plan.

6.3.4 The Telford & Wrekin Local Plan (draft) acknowledges this site will make a significant contribution to meeting future housing need for the borough over the long term and thereby reduce pressure at other rural locations and urban fringe locations.

6.3.4 There are a number of merits in promoting development of the scale proposed at this part of the borough as opposed to other parts on the urban fringe. They may be set out as follows:

- The site enjoys good access to a range of services in Telford town centre and would be within walking distance of the new secondary school at Teece Drive that will open shortly;
- The site enjoys relatively good access to Stafford Park industrial estate and T54;
- It is also the part of the borough best placed to access the high skilled employment opportunities being generated at the i54 Technology Park

in South Staffordshire off Junction 2 of the M54 and other employment opportunities along the M54 corridor;

- It is on the “right” side of the railway line for links to Birmingham and beyond; and
- The site is uniquely large enough to provide the mix of development and environmental outcomes that the current development plan and the Telford & Wrekin Local Plan (draft) aspire to. A scheme of this scale has been shown to be financially viable.

6.3.5 The development will therefore make a substantial contribution to meeting the borough’s future housing need and will take pressure off other less suitable rural and urban fringe areas.

6.4 Mix of uses at the site

6.4.1 The proposal will provide a good mix of uses that will make Priorslee more “self-sufficient”, principally through the provision of an additional new primary school that will serve existing residents and residents who would live on the new development as this part of the borough has grown in population.

6.4.2 A new local centre with some employment land (Use Class B1) is proposed. The retail element within the centre (up to 1,500 sqm) is not of a scale where it would be likely to harm other shopping centres. It also falls below the threshold where a retail assessment would be required. Local Plan Policy S25 allows for the creation of such centres. A planning condition is proposed to restrict its floor area and restrict an out-of-town facility being promoted. The retail facility will be supported by other uses including restaurants and cafés and community use.

6.4.3 The popular existing garden centre and Quackers commercial play space will be retained and will add to the mix of facilities that existing and new residents will benefit from.

6.4.4 The developer estimates that the development will generate up to 170 permanent jobs and an additional 1600 construction related jobs during its build out.

6.4.5 The amount of open space proposed considerably exceeds the nationally recognised Fields in Trust standard and this will be maintained by local residents through an annual subscription. The development also contains a number of elements that will assist community integration. These include the provision of a community building and other public uses such as playing fields and provision of a shared multi use games area (MUGA) located close to the core of the development that will be open to all residents and will provide opportunities for informal interaction among old and new residents and foster community ties. Linked to this, the developer has agreed to make provision for a recreational lake to broaden the range of leisure options for local people. The developer has taken account of concerns raised about the size of the community facility and agrees that this matter should be finalised before development starts on site. A condition has been imposed to this effect.

6.4.6 Finally, the mix of housing and tenures proposed and the provision of a retirement village connected to a bus service will provide opportunities for a wide range of household types allowing residents and contains elements of a lifetime homes estate allowing residents opportunities to downsize and age on the estate.

6.5 Design considerations including impacts on landscape/ ecology/ heritage assets

Urban design/ landscape

- 6.5.1 A draft of the application was presented at pre-application stage to the MADE urban design review panel. The panel recognised the site is an attractive and distinctive area of countryside and advises that development should be equally attractive and distinctive. It advised that the preliminary scheme viewed had the ambition to meet this goal but suggested ways in which it could be improved most notably in providing a rationale for the linking of the local centre, the school and employment areas and providing a comprehensive network of walking and cycling both within and outside the site. Officers consider that the final proposal has taken on board MADE's advice.
- 6.5.2 The Council prepared a Landscape Sensitivity Study as part of the Local Plan evidence base. While this study does not have policy status, it was helpful in informing the planning process. The study divides the application site into two parcels (southern parcel: TWPI1-32 and northern parcel: TWPI1-41). The southern end of the site, in particular, is somewhat exposed and visible from the public realm because of its topographical features, such as its steep change in site levels, and prominent tree lines which present sensitive features in the landscape.
- 6.5.3 Development at the northernmost part of the site also needs to take account of the scheduled ancient monument and location at the eastern edge of the built up area. The study assesses both sites as having a medium/ high sensitivity to new housing. At the western end, the Landscape Sensitivity Study advises of the need for new development to respect the setting of the Grade II listed Woodhouse farmhouse and locally listed farm buildings.
- 6.5.4 Officers have considered the visual impacts of new development on the landscape both from nearby land in the vicinity of the site as well as from views further afield such as the M54, the Wrekin and from the west in rural Shropshire.
- 6.5.5 The development will represent an incursion into the countryside but responds positively to these challenges in the following ways:
- The proposed street layout runs with the contours of the site, in marked contrast with recent new build in Priorslee East where extensive cut out would have been required to facilitate development;
 - The steepest part of the site will be kept as parkland. This parkland and adjacent tree cover at Wards Bough just off the site will serve as buffers which soften the overall appearance of the development and

- provide a wildlife corridor too. The location of playing fields on flat land to the north will reduce the visual impact of the development;
- All of the housing will be built by one developer and planning conditions can be imposed to regulate matters such as roof form and brick to provide a uniform estate; and
 - The development has avoided siting new development the sensitive heritage parts of the site.

Ecology

- 6.5.6 The developer has commissioned desk-based studies of the wider area and field surveys on and close to the site as part of the requirements for the EIA.
- 6.5.7 The key findings from the desk-based studies are that there are no internationally statutory ecological sites within 5km of the site and no national statutory designations within 2km. However, there are six local wildlife sites within 2.5km of the site. The nearest is Priorslee Lake, some 50m away from the site at its closest point. Wards Roughs is also an ancient woodland adjacent to the site.
- 6.5.8 The surveys conducted as part of this application covered birds, bats, water voles, great crested newts, reptiles as well as a study of hedgerow habitats across the site. It is fair to categorise the site as having a level of wildlife that is to be expected on an urban fringe location that has been extensively farmed and the desk based studies do not identify the site as having statutory or local development plan protection status. However, there is a population of protected water voles in nearby Wesley Brook and the ponds are biodiversity action plan sites, that is, habitats where national policy encourages their protection.
- 6.5.9 The detailed surveys on and in the vicinity of the site confirm that one building on the site supports a small day roost of soprano pipistrelle bats and a number of trees contain features suitable for bat roosting. Relatively low levels of foraging and commuting by bats were recorded. The report recommends a sensitive lighting for the site, enhancement planting and the erection of bat boxes. On this basis, the development could be said to ensure the favourable conservation of this species.
- 6.5.10 One pond ("Pond 4") just beyond the western boundary of the site contains a small population of great crested newts. This off site pond will be unaffected by proposals but there is a potential for the species to be present on the application site during construction, albeit present on land that is not ideal for this species. Therefore a licence from Natural England will be required before construction work begins.
- 6.5.11 A single water vole latrine and four burrows were located around "Pond 2" within the application site. This pond will be retained and enhanced and precautionary measures required during enhancement works to avoid damaging any burrows and impacting this population. Currently displacement can be undertaken without needing to apply for a licence from Natural

England but it is likely that displacement will become a licensable activity soon.

6.5.12 Of the 43 species of bird recorded during the survey, 20 species have some level of conservation concern. Mitigation and enhancement measures include timing vegetation and building removal outside the nesting season, measures to prevent little ringed plovers from nesting on the site, tree/ shrub/ hedgerow/wildflower planting, creation of two sand martin banks over the attenuation ponds and the erection of a range of bird boxes.

6.5.13 The development has been designed with a number of measures to mitigate the potential ecological impact on local wildlife areas and woodland on and off the site through the extensive provision of open space on the application site reducing the need for residents using Priorslee Lake and a buffer of green land and tree protection fencing on the boundary with Wards Roughts to protect this area of ancient woodland.

6.5.14 The Council's ecologist is satisfied with the developer's approach to this site subject to the development being built out in accordance with reports submitted and has set out other conditions in the recommendation below. She has also confirmed that the Council has fulfilled its obligation of assessing this proposal having regard to the Habitats Directive in relation to bats and great crested newts.

6.5.15 Natural England has not objected to the proposal and the Shropshire Wildlife Trust's support for the proposal is noted too.

Heritage

6.5.16 The illustrative masterplan has taken account of the existing known heritage assets (Woodhouse and the scheduled ancient monument) by siting new development away from them. The Council's Built Heritage officer, Heritage England and the Shropshire Archaeology officer are content with this aspect of the proposal. It is considered that this is acceptable and that reserve matters conditions will ensure the development is completed in a sensitive manner and it will be necessary to discuss the final layout with Heritage England relative to the ancient monument.

6.6 Impacts on existing local residents by reason of new built development

6.6.1 The scheme will introduce new housing and other uses close to existing homes. A number of local residents have opposed the application because of the impact of this development on their outlook onto the countryside. Others have objected on the grounds that it will change Priorslee. Others have raised concerns about the "sprawling" effect that such a development will generate and suggested it will have impacts on the local area including pollution. This is also a large site which will be built out over a number of years. It is critical therefore that the layout of this site responds sensitively to the surrounding residential context and that the construction of the site is

managed in a way such that building works do not have a significantly adversely impact on the living conditions of local residents.

- 6.6.2 Officers have reviewed all of these objections from local residents. It is a long established principle that loss of views cannot be taken into account in planning decisions. Rather, planning decision-makers must consider impacts such as loss of outlook by reason of overshadowing or other significant impacts on the living conditions of local residents. However, officers recognise that the quality of the environment and views associated with the current environment at Priorslee are important and locally valued. For this reason, it is especially important that development on this site is of a high quality and preserves acceptable outlooks.
- 6.6.3 Overall, officers consider that the development has been designed in a sensitive manner having regard to its relationship with nearby housing off Salisbury Avenue including at Lichfield Close, Ely Close, Waterlow Close and Eltham Drive, principally through the use of a green buffer, the location of playing fields and siting new residential areas away from the boundaries with existing housing through strips of parkland in places and the siting of playing fields and allotments elsewhere. Final layouts of the new housing will be resolved at the reserve matter stage to minimise visual impacts. It is not intended that the playing fields will be floodlit. The erection of floodlights would require a fresh planning application. The foregoing discussion on the design of the estate identified that precinct plans will be used to manage the layout of individual precincts within the site.
- 6.6.4 The development could be assessed as having some positive impacts for local residents who live nearby too. These include the provision of new facilities for residents including a new primary school, community facilities, extensive open space and playing fields as well as a bus service funded by the developer.
- 6.6.5 The developer has commissioned studies to consider dust emissions during construction works. The impacts of the development on local air quality are negligible. A condition to manage dust during construction is nonetheless proposed. A site management condition will control hours of construction and other matters associated with the development, for example, management of construction traffic including controlling routes for access to avoid traffic running through residential areas.
- 6.6.6 On the basis of the information submitted, the design and layout of the proposal does not display any obvious conflict with development plan policy.

6.7 **Noise considerations**

- 6.7.1 There are two principal potential noise sources that have been taken account of in the detailed layout of the scheme. These are from road traffic on Castle Farm Way and the J4M54 motocross site which, at its closest point, would be some 430m from the nearest house. The Council's environmental health officer has commented that the original information submitted with the application was limited but, following additional information, confirms that the

design of the housing areas closest to the JM54 site could be covered through the use of planning conditions.

- 6.7.2 A bespoke condition has been proposed to secure acoustic barriers at the southern edge of the site closest to the J4M54 motocross site in the countryside and other noise mitigation measures - including double glazing - before any new housing is occupied. The final height of the acoustic barrier has yet to be confirmed. Correspondence from the applicant's agent states it would be 1.8m high, the size of a garden fence.

6.8 Highways and transport

- 6.8.1 The application has been accompanied by a detailed transport assessment and further modelling studies have subsequently been provided at the request of the Council's highways officers and Highways England to assess the impact of the development on the surrounding road network including the M54. These studies have assessed the impact of the development traffic in the context of current committed development along with development identified within the draft Telford & Wrekin Local Plan. The overall masterplan on which the transport assessment has been prepared suggests ways in which new residents will be able to use alternative modes of transport such as the bus, cycling and walking. The Highway Authority has recommended a condition (1d) which will require a consistent approach to the submission of the road layout under reserved matters with the intention of restricting vehicle speeds and preventing "rat running" through the estate between the A5 and Castle Farm Way.

- 6.8.2 There are four principal issues to consider here. These are: (a) the impact of the development on the local road network managed by the Council as the local highway authority; (b) the impact on the M54 which forms part of the national "Strategic Road Network" managed by Highways England; (c) impacts on local residents who live east of Salisbury Avenue; and (d) whether the development provides opportunities to promote a mix of alternative forms to the car.

Impact on local road network

- 6.8.3 The developers have used the Telford Strategic Transport Model taking into consideration the cumulative impact of previous sites allocations in the former Shaping Places documentation and all existing developments with planning permissions. Officers consider that the applicant's assessment of traffic impacts is robust and the off-site traffic issues which this development will generate will be addressed through nearby improvement schemes which are either partially or fully funded, for example the LEP schemes at Limekiln roundabout (expected to be on site around November/December 2015) and at junction 4 of the M54 (anticipated to be on site during the summer of 2016) with a S106 contribution being requested towards both of these schemes as detailed later in the report. The Highway Authority is currently working with the Developer and Highways England to finalise the amount of work required.
- 6.8.4 Discussions with the Council's highways officers have resulted in the main highway access off the A5 being sited 70m to the east of the position

originally proposed to ensure compliance with national design standards. The HCA, the owner of the land adjacent, does not object to this change.

6.8.5 Impact on the M54

The traffic generated by the development will impact on the M54 which forms part of the national Strategic Road Network. Highways England confirm there are a number of outstanding matters to consider but have recommended that the Council approve the application subject to the developer confirming measures to mitigate the impact of the development on the M54. They have therefore proposed three conditions, the first of which requires the developer to confirm a transport strategy with regard to the M54 (junctions 4 and 5) before work on the 100th dwelling begins. This may mean works to improve either or both of these junctions. Junction 4 of the M54 is located partly outside of the borough boundary within the Shropshire Council administrative area; any legal agreement for highway improvement works at this junction will need to involve all three Highway Authorities.

6.8.6 Highways England have also required conditions for a construction traffic management plan and full travel plan for the M54 to demonstrate that the development provides sustainable travel choices for occupants of the site.

6.8.7 Impact on residents east of Castle Farm Way

The access from the application site onto Salisbury Avenue will be restricted to buses, pedestrians and cyclists only and this would be controlled by means of a planning condition. A further planning condition is proposed to restrict construction traffic from accessing Salisbury Avenue at all times during the construction period.

6.8.8 Measures to promote alternative modes of transport

The developer has committed to provide a bus route through the estate and a comprehensive range of cycle routes including improvements to the Sustrans route that runs through the site.

6.8.9 Some residents have expressed concern that traffic will “rat run” through the estate to get from the A5 to the M54 avoiding Castle Farm Way. The masterplan and a condition recommended by the Highway Authority address these concerns. The reserved matters details will require the developer to submit details demonstrating measures to restrict the speed of traffic through the development and to deter rat-running.

6.8.10 The Council’s highways officer will attend the Committee meeting to respond to any additional questions the Committee has on this aspect of the proposal.

6.9 Flood risk/drainage management

6.9.1 The developer has submitted a flood risk assessment which includes a drainage strategy as part of the EIA.

6.9.2 The Environment Agency advises that all of the development site is located within Flood Zone 1, the area of lowest flood risk in the country but that a small area within the south of the site is at risk from flooding from Priorslee

Lake. It recommends that the council consult the Severn Trent Water regarding the proposed location of attenuation measures on the site to maintain the integrity of the existing reservoir. It does not object to the proposal subject to conditions to manage surface water drainage and conditions to manage groundwater given the site's location on an aquifer.

6.9.3 The Council's drainage expert is satisfied with the proposed drainage matters subject to the imposition of appropriate conditions set out in the recommendation. A further condition has been imposed to allow the council to adopt the sustainable urban drainage system (SuDS) should the developer wish the council to manage it.

6.10 Impacts on local infrastructure

6.10.1 It is difficult to forecast the actual population that may live on the estate. The developer's assessment that takes account of a forecast ageing of the population over the lifetime of the development and the growth of single households would suggest that the 1,100 houses would accommodate a population of 2,662 by 2031. Drawing on the education adviser's model for housing yield (which is based on current population profiles), the housing element alone might house 3,584 people based on the mix of housing proposed.

6.10.2 The residential care village is also likely to house between 60 and 120 residents too, resulting in a development potentially housing up over 3,600 people if the Education model is used or over 2,700 people if the developer's is used. Both models have their merit. However, some weight should be given to the developer's projections because long term demographic trends in the borough point to an ageing population and the growth in one and two resident households. This accords with research the Council has commissioned to support the Telford & Wrekin Local Plan.

6.10.3 This is plainly a major development that is likely to have a substantial impact on public services and other infrastructure. The foregoing analysis has identified that the development will provide local community and commercial facilities on site to the benefit of existing local residents so that it is to some extent more self-sufficient as a suburb.

6.10.4 The developer's utility infrastructure report has been prepared following consultation with public utilities. The report finds that the site can be fully connected to the electricity, gas, telecommunications and potable water and serviced adequately having regard to the foul and surface water drainage.

6.10.5 Turning to public infrastructure, the proposal is particularly likely to impact on local education and the local road network. The Education Department suggest the development is likely to generate a pupil yield of 275 primary school children and 107 secondary school children and the developer has agreed to contribute towards their needs.

6.10.6 The developer has considered the impacts on other public infrastructure such as health care. This will include making provision for a new surgery if required.

6.11 Section 106 contributions

6.11.1 The developer has agreed heads of terms for a S106 agreement that would provide for the following infrastructure and local benefits:

- The provision of on site affordable housing of not less than 20%, split in tenure between affordable rent and shared ownership (80:20), with £2,026,113.96 to be applied off site (figure to be finalised following the completion of a revised viability appraisal);
- The provision of 1.82 ha of land for a new primary school capable of accommodating 420 pupils;
- A payment of £4.75m towards the construction of a 210 pupil school with a “420 pupil core” to allow for its expansion over time;
- A contribution of £1,099,619 towards secondary education;
- A contribution of £1,183,500 towards the planned improvements at Limekiln roundabout and Junction 4 of the M54;
- An annual payment of £125,000 a year over a seven year period (total £875,000) towards a bus subsidy connecting the site with Telford, subject to the following:
 - o The developer will make the first payment following the completion of the 270th dwelling;
 - o The Council will apply the money towards a bus service and will use any fares received either to: (a) extend the life of the bus service beyond seven years; or (b) apply the funds towards the promotion of other sustainable transport modes in the event that it determines that the bus service generates sufficient income to be self-sustaining;
- A contribution of £15,000 towards travel plan monitoring;
- To identify a GP surgery site within the development, to market it over a 36 month period for sale/ rent and to offer the GP surgery first offer on the site;
- The provision of a recreational lake on the site; and
- A contribution of £200,000 towards the financial management and monitoring of the legal agreement.

6.11.2 All cash contributions will be index linked to changes in the Retail Price Index and the Council will require the agreement to be reviewed before the submission of Phase 2 Reserve matters. Such an approach is appropriate in the event that economic conditions change materially between the date of the signing of any legal agreement and these later stages of the development.

6.11.3 The heads of terms of this agreement are consistent with Regulation 122 of the Community Infrastructure Levy Regulations 2010. The need for a contribution towards local educational facilities reflects the link between a major development comprising solely large family houses and its impact on local school rolls.

6.11.4 A contribution towards local transport infrastructure reflects the features of the site and the additional traffic impact generated by the development. The negotiation of contributions is consistent with Local Plan T22.

6.11.5 Open play space on the site will be managed at no expense to the public purse and the site. The developer has recognised that some public assets will be managed by a local community organisation. To promote community cohesion, the developer has also agreed to make contributions make provision of a recreational lake on the site for local use and to identify the potential for a GP surgery on the site. These initiatives support Core Strategy Policies CS9, CS10 and CS15 which seek to promote social inclusion and cohesion.

6.11.6 The amount of affordable housing proposed falls short of the council's expectation set out in Local Plan Policy H23. The offer has been appraised financially and it has been shown that more affordable housing could not be provided. There are two reasons why the site cannot deliver a higher proportion of affordable housing or why the provision of affordable housing cannot be extended over into the retirement village. First, the site is providing a primary school and land for a child yield considerably in excess of that required to facilitate the development. Secondly, the site has some abnormal building costs associated with the construction on a steep and undulating site. The negotiation of a mix of on site and off site contributions will allow the Council to secure affordable housing in the area.

6.11.7 In all respects, the sums set out in the draft heads of terms appear to be fairly and reasonably related to this scheme. This is a complex legal agreement which will need to be monitored over up to 13 years. The sum of £200,000 to monitor this appears reasonable and proportionate to the overall scale of the scheme in this respect.

6.11.8 The developer will separately need to enter into s278 agreements with the council and with Shropshire Council and will also need to stop up the highway at Woodhouse Lane east of the garden centre.

Other community benefits

6.11.9 As a goodwill measure in recognition of the scale of the project and separate from any legal agreement, the developer has offered to explore local youth employment training initiatives either by organising apprentices through its contractors on site in the construction and landscape management sectors or through a contribution towards local training. This indirectly supports Core Strategy Policy CS2 and other corporate initiatives including "Shaping our Future", the Local Strategic Partnership which seeks to work with the private sector to reduce youth unemployment.

6.12 Consideration of other impacts

6.12.1 Officers have considered all other likely impacts associated with this proposal and find that this development is broadly acceptable.

7 OTHER MATTERS AND CONDITIONS

7.1 Residents have raised a number of concerns about the principle of the proposal and its layout. Brief responses to them are set out below:

- The proposal cannot be said to be an overdevelopment of the site. The housing areas are of a suburban density (around 31.8 dwellings per hectare (dph) if open space is included) but these are broken up by extensive areas of open space to give an overall density of around 23.34 dph.
- It is accepted that the proposal will introduce new housing into open countryside. However, the relationship between new and existing housing has been carefully managed through setbacks and the siting of open space/ allotments and walking areas. These will be open to the general public. The provision of these will be confirmed in the reserve matters application.
- It is appropriate to plan for an element of affordable housing. The Council has negotiated the provision of some on and off site affordable housing contributions.
- The main estate road will be designed to avoid a rat run. No construction from the estate will be allowed to access the A4640 from Salisbury Avenue. When the estate is built out, vehicular traffic will be restricted except for buses/ cyclists and pedestrians. The increase of traffic on the A4640 will not materially harm the living conditions of local residents whose houses front onto it.

7.2 A schedule of conditions has been proposed. It is appropriate to impose conditions that control the detailed design and protect residents from traffic noise including from the J4M54 facility. Other conditions have been imposed in response to technical consultee comments covering ecology, highways, heritage and drainage.

8. CONCLUSIONS

8.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 provides that where regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts, the determination must be made in accordance with the development plan unless material considerations indicate otherwise. The proposed development is located just outside the urban area of the borough and is not in one of the settlements in the rural area where Policy CS7 seeks to focus limited growth.

8.2 However, this scheme has a number of merits which as material considerations justify positive consideration.

8.3 First, the site is located just on the edge of the urban area and enjoys good connectivity to the major services at Telford. The provision of a sustainable urban extension in the east of Telford at this location accords with the Telford & Wrekin Local Plan and will connect this site to the major employment opportunities that will come forward in coming years in the east of Telford and beyond. The justification for a sustainable urban extension at this location is consistent with the findings of the sustainability appraisal and other sites

allocations work which the Council has prepared to justify the site allocations in this new Local Plan.

- 8.4 Second, this is a major development which has been well designed and which provides a range of community benefits that will support the wider Priorslee area. These include: a new school; a new shopping centre and community hub; and extensive new parkland; recreational facilities for wider public use and a bus service. The developer has shown how the site will connect well and integrate with the urban area without local residents being affected by road traffic. The layout of the development has been designed to prevent rat running too. Reserved matters conditions will control this.
- 8.5 The developer has submitted an environmental impact assessment (EIA) with the proposal. The various technical studies submitted with it demonstrate the scheme's positive impacts. These include its socio economic benefits. The adverse impacts of the development relate primarily to construction, including the effects resulting from changes to the landscape and views; noise from construction; and ecological matters. Traffic impacts can be managed subject to conditions and the matters required in the s106 agreement. Overall, it is concluded that there are no significant adverse effects that will arise as a result of the proposal.
- 8.6 This project will take up to 13 years to build out. It will therefore represent an important long term commitment to ensure the borough has housing land up until the end of the lifetime of the Local Plan and beyond the immediate five year land supply period.
- 8.7 As the scheme's positive benefits outweigh the conflict with the development plan, it is therefore recommended for approval.

9. RECOMMENDATION

- 9.1 Based on the conclusions above, the recommendation to the Planning Committee on this application is that DELEGATED AUTHORITY be granted to the Development Management Service Delivery Manager to GRANT PLANNING PERMISSION and to add to/ amend planning conditions subject to the following:
- A.) The applicant/landowner and other interested parties entering into a Section 106 agreement with the Local Planning Authority (terms to be agreed by the Development Management Service Delivery Manager) relating to:
- The provision of on site affordable housing of not less than 20%, split in tenure between affordable rent and shared ownership (80:20), with £2,026,113.96 to be applied off site;
 - The provision of 1.82 ha of land for a new primary school capable of accommodating 420 pupils;
 - A payment of £4.75m towards the construction of a 210 pupil school with a "420 pupil core" to allow for its expansion over time;
 - A contribution of £1,099,619 towards secondary education;

- A contribution of £1,183,500 towards the planned improvements at Limekiln roundabout and Junction 4 of the M54;
- An annual payment of £125,000 a year over a seven year period (total £875,000) towards a bus subsidy connecting the site with Telford, subject to the following:
 - o The developer will make the first payment following the completion of the 270th dwelling;
 - o The Council will apply the money towards a bus service and will use any fares received either to: (a) extend the life of the bus service beyond seven years; or (b) apply the funds towards the promotion of other sustainable transport modes in the event that it determines that the bus service generates sufficient income to be self-sustaining;
- A contribution of £15,000 towards travel plan monitoring;
- To identify a GP surgery site within the development, to market it over a 36 month period for sale/ rent and to offer the GP surgery first offer on the site;
- The provision of a recreational lake on the site; and
- A contribution of £200,000 towards the financial management and monitoring of the legal agreement.

All cash contributions will be index linked to changes in the Retail Price Index and the agreement will be reviewed before the submission of Phase 2 reserved matters.

And subject to the finalising of conditions covering the following matters:

1. Time Limit: (Outline) works to start within two years;
2. Time Limit for submission of Reserved Matters applications (10 years);
3. Reserved Matters to include layout, scale, appearance and landscaping; Requirement to submit for approval an overall Development Framework and Design Code with the first reserved matters and to confirm play area and size of/ access to community facilities – masterplan and confirmation of management details. Landscaping implementation to include management plan.
4. Up to 1100 dwellings. To be subject of an agreed phasing plan.
5. Development parameters plan. No development other than areas of car parking and public open space shall take place within the areas marked on that plan.
6. Details of community facility – confirmation of floor area.
7. Sports pitches not to be floodlit without prior approval of the local planning authority.
8. Development shall not take place within a phase until details of affordable housing units for that phase have been approved by the Council.
9. Surface Water drainage details to achieve greenfield run-off rates.
10. Surface water and foul drainage details to be agreed and to include sustainable urban drainage systems.
11. Archaeological scheme of investigation (protection of ancient monument).
12. Ecology conditions recommended by the Planning Ecologist (landscape design, bird boxes, lighting strategy).

13. Environment Agency conditions – contamination research, surface water drainage management, protection of groundwater.
14. Noise measures – barrier and acoustic treatment at southern boundary close to J4M54 racetrack.
15. Tree and hedgerow protection.
16. Highways conditions imposed by Highways England.
17. Highways conditions recommended by T&WC highways (layout details, submission of a travel plan).
18. Construction method statement with measures to control dust, noise, vibration, light and odour, management of construction vehicles, hours of construction.
19. In accordance with submitted plans.

Informatives:

I11 Highways

I25e Trenches

I25m Nesting Birds (vegetation)

I40 Conditions

I41 Conditions

RANPPF1 - Approval – National Planning Policy Framework

Appendix 1

T&WC Highways officer conditions and suggested s106 contributions:

- 1) Before the proposed development commences the following details shall be submitted to and approved by the Local Planning Authority indicating:
 - a. The layout of the site, including the disposition of roads, footways, buildings and the provision of adequate parking and turning facilities within the site curtilage.
 - b. Means of surface water drainage from all areas intended to remain in private ownership.
 - c. Details of all road/footway/cycleway construction, including sections, street lighting, street furniture, tree pits, materials, visibility splays, structures, means of highway enclosure, drainage including longitudinal sections and a satisfactory means of draining roads to an acceptable outfall.
 - d. The Estate Street Phasing and Completion Plan incorporating a Design Code for the site and individual phases of development which shall set out the development phases, road hierarchy and the standards that estate streets serving each phase of the development will be completed and that the design of the internal layout of the site will be in accordance with the guidance contained in the "Manual for Streets" document issued by the Departments for Transport and Communities and Local Government.
 - e. Details of the proposed site access signal junction to the A4640 Castle Farm Way as generally indicated on PBA drw.ref.23519-5501-002 rev.C including a footway/cycleway link along the southern side of Castle Farm Way between the access and the NCN 81 crossing at Salisbury Avenue and including construction details required by (c) above.
 - f. Details of the proposed ghost right turn priority junction to the A5 Watling Street as generally indicated on PBA drw.ref.23519-5511-SK04 rev.B including the associated traffic management measures and including construction details required by (c) above.
 - g. Details of the proposed signal junction with pedestrian crossings between A4640 Castle Farm Way and Salisbury Avenue as generally indicated on PBA drw.ref.23519-5501-012 rev.A including the details of the proposed footway/cycleway crossing over Salisbury Avenue, leading to NCN 81, and the enhancements to Woodhouse Lane to protect the interests of pedestrians/cyclists alongside the proposed access route into the employment zone and including construction details required by (c) above.
 - h. Details of the proposed bus gate at the end of Salisbury Avenue including timescale for delivery and construction details required by (c) above.
 - i. Details of the proposed alterations to Woodhouse Lane required to achieve the removal of vehicular traffic from the sections passing through the intended new areas of public open space as indicated on the site master plan. Details are to include the provision of suitable adopted turning facilities to be located at the extents of the highway to remain in vehicular usage and all associated construction details required by (c) above.
- The development shall be carried out in accordance with the approved details, unless otherwise agreed in writing by the Local Planning Authority.

- 2) Before any buildings are occupied details of the Travel Plan for the development shall be submitted to and approved in writing by the Local Planning Authority in consultation with the Workplace Travel Co-ordinator. The Travel Plan shall set out proposals, including a timetable, to promote travel by sustainable modes which are acceptable to the Local Planning Authority. The Travel Plan shall be implemented in accordance with the timetable set out in that plan unless otherwise agreed in writing by the Local Planning Authority. Reports demonstrating progress in promoting sustainable transport measures shall be submitted annually to Local Planning Authority for approval for a period of five years from first occupation of the development.

Note To Planning Officer

Physical works to be delivered by the development which fall within the limits of the adopted highway (ie site access) will need to be delivered by S278 Highways Act (1980).

Woodhouse Lane is an adopted highway. It is not suitable in its present form for any intensification of vehicular use. The section to Salisbury Avenue which serves the employment zone will need improvement. The remaining sections are shown by the Applicant as being downgraded and having vehicular rights removed. This would have to be done formally under provisions within the Highways Act (1980). Any costs associated with this process would have to be borne by the Applicant.

The site Travel Plan can only be in Framework form at this stage but individual/personalised plans will be required for the various uses proposed for the site (ie school/residential/employment) as each has different requirements.

As far as the S106 is concerned there are a number of items to be included within the agreement.

- a) In addition to the above the development has an impact on the wider highway network. Whilst it was intending to use a pooled contribution strategy the CIL regulations place a restriction on this. Therefore the £1,183,500 strategic highway network contribution will most likely be targeted towards M54 junction 4 and Limekiln Roundabout
- b) £875,000 towards the provision of a public transport service serving the estate. The exact nature of the service is still to be finalised. Any associated infrastructure required to support this will be delivered on site in conjunction with the onsite highway works and will not form part of this contribution.
- c) Travel Plan monitoring would be £15,000.