

TWC/2015/0359

Angel Centre, Osbaston, Telford, Shropshire, TF6 6RB

Change of use from residential training facility (use class C2) to land and buildings for the storage and distribution of vehicles (use class B8) and construction of new vehicular access \*\*\*AMENDED DESCRIPTION / PLANS / AMENDED SITE BOUNDARY, ADDITIONAL INFORMATION RECEIVED\*\*\* (Part Retrospective)

**APPLICANT**

Greenhous Group (Holdings) Ltd,

**RECEIVED**

26/11/2015

**PARISH**

Ercall Magna

**WARD**

Edgmond and Ercall Magna

**OFFICER** Libby Harper

**1. THE PROPOSAL**

- 1.1 This is a full application for the change of use from a residential training facility (use class C2) to land and buildings for the storage and distribution of vehicles (use class B8) before their sale, mostly to corporate customers such as rental companies. The boundary of the site has been extended from the original submission; now incorporating the creation and construction of a new vehicular access from the neighbouring farmland through to the south western corner of the original boundary. From the outset of this application, the applicant (Greenhous Group (Holdings) Ltd – Greenhous) has identified that the proposed redevelopment of the site would be undertaken on a phased basis, the current proposal relating to Phase 1 to establish storage and distribution across part of the site, which if approved, it is understood that a Phase 2 application would then follow on for further storage and distribution, together with the establishment of a head office for Greenhous.
- 1.2 Phase 1 would entail internal and external car storage and processing focussed around the western and southern areas of the site, together with provision of staff (61 spaces) and visitor (14 spaces) parking. Spaces for a total of 625 (cars and vans) which could amount to 640 where related to smaller cars are shown across external hardstanding (tarmacked) areas with a small area of greenspace, together with the two hangars present on site and existing Building 21 towards the north eastern edge of the site. It is noted that the application is part retrospective with vehicles being stored on site, it is understood that these have been individually transported to site rather than on transporters.
- 1.3 In terms of the processing of vehicles, Building 21 comprises a modern vehicle repair workshop, which as well as storage, would become a Pre-Delivery Inspection (PDI) centre – relating to the initial audit of cars and the undertaking of minor repairs such as removing minor scratches and dents,

and fitments such as ply lining of vans, comprising a workshop, a number of store rooms, a compressor room, and canteen area. The southern hangar also contains vehicle preparation areas with the cleaning of vehicles and an adjacent car wash area. The vehicles would then be fuelled prior to principally being loaded on trucks for delivery to the customer. The PDI centre would also house the administrative function of the vehicle processing with provision of four offices and ancillary facilities (WCs etc.). Retention of the lodge at the northern edge of the site in order to house security staff is further proposed, as per the existing function of this building. Bar the removal of signage for previous inhabitants, and general maintenance repairs of the buildings, no external elevational changes are proposed.

- 1.4 Proposals have been shown indicatively for a Phase 2 scheme comprising storage for a further 1,280 vehicles across the eastern area of the site, which would be undertaken alongside the establishment of office facilities.
- 1.5 Notably, the numbers of vehicles to be stored have been amended during the course of the application, originally comprising 840 cars for phase 1 and 1,400 for phase 2. Related to phase 1, this reduction has been led by facilitating provision of the new access, allowing internal circulation and removing conflict with existing landscaping. The application material identifies that at present the company has several other storage facilities throughout the West Midlands but identify that these are of an insufficient scale to fully cater for the needs of the enterprise.
- 1.6 The proposed routing of vehicles has been debated during the course of this application. The data has been provided on the basis of the proposed Phase 1 and Phase 2 schemes cumulatively as the 'worst case scenario', with 20 daily transporter movements in and 20 daily transport movements out applying; non-rental vehicles would be delivered to the site by transporter and then out of the site individually. As it now stands, the route for vehicle transporters inbound to the site would consist of:
  - 14 HGVs (71%) from the B5062 relating to routing from the east and linking to the A442 at Crudgington and onto the A53 towards the M6 near Stoke (and beyond)
  - the remaining 6 HGVs (29%) would adopt the south east route via the B5063 towards Longdon upon Tern to Telford and the M54Outbound transporters would then be distributed with:
  - 13 HGVs (66.8%) via the B5063 along the south east route towards Longdon upon Tern to Telford and the M54

- 6 HGVs (29.5%) along the east route via the B5062 towards Crudgington and the A442 and onto the A53
  - 1 HGV (3.7%) along the south west route towards Shrewsbury.
- 1.7 All inbound and outbound car transport traffic would travel through the village of High Ercall on the B5063, the southern end of the village of Walton and along Crabtree Lane, traversing to and from the new access on the opposite side of the eastern end of Crabtree Lane. A new access would entail the creation of a proposed new carriageway from the unnamed road for 180 metre stretch connecting with an existing carriageway indicated to be resurfaced (appears to relate to the former air base use, and now serving the surrounding agricultural usage), across in the region of 415 metre stretch, and a second stretch of proposed new carriageway in to the south west corner of the site for 11 metres. The route is led by an updated review of Greenhouse delivery data from the Shrewsbury PDI site, as well as modifications to the proposed operations of the site, and further to concerns over routing of HGVs via the Walton bend.
- 1.8 Further clarification has been sought during the course of the application to establish the form and level of employment arising from the current application. A chart has been submitted related to the Phase 1 proposal identifying that 34 staff would transfer from the Shrewsbury PDI site, with an additional 50 staff proposed with a range of roles entailed, including a series of managers (operations, site, PDI), vehicle fitters, compound drivers, and PDI technicians.
- 1.9 At the outset of the application, hours (delivery and operational of relevance to this type of application) were unspecified, with a request for a 24 hour unrestricted option sought. Following a request by the Local Planning Authority to reassess this request, provision on the basis of the operation of security at the site operating on a 24 hour basis as existing, in terms of the main use of the site / PDI centre / offices would operate on a 06:00 to 20:00 basis, with the majority of deliveries undertaken during the hours of 06:00 to 20:00 with limited deliveries outside these hours at approximately 10% of all deliveries such that delivery hours would be unrestricted. Again a request was made for delivery hours to be reassessed, the applicant has advised that they would accept a condition which allows for no deliveries to be made to the site outside of the hours of 06:00 and 20:00 hours. The car transporters presented comprise 20m drawbar vehicles, each would carry up to 12 vehicles, with a checking in process for each vehicle taking around 5 minutes, each transporter would therefore typically leave the site 1 hour after arriving, some drivers would need to take breaks to comply with drivers' hours regulations and would wait longer before departing.

- 1.10 The application is accompanied by a Planning Statement, Transport Statement and latter Addendum, Flood Risk Assessment, Landscape and Visual Assessment, Photographic Survey of Buildings proposed to be used through Phase 1, Tree Survey, Interim Ecological Report and latter Preliminary Ecological Assessment: Proposed New Access Track and Passing Places.

## **2. SITE AND SURROUNDINGS**

- 2.1 The application site comprises 13.35 hectares of the former RAF High Erccall base (understood to have closed for this purpose in the 1965), together with the latter new access route across the neighbouring farmland to the south west. The site most latterly known as The Angel Centre falls 11km north west of Wellington as the nearest district centre, with the M54 (J6) beyond at 13km, 10km from the outskirts of Shrewsbury (A49) to the south west, and 16km to the A53 providing access to the north east (via Crabtree Lane, High Erccall, Crudgington - A442 at 6 kilometres).
- 2.2 The former base is vacant having most latterly been used on an ad hoc basis for police training, before that on a wider basis as a training centre – 1968-1990s. The site was used as the Road Transport Industry Training Board (RTITB) Multi Occupational Training and Education Centre (MOTEC), then known as Centrex used for motor vehicle training. MOTEC provided training for workers including HGV drivers and mechanics. It is irregular in shape and of a brownfield nature. Following the closure of Centrex in the late 1990s, it is understood that the site was sold off, operated under the name of the Angel Centre, and became largely vacant.
- 2.3 This is a substantial complex with approximately 25 buildings present of mixed size, form, and former uses including a conference centre, a detached modern workshop is fitted as a vehicle repair centre (Building 21), maintenance workshops, and 2 large scale aircraft hangars of 5,570sqm each with minimum eave heights of approximately 6.5 metres, a gatehouse, boiler house and water tower, three interconnected accommodation blocks (two of which are two storey and the third being three storey, provide c.161 bedrooms) and a further single storey block providing an additional 21 bedrooms. A series of internal service roads run within the site linking areas of tarmac hardstanding interspersed with grassed areas, dotted with areas ornamental tree planting. It is understood that planting within the central areas of the site has been latterly removed in order to avoid the bird nesting season, with partial areas of new planting in situ.
- 2.4 A range of materials are present across the site, specifically related to the buildings sought to be brought back into active use through this proposal. The

hangars comprise steel arch span structures clad with metal sheeting across the upper levels and roof, together with side stretches of glazing and brick extensions at the lower level comprising a series of pedestrian accesses and crittall windows; vehicular access is afforded by sliding (to eaves level) metal doors; building 21 the vehicle repair workshop consists of a buff brick plinth with upper level brown corrugated metal cladding interspersed with roller shutter vehicular entrances, doors and windows. Notably, the single storey gatehouse proposed for retention has remained in use to the present day, and comprises sand coloured brick, brown concrete roof tiles and white crittall windows. Sand coloured brick buildings feature across much of the remainder of the site also and appear to date from the 1940s. There are no significant level differences across the site. Vehicular access is currently gained from the northern edge of the site from an unnamed stretch of road between the villages of High Ercall and Ellerdine, Cold Hatton and onto the A442 to the north east. Fronted by an avenue of Poplar trees backed by a further avenue of leylandii trees

2.5 The site is bound by a mix of wire and mesh fencing backed by stretches of planting in parts. To the north sits an unnamed country road with agricultural land beyond; to the north east the site is bound by a series of farm buildings of Pool Farm with the farm house situated 21 metres from the boundary of the site, the semi-detached properties of 1 and 2 Pool Cottages sit beyond the farm at 64 metres away (edge of the property). To the east and south lies agricultural land, in part comprising a free range poultry operation for the former. To the immediate west lies agricultural land with a number of residences beyond:

- No. 2 Clarence Cottages is the nearest residence, lying 38.5 metres boundary to boundary, and just under 45 metres to the corner of the property itself, with No. 1 Clarence Cottages adjoining
- 5 Osbaston is positioned 45 metres boundary to boundary from the north western corner, and 34 metres to the corner of the property itself
- 90 metres boundary to boundary applies related to 2 Osbaston, 121 metres to the corner of the property relating to the boundary nearest the western storage areas, and 94 metres / 112 metres for the edge of the proposed transporter access,
- a distance of 92 metres applies boundary to boundary for 1 Osbaston, 116 metres to the corner of the property relating to the edge of the site nearest the western storage areas, and 71 metres / 108 metres for the edge of the proposed transporter access.
- Osbaston Cottage sits opposite the proposed new access, 7 metres boundary to boundary and 57 metres to the corner of the property from the junction (rather than the edge of the site for the visibility splay).

- 2.6 A series of further hangars are dotted in the wider landscape to the south and northwest with evidence of active commercial use (principally storage and distribution).

### **3. RELEVANT PLANNING HISTORY**

- 3.1 W99/0850 - Change of Use from Residential Training Centre (C2) to Centre For Religious Education to Include Place of Worship (D1) Residential Training (C2) and Conference Centre, with Ancillary Offices and Administration. Temporary Use of Building C (see submitted plan) to separate local authority education classrooms. Change of use of building N for storage (B8) and building P for light industrial (B1) to form separate planning units with formation of new vehicular access. Withdrawn 14/12/2000
- 3.2 W94/0594 - Erection of a Paint and Body Workshop Training Centre. Full Granted 27/09/1994
- 3.3 W90/0668 - Erection of a New Two Storey Residential Block and the Formation of a New Vehicular Link Road. Full Granted 21/08/1990
- 3.4 W79/0719 - Erection of Extension to Sale, Service and Parts Department. Full Granted 22/11/1979

Alongside the above, there are various general extension / provision of ancillary buildings relating to the former MOTEC usage of the site.

- 3.5 PE/2015/0821 – Change of use from training centre (D1) to storage and distribution of cars (B8).

### **4. PLANNING POLICY CONTEXT**

- 4.1 National Planning Policy Framework (the NPPF)
- 4.2 Saved Wrekin Local Plan policies  
UD2 Design Criteria  
E6 Rural Employment General  
T22 Planning Obligations  
OL11 Trees and Woodland
- 4.3 LDF Core Strategy policies  
CS2 Jobs  
CS7 Rural Area  
CS13 Environmental Resources  
CS15 Urban Design

- 4.4 Telford & Wrekin Local Plan: Publication Version January 2016  
Limited weight can be given to this plan at the present time and it does not form part of the adopted development plan. Nonetheless, the Local Plan has been prepared on the basis of detailed evidence and it is the Council's view that the policies in it are sound and consistent with national policy.
- SP3 Rural area
  - EC3 Employment in the rural area
  - NE1 Biodiversity and geodiversity
  - NE2 Trees, hedgerows and woodlands
  - C3 Impact of development on highways
  - BE1 Design criteria
  - ER11 Sewerage systems and water quality
  - ER12 Flood risk management

## 5. SUMMARY OF CONSULTATION RESPONSES

- 5.1 A total of three periods of consultation have taken place for this application, further to the submission of amended plans the 2<sup>nd</sup> focussed around provision of traffic lights on the Walton bend, a proposed new access, and highway mitigation works; and, the third focussed around changes to the route of the HGV vehicle transporters and away from the Walton bend, together with the submission of additional material including the clarification of specific points (such as the level and type of employment related to the current application, operational and delivery hours), ecological assessments.

### Standard consultation responses

- 5.2 Ercall Magna Parish Council: Object  
Objected during the 1<sup>st</sup> consultation, requesting the application be deferred for a month for a pattern of in out flow of traffic to be obtained; also identified that the weight limit on Silver Hill needs to be reinforced and the signage improved. Further to the 3<sup>rd</sup> consultation, concern has been raised to the amount of traffic generated through Longdon upon Tern on the B5063 during the Parish Council meeting. Discussion at the meeting identified that if the HGV traffic is planned from the north to come via the A442 to Crudgington Crossroads then via the B5062 through High Ercall and then via Crab Tree Lane, why can the HGV traffic from the south not come from the Shawbirch Roundabout along the A442 to Crudgington Crossroads and then follow the same route as those from the north, thus missing out all the concerns residents have through London upon Tern. Deferment of the application has been requested for further discussion to take place, as this is not proposed, Officers have advised the Parish Council that the application is going forward to Planning Committee and the opportunity to provide further representation.

### 5.3 Rodington Parish Council: Object

In response to the latter consultation, the Parish Council object to the routing elements of this application, with the main issue being transporters in and out of the site through country lanes and the effect on the lives of residents.

Consider the key question is the choice of routes:

1. for transporters going to or travelling from Junction 6 M54, these have to use the A442 and the logical route is stay on the A442 to Crudgington then left on B5082 into High Ercall. This route passes the minimum number of houses, makes maximum use of A roads, and uses the minimum of narrow country roads
2. the application to divert off the A442 takes HGV's through the Shawbirch housing estate which means it crosses children's walking route to two schools that do not have designated crossings
3. at Longdon upon Tern HGV's have to cross a single track sandstone Grade II Listed Bridge judged to be fit for purpose. However, TWC commissioned a safety audit March 2012, recommendations were not fully implemented. The report commented the priority sign on the Telford side was too close to the bridge, which may explain why too many drivers seem to fail to see it. It also commented that the pavement looked to be temporary and should be filled as a proper pavement. It remains unfilled four years later
4. last bridge inspection August 2015 incomplete due to high water levels. Super structure: Arch only inspected from the riverbank due to depth of water and vegetation. Waterproof layer unlikely to be present – to be monitored during future inspections. Both parapets leaning outwards – to be monitored for movement. Foundations: Not inspected – regular diving inspections required including after significant flooding. Abutment: not inspected – access hampered by flood. Substructure Drainage: Not inspected due to access Wing Walls: Weathering – vegetation obscuring inspection. There has been no follow up inspection after water levels dropped. However, it is certified for vehicles up to 40 tons. Highways has not monitored HGV usage of the bridge, in past few month Haughmond Quarry has opened a second quarry face doubling output and hence sudden increase in vehicles. Simmonds Transport are doing up to 8 journeys each way to their new Storage area. Palletline has suddenly appeared as a regular user of this road. This is a dramatic increase without the addition of this application. The bridge can take 40 tonner, however can it endure consistent continuous use by HGV's. The bridge should be downgraded to 7.5 tons to ensure it will survive another 200 years
5. houses close to roadside already suffer vibrations within the home with the HGV's that use the B5063 currently. Greenhous proposed numbers would be a serious increase. No investigation made into Environmental Survey of vibration and pollution issues on the route

6. drivers exiting Millers Row have limited view. Exit from village hall on bend and decline limited view
7. drivers exiting Isombridge Lane have very limited view being lower than the bridge several accidents due to this issue
8. cars exiting Sugden and Tern Lane have view but due to speeding on the B5063 several accidents
9. the B5063 is used regularly by cycling clubs and horse riders from local livery.

5.4 Waters Upton Parish Council: Support subject to conditions  
3<sup>rd</sup> consultation - Although not in the Parish, Waters Upton Parish Council wished to register its view that significant works will be required at Crudgington Crossroads in order to ensure safety with regards to the additional traffic that will use the junction. A safety scheme is required and could be achieved as a result of conditions within the planning application. Officers have advised the Parish Council that the requested measure are not proposed, and are given the opportunity to provide further representation to Planning Committee.

5.5 Cllr Jacqui Seymour: Object  
3<sup>rd</sup> consultation – Objects to intention to route up to 19 double decker vehicle transporters per day to and from the proposed site through Longdon on Tern and Shawbirch to the M54. Considered that routing of this size of vehicle in these kind of numbers on a daily basis through rural lanes and residential areas is not acceptable. Vehicles on the route would have to cross the very old and very narrow single lane bridge over the [River] Tern bridge has been the subject of much concern and many accidents over very many years and are still ongoing. Although there is now priority signage at this bridge, this is not working well and there are incidents almost on a weekly basis of either accidents or damage caused to the bollards set up on the bridge to create a supposedly safe walkway. Dangerous junction with Isombridge Lane which is sited very close to the bridge and, because it is much lower than the bridge, drivers have very restricted views of what is coming over the bridge. There have been many incidents here too.

Local residents, including those on Isombridge Lane have also complained over many years as to how their houses shake when heavy vehicles go over the bridge. Although the bridge has recently been assessed as being safe for current usage, if this route is allowed for this application, it would quadruple the number of heavy vehicles going over it and, apart from the disturbance this would cause to residents, do not believe that the structure of this very old bridge would hold up for more than a short time.

## 5.6 Mark Pritchard MP: Object

2<sup>nd</sup> consultation - Proposed 'solution' for the installation of traffic lights on Walton Bend, creating an alternative one way traffic system would have two disadvantages for nearby houses. The first would be the noise of stationary traffic, followed by vehicles revving up to go through the lights; the second would be particularly for those who are encompassed by the one way system, causing a danger for those residents coming out of their drives. A further representation was submitted prior to the 3<sup>rd</sup> consultation objecting to the scheme, identifying receipt of a number of further communications from worried constituents, with one provided explaining the objections more fully:

- Issue not business usage but dangers and difficulties arising from the entirely inadequate vehicular access
- No consultation with local residents, unwillingness to engage repudiates Greenhous statement that it wants to be a 'good neighbour' and tacitly recognises the unpopularity of proposals
- Complete absence of due diligence, site already in use to store many vehicles without planning permission, conditions or control emphasising the above points, Council appear to be by-passing democratic process by not entering into any meaningful dialogue or not considering the local impact or opinions
- Lanes in an arable farming area already frequently carry tractors/farm machinery and other large lorry trailers. Greenhous transporters 2 tier, 20 metres long, estimates 36 transporter journeys daily in phase 1 rising to 90 in phase 2
- application seeking 24/7 working, hours permitted for deliveries should be considered separately from on-site working hours, unacceptable to have any volume of huge vehicles moving on quiet country lanes 24 hours a day
- another viable route away from Walton corner should be investigated. Traffic lights either side of the corner would not inform traffic already on or nearing the western end of Crabtree Lane
- proposed widening of left turn into Crabtree Lane far more extensive than the verge, measurements warrant further investigation
- whole of Crabtree Lane not straight as it appears in the plan, has high hedges, poor visibility, too narrow, for 280 metres at the eastern end, 2 cars cannot pass, cars frequently required to reverse upwards of 50 yards in both directions to pass larger vehicles that cannot or will not manoeuvre
- no pavements, verges or street lights at Walton corner or Crabtree Lane, poses significant danger to all pedestrians, dog walkers, horses and cycling clubs.

## 5.7 Highways: Support subject to conditions

Originally objected to the scheme. Firstly, acknowledged the extant C2 use of the site, and how that based on the information presented by the applicant, the site has the potential to generate a quantum of car trips which is greater

than that which could be generated by the proposed B8 use. The LHA considers the evidence submitted with regards to this as robust in its methodology and therefore it has no grounds to express any concerns regarding the level of car trips associated with the site as a result of the proposals presented in this application.

Concern was however, raised with regard to the transporter trips generated, information suggested that on average there would be 40 two way transporter movements made per day but could be as high as 90 on particularly active days. In turn the HGV movements were judged to be substantially higher than the HGV movements which could be associated with the extant use of the site and therefore due to the constrained nature of the adjacent highway network the LHA considered this intensification in use as a concern. The LHA considered that elements of the local highway network, within the routes identified for the transporters by the applicant, as geometrically substandard and to intensify their use by HGV's as a result of this application would be unacceptable and of likely detriment to highway safety. The areas of particular concern were identified as:

- Substandard forward visibility to oncoming traffic at the Walton Bend where any transporter, travelling either west or southbound, would have to also occupy the opposing carriageway lane in order to negotiate the turn
- Substandard visibility splays at the junction between Crabtree Lane and the B5063
- Substandard forward visibility to oncoming traffic at the bend between Muckleton Lane and Site Road where any transporter, travelling either east or southbound, would have to also occupy the opposing carriageway lane in order to negotiate the turn
- Substandard visibility splays at the junction between Crabtree Lane and Muckleton Lane where any transporter, travelling either west or northbound, would have to also occupy the opposing carriageway lane in order to negotiate the turn
- Substandard forward visibility to oncoming traffic on Muckleton Lane, on the road length adjacent to Osbaston Cottage
- Substandard carriageway width for the passing of two Heavy Goods Vehicles on Muckleton Lane
- Substandard visibility splays at the accesses for private dwellings fronting Muckleton Lane and Site Road. Therefore increasing the likelihood of drivers manoeuvring out of these driveways into the path of transporters.

From the information submitted in the application at that time, it appeared to the LHA that any mitigation to the above issues could not be achieved, due to the land which would be required, being outside of land under control of the applicant. Refusal was duly recommended.

The applicant however has subsequently looked to address these issues with a number of addendums to the Transport Assessment, and it is now the view of the LHA that permission be granted subject to planning conditions and obligations under a S.106 agreement. The following is therefore requested:

Conditions

1. The use of the development authorised by this permission shall not begin until the Local Planning Authority has approved in writing the detailed submission of a scheme of highway works to include:
  - i) The realignment of the B5063/Crabtree Lane junction in general accordance with submitted drawing M14074-A-012. Details to include lining and full kerbing of the junction radius.
  - ii) Installation of hardsurfaced pads for the waiting of bus passengers at the junction between the B5063 and Crabtree Lane. Details to include the specific location of the hardsurfacing and the provision of seating and bus boarder kerbs if required.
  - iii) Localised carriageway widening on Crabtree Lane in general accordance with submitted drawings M14074-A-003 and M14074-A-027. Details to include full road construction, kerbing, drainage design and any signing and lining.
  - iv) Provision of the new site access off Muckleton Lane including associated junction realignment works to the Crabtree Lane/Muckleton Lane junction, all in general accordance with submitted drawing M14074-A-027. Details to include road construction, kerbing, drainage design, all requisite visibility splays and any signing and lining.

And the approved works have been completed in accordance with the Local Planning Authority's written approval and have been certified in writing as complete on behalf of the Local Planning Authority; unless alternative arrangements to secure the specified works have been approved in writing by the Local Planning Authority.

2. Before the proposed development is brought into use the existing site access off Osbaston Road located at grid reference (360215,318980) is made redundant as a consequence of the development hereby permitted by this consent and shall be permanently closed in accordance with details to be first submitted to, and approved in writing by the Local Planning Authority.

## S.106

### Routing Agreement

1. The routing of all vehicle transporters associated with the movement of cars to and from the site shall be in accordance with those routes indicated on submitted drawing number M14074-C-025; in that no transporters are permitted to travel through the Walton Bend on the B5063 and therefore all transporters may only turn left out of Crabtree Lane onto the B5063 and right into Crabtree Lane from the B5063.

A financial contribution of £5,000 will be required towards the monitoring of this routing agreement.

A sum of £100,000 is deposited or bonded (subject to a satisfactory calling in arrangement) with the Authority so that this money can be called upon to install shuttle operation traffic signals on the Walton Bend if there are three proven instances of transporters defaulting on the routing agreement. Upon any installation of traffic signals on the bend the routing agreement from the junction of Crabtree Lane/B5063 shall become null and void.

It is to be noted that that this routing agreement will be subject to further legal input come preparation of the legal agreement, in order to ensure it is legally sound, but the above outlines the principles expected of the agreement.

### Financial Obligations

2. A financial contribution of £7,500 towards signing and lining improvements on the B5062 Cotwall Lane at New Cottages bend (Grid Ref. 361106, 317721) and the stone bridge 240 meters to the west of the A442 (Grid Ref. 362821, 318019)
3. A financial contribution of £10,000 towards a speed review on the B5063 between High Ercall and Walton with a view to reduce the speed limit from 60mph to 40mph. Works will include all associated lining, signing and legal orders.

An informative is further requested relating to the requirement for a S.278 off site highways works legal agreement.

### 5.8 Drainage: Support subject to conditions

Specify that no drainage or pollution control information has been included in the planning application and neither have details of the Phase 1 and 2 works and any intended surface treatments to be undertaken as part of these. For these reasons, conditions are requested for a scheme for surface water drainage, 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; secondly that prior to being discharged into any watercourse, surface water sewer or soakaway system, all surface water drainage from parking areas and hardstanding shall be passed through an appropriately designed oil interceptor or 3 levels of SuDS treatment as identified by CIRIA C697 with details to be submitted; and thirdly that any runoff produced by vehicle washing and cleaning activities should be classed as trade effluent, for this reason it should be disposed of to a foul water drainage system. If this is not available the effluent should either be stored in a sealed system for off-site removal as a liquid waste, or a new private foul system constructed to convey the waste to an existing foul outfall, with details to be submitted. Representation reiterated through the subsequent consultations.

#### 5.9 Ecology: Comment

Initially objected to the proposal identifying that a lot of ecological surveys were being undertaken on the site. From discussions with the ecologist, the consultee was aware that the site contains evidence of roosting and hibernating bats, breeding birds (including barn owls) and brown hare foraging (but no burrows) on the site. Understood no evidence of badgers, reptiles or amphibians. No ecological survey information was submitted in support of this application, and therefore Ecology were unable to assess the potential impacts of the proposed development on protected and priority species, with an objection on the grounds of lack of information.

Further to the submission of an interim ecological report (M.J. Latham), Ecology revised the representation to a comment considering the submission sufficient to assess the impacts of the first phase proposal (with species surveys ongoing). On the basis of the report, conditions are requested for development to occur in accordance with the interim ecology report, provision of a bat method statement; together with informatives setting out the legislation applying to the protection of bats and nesting wild birds.

Further to the provision of the Preliminary Ecological Assessment of the proposed new access and passing places, a revised comment representation has been made by Ecology. Amended conditions are requested related to works to be in accordance with the interim ecology report, and the latter assessment of the new access and passing places, provision of a bat method statement, provision of a lighting plan prior to the erection of any external lighting, a pre-commencement bat inspection; together with informatives setting out the legislation applying to the protection of bats and nesting wild birds.

5.10 Arboricultural: Support subject to conditions

Identify that if the proposal is given consent it will involve the loss of around 90 trees give or take a few, should be looking at no net tree loss across the Borough. As such if consent is afforded to the proposal, a landscaping scheme should be produced with a view to mitigating the loss of the trees. The site has ample space to accommodate the trees throughout; landscaping design and tree replacements conditions requested. Comments reiterated for 2<sup>nd</sup> consultation.

5.11 Environmental Health - Pollution Control: Support subject to conditions

Request conditions requiring the submission of a noise assessment, to include details of any abatement measures necessary to reduce noise impact; together with a light assessment survey if additional lighting is to be provided for the site to ensure that any lighting put in place does not adversely affect any other property.

5.12 Environmental Health - Contaminated Land: No comment

5.13 Development Plans: Comment

This application is consistent with paragraph 17 of NPPF as this application encouraging the reuse of this vacant site. The existing buildings will be reused and converted as part of the development process.

In paragraph 28 of the NPPF suggested that economic growth in rural areas should be to support economic growth in order to provide jobs for the locality, which is considered another form of sustainable development. This site will create jobs within the area and help the community financially

For the Wrekin Local Plan, Policy OL11 is relevant to woodland and trees. The council seek for all trees to be retained in order to keep the character of borough. It is essential that advice is sought from the Council's tree officer before development commences.

Policy CS2 seeks to deliver new jobs to create a dynamic and widely based economy. This includes creating new jobs in accessible locations, offering a choice of work opportunities, meeting the needs of existing businesses, and achieving greater diversity in the economic base. The application form indicates that the site is vacant and that the change of use will generate full time jobs on this site, this will conform to this policy.

Policy CS7 relates to development in the rural area. This policy applies to development in rural areas such as High Ercall, Tibberton and states that development should be considered necessary for the local area, as the proposal site falls outside Telford's development boundary then this policy can

be considered as relevant. Considering this site was previously used as an employment site and was used to support the economy of the local community this application should be considered acceptable.

Policy CS15 states that new development should assist in creating and sustaining safe places, strengthen local identity and project a positive image and appearance of the local environment. Advice should be sought from the Council's Urban Design officer to determine conformity with this policy.

5.14 Shropshire Council: No comment made

5.15 Shropshire Fire Service: Comment

Advise that as part of the planning process, consideration should be given to the information contained within Shropshire Fire and Rescue Service's "Fire Safety Guidance for Commercial and Domestic Planning Applications". Reiterated for the 2<sup>nd</sup> and 3<sup>rd</sup> consultations.

Neighbour representations (summarised)

5.16 1<sup>st</sup> consultation and intervening period to 2<sup>nd</sup> consultation: 13 objections

- Lack of passing places along Crabtree Lane east half Crabtree Lane and first part of Muckleton Lane, not wide enough for two cars to pass, no chance for HGV or small transporter with or without a trailer of passing another vehicle, conflict large vehicle meeting walker – no footpath
- Impact on existing businesses, need for roads to remain passable
- Already issue of major road blocks / dangerous reversing large vehicles on blind corners
- Local highway network unsuitable for vehicle transporter movement
- Substandard visibility - forward visibility at Walton Bend with accidents seen and along Muckleton Lane including single decker bus wedged in bend, visibility splays junction Crabtree Lane and Muckleton Lane, carriageway width Crabtree Lane and Muckleton Lane
- Concern over large increase of road usage by large vehicles, narrow country lanes, impact on drivers, walkers, runners and cyclists, horse riders
- Questioned exploration alternative access - new purpose built and safer, access could be created without using the local lanes
- Baseline position questioned – site vacant after Centrex closed in late 1990s with exception site security and police training during Angel Centre times, comparison with conference centre not appropriate, and lack of recognition existing traffic
- Additional movements cannot be achieved without widening lanes in vicinity - loss of mature trees and habitats for local wildlife

- Existing impact on amenity from number of vehicles from storage facilities in the area, agricultural vehicles from 2 local farms
- Impact on protected wildlife including removal of trees and hedgerows
- Increase noise pollution
- Air pollution
- Likely increase accidents and collisions
- Operational hours queried (day and night)
- Commencement of operation – including noticeable increase in danger from cars and vans leaving the site already
- Use could be suited to site but wrong application for this location – alternative sites better, or purchasing of land to run private access road to A442 near Crudginton or A53 near Edgebolton
- Lack of job creation
- Validity Transport Assessment questioned
- Proposed rumble strips noise impact and unsuitable
- Existing issues hedgerows – excessive height, and position in previously passing place

5.17 2<sup>nd</sup> consultation and intervening period to 3<sup>rd</sup> consultation (additional points):  
42 objections

- Traffic signals inappropriate - position of vehicle detection system Walton Bend would cause a visibility obstruction where tight manoeuvring already entailed, coverage four driveways / 2 uncontrolled accesses to 8 properties with no view of lights sequence making pulling out of driveways very dangerous, stop line across driveway access unacceptable, driveways blocked by waiting traffic, noise and pollution stationary traffic, impact on businesses – agricultural busy periods referenced, difficulty in accessing post box (residents and post man), loss of light and privacy from queuing traffic, barrier system protruding from wall safety issue, insufficient room for HGVs to exit Crab Tree Lane and straighten up before lights, 3 way system required including Crab Tree Lane
- Impact on amenity of residents from traffic lights changing including into bedrooms, and vehicles waiting
- Installation traffic calming measures such as rumble strips not acceptable adjacent to residential properties
- Data questioned - proposed widening of left turn into Crabtree Lane far more extensive than the verge, measurements warrant further investigation, insufficient visibility splay figures for stopping distances
- Swept path analysis Walton bend concern, were traffic signals to fail, questioned what would happen then
- Inadequacies mitigation Crabtree Lane - proposed passing places not wide enough or inter-visible, drivers cannot see over hedgerows with heights between 4-4.5 metres on western side, questioned whether can be effectively proposed within land under the ownership and control of the highway

authority, whole of Crabtree Lane not straight as it appears on the plan with high hedges, poor visibility, too narrow, for 280 metres at the eastern end, 2 cars cannot pass, cars frequently required to reverse upwards of 50 yards in both directions to pass larger vehicles that cannot or will not manoeuvre - no pavements, verges or street lights at Walton corner or Crabtree Lane, poses significant danger to all pedestrians, dog walkers, horses and cycling clubs

- Crab Tree Lane small country road not constructed to take large amounts of HGVs, in long term road edges and drains will collapse, leading to erosion and loss of highway, opportunity to get whole of Crabtree Lane widened, queried existence of weight restriction on Silver Hill but not Crabtree Lane
- Cost implication future repairs Crabtree Lane
- Alternative route - another viable route away from Walton corner should be investigated
- Routing if Crab Tree Lane blocked queried, and if suitable alternative exists, queried why not being used for at least some of the traffic
- Junction Crab Tree Lane / B5063 collection/drop off point for children/local residents for school/public transport every weekday – questioned consideration given to the safety of these people
- Bends at Great Wytheford also an area of concern for use by large car transporters
- Existing conditions of roads poor and will not safely take any more HGVs unless widened and remade
- No details type of HGVs – could be anything from 3.5 tonne 6 wheeled transit upwards, car transporters at the larger end of the HGV spectrum
- Routing of traffic for the installation of superfast broadband during duration of works
- ROSPA data – more deaths on rural than urban roads, statistics suggest greater chance of a collision resulting in death on rural roads. Dangerous and substandard proposals will undoubtedly make local roads more dangerous
- New passing places on Crab Tree Lane should be part of the application site – need for further ecological study to comply with Habitat Regulations
- The proposed highways ‘mitigation’ works would not adequately or effectively limit the significant impacts of the development
- The proposed development would result in severe residual cumulative impacts and should therefore be refused on transport grounds
- Frequent damage to boundary wall property on Walton Bend – increase HGV traffic not appropriate
- Does not accord with NPPF policies to promote sustainable transport, safe and suitable access for all people, mitigation not sufficient to resolve identified access inadequacies, and would create additional safety issues
- Danger of structural damage to properties increased heavy traffic passing

- Proposed new access road would require a change of use application, existing track and entrance has been identified as an option by landowner negating needless tarmacking of agricultural land
- Lack of consultation by applicant with local people, unwillingness to engage repudiates Greenhous statement that it wants to be a 'good neighbour' and tacitly recognises the unpopularity of proposals
- Complete absence of due diligence, site already in use to store many vehicles without planning permission, conditions or control emphasising the above points, Council appear to be by-passing democratic process by not entering into any meaningful dialogue or not considering the local impact or opinions, need for site visit to fully appreciate the issues
- Hours - application seeking 24/7 working, hours permitted for deliveries should be considered separately from on-site working hours, unacceptable to have any volume of huge vehicles moving on quiet country lanes 24 hours a day
- Impact on sale of properties
- Unconsented use implications - security lighting been on site 24 hours, car transporters accessing site

3<sup>rd</sup> consultation (additional points) – 75 objections

- Object to use of B5063 – lack of need, should use A442 rather than divert off at Shawbirch through housing estate with danger to children (many from Shawbirch area walk to Dothill, St. Peter's Primary School and Charlton Secondary School, pollution impact) and Longdon upon Tern with development in a linear form with most houses in close proximity to the road - where traffic speeds faster than 30mph limit and high speed on approach to village, poorly maintained road surface, recent increase in traffic into the village from reopening of Tayleur Arms PH, poor visibility for drivers exiting from Red House Farm / Millers Row / Mill House / Mill House Barns / Isombridge Lane / Sugden Lane / Church Hall, impact walkers / dog walkers / cyclists / horseriders / motorcyclists around village; B5062 from Crudgington better with single number houses affected, S106 monies used to improve road including from Creamery site
- Impact on Longdon upon Tern Bridge - single track, 200 years old, Grade II listed, right of way signage ignored by drivers, safety barriers damaged on regular basis, already bowing, struggle to cope with sudden significant increase in volume of HGVs – will be damaged further with costly repair, request for 7.5 tonne weight limit for future protection – adjacent to 1797 Thomas Telford aqueduct as part of the areas' heritage
- Vibration from increased traffic
- Potential danger to buildings alongside road in Longdon Upon Tern - property in village recently damaged twice by cars - resulted in temporary traffic lights for several weeks, number of collisions in last few years with at least two resulting in severe structural damage one caused directly by a HGV failing to

negotiate a bend near a junction and busy public house, collision cement mixer with Toll House

- History of motor accidents in Longdon upon Tern with several fatalities
- No pavement on one side of the road in Longdon upon Tern – children and young people dropped off daily from school, with poor visibility, with impact of further large vehicles
- Increase in traffic through High Ercall – enough traffic already including HGVs and agricultural traffic, 65ft long transporters would increase risk to residents and other road users, extra traffic from creation of new housing, tightness of road, traffic prone to not stopping for pedestrian crossing
- Historic issues with MOTEC traffic – problems when site in use, lorries were much smaller than current range of transporters
- Access from B5062 should ideally be sought from existing access point to rest of the airfield site
- Danger to pedestrians using High Ercall/Walton/Crabtree Lane and Silver Hill as a regular walking route
- Car transporters not equal to two passenger cars in terms of weight, noise and pollution with reference to highways representation
- Questioned whether ecological surveys of adjacent hedgerows undertaken
- Questioned whether better sites available – nearer M54 / Telford, closer to main transport routes, development out of keeping for area
- Minimal employment generated – just a storage facility, jobs include contract drivers not creating opportunities for immediate community, no measurable benefits for local community
- Inappropriateness delivery hours – surveys show data from 07:00 onwards, more data required 06:00-07:00 slot - quiet time on roads, queried operational at weekends, 10% outside normal working hours unacceptable in terms of noise, air and light pollution
- Questioned whether narrow bridge on B5062 Crudgington able to take traffic
- Greenhous likely to disregard planning conditions imposed upon them in the future with site already in use, including routing
- No plans to monitor vehicle movements and impose restrictions, reports of reckless drivers ferrying vehicles
- Different vehicle numbers cited
- All vehicles to pass through Walton
- Flawed S106 – if just 3 transporters access the site via Walton bend, then obligation to use High Ercall automatically falls away, with traffic lights then installed which residents do not wish to see, no timetable for installation under those circumstances, difficult to see means of prevention of route used in advance of implementation – risks to safety pedestrians / cyclists and other road users. Detailed arrangements for lights unknown – no arrangements for residents to make representations on, simply imposed. Monies not indexed and may be insufficient with passage of time

- Conditions – would be in breach if planning permission granted related to draft highways conditions requiring submission of various details before site brought into use
- Lack of drainage information – application could be rejected as incomplete
- Night-time illumination - given scale, nature and open countryside location
- Highway mitigation measures not necessary if development were not to proceed - not wanted by local residents anyway, Highway Officers feel traffic lights on Walton Bend are an improvement and see this development as an opportunity to install such lights, extend the 30mph speed limit etc. at the expense of the developer
- Impact on property values
- Concern over continued use existing access, understood would be closed down
- 'Except for access' sign at the bottom of weight restricted Silver Hill needs to be removed to avoid confusion
- Provision of roads: traffic reduction House of Commons paper (November 2010)
- Reference to dismissed Appeal decision APP/J0405/A/03/1109706 (Jan 2004) for change of use to allow open storage with associated office/security buildings, hard surfacing and lighting at Finmere Airfield, Finmere, Aylesbury Vale, Buckinghamshire
- Deficiencies of Flood Risk Assessment – not a full assessment, lack of detail surface water treatment arrangements, prior to commencement of development conditions requested by T&WC Environmental Services which Greenhouse would be in breach of if permission granted
- Deficiencies Landscape & Visual Impact Assessment – title and para's 1 and 2 indicate it is a scoping report not actual LVIA, not in accordance LVIA guidelines (GLVIA3) Landscape and visual impact of development - given scale, nature and open countryside location, LVIA does not accord with Landscape Institute's guidelines – expert opinion should be sought, as it stands should be rejected as incomplete.

## **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 principle of the change of use at this site
- highways and impacts on local infrastructure
- the impact on the living conditions of neighbours
- the impact on the character and appearance of the area
- trees
- ecology

- drainage and flood risk.

#### The principle of the change of use at this site

- 6.2 The Planning Statement accompanying this application sets out the background to the proposal. This explains that the Greenhouse company as the applicant is one of the largest and most diverse automotive groups in the UK, selling over 100,000 vehicles every year. The company remains privately owned, the core business and headquarters in Shropshire – currently leased at Shrewsbury Business Park. At present the company has several other storage facilities throughout the West Midlands but identify that these are of an insufficient scale to fully cater for the needs of the enterprise. These facilities are further stated as outside of the core Shropshire area, leading to management issues in regard to distances entailed from the Head Office. The company has 35 franchise dealerships sitting in the West Midlands area, covering both cars and commercial vehicles. An existing pre-delivery inspection operation is located in Shrewsbury which would be relocated through development.
- 6.3 As previously stated, the current application represents the first of two phases of proposals desired by the applicant for the Osbaston site; the proposed ultimate objective being to have refurbished offices used as the Greenhouse headquarters along with a significant storage facility representing a centralisation of the business. The intention to phase applications having been led by the timing of ecological surveys.
- 6.4 The site benefits from a C2 use (residential institution) for a residential training centre; this is established from the planning history of the site related to the 1999 application which sought change of use from said C2 use. The storage and distribution function here seeks to utilise existing hard standing, the existing two large scale hangars and motor vehicle workshop, and modest encroachment to greenspace on the site, and gatehouse for the purpose of site security. It would entail the transfer of 34 staff from the Shrewsbury Pre-Delivery Inspection site, with an additional 50 staff proposed.
- 6.5 Local policy through E6 sets out three criteria employment development proposals must satisfy, with reference to principle considerations, the proposal satisfies the principles of this criteria being related to the diversification of the rural economy; and is located in existing rural buildings related an existing employment use. Matters relating to the specific detail criterion considering scale, type and design sensitive to the location of a site and satisfying the requirements of further policies of the plan will be considered below. This position of diversification further relates to meeting the needs of an existing business which is local to the area, as supported by Policy CS2.

- 6.6 Provision will also lead to the creation of jobs, clarification as to the level of employment generated through the phase 1 proposal has identified that whilst 34 staff would transfer in from the Shrewsbury Pre-Delivery Inspection operation, a variety of roles for 50 additional staff will be generated. Policy CS7 seeks to focus development in the rural area to the settlements of High Ercall, Tibberton and Waters Upton. The site distinctly lies outside of these settlements – in the region of a kilometre from High Ercall, and within the context of open countryside surrounding the site where development will be strictly controlled. However, this is a sizeable brownfield site with redevelopment through conversion and adaptation of existing hardstanding and buildings with a modest encroachment to greenspace. Furthermore, economic growth is emphasised in the NPPF, with section 3. specifically dealing with supporting a prosperous rural economy seeking to support the sustainable growth and expansion of all types of business and enterprise in rural areas.
- 6.7 The Publication Version Local Plan through policy EC3 supports new employment development where it involves the re-use of previously developed land (as further supported by policy SP3) or the conversion/re-use of redundant buildings as relevant here subject to the satisfaction of three criterion. The first (i) necessitates that development relates to agriculture, forestry or assist in the diversification of the rural economy – the latter as pertinent here; (ii) requiring that the local highway network is capable of accommodating the traffic generated by the proposed development – to be addressed subsequently in this report; and, that the proposal is supported by an appropriate business case which demonstrates that the proposal will support the local economy and help sustain rural communities. Whilst a full business case has not been provided – the policy is only given some weight as it is not adopted, with the plan arising subsequent to the submission of the application, the application demonstrates the rationale as to the need for the site, including that the site can be owned by the company rather than leased whilst being a sufficient size to better meet their business needs; it will also create a number of additional jobs in the locality in a variety of roles.
- 6.8 The proposal would bring back into active use a site which has been largely vacant for a notable period of time (17 years referenced in a number of local representations and tallies with the timing of the last application), in a locality already known for storage and distribution with a number of further hangars in the vicinity used for this purpose. The proposal relates to a specific local business, for a specific form of storage and distribution, both adding to the diversification of the rural economy and meeting the needs of an existing business to promote economic development in line with local and national planning policy. The principle of the change of use is considered acceptable.

## Highways and impacts on local infrastructure

- 6.9 The position with reference to highways and access has been changeable during the course of the application, reference having been made at the beginning of this report to the revised routing of HGV transporter movements away from the Walton Bend necessitating provision of traffic signals, with provision of a new access to avoid deliveries by transporters traversing the sharp bend on Muckleton Lane to the west of the site. The highway implications of this proposal have been a central issue of the local representations. The LPA acknowledges that the scheme will entail a number of changes to local highways, one of which comprises a presently vacant site being brought back into active use at a large scale. Here it must be borne in mind the potential fall-back for the site, a consented Use Class C2 residential training centre applying, with provision of 182 residential bedrooms, and associated servicing of the facility, as well as training staff, and provision for deliveries.
- 6.10 Whilst phase 1 entails 84 employees, together with movement of non-rental cars individually once prepared, the site has the potential to generate a quantum of car trips which is greater than that which could be generated by the proposed B8 use, there is also a likelihood of employees / non-rental vehicles travelling along a variety of different routes to and from the site as a more dispersed movement to the transporters – as identified in the Transport Assessment accompanying the application.
- 6.11 The Local Highways Authority (LHA) considers the evidence submitted with regards to this, including a survey of a training facility with similar facilities as the Angel Centre - notably 338 bedrooms with trips factored down by 0.54 acknowledging the later comprises a lesser 182 bedrooms, as robust in its methodology and therefore it has no grounds to express any concerns regarding the level of car trips associated with the site as a result of the proposals presented in this application. It is noted that the estimated average weekday trips related to the consented use comprise: for light vehicles 357 in and 376 out; and for heavies 9 in and 11 out (table 3 Transport Assessment). The proposed development will derive far fewer.
- 6.12 A total of 61 staff spaces are shown, together with 11 visitor spaces. Whilst the level of staff parking does not mirror the total employees at 84, it is understood that a number of staff will operate on a shift basis thus lessening the need for full provision.
- 6.13 Turning to the specifics of the proposed HGV transporter data, this is provided on the basis of the combination of movement related to phase 1 and phase 2 development proposals, the applicant wishing to present up front a potential

worst case scenario as to their desired operational ambitions for the site. The applicant's Transport Assessment clearly indicates that the predominant method of delivering and collecting vehicles from the site will be made by drawbar transporters.

- 6.14 The Transport Assessment submitted at the outset of the application sets out the routes and constraints to primary routes (A roads and the M54) assessed prior to submission. Were transporters to turn right out of the site heading in a north east direction, access to the A442 would be impeded by a low bridge at Cold Hatton (related to the former railway line) with a 13' 3" (4.0m) height restriction. Were vehicles to turn left out of the site, and continue south along the minor road of Muckleton Lane, in order to access the B5063 this would entail travelling along Silver Hill at the eastern edge of High Ercall, but this has a 7.5 tonne weight restriction (except for access) over its entire length. Both would therefore be unsuitable for car transporters; the context of the latter has been queried by residents, this was imposed some years ago (c.1980s) by Shropshire Council, it looks likely to be led by the near vertical nature of the verge on the eastern side related to the retaining wall on the opposite side demarking the residential curtilage of a property, essentially a very specific scenario to this stretch of road. It was suggested that together, these restrictions meant that the most suitable route to and from the site for the car transporter movements would be via Crabtree Lane, Muckleton Lane and the unnamed road adjacent to the site entrance, the material identifies that these roads are country lanes bound by narrow verges and hedges, with parts of the surfaced carriageway of the route being narrow and which would currently only permit one-way movement by car transporter. These roads were the focus in terms of potential mitigation.
- 6.15 The original route on the basis of distribution patterns at the time, and related to constraints of the specific routes from A-roads, was not considered acceptable. The LHA objected, guiding that elements of the local highway network relating to said route, are geometrically substandard and to intensify their use by HGV's as a result of this application would be unacceptable and of likely detriment to highway safety, notwithstanding proposed mitigation as identified in the Transport Assessment (appendix F) focussed around improved / additional passing places. The areas of particular concern were set out, focussed around substandard forward visibility and splays relating to Walton Bend, Crabtree Lane and the B5063 / Muckleton Lane, Muckleton Lane and the unnamed road neighbouring the site, Muckleton Lane.
- 6.16 Access proposals have then been amended seeking to address the concerns of the LHA, and acknowledging objections of a number of local residents. The access to the site itself has been amended with provision of a new HGV access from Muckleton Lane opposite the end of Crabtree Lane linking to the

south west corner of the existing site, thus avoiding the need for transporters to traverse from Crabtree Lane to the existing site access with substandard forward visibility and splays, together with substandard carriageway width for the passing of two Heavy Goods Vehicles on Muckleton Lane. Officers have sought the closure of the existing access limiting the need for travel along Muckleton Lane and the unnamed road as part of a package of betterment. Thus the new vehicular access for transporters would also be utilised by staff, the fuel and parts deliveries and the small number of individually delivered vehicles, and therefore leaving the existing access for office staff and as a welcome type facility for visitors. This position has been agreed by the applicant, and would be addressed through the S106, the approach of not completely closing the existing access is considered reasonable bearing in mind the fall-back position of re-establishing the consented residential training facility. As part of the new access works the Crabtree Lane / Muckleton Lane junction is being realigned to mitigate the existing deficiencies in the visibility splays available. The need for a separate change of use application related to the access over agricultural land has been raised; this is not a requirement falling within scope of the current full application.

- 6.17 Amendments have been made to the mitigation proposals along Crabtree Lane and the junction with the B5063 at Walton. Improvements to the original road widening proposals on Crabtree Lane have been made in order to enhance the opportunities for vehicles to pass at a number of locations. The LHA did not make any original objections with regards to this widening work and this position remains unchanged. Both the LPA and LHA acknowledge that Crabtree Lane is of limited width and does not provide a consistent road width along its entire length where vehicles can comfortably pass at every opportunity. However, the LHA and LPA are obliged to consider whether the widening proposals put forward by the applicant are fair and reasonable in relation to mitigating the specific vehicular impact of the development on Crabtree Lane. Considering the widening is generally located at 100m intervals and meets the expected geometric requirements then this is considered acceptable for the impact of an average of 40 two way transporters a day.
- 6.18 Realignment of the junction has been proposed at the Walton end of Crabtree Lane joining the B5063, with scope to explore reducing the speed limit between High Ercall and Walton, to address the matter of substandard visibility splays. The realignment can be addressed through a condition and the latter through a S.106 financial contribution, as a speed limit review exercise would be open to a consultation exercise outside of the control of the applicant and can therefore only be undertaken by the LHA.
- 6.19 Reference is made in local representations to a bus collection point at the

Walton end of Crabtree Lane, this relates to both a Wrekin Connect and a contracted Charlton School bus service which operate along Crabtree Lane. These relate to infrequent services with each just operating once in the morning and once in the evening. Passenger numbers have also been confirmed as being low, but there is no off road passenger waiting provision for these services. Bearing in mind the proposed increase in HGV traffic on Crabtree Lane as a result of the development, it is considered necessary for the applicant to provide off road hardstanding waiting areas as part of the overall package of offsite highway improvements. The applicant has agreed to this provision; and is considered an appropriate means of addressing the concern raised. The applicant's and LHA's attention is drawn to commemorative planting, including poppies within the verge as highlighted by local parties, in regard to the sensitive placement of said hardstanding.

- 6.20 Mitigation in the form of provision of traffic signals at the Walton Bend has been proposed to address the matter of transporters having to negotiate the tight bend in order to gain access to a north west direction, amounting to 11 (55%) inbound transporters and 7 (32.8%) outbound transporters. The need for provision has been negated by provision of an alternative route, proposed to be controlled through a S.106 routing agreement stipulating transporters can only approach and subsequently depart Crabtree Lane to and from the south on the B5063. Notwithstanding this, it is considered that a mechanism would need to be put in place were a scenario of Greenhouse defaulting on this arrangement (3 occasions in any 6 months) to arise. On this basis, defaulting would instigate the need for the installation of a shuttle working traffic signal scheme on the bend, funded by the applicant under the terms of the S.106 agreement.
- 6.21 A significant level of objection was raised to the proposed traffic signals, much of which related to the ability of residents (plus visitors and delivery drivers) to access their properties and the highway, together with safety issues. The plan submitted did not demonstrate how these factors would be fully addressed; hence the layout of these signals as shown on submitted drawing M14074-A-020 is indicative only in nature to show the principle of a scheme, as outlined by the LHA during a meeting on site with local residents. Were the need to arise, any actual detail design would be based on a specific brief to safely accommodate all road users – for instance double sided signals, and would be subject to a full Road Safety Audit process under HD19/15 of Design Manual for Roads and Bridges.
- 6.22 There has been a significant level of objection to the impact of the proposal on the wider B-Road network, particularly relating to High Ercall and Longdon upon Tern. Further information as to the temporal distribution of car transporters has been provided. Through the Transport Assessment (at the

outset of the application), the industry standards TRICS database was used to estimate the arrival and departure times of transporters, showing an even spread over the working day, with the busiest hour being 15:00-16:00. Further analysis of the PDI centre in Shrewsbury has been undertaken whereby vehicles arrive by transporter and are checked off individually by Greenhous staff, as would be the case here.

- 6.23 The latest technical note (April 2016) advises that the busiest hour in terms of transporter movements would be 09.00-10.00, with 6 movements, of which 3 are into the site and 3 are out of the site. The distribution is set out in an accompanying plan indicating 1 coming to the site and 2 departing travelling via the B5063 through Longdon upon tern, 2 arriving and 1 departing via the B5062 to Crudginton, all three travelling through High Ercall. The PDI based data shows that there would be an even spread of transporter movements throughout the day 07:00-18:00, with a request for the ability for deliveries to be made between 06:00-20:00.
- 6.24 All routes proposed through High Ercall, Longden, Cotwall Lane to Crudginton and Roden are all on the B road network. A B road is a second tier road and the DfT formal description for a B road is 'roads intended to connect different areas and to feed traffic between A roads and smaller roads on the network' It is therefore expected that in their very nature these roads have the potential to accommodate fairly sizeable levels of traffic where frequent HGV traffic could not be considered irregular. The LHA advise that the busiest section of B road in the vicinity of the development site is the B5063 through High Ercall, which currently has an average daily two way traffic flow of around 6,000 vehicles; the development is proposing an additional 40 two way transporter trips on top of this through the village, so therefore a resulting net increase of less than 1.5% as highways assume each transporter is equivalent to two passenger car units. This increase, in road capacity terms, is therefore considered immaterial and falls comfortably within daily traffic flow variations. Officers note that queries have been raised around the assumption of a transporter to two cars, this is based upon a Department for Transport paper for traffic modelling, a transporter is a HGV and has no bespoke designation; therefore is equivalent of 2 passenger car units (PCUs) on a non-motorway or dual carriageway; were this standard departed from, say 3 PCUs as equivalent to a transporter, it would make an insignificant difference in capacity terms in any case.
- 6.24 The B roads through Longden, Roden and on Cotwall Lane all carry less traffic than the road through High Ercall and the transporter numbers are also less because they have split off in different directions. Therefore again this gives no rise to any capacity concerns, as any net increase is below 1.5%. It is worth noting that the information provided by the applicant indicates just

one transporter movement on the B5062 through Roden and the LHA have no grounds to rebut this claim.

- 6.25 Features across the network and potential impact from the proposed levels of movement have been assessed by the LHA. In terms of the humped bridge at Longdon upon Tern this has no weight restriction, is recorded as in a fair to good condition, has passed the 40t limit calculations which means it is capable of carrying HGVs, has a priority give way system that has been designed to accommodate the tracking of large HGVs, and is on a signed HGV route between Shawbirch and High Ercall.
- 6.26 In terms of the humped bridge adjacent to the former Crudgington Creamery, this has no weight restriction but the deck is pinched making the simultaneous passing of two larger vehicles difficult. However the bridge is on a B road which has the potential to accommodate far higher levels of traffic than that proposed as a result of this development. The fact that transporters are of elevated height and therefore their visibility to and from oncoming vehicles is better than standard passenger cars has to be considered, in that informal priority passing over the bridge would take place in reality. The proposed S106 would make a contribution towards signing improvements at this location to further highlight the road narrowing, together with the New Cottages bend along the B5062 Cotwall Lane highlighting oncoming HGVs relating to the sharp bend. For Crudgington Crossroads the quantum of transporter movements through this junction is only 20 two ways per day – travelling to and from the north, which in capacity terms against the existing movements through the junction is immaterial. In terms of any safety concerns, this junction since the introduction of the 40mph zone through it a number of years ago has a very good safety record and there is no evidence to support a minimal increase in HGV movements through it across the day would cause any identifiable detriment to highway safety; particularly as many of the transporter movements will be taking place outside of the AM and PM peaks i.e. when there are not as many conflicting turning movements at the junction.
- 6.27 A request has been made in a number of representations for all transporter traffic to be routed along the B5062 through to the A442 at Crudgington (rather than Longdon upon Tern). The Longdon upon Tern road is of a higher standard than that of Cotwall Lane to Crudgington in terms of geometric alignment and maintenance standard. No concern is raised by the LHA with the level of traffic proposed to use the Longdon route. It is of B road status, operates far below its theoretical capacity, has no weight restrictions, the bridge has been structurally tested as being sound (all inspection reports have been checked with respect of this) and the number of transporter movements occurring at school and peak times would be very low and make no material difference to the safe operation of the road network. The frequency of

transporters per hour is low, a maximum of 3 per hour through Longdon upon Tern – one coming to the site and two departing. Greenhous are proposing a 50/50 split in the use of transporters between the Longdon road and Cotwall Lane (19 trips on each across a day), they would not want to increase the use of Cotwall Lane any further than this due to the bend at the cottages and the pinched deck on the creamery bridge. The LHA is also conscious of not increasing the right turning of traffic at the Crudgington crossroads. There are no geometry or turning concerns on the Longden road plus this route is already sign posted as a HGV route between Telford and High Ercall. The request has therefore not been pursued.

- 6.28 It is noted that there will also be deliveries of fuel and parts using smaller goods vehicles. These would take place during working hours and it is not expected that there would be more than two of these deliveries per day. This provision does not alter the position applying.
- 6.29 A number of representations have questioned the exploration of alternative routes to the site, related to the ability of crossing neighbouring land – to access the B5062 or across through to the A442. This potential is appreciated, and has been encouraged from the outset of the pre-application enquiry by the LPA. At the request of Officers, the applicant has provided a written statement in this respect, advising that efforts to engage with all parties have been made to seek to discuss potential alternative solutions which may be acceptable. The most recent discussions have taken place with a landowner (Mr Davies) who made an offer of land to allow an access to the site from the south. However, this land did not directly access the site, and required an additional piece of land from the neighbouring farmer (Mr Heal). The applicant advises that they have met Mr Heal to discuss this portion of land. However, although the current arrangements do take part of Mr Heal's land, this is only acceptable as it serves an area which does not affect his existing operations, whilst the proposed link through to the site from Mr Davies' land would affect the operation of Mr Heal's land and this is not an option that can be pursued. On this basis a request was made for the application to be determined in accordance with the highways solution currently presented identified as the only realistic alternative route available at present.
- 6.30 The above identifies that development would lead to an impact on the local highway infrastructure. The applicant has therefore proposed heads of terms for a S106 agreement as follows:
- Routing Agreement & Monitoring (£5k)
  - Walton Bend 'defaulting' scheme monies (£100k)
  - Signing & Lining Improvement at B5062 Cotwall Lane bend (£7.5k)

- B5063 TRO Funding (£10k)
- Control of existing access

The heads of terms for this legal agreement are consistent with Regulation 122 of the Community Infrastructure Levy Regulations 2010. The provision of highway mitigation works is necessary and consistent with Local Plan Policy T22 and the NPPF. The contributions towards highway improvements reflect the features of the site and its location relative to the wider highway network. In all respects, the sums set out in the draft heads of terms appear to be fairly and reasonably related to this scheme.

- 6.31 Policy E6 necessitates that proposals be of an appropriate scale, type and design sensitive to its location and satisfies the requirements of the transport policies of this plan. The LPA accept that the site does not lend itself ideally to routing to A-roads, the applicant has though proposed further mitigation, amendments to and information behind the scheme to address deficiencies in the network and demonstrate that in practice deliveries will be spread across the day, leading to low hourly movements spread across the wider B road network. The proposal has mitigated the site specific highway issues as would be required by the publication version Local Plan policy C3. The LHA are satisfied that there is sufficient capacity in the network to cope with the daily movements entailed, with controls and necessary highway works to be secured through planning conditions and a S106 agreement as compliant with policies E6 and T22

#### The impact on the living conditions of neighbours

- 6.32 Policy CS2 seeks to minimise the impact of new employment development on existing uses, the environment and local amenity. Local objections raise the issue of noise, air and light pollution as areas of particular concern. The Local Planning Authority appreciates that the proposal relates to a significantly sized site for a use of a significant scale. Related to the activity on the site itself, a number of key noise generating activities would be contained in the buildings subject to redevelopment, the proposed PDI centre as the location of the minor works (not proposed to be a full bespoke workshop to receive vehicles solely for repairs only), together with the southern hangar with preparation areas (valeting) and neighbouring car wash area. In terms of the former, the boundary of the nearest residence is 87 metres away (2 Clarence Cottages), and for the cash wash 348 metres away (2 Osbaston), and the southern hangar 187 metres (Pool Farm).
- 6.33 Externally, there are a number of blocks of car storage across the western half of the overall site, a number sitting in close proximity to the western boundary together with the transporter access. Separation distances here comprise the

closest standing at in the region of 48 metres between the nearest storage area and property boundary (2 Clarence Cottages). The access track is a further consideration with the closest boundary at 25 metres at the northern end (2 Oasbaston) and just under 5 metres at the southern end (in the region of 22 metres to the property itself Osbaston Cottage).

- 6.34 A request to condition the provision of a noise assessment to establish the baseline position of the existing background noise and relate this to the proposed activities (internally and externally) is made by Environmental Health, this would include the impact of deliveries. As previously referenced in this report, the operational and delivery hours have been debated during the course of the application, an earlier unrestricted delivery regime being unacceptable. This position has been revised and latterly stands at no deliveries to be made to the site outside of the hours of 06:00 and 20:00 hours, the main use of the site / PDI centre / offices would operate on a 06:00 to 20:00 basis, and operation of security at the site is intended to operate on a 24 hour basis as existing. Deliveries would be spread across the day, each transporter would carry up to 12 vehicles, with a form of self-management through transporters taking time to unload entailing a vehicle checking in process of in the around 5 minutes per vehicle, each transporter would therefore typically leave the site 1 hour after arriving, some drivers would need to take breaks to comply with drivers' hours regulations and would wait longer before departing. Further information has been submitted demonstrating movements across 07:00-18:00 timeframe as to the general daily operation of the site, whilst an element of flexibility is desired by the applicant for a wider timeframe to meet operational needs at times of peak orders. Sunday and Bank Holiday hours have also been revised to 10.00-16:00 hours, with no more than 6 deliveries into the site on these days. Bearing in mind the noise assessment controls identified above, the reduced hours and level of movements entailed, the approach is considered reasonable related to the nature of the business and protection of local amenity.
- 6.35 The site does not fall in an area of known poor air quality, and it is not considered that the site will be of significant detriment bearing in mind the distribution and frequency of movement, particularly bearing in mind the baseline position.
- 6.36 The issue of vibration from vehicles has been raised in a number of representations, particularly for residents of Longdon upon Tern, as an existing problem that would be intensified through the proposals. Officers are mindful that vibration is derived from HGV vehicular movement. However, Environmental Health cannot deal with traffic noise as it is an exemption under the Environmental Protection Act 1990, mitigation relating to the conveyance of vehicles in the immediate locality has been provided, together

with reduced delivery hours, and in the wider network relating to B-roads that demonstrate notable capacity for further HGV vehicles in highways terms; fundamentally, there is considered to be insufficient grounds for refusal on this basis that could be upheld at appeal.

- 6.37 Existing lighting is fairly low key within the site, it is anticipated that through the use proposed that additional lighting would be required, there is no mention of lighting as part of the application. Environmental Health have guided that if additional lighting is to be provided that a light assessment survey be provided to ensure that any lighting put in place does not adversely affect any other property (as well as ecology considerations identified below). Bearing in mind the base position, and the potential scale of impact – for instance high level floodlighting, the condition is considered reasonable and necessary to protect the amenity of local residents.

#### The impact on the character and appearance of the area

- 6.38 With the exception of general repairs to the buildings entailed, no changes are proposed to the elevations. The impact on the character and appearance of the area would therefore be focussed around the effect of the external storage of the blocks of vehicles, and changes to the landscaping arrangements. This would comprise 6 external blocks, the smallest for vehicles awaiting processing in the PDI centre at circa 21 vehicles (could be slightly more with smaller vehicles) towards the western edge, and the largest standing at circa 182 vehicles towards the south of the site between the two hangars. A Landscape and Visual Assessment has duly accompanied the application seeking to establish the impact of the Phase 1 proposal on the immediate and wider landscape setting, including local receptors - key viewpoints into the site from the adjacent public roads, bridleways and footpaths, private property, and classified the impact of the proposed development on each receptor site in terms of low, medium and high significance.
- 6.39 It is recognised that the assessment is confusing through its interchangeable introduction with reference to a Landscape and Visual Scoping Report (LVSR) and Landscape and Visual Impact Assessment (LVIA); moving forward it is clear that it falls within the bracket of the latter but is subject to shortcomings as highlighted in local representation. Notwithstanding this, in terms of fundamentals, the spatial extent of the assessment relates to the areas of greatest potential impact (1.5km radius), viewpoints 6, 7 and 8, being of particular interest related to the phase 1 proposal. The applicant has partial occupation of the site relating to unauthorised storage of vehicles, with potential planning enforcement action awaiting the outcome of the planning application. This has however, enabled the LPA to gain an understanding of the reality of the visual impact were this application approved by Members,

and bearing in mind the assessment undertaken. There is a visual impact, as evidenced through the site photographs, vehicles can be seen on site, here relating principally to larger commercial vehicles (rather than just cars).

- 6.40 Officers have reviewed potential receptors with the greatest likelihood of an impact. Taking those on the B5062 Cotwall Lane, for the cluster of cottages on the corner (1, 2 and 4 Cotwall Lane, 1-3 New Cottages and Nobby's Cottage), the properties look down on to the site with vehicles visible to varying degrees due to the orientation of the dwellings and immediate landscaping, these are though positioned some distance away – in the region of 1,185 metres+, and here the placement of the storage block visible is key – crucially these sit against the backdrop of the northern hangar.
- 6.41 For properties adjacent to the Harman Warehousing Site 1A and 1B of the B5062 heading in the direction towards High Ercall – No's 1 to 3 Airfield View, the landscaping around said warehousing and the angles entailed mean the vehicles would not be visible, as is judged to be the case from Cotwall Farm. Relating to Weatherfield Cottage vehicles are visible, this relates to a distance of in the region of 1,140 metres, again a backdrop of existing buildings exists, and most prominently the northern hangar, there is also evidence of hedgerow planting on the nearest corner of the B5062 that will further reduce the visibility of vehicles. Whilst in terms of travelling along the road between said properties, users would view the vehicles but again this would be in the context of the built form backdrop, the impact of more established crops at certain times of the year, from a fairly significant distance (in the region of 1,120 metres where most exposed), and for vehicles related to the national speed limit applying.
- 6.42 Moving closer to the site, Osbaston Cottage is positioned to the south west; it sits side on to the road meaning a secondary elevation faces east towards the site. Two windows are positioned at the first floor, these appear to relate to habitable secondary windows, the perspective is such though that the vehicles are viewed with the substantial existing buildings to be retained as a backdrop. An established landscaped boundary demarks the garden along the north eastern edge where views would be most prominent, notably the ground floor is not visible related to landscaping.
- 6.43 For those in closest proximity to the site, 1 and 2 Osbaston Cottages are set at an angle facing towards the established retained landscaping bank around the north east corner of the site. There will be views towards storage areas to the south of the PDI and at a side angle from the upper level windows towards the storage area between the hangars. For the latter, by and large the backdrop of the southern hangar exists but in part, there is an intrusion of a more open view (with the exception of permissible boundary treatment).

Clarence Cottages (No. 1 and 2) front the unnamed road parallel to the site, there is a 1<sup>st</sup> floor habitable side window with angled views towards elements of the storage areas. For 4 and 5 Osbaston, the existing retained landscaping along the northern and western edge of the site, the angle of the properties, and with no upper level eastern side windows will mean that only a glimpse of vehicles would be permissible when looking east; when looking south east the corner of the block comprising 35 spaces would be visible as is. Between the end of Crabtree Lane and Osbaston Cottages there are open stretches without hedgerows meaning the principle block between the hangars would be visible as is. In respect of nearby Public Rights of Way (Moortown to the east, opposite Clarence Cottages to the west), the intervening topography and position of buildings, when related to the storage areas entailed, mean that these areas are not visible.

- 6.44 The position of existing retained buildings and landscaping mean that the external storage areas and more substantial staff parking areas will not be visible from Pool Farm or Pool Cottages.
- 6.45 The above, together with the grading of the submitted assessment identifying that viewpoints relate to low and medium impact, must be judged against the scheme of mitigation proposed by the applicant to reduce the impact of the proposed facility related to phase 1. Plan 7c identifies the extension of the screening belt to the west adjacent to the new entrance of evergreen holly hedge, together with a new native planting screen proposed along the south western edge. On balance, the intrusion entailed and significance of impact is considered low related to the height of the vehicles for storage purposes and the establishment of the buffer areas beyond the short term where the site is visible from Muckleton Lane and respective residences when approaching from High Ercall / Walton, and along the B5062 to the south east of the site. Retained and reinforcement planting along the northern edge with modest glimpses along the northern edge will further limit the impact entailed.
- 6.46 Whilst elements of the Angel Centre, the water tower for instance, are visible from a greater distance than those referenced, topographical features and existing boundary landscaping mean that vehicles would not be visible related to the current application. The site is not visible from High Ercall accommodating a Scheduled Monument and a Conservation Area. Officers also note that the mesh fencing around the southern edge of the site installed by the applicant is permissible development, during discussion with the LPA the original proposal had been to install palisade fencing, the applicant took on board the feedback of Officers and revised this to paladin form. Officers further note that should the current application be approved by Members, and the applicant pursue a phase 2 proposal as understood to be the intention, a more robust form of Landscape Visual Impact Assessment would be required

with a more open backdrop and less existing landscaping applying.

- 6.47 The application has not proposed any form of boundary treatment relating to and along the new car transporter access route across the field (the majority being an existing track). Were it the case that containment of the access route be sought, beyond a gated arrangement in line with other tracks in the locality, or akin to a low key agricultural context, there is a concern that this could have a detrimental impact on the wider landscape. The imposition of a condition is recommended to control any boundary treatment at the new access and along the route to the south west corner of the existing site.
- 6.48 Bearing in mind the above, Officers are satisfied that the proposal is acceptable in design terms, according with policies UD2 and CS15, and having regard to publication plan policy BE1, with satisfactory mitigation proposed to address the concerns raised.

### Trees

- 6.49 The site is characterised by pockets of landscaping, in the wider landscape the avenue of poplars along the northern edge are a noteworthy feature flanked by an established bank of leylandii. These are further particularly prominent when travelling by the site, together with established planting around the existing entrance and gatehouse. A series of areas of ornamental planting had also been present at the outset of the application as identified by the planting plan. During the course of the application, the LPA were advised that the applicant would be undertaking tree removal relating to the trees defined as 'could be removed' on Plan 7 Landscaping Plan as part of the tree survey information submitted in December 2015 with a timescale avoiding the bird nesting season early in 2016, as the trees in question are not subject to a Tree Preservation Order (and did not merit such protection), these works were permissible. It is understood that tree removal works have been undertaken in terms of the above with elements of replacement planting having been undertaken. Plan 7c identifies the retained trees together with provision of new native planting around the edges of the site, which through condition to provide final details can ensure appropriate replacement planting to provide visual screening along key edges as fitting with the northern edge.
- 6.50 Officers are satisfied that the development proposals has not and would not result in the loss of trees which make a valuable contribution to the character of the landscape, or have a significant ecological value, thus according with policy saved Wrekin Local Plan policy OL11. With the exception of being somewhat lacking with reference to criterion ii. in terms of demonstrating the removal of the trees entailed being outweighed by the wider benefits of the scheme, the proposal is considered to accord with the emphasis of the

Publication Version Local Plan policy NE2. Replacement planting will provide an enhanced context to the site bearing in mind the intensified use of external space, and the provision of mesh fenced boundary treatment around the southern edge of the site, as sufficient compensation for trees lost. A condition to ensure the protection and retention of remaining trees, secure the undertaking of the outstanding planting proposals, is recommended to Members.

### Ecology

- 6.51 The application as it now stands is accompanied by an Interim Ecology Report, and Preliminary Ecological Assessment: New Access Track and Passing Places, the latter required to address the amended HGV servicing route to and from the site together with coverage of the highway changes for the new access and along Crabtree Lane beyond the red edge boundary. Impact on wildlife has been raised within a number of representations across the stages of consultation, including the need for the latter assessment, Officers note that Crabtree Lane relating to off-site highway works is not required to be part of the red line boundary for ecology reasons. In order to be acceptable, a proposal must accord with policy CS12 to protect biodiversity from development, with an emphasis on seeking enhancement, together with chapter 11. of the NPPF.
- 6.52 The proposal would bring back into considerable use the site which has largely been vacant for a number of years, there has therefore been the need to establish the baseline position as to the establishment of biodiversity on the site as pertinent to the areas of the site subject to this application, together with the highways areas in the vicinity, and to then establish whether mitigation can appropriately address the potential impact of the storage and distribution use sought. Further to the provision of the interim ecology survey, the objection of Ecology was duly removed with a revised comment representation received following receipt of the latter assessment.
- 6.53 In terms of the highway works related to the number of passing places proposed on Crabtree Lane, the hedgerows in these areas have been assessed by the as not being 'important' under the Hedgerow Regulations 1997 but as being considered a Habitat of Principal Importance for Nature Conservation under the Natural Environment and Rural Communities Act (NERC Act) 2006. Some trees within the hedgerows are category 2 and have some bat roosting potential. The hedgerows have value for nesting birds. There are ponds within 500m but there are no high quality terrestrial habitat connections between the ponds and the proposed highways works and impacts are not considered likely to occur. The proposed highways passing places will require the trimming back of hedgerows and the loss of some

areas of roadside verge. The removal of hedgerows and hedgerow trees is not required. Reasonable avoidance methods of working to be followed during the proposed highways works are provided in the assessment and this will be made a condition of planning permission.

- 6.54 The assessments on site have reflected that bats are known to be roosting in a large number of buildings present (b2, 7, 10, 11, 13, 15 and 20), with those roosts undergoing further survey in advance of the desired proposed phase 2 works. The phase 1 works covered by this current application affect only buildings B10, B20 and B21. B21 does not contain any confirmed bat roosts and the use of this building as it is currently proposed can occur without the need for ecological supervision or particular working methods. B10 contains a day roost of common pipistrelle bats and B20 contains a day roost and feeding perches of brown long-eared bats. It is proposed that these buildings would be used during the day for the cleaning and repair of vehicles. The interim report recommends a number of basic precautionary methods restricting the use of the building to the hours of 9am to 4pm and restricting lighting, noise and vibration. Provided that the precautions set out in the interim report are followed then a European Protected Species Mitigation Licence will not be required for these phase 1 works. The imposition of recommended planning conditions will ensure that the recommendations of the interim report are followed and that a lighting plan is provided prior to any additional lighting being erected on the site.
- 6.55 In respect of other species, the interim report addresses potential for Great Crested Newts, with a number of below ground water bodies and tanks on the site but these have negligible potential for great crested newts. There are no surface water bodies within 500m of the main site but there are some within 500m of the highways works (see above). Brown Hare is known to use the grassland habitats present on the site, this is a Species of Principal Importance for Nature Conservation under the Natural Environment and Rural Communities Act (NERC Act) 2006. The proposed phase 1 works will not directly affect the grassland habitats present and the report provides some reasonable avoidance measures to ensure that this species is not impacted by the proposed works. Were this application successful, and proposals to progress to a phase 2 planning application, further consideration would need to be given to maintaining habitats for this species on the site.
- 6.56 Twenty two wild bird species were recorded breeding on the site notably including barn owl, barn swallow, house martin, house sparrow, dunnock and with kestrel, buzzard, common whitethroat and little owl present with some further species having potential to breed. Swallow and house martin are present throughout the site and are using most of the buildings present. The proposed phase 1 works only apply to a small number of buildings on the site

and will not involve making those buildings bird proof (due to the presence of known bat roosts) and so will not impact upon the use of the site by these species. Again a phase 2 planning application would necessitate further consideration to maintaining nesting locations for these species on the site.

- 6.57 Buzzards regularly perch on the site but are not considered likely to breed. Kestrel re present on the site and use several of the buildings. The potential for this species to breed on the site will need to be completely assessed as part of the phase 2 planning application. No evidence of kestrel nest sites has been found in buildings B10, B20 and B21 which will be affected by the phase 1 works. Barn owl is a schedule 1 bird and is known to be nesting on the site in a barn owl box erected to the rear of B20, pellets have also been found around B10. The report recommends a number of reasonable avoidance methods of working to ensure that barn owls can continue to nest on the site during the phase 1 works. A phase 2 planning application would necessitate further consideration to be given to maintaining nesting locations and feeding habitat for this species on the site.
- 6.58 No evidence of reptiles was found on the site through the report, and there are no badger setts either on the main site or associated with the highways works currently. A pre-commencement badger survey of the site is recommended in the report, with controls imposed through a condition.
- 6.59 Further to review of the ecology information submitted, conditions are requested and duly recommended to Members as to works in accordance with the interim ecology report, and the latter assessment of the new access and passing places, provision of a bat method statement, provision of a lighting plan prior to the erection of any external lighting, a bat inspection; together with informatives setting out the legislation applying to the protection of bats and nesting wild birds. On this basis, Officers are satisfied that the phase 1 proposal complies with policy CS12 to protect biodiversity from development, and fits with the emphasis of publication plan NE1, together with chapter 11. of the NPPF.

#### Flood risk and drainage

- 6.60 The application site falls within Flood Zone 1: low probability as land having a less than 1 in 1,000 annual probability of river flooding. Storage and distribution is classified as a less vulnerable use in Table 2: Flood Risk Vulnerability Classification of national guidance; it is compatible with Zone 1 (Table 3). The proposal is nonetheless accompanied by a Flood Risk Assessment (FRA) bearing in mind the size of the site well in excess of a hectare in area, with the application form identifying that existing drainage would be utilised through the development.

- 6.61 The scheme does not seek to secure permission for any physical works in terms of the construction of buildings or changing of levels, nor seek to change the amount of hard surfacing on the site. The application material has been reviewed by the Council's Drainage Officers, supporting the proposal subject to conditions. This necessitates the submission of a scheme for surface water drainage designed to restrict surface water runoff to 5 litres per second per hectare with any attenuation feature designed to attenuate all flows up to and including the 1 in 100 year event +30% for climate change.
- 6.62 Appreciating the external storage component for vehicles, as a distinction from the former use, the request for a condition requiring the submission of a scheme for all surface water drainage from parking areas and hardstanding to be passed through an appropriately designed oil interceptor, or the appropriate level of SuDS treatment as identified by CIRIA C753. The area to the west of the southern hangar is also demarked as a car wash area, bearing in mind the nature of the proposal and the level of use it is important to have a control over the discharge arising from this area, therefore the condition for any runoff proposed by vehicle washing and cleaning activities to be classed as trade effluent and disposed of to a foul water drainage system, or where not available to be stored in a sealed system for off-site removal as a liquid waste, or a new private foul system constructed to convey the waste to an existing foul outfall is agreed
- 6.63 Notably, no concern has been raised by Drainage Engineers as the specialist consultee as to deficiencies of the FRA raised in neighbour representations. Whilst the level of detail envisaged by publication plan policies ER11 and ER12 has not been provided as part of this application, but this is not adopted policy and can be afforded limited weight. Subject to the imposition of the requested conditions, it is concluded that the quality of water can be ensured and an increase in the risk of flooding avoided in accordance with adopted policy CS13, alongside para. 100 of the NPPF.

#### Other matters

- 6.64 The request for conditions of a pre-commencement nature by consultees, whilst the applicant is already storing cars on site, with potential instant breach were the application granted, has been identified in local representations. In such an instance where the application is part retrospective, and a number of actions need to be taken in order to deliver a satisfactory form of development, and particularly highway mitigation works to allow car transporter movement, such matters are treated through appropriately wording the condition, to control the development and providing and approving the necessary details in a timely manner.

- 6.65 A number of representations have referenced that the proposed development would entail the loss of property values and difficulties in the sale of properties, these matters do not constitute material planning considerations. All other objections raised in the consultation process have been considered but do not raise any issues that would warrant a review of the analysis of this proposal.

## **7. CONCLUSIONS**

- 7.1 The Angel Centre has now been largely vacant for a number years, reuse and redevelopment of the site would therefore inevitably change its relationship with the immediate and wider locality, particularly related to the local highway network with 20 two way vehicle transporter movements daily (this presents a worst case scenario context related to the current Phase 1 and desired Phase 2 proposals), together with staff and delivery travel. The proposal would lead to the creation of 50 new jobs together with the transfer of 34 jobs from the Shrewsbury PDI facility operated by the applicant, seeking to meet the needs of an existing business, seeking to own a centralised headquarters.
- 7.2 The application has been subject to notable amendment during the determination period, the position of the site is such that no one route to or from it is without its issues, this has led to the routing of the vehicle transporters having been amended, in combination with revised mitigation measures, to provide an arrangement supported by the Local Highways Authority. Unrestricted delivery hours have been negotiated to 06:00-20:00 with parallel operational hours, with reductions on Sundays and Bank Holidays, backed by evidence of the existing operation in Shrewsbury indicating low levels of deliveries either end of the day, thus balancing the needs of the business whilst seeking the protection of amenity of local residents. Deficiencies in the evidence supporting the application have been highlighted in local representations, including related to landscape impact, Officers have duly considered the impact on receptors and the mitigation secured through planting measures to derive a low impact overall. With appropriate conditioning of replacement planting, drainage, environmental health and ecology issues. On balance, whilst it is disappointing that the applicant has commenced storage operations on site during the course of this application, economic reuse of brownfield sites in the rural area is strongly supported by national policy, with controls and mitigation in place to minimise the overall impact of the development in line with local and national policy and is duly recommended for approval by Members.

## **8. RECOMMENDATION**

- 8.1 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** subject to the following:

- A.) The applicant entering into a Section 106 agreement with the Local Planning Authority (terms to be agreed by the Development Management Service Delivery Manager) relating to:
- (i) A Routing Agreement:  
The routing of all vehicle transporters associated with the movement of cars to and from the site shall be in accordance with those routes indicated on submitted drawing number M14074-C-025; in that no transporters are permitted to travel through the Walton Bend on the B5063 and therefore all transporters may only turn left out of Crabtree Lane onto the B5063 and right into Crabtree Lane from the B5063.
  - (ii) £5,000 towards the monitoring of this routing agreement.
  - (iii) Measures for the provision of the sum of £100,000 to be called upon to install shuttle operation traffic signals on the Walton Bend if there are three proven instances of transporters defaulting on the routing agreement within a 6 month period. Upon any installation of traffic signals on the bend the routing agreement from the junction of Crabtree Lane/B5063 shall become null and void.
  - (iv) Control of existing access for usage by office staff and as a welcome type facility for visitors only.
  - (v) £7,500 towards signing and lining improvements on the B5062 Cotwall Lane at New Cottages bend (Grid Ref. 361106, 317721) and the stone bridge 240 meters to the west of the A442 (Grid Ref. 362821, 318019)
  - (vi) £10,000 towards a speed review on the B5063 between High Ercall and Walton with a view to reduce the speed limit from 60mph to 40mph. Works will include all associated lining, signing and legal orders

Nb. Any indexation shall be taken from the date of this resolution.

- B.) The following conditions (with authority to finalise conditions and reasons for approval to be delegated to Development Management Service Delivery Manager):
1. B049: Scheme of highway works
  2. B062: Surface water
  3. B079: Surface water drainage from parking areas and hardstanding passed through oil interceptor / 3 levels of SuDS treatment

4. B079: Means of disposal runoff from vehicle washing and cleaning activities
5. B089: Provision of noise assessment and noise abatement measures
6. B133: Trees – details of outstanding boundary planting
7. B129: Details of boundary treatment of access road
8. B129: Lighting assessment survey
9. B145: Lighting Strategy
10. B149: Bat Method Statement
11. B149: Badger inspection
12. C074 Tree Protection
13. C091: Works in accordance with Interim Ecological Report
14. C091: Works in accordance with Preliminary Ecological Assessment of proposed new access and passing places
15. C38: Development in accordance with deposited plans (Phase 2 plan for reference purposes only)
16. D11: Operational and delivery hours
17. D16: Open Storage – Restriction on Location of vehicles to blue areas marked on site layout

#### Informatives

I08 Highways Licence, I23 Bats, I25m Nesting Wild Birds, I40 Conditions, I41 Reasons for grant of planning permission, RANPPF1 Approval NPPF