

TWC/2017/0905

Land east of Queensway HLC, Queensway, Hortonwood, Telford, Shropshire
Reserved matters planning application for the erection of 2no. industrial units
comprising of 15no. individual units (use classes B1(b), B1(c), B2 and B8).

APPLICANT

HCA & Telford and Wrekin Council

RECEIVED

08/11/2017

PARISH

Hadley and Leegomery

WARD

Hadley and Leegomery

OFFICER

Katy Craddock

OBJECTIONS RECEIVED: Yes

This application is before Committee because the Council is the applicant.

1. PROPOSAL

- 1.1 This is a reserved matters application relating to appearance, landscaping, layout and scale for the erection of 2no. industrial buildings on Phase 4 of the Hortonwood West Development Site.
- 1.2 The application has been submitted following the grant of outline planning permission (TWC/2015/1064) in July 2016 for the erection of up to 54,404sqm of Use Classes B1, B2, B8, A1, A3 and A5 on the site.
- 1.3 The reserved matters site has an area of 0.96 hectares and the proposal is for two separate industrial units that would comprise 15no. smaller units. Unit A, containing 5 smaller units, would be located to the west of the site, comprising a steel mono-pitch construction with the following dimensions: 65.681m (L), 24.68m (W), 7.46m (H – ridge) and 5.301m (H – eaves). It has a floor area of 1632.83sqm. Unit B, containing 10 smaller units, comprises a steel construction pitched roof building with the following dimensions: 61.098m (L), 26.548m (W), 7.462m (H – ridge) and 6.303m (H – eaves). It has a floor area of 1622.03sqm. The total floor area of both buildings would amount to 3254.86sqm.
- 1.4 Vehicular access will be from the main access road with Hortonwood West. Car parking spaces would be provided between the two buildings and adjacent to the north eastern elevation of Unit B (in between Unit B and the A442). The development proposes 67 parking spaces.
- 1.5 No occupiers have been identified for the individual units as yet; however the applicant has proposed hours of operation to address condition A39 in the outline permission (see section 6.5.3).
- 1.6 The application has been supported by the following documents:
 - Acoustic survey,
 - Design and Access Statement,

- Habitat Management Plan,
- Transport Statement
- Elevations, floor plans, masterplan and cross sections.

1.7 No amendments have been made to the proposals although some supporting documents have been amended to clarify information such as building dimensions.

2. SITE AND SURROUNDINGS

2.1 The Hortonwood West Development site is situated outside but adjacent to the Telford urban area as defined in the adopted Development Plan (incorporating the saved policies of the Wrekin Local Plan and the Telford & Wrekin Core Strategy). Queensway (A442) forms the site's southern boundary and links the site to the M54 motorway, the A518 and A5.

2.2 Hortonwood West is approximately 3kms to the north east of Wellington, and 1.8km to the south of Preston upon the Weald Moors. The Hortonwood Industrial estate is located to the east; the Queensway HLC and adjacent solar farm are located to the west. A British Gas valve station also forms part of the western boundary and part of the site falls within the Kynnersley/Wheatley Grange gas pipeline buffer. The A442 forms the southern boundary of the site and there are employment / industrial uses on the opposite side of the road. Wheat Leasows forms the northern boundary of Hortonwood West and links the Leegomery Roundabout to the west with Humber Lane in the east. There are existing houses on the opposite side of Wheat Leasows and to the north eastern boundary of the site.

2.3 The application site lies within Hortonwood West and forms the north eastern part. The site is not allocated within the adopted Development Plan for any particular use and is classified as being within the rural area as it is outside of the urban area. It should be noted that the site is proposed to be included within the Telford urban area and for specific allocation as a Strategic Employment Site within the Telford & Wrekin Local Plan, which is anticipated to be adopted in early January 2018. The A442 is designated as a main transport corridor within the saved Wrekin Local Plan.

2.4 There are trees and hedgerows to the application site's north eastern and north western boundaries and in small areas across the site. A 3.283m bund across the northern boundary runs adjacent to Wheat Leasows. The bund has been provided via a condition attached to outline permission TWC/2015/1064 and is due to be landscaped.

3. RELEVANT HISTORY

3.1 TWC/2015/1064 - Land east of Queensway HLC, Queensway, Hortonwood, Telford, Shropshire - Hybrid planning application. Part A: Outline planning application for the construction of an employment park comprising of up to 54,404 sq.m of general industrial / warehouse and distribution floorspace (Use Classes B8 and B2) with ancillary floorspace comprising offices, retail,

restaurant/café and hot food take away (Use Classes B1, A1, A3 and A5) with all matters reserved except for the means of access to the site. Part B: Full planning application for the construction of two general industrial / warehouse and distribution units (Unit 9: 6,400 sq.m and Unit 10: 3,156 sq.m) with ancillary office accommodation (Use Classes B2, B8 and B1) along with site-wide infrastructure works (access, drainage, earthworks and strategic landscaping – Full Granted – 08/07/2016

- 3.2 Removal of condition application TWC/2016/0955 - Removal of conditions A33 and B35 of TWC/2015/1064 to remove BREEAM Standards – Full Granted – 22/12/2016
- 3.3 TWC/2017/0011 - Reserved matters application for the erection of 1no. industrial unit (Unit 6) to include access, appearance, landscaping, layout and scale in pursuant to outline application TWC/2015/1064 – Reserved Matters Granted – 07/04/2017
- 3.4 TWC/2017/0690 - Reserved matters submission for partial development of Plot B (Units 3,4 & 5) attached to Hybrid planning approval TWC/2016/0955 for erection of an industrial development to manufacture plastic products with associated storage, office, staff and technical facilities, storage silos, external storage, parking and circulation space, landscaping, fencing and associated engineering works – Full Granted – 31/10/2017

4. RELEVANT POLICIES

- 4.1 National Planning Policy Framework (NPPF)
 - Core planning principles
 - Section 1: Building a strong, competitive economy
 - Section 4: Promoting sustainable transport
 - Section 7: Requiring good design
 - Section 11: Conserving and enhancing the natural environment
- 4.2 Core Strategy:
 - CS2: Jobs
 - CS3: Telford
 - CS12: Natural Environment
 - CS15: Urban Design
- 4.3 Wrekin Local Plan:
 - UD2: Design Criteria
 - UD6: Major transport corridors and gateways into Telford
 - E6: Rural employment general
 - OL11: Woodland and trees
- 4.4 Telford & Wrekin Local Plan (due to be adopted January 2018):
 - SP1: Telford
 - NE1: Biodiversity and geodiversity
 - NE2: Trees, hedgerows and woodlands

- C5: Design of parking
- BE1: Design criteria

5. SUMMARY OF CONSULTATION RESPONSES

5.1 Ward Member / Parish Council

- 5.1.1 Hadley and Leegomery Parish Council: Objects on grounds that: 1) the current application seeks to make substantial changes to the scale, massing, form, orientation and layout, proportions, landscape elements, access and spatial quality of the amended layout plan for which outline consent was granted, and 2) fails to satisfy the Conditions attached to that consent to ensure adequate control of future development and protect residential amenity, specifically:
1. The proposals do not accord with the approved Parameters Plan, Illustrative Masterplan or Illustrative Cross Sections (condition 37);
 2. The applicant has not supplied proposed hours of operation (required by condition A39);
 3. Details of a lighting scheme have not been provided (required by condition A20);
 4. Original wildlife mitigation strategy has not been submitted and it is not possible to assess whether the proposals accord with this strategy (required by condition A22).

5.2 Standard Consultee Responses

- 5.2.1 Shropshire Fire Service: No objection subject to an informative being added to the decision notice relating to fire safety guidance.
- 5.2.2 Environmental Services (Arboricultural): No objection subject to condition for a landscaping scheme.
- 5.2.3 Environmental Services (Drainage): No objection subject to the conditions relating to drainage on the outline consent being adhered to.
- 5.2.4 Environmental Services (Highways): No objection subject to conditions relating to bringing the covered cycle parking/storage into use and provision of the access, internal roads, parking, turning and servicing areas in a suitable material prior to the development being brought into use.
- 5.2.5 Ecology: Satisfied that the phase under consideration is in accordance with the Wildlife Management Strategy by Mott MacDonald dated March 2016. No objection subject to conditions and informatives.
- 5.2.6 Public Protection (Pollution Control): As there is no end user the noise impact of potential occupiers cannot yet be assessed. Therefore, there is no objection subject to conditions requiring end users to submit noise assessments prior to occupation where the occupier will require mechanical plant, fans/chiller units or stacks as part of their business. A condition is also

required to provide details of a floodlighting scheme within the site to protect residential amenity.

5.2.7 Horton Action Group: Objection on the following grounds:

- The original outline plan had the rear of the industrial unit facing the existing residential properties minimising noise pollution to residents
- Loss of long-established oak tree, which is home to bats
- Visual Impact – a green coloured building would be more appropriate in the agricultural setting

5.3 Neighbour consultation responses

5.3.1 Letters of consultation were sent to all occupiers adjoining the application site and a site notice was placed to inform members of the public about the proposals.

5.3.2 Two responses have been received raising the following concerns:

- Impact on residential properties through noise and disturbance;
- Noise during night time working hours would be disruptive to health and well-being;
- Vehicle noise from reversing lorries and vehicle movements during evenings and weekends;
- Light pollution resulting from security lighting throughout the night;
- Car parking will be mainly adjoining the bund and any lighting should be sited to face away from the bund into the site;
- Loss of privacy due to gardens being overlooked with a consequent loss of visual amenity;
- Security – the lack of fencing along Crow Brooke will increase chances of opportunistic theft;
- The line of site (*sic*) with Wrekin Mast Microwave Link will be broken by the height of the building and will consequently disrupt internet service;
- Restrictions should apply to ensure the height of the building does not exceed 7.75m, which is considered excessive;
- A 4m bund should be provided to screen the site along the line of Crow Brooke Weir to the main road north of the Weir and would mitigate many of these issues;
- Concerns have also been raised regarding the consultation process.

6. PLANNING CONSIDERATIONS:

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

- The principle of development;
- Layout;
- Scale and external appearance,
- Impact on neighbouring properties;
- Landscaping and ecology;

- Other matters

6.2 The principle of development

6.2.1 The principle of development has been established through the approval of the outline application TWC/2015/1064. The application was granted as part of the proposed strategic employment areas (which incorporate the existing areas of Hortonwood, Halesfield, Stafford Park and T54) to provide an arc of employment land to the north and east of Telford. These broad locations provide scope for the planned expansion of employment opportunities within the Borough in accessible locations with excellent connections to the M54 and other main roads.

6.3 Layout

6.3.1 The site layout comprises Units A and B, which sit parallel to each other on a northwest-southeast axis. The units are separated by 68m of car parking and there is a further area of car parking adjacent to the northeast elevation of Unit B. The access road runs along the south eastern boundary and the rear elevation of Unit A abuts the length of the southwestern site boundary. Both buildings' north western side elevations abut the boundary to the application site. On the outside edge of this boundary lies the 3.283m bund that formed part of the outline consent, which is due to be landscaped.

6.3.2 The proposals exceed the emerging Local Plan parking guidelines for B2 use, which require 1 space per 75sqm, i.e. which would amount to 43 spaces and the proposal provides 67 spaces. The combined servicing area between Unit A and Unit B can cater for larger HGVs and HGV parking for Unit A is also suitable for larger HGVs. Deliver parking for Unit B is only suitable for smaller vans as anything larger would block the communal roads within the application site.

6.3.3 The layout differs to that shown on the Illustrative Masterplan submitted as part of consent TWC/2015/1064 as this indicated Plot A of Hortonwood West to have one singular unit in this location with its rear elevation located close to and facing the bund along the boundary with Wheat Leasows lane. It should be emphasised that the outline consent only granted detailed permission for access to this site and all other matters were reserved for future consideration, including scale and layout. It is evident from this application that the 15no. smaller individual units that would be contained within Units A and B are intended to cater for smaller businesses and start-ups, which differ in their accommodation needs to larger and more established businesses who would require the use of a single large premises. In order to maximise the number of business premises available to smaller companies, it has been necessary to re-orientate the proposed buildings to allow access from more than one elevation. This is the reason why the layout now shows two buildings facing each other with their side elevations facing the bund and the boundary, rather than one large single unit with a deep footprint. Such units have been provided elsewhere in Hortonwood West and the smaller scale nature of this proposal widens the scope for the borough to provide accommodation for a

broader range of businesses. The Parameters Plan did not set out any guidelines on the layout of Phase 4 beyond the total floor space and number of buildings. On the basis of this justification, and the other points discussed in this section, the layout is considered acceptable and compliant with the Parameters Plan.

6.3.4 On balance it is considered that the proposed units sit comfortably within the development plot with a suitable access point and parking to allow the site to function appropriately.

6.4 Scale and External Appearance

6.4.1 Policy UD6 of the Wrekin Local Plan requires development adjacent to the main transport corridors to be of high visual quality. The overall strategic development site is in a prominent location forming part of the major corridors into Telford. Unit B sits the closest to the A442 with the nearest point of its facing elevation being located 73m away and the furthest point of the elevation sitting 176m away. The siting of the buildings mean views into the site will be screened by industrial units to all boundaries apart from the north, however, a bund (due to be landscaped) has been constructed along this boundary as part of the outline consent to reduce the visual impact.

6.4.2 A Parameters Plan was approved as part of the outline consent to set the scope of future development. The Parameters Plan for Phase 4 (referred to on the plan as Plot A) set the acceptable number of units as two to three, a proposed unit size of 1,500sqm to 10,000sqm, and a maximum unit height of 8m to the ridge. A third building is proposed as part of Phase 4 (referred to as Unit 1) yet even with the inclusion of a third building the current proposal's floor area falls within the constraints set by the Parameters Plan.

6.4.3 Unit A and Unit B each consist of a different design. Unit A would be a mono-pitch design with the ridge (7.46m) being at the front of the building and roofline sloping back to the lowest point (5.301m) at the rear of the building. Unit B would have a central roof pitch (7.46m) sloping down either side to the eaves (6.303m).

6.4.4 Both buildings would be modern steel portal framed structures clad with composite Kingspan wall panels. The cladding panels would be used to distinguish the 15no. separate units within each building. Each unit would have a clearly defined glazed entrance and a roller shutter door. To assist with natural daylighting, curtain walling is proposed to the front elevations of each unit and in addition, natural lighting would be incorporated by the use of roof lights in the factory areas where appropriate. The buildings would be a combination of manufacturing, storage and distribution including ancillary office accommodation. It is considered that the development will not be overly dominant and will respect the Parameters Plan as well as relate to its context in accordance with UD2 of the Wrekin Local Plan, CS15 of the Core Strategy and BE1 of the emerging Telford & Wrekin Local Plan.

6.5 Impact on residential amenity

- 6.5.1 The houses that are most likely to be impacted upon from the development are those to the north of the site that are situated along Wheat Leasows. There are houses on the opposite side of the road from the application site and immediately to the north of the site, on the same side of the road. The main impacts that are likely to arise from the development would relate to the visual impact of the development and from associated noise and disturbance.
- 6.5.2 The existing houses along Wheat Leasows are approximately 40 metres from the site boundary. A 3.283m bund has been constructed between these houses and the application site to protect residents' visual amenity. The cross-section submitted with the application demonstrates that, once the bund has been landscaped, the units would not be visible from the houses. This would also prevent potential overlooking of gardens and therefore protect privacy.
- 6.5.3 As no end user or occupier has yet been identified the applicant proposes to restrict operations, HGV movements and deliveries to or from the site to 0800-1800 hours Mondays to Fridays and 0800-1300 Saturdays with no deliveries, HGV movements or operations on Sundays or bank holidays.
- 6.5.4 A lighting scheme was approved as part of the outline consent that related to the main access road circulating through Hortonwood West. Condition A26 requires that lighting details within an individual phase must be approved in writing prior to start of development and works carried out prior to occupation. This addresses the requirements of Environmental Health (Pollution Control) for this application.
- 6.5.5 With regards to noise disturbance Pollution Control have requested a noise assessment prior to the occupation of any unit in order to monitor and protect residential amenity. Condition A14 on the outline consent required noise assessments for individual phases to be agreed prior to development and for all mitigation measures identified within the approved noise assessment to be completed prior to occupation. Therefore, the requirements of Pollution Control are considered to be met under the outline consent.
- 6.5.6 With the regards to concerns that the line of sight between houses on Wheat Leasows and the Wrekin mast would be disrupted by the proposed industrial units, the agent has supplied a cross-section which demonstrates that the height of the buildings falls beneath the line of sight drawn from the summit of the mast to the front eaves of the houses. Therefore the proposal is not considered detrimental to residential amenity in this respect and to be compliant with Policy BE1.

6.6 Landscaping and ecology

- 6.6.1 Within the application site much of the space is taken up by the units and the parking layout, however, significant landscaping has been provided via condition A26 within the outline consent across Hortonwood West and must be delivered prior to the occupation of any buildings.

- 6.6.2 No details have been provided for the proposed materials of any hardstanding and as such these are required to be submitted under condition A26 on the outline consent and delivered prior to occupation of the buildings.
- 6.6.3 Policy OL11 (Woodland and Trees) of the Wrekin Local Plan seeks to retain and enhance the contribution that trees make to the landscape character of the Borough. The original outline application specified tree protection and as such any trees worthy of retention are protected by this condition.
- 6.6.4 The Council's Ecology officer consider the Habitat Management Plan submitted with the proposal to accord with the Wildlife Management Strategy approved as part of the outline consent. A condition to safeguard development in accordance with the Habitat Management Plan is recommended as well as a condition to ensure any future lighting scheme is designed to minimise the impact of artificial lighting on bats.
- 6.6.5 On the basis of these comments the proposal is considered to accord with the Local Plan in terms of protecting the natural environment.

6.7 Other matters

- 6.7.1 Drainage: Officers are satisfied that in principle the site can be adequately drained, however, prior to commencement details of the foul and surface water drainage disposal will need to be submitted and approved by the Local Planning Authority in accordance with CS 13 of the Core Strategy.
- 6.7.2 Planning obligations: Financial obligations are required towards improvements to the local highway network, including the A442 Corridor and Junction 4 of the M54 in accordance with the Council's Transport Growth Strategy. This matter was controlled under the outline planning consent and a Memorandum of Understanding was signed which obligates the payment to be made as each plot comes forward for development.
- 6.7.3 Highways: The principle of development has been established and the scale and size of the development falls within the parameters plan approved by the outline consent. Conditions A8 and A26 on the outline consent refer to details of hard surfacing and parking layouts, respectively, and specify that agreed works must be carried out prior to occupation of any buildings. These conditions are considered to cover Highways' requirements on these matters.
- 6.7.4 Condition A30 on the outline consent refers to the provision of details for vehicular turning and servicing areas prior to the commencement of development. Although it stipulates that works shall be carried out in accordance with the approved details it does not say by when, therefore a condition is proposed for this application requiring the approved parking and turning areas to be provided prior to the development being brought into use.
- 6.7.5 A condition will cover the provision and delivery of covered cycle parking/storage.

- 6.7.6 Grounds maintenance: The agent has advised that the Council's estates and investment team will be responsible for grounds maintenance, as they own the site. This will include removing fly tipping and the operation of the Sustainable Urban Drainage System pool located in the north easterly corner of Hortonwood West.
- 6.7.7 The Telford and Wrekin Local Plan (T&WLP) will be presented to Full Council on the 11th January 2018, after the drafting and publication of this report. As such at the time of writing, the development plan consists of saved policies of the Wrekin Local Plan and the Core Strategy although only limited weight can be given to these policies with significant weight given to policies in the T&WLP. Should Members resolve to adopt the T&WLP this will supersede its predecessors and form the Development Plan against which this application should then be determined.

7. CONCLUSION

- 7.1 The principle of the development has already been considered acceptable through the granting of outline planning permission. The proposed units can be adequately accommodated within the site boundary with conditions attached requiring suitable parking, turning and access areas. The scale and appearance of the buildings respect and relate positively to its context and any visual impact is mitigated by design and landscaping. The development will not have an adverse impact on residential amenity with conditions to manage and monitor noise and lighting levels attached in the outline consent. Consequently the application is considered to be compliant with local and national planning policy.

8. RECOMMENDATION

- 8.1 Based on the conclusions above, it is recommended that DELEGATED AUTHORITY be granted to the Delivery Management Service Delivery Manager to GRANT PLANNING PERMISSION subject to the following conditions and informatives (with authority to finalise conditions and reasons for approval to be delegated to Development Management Service Delivery Manager;

Time Limit – Reserved Matters
Development in accordance with deposited plans
Ecology Custom – Bats/Lighting
Ecology Custom - work in accordance with Habitat Management Plan
Parking Loading Unloading Turning
Cycle parking/storage
D11 Hours of operation
D12 Hours of lorry operation