

TWC/2018/0162

Land West of Household Recycling Centre, Hortonwood 60, Hortonwood, Telford, Shropshire

Erection of 1no. industrial unit (Use Class B1(c), B2 and B8)

**APPLICANT**

Telford and Wrekin Council

**RECEIVED**

23/02/2018

**PARISH**

Hadley and Leegomery

**WARD**

Hadley and Leegomery

**THIS APPLICATION IS BEFORE PLANNING COMMITTEE AS TELFORD & WREKIN COUNCIL ARE THE APPLICANT**

**1. SUMMARY RECOMMENDATION**

- 1.1 It is recommended that DELEGATED AUTHORITY be granted to the Development Management Service Delivery Manager to GRANT FULL PLANNING PERMISSION subject to Condition(s) and Informative(s).

**2. APPLICATION SITE**

- 2.1 The application site is approximately rectangular in shape and is located within the North Telford Hortonwood, Donnington and Hadley Park Strategic Employment Area towards the north eastern edge of the urban area. The majority of the site comprises allocation E9 in the adopted Local Plan, its western edge comprising whiteland. It extends to approximately 2.50 hectares in area.
- 2.2 The site remains undeveloped being relatively flat open ground, containing several trees and hedges, principally around the boundaries and centre of the site. The surrounding area is predominantly commercial, dominated by substantial industrial buildings and a large waste transfer facility to the immediate east.
- 2.3 The western and southern boundaries are marked by mature trees and hedges that act as effective natural screens. The roadside and eastern boundaries are relatively open. There is a field access at the front of the site and a small layby on Hortonwood 60.

**3. APPLICATION DETAILS**

- 3.1 The proposal comprises a full application seeking the erection of a single substantial warehouse building, associated car parking and service areas to the south of the Furniture Link building along Hortonwood 60. Total proposed floor space amounts to 9,390 sq. metres. Access for this site would be taken directly off Hortonwood 60. The building would be located towards the back of the site close to the channel of the Crow Brook, set back from the roadside boundary, across the car parking and turning areas.

- 3.2 Existing trees around the boundary of the site are to be largely retained and protected during development, those running diagonally across the southern part of the site are proposed for removal. Three attenuation ponds are proposed in the north eastern area of the site immediately behind the front boundary. Additional landscaping around the edges of the building is proposed.
- 3.3 The building will be dominated by open warehouse with ancillary ground and first floor reception and office space, meeting rooms, kitchen facilities and toilets. Fourteen loading bays are proposed on the front of the building with a dedicated turning area and lorry parking. The building measures 153 x 56 metres and would have a maximum height of around 9.50 metres to a flat roof. Materials include composite metal panelling in contrasting bands for the walls and roof with powder coated steel doors and powder coated aluminium windows that are a feature of the front and western side elevations.
- 3.4 The total number of car parking spaces to serve the development is 187, including 9 disability spaces, together with 7 motorcycle spaces, and 24 bicycle spaces. In addition, 15 HGV parking spaces are proposed on the site. Car parking and service vehicle parking is shown on the northern portion of the site.
- 3.5 The application is accompanied by the following supporting documents:
- Architectural Drawing Package;
  - Planning Statement;
  - Design & Access Statement;
  - Transport Assessment and Framework Travel Plan;
  - Extended Phase 1 Habitat and Ecological Impact Assessment and Bat Survey Report;
  - Arboricultural Report, Tree Survey and Constraints;
  - Flood Risk Assessment.

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

No relevant history. Neighbouring development to the east includes the following:

- 4.1 TWC/2017/0051 - Erection of admin/amenity block with associated parking and the creation of a refuse vehicle parking area and associated skip/wheelie bin storage area on Land West of Household Recycling Centre, Hortonwood 60, Hortonwood, Telford, Shropshire - Full Granted 14/03/2017
- 4.2 TWC/2014/0181 - Construction of Integrated Waste Management Facility comprising community recycling centre and associated infrastructure - Full Granted 16/05/2014

#### **5. RELEVANT POLICY DOCUMENTS**

- 5.1 National Planning Policy Framework (NPPF)

5.2 Telford & Wrekin Local Plan 2011-2031

## 6. NEIGHBOUR REPRESENTATIONS

6.1 Six letters of public objection have been received making the following observations:

- increased traffic using Horton Lane (particularly peak times) throughout the working day and perhaps at weekends. The Council has already determined that it is 'only suitable for local access purposes and not of the nature to be appropriate for through traffic,' use as shortcut/rat-run to avoid Hadley Park Roundabout, upcoming effects of the new Defence Fulfilment Centre and developments behind Cofresco (nee Wrap Film). May be appropriate for developers to contribute towards an integrated Traffic Management Solution for Horton Lane and Hortonwood;
- increased noise as a result of unknown storage use – noise has already been exacerbated by new developments;
- restricted movement of vehicles and proposed hours;
- existing litter problem – worsened by more employment and traffic;
- detrimental impact on wildlife
- impact on property values
- deficiencies of plans - no scales, no dimensions, no building heights.

## 7. STATUTORY CONSULTEES

7.1 Hadley and Leegomery Parish Council: **Objects:**

- Inadequate access - application does not demonstrate adequate access to sustainable modes of transport or appropriate transport infrastructure (fails to satisfy Policy EC2);
- Impact on Horton Lane - failure of Transport Assessment to not consider the cumulative impact of the proposed developments on traffic volumes on Horton Lane, immediately adjacent to four of the proposed development sites;
- acknowledged 'rat-run' used by traffic associated with employment activities in the Hortonwood commercial area, planning ref.: TWC/2013/0315), surprising omission given the planning history of the adjacent Furniture Link UK Ltd site - Highway Officer concern about potential increase use of Horton Lane and apparent stepping back of committing to a traffic management scheme;
- Impact on local transport networks - failure of Transport Assessment to look at potential cumulative effect of the five sites on local transport networks and infrastructure by looking at four separate 'destination zones' and fails to satisfy Policy C3;
- Noise and light impact on residential properties of Horton Lane.

7.2 Environmental Health: **Support** subject to conditions restricting demolition and construction operational hours, provision of a noise/acoustic survey prior to occupation, restriction on the hours of operation, and the submission of an external lighting plan.

- 7.3 Highways: **Support** subject to conditions necessitating provision of visibility splays, parking and turning areas, construction details of hard surfaced areas, a Travel Plan (with a monitoring sum of £5000) and details of any site enclosure. Advised that the development will trigger a contribution to the Strategic Network comprising a contribution of £78,357.46; together with a need to provide enhanced footway/cycle linkage alongside Hortonwood 60, estimated at £91,000 and the proportional contribution from this site of £17,836, with highway contributions secured under the provisions in S278 Highways Act (1980).
- 7.4 Drainage: **Support** subject to conditions relating to the provision of a foul and surface water drainage scheme including a SUDs Management Plan.
- 7.5 Ecology: **Support** subject to conditions requiring development to be undertaken in line with the ecological survey, the provision of a suite of artificial nesting and/or roosting boxes, the submission of a lighting plan, provision of a habitat creation and management plan, the requirement to obtain a European Protected Species Mitigation Licence, and the undertaking of a pre-commencement badger inspection.
- 7.6 Arboricultural: **Comment** seeking the retention of T6 at the entrance of the site, requesting conditions relating to an updated tree protection plan, a no dig design, and tree replacement scheme.
- 7.7 Shropshire Fire Service: **Comment** provided guiding the developer towards the Shropshire Fire and Rescue Service's Fire Safety Guidance for Commercial and Domestic Planning Applications.
- 7.8 West Mercia Police: **Comment** provided around measures to design out crime from the scheme.

## 8. APPRAISAL

- 8.1 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:
- Principle of Development
  - Design and Visual Impact
  - Highway Safety
  - Impact upon Residential Amenity
  - Drainage and Flood Risk
  - Ecology
  - Impact on Trees
  - Other Matters

### Principle of Development

- 8.2 The majority of the site is identified as an allocated Employment Site - E9 in the adopted Local Plan with preferred Uses B1b, B1c, B2 and B8 supporting the Strategic Employment Area of North Telford (Donnington, Hadley Park & Hortonwood) of T&WLP Policy EC1. A modest section of the site at the

western edge comprises whiteland. The proposed B1(c), B2 and B8 Uses (end occupier not yet known) accords with the policy designation sitting within one of the key locations for the majority of employment and jobs in Telford, and is an important employment area which has scope for expansion. The proposals are therefore consistent with this policy position.

#### Design and Visual Impact

- 8.3 The proposed design incorporates a traditional modern steel portal framed structure clad with composite materials. The applicant proposes that the office area would be clad using a different aluminium material and have full height windows to contrast from the large warehouse area. The offices have been positioned at the western edge of the building orientated and overlooking the adjacent pedestrian and cycle link of Horton Lane running between Hortonwood 60 down to Hortonwood 30, with trees retained along this edge. The provision of new landscaping bordering the building to the west and south, together with the attenuation ponds, the retained Mature Oak (T6) and new soft landscaping areas sitting towards the front of the site, will help soften the impact of the surrounding HGV parking area with detail controlled through Condition.
- 8.4 The building has been designed to reflect similar development within the Hortonwood area. It is a substantial structure and its form follows the proposed function as an industrial or storage and distribution centre. However, in order to reduce the perceived massing of the building, it is proposed that materials are used in coloured bands to emphasise its horizontality thereby reducing the perceived height of the building. It is also set back from the roadside to create a sense of greater separation from the public boundaries. The height of the building in the region 9.5 metres is considered acceptable in this location.
- 8.5 The layout of the site focusses car parking and service vehicle parking to the front of the building with landscaping arranged around the edges, including feature ponds that will also assist with sustainable drainage for the site. It is duly considered that the requirements of Policy BE1 have been satisfied.

#### Highway Safety

- 8.6 The site would be served by a single access off Hortonwood 60 then branching off to segregated HGV, car and motorcycle parking with scope to provide sufficient visibility, the Highways Authority have confirmed that the layout satisfies the parking standards in the local plan based upon the higher standard of a B2 use calculation and sufficient manoeuvrability available.
- 8.7 The site includes cycling provision amounting to 24 spaces. This differs from the parking standards of the local plan whereby provision of 119 stands is identified. Officers consider that the amount proposed here is reasonable in this location, and has not been objected to by the Highways Authority in this respect.
- 8.8 Local connectivity would be further improved through delivery of the scheme, with the need for enhanced footway/cycle linkage alongside Hortonwood 60

identified by the Highways Authority. A proportional cost of the estimated scheme (overall total of £91,000) would be sought from this site of £17,836 (this is likely to be amended as the scheme is worked up) through a S278 Agreement. Seeking healthy and sustainable travel options for the site would be secured through delivery of a Travel Plan for the site controlled by condition, monitoring of this would be secured through a forward funding mechanism by the applicant amounting to £5,000.

- 8.9 The impact of the development on the residences of Horton Lane - through use as a shortcut/rat-run to access both the development and forthcoming committed employment sites on Hortonwood - is cited in local representations to the proposal. Officers are aware that this is a longstanding issue. The Network & Transport Management arm of the Authority have confirmed that around 2009 there were discussions about a scheme of experimental closure of Horton Lane, the evidence behind this did recognise that traffic flow had increased on the lane since 2004, and did have a tidal direction related to the industrial estate; the scheme was nonetheless rejected locally.
- 8.10 In the interim period, this has been reviewed a few times leading to a consultation in 2016 regarding closure to through traffic or calming which did not show support for either option. In 2017, the request to close the lane was bought back to the table by the Ward member and the Parish Council, however the parish subsequently removed support, and this combined with public feeling, meant that the Council did not continue to pursue a scheme. Horton Lane is not on the Council's Highways Capital Programme at this time so it is unlikely to be revisited from a highway perspective in the near future.
- 8.11 The Local Planning Authority is mindful that the application relates to an allocated employment site where development is anticipated to come forward of such a scale to deliver the Local Plan strategy. Technical solutions have been put forward on a number of occasions to address the problem, with no consensus existing at the present time, and the application has not been objected to by the Local Highways Authority in this respect.
- 8.12 An impact on the Strategic Network is anticipated through the proposal due to its scale and nature related to trip generation, a contribution to mitigating this impact is duly triggered. Based on the proposed scale, a contribution of £78,357.46 would be attributed to the development, this can be secured through the provisions of the S278 Highways Act and has been agreed by the applicant to be used towards improvements to the A442 Strategic Highway Network Improvement Package. This in itself should help reduce any impact on Horton Lane. In turn there are no technical highways grounds to refuse the proposed development and is considered to be compliant with the guidance outlined within Policies C1, C3, C4 and C5 of the Telford & Wrekin Local Plan 2011-2031.

#### Impact upon Residential Amenity

- 8.13 The majority of the site is an allocated strategic employment site (E9) and the discourse that led to its allocation considered a range of issues, including the potential impact on local residential amenity. Through the detailed delivery of

sites, Policy BE1 expects new development to respect and respond to its context and, amongst other things, demonstrates that there will be no significant adverse impact on nearby properties by noise, dust, odour or light pollution.

- 8.14 Public Protection have considered the proposals being mindful of the scale of the development and the presence of dwellings in the locality. There is potential for noise and disturbance arising from the development during the construction and operational phases and a number of conditions are recommended. This is attributable to the fact that operators elsewhere on Hortonwood have been the subject of noise complaints and is a justified request.
- 8.15 The suggested operating hours including deliveries set out in the representation are considered to be too restrictive (0800-1800 Monday-Sunday) for this particular development, given the predominantly commercial nature of the area and the distance that separates the site from the nearest dwellings (in the region of 120 metres from building to building). It is felt that hours in line with recent commitments in the locality, again with further evidence to be necessitated for noise arising from the units and an unknown end user position, would represent a reasonable approach, that being Monday-Friday 0600-2000, Saturday 0600-1300 and no Sunday or Bank Holiday opening.
- 8.16 As referenced above, the end user of the building is unknown through this application, the ability to fully understand the potential noise generated through the development is therefore not possible. The request for an acoustic/noise survey by Public Protection, leading to delivery of any necessary mitigation stemming from this, will ensure the protection of residential amenity, a condition is agreed as necessary.
- 8.17 The building setback in the site and the HGV parking having been positioned on the eastern area of the site away from residences further lessens the impact of development. The form of external lighting has not been detailed through the application, and is recommended to be conditioned to ensure the protection of residential amenity. On this basis, the Local Planning Authority is of the view that the proposed development is consistent with Policy BE1(xi) of the Local Plan.

#### Drainage and Flood Risk

- 8.18 The site is proposed to be served by mains sewer for foul provision, and a combination of mains together with 3No. Attenuation Ponds for surface water sitting at the northern edge of the site (representing the lowest area of the site) to deliver a means of on-site management; the FRA further identifying that a gravity connection should be possible to mains.
- 8.19 The site is identified as sitting within Flood Zone 1 (Fluvial Flood Risk) based upon the latest modelled information held by the authority (Strategic Flood Risk Assessment Phase 2), and therefore does not pose a risk in this respect. Small areas of surface water flooding have been identified towards the centre

of the site, the FRA recommends that any future development regulate any localised low spots and provide a positive drainage system for any surface water flows produced by the site, the site is mapped at Low Risk of groundwater flooding and a very small section of the site has been identified as Medium Risk however this should not impact on development proposals. The site has been mapped as at risk from reservoir flooding however the likelihood of flooding from this source is considered negligible.

- 8.20 Drainage Engineers have confirmed that the principle of the drainage scheme is acceptable with provision of a detailed scheme controlled through condition, this would incorporate the proposed attenuation ponds and duly address the modest area of ponding towards the centre of the site. The Local Planning Authority is satisfied that the proposal satisfies Policies ER11 and ER12 of the Local Plan.

#### Ecology

- 8.21 The development entails the loss of trees and the development of a grassland site. The Ecology representation identifies that the breeding pond within the site will be lost, but will be compensated for through the creation of three new attenuation ponds. It was assessed that there was a foreseeable likelihood that Great Crested Newts would be impacted by the proposed development and that a Natural England mitigation license would be required. No bats or reptiles were observed during the survey work, with some roosting potential and a low value site entailed respectively. Common and widespread bird species conversely were recorded. Mitigation for building on the undeveloped site would be controlled through condition to ensure compliance with Policy NE1 relating to Biodiversity and geodiversity.

#### Impact on Trees

- 8.22 The development would necessitate the loss of a stretch of hedgerow and trees running through the southern portion of the site (G1, 7 and 5). The proposal ensures the retention of T6, a 14 metre tall English Oak identified as holding the greatest amenity value of the trees on site. Revision has duly been made to the layout to provide a Root Protection Area avoiding overlap with the adjacent HGV parking recognising the concerns of the Arboricultural Officer.
- 8.23 Additional landscaping is proposed adjacent to the building (west and south) and dotted around two of the attenuation ponds to mitigate the loss entailed, provision of suitable replacements would be controlled through Condition, therefore complying with Policy NE2 relating to Trees, hedgerows and woodlands.

#### Other Matters

- 8.24 Whilst the matter of the impact on property values has been raised in local representation, Officers advise that this is not a material planning consideration for the determination of planning applications. Deficiencies of the plans is also identified as a concern, it is noted that the drawings are scaled (as set out in the key), and in turn, are not required to have written measurements on them.

## 9. CONCLUSION

- 9.1 The proposed development will deliver a contemporary form of development, with a soft backdrop interspersed with new planting and water features; the unit is setback from the road with the HGV parking and turning areas in the eastern half set away from properties on Horton Lane. Further controls are recommended relating to protecting residents from potential noise derived from development due to the end user presently being unknown, thus ensuring protection of residential amenity.
- 9.2 Drainage, ecology and tree mitigation will be controlled through condition, with enhancement to the pedestrian / cycle network together with improvements to the A442, secured through provisions of the S278 Highways Act to ensure highway safety is protected.
- 9.3 The proposed use and development is consistent with the character and function of this strategic employment area, and will deliver job opportunities for the local population on a designated employment site as set out in the Telford & Wrekin Local Plan and the NPPF.

## 10. DETAILED RECOMMENDATION

- 10.1 Based on the conclusions above, it is recommended that **DELEGATED AUTHORITY** be granted to the Development Management Service Delivery Manager to **GRANT FULL PLANNING PERMISSION** subject to:

- (a) The following Condition(s) and Informative(s) (with authority to finalise Condition(s) to be delegated to Development Management Service Delivery Manager.

### Condition(s)

Time limit Full  
Samples of materials  
Foul and surface water drainage scheme  
SUDs Management Plan  
Noise Report  
Landscaping Design  
Trees – protective fencing  
No dig design  
Trees - replacements  
Habitat Creation and Management Plan  
European Protected Species Licence  
Lighting plan (ecology and residential amenity)  
Parking, Loading, Unloading and Turning  
Cycle parking / storage  
Site enclosure  
Travel Plan  
Works in accordance with ecological survey  
Erection of artificial nesting/roosting boxes  
Badger inspection

Hours of operation including deliveries  
Hours of construction

**Informative(s)**

Highways  
Nesting wild birds  
Works to protected trees – Bats  
Site Clearance  
Fire Authority  
West Mercia Police