

TWC/2018/0164

Land rear of Wrap Film Systems Ltd, Hortonwood 40, Hortonwood, Telford, Shropshire

Erection of 2no. industrial units (Use Class B1(c), B2 and B8) ***Amended Application Form Received***

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 square in shape and located within the North Telford Hortonwood, Donnington and Hadley Park Strategic Employment Area towards the north eastern edge of the urban area. The entirety of the site comprises allocation E4 in the adopted local plan, with a number of employment uses deemed suitable (B1b, B1c, B2 and B8). It extends to approximately 2.15 hectares in area.
- 2.2 Currently, the site remains undeveloped being relatively flat ground formed of a series of paddocks and stabling. The site is crisscrossed by mature hedgerows and trees, along with the southern and north eastern edges of the site. Industrial uses surround the site, with the Pickstock Abattoir to the immediate west, the Cofresco cling film manufacturer to the north and east, and the technology manufacturer Epson to the south beyond the Crow Brook. The wider area is largely industrial in nature, with the nearest residences positioned along Horton Lane the nearest being in the region of 230 metres from the edge of the site to the east.

3. APPLICATION DETAILS

- 3.1 The proposed development comprises the erection of a single substantial warehouse building and associated car parking and service areas. The building is proposed to be divided between warehouse accommodation of 6,276 sq. metres, and 560 sq. metres of office accommodation, a meeting room, kitchen facilities and toilets. The building will be 10 metres in height to a flat roof, 93.5 metres in length and 82 metres wide. Materials include composite metal panelling for the walls and roof, with the office area in a contrasting darker colour, powder coated steel doors and aluminium windows.

- 3.2 Proposed access for this site is to be taken off Hortonwood 45. The block plan shows the building located in the south west corner of the site, with car and cycle parking to the front; HGV bays, parking and turning area would be positioned to the east. An attenuation pond is proposed at the north eastern corner of the site. Existing trees around the boundary of the site are to be largely retained and protected during development. Those zigzagging across the centre of the site are to be removed, additional landscaping is proposed in the south and north eastern corners of the site.
- 3.3 The total number of car parking spaces to serve the development is 133, including 7 disability spaces and 5 motorcycle spaces. 12 cycle spaces would also be provided.

4. PLANNING HISTORY

There is no relevant history recorded for this site.

5. RELEVANT POLICY DOCUMENTS

- 5.1 National Planning Policy Framework (NPPF)
- 5.2 Telford & Wrekin Local Plan 2011-2031

6. NEIGHBOUR REPRESENTATIONS

- 6.1 Two letters of 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.

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 (five applications by

the applicant TWC/2018/0159, 0161, 0162, 0163, and 0164) 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 (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.

- 7.2 Highways: **Support** subject to conditions necessitating provision of visibility splays, parking and turning areas, construction details of hard surfaced areas, site enclosure details, a Travel Plan (to include 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 £60,663.84; together with a need for the five proposed schemes to provide enhanced footway/cycle linkage alongside Hortonwood 60, estimated at £91,000 and the proportional contribution from this site of £13,832, with highway contributions secured under the provisions in S278 Highways Act (1980).
- 7.3 Public Protection: **Support** subject to conditions restricting 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.
- 7.4 Ecology: **Initial Objection** (insufficient information related to Great Crested Newts), **Amended to Support** subject to conditions relating to protected species, habitat creation and lighting on the site.
- 7.5 Arboricultural: **Support** subject to conditions for landscape design, tree protection plan, soil levels, tree / hedgerow replacements, and soil levels. Requests that the majority of G2, G4, T1 and T2 be retained; T1 being an 18 metre tall English Oak as a mature example of its species with a considerably long remaining contribution to the landscape and street scene.
- 7.6 Drainage: **Support** subject to conditions relating to the provision of a surface water drainage scheme including a restricted rate of discharge.
- 7.7 Shropshire Fire Service: **Comment** provided guiding the developer towards the Shropshire Fire and Rescue Service's Fire Safety Guidance.
- 7.8 West Mercia Police: **Comment** provided around measures to design out crime from the scheme.

8. PLANNING CONSIDERATIONS

- 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

Principle of Development

- 8.2 The site has been allocated for employment with preferred uses of B1b, B1c, B2 and B8 in the adopted Local Plan - site E4 Hortonwood 45 supporting the Strategic Employment Area of North Telford (Donnington, Hadley Park & Hortonwood) of T&WLP Policy EC1. 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. In respect of paragraph 11 of the NPPF, the proposals accord with an up-to-date development plan and should be approved without delay.

Design and Visual Impact

- 8.3 The proposed design incorporates a traditional modern steel portal framed structure clad with composite materials, a projecting feature frame around the office area which comprises aluminium windows. This section of the building is positioned at the front towards the centre of the site to help break up its mass and create more of an active frontage. A darker feature band has been set at the upper level of the building to add interest to the wide span of the building. It is also set back from the roadside to create a sense of greater separation from the public boundaries.
- 8.4 The layout of the site focusses car parking to the front of the building, flanked by retained landscaping, including a feature pond that will also assist with sustainable drainage for the site and additional replacement planting. Service vehicle parking and turning would then sit to the eastern side the building with retained and proposed landscaping that would help soften the impact of development. 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. It is duly considered that the requirements of Policy BE1 have been satisfied.

Highway Safety

- 8.5 Vehicular and pedestrian access would be served from the northern edge of the site off Hortonwood 45, branching off to segregated car / motorcycle / cycle parking and HGV parking, with scope to provide sufficient visibility.
- 8.6 The Local Highways Authority has confirmed that the layout meets the parking standards established in the local plan with sufficient manoeuvrability available.

- 8.7 Through application of the cycle parking standards as set out in the Local Plan, Officers acknowledge that this is unviable and on a case by case basis exercising flexibility. The site includes cycling provision amounting to 12 spaces, this differs from the parking standards of the local plan whereby provision of 91 stands is identified. However, 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 £13,832 (this figure is likely to be amended as the works are fully costed) 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 and as a 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 existing known issue. The Network & Transport Management arm of the Authority have confirmed that around 2009 there was 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.
- 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 brought 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. 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.
- 8.11 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 £60,663.84 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 on highway grounds and is considered to be compliant with Policies C1, C3, C4 and C5 of the Telford & Wrekin Local Plan 2011-2031.

Impact upon Residential Amenity

- 8.12 The site is an allocated strategic employment site (E4) 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.
- 8.13 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.
- 8.14 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 230 metres from the edge of the site to the curtilage of The Firs on Horton Lane. 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.
- 8.15 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, leading to any necessary mitigation stemming from this will ensure the protection of residential amenity by Public Protection is agreed as necessary. The building setback in the site and the siting of the HGV servicing between proposed and existing buildings further lessens the impact of development on residencies. 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

- 8.16 The site sits within Flood Zone 1 in respect of fluvial flooding, is identified as being at negligible risk of surface water flooding, and low risk of groundwater flooding. It is proposed that the development discharge to mains sewer for

both surface water and foul provision, with the former restricted through on site attenuation through the proposed pond; public sewers run under the highway of Hortonwood 45 to the north and therefore a gravity connection should be possible. The arrangement is supported by Drainage subject to the submission of a detailed scheme for surface water. The Local Planning Authority is satisfied that the proposal satisfies Policies ER11 and ER12 of the Local Plan.

Ecology

- 8.17 The application has been accompanied by an Ecological Survey Update, a Bat Survey, and Habitat Suitability Assessment considering the full range of biodiversity interests, including protected species and their habitats. This evidence identifies that the pond on site has an 'average' suitability for GCN, with no GCN surveys recorded during the survey work. No bats or reptiles were observed during the survey work; common and widespread birds were recorded with the need for vegetation clearance to be undertaken in a timely / controlled manner in this regard. The Ecology representation requests a series of conditions mitigating the development of the undeveloped site to ensure compliance with Policy NE1 relating to Biodiversity and geodiversity.

Impact on Trees

- 8.18 The development would necessitate the partial loss of three stretches of mature hedgerow running across the site, with a mature Alder and English Oak of a low category grading to be removed towards the centre of the site. Amendment is anticipated prior to Planning Committee to remove conflicts of the Root Protection Area to the HGV service area and pathways around the site and parking area. Additional landscaping is proposed to provide replacement provision in the north and south eastern corners of the site, this would be controlled through condition, therefore complying with Policy NE2 relating to Trees, hedgerows and woodlands.

9 CONCLUSION

- 9.1 The proposed development will deliver a contemporary form of development, with the building setback in the site, and a soft backdrop interspersed with new planting and a water feature; with further controls 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. 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.
- 9.2 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:

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
Surface water drainage scheme
Noise Report
Landscaping Design
Trees – protective fencing
Trees - replacements
Ecological Mitigation Strategy and Method Statement
Habitat Creation and Management Plan
Lighting plan (ecology and residential amenity)
Parking, Loading, Unloading and Turning
Cycle parking / storage
Site enclosure
Travel Plan
Soil - levels
Works in accordance with ecological survey
Erection of artificial nesting/roosting boxes
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