

## **PLANNING COMMITTEE**

### **Minutes of a meeting of the Planning Committee held on Wednesday, 24 July 2013 at 6.00pm in the Walker Room, Meeting Point House, Telford**

**PRESENT:** Councillors J C Minor (Chairman), N A Dugmore, A S Jhawar, R T Kiernan, J Loveridge, A A Meredith (as substitute for Councillor I T W Fletcher), G C W Reynolds, S A W Reynolds, C R Turley

**ALSO PRESENT:** Councillors S Bentley (for planning application TWC/2013/0338), S P Burrell (for planning application TWC/2012/0441), and G M Green (for planning application TWC/2013/0325).

#### **PC-013 MINUTES**

Councillor N A Dugmore asked that it be noted that he considered that the minutes did not include sufficient detail regarding comments received from public speakers and did not make specific reference to his request for an investigation into the alleged loss of representations, although that request had not been formally proposed or voted upon. Conversely, other Members were satisfied that the explanations and reassurances given by officers with regard to the alleged loss of representations had been accepted by the Committee and duly minuted.

The Assistant Director: Planning Specialist advised that he had carefully considered the minutes in light of comments raised by Councillor Dugmore and that he believed the minutes reflected an accurate summary of the events of the meeting since the minutes were not intended to provide a verbatim record.

On being put to the vote it was, by a majority:

**RESOLVED** – that the minutes of the meeting of the Planning Committee held on 3 July 2013 be confirmed and signed by the Chairman.

#### **PC-014 APOLOGIES FOR ABSENCE**

Councillor I T W Fletcher.

#### **PC-015 DECLARATIONS OF INTEREST**

With regard to planning applications referenced TWC/2011/0769 and TWC/2013/0096, Councillors A S Jhawar and G C W Reynolds both commented that they were local borough ward members but had not taken part in any previous discussions regarding either application.

With regard to planning application TWC/2013/0459, Councillor C R Turley commented that he was a member of Great Dawley Parish Council but that he had not taken part in any previous discussions regarding the application.

#### **PC-016 DEFERRED/WITHDRAWN APPLICATIONS**

None.

**PC-017      SITE VISITS**

None.

**PC-018      PLANNING APPLICATIONS FOR DETERMINATION**

Members had received a schedule of planning applications to be determined by the Committee and fully considered each report and the supplementary information tabled at the meeting regarding planning application TWC/2013/0096.

- (a)            TWC/2011/0769 - The Homelands, Mossey Green, Ketley Bank, Telford, Shropshire, TF2 0DN

This was a part retrospective application for the siting of 28 mobile homes within an existing residential mobile home park for permanent residential occupation. Members had undertaken a site visit prior to the meeting. Oakengates Town Council had requested that the application be determined by the Planning Committee.

Referring to the site visit undertaken earlier that afternoon, Members considered that the site was in need of improvement and subject to appropriate conditions regarding ground stability and limiting the number of plots on site, unanimously supported the application.

**RESOLVED – that with respect to planning application TWC/2011/0769 planning permission be granted subject to the conditions as set out in the report with authority to finalise conditions to be delegated to the Development Management Service Delivery Manager.**

- (b)            TWC/2012/0441 - The Finneys Caravan Site, Marsh Road, Edgmond, Newport, Shropshire, TF10 8EP

This application sought to vary condition 2 of planning permission W2006/0126 in order to allow more than 3 mobile homes to be sited on the land for use by gypsies/travellers. The applicant wanted to be able to have more caravans/chalets/mobile homes on site and operate a permanent gypsy/traveller site (not a transit site).

Councillor D Ryan, representing Edgmond Parish Council spoke in opposition to the application. Edgmond Parish Council wished to disassociate itself with racist remarks made by objectors during the course of the consultation process. He referred to the public meeting which had taken place, raised issues regarding the applicant's status in regard to the definition of "gypsy" and use of the site, condition of Marsh Road and impact of additional vehicle movements, alleged abuse of current planning restrictions and the presence of guard dogs preventing access to the site. In the event that the Members were minded to approve the application, Edgmond Parish Council sought a temporary two year permission, subject to robust monitoring.

Councillor S Burrell, Ward Member, spoke in opposition to the application referring to the Council's lack of policy regarding gypsies and travellers, assessment of need

and the recent publication of the Planning Policy for Traveller Sites. He went on to comment upon surface drainage, septic provision, waste and foul water, lack of consultation with Severn Trent Water and the absence of an Environmental Impact Assessment. He concluded that the report was incomplete and that determination of the application should be deferred or additional conditions attached to mitigate the concerns raised.

Mr R Marriot, spoke on behalf of local residents who opposed the application. He referred to the change of use of the land, refusal of development for other residents at Marsh Road, disproportionate consideration for the Finney family over other residents, the Planning Inspector's findings in 2008, the Council's obligations to provide traveller sites and this site falling outside the Council's ownership, whether gypsy status is lost after a period of permanent residence, the need for an amenity block and questions over the motives of the family in bringing this application forward.

Mr Finney, on behalf of the applicant, addressed the Committee in support of the application, explaining the family's Romany heritage and experience of the local community. The applicant was the landowner, and would therefore responsibly operate and manage the site, which he acknowledged would also need a separate site licence. He noted the need for a gypsy site in the vicinity and asserted that no breach of conditions had thus far taken place.

The Planning Officer noted that there was a shortfall of gypsy/traveller pitch provision in the borough and referred to the principle of development, site provision and policy context section of the report in this regard. She further referred to the findings of the Planning Inspector in 2008 regarding the suitability of the site to expand and advised of policy changes following the Planning Inspector's decision in 2008. The Planning Officer also noted that there were no objections from the Council's Highways Engineer or Drainage Engineer. Photographs of the site were displayed and, in response to questioning, an explanation of the layout of a "pitch" was given.

The Assistant Director: Planning Specialist clarified the policy position with regard to the National Planning Policy Framework and associated Planning Policy for Traveller Sites and reminded Members that although there was potential for pitch provision in the borough to be increased in the future, such applications had not yet materialised and the Committee was obliged to determine the application before them. He also advised that there was no requirement for a traveller site to be Council owned or managed, but that suitable conditions could be imposed upon any planning permission granted to ensure that the site was suitably controlled and managed.

Members considered the Planning Policy for Traveller Sites and the Council's intentions to increase pitch provision in the borough. Consideration was also given to drainage and traffic issues, amenity and considerable local opposition to the proposals.

On being put to the vote it was, by a majority:

**RESOLVED – that with respect to planning application TWC/2012/0441 planning permission be granted subject to the conditions as set out in the**

**report with authority to finalise conditions to be delegated to the Development Management Service Delivery Manager.**

- (c) TWC/2013/0096 - Ketley Millennium Village, Holyhead Road, Ketley, Telford, Shropshire

This was a full planning application comprising proposals for the erection of 375 houses and apartments together with associated parking, roadways, landscaping and areas of open space. An update report was tabled at the meeting detailing Highways Authority comments, public rights of way and Section 106 contributions.

Mr B Flippance, on behalf of the applicant, addressed the Committee in support of the application referring to the applicant's desire to build upon existing Millennium Community design whilst maintaining viability, sustainability objectives, public open space, recreational provision and landscaping.

The Planning Officer explained the background to the application as Phase 3 of the site, the original Section 106 Agreement and proposed provision of a new school which subsequently could not be justified due to pupil numbers. He also referred to the slow down in the national economy, design quality, open space provision, managed play facilities, access, rights of way as detailed in the update report tabled at the meeting, sustainability, highways, ecology and the proposed Section 106 Agreement also referred to in the update report.

Members had a mixed view on the design of some elements of the application although leisure facilities were welcomed. Members also discussed affordable housing, parking provision, viability and highways (particularly regarding the mini-roundabout at Trio Furnishings).

The Assistant Director: Planning Specialist reminded members that the site was the only Millennium Community approved in the West Midlands. He referred to design quality, regeneration of the site and engagement with the Parish Council and local community. He referred to the enhancement of footpath provision, overall percentage of affordable housing and reiterated that the Council's Highways Engineer was satisfied with the design layout and accessibility.

On being put to the vote it was unanimously

**RESOLVED – that with respect to planning application TWC/2013/0096 the Development Management Service Delivery Manager be authorised to grant planning permission subject to the applicants/landowners entering into a Section 106 Agreement as set out in the report and there being no objections from the Local Highway Authority and further subject to the conditions set out in the update report tabled at the meeting (with authority to finalise conditions and add any further conditions deemed to be necessary particularly following completion of highway and planning assessments on latest submissions to be delegated to the Development Management Service Delivery Manager).**

- (d) TWC/2013/0139 - JBS Fibre Recovery, Unit A, Halesfield 22, Halesfield, Telford, Shropshire, TF7 4QX

This full planning application sought retrospective permission for the change of use of Unit A, Halesfield 22 from general industrial and storage use (B1 and B8 use) to waste recycling of beds and mattresses (Sui Generis).

Councillor D R W White, Ward Member, had requested that the application be determined by the Planning Committee.

On being put to the vote it was unanimously

**RESOLVED – that with respect to planning application TWC/2013/0139 planning permission be granted subject to the conditions as set out in the report.**

(f) TWC/2013/0325 - Lee Dingle, 48 Lees Farm Drive, Madeley, Telford, Shropshire, TF7 5SU

This was a full application for change of use from a dwelling house (Use Class C3) to a residential children's care home (Use Class C2). Members had undertaken a site visit prior to the meeting.

Councillor G M Green, Ward Member, had requested that the application be determined by the Planning Committee. Councillor Green spoke in opposition to the application, noting that the application had significantly unsettled the community who had raised concerns regarding the process of consultation, the impact that the business would have upon the character of the estate, policy limitations regarding this particular type of application, a restrictive covenant preventing use of the property as a business and current levels of service provision for children in care.

Local residents, Mr S Starkey, Mr D Atkinson, Mrs C Bunn, Mr S Longbottom and Mrs S Clarence spoke to oppose the application regarding breaches of the Wildlife and Countryside Act, irregularities in the submission of planning documents, lack of car parking, appropriateness of the location, need in the area, National Planning Policy Framework considerations and residents' perception of the process of consultation.

The Planning Officer referred Members to the report, advising that the application was made in accordance with policy, that amenity would not be affected, asserted that vehicle movements would not be abnormal and reminded Members of the adequate car parking space viewed during the site visit. She commented that no evidence existed about anti-social behaviour and the change of use would be mitigated by condition disallowing permitted development rights. In response to questioning, the Planning Officer advised that the planning permission granted in 2004 related to extension works and that no detail was available regarding the restrictive covenant, the enforcement of which was subject to a separate process. She also advised that the proposed conditions would limit parking provision to six vehicles. Further, she informed the Committee that the replacement of documents was common in the application process and Officers were satisfied that all the correct information was available to determine the application.

The Legal Advisor also clarified that if Members were so minded, investigation into the potential breach of the Wildlife and Countryside Act could be investigated but

such investigations did not affect the Committee's ability to determine the application at this meeting. She further clarified the legal position with regard to restrictive covenants.

Members noted local opposition to the application and expressed sympathy for the community's concerns, however, for reasons of planning policy the majority of Members felt that they were not in a position to refuse the application.

**RESOLVED – that with respect to planning application TWC/2013/0325 planning permission be granted subject to the conditions as set out in the report.**

(f) TWC/2013/0338 - The Quarry, Waters Upton, Telford, Shropshire, TF6 6NP

This application sought full planning permission for one detached, two storey 2-bedroom dwelling, landscaping to the front, a rear garden, parking and turning area. The occupancy of the proposed dwelling was linked to the operation of the neighbouring industrial units (Units 1, 2 and 3 with B2 permission; light engineering works undertaken).

Waters Upton Parish Council had requested that the application be determined by the Planning Committee. Ms K Baker, on behalf of Waters Upton Parish Council, spoke to oppose the proposals, highlighting the planning history at the site, impact on the character of the village, the role of employment in key settlement status and sustainability. Ms Baker asked that, if Members were minded to approve the application, additional conditions regarding removal of permitted development rights, no further residential property on site and the retention of the site's commercial classification.

Councillor S Bentley, Ward Member, spoke in opposition to the application, echoing the comments of the Parish Council, he also commented on the planning history at the site, the village's key settlement status, retention of employment opportunities, viability, the site's suitability for this type of development and the current accommodation available in the village.

The Planning Officer referred to the planning history of the site and the comments detailed in the report regarding the national change in policy since the previous applications were refused. She also referred to the sections of the report dealing with access and visibility splays. She further asserted that through appropriate conditioning, the visual amenities and character of the site would not be harmed.

During the course of the following debate, Members considered the previous planning history of the site and subsequent implementation of the National Planning Policy Framework. The Planning Officer provided clarification of the previous application which had been refused and the reasons for refusal. Members also considered security at the site, employment use and carbon emissions.

On being put to the vote it was, by a majority:

**RESOLVED** – that with respect to planning application TWC/2013/0338 planning permission be granted subject to the conditions as set out in the report.

(g) TWC/2013/0459 - Dawley Park, Doseley Road, Dawley, Shropshire, TF4 3AL

This was a full planning application seeking consent for the installation of a “Health Trek” facility (consisting of low level hurdles, vaults, step-ups and sit-up beams made from wood) to be installed on part of Dawley Park recreational ground.

On being put to the vote it was unanimously

**RESOLVED** – that with respect to planning application TWC/2013/0459 planning permission be granted subject to the conditions as set out in the report

#### **PC-019 INVEST IN TELFORD – PLANNING UPDATE**

The Committee considered the report of the Development Management Service Delivery Manager which provided an update on the Planning team’s performance over the previous 12 months, including recent changes to the service area structure. The report also set out proposed national changes to performance indicators and the need to provide both timely and quality decisions. The report considered the refocus of the Council’s priorities towards being a “Business Winning Council” and suggested methods to achieve this when determining planning applications.

Members welcomed information regarding viability appraisals and encouraged more viability detail to be included in future reports. Regarding applications dealt with under delegated approval, Members reflected upon introducing a criteria in relation to the volume of public objections required to trigger determination by Planning Committee but concluded that the opinion of the Development Management Service Delivery Manager was sufficient in this regard. Also regarding applications dealt with under delegated approval, Members requested that the Committee receive a regular summary of Council applications granted planning permission under delegated powers.

The Assistant Director: Planning Specialist congratulated the Development Management Service Delivery Manager and the Planning Team on their performance to date and for putting together an excellent report, improving relations with Parish and Town Councils in the process.

On being put to the vote it was unanimously

**RESOLVED** –

(a) that the officer/Planning Committee determination arrangements set out in paragraph 4.24 of the report be approved; and

- (b) that the Development Management Service Delivery Manager be authorised, in consultation with the Chair of Planning Committee, to develop and implement a formal 'Call In' procedure to determine applications at Planning Committee; and
- (c) that the Development Management Guidance Note be approved; and
- (d) that the introduction of the early notification of site visits as proposed in paragraph 4.25 of the report be approved; and
- (e) to **RECOMMEND** to **COUNCIL** that the Scheme for Public Speaking at Planning Committee be amended to reduce the time allocated to each category of speaker to a maximum of three minutes.

The meeting ended at 8.34pm

**Chairman:** .....

**Date:** .....

**TELFORD & WREKIN COUNCIL**

**PLANNING COMMITTEE**

**14/08/2013**

Schedule 1 - Planning applications for determination by Planning Committee

<b>TWC/2013/0154 Granville Landfill, Grange Lane, Redhill, Shropshire, TF2 9PB</b>	
Development of a waste transfer station with the erection of a refuse vehicle depot, office building and ancillary works .....	<b>2</b>
<b>TWC/2013/0312 9 Woodcote, Telford, Shropshire, TF10 9BW</b>	
Change of use from vacant land to a permanent travellers site including hardstanding for 4 chalets, spaces for 3 caravans, a permanent amenity/day room block, 4 car parking spaces and erection of a small package sewage treatment plant.....	<b>33</b>
<b>TWC/2013/0448 The Nyth, Moss Road, Wrockwardine Wood, Telford, Shropshire, TF2 7BL</b>	
Erection of 3no. terraced dwellings and 9no. apartments following demolition of existing 2no. dwellings .....	<b>43</b>

TWC/2013/0154

Granville Landfill, Grange Lane, Redhill, Shropshire, TF2 9PB

Development of a waste transfer station with the erection of a refuse vehicle depot, office building and ancillary works

**APPLICANT**

Sita UK Ltd

**RECEIVED**

27/02/2013

**PARISH**

Lilleshall, Donnington and Muxton

**WARD**

Muxton

**OFFICER**

Kate Stephens

OBJECTIONS RECEIVED: Yes

**MAIN ISSUES**

Need for the waste transfer facility, suitability of the site, loss of Green Network, impact on landscape and visual amenity including Granville Country Park, alternative sites, traffic and highways.

**THE PROPOSAL**

This is a full application for the erection of a Waste Transfer Station (WTS) building and workshop for the reception, siting, bulking/baling and onward transfer of some 60,000 tonnes per annum of municipal waste, together with erection of new offices with staff car park, improvements to the existing Community Recycling Centre (CRC), HGV parking area and associated landscape works including a 2m high landscape bund around the south western edge of the site. The existing workshop building will need to be demolished to make way for the new WTS/workshop building.

The application was originally submitted when the applicant (SITA) was one of the three bidders for the Telford & Wrekin Council municipal waste contract to run for 20 years (with a possible 5 year extension) from 2014-2034 and was intended to support their bid and *“act as a hub for the collection of waste streams from the Telford & Wrekin area, prior to onward transport of the waste for reuse and disposal.”* After 2034 the proposed facility would be decommissioned, with the site restored and buildings removed.

When the application was first submitted, the life of the proposed WTS development was linked to the life of the Telford & Wrekin Council waste contract, which would have been 20 years running from 2014 until 2034 (with the possibility of a 5 year extension). After 2034 the WTS building and associated works would have been decommissioned and removed from site and the land restored. The 2034 end time would have meant that the proposed development would have remained on site some 9 years after tipping had ceased at the landfill site (a condition on the landfill planning permission W2006/0232 requires tipping of waste to cease by 31 December 2025).

However, during the waste bid process the Council and potential bidders entered into negotiations. As a result longer contracts have been discussed and the Council

will consider 24 year contracts (with a possible 1 year extension) if they prove to be commercially viable. This effectively serves to extend the contract period by another 5 years to 2039 (with a possible 1 year extension until 2040).

The applicant has since withdrawn from the waste bidding process and hence is no longer seeking the Council's municipal waste contract. However, the applicant has decided to continue with the planning application from a commercial perspective and has amended the application to address any impacts that may result from the possible longer time frame of the extended contract period, even though they are no longer involved in the waste contract bid process. This would mean the WTS facility would remain on site some 14 years after tipping has ceased at the landfill site. The applicant considers there is still a need for the proposals on planning grounds regardless that they are no longer a bidder and regardless of where the waste comes from. The applicant also considers that the proposal at the existing operational waste facility (Granville Landfill) would be a strategically important asset/option for the Council (as there are limited current facilities and the need for waste transfer stations is likely to increase as priorities continue to shift towards waste re-use and recycling) and alternative waste bidders may view the proposed Granville Landfill WTS as a more viable facility from which to carry out their required operations, should the successful waste bidder not have access to a WTS within the Borough.

The proposal briefly comprises:-

- i) Erection of a new steel framed metal clad building with roller shutter doors for the WTS facility measuring 53.3m x 32.5m x 13.25m high to ridgeline (10m to eaves) with a floor area of approx 1,730sqm. The WTS building facility will receive, sort, and bulk waste for transfer on to other facilities and recycling destinations.
- ii) Erection of a new vehicle workshop steel framed metal clad building to the rear of the new WTS building, that will measure 24m x 27m x 10.85m high to ridgeline (8.50m high to eaves) with floor area of approx 650sqm and replace the existing workshop/sheds. This building will be joined onto the WTS building.
- iii) Erection of a new site office building measuring 23.35m x 10.7m x 4.6m high to ridgeline with 32 staff parking spaces to the west of the existing CRC site – the existing site office will be dismantled and become a landscaped area within the reconfigured roadway around the CRC site.
- iv) New parking depot area for Refuse Collection Vehicles (10 spaces) on an existing area of temporary parking/hardstanding.
- v) Formation of a new mini roundabout near the site entrance off Grange Lane with a new one-way road system for the CRC site around the existing offices to segregate public traffic to the CRC site from commercial traffic to the WTS and landfill site.
- vi) Construction of landscape screen bund approx 2m high on the south-western site boundary with new native broadleaf tree planting.
- vii) Repositioning of the weighbridge and weighbridge offices.
- viii) The existing workshop/shed metal clad buildings will be removed as they are on the footprint of the proposed WTS/workshop building.

- ix) Creation of 38 jobs associated with waste management staff, drivers and wider operations.

The proposed new WTS building redevelopment will be sited primarily within the existing landfill site, and replace the existing workshop. However, the new offices and staff car park will be constructed on an adjacent field.

This proposal does not include or seek to make any alterations or extensions to the landfill site itself or the time period for tipping landfill waste – any such extensions would be subject to separate applications (as well as land lease agreements with the Council) and would be determined separately under the policy regime operating at the time.

The applicant asked the Local Planning Authority to undertake an Environmental Impact Assessment (EIA) Screening Opinion under the EIA Regulations 2011. The Local Planning Authority concluded that the development falls under Schedule 2 of the EIA Regulations as being a Class 11 b) project 'Installations for the disposal of waste' as the site area exceeds 0.5 hectares. However, as the site is not within a "sensitive area", as defined by the EIA Regulations, and the environmental impact would be no more than of local significance, the Local Planning Authority has considered and concluded that an EIA is not required for this development. However, the planning application is supported by relevant technical information to address issues such as noise, dust, odour, visual and landscape impact, ecology and transport.

The proposed operation would require an Environmental Permit before it can operate. This is a separate process to planning and is the responsibility of the Environment Agency.

#### SITE AND SURROUNDINGS

The application site (outlined in red) is approx 3.31ha in size and includes the access route along Grange Lane to the A5, several existing facilities as part of the wider Granville waste complex, such as the existing CRC site, the weighbridge and HGV parking hardstanding. The application site does not include the landfill site itself.

Immediately to the west of Grange Lane lies a kennels/cattery (the nearest residential property) and further agricultural land. To the south west, approximately 100m from the site boundary is The Windings Naturist campsite, which occupies a former colliery site. To the east of the site is Woodhouse Farm with its collection of large agricultural buildings. To the north there is further agricultural land and riding school facilities and to the south and south east lies further agricultural land and countryside.

The application site lies just within the boundary of the built up area of Telford immediately adjacent to the Borough's rural area. The site also lies within designated Green Network on the Wrekin Local Plan Proposals Map, which forms part of a larger swathe of Green Network that extends northwards to the southern edges of Muxton and westwards towards Redhill Way. The Borough boundary with Shropshire Council lies approximately 600m to the east.

To the north and west of the site is a Local Nature Reserve that also contains a nationally protected Site of Special Scientific Interest. The Local Nature Reserve sits within Granville Country Park, which is a valuable and important recreation area for Telford & Wrekin residents and is the only area of urban fringe which is set out with contiguous green network to the north and north east of Telford urban area.

The Council's vision for this area of urban fringe is to restore it back to countryside with public access in order to increase the area's visual and recreational value to offer enhanced informal recreational opportunities for a growing population, long distance and pleasant views to the north and north east over the Shropshire Plain, and improve the visual landscape setting for the urban edge of Telford. The Granville landfill site will be restored (the landfill mound is already subject to phased landscaped restoration as a condition of the landfill application) and the Council has plans to extend Granville Country Park and green space designations as well as extending the Local Nature Reserve further south and west. The Council endorsed an extension to the Granville Country Park in a report to Cabinet on 22 March 2011. Hence the intended expansion of the green space, Country Park and LNR would complement and further enhance the overall future restoration of the landfill site and this part of the Borough.

THE PROPOSAL in more detail

#### The operation

The new facility is intended to receive municipal waste from the Borough and prepare it for onward transfer to other waste management facilities and uses for re-use, recycling or other forms of recovery. Residual waste will be disposed of, possibly out of the Borough. Currently the majority of the Borough's waste (about 40,000 tonnes per annum - tpa) goes to landfill at Granville. European and national waste policies advocate a waste hierarchy that now sees landfill as the last resort, with waste prevention and then re-use and recycling as the preferred waste treatments. In line with this and to divert waste away from landfill, the new facility would receive, bulk and transfer up to 60,000 tonnes of municipal waste per annum from the borough – of which 40,000 tpa would be residual waste and 20,000 tpa recyclable waste. Collected and bulked waste would then be transferred onwards, possibly outside the Borough, to more effective forms of re-use, recycling, treatment and disposal of final residual waste.

Under the amended scheme that reflects the Council's extended waste contract from 2014 until 2039/40, the WTS facility, depot and offices would be needed for 25 – 26 years (instead of the initial 20 years). Decommissioning of the site would start at the end of this time and the buildings removed, followed by 12 months of restoration that would complement the wider landfill restoration. Condition 6 of the landfill planning permission W2006/0232 requires tipping at the landfill site to cease by 31<sup>st</sup> December 2025 and so the proposed development would be present on site some 14 years beyond the cessation of tipping at the landfill site.

It is worth noting that a waste management presence could continue for some time at Granville, regardless of this application. As part of the landfill permission, there are conditions requiring the phased landscaping of the landfill mound, a 5 year after-care programme and gas monitoring in the area will need to continue for some 60

years. In addition, the existing CRC site at Granville does not have an end date and can continue to operate at Granville as long as lease agreements exist between the Council and Sita (or any other waste operator).

### Access & Traffic

The existing approach road along Grange Lane, off the A5, and existing site access will continue to be used, but the circulation of vehicles within the site will be reconfigured to better segregate commercial and public traffic.

A new mini roundabout would be constructed at the existing entrance to the offices with a new road leading to the new offices and a new one-way road branching off to the left for public access to the CRC site. Commercial vehicles for the WTS facility, weighbridge and landfill would continue straight on as they currently do. The revised roadway will enable public vehicles using the CRC site to be kept separate from the commercial HGV's using the WTS site and hence create a safer segregation of traffic and improve user experience.

The new offices would have a 32 space staff car park. An HGV parking area for up to 10 vehicles will be provided on an existing area of hardstanding north east of the CRC site near the gas compound and chimney.

There are currently no limits on the number of vehicles movements to and from the landfill and CRC site, as vehicle movements are restricted by the overall limits and permits on the tonnage of waste that can be accepted at the site each day. The current landfill planning permission W2006/0232 limits the daily import of waste to 1,500 tonnes.

The applicant advises that the proposals will generate approx 98 HGV movements per day (excluding staff, public and traffic movements to the CRC site and staff). This is broken down as:-

- 36 HGV movements per day associated with delivery of residual waste – this is as per existing arrangements of 36 movements a day currently dealing with T&W residual waste going direct landfill under the existing waste contract.
- 36 vehicle movements per day associated with delivery of recyclable waste to the WTS
- 12 vehicle movements per day associated with outward transfer of residual waste.
- 10 vehicle movements per day associated with outward transfer of recyclable waste from the WTS
- 4 vehicles movements per day associated with delivery/outward transfer of Bulky Household and Commercial waste.

In addition, it is anticipated there will be some 52 light vehicle movements per day for staff, visitors, maintenance beyond those currently occurring.

### Operating hours

The WTS site will be open for the receipt and transfer of waste, and deployment of Refuse Collection Vehicles Monday to Saturday between 7am and 6pm and

Sundays and bank holidays between 7am and 2pm. The new site office will be open between 7am and 6pm.

These hours are in line with the current opening and operating hours for the existing CRC and landfill sites, which will remain unchanged as they are controlled by condition 29 of the landfill permission W2006/0232, and are set out below as follows:-

- The site shall not be opened before 7am.
- The tipping of waste and site levelling/covering at the landfill site is only allowed on Mondays to Fridays between 8am – 5.30pm and on Saturdays between 8am – 1pm.
- Tipping of waste from the Granville CRC site and other amenity sites in the Borough can be undertaken Mondays to Fridays 4.30 pm – 7pm; Saturdays 1pm – 5pm; Sundays, Bank/public holidays 8am -5pm.
- Receipt of waste at the Granville civic amenity site is permitted Mondays to Fridays (winter) between 8am – 6.30pm; Mondays to Fridays (summer) between 8am – 10pm; Saturdays and Sundays 8am – 6pm.

#### Building design

The main WTS building would be a new steel framed metal clad building with roller shutter doors and pitched roof measuring 53.3m x 32.5m x 13.25m high to ridgeline (10m to eaves) with a floor area of approx 1,730sqm. The WTS building facility will receive, sort, and bulk waste for transfer on to other facilities and recycling destinations.

The new workshop building, also metal clad with a pitched roof and roller shutter doors will measure 24m x 27m x 10.85m high to ridgeline (8.50m high to eaves) with floor area of approx 650sqm and will replace the existing workshop/sheds. It will be attached to the new WTS building to form an L' shaped configuration. The new buildings would effectively be double the size and height of the existing building.

The new office building will be of a similar design to the existing offices – a rectangular grey metal clad structure with a shallow pitched metal profiled roof. The building will measure 23.65m x 10.7m and 3.5m high to eaves and 4.6m high to ridgeline. A 2m high landscape bund and tree planning is proposed along the western site boundary that will serve to screen the offices and some of the WTS building, especially when viewed from the nearest property Cottage Kennels.

The applicant's Design & Access Statement advises that the buildings have been designed to appear similar to an industrial unit or agricultural building which can generally be found in the wider landscape and will be set as low down and as close to the landfill operations as possible to reduce their visual impact. Any external lighting will be downward facing and only used during operational hours.

#### PLANNING HISTORY

CC80/40 - This is the original planning permission granted by Shropshire County Council in 1989 at Granville Landfill site for the disposal of municipal and industrial and commercial wastes.

MW94/0424/WR - Extension and restoration to agriculture, woodland and public amenity of Granville landfill site, with a Section 106 agreement. Granted 4<sup>th</sup> December 1996.

MW94/0400/WR - Installation of landfill gas extraction and gas flaring unit and electricity generating plant. Granted 6<sup>th</sup> February 1996.

MW96/0171/WR for the installation of a leachate plant and associated pumping station. Lapsed unimplemented planning permission. Granted 15<sup>th</sup> July 1996

MW98/0067/WR - Variation of condition 1 of planning permission MW94/0400/WR to extend specified timescale for commencement of development by one year to 6<sup>th</sup> February 1999. Granted 31<sup>st</sup> March 1998.

MW98/0152/WR - Construction of a recycling centre to enable the bulking up of paper, cans, textile and glass. Granted 31<sup>st</sup> March 1998.

W98/1120 - Extension to household waste recycling centre. Granted 18<sup>th</sup> April 2000. This is the current permission for the existing CRC site. Note - the CRC site will continue to operate as long as lease agreements exist between Sita (or any other waste operator) and the Council.

W99/0314 - Modification of conditions 17, 18, 19, 21(B), 24(A), 214(B)(I), 36, 40(B) and 56 of planning permission W94/0424. Granted 18<sup>th</sup> November 1999.

W2005/0935 - Erection of an extension to existing paper bay. Granted

W2005/1409 - Erection of an extension to existing paper storage bay. Granted 12<sup>th</sup> January 2006.

W2005/1408 - Formation of a temporary car park (temporary for 5 years). Granted 12<sup>th</sup> January 2006.

The car park created under this permission is no longer used as a car park and will be used as the location of the proposed Refuse Collection Vehicle depot.

W2006/0232 – Extension of landfill site by deepening and raising the contour profile and variation of restoration conditions. Granted 19<sup>th</sup> March 2008.

Approval of this application followed receipt of a legal undertaking from SITA, and imposition of restrictions as to the lifetime of the site and a planning condition was imposed that tipping must cease by 31<sup>st</sup> December 2025. The permission limits overall landfill tonnage to 200,000 tpa and also covers the CRC site's opening hours and the times that CRC waste can be landfilled. On cessation of tipping in 2025, the landfill site will undergo a phased restoration, which will revert the land to recreational urban fringe land use including access, recreation routes, woodland and other habitat typologies. This is the current landfill planning permission.

W2007/0592 – Provision of a wood shredding facility. Withdrawn.

W2007/0932 - Temporary siting of offices for a period of five years, car parking and a screening bund. Granted 31<sup>st</sup> August 2007. This permission has expired, so the building needs to be removed, unless the application is renewed and granted.

W2008/1083 - Construction and operation of 'Energy from Waste' Centre including new buildings, new access and car parking, integral offices, weighbridge, landscaping works. Refused 31<sup>st</sup> December 2009

TWC/2010/0760 – Operation of a mobile material shredder and storage of pre and post treated waste. Granted 18<sup>th</sup> March 2011

Following the eventual cessation of the landfill site operations and the ending of the temporary car park and portakabin planning permissions, only the Community Recycling Site will remain. Whilst this has permanent planning permission there is uncertainty regarding the future of this facility and this is dependant on lease agreements between the Council and site operator.

## PLANNING POLICY CONTEXT

### a) National Planning Policy

#### National Planning Policy Framework (NPPF) March 2012

There are no specific waste policies contained in the NPPF because “*national waste planning policy will be published as part of the National Waste Management Plan for England. However, local authorities ...taking decision on waste applications should have regard to policies in this Framework so far as relevant*” (para 5).

The footnote advice in the NPPF advises that Waste Planning Policy Statement 10 (PPS10) will remain in place until the National Waste Management Plan is published. DEFRA published a “Government Review of Waste Policy in England 2011”, but to date the new National Waste Management Plan for England has not yet been published.

#### Planning for Sustainable Waste Management – PPS10 (revised March 2011)

Para 5 of PPS10 advises local authorities that the policies in the PPS are a material consideration, although it still refers to regional policy.

#### Waste Strategy for England 2007

Sets out the waste hierarchy (in line with the legal requirement in the EU Waste Framework Directive) that gives priority to waste prevention, followed by re-use, recycling, recovery (such as anaerobic digestion and incineration with energy recovery), and lastly disposal (e.g. landfill).

### b) Regional Policy

There is no longer any regional planning guidance as the West Midlands Regional Spatial Strategy was revoked in May 2013.

### c) Local policies

Shropshire and Telford & Wrekin Joint Structure Plan (adopted Oct 2002):

P64 Waste Minimisation  
P65 Provision of Waste Facilities  
P66 Protection of Waste Management Facilities  
P68 Transport of Minerals and Waste  
P69 Reclamation and After-Use

Wrekin Local Plan 1995-2006 (adopted Feb 2000):

NR6 Waste Disposal and Recycling Facilities  
UD2 Design Criteria  
OL2 Designated Areas  
OL3 Green Network  
OL4 Development in the Green Network  
OL5 Extensions and Redevelopment in the Green Network  
OL6 Open Land  
OL12 Open Land and Landscape – Contributions for New Development

Local Development Framework Core Strategy (adopted Dec 2007):

CS2 Jobs  
CS3 Telford  
CS11 Open Space  
CS12 Natural Environment  
CS14 Cultural, Historic and Built Environment  
CS15 Urban Design

Note: The Core Strategy does not contain waste policies following criticism from the Inspectors responsible for the Independent Examinations of Telford and Wrekin Core Strategy and Waste Development Plan Documents. As a result the Council's intended waste DPD was withdrawn.

Telford & Wrekin Municipal Waste Management Strategy 2005-2021 "From Waste to Resource":

Note: The Council's Municipal Waste Management Strategy was published in 2005 and is now somewhat dated. However, its main goal is to "*reduce reliance on landfill and maximise recovery of resources from waste*" and this still accords with the more recent National Waste Strategy 2007 of diverting waste away from landfill.

#### CONSULTATION RESPONSES

All comments are available in full on the application file and viewable on the Council's website. However, comments are summarised below as follows:-

Environment Agency – No objection, but offer following points:-

- The existing household waste recycling centre, waste transfer station and active landfill site at Granville are currently authorised by the EA under the Environmental Permitting Regulations.

- The proposal to consolidate a number of outdoor waste management activities inside one building is considered an improvement – can confirm that initial permit-variation discussions have taken place.
- Over the last 5 years, received a limited number of complaints (less than 10) relating to activities at Granville – none have been substantiated as arising from the site, but have been traced to the nearby composting facility.
- No significant changes in volumes or types of incoming waste are anticipated.
- The new buildings will potentially provide increased control over amenity issues such as noise, odour, vibration and pest control.
- Suggest conditions relating to any storage of oils, fuels being sited on impervious bases; site located within Flood Zone 1 (low probability) so refer to standing advice and consult Council's drainage officer.

#### Council's Drainage engineer

Support subject to condition requiring full micro drainage calculations before development commences.

#### Council's Highways engineer

- The supporting TA states that the proposal will have a negligible impact on the local highway network, based on a comparison exercise against the permitted uses at the landfill site and the argument that that the annual tonnage limits will not be exceeded but will actually be reduced.
- Theoretical trips have been derived based on the permitted tonnage limits based on deliveries by 23 tonne lorries, but previously 10 tonne lorries have been used - for the purposes of the comparison exercise it is important that the same size vehicles are used for both the existing and proposed scenarios. Useful to know what exactly visits the site at the moment.
- The existing landfill permission allows deliveries to 20,000 tonnes per annum (tpa) with a maximum rate of 1,500 tonnes per day (tpa). If deliveries are made at the maximum daily rate the site would reach its annual quota in 133 days. Previous TAs have assumed a 5½ day working week which would give 286 working days per year. That would equate to an average of just under 700tpd to reach the maximum annual quota. This permission expires at the end of 2025. In addition to this the site has permission to process 10,000tpa waste wood and 5,000tpa mattresses. This increases the annual tonnage onto the site to 215,000 tpa but it is not clear if this is also covered by the daily maximum tonnage limit.
- The current proposal is for a Waste Transfer Station (WTS). This is proposed to have capacity for the collection and transfer of 40,000tpa of residual waste and 20,000tpa of recyclable waste. The total inputs of materials for the landfill and WTS will be limited to a total of 200000tpa (a reduction of 15,000tpa from existing) at a maximum daily rate of 1,500tpd. This breaks down to 60,000tpa to the WTS and 140,000tpa to the landfill. The CRC is still not limited and no details are provided as to what currently happens to recyclable materials recovered by this facility or if non recyclable materials are sent to landfill and represent a proportion of the annual quota.
- The maximum tonnage figures for the existing and proposed uses are very similar and extrapolating this into theoretical trips based on lorry size logically gives a comparable number of trips - on this basis it could be said that the proposal will not result in an increase in trips on Granville Road.

- However, the landfill will cease to operate in 2025 at which point HGV numbers will drop markedly and the future of the CRC remains uncertain. The possibility exists that all waste operations cease in this area and traffic flows drop to local trips only. If that is the case then the WTS, would extend the time beyond 2025 when they are on this part of the network. Does the WTS have a finite life and if so what is it?
- The Council has 3 CRC sites (Granville, Halesfield and Ketley). It is stated that materials from these will be brought to the WTS for processing and transfer. It is not clear what tonnage of material will be brought to the site. I presume this would make up a proportion of the WTS 40k/20k tpa figures? It would be useful to know what tonnage of materials these sites receive particularly as they do not seem to be restricted in any way and also what tonnage of materials can be expected from the kerb side collections.
- The quantity of material to the landfill drops to 140,000tpa. It is not clear if this drop potentially extends the time it will take to fill the landfill so that it does not close in 2025 but at a later date.
- The TA does not clarify what happens when the landfill ceases to operate. Does the proposed annual tonnage figure drop at this point and will the Consent cover this eventuality?
- It would be helpful if there could be some clarification of these points so I can have a better understanding of how the site works and the relationship between the various elements.

Following receipt of the applicant's amended information the highways officer comments further, but has no objection in principle:-

- The agent's table 1 suggests that two way trips to the site will drop as materials are diverted away from the land fill (up to 2025) and will fall again after 2025 when the landfill permission expires. This table therefore confirms that whilst daily trips on Granville Road will be no greater than observed at the moment, by extending the period operation to 2040, they will be present for a further 15 years.
- The major difference between this letter and the original submission is confirmation that the waste contract (the original justification for the development) has been extended to 2040 and that SITA are no longer bidding for the contract.
- SITA give 3 possible reasons for continuing with the Application, but there is no information to support their reasons.
- From the highways perspective the level of traffic on Granville Road would remain the same though this is a little misleading. If the WTS is refused, then trips on Granville Road will drop to local trips only. If the WTS goes to someone bidding for the contract then the status quo is maintained. If the WTS operates freelance then these would be additional trips to the network as the Borough WTS trips would also be on the network just not this bit of it. It is this last possibility that you may wish to consider further.
- In terms of the layout drawing, there does not appear to be an advantage or purpose of the large roundabout at the site entrance as the excessive off set makes it cumbersome for the straight ahead movements. Consider the design needs revisiting as it not necessarily work any better than a suitably designed priority junction.

Notwithstanding this have no objections in principle to the proposal subject to the following conditions:

- i. The development will need to be limited to the daily and annual tonnage figures specified in the supporting documentation. It would be helpful if we took the opportunity to impose a similar level of control on the CRC at the same time. I do not know if this is possible.
- ii. SITA are currently required by the terms of their current Consent to maintain Granville Road (Conditions 10 and 11 W2006/0232). I would ask that this requirement is extended until 2040 or when the site is final restored whichever is later. The exact wording will need to be tweaked to reflect the current application.
- iii. Notwithstanding the submitted layout details will need to be submitted showing a revised access design for the CRC, staff car park and WTS.
- iv. All accesses, internal roads, parking, turning loading and unloading areas will need to be formed in a bound material prior to the development being brought into use. Whilst the roads are private it would be wise if details of the proposed construction and drainage are submitted for your approval prior to commencement. Parking areas will need to be permanently marked out and retained for the life of the development.
- v. There needs to be some way to prevent the transfer of deleterious materials onto the highway. This still needs to be a wheel wash at least whilst the landfill is in operation.

#### Parks & Open Spaces Officer

- Consider it is essential that all new development proposals do not negatively impact upon an existing recreational resource or previously agreed future proposed extensions to this resource.
- Granville Country Park, which includes a designated Local Nature Reserve, is an informal recreational area of quiet contemplation / informal recreation for community use for the increasing number of residents. This popular area is used by walkers, horse riders, cyclists, anglers etc and for Children's adventure play and is highly regarded asset in which to promote the town to visitors.
- Granville Country Park is to expand in size to meet this growing need following agreed restoration plans for the adjacent landfill operation.
- This application encroaches into the area proposed for the extension to Granville Country Park and significantly compromises the principles of the restoration following the temporary operation of the landfill.
- In addition to the loss of part of the extension to Granville Country Park, these restored areas identified in the restoration plan for the current landfill site are proposed for informal recreation by the local community and the recreational value of Granville Country Park will be significantly enhanced upon the completion of restoration after the landfill operations have ceased. This process has already started with a large area of improved open space recently transferred to the authority to include within the country park. However, the proposed waste transfer facility location will significantly detract from the principles of provision of a country park and in particular the proposed restored area with its excellent views of open countryside.
- Parks & Open Spaces has not been involved in discussions regarding the proposal prior to the application being submitted.

- No consideration / mitigation measures have been proposed to offset the negative impact of the proposal on the park and its use or the loss of future Public Open Space proposed as the extension for Granville Country Park.
- The application documents themselves consider the noise of the proposal is increased. However, this has not taken into account the impact upon those using the Country Park for quiet contemplation / recreation - a significant part of the recreational value of the Country Park is in its ability to provide for quiet contemplation within easy accessible reach of a large urban community.
- The current general sound within the countryside park is of wildlife and of the occasional car.
- The impact upon this use of the park and its value to the community will be significantly affected by the proposal by both the traffic movements to the site most days of the week and the operation itself - significant increases in transport will have a negative effect upon the quiet contemplation / tranquillity that users of the Country Park currently enjoy.
- Will the proposal affect the wildlife using the park such as birds / bats? If so will this affect the enjoyment / usage of the Park?
- Given that the Country Park is set to expand to an area overlooking the proposed waste transfer facility 'following completion of the landfill site'; this restored area would no longer be able to fully view the open countryside as envisaged (vistas / picnic area) from the country park, as the rural nature of the open countryside area could be obscured / dominated by this proposed industrial building.
- It is not known what impact this may have upon the ambition to expand the Local Nature Reserve designation in time.

Following receipt of the applicant's amended information further comments are awaited.

#### Environmental Health Officer (Contaminated Land)

- Recommend imposing landfill gas condition requiring submission of scheme for soil gas mitigation measures for approval by the Local Planning Authority before any works start on site.

#### Environmental Health Officer (Pollution Control)

- The Proposed Waste Transfer Station will require a permit from the Environment Agency and will be regulated by them.
- Our involvement will be restricted to Statutory Nuisance.
- The application has not been twin tracked with a Permit Application to the Environment Agency (EA), which would have given us much more detail and a level of comfort.
- Because of this we are somewhat restricted in our comments.
- The Consultant's Reports submitted by the applicant show that the possibility exists of operating the site without significant nuisance, however until the detailed site plans and operating schedules are submitted, which will be to the EA, we do not have a firm enough site specific procedure to comment on other than in general terms.
- It is technically possible to operate a Waste Transfer Station in this location without causing significant nuisance.

- However, waste transfer stations are a known source of complaints in other parts of the UK.

#### Environmental Planning Officer

- The report does not state exactly when the extended phase 1 survey was undertaken, but it was around January 2013. No evidence of any protected or priority species or habitat was identified on site. The site has been found to be of low ecological value and the development is highly unlikely to have any adverse impact on biodiversity.
- The development will include the loss of approximately 50m of hedgerow, all of which are species-poor, but a replacement 60m hedgerow is proposed along the western boundary, which will incorporate a wider variety of native species.
- There is a pond on the northern boundary and two culverted ditches on the site, but they have limited vegetation associated with them.
- The report mentions that ‘The proposed works will have no direct or indirect impact upon the pond or adjacent ditches, with surface water drainage being controlled within the site and discharged via a discharge consent ... The surface water system has been designed to ensure that no additional run-off over the greenfield situation will occur. A 50m buffer between the areas to be developed and the pond has been retained to provide a significant margin of safety between the two areas.’
- The development will involve the loss of improved grassland, which will not have an adverse impact on biodiversity.
- The removal of scrub and immature trees as part of the development will be compensated for by the planting of mixed native woodland, which constitutes an increase in net tree cover on the site - another enhancement could include the creation of a green roof on the new office building.
- The report states there is “No evidence of badger was identified during the field survey within 30m of the application site boundary (where accessible) ... [although] Parts of the site were considered to be suitable as foraging habitat for badger.”
- There are no mature trees on site or in close proximity could support roosting bats and “The current buildings and existing workshop do not offer any roosting opportunities for bats. The existing office buildings and site office are flat roofed portable cabins which have no roof space or entry points for bats. The existing workshop is an open corrugated tin and metal frame structure that offers no suitability for roosting bats.”
- ‘The loss of some hedgerow may disrupt foraging and flight lines for bats, but the retention of the other hedgerows will minimise the disturbance of the loss of this habitat, and the removal of a short section of gappy hedgerow is unlikely to contribute to any habitat fragmentation.
- The lighting strategy may affect foraging and commuting bats and consideration should be given to minimising the impact on bats.
- The additional woodland and hedgerow planting will enhance the site for bats. Filling in the gaps in the existing hedgerows, providing roosting opportunities (e.g. bat boxes or bricks) and planting insect-attracting plants are other enhancements which could be provided on the site.
- The removal of hedgerows, scrub and immature trees will need to take place outside bird nesting season.

- The additional woodland and hedgerow planting will provide alternative nesting and foraging habitat for birds enhance the site for birds.
- Erecting bird boxes or bricks and planting insect-attracting plants are other enhancements which could be provided on the site.
- There are nine ponds within 500m of the site boundaries, but a Habitat Suitability Index (HSI) score of Poor for Great Crested Newts was obtained for Pond 1 and a score of Below Average was obtained for Pond 2. Ponds 3 and 7 also obtained a HSI score of Poor. Access to the other five ponds was not granted from the landowner at the time of the survey.
- Smooth newts were recorded in Pond 1 in 2008. The operational landfill, areas of hardstanding and improved grassland also lie between pond 1 and 2, suggesting that the application site is unlikely to be used as a migration route between the two ponds such that the site will not affect this. The site will not affect any other migration routes between ponds.
- The report recommends that Ponds 1, 2 and 3 should be surveyed prior to works commencing to ascertain whether great crested newts (GCNs) are present. But given the poor/below average suitability of Ponds 1 and 2 to support GCNs and the low ecological value of the terrestrial habitats on site, I don't consider that these surveys are necessary. This development is not going to result in any habitat loss, and it is very unlikely that any GCNs will be encountered on the development site. I feel that an informative will suffice.
- Long-term enhancements for amphibians, reptiles and other wildlife could include management of the pond (including the surrounding scrub), the creation of refugia and hibernacula, and management of the hedgerows.
- Suggest a variety of informatives to advise about GCNs, nesting birds, lighting strategy, green roofs, wildlife refuges and bat/bird/invertebrate boxes.

Shropshire Council (Archaeology) - No comment

West Mercia Constabulary – No comment

Lilleshall, Donnington & Muxton Parish Council – Object due to the increased amount of heavy goods vehicles that will be using the narrow access road and the impact this will have on the safety of other drivers going to the site.

## PLANNING CONSIDERATIONS

Members need to consider whether this proposed site at Granville is an appropriate location for a Waste Transfer Station, whether the proposal causes harm, and if the proposal is considered unacceptable whether there are alternative sites available and more suitable to accommodate the proposal.

Officers consider that the main issues are suitability of the site, impact on landscape and visual amenity, development in the Green Network and affect on Granville Country Park and the long term restoration aims of the landfill site.

a) Waste management policy, relevance of the NPPF and other national policy

As a Unitary Authority, Telford & Wrekin Council is responsible for the collection and disposal of municipal waste. Municipal waste includes waste from household collection rounds, schools, street litter, waste delivered to Council recycling points,

municipal parks, garden waste, community recycling centres and some commercial waste from shops and small trading estates where waste collection agreements are in place with the Council and Council office waste. Other wastes such as construction/demolition wastes and commercial/industrial wastes are handled by the waste management industry under normal market conditions. Residual waste is usually then landfilled or incinerated.

The National Waste Strategy for England 2007 and Waste Planning Policy Statement 10 (PPS10 – revised March 2011) set out the preferred waste hierarchy to guide waste management options and move away from reliance on disposal and landfill. The Waste Hierarchy supports and strives towards waste prevention as the top priority of waste management, followed by preparation for re-use, recycling, other types of recovery and lastly disposal as a last resort. Annex C of PPS10 describes the waste hierarchy in more detail as:-

- Prevention - the most effective environmental solution is often to reduce the generation of waste, including the re-use of products
- Preparing for re-use – products that have become waste can be checked, cleaned or repaired so that they can be re-used.
- Recycling – waste materials can be processed into products, materials or substances.
- Other recovery – waste can serve a useful purpose by replacing other materials that would otherwise have been used.
- Disposal – the least desirable solution where none of the above options is appropriate.

The Waste Strategy for England 2007 sets targets for the future management of waste and these are set out below:-

- To recover value from at least 40% of municipal waste by 2005; 45% by 2010; and 67% by 2015;
- To recycle or compost at least 25% of household waste by 2005; 30% by 2010; and 33% by 2015; and
- To reduce the proportion of industrial and commercial waste which is disposed of to landfill to at the most 85% of 1998 levels by 2005.

The 2011 government review of national waste policy refers to two key European Directive waste targets that need to be met by 2020: the Landfill Directive requires biodegradable municipal waste to be diverted away from landfill and the revised Waste Framework Directive sets a target to recycle 50% of waste from households by 2020.

In the Borough the amount of residual household waste collected is reducing as recycling rates are increasing, which follows the trend of the targets set out above, as is shown in general terms in the table 1 below:-

	Municipal waste collected (tonnes)	Household waste sent to landfill (tonnes)	Household waste recycled, including	Household waste recycled as % of
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	approx	approx	composting (tonnes) approx	municipal waste collected (approx)
2008/09	88,613	49,925	31,714	36%
2009/10	89,519	47,549	34,166	38%
2010/11	88,682	45,696	35,578	40%
2011/12	85,924	44,376	33,840	39%
2012/13	82,110	41,924	32,700	40%

Table 1 (Source: TWC data)

With changes to waste legislation and the need to reduce the amount of waste that is sent to landfill (hence reducing the cost to the Council in landfill tax levy, which is expected to reach £80/tonne in 2014/15), the Council now has an increased legal responsibility to recycle, re-use and minimise waste material. Telford & Wrekin Council is currently going through a formal procurement process to secure a 20 or 25 year waste contract to collect and process the Borough's municipal waste to commence in 2014. The ongoing waste contract process demonstrates the Council's commitment and need to consider the re-use and recycling and onward transfer of waste, as part of efforts to divert waste away from landfill.

The NPPF states "*Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise*" (para 2) and there is now a presumption in favour of sustainable development. The Wrekin Local Plan does not contain any specific waste policies because at the time of its publication the then Shropshire County Council was the waste authority and responsible for processing waste related applications and the Joint Structure Plan would have been being prepared. The Core Strategy does not contain waste policies following the independent examination of Telford and Wrekin Core Strategy and Waste Development Plan Documents – as a result the Council's intended waste DPD was withdrawn. The Council's new Shaping Places Local Plan, due to be adopted in January 2015, is likely to contain waste and minerals policies. Currently planning applications for waste and minerals and related development are determined based on relevant national planning guidance, saved policies of the Joint Structure Plan and Wrekin Local Plan. Therefore the NPPF and PPS10 provide the most up to date specific waste policy guidance.

There are no specific waste policies contained in the NPPF as "*national waste planning policy will be published as part of the National Waste Management Plan for England. However, local authorities ...taking decisions on waste applications should have regard to policies in this Framework so far as relevant*" (para 5). The footnote advice in the NPPF advises that PPS10 will remain in place until the National Waste Management Plan is published. Whilst the Government has undertaken a review of waste strategy, a new National Waste Management Plan for England has not yet been published.

The NPPF contains twelve core planning principles, from which there are some thirteen policy areas, the most relevant of which to this application are Building a strong, Competitive economy; Promoting sustainable transport; Requiring good

design; Promoting healthy communities; and Conserving and enhancing the natural environment.

The last bullet point of paragraph 70 (Section 8 Promoting healthy communities) states that decisions should “*ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.*”

Paragraphs 73 and 75 state: “*Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well being of communities*” and

“*Planning policies should protect and enhance the public rights of way and access. Local authorities should seek opportunities to provide better facilities for users, for example by adding links to existing rights of way network including National Trails.*”

These are particularly relevant when considering the Green Network designation and the aims of the adjacent Granville Country Park.

Paragraph 109 (Section 11 Conserving and enhancing the natural environment) includes references that the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes.

Paragraph 129 ‘Conserving and enhancing the historic environment’ states “*Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage’s asset’s conservation and any impact on the proposal.*”

The proposed WTS facility does broadly comply with the principles in the national waste hierarchy and PPS10 in that it diverts waste away from landfill and moves waste management practices up the hierarchy. However, the Council’s waste procurement process, with the two remaining bidders, may involve each of the bidders providing their own WTS and not needing the applicant’s proposed facility. If this application is approved then there could be a scenario of a bidder providing or building their own WTS facility to deal with the Borough’s waste as well as this proposed facility that could accept waste from anywhere and not necessarily deal with the Borough’s waste. Officers would therefore question the need for another similar facility on a speculative basis, especially as the content of the waste bids is not known. Until the TWC waste contract has been awarded, officers consider that this application is somewhat premature.

b) General site location requirements, co-location and alternative sites.

There is a planning need to assess whether the proposed site is appropriate for the proposed WTS facility. Just because the applicant owns or has control over the site and the adjacent Granville landfill site and the existing CRC already on site, is not justification alone that the development should be sited at Granville. Nor is it necessary for all waste management facilities to be located together, although there can be some advantages of co-location.

PPS10 advises local authorities, when searching for sites for new or enhanced waste management facilities, to consider “*a broad range of sites including industrial sites, looking for opportunities to co-locate facilities together and with complementary activities*” (para 20). In looking at suitable sites, albeit for identifying in local plans, local authorities are advised to assess site suitability against the following criteria in para 21:-

- *the extent to which [the development] supports policies in this PPS [PPS10];*
- *the physical and environmental constraints on development, including existing and proposed neighbouring land uses (see Annex E of PPS10);*
- *the cumulative effect of previous waste disposal facilities on the well-being of the local community, including any significant adverse impacts on environmental quality, social cohesion and inclusion or economic potential;*
- *the capacity of existing and potential transport infrastructure to support the sustainable movement of waste, and products arising from resource recovery, seeking when practicable and beneficial to use modes other than road transport”.*

In addition priority should be given “*to the re-use of previously developed land, and redundant agricultural and forestry buildings and their curtilages*”.

Annex E of PPS10 also sets out a list of factors that local authorities should consider when determining applications, namely the protection of water resources; land instability; visual intrusion; nature conservation; historic environment and built heritage; traffic and access; air emissions including dust; odours, and vermin and birds. In determining applications PPS10 requires Local Planning Authorities to “*consider the likely impact on the local environment and on amenity*” (para 29) and to have regard to good design to “*secure the integration of waste management facilities without adverse impact on the street scene or, in less developed areas, the local landscape*” (para 35).

The applicant’s agent considers that there are benefits of locating the proposed WTS building at Granville where there is the existing CRC site and a landfill site with permission and existing environmental permits on land under the applicant’s control. The applicant considers that the proposed WTS facilities will complement the existing waste management activities at Granville and hence there are co-location benefits of siting the proposed development at Granville. The applicant also considers that transport movements and long distance haulage will be reduced and will allow a greater proportion of the waste stream to be recycled or recovered.

Officers acknowledge that in the vicinity of the planning application there are currently waste management facilities - there is already a landfill site, community recycling centre, and other recycling operations such as mattress and wood shredding at the site. There is also the open windrow composting facility at Lodgewood Farm (Jack Moody Ltd) and a scrapyards next to the Equestrian Centre and a Knackers Yard, along Granville Road. In addition the proposed development does make use of previously developed land as the new WTS/workshop building will occupy the footprint (albeit bigger) of the existing workshop building; the HGV parking would occupy an existing parking hardstanding area, and the reconfigured

one-way route around the CRC is where the existing offices are currently sited. It is only the new offices that would encroach into the adjacent field, but this would not appear as an isolated feature. However, officers do not consider that the proximity of these facilities provides an overriding justification for co-location.

Whilst it may appear that this area is semi-industrial with the existing waste facilities and the possible continuation of the CRC site, the industrial image of the local area will be substantially reduced once tipping at the landfill ceases and the site is restored, even with the continuation of nearby historic uses (i.e. the Granville CRC site and the scrap yard along Granville Road).

Officers contend that the length of time that WTS activities, if approved, would continue to be present at Granville (some 14 years beyond the cessation of tipping at the landfill site) are significant and would have adverse impacts on the local environment and landscape by reason of delaying the eventual complete restoration of the landfill site and frustrating the Council's plans to expand the Granville Country Park and green space around the site and of opening the area up for public access and informal recreation. Officers therefore consider that this makes the proposal contrary to locational advice in PPS10 and NPPF about safeguarding access to open spaces and improving the well being of local communities. The intended 20-25 year operational use of the proposed WTS facility would frustrate this de-industrialisation of the area, landscape restoration of the landfill site and the future expansion of the Granville Country Park, with its associated improved public access and informal recreation opportunities. As such Officers consider there are more appropriate locations that would not cause such conflict.

The applicant has looked at nine alternative sites, namely Allscott Depot; Former Breakers Yard Doseley; Older Bear Premises Hortonwood; Unit 5 Prees in Whitchurch; Unit D Stafford Park; Calcutts Road Jackfield; Ketley Depot; 16 Stafford Park and Unit B Hortonwood. The applicant has dismissed these sites as either the existing buildings were too small, there was insufficient space to meet contract requirements, residential properties abutting the site or there was poor access.

However, officers are aware of several sites that the Council's Estates and Investments department are currently marketing for sale which are located within existing industrial estates where industrial uses and large buildings are expected. There are two sites at Hortonwood (Plot 12 Hortonwood 60/40 and Plots 6 & 7 Hortonwood 60) and a site adjacent to the Railfreight terminal at Hortonwood that that could accommodate a WTS building of this size. Whilst the railfreight site backs onto a residential area, an acoustic barrier has already been constructed to deal with noise from the railfreight depot, so the site has been designed to accommodate industrial uses.

Officers do not consider that there are significant co-locational benefits to outweigh concerns about landscape restoration and the Country park extension. Officers contend that there is no specific reason or need for the proposed WTS building to be located at Granville and it will not necessarily lead to an increase in recycling or recovery as the applicant suggests - whilst there may be some mileage savings in moving recycled/residual waste from the Granville CRC site the short distance across the site to the proposed WTS building, and savings from HGV's already

bringing waste to Granville, this benefit is not so significant as to outweigh the Council's longer term plans to improve the visual, recreational and landscape qualities of this urban fringe area in the vicinity of Granville Country Park and Local Nature Reserve.

#### c) Impact on the Green Network and Granville Country Park

The site and its immediate surroundings (but not the landfill site itself) lie within designated "Green Network" under Wrekin Local Plan Policy OL3, and which is protected under WLP policies OL4 and OL5 and Core Strategy policy CS11. The Green Network at this site is part of a larger swathe of contiguous Green Network that extends northwards to the southern edges of Muxton and eastwards towards Redhill Way. The openness of land in the vicinity of the site is in part due to the Council's designated protective Green Network policies and the location of the site on the urban/countryside fringe. To the north of the site is a Local Nature Reserve that also contains areas that are nationally protected as Sites of Special Scientific Interest. The Local Nature Reserve sits within Granville Country Park.

#### Visual

With regards visual impact, the applicant undertook a Landscape Impact Appraisal in January this year, a time of year when views are most prominent and which could be regarded as a "worse case scenario". At a county level, the site's location is at the interface of town and country, which is evidenced by the site's location on the boundary of two landscape character areas as defined in the 'Shropshire Landscape Typology' (Shropshire County Council 2006) - to the east lies the open and contiguous rural landscapes of the 'Estate Farmlands', while to the west lie the 'Coalfields' of undulating coal bearing rock overlain by irregular fields and scatters of cottages and small farms. But the site does not lie within any national or local landscape designations - the closest statutorily and nationally protected landscape is The Wrekin, some 6kms south-west and which forms part of the wider Shropshire Hills Area of Outstanding Natural Beauty (AONB). The Strine Levels, located approx 5kms north west of the site, is of local importance. The applicant considers that as the site and immediate area are not protected landscaped designations (e.g. AONB) and there are not any unusual or rare landscape features or elements that cannot be easily replicated, the landscape value of the site and immediate surrounding area is low and only of local value.

Beyond the landfill site to the north and east, the general landscape context for the proposed WTS building is generally farmland with sporadic small-scale development such as single dwellings and businesses linked to 'the land' such as horse riding stables and kennels and areas of localised deciduous woodland. The immediate area is sparsely populated and the nearest neighbours with approx 650m radius of the site are Woodhouse Farm, Cottage Kennels, The Windings, Watling Street Grange, Telford Equestrian Centre, the Knackers Yard and the Crematorium.

The landfill mound itself provides the main landscape feature in the area against which the proposed WS building will be seen. There are some large industrial buildings nearby at the Donnington Wood Business Park off Redhill Way, and there is a range of farm buildings at Woodhouse Farm located to the east of the site on higher ground. But these structures are located either on allocated employment land

or countryside, rather than in the Green Network and so are tested against a wholly different set of planning criteria.

Generally public views of the proposal will be limited as the proposed buildings will not significantly protrude or extend into the overall landscape. The proposed 2m high landscape bund along the site's south western boundary will help mitigate short views from the nearest properties at the Cottage Kennel and The Windings. There is a public footpath running from Grange Lane (beside Watling Street Grange) up to the landfill site, so views of the buildings will be apparent, although they should not puncture the skyline of the landfill mound and would be read against existing waste facilities and structures. The landfill mound itself will prevent views of the proposed buildings from the north, although Woodhouse Farm will see them, but this will be against the existing infrastructure already at the site. Views of the proposed WTS building from The Wrekin will be hardly discernable over this distance, so officers are satisfied that the proposal will not have an adverse impact on the AONB.

### Green Network

Whilst the WTS/workshop building itself will not be unduly prominent in the local landscape, the presence of the facility conflicts with the aims and protective Green Network policies and frustrates the Council's wider landscape restoration aims of the area and expansion of the Country Park.

The area around the application site is located on the fringes of urban Telford. The existing CRC facilities and operational landfill with various temporary office buildings and car parking currently have a degrading effect on the physical and perceived character of the site's immediate landscape context, even though they would eventually be removed when the landfill site stops receiving waste at the end of 2025 and the land is restored to open countryside. However, the importance of the site to the surrounding Green Network and Granville Country Park and urban fringe will increase once waste disposal ceases and industrial waste activities wind down at the site and the landfill site is reclaimed and made publically accessible with its networks of footpaths and bridleways, offering enhanced views across the site and wider surrounding area and encouraging recreational enjoyment of the area. Indeed the restoration of the landfill site for public open space has been a public expectation since the original landfill planning permission in 1988 (Ref: CC88/40).

Para 16.35 JSP Policy P67 states "*Telford & Wrekin have a range of international, national and locally sensitive sites or areas of wildlife, landscape, historical, archaeological or geological importance. If a more sustainable approach to waste management is to be achieved such sites and species need to be properly protected*". The '*locally sensitive sites*' would include Telford's Green Network.

The Council recognises the issues affecting urban fringe areas, as in the Wrekin Local Plan reference is made to the "*problem of pressure for development on the open land resource*" and "*The fringes of Telford and Newport are generally of a high visual quality and the Council wishes to encourage appropriate recreational uses*" (para 8.2.6). The Local Plan goes on further to state that "*The Council does not want to see the edges of the town eroded or spoilt and has therefore undertaken landscape appraisals of Telford's urban fringe... The north east (of the town) includes the attractive and sensitive landscape between Telford and Lilleshall with a mixture of future housing development, Granville Country Park and recreational*

uses” (para 2.8.7). Extending the life of waste management activities at Granville some 14 years beyond the cessation of landfill tipping by allowing the proposed WTS building would run contrary to this policy intention and frustrate it.

The Green Network is described in paragraph 8.2.12 of the WLP as an “...*interlinked system of open land and landscape within the town, which has a collective value for ecology and nature conservation, recreation, access and visual quality*” and the plan then sets out six aims that the green network should fulfil. In brief, the aims are (i) to maintain Telford’s image as an attractive place to live and work (ii) to retain and enhance the individual identity of different parts of the town (iii) to provide easily accessible ‘green lungs’ which relieve congestion and provide visual variety (iv) to provide open land to meet recreational needs (v) to protect, enhance and maintain Telford’s ecological and geological heritage and (vi) to provide open space linkages through which different parts of the town can be joined. However, para 8.3.10 of policy OL3 states that “*Land does not have to meet all six aims and objectives of the Green Network to be included within the designation – it may fulfil only one of the aims or all six, but more usually it will fulfil a combination of several aims*”. The importance of the aims of the Green Network was emphasised in the Inspector’s Report published in April 1998 for the Wrekin Local Plan Public Inquiry (held in 1997), which stated that “*the importance of the concept’s environmental thread cannot be overemphasised: part of it comprises not just the retention of ecological and wildlife interest with its links via corridors, woods and open space to other areas, important as that is; but it also includes significantly the key to sustain the attractiveness of Telford itself, for residents, visitors and investors, as part of Telford’s own investment in the future*”.

Policy OL4 does allow occasions when the release of Green Network land could be accommodated, provided that the development meets the three stringent and overlapping criteria set out within Saved Policy OL4 of the WLP, namely that:-

- *there are exceptional circumstances;*
- *it contributes or is complementary to the aims of the Green Network; and*
- *environmental and community benefits are an integral part of the proposal.*

The supporting policy text goes on to clarify at para 8.3.14 that “*Exceptions should be restricted to predominantly open land uses*”. Whilst the list of suggested examples includes “recycling” and the renewable forms of energy suitable for the Green Network are intended as ‘low key’ energy production (i.e. solar panels), officers do not consider that the proposed 13m high WTS/workshop building qualifies as an “open land” type use.

Examples of community benefits cited in Policy OL4 are community and recreational facilities; pocket parks; access points, footpaths; cycle/bridleways; environmentally friendly public transport systems; signing and interpretation; lighting; road safety measures. The proposal would not provide any of the community benefits cited in Policy OL4. The existing landfill restoration plan does include increased public access and tree planting as part of the wider phased restoration, but the proposed WTS facility that is the subject of this application does not provide these in its own right nor any significant additional benefits.

The applicant has submitted a draft restoration plan following discussion with the Council's Parks and Open Spaces officer to offer some additional landscaping mitigation measures. These measures include early planting of woodland to the northeast so that when the Country Park extension comes into being the building will be better screened; improved permissive access routes across the restored areas of the Country park; assisting negotiations with third party landowners for footpath routes to be linked to the Country park extension; agreeing to appropriate Country Park aftercare schemes; and negotiations for other enhancements such as park furniture. The applicant is also willing to enter into a unilateral undertaking to pay an annual commuted sum of £1,000 to aid in the upkeep of the Country Park and LNR during the lifetime of the proposals. These measures are very laudable and are welcomed, but officers do not consider they are significant enough to outweigh policy conflict with green network and open space policies.

Whilst the re-use and recycling of municipal waste at the proposed site also some environmental and community benefits, officers do not consider that the proposed development is of the type of benefits intended by the policy. The prolonged presence of an industrial use at Granville for some 14-15 years beyond the closure of the landfill site will have a wider adverse impact. The overall completion of the enhanced recreational, landscape, visual and ecological value of the area, which would have much wider and longer-lasting community and environmental benefits than allowing the proposed development. As such the proposed development would not contribute nor be complementary to the aims of the Green Network.

Core Strategy policy CS11 seeks to protect informal and formal "*open spaces in the Borough from unnecessary development*". It identifies that "*Telford & Wrekin is characterised by its green and open spaces in both its urban and rural areas...Open spaces and countryside underpin the quality of life in the Borough*". Like saved policy OL4, policy CS11 will allow development where it can be demonstrated that "*There will be significant community and environmental benefits delivered by the proposal*".

Policy OL5 relates more to extensions or redevelopment of existing uses within the Green Network, which would generally include these proposals as they are an extension to existing waste management facilities at Granville. Proposals are expected a) not to significantly affect the function of the Green Network in that locality, b) proposals are not of a scale which would be incompatible with the long term aims of the Green Network in that locality, c) other environmental benefits are secured, for example landscaping, and d) sites of ecological, geological or archaeological value are not adversely affected. Officers consider that the concerns about the longer term Granville Country Park and Green Network are endorsed para 8.31.19 that states "*In some localities, long-standing existing uses occupy land better suited for inclusion in the Green Network. The Council will seek the relocation of such uses...*"

### Granville Country Park

The adjacent Granville Country Park, which is on the edge of Telford, is a valuable and important recreation area for Telford & Wrekin residents and is considered "*one of the largest and most wildlife diverse areas in Telford, with its pit mounds, canal, woodland and relics of industrial activity. Hidden among the bird filled woodland are treasures such as an old engine house and furnace. Paths, which have recently*

*been resurfaced, and bridleways... offering visitors a pleasant stroll through a landscape transformed from grim and uninviting industry to green and open countryside” (TWC Website).*

The strong link between the Granville landfill site and Granville Country Park was reiterated back in 2007 in the Council’s Committee Report for the planning application to extend the Granville landfill (W2006/0232). It was acknowledged that the application *“cannot be considered in a vacuum without regard to the surrounding area. It is very important to remember that Granville landfill site lies adjacent to Granville Country Park, a very important recreational area for the local community...”* This still remains relevant today when considering this current application, as the vision for the wider area is an increased visual, landscape and recreation benefit with its associated wider community and environmental benefits.

The Council is continuing and progressing this approach still further. A report to Cabinet from the Head of Housing and Planning on 22 March 2011 set out a proposal *“to extend the Country Park further to include an area currently used as a landfill site”* and designate it as green space (new term for green network) as part of the Council’s “Green Infrastructure” strategy that will provide a framework of green spaces in the Borough. In addition, the Local Nature Reserve that lies within the Country Park is in the process of being extended further south and west as well. The Cabinet report advised Members that *“During the development of the [Green Infrastructure] strategy it has become evident that there are a number of key areas of green space that could be considered in advance of the strategy being formally adopted in April 2012”*. Hence there is an intention on the part of the Council to bring this particular scheme forward without undue delay. The Green Infrastructure Framework: Evidence & Analysis document was published later in 2012.

The applicant contends in their revised submission (with the longer life for the WTS facility until 2039/40) that there will not be a significant effect on the landfill restoration or Country Park, as there will be a developer presence on site for a good many years for ongoing management/monitoring operations. They also say that the earliest that any part of the extended Country Park can be first used is 2030 (based on the Cabinet report advising that the county park extension would be managed with effect from 2030). Therefore in reality they consider the impact of proposed WTS facility will only be present for a maximum of 10 years, and it is only this 10 year period, between 2030-2040, that needs to be taken into account.

The site of the proposed WTS building is sited between the second and fifth phases of the landfill restoration. Officers acknowledge that in 2025, when landfill tipping ceases, the Granville landfill site will not instantly become a landscaped area open to the public, as its restoration will take a few years to implement and for planting to mature. In addition there will also have to be monitoring of landfill gas (for some 60 years), and the overall area will have to be made safe for public access. However, officers consider that the presence of the proposed WTS facility beyond the life of the landfill activities for some 14-15 years would delay these overall restoration works and expansion of the Country Park and Local Nature Reserve and bringing the area back into countryside sooner. However, just considering the 10 years from when the first part of the restored Country Park could come into effective use does not take into account the overall impact and the Council’s desire to restore this area

to landscape at the earliest opportunity. The 10 years the applicant wants the Council to concentrate on does not overcome officer concerns that the proposal, if granted, would be prolonging waste management facilities at Granville until 2040, rather than winding them down after 2025. And there is no proven need that the facility is required to treat the Borough's waste, especially as the applicant has withdrawn from the TWC waste contract bidding.

The proposed scheme would provide some limited localised environmental benefits immediately at the site, such as a landscaped earth screen bank with woodland planting along the eastern site edge and the enhanced interim landscaping as part of the applicant's draft restoration scheme will help screen the facility from parts of the restored landfill that first becomes publically accessible. However, officers do not consider these provisions in themselves sufficient to overcome policy objection. Nor do officers consider that proposed WTS facility development will deliver significant community and environmental benefits and there are no exceptional circumstances that would outweigh the protection of the Green Network and green space policies OL4, OL5 and CS11, JSP policy P67 and the wider Council aspirations of restoring this area to countryside and recreational uses.

d) Highways/traffic generation

The Council's Highways officer has sought various clarifications about traffic movements to be sure how operations would compare to the existing landfill operations. In response the applicant's agent provided additional information and the agent's table below shows traffic movements associated with the site at Granville, including after landfill tipping stops ceases but the proposed WTS activities continuing. There would be no worsening of traffic movements as a result of the proposed development.

Table 2: Comparison of average daily permitted HGV movements and proposed HGV movements (Source: Table 1 of the agent's letter dated 3.7.13)

<b>Use</b>	<b>Current Planning Permission(s) Situation</b>	<b>Projected HGV movements (until 2025)</b>	<b>Projected HGV movements (from 2025 - 2040)</b>
Ongoing Landfill	129	28	0
Wood & Mattress Recycling Operations	30	0	0
Residual Waste Import to WTS	0	36	36
RCV Import to WTS	0	36	36
Commercial Import to WTS	0	4	4
Residual Waste out of WTS	0	12	12

Recyclable Waste out of WTS	0	10	10
Import from other CA sites	Included in ongoing landfill (see above)	6	6
<b>DAILY TOTAL</b>	<b>159</b>	<b>132</b>	<b>104</b>

*Note -Currently, on any one day, Granville Landfill can receive up to 1,500 tonnes of waste, in accordance with Condition 13 (pp. W2006/0232). Based on average 10 tonne deliveries, this equates to 150 deliveries (300 HGV movements) in a single day associated with landfill alone.*

Overall the Council’s Highway’s engineer has no objection to the proposed development and extended life of waste management activities at Granville on highway capacity or highways safety issues. If approved, there are suggested conditions that can be imposed.

e) Noise

The applicant submitted a Noise Assessment with the application that identifies the main potential sources of noise to be the loading and unloading of refuse delivery vehicles, traffic generation and the temporary construction of the proposed facility. Other main noise will occur within the new WTS building as waste is sorted, baled etc. The existing operations at Granville landfill and the CRC site involve similar functions and the applicants report that there have been no complaints. The current mattress and wood shredding operations would cease, which would remove a noise source. The applicant’s assessment of noise impacts associated with the WTS and the cumulative effect of operational noise conclude that they are not considered significant and would be “barely perceptual”.

The Council’s Environmental Health officer queried why The Windings naturist camp was not included as a sensitive receptor. The applicant has since clarified that they have had conversations with the Council’s Environmental Health officers and the applicant confirms that there was agreement that The Kennels was the best monitoring location as it is closer and any effects are likely to be more pronounced than at The Windings.

The extension of the operational life of the proposed development should not change the overall conclusions, other than the impact will be over a longer period of time. The applicant considers that there will be no significant noise impact on the nearby Granville Country Park from the WTS facility – and awareness of the facility will diminish over time and landscaping matures to screen the site.

f) Air Quality (Dust and Odour)

The applicant submitted a Dust and Odour Assessment with the application. This identified the main dust sources as being from vehicle movements, construction and from the operating process and screening of waste material for its onward transfer. It advises that dust generation and dispersal will be affected by weather conditions

with dry and windy conditions leading to significant dust generation. However the main operational processes will occur within the proposed new WTS building and traffic movements will not be significantly more than currently occur at Granville and will even decrease (see Table 2 above). The nearby Cottage Kennels and The Windings naturist camp are the nearest properties that would experience most impact.

The Dust Assessment recommends various dust mitigation measures, such as dust suppression following published Best Practice, with good site management, fitting atomising sprays across the entrance to the WTS building to minimise pollution release, ensuring green and wood waste stockpiles in the outside bays do not exceed the height of the bays, hardstanding surfaces and vehicle wheel washes and road sweepers. The Dust Assessment concludes that impacts are likely to be *“low due to the scale and nature of the proposed works and following mitigation measures these impacts are likely to be negligible”*.

The additional dust information from the applicant has now been submitted. The Council’s Environmental Health officer now comments that the applicant’s submitted information shows that the possibility exists of operating the site without significant nuisance, however until the detailed site plans and operating schedules are submitted, which will be to the Environment Agency, they can only comment in a general nature.

With regards odour, impacts depend on prevailing weather conditions and there are existing odorous activities in the area, such as the landfill site at Granville and green waste composting at Redhill Way (see comments from the Environment Agency above). Meteorological data submitted shows that the prevailing wind direction is from the south-west towards the north-east. The Environment Agency produces guidance on odour prevention and abatement measures and include good design and good “house-keeping” on site as well as other measures such as ensuring vehicles in transit are sheeted over, and that doors are kept shut when the facility is closed.

The report concludes that odour from the proposed development is unlikely to cause significant loss of amenity if appropriate mitigation measures are implemented. The Council’s Environmental Health Officer has not raised any particular concerns regarding odour – these issues would be considered in more detail by the Environment agency in issuing any Environmental Permits. Impacts arising from the extended life of the proposal are not considered to be significant, other than they will occur for longer.

#### g) Design

The WTS/workshop building effectively comprises two buildings abutting each other to form an ‘L’ shaped configuration. Both buildings are simple and unremarkable metal clad structures with a pitched roof and will be coloured in accordance with the Local Planning Authority in order the best blend in with the site’s setting, probably dark green. The existing workshop building will be removed.

The main WTS building would measure 53.3m long x 32.5m wide and some 10m high to eaves and 13.25m to the ridge. This will be attached to a smaller workshop building measuring 27m long x 24m wide and 8.5m high to eaves and 10.85m high to ridge. The new buildings would effectively be double the size and height of the existing building, but overall are dissimilar to the type and design of the existing workshop building. The offices are of a similar design to the existing office buildings.

The applicant's Design & Access Statement advises that the buildings have been designed similar to an industrial unit or agricultural building which can generally be found in the wider landscape such as this, and is to be set as low down and as close to the landfill operations as possible. Any external lighting will need to be downward facing and only used during operational hours and this can be conditioned. With Woodhouse Farm buildings behind the site and on more elevated ground beyond the landfill mound, officers consider that the overall design of the buildings are generally in keeping with their industrial nature set amongst a farming and semi industrial backdrop.

#### f) Ecology

The applicants have commissioned a Phase 1 habitat survey. It concludes that there are no habitats within the application site that require further survey or mitigation for their loss. The Survey identified the existing habitat to be generally of poor quality offering little or no suitability for protected species. It was concluded that there would be no adverse impact on bats, badgers or dormice. With regards Great Crested Newts, the three nearest ponds have been assessed for the suitability, but have been identified as a poor or below average habitat.

The Council's Ecological officer observes that the site has been found to be of low ecological value and the development is highly unlikely to have any adverse impact on biodiversity. The proposed landscaping of the site will provide some new wildlife habitat, as would the additional draft restoration plan. Overall she recommends various informatives are imposed should planning permission be granted.

#### CONCLUSION

There are no specific waste policies contained in the NNPF "*since national waste planning policy will be published as part of the National Waste Management Plan for England. However, local authorities ...taking decisions on waste applications should have regard to policies in this Framework so far as relevant*" (para 5). PPS10 will remain in place until the National Waste Management Plan is published. Whilst a review has been done, a National Waste Management Plan for England has yet not been published. In the absence of waste development plan policies, the Waste Strategy for England 2007, PPS10 and NNPF remains the national waste policy framework against which to consider this application along with any relevant policies in the development plan.

On face value, the proposed Waste Transfer Station facility does comply with the national waste policy and waste hierarchy by diverting waste away from landfill by moving waste management practices up the hierarchy and giving higher priority to the preparation of waste for re-use and recycling. There is a need for waste

management facilities somewhere within the Borough to deal with the Borough's municipal waste in a manner that accords with national waste policy and the waste hierarchy and removes waste from direct landfilling. This is endorsed by the Council currently going out to tender for its municipal waste contract to operate from 2014 until possibly 2040 (tenders are likely to be awarded in the early autumn). No information has been provided to demonstrate that any of the other bidders need this proposed WTS facility and until the waste contract has been awarded, officers consider that this application is somewhat premature.

In addition, officers consider that there are matters, such as the impact on the nearby Green Network and plans to extend the Granville Country Park and Local Nature Reserve, and more suitable locations that render the proposal less appropriate for this location overall.

Officers contend that there is no overriding reason to locate the WTS facility at Granville landfill site, apart from the applicant's current control over the land and its operation of existing waste management facilities at Granville. There are no co-location benefits so significant as to outweigh the Council's plans to improve the visual, recreational and landscape and even ecological qualities of this urban fringe area in the vicinity of Granville Country Park and Local Nature Reserve.

This type of facility can easily be accommodated on an industrial estate and officers are aware of several sites that the Council's Property and Investments department are currently marketing that are located within existing industrial estates where industrial uses and large buildings are expected and which could accommodate the proposed WTS building.

Whilst development would occur on previously developed land, the site is located in designated Green Network where there is a presumption against inappropriate development. This part of the Green Network in the east of the Telford urban/rural fringe area has amenity, recreation and landscape value and the Council proposes to enhance and extend these areas for further recreational and landscape betterment. The proposed development would have a negative impact upon the character, appearance and amenity of the Green Network and the local area and Granville Country Park. The proposed new building (up to twice the height and size of the existing buildings on site) would occupy the site for some 20-25 years including some 14-15 years beyond the planned closure of the landfill site. This would prolong the industrial presence on the site and delay the complete restoration of the landfill site and frustrate the Council's intended green space and Country Park extension, with its enhanced recreational, visual, landscape and ecological potential, which will have much wider and far reaching environmental and community benefits beyond that which the proposed development can deliver.

Despite some localised environmental benefits immediately at the site, there would be no significant community and environmental benefits arising from the development and no exceptional circumstances, even the creation of jobs, that would outweigh the protection and aims of Green Network/green space and as such the proposal is contrary to WLP policies OL3, OL4 and OL5, Core Strategy policy CS11, JSP policy P67, the NNPF and PPS10 and the wider Council aspirations of restoring this area to landscape and recreational uses.

Issues relating to matters such as highways, traffic, drainage, contamination, noise, dust, odour, nature conservation, landscaping and design could adequately be dealt with and controlled by the imposition of conditions, should planning permission be granted.

**RECOMMENDATION:** to REFUSE PLANNING PERMISSION for the following reason(s):

1. The proposed development would have a negative impact upon the character, appearance and amenity of the Green Network, the wider local area and Granville Country Park. The presence of the proposed WTS/workshop buildings and waste transfer operations at Granville for some 14-15 years after landfill tipping has ceased would delay the overall completion of the landfill reclamation proposals and the Council's wider plans to extend the Granville Country Park and green space designation and bring it into beneficial use. Despite some localised environmental benefits immediately at the site, there would be no significant community and environmental benefits arising from the development and no exceptional circumstances that would outweigh the protection and aims of Green Network/green space and as such the proposals is contrary to WLP policies OL3, OL4 and OL5, Core Strategy policy CS11, Joint Structure Plan policy P67, the NPPF and PPS10 as well as Telford & Wrekin Council's aspirations of restoring this area to landscape and recreational uses.
2. The applicant has failed to fully demonstrate that there are no preferable alternative sites and hence the proposed development would be contrary to PPS10.

TWC/2013/0312

9 Woodcote, Telford, Shropshire, TF10 9BW

Change of use from vacant land to a permanent travellers site including hardstanding for 4 chalets, spaces for 3 caravans, a permanent amenity/day room block, 4 car parking spaces and erection of a small package sewage treatment plant

**APPLICANT**

William Whyte

**RECEIVED**

26/04/2013

**PARISH**

Chetwynd Aston and Woodcote

**WARD**

Church Aston and Lilleshall

**OFFICER**

Sarah Clifton

THIS APPLICATION WAS DEFERRED AT 3<sup>RD</sup> JULY 2013 PLANNING COMMITTEE TO ENABLE OFFICERS TO ASSESS HIGHWAYS ISSUES RAISED AT THE MEETING.

Following deferral of the application, officers have sought further information from the Council's Highways Engineer and the Gypsy & Traveller Officer regarding the proposal in order to address the issues raised at 3<sup>rd</sup> July Planning Committee.

The Highways Engineer has investigated the traffic issues further and he has provided Councillor Eade with additional information regarding the approximate locations of the 2009 speed surveys along the A41. However he has confirmed that these surveys were not critical to the highways recommendation to support the application subject to conditions, as the requisite visibility splays could be achieved at the site access.

The Highways Engineer has also checked details based on police records up to 10<sup>th</sup> July and has advised that the data relating to the latest accident on the A41 was south of the application site near to "New Lodge" and was attributed to a driver falling asleep at the wheel.

The Gypsy & Traveller Officer advises that the Applicant's family, who have been domiciled in the borough for over ten years, currently occupy five plots on a local authority owned site in the borough. He supports the application as there is a recognised shortage of facilities and sites in Telford & Wrekin and there have been more than 50 unlawful encampments in the year to 2013 to date, which causes disharmony in the community where they are located and has a substantial cost implication to the local authority. Therefore this proposal would help to ease the shortfall in available sites.

2 further neighbour letters of objection have been received with the following comments summarised:

- Lack of public consultation to date and unaware of the application until after the Planning committee
- Query the 'issues' which have led to the need for relocation from the existing traveller site

- Should be accommodated on another established traveller site
- Previous refusals for traveller site at Woodcote due to the prominence and impact of a caravan site in this open countryside location and detrimental to residential amenities of nearby dwellings – same reasons for refusal remain
- Does the Applicant have family and social links with this area?
- What restrictive covenants are on the land?
- Site is not sustainable or accessible in terms of proximity to community facilities
- Local community has been largely ignored by the planning authority
- Highway safety issues
- Lack of Local Plan policies and provision for travellers

Officers would reiterate the highways comments that adequate visibility splays can be accommodated at the site access and that the proposal accords with planning policy. The neighbour objections have been considered in the original officer report.

Accordingly the officer's recommendation and conditions remain unchanged.

**RECOMMENDATION: GRANT PLANNING PERMISSION** subject to the following conditions:

1. Time limit
2. Details of materials including sample panel
3. Tree protections details
4. Drainage condition
5. Visibility splays
6. Parking and turning
7. Gates
8. Bound Driveway
9. Development in accordance with plan Nos.

Informatives

Highways

Nesting birds

Trenches

Replacement Planting

Bird/Bat and Invertebrate boxes

No business use

The update and original report are attached for information:

Since the report to members officers consider the information below to be relevant

Additional neighbour comments:

Additional reasons of objection have been raised with relation to an existing Quarry approval and lorry movements along the A41 and another car accident that took place within the last 5 years. The neighbour questioned how highways make there comments and what data they use to make a planning judgement.

Additional Highway Comments:

In response to the more recent neighbour comments Highways have stated the following:

The Quarry Application which the neighbouring objector is referring is Woodcote Wood which was determined in 2006 by Shropshire County Council. Telford and Wrekin were not consulted on this application therefore the LPA do not have any further information.

The LPA can confirm the accident history the highways department hold within the local area was confirmed as accurate by the police Monday 1<sup>st</sup> July 2013.

Highway accident data is acquired through STAT19 reports written by the police at the scene of the accident. Highway speed survey data is commissioned by Traffic Management in 2009 and collated via the installation of ATC at the 4 approximate locations along the A41: Sandford Bridge, Chetwynd, Pave Lane and Lynn Junction.

Highways conclude that the proposed access is acceptable and can accommodate for adequate manoeuvrability into the site and therefore have no objections subject to conditions.

IN LIGHT OF THE ABOVE THE OFFICERS RECOMMENDATION REMAINS UNCHANGED.

RECOMMENDATION: GRANT PLANNING PERMISSION subject to the following conditions:

1. Time limit
2. Details of materials including sample panel
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5. Visibility splays
6. Parking and turning
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No business use

THIS APPLICATION HAS BEEN GREEN CARDED BY CLLR EADE ON GROUNDS OF HIGHWAYS ISSUES

OBJECTIONS RECEIVED: Yes.

MAIN ISSUES:

Principle, highways

PROPOSAL

Planning permission is sought to change the use of vacant land to a permanent travellers site. The site seeks to include hardstanding for 4 chalets, spaces for 3 caravans, a permanent amenity/day room block, the erection of a small package sewage treatment plant and provide parking for 4 cars.

The site will be in constant use by the family and has been designed to accommodate all family members with scope for visitors and room for caravans adjacent to 3 out of 4 chalet plots.

Access to the site will from an existing entrance way off the A41. It is proposed to utilise and increased the access in size to 7m wide. It is proposed to erect a set of timber double entrance gates approximately 14m back from the road to safely allow a vehicle towing a caravan to enter the site whilst being clear of the main road. It is also proposed to provide the entrance with a single pedestrian gate for ease of access on to the site without opening the vehicle gates.

Existing water and electricity points are located near to the site entrance. Water and electricity meters would be provided in the amenity building by the relevant supplier for each pitch and would be for domestic usage..

SITE AND SURROUNDINGS

The application site relates to an area of land that lies south of 8 Woodcote, on the A41 in Chetwynd Aston. The site is well screened along the front and side boundaries by means of hedging and fencing. Although the site lies adjacent a main road this rural site is somewhat isolated and predominantly surrounded by fields.

The existing land is has previously been used to graze horses and for storage of a small number of 4x4 vehicles and a horseboxes, however the site currently stands empty apart from a corrugated steel structure at the rear of the site which measures approximately 7m x 8m.

There are some neighbouring properties near by located north and south of the site. The nearest property (Walton Folly) lies approximately 23m south of the application boundary with numbers 6-8 Woodcote located approximately 32m to the south . The site is somewhat isolated with very few local facilities within the immediate area. However 3.5 miles north of the site is the town of Newport.

SUMMARISED CONSULTATIONS

Standard consultation responses:

Chetwynd Aston and Woodcote Parish Council: Object to the application on grounds of previous refusals for similar proposals and highway danger.

Highways: No objections, It is acknowledged that there have been successive highway refusals on this site in the 1980's and 1990's for a similar use however all these planning applications were refused while the A41 was a Trunk Road and maintained by the Highway Agency. This application is the first put forward for highway consideration by the Local Highway Authority since the A 41 was De-Trunked in 2002. The guidance document referred to, to deliberate an application off the A41 is no longer the Design Manual for Roads and Bridges but Manual for Streets. Manual for Streets reduces the visibility requirement at the site access to 2.4m x 125 m rather than the 215 m required prior to 2002. This requirement can be accommodated within the application boundary and the adopted highway.

The proposed access design allows for a vehicle towing a caravan to pull clear off the highway, has adequate on site turning and parking facility and has an access width which can accommodate for two way movements.

The forward visibility requirement on the A41 fronting the development can be achieved therefore I would have no concern to the turning of vehicles off the A41 into the site.

Accordingly request the following conditions:

- visibility splays of 2.4m x 125m
- Parking, loading, unloading & turning
- set back a minimum of 14 m from the carriageway edge
- Before the proposed development is brought into use the driveway within the site shall be surfaced in a bound material for a minimum distance of 14m from the rear of the highway boundary.

Informative on highways

Arboriculture: The information provided within the application is conflicting, the Tree Report provided by Wolverhampton Tree Services recommends that all trees onsite are felled and replaced. It appears that since the report was written G1 the Cypress hedge which runs from the north to the east around the site has now been reduced and brought back into management. This hedge is currently providing an existing screen for the properties to the north of the site and vehicles travelling south down the A41. According to the General Site Lay, the majority of the trees on site are to be retained. However, H1 does not feature on the plan, this hedge is also currently functioning as a screen into the site and for cars travelling north up the A41. If it is to be removed it should be replaced.

T1, the Sycamore has been previously managed as a hedgerow tree, the lapsed management of this has now caused a number of stems to grow with included unions one of which faces toward the proposed amenity block. I would recommend that the tree is either brought back into management or removed and replaced.

If the proposal progresses, further information through conditions will be required such as a Tree Protection Plan showing the location of the HERAS fencing to protect the retained trees on site.

Policy: In addition to the broader policy of the NPPF, the national policy position regarding gypsies travellers and travelling showpeople development is set out in the *Planning Policy for Traveller Sites*.

Paras 8 and 9 requires that the Council set local targets for traveller accommodation in line with objectively assessed need and to plan for sites to meet these targets over a reasonable time scale. National policy requires that the Council be proactive in meeting local targets and demonstrate that 5 years' worth of new supply against these targets is in place.

The *Shropshire Telford & Wrekin, Herefordshire and Powys Gypsy and Traveller Accommodation Assessment (2008)* shows identified need. As yet there are no local development plan targets in place, no allocated sites and no defined local criteria.

Para 22 advises considering the following issues when determining applications:

- the existing level of local provision and need for sites
- the availability (or lack) of alternative accommodation for the applicants
- other personal circumstances of the applicant
- that the locally specific criteria used to guide the allocation of sites in plans or which form the policy where there is no identified need for pitches/plots should be used to assess applications that may come forward on unallocated sites
- that they should determine applications for sites from any travellers and not just those with local connections

The need for this development, versus its location in open countryside, is also addressed in the national *Planning Policy for Traveller Sites*. "Local planning authorities should strictly limit new traveller site development in open countryside that is away from existing settlements or outside areas allocated in the development plan. Local planning authorities should ensure that sites in rural areas respect the scale of, and do not dominate the nearest settled community, and avoid placing an undue pressure on the local infrastructure."

There are no local policies in place relating to gypsies and travellers. Work is underway on a new development plan *Shaping Places Local Plan*, is scheduled to be completed by early 2015, but is too early in the process to have allocated land or site for gypsies and travellers.

The *Shropshire Telford & Wrekin, Herefordshire and Powys Gypsy and Traveller Accommodation Assessment (2008)* identified a shortfall of provision in Telford & Wrekin and proposed the following local targets to 2017:

- 34 residential pitches,
- a transit site (this could take various forms but could be approx 10 pitches in size)
- 5 travelling show peoples' plots

Seeking provision of new residential pitches was recommended by the study in order to respond to locally arising need.

Drainage no objections subject to conditions relating to surface water drainage, soakaway tests and run off rates

Shropshire Fire: consideration should be given to the information contained within Shropshire Fire and Rescue Service Safety Guidance for Commercial and Domestic Planning Applications

Ecology: No objections subject to nesting birds, trenches, enhancement planting and bat, bird and invertebrate informatives.

Neighbour consultation responses:

Following consultation 6 neighbouring letters of objection have been received concerned with the following:-

- Overdevelopment of site
- Highway danger
- Poor access and visibility
- Harm to countryside
- History of road accidents
- Inappropriate development that would set a precedent
- Occupation of site of this nature constitutes the creation of a business
- Development out of character with the area

#### RELEVANT HISTORY

W90/0509, use of land for 3 caravans or mile homes by the Finney family, full refused 26/06/90.

W86/0230, change of use of land from agriculture to the stationing of two caravans, full refused 05/06/86.

W85/0074, change of use to caravan site for one gypsy family, full refused 28/02/86.

W83/0725, formation of residential caravan site for two gypsy families, full refused 02/12/83.

#### RELEVANT POLICIES

National planning guidance:

National Planning Policy Framework (NPPF)

Planning Policy for Traveller Sites

Core Strategy:

CS1 Homes

CS7 Rural Area

CS15 Urban Design

Wrekin Local Plan:

UD2 Design Criteria

## PLANNING CONSIDERATIONS

### Principle

The Government document 'Planning Policy for Traveller Sites' outlines that applications must be assessed against policies in the development plan and any other material considerations. The Government's aim is to ensure fair and equal treatment for travellers, enabling travellers to maintain their traditional way of life whilst respecting the interests of the settled community. It sets out that LPAs must make their own assessment of need and should seek to increase the number of traveller sites in appropriate locations to ensure there is a sufficient supply of land. A robust evidence base must be used to assess need and to inform planning policy and decisions. When assessing sites in rural locations, it must be ensured that the scale of such sites does not dominate local communities. Furthermore, consideration should be given to rural exception sites.

In determining planning applications, LPAs must consider matters such as the local provision and need for sites, availability of alternative accommodation, personal circumstances of the applicant, local guidance and policy, and to consider applications for sites from any travellers, not only those with local connections. New traveller sites in open countryside and not in existing settlements should be strictly limited.

At a local planning policy level, there is currently no specific policy. Policy H20 'Provision for Gypsy Sites' in the Wrekin Local Plan is no longer extant and the Core Strategy policies do not make any specific reference to traveller sites.

Officers note that there is a national and local shortage of traveller sites; and there is an obligation on the Local Authorities to make adequate provision for travellers in the absence of suitable alternatives.. It is noted that without any specific local planning policies, the LPA must consider the application with regard to national policy documents and material considerations.

The Design & Access Statement outlines that the children's continued attendance at the local schools would be dependent on the family being allowed to stay at the application site. They are also registered with the local health centre.

Given that there are no local policies which relate to traveller and gypsy sites. There is a shortfall in provision of traveller sites in Telford & Wrekin. Site allocations have not yet been identified as documents to accompany the Local Development Framework or as part of the new plan process 'shaping places'. Whilst having regard to the sites location in the open countryside and concern that this is not the most sustainable location. Officers consider that the proposal is considered to be in general conformity with the NPPF and the document Planning Policy for Traveller Sites.

### Character and Amenity

Officers have considered the supporting information submitted with the application and has given due consideration to the family's need to relocate. The site is adjacent to a open field and small number of dwellings. The scale of development will not adversely impact the character and appearance of the area or on residential amenity of adjoining properties

## Highways

Officers acknowledge neighbouring concerns with highways however it should be noted that the highways officers have viewed the site, considered previous refusal decisions and highway records and confirmed no objections to the proposal subject to conditions.

With regards to a poor visibility and dangerous entrance route, access and internal layout improvements are proposed as part of this development which would allow a vehicle towing a caravan to pull clear of the A41 and manoeuvre within the site, therefore, allowing any vehicle to exit the site in a forward gear. On the basis of the visibility (Stopping Sight Distance - SSD) calculations advocated in the Manual for Streets documents "Manual for Streets" and "Manual for Streets 2", the visibility at the access exceeds that required for a 60mph road. In addition, a speed survey commissioned in 2009 demonstrated that the 85th percentile speeds at 4 locations along the A41 were below 60mph. It is considered, therefore, that there are no grounds to recommend refusal of the application based on visibility. The existence of police speed enforcement initiatives would not be grounds for a refusal in isolation and could be seen to be enforcing the 60mph limit.

In reference to previous planning refusals it should be noted these planning applications were refused when the A41 was a Trunk Road. Trunk Roads are expected to "provide for the safe and expeditious movement of long distance traffic" and the previous refusals by the Highways Agency cited "the proposed development will result in an increase in the number of vehicles slowing down, turning and stopping on the carriageway, thereby causing interference with the safety and free flow of through traffic on the Trunk Road". The A41 was "de-trunked" in 2002 and the protection afforded to Trunk Roads under the Highways Agency's powers are not available to the Council. Further to this, there is evidence that the application of Trunk Road standards (i.e. Design Manual for Roads and Bridges – Department for Transport) on non-trunk roads is not being supported by the Planning Inspectorate at Planning Appeals, with greater weight now being given to the more recent evidence based visibility standards and calculation methods within the two "Manual for Streets" documents above.

As part of the Highway considerations, the accident history within 300 metres either side of the proposed access on the A41 during the preceding 5 years was analysed. According to Police records 6 accidents have been reported within the vicinity of the site and a description. However when analysing the accident data it appears that all of the incidents occurred due to human error with an exception which related to escaped animals. This accident data cannot prejudice the current development application as it does not show a pattern of accidents which would indicate highway safety issues relating to either the nature of the A41 or problems with access to or from the road at this location. With the volume of traffic on this route (10,792 average daily-two way) it is unfortunately inevitable that some accidents will occur.

The fatality which occurred within the immediate vicinity of the proposed development (1) was an unfortunate accident where an elderly pedestrian crossed the road apparently without being aware of traffic. The likelihood of this unfortunate

incident occurring again is considered to be extremely low and again cannot prejudice the proposed development.

In addition, under the current proposals the applicant will be required to construct the improved access under a Section 184 license (Highways Act 1980) which will ensure that the correct construction standard is used and that the necessary visibility splays are provided before the site is brought into use and maintained.

In view of the above, it is considered that there are no Highway safety grounds upon which to base a refusal of this application. To refuse an application without a sound technical backing would leave the Council open to Appeal which, if upheld, could result in an award of costs against the Council.

In conclusion, whilst the rural location of this site can not be considered to be the most sustainable location, as there are no defined gypsy and traveller sites or land allocations for future sites, and needs of this community for site provision is sufficient to outweigh any issues of sustainability, and is therefore consider to comply with national guidance. With regards to highways issues, there has been a significant change in circumstances with regards to highways since previous applications at the site where considered, in terms of detrunking of the A41 and alterations in guidance used to assess and consider highway safety issues. It is therefore now considered that the access to this site, along with proposed improvements is acceptable and accords with policy. The development will not have a detrimental impact on the character of the area or amenities of nearby residential properties.

**RECOMMENDATION to GRANT PLANNING PERMISSION**  
subject to the following conditions:

1. Time limit
2. Details of materials including sample panel
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5. Visibility splays
6. Parking and turning
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Informatives  
Highways  
Nesting birds  
Trenches  
Replacement Planting  
Bird/Bat and Invertebrate boxes  
No business use

TWC/2013/0448

The Nyth, Moss Road, Wrockwardine Wood, Telford, Shropshire, TF2 7BL  
Erection of 3no. terraced dwellings and 9no. apartments following demolition of  
existing 2no. dwellings

**APPLICANT**

Andrew Cockayne

**RECEIVED**

30/05/2013

**PARISH**

Wrockwardine Wood and Trench

**WARD**

Priorslee

**OFFICER**

Anna Adams

WROCKWARDINE WOOD & TRENCH PARISH COUNCIL HAVE REQUESTED  
THAT THIS APPLICATION IS CONSIDERED BY PLANNING COMMITTEE.

OBJECTIONS RECEIVED: YES

**MAIN ISSUES:**

Principle of Development, Scale and design, Character and appearance, Highway  
issues, Residential amenity, Impact on protected tree, S106 contributions

**THE PROPOSAL:**

The application seeks full planning permission for the demolition of the existing semi  
detached dwellings, The Nyth and Erindale, with the erection of a terrace of 3 two-  
storey dwellings and an 'L'-shaped building comprising 9 apartments with associated  
car parking and amenity area. The dwellings and apartments would comprise 2  
bedroomed units.

The development would be constructed mainly in brick with render and concrete  
tiles, and contrasting feature brick headers to casement windows and eaves detail.

This application follows a previous submission, ref: TWC/2012/0143 for a two and  
three storey apartment building comprising 13 units that was refused at Planning  
Committee last year as it was considered that the scale, mass and design would  
constitute an incongruous feature and would be out of keeping with the character of  
the area. The Applicant has appealed this refusal and the Inspector's decision is  
due to be made in the coming months. This current application seeks to address the  
reason for refusal.

There is an extant planning permission for 4 detached dwellings (TWC/2012/0862, a  
renewal of a 2010 application) adjacent to the proposed development, which will  
share the proposed access. This permission has not yet been implemented but is  
indicated on the submitted layout plan.

**SITE AND SURROUNDINGS:**

The application site comprises a large traditional building, formerly a coaching inn,  
then owned by British Coal and most recently a pair of semi-detached dwellings, The  
Nyth and Erindale. It is now vacant and the surrounding substantial garden area is  
overgrown.

The existing property is a two-storey traditional red brick and tile building with projecting gable features, sash windows at ground floor and smaller casements at first floor, cills and headers. The property has chimneys and eaves detail. Whilst it is a traditional property, it has no statutory listing or local listed status.

The property is located on the corner of Moss Road and Rookery Road, with existing vehicular access off Moss Road and drive area to front and side. There is a mature Monkey Puzzle tree at the front of the property, which is protected by a Tree Preservation Order. There are also hedgerows, conifers and pollarded Beech trees located along the site boundary, with the land sloping down significantly beyond the rear of the building to a large open grassed area. The land to the eastern boundary of the site is designated as Green Network with a dense tree screen to the eastern boundary and to the south on the opposite side of Rookery Road. The site is located within a Coal Mining Referral Area and there is a known mineshaft on the adjacent site; a sewer also crosses the rear of the site to the east.

The application site is located in a predominantly residential area with a mix of modern bungalows and two-storey properties. However, Rookery Road leads to an industrial development beyond the site. The site is located in the built up area of Telford, close to local services and facilities.

#### PLANNING HISTORY:

W88/0233 Erection of 3 detached dwellings Outline refused 21/06/88

W89/0725 Erection of 3 detached dwellings Full granted, 12/02/90

W91/0841 Erection of a dwelling Full granted 13/12/91

W93/0006 Erection of 3 dwellings (renewal of W89/0725) Outline granted 23/02/93

W96/0051 Residential development Outline granted 19/03/96

W99/0076 Renewal of outline permission W96/0051 for residential development  
Outline granted 26/03/99

W2001/0220 single dwelling and integral garage FG 30/04/01

W2005/1509 Erection of three 3-4 bed roomed dwellings and new access Outline  
granted 03/03/06

W2008/1316 Erection of 4no. dwellings Withdrawn 29/01/09

W2009/0189 Erection of 3no. detached dwellings with new vehicular access (outline  
application) renewal of planning permission W2005/1509 Outline granted 21/04/09

W2009/0632 Erection of 4 dwellings and new access Withdrawn 25/09/09

W2010/0060 Erection of 4no. dwellings Full granted, 23/04/10

TWC/2011/0395 Erection of 6 dwellings and 22 apartments Withdrawn 02/08/11

TWC/2012/0143 Demolition of 2no. dwellings (The Nyth and Erindale) and erection of a block of 13 apartments with associated car parking and amenity area, Full refused, 15/08/2012, Appeal Decision Pending

TWC/2012/0862 Renewal of planning permission W2010/0060 for the erection of 4no. detached houses, Full granted, 13/12/2012

#### PLANNING POLICY CONTEXT:

Nation Planning Policy Framework (NPPF)

#### Core Strategy:

CS1 Homes

CS5 District and Local centres in Telford

CS9 Accessibility and Social Inclusion

CS12 Natural Environment

CS13 Environmental Resources

CS15 Urban Design

#### Wrekin Local Plan:

EH7 Contaminated Land

EH14 Land Stability

UD2 Design Criteria

H6 Windfall Sites in Telford & Newport

H22 Community Facilities

LR4 Outdoor Recreation and Open Space

LR6 Developer Contributions to Outdoor Recreational Open Space Provision within

New Residential Development

OL11 Woodland and Trees

#### CONSULTATION RESPONSES:

Wrockwardine Wood & Trench Parish Council objects to the proposal on the following grounds:

- Proposed dwellings are not in keeping with the area
- The Nyth & Erindale are traditional buildings with history and character and could be converted to apartments
- 2/3 storey houses will overshadow the rest of the area
- car parking provision
- additional traffic on to the very busy Moss Road

Following discussion with the Parish Liaison Officer, the Parish Council made the following comments:

- The three storey element of the proposed housing needs to be set further back from the road
- This application needs to be dealt with by the planning committee
- Wish to reiterate concerns over the loss of buildings of note in the area

Highways: Whilst 17 spaces are proposed has requested an additional three on-site parking spaces to be provided or a reduction in the number of units created.

Drainage: no objections to the proposed development, subject to conditions regarding foul and surface water details, surface water drainage, soakaway tests, location of soakaways and Greenfield runoff rates.

Arboricultural: Raised concerns that the survey carried out in 2010 does not refer to the current British Standard BS:5837 (2012) and that details must be submitted regarding tree protection during demolition in a Method Statement. A 'no dig' method would also be required. Raises concerns regarding the current site layout as there is less rooting environment for the TPO tree.

Ecology: Requested more information regarding an updated survey.

Parks and Open Space: requests a contribution of £600 per 2 bed property (12 in total) provided prior to commencement of development. Also requires clarification regarding who is going to maintain the trees and areas of open space.

Education: requests a contribution of £18,021 towards primary education provision and £9,231 towards secondary education provision in the vicinity of the development, totalling £27,252.

Coal Authority: Concurs with the recommendations of the Coal Mining Risk Assessment and considers a condition is required that the intrusive investigation works recommended in Section 4 of the Coal Mining Risk Assessment are undertaken prior to commencement of development. The condition will also ensure that in the event that the site investigations confirm that need for remedial works to treat any areas of shallow mine workings and/or the mine entry or other mitigation measures such as gas protection to ensure the safety and stability of the proposed development. These works should be undertaken prior to commencement of the development.

Shropshire Fire Service: Standard Informatives relating to fire safety

Following submission of additional information regarding parking provision and updated ecology (bat and badger survey), internal consultees have been reconsulted and their comments will be provided in an update to the Planning Committee.

#### PLANNING CONSIDERATIONS:

The application site comprises existing residential use and planning permission has been granted for 4 dwellings on the adjoining land to the north. The site has no designation in the Wrekin Local Plan and is therefore suitable for development. The existing building is neither statutory listed or locally listed; thus there are no policy constraints to the redevelopment of the site and demolition of the existing dwellings. The principle of the residential development is considered acceptable. Furthermore, the proposed development of two-bedroomed houses and apartments combined with the existing planning permission for four larger detached properties on the adjoining land will constitute a good mix of housing.

With regard to national and local planning policy, the site is located in the built up area of Telford, within an existing residential area, and is sustainably located, close to a range of services and facilities, including public transport links. Accordingly the proposal complies with policies CS1 and CS5 of the Core Strategy, policy H6 of the Wrekin Local Plan and national guidance contained within NPPF.

It is noted that the existing building has character and that its loss is regrettable; however as it is not listed or a local interest building, officers would advise that there are no restrictions to its replacement with a new development. The building is vacant and the site is overgrown; therefore the redevelopment of the site could in fact improve the character and appearance of the locality.

The scale, mass and design of the development have been amended from the previous submission that was refused at Planning Committee in 2012, with the Applicant seeking to develop a scheme that is of a more domestic scale and the massing of the development being broken up by the incorporation of a terrace of houses and roofs, gables and detailing more akin to the existing building. The revised scheme comprising the terrace of 3 houses and a predominantly 2-storey apartment block is considered to be acceptable and more in keeping with the single and 2-storey dwellings adjacent to the site. The Parish Council comments are noted regarding there being a 3-storey element on the scheme; however this will not appear overly prominent in the streetscene, as it is at the rear of the development and would only be viewed within the site and from further along Rookery Road, towards the industrial development; not the main frontages from Moss Road and Rookery Road. The proposed materials are considered appropriate and the detailing will reflect the character of the existing building. The development will be set back from the highway on the footprint of the existing building, and will appear as a 2-storey building from Moss Road, thus being appropriate in the streetscene. The location of car parking at the front of the site will be screened by existing boundary treatment, thus it will not unduly prominent in the streetscene.

With regard to provision of amenity, the terraced properties will have private rear gardens, with the 8 apartments sharing a communal space, in the area bounded by the 'L'-shaped building. The proposed layout is considered acceptable taking account of amenities of the adjacent proposed development.; furthermore, the development is set back from the highway having no impact on residential amenities of the properties on Moss Road. The terraced properties have an acceptable level of amenity; however to ensure this is maintained and the Local Planning Authority can control any extensions or large structures within the garden area, permitted development rights will be removed. Accordingly, the proposal complies with national and local design policies.

The development would be served by a vehicular access point that is located in a similar position to the existing access off Moss Road. Parish Council concerns regarding the increase in traffic on to Moss Road are noted; however provided the requisite visibility splays can be provided, it is not considered that the additional vehicles will have a detrimental impact on the highway safety. Amended plans increase the provision of on site parking to 18 spaces for the 12 units, justified by additional information. Whilst formal comments are awaited from highways regarding the shortfall of 2 spaces, officers consider the site is sustainably located

and that in addition to the communal car parking area for the development, Moss Road is on a bus route and within walking distance of a range of shops and facilities. Furthermore, the parking must not encroach further into the root protection area of the protected Monkey Puzzle tree at the front of the existing building; in this regard, the plans indicate that this will be protected during the demolition and construction phases and maintained as a feature in the new development, providing significant amenity value. The Arboricultural Officer's comments are noted in terms of the level of information provided for the preservation of the tree; however it is considered that appropriate conditions can be applied to ensure its protection throughout the demolition and new development. Accordingly it is considered that the proposed development can provide adequate parking and access without harm to the safety of highway users or to the detriment of protected trees.

It is considered that the proposed development is a sufficient distance from the known mineshaft on the adjacent site to the north and the sewer to the east. The Coal Authority has assessed the content of the Risk Assessment and the mining and possible stability issues can be covered sufficiently by condition. Likewise, drainage issues can be addressed by conditions.

With regard to protected species, the Applicant has submitted the updated species survey as requested by the Ecologist. The Ecologist has been reconsulted and subject to the comments received, the issues can be covered appropriately by conditions and informatives.

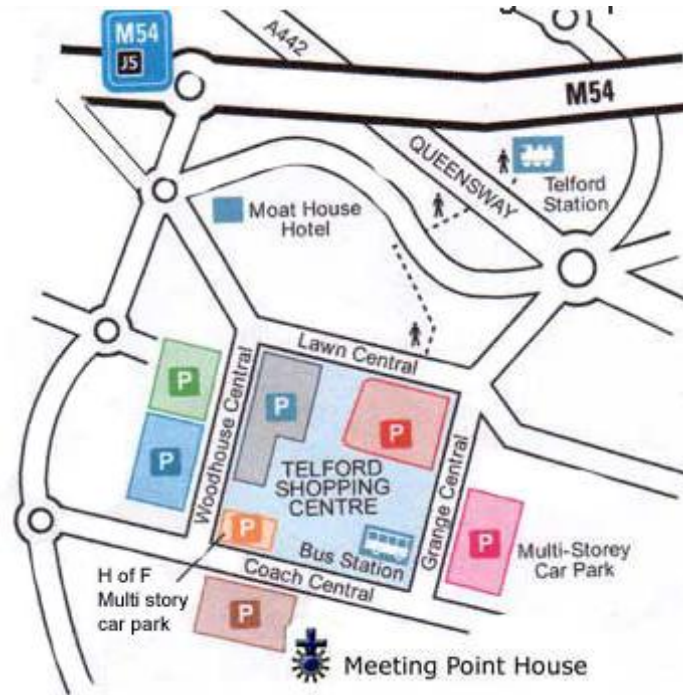
Given the scale of the development, it is considered appropriate to request contributions towards recreational open space and education facilities in the vicinity through a Section 106 Agreement. The applicant has agreed to provide contributions as requested, which constitutes £7,200 for recreational facilities and £27,252 to education facilities and appropriate monitoring costs, compliant with H22 and LR6 of the Wrekin Local Plan.

In conclusion, the principle of the development is considered acceptable as the site is situated in a sustainable location within the built up area of Telford and will replace the vacant property and overgrown site with a development of 12 x 2-bedroom units. The proposed development is considered acceptable in terms of the scale, massing and design which better reflects the existing development and housing in the vicinity. It is considered the proposal will be appropriate in the streetscene and will not adversely impact existing or proposed residential amenities or the protected Monkey Puzzle tree. Whilst formal highways and ecology comments are awaited it is considered that the development will not prejudice highway safety or adversely effect protected species. The development site can be suitably stabilised and remediated from previous uses, and can be adequately drained. Financial contributions will be provided to support provision of recreational open space and education facilities in the area. Accordingly the proposal is considered acceptable and complies with national and local planning policies.

**RECOMMENDATION:** Subject to the developer entering in to a Section 106 Agreement to provide financial contributions of £7,200 for recreational facilities and £27,252 to education facilities in the vicinity and appropriate monitoring costs, then **GRANT PLANNING PERMISSION** following conditions:

1. A04 Time limit
2. B11 Samples of materials
3. BCustom foul and surface water details, Greenfield runoff rates
4. B custom soakway tests & location of soakway
5. B80 Site Environmental Management Plan
6. Bcustom Coal Authority Risk Assessment recommendations to be implemented
7. B121 Landscaping details, including maintenance of open space
8. B130 Tree Protective Fencing
9. B131 Trees services root protection
10. B132 Trees No Dig Method
11. Bcustom Arboricultural Method Statement
12. C70 Trees No Burning
13. C71 Trees Soil Levels
14. C72 Trees Material Storage
15. C38 Approved plans
16. D01 Remove Permitted development rights from Units 1 - 3

**Meeting Point House**  
**Southwater Square, Town Centre, Telford, TF3 4HS**  
**Telephone: 01952 292268**  
**Email: [reception@meetingpointhouse.co.uk](mailto:reception@meetingpointhouse.co.uk)**



Meeting Point House is situated off Junction 5 of the M54. Meeting Point House is opposite Wilkinsons and adjacent to Telford Town Park.

**From Birmingham** exit at Junction 5 M54, take the second exit off the first round about on to Forge Gate. Forge Gate becomes Lawn Central. Take the third exit at the next roundabout on to Grange Central. At the next roundabout take the second exit (turning right onto Coach Central). Town centre parking is available on the left and Meeting Point House is located opposite Wilkinsons and adjacent to Telford Town Park.

**From Shrewsbury** exit at Junction 5 M54, take the third exit off the first round about on to Forge Gate. Forge Gate becomes Lawn Central. Take the third exit at the next roundabout on to Grange Central. At the next roundabout take the second exit (turning right onto Coach Central). Town centre parking is available on the left and Meeting Point House is located opposite Wilkinsons and adjacent to Telford Town Park.

Park at **Brown Elm** car park, sat nav post code TF3 4DQ, (take ticket on entry) which is on your left opposite the bus station. Walk along the side of Wilkinsons and Meeting Point House is facing you.

**From Telford Train Station.** There is a bus link from the station to Telford Shopping Centre every 6 minutes from 7:30am to 6:30pm. For bus times and more information, contact Shropshire Travel Link on 01952 200 005. Taxis are available outside the station. Walking time from the Train Station is approximately 15 minutes and from the bus station 10 minutes.

For more details visit [www.meetingpointhouse.co.uk](http://www.meetingpointhouse.co.uk)