

TWC/2020/0680

Land adjacent Colfresco, Hortonwood 45, Hortonwood, Telford, Shropshire  
Outline application for the erection of 1no. industrial unit (Use Class B2/B8) up to  
15,226 square metres and access with all other matters reserved \*\*\* AMENDED  
DESCRIPTION \*\*\*

**APPLICANT**

Springhill Property Investments

**RECEIVED**

17/08/2020

**PARISH**

Hadley and Leegomery

**WARD**

Hadley and Leegomery

**HADLEY AND LEEGOMERY PARISH COUNCIL HAS REQUESTED THAT THIS  
APPLICATION IS DETERMINED BY MEMBERS OF PLANNING COMMITTEE**

**FINANCIAL CONTRIBUTIONS ARE SOUGHT TOWARDS STRATEGIC  
HIGHWAYS AND PEDESTRIAN/CYCLE ROUTE IMPROVEMENTS**

Online planning file:

[https://secure.telford.gov.uk/planning/pa-  
applicationssummary.aspx?ApplicationNumber=TWC/2020/0680](https://secure.telford.gov.uk/planning/pa-applicationssummary.aspx?ApplicationNumber=TWC/2020/0680)

**1.0 SUMMARY RECOMMENDATION**

1.1 It is recommended that **DELEGATED AUTHORITY** be granted to the  
Development Management Service Delivery Manager to **GRANT OUTLINE  
PLANNING PERMISSION** subject to Condition(s), Informative(s) and s.106  
Contributions.

**2.0 SITE AND SURROUNDINGS**

2.1 The site lies at the northern edge of Hortonwood, an established industrial /  
employment estate 7.4km to the north of Telford Town Centre and 6km to the  
north east of the District Centre of Wellington. It is a Strategic Employment  
Area in the Adopted Local Plan, and the site itself is allocated as E2  
Hortonwood 45 with preferred Uses of B1b, B1c, B2 and B8.

2.2 The site itself is an irregular L-shape surrounding the industrial unit of  
Colfresco (Formally Wrap Film Systems Ltd.), a supplier of cling film,  
aluminium foil and backing parchment products. The main part of the site sits  
to the north of this existing building, with the remainder forming the access  
route to the south where there is an existing access adjoining Hortonwood 60.

2.3 An existing bund extends along the northern boundary of the site with  
significant tree planting along this northern edge along with the eastern edge  
which forms the boundaries with Horton Lane. This boundary also forms part  
of the Green Network as allocated within the Local Plan. There is a pocket of  
trees located within the site including a mature oak tree which is proposed to  
be protected as part of the development proposal.

2.4 Whilst the site totals approximately 5.9ha, the net developable area is reduced to around 2.7ha due to a 'no-build' zone imposed by the Commission for New Towns (March 1995) to protect residents on Horton Lane.

### **3.0 APPLICATION DETAILS**

3.1 This application seeks Outline Planning Consent for the erection a single employment unit (Use Class B2/B8) up to 14,930 sq. metres including access and with all other matters including, layout, scale, design and landscaping reserved for later consideration.

3.2 The application has been amended during the application process, reducing the footprint of the indicative building from 15,226 sq. metres and creating an extra row of parking to demonstrate that a scheme at Reserved Matters can comply with the staff and visitor parking standards contained within the Local Plan. The indicative layout indicates a total of 255 parking spaces and space for up to 29 HGV's. The Transport Statement indicates that cycle parking could be provided in accordance with guidance contained within the Local Plan and the application form indicates 65 cycle spaces could be provided within the cycle parking bays indicatively indicated on the layout plan.

3.3 The Application Form submitted with the application suggests that 150 full-time and 50 part-time jobs could be created, however, once again this is an indicative number and is dependent on the final user.

3.4 It is indicated that a building height of up to 14.5 metres could be achieved, however this is indicative at this stage and would be subject to assessment as part of a Reserved Matters application.

3.5 The application is supported with the following:

- Design and Access Statement;
- Planning Statement;
- Transport Assessment;
- Flood Risk Assessment;
- Arboriculture, Ecology and Ground Investigation Reports.

3.6 The application is subject to the following financial contributions:

- £83,412.78 Strategic Highway Contribution;
- £68,174.07 Pedestrian/Cycle Route Improvements (between the development and Hortonwood 30);
- £5,000 towards Travel Plan Monitoring and Support.

### **Site History**

3.7 C95/0007 - Erection of an Assembly / Manufacturing / Warehouse Facility and Attached Offices - Approved Under New Towns Act 29 June 1995

- 3.8 TWC/2016/0583 - Erection of 7no. Industrial buildings (use class B1 (Business), B2 (General Industrial) & B8 (Storage or Distribution) totalling 11,600 sq. metres with associated landscaping and parking - Approved subject to Condition(s) and a s.106 Agreement 14 March 2018

#### **4.0 RELEVANT POLICY DOCUMENTS**

##### 4.1 National Guidance:

National Planning Policy Framework (NPPF)

##### 4.2 Local Development Plan:

Telford & Wrekin Local Plan

#### **5.0 SUMMARY OF CONSULTATION RESPONSES**

##### **Local Member and Town/Parish Council Responses**

##### 5.1 Hadley and Leegomery Parish Council: Object:

- Consider that the proposed development would be an overbearing form of development as its floor space and height exceed that previously consented by almost 50%. Do not consider that such an increase in scale is justified for what is a speculative development;
- Wish to ensure that restrictions on the hours of operation of any development at this location should be fixed in advance of development taking place so that end users are aware of the constraints before entering into negotiations with letting or selling agents;
- Concern that the site layout will result in noise and light nuisance for neighbouring dwellings and that the plans as submitted do not demonstrate that there is no significant adverse impact on nearby properties by noise, dust, odour or light pollution or that new development does not prejudice or undermine existing surrounding uses, as required by Policy BE 1 of the Local Plan;
- Share concerns of residents of Horton that the proposed development will result in additional vehicle movements on Horton Lane and other local roads as staff employed at the site seek to use the closest point of access to and egress from the Hortonwood strategic employment site (this is not considered in the Applicant's Transport Assessment). The current number of vehicle movements along this road poses a danger to residents and other road users - further justification for limiting the hours of operation.

## **Standard Consultation Responses**

### 5.2 **Highways: Support subject to Condition(s):**

Notes a previous planning (ref.: TWC/2016/0583). The current proposal has a slightly increased scale, however the supporting information provided demonstrates that there will likely be a reduction in vehicular traffic generated from the proposals compared to the previous approval, in particular due to the absence of a B1 Use which often generates higher volumes of traffic than B2 and B8 Uses. Accordingly, it is not considered that the impact from this individual unit would justify or trigger works to Horton Lane, as was also the case with the previous approval on the site.

Condition(s) recommended include:

- Details of parking, turning, loading and unloading of vehicles;
- Submission of a scheme of access improvement works to existing access;
- Submission of a Site Environmental Management Plan;
- Submission of a Travel Plan.

s.106 Contribution(s) requested is respect of:

- £83,412.78 Strategic Highway Contribution;
- £68,174.07 Pedestrian/Cycle Route Improvement (between the development and Hortonwood 30);
- £5,000 towards Travel Plan Monitoring and Support.

### 5.3 **Drainage: Support subject to Condition(s)** noting that the development shall follow the principals set out in the FRA and detailed designs and drainage models will need to be submitted, alongside:

- Scheme for Surface Water Drainage;
- A drainage layout showing the location of any attenuation and flow control features.

### 5.4 **Ecology: Support subject to Condition(s):**

The site comprises improved grassland with significant groups of trees present and there are no priority habitats present on the site.

Trees: The development results in the loss of 5 mature Ash Trees which are unsuitable for retention due to the presence of fungus - in addition 22 Trees and Groups of Trees to be lost. A Mature Oak is proposed for retention within the scheme.

Note 78no. Extra Heavy Standard Trees are indicated to be planted in addition to 17no. 4 metre tall pines).

Bats: Several Trees on site which will be lost have potential bat roost features  
- no evidence of the roost was noted within the 2020 Inspection.

Newts: No further Surveys/Adaptions to working methods are required.

Nesting Wild Birds: Nest boxes should be provided and works should avoid vegetation removal in the bird nesting season.

Condition(s) recommended include:

- Reasonable Avoidance Measures Method Statement;
- Erection of Artificial Nesting/Roosting Boxes;
- Lighting Plan.

5.5 Arboriculture: **Support subject to Condition(s)** in respect of:

- Landscaping Scheme;
- Tree Protection;
- No changes to soil levels in Root Protection Area or Retained Trees.

5.6 Pollution Control: **Comment**:

Noise: A review of Noise Impact Assessment, dated 26th June 2020 has been undertaken which advises the following Condition(s):

- A Noise Impact Assessment be required to be provided to demonstrate that the plant noise limit level specified is not exceeded at any dwelling;
- Specification and detail to be provide for the earth bunds and acoustic fencing for north and east of development site to be agreed;
- Further assessment to noise sensitive locations to the northwest of the site.

Light: Advise a Condition requiring information and detail regarding the lighting at the site.

5.7 Shropshire Fire Service: **Comment**: Consideration given to the information contained within Shropshire Fire and Rescue Service's Guide.

5.8 West Mercia Police: **No Comment**

## 6.0 SUMMARY OF PUBLIC RESPONSE

6.1 10 Comments and Objections have been received making the following observations:

- Highway Issues (specifically the impact upon Horton Lane (traffic, speed, safety));
- Hours of operation (in respect of noise and light);

- Impact of height of proposed development.

6.2 Full copies of consultation responses are available on the Council's planning online website:

<https://secure.telford.gov.uk/planning/pa-applicationssummary.aspx?ApplicationNumber=TWC/2020/0680>

## **7.0 PLANNING CONSIDERATIONS**

7.1 Having regard to the Development Plan Policy and other Material Considerations including comments received during the consultation process, the planning application raises the following main issues:

- Principle of Development
- Scale
- Highway Implications
- Light and Noise Pollution
- Drainage
- Ecology and Trees
- Planning Obligations

### **7.2 Principle of Development**

7.3 In accordance with national planning policy guidance, applications that accord with an up to date development should be supported without delay unless material planning considerations indicate otherwise.

7.4 An application for Outline Planning Permission allows for a decision on the general principles of how a site can be developed. Outline Planning Permission is granted subject to Condition(s) requiring the subsequent approval of one or more 'Reserved Matters.' As part of an Outline Application the applicant can request consideration for one or more of the Reserved Matters and in this instance, the Outline Application includes the consideration of the access. Access is the accessibility to and within the site, for vehicles, cycles and pedestrians in terms of the positioning and treatment of access and circulation routes and how these fit into the surrounding access network. The remaining 'Reserved Matters' of appearance, landscaping, layout and scale are therefore not considerations on this application.

7.5 The application site sits in the built up area of Telford and is located within Hortonwood, one of the Borough's Strategic Employment Areas. These areas which are shown on the Policies Map are expected to deliver B Use Classes along with sui generis uses associated with B Use Class Activity. Policy EC1 of the Local Plan indicates that in order to meet the need for employment land over the lifetime of the plan, a number of sites are allocated for employment uses. The application site is allocated as E2 (TWLP - Appendix B Table 20) with preferred Uses of B1b, B1c, B2 and B8.

- 7.6 Whilst each application should be considered on its own merits, the principal of employment development has also been established in previous consents for this site including an extant consent un the Commission for New Towns Act (June, 1995) which allows an Assembly/Manufacturing/Warehouse facility and attached offices on this same site. More recently, full planning consent was granted on this site for the erection of 7no. Industrial Buildings with a mixture of B1, B2 and B8 uses totalling 11,600 sq. metres. This consent also remains extant and subject to the discharge of conditions could still be implemented up to the 14 March 2021.
- 7.7 As such, given the location of the site within a Strategic Employment Area, its allocation as an employment site with B2 and B8 Uses and acknowledging previous existing consents on this site, the principal of this development is acceptable and accords with the relevant polices contained within the Local Plan.
- 7.8 Scale**
- 7.9 Officers note concerns raised in respect of the height of the proposed development. The applicant has indicated on the proposed plans that the maximum ridge height of a building could be up to 14.5 metres without adversely impacting the amenities of neighbouring dwellings. The site section plans 1788B-03 indicate that with the distances achieved, the existing and proposed bunding along the north and eastern boundaries of the site along with existing and additional tree planting where required, the visual impact of any proposed building of this height would be greatly reduced. The distance to the nearest dwellings are approx. 107m to Ash Prune to the east and 70m to Thornberry House to the North West of the site.
- 7.10 As noted earlier in this report, the scale of development forms a Reserved Matter and as such, the proposed plans are indicative to demonstrate that a building of this height could be achieved. Any application for Reserved Matters would need to fully consider the impact of the scale of the development and in particular its height. However, Officers are largely satisfied that based upon the information provided that a building up to this height is unlikely to have a significant adverse impact upon the outlook of neighbouring occupiers due to the level of landscaping that could be achieved, the height of bunding and the distance from the nearest dwellings. It is however recommended that Condition(s) are attached to ensure that any Reserved Matters application is submitted with a full landscaping scheme and a visual assessment to demonstrate the impact upon the nearest residents along Horton Lane. Officers also consider that in order to provide an acceptable form of development within the street scene and to preserve neighbouring amenity, it may be preferable to step the height of any building rather than have a building of a single height, as is the case with the immediate neighbouring unit. Furthermore, a Condition will be attached to limit the maximum height of a building to 14.5 metres and to limit the footprint of the building to that proposed. This helps define the consent and avoids submissions for taller buildings.

- 7.11 By way of recent comparisons, the applications as part of the MOD Defence Gateway development located to the north east of the application site off Hortonwood 50 allowed at outline development on one phase up to 62,710 sq. metres and up to 20-35 metres high. This was however scaled down significantly at a Reserved Matters stage to a ridge height of 18.15 metres for the building nearest to residential units along the Hoo. Another nearby example for comparison is The Furniture Link building located immediately to the east of Horton Lane (permitted 2013) which has a ridge height of 15.5 metres. A maximum ridge height of 14.5 metres would therefore not be inconsistent with other warehouse development within Hortonwood.

### **Highway Implications**

- 7.12 It is acknowledged that one of the more significant concerns raised by local residents and the Parish Council is the impact the development would have upon the existing highway network and in particular the use of Horton Lane as a 'rat-run' by staff which is an existing issue.
- 7.13 The application is supported by a Transport Assessment which has been considered, along with the application plans, by the Council's Highway Engineer. No objection has been raised in respect of the impact of vehicular movements upon the existing highway network and it is noted that the vehicular movements from this site are likely to be reduced when compared to the previously approved scheme on this site. It is not considered that the impact of this development alone would justify works to Horton Lane. The issues along Horton Lane are noted and are already known by the Local Highways Authority, however it is suggested that these need to be addressed outside the planning process via liaison with Telford and Wrekin Council's Network Management Team.
- 7.14 It is noted that the current application requires a contribution of £83,412.78 towards the Strategic Highways Network and a further £68,174.07 towards pedestrian/cycle route improvements between the development and Hortonwood 30. Similar contributions were also requested on the previously approved application and will be used to provide upgrades to the existing strategic network.
- 7.15 Through improvements, the accessibility of the site can be enhanced to be well served by cycle and pedestrian footways, which alongside the requested Travel Plan will encourage sustainable travel by staff from/to nearby residential areas.
- 7.16 The development would utilise the existing access that also serves Colfresco. This will need to be improved and as requested by the Highways Officer, a Condition will be attached requiring full details of the scheme for access improvement prior to development.
- 7.17 Based upon the above it is considered that the proposed development complies with Policies C4 and C5 of the Local Plan.



## **7.18 Noise and Light Pollution**

- 7.19 The application has been submitted with a Noise Impact Assessment which has been considered by the Council's Senior Environmental Protection Officer. Noise from the proposed development is largely dependent upon the end user and as such, conditions are recommended to ensure full details are submitted in respect of mechanical plant and details for proposed mitigation including proposed bunding and landscaping along the boundaries of the site.
- 7.20 Concerns have also been raised in respect of the potential operating times of a proposed unit. It is considered that these matters can be considered better at Reserved Matters stage when the nature of the development is known in more detail. Conditions attached to this outline consent will seek to ensure the protection of residential amenity in the vicinity of the site, however any condition restricted operating hours will be, if necessary, attached to a reserved matters consent.
- 7.21 The applicant has not yet considered lighting on the site. This is important in respect of both the impact of nearby residential occupiers and due to the potential impact upon ecology. It is considered that due to the potential impact of lighting on neighbouring occupiers, details of the lighting on the site needs to be submitted with a Reserved Matters application.

## **7.22 Drainage**

- 7.23 The application has been submitted with a Flood Risk Assessment which has been considered by the Council's Drainage Officer. An original submission indicated a pumped drainage system however, after concerns were raised by the Officer a revised proposal has been put forward omitting this feature.
- 7.24 The site lies in Flood Zone 1 which is the lowest risk for flooding, although Flood Zones 2 and 3 areas lie within 250m of the site. The site is at a risk of pluvial/groundwater flooding, however these can be addressed in detailed design. The site has not been subject to past flooding. The FRA demonstrates that the development of this site would not increase significantly surface water discharge to the public sewer network or adversely affect nearby properties by overland flow of surface water run-off during very severe rainstorm events, by preventing flooding of the site.

The Drainage Officer has raised no objections based upon this submission subject to the submission of detailed designs for foul and surface water with restricted flow rates. As such, it is considered that the development can comply with the relevant drainage Policies ER11 and ER12 contained within the Local Plan.

## **7.25 Ecology and Trees**

- 7.26 The application is submitted with an up-to-date Ecology Survey carried out by Salopian Consultancy Limited. A desk study of historic ecological records and a Phase 1 habitat survey were performed to assess the sites potential to

support protected species. This study was extended to include a Preliminary Roost Assessment (PRA) of those trees on site performed by a licensed Ecologist. The findings of the study have supplemented by the previous studies undertaken by Churton Ecology in (2016), which included a Habitat Suitability Index (HSI) of ponds within 500m and Phase 2 presence/absence surveys for Great Crested Newts and roosting Bats. The Council's Ecologist has considered the report and is satisfied that there would not be any adverse harm upon wildlife and has requested conditions for the submission of a Reasonable Avoidance Measures Method Statement for bats, the erection of artificial nesting/roosting boxes and a lighting plan.

- 7.27 Further to the above, the Council's Tree Officer has considered the applicant's submitted arboriculture report with mitigation measures and raises no objections subject to conditions relating to landscaping and the protection of all trees that are to be retained throughout the development of the site. The Tree Officer has noted that the proposed tree planting indicatively indicated is in groups of similar species. It is recommended that the landscaping scheme to be submitted through reserved matters mixes the tree species across the site to avoid the transference of pathogens and improve resilience.
- 7.28 As a result, the proposed development complies with Policies NE1 and NE2 of the Local Plan.

### **7.29 Planning Obligations**

- 7.30 The proposed development meets the requirement to provide contributions as directed through the Local Plan. The proposed contributions to be sought via a s.106 Agreement are therefore as follows:

7.31 Highways:

- £83,412.78 Strategic Highway Contribution
- £68,174.07 Pedestrian/Cycle Route Improvement (between the development and Hortonwood 30)
- £5,000 towards Travel Plan Monitoring/Support

- 7.32 In determining the required Planning Obligations on this specific application the following three tests as set out in the CIL Regulations (2010), in particular Regulation 122, have been applied to ensure that the application is treated on its own merits:

- a) necessary to make the development acceptable in planning terms;
- b) directly related to the development;
- c) fairly and reasonably related in scale and kind to the development.

## 8.0 CONCLUSION

- 8.1 The application is for Outline Planning Permission only and the consideration of the highways access. Whilst the applicant has provided details in relation to landscaping and drainage, along with indicative plans for a proposed layout, the scale of a building and external appearance, these are simply to demonstrate at this stage that such a proposal can be achieved without adverse impact.
- 8.2 The site itself is an allocated employment site, and the type of development meets the preferred Uses of B2 and B8 listed in the Local Plan. There are also historic permissions on this site which remain extant, confirming that the principal of employment development is acceptable.
- 8.3 The indicative plans demonstrate that at a worst case scenario of a solely B2 industrial unit, adequate onsite parking can be achieved for both staff and HGV's in accordance with the guidance contained within the Local Plan.
- 8.4 All other matters such as trees, ecology, drainage and pollution control can be dealt with through the submission of details to be submitted with a Reserved Matters application or through the submission of details relating to requested conditions.
- 8.5 Officers are therefore satisfied that the Principal of a B2/B8 Employment Use is acceptable and that proposed access is satisfactory in accordance with the relevant polices contained within the Telford and Wrekin Local Plan and National Planning Policy Guidance.

## 9.0 RECOMMENDATION

- 9.1 Based on the conclusions above, the recommendation to the Planning Committee on this application is that **DELEGATED AUTHORITY** be granted to the Development Management Service Delivery Manager to **GRANT OUTLINE PERMISSION** subject to the following:

A. The following contributions to be agreed through a S.106 agreement:

- £83,412.78 Strategic Highway Contribution
- £68,174.07 Pedestrian/Cycle Route Improvement (between the development and Hortonwood 30)
- £5,000 towards Travel Plan Monitoring/Support

B. The following Condition(s):

Time Limit – Outline

Time Limit – Submission of Reserved Matters

Details to be submitted with Reserved Matters (incl. hours of operation for staff and HGV movements and details of external lighting)

Highway Conditions (incl. highways details, lighting and Construction

Management)

Maximum Ridge Height and footprint - 14.5 metres and 14.930 sq. metres

Landscaping Conditions

Drainage Conditions

Ecology Conditions

Tree Protection

Pollution Control – Noise Survey and Mitigation

Development in Accordance with Plans