



# **Telford and Wrekin Local Plan 2011 - 2031**

Examination Hearing Sessions  
Matter 8 - Site Allocations

28 October 2016

# Issue and Revision Record

Revision	Date	Originator	Checker	Approver	Description
A	28/10/2016	Luke Coffey	Richard Cusworth	Paul Ellingham	

**Information class: Standard**

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# 1 Introduction

- 1.1 The Hearing Statement has been prepared by Mott MacDonald in respect of the Donnington and Muxton Sustainable Urban Extension (SUE) (Site H1) and forms part of the Examination of the Telford and Wrekin Local Plan 2011 – 2031.
- 1.2 Mott MacDonald are acting on behalf of the following consortia of landowners:
  - Mr D J Gwynne
  - Telford & Wrekin Council (Estates and Investments)
  - Mr P Ward
- 1.3 The Statement relates to Matter 8 of the Inspector's *'Matters, Issues and Questions Paper'* and specifically the Donnington and Muxton SUE (H1), as allocated through Policy HO 2 of the Submission Version of the Local Plan 2011 – 2031.

## 2 Matter 8 – Site Allocations

### **Matter 8.1 Are the allocated sites appropriate and deliverable, having regard to the provision of the necessary infrastructure and facilities, taking account of environmental constraints?**

#### *Appropriateness and Deliverability*

- 2.1 The answer to Matter 8.1 in respect of H1 is yes.
- 2.2 H1 is identified in the Local Plan as the Donnington and Muxton SUE and it relates to three parcels of land north and south of the A518 (New Trench Road) in Muxton.
- 2.3 Land outside of the current settlement boundary is allocated for a range of uses to accommodate and meet the aims and objectives over the duration of the Plan Period (2011 to 2031). H1 comprises a large area immediately adjacent to the north eastern edge of Telford's urban area. It is the most appropriate location of all the potential candidate sites considered for the Donnington and Muxton SUE and represents a natural extension to the development boundary.
- 2.4 H1 is an accessible site on the fringe of the urban area. It is well located to the strategic highway network situated either side of the A518, which provides onward access to local roads as well as the primary distributor network. It links the allocation site to Donnington centre connecting to the A442, which provides links to Telford Town Centre and the M54 motorway.
- 2.5 Finance for the supporting highways access infrastructure to deliver the SUE at H1 has been secured by Telford & Wrekin Council from the Marches LEP. It will be delivered through the Telford Growth Package which is funded through the Central Government Local Growth Deal. The funding availability and spending time restrictions will ensure that the required highway infrastructure to deliver access to H1 off the A518 will be available and delivered by the end of 2017 (subject to obtaining planning consent).
- 2.6 H1 is in a sustainable location and well related to the existing urban area of Telford. The land for the allocation is within a reasonable walking distance to shops, open space, pubs / hotels, and places of worship. H1 is also near bus stops which provide onward public transport connections to the rest of the Borough (see **Appendix A**). Deficiencies in existing services provision would be addressed through Policy HO 2 which requires SUEs to deliver a range of uses, including housing, open space, employment, local services and facilities, and other supporting infrastructure necessary to ensure the delivery of sustainable places in line with Policy SP 4.



- 2.7 H1 is well positioned to support the arc of existing and proposed employment to the north and east of Telford, particularly the North Telford (Donnington, Hadley Park & Hortonwood) Strategic Employment Area, a well-connected industrial area with serviced land available and near the rail freight terminal. This area includes MOD Donnington which has been confirmed as the location of the new national Defence Fulfilment Centre and Hortonwood Employment Park. H1 is the most appropriate site to support the key employment area due to its proximity, relationship to the urban area and beneficial access arrangements in comparison to other sites considered.
- 2.8 In its current form most of the site appears to be Grade 2 agricultural land and is therefore be defined through the National Planning Policy Framework (NPPF) as 'best and most versatile agricultural land'. This also applies to the other sites considered on the north eastern edge of Telford's urban area. Paragraph 112 of the NPPF confirms that where development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality.
- 2.9 An analysis of the agricultural land classification surrounding the edge of the north eastern edge of Telford's urban area has been undertaken. It demonstrates that it is an unavoidable consequence that some best and most versatile agricultural land will be lost to meet development needs. The benefits of bringing forward H1 over other sites (see Paragraph 2.25) are considered to outweigh significantly any adverse impacts resulting from the loss of agricultural land.
- 2.10 H1 is located outside of the defined Lilleshall Strategic Landscape. Policy NE 7 seeks to protect the Borough's strategic landscapes from development that would cause a detrimental change to the quality of the landscape. H1 would not encroach on the strategic landscape and is the furthest considered site on the north eastern fringe of Telford from such a designation. H1 represents a natural extension to the development boundary and through an extensive scheme for green infrastructure, development of the allocation will respect and integrate into the surrounding landscape, through protection of mature trees on site boundaries, retention and strengthening of existing hedgerows, provision of area of open space and extensive planting through the site and strategic landscape buffers.
- 2.11 Outline planning applications for the two of the three parcels forming the SUE (i.e. north and south of the A518) have been submitted to Telford & Wrekin Council as Local Planning Authority. The application details and site locations plans for each land parcel are presented at **Appendix B**.
- 2.12 The Local Plan confirms that the Donnington and Muxton SUE could deliver approximately 750 homes.
- 2.13 The planning applications demonstrate that up to 650 dwellings can be accommodated on two of the land parcels forming the H1 allocation, which amounts to 32.78 hectares of the overall allocation.
- 2.14 The third parcel of land is under the ownership of a different landowner (Davidsons Developments) and advanced discussions have been had with the party regarding the overall masterplanning of the SUE, connectivity between different parts of the site and the

mixture of uses to be provided by each land parcel. An application for this land parcel is anticipated to by the end of 2016 / beginning of 2017 and will deliver the remainder of the allocation in accordance with Policy HO 2 and Policy SP 4.

- 2.15 Subject to approval of the planning applications, the delivery of the supporting highways infrastructure will enable the delivery of H1 within the next five years. Paragraph 47 of the NPPF seeks to boost significantly the supply of housing. The Donnington and Muxton SUE will therefore support the housing trajectory for the Borough by delivering completions in the early phase of the plan period, and will assist with maintaining a positive five-year land supply over a number of years.
- 2.16 The submitted planning applications demonstrate that the allocation can provide and deliver a mix of market and affordable housing in accordance with Policies HO 5 and HO 6. It can also deliver a range of dwelling types and specialist housing consistent with Policies HO 4 and HO 7. The applications are proposing an affordable housing contribution of 25% which will assist with meeting the identified need this type of housing.
- 2.17 A SUE should be of a sufficient scale and critical mass to deliver comprehensive social, economic, and environmental infrastructure, being well connected to existing development and promoting sustainable travel patterns. The planning applications demonstrate the delivery of a mixture of uses which support the principles of a SUE.
- 2.18 The Development Framework Plan (see **Appendix C**) submitted with the planning applications demonstrates the delivery of open space provision, a new primary school and playing fields, extracare facility, medical centre, and retail convenience store. An analysis of surrounding land uses to H1 has been undertaken and informed the mixtures of uses to be delivered which directly addresses current deficiencies in local service provision in Donnington and Muxton. The mixture of uses to be provided will deliver a number of benefits and promote a noticeable shift in transport patterns in accordance with the principles of SUEs.
- 2.19 This is further enhanced through the provision of subsidised secondary school transport and in extending local bus services into the development to improve connectivity to Telford Town Centre and other employment destinations such as Oakengates, Newport and Stafford Park. This has been established through advanced discussions with Arriva (the local bus operator) who have confirmed they would be able to serve the new development through a simple 'loop' routing into both development sites.
- 2.20 Additional evidence relating to how the SUE will deliver a range of facilities and how it will promote a noticeable shift in transport patterns is demonstrated through the Connections and Movement Report (October 2016) presented at **Appendix D**. Whilst relating specifically to the submitted applications, it highlights the sustainable location of all the land parcels forming H1 and how a scheme could come forward in accordance with the terms of Policies HO 2 and SP 4.
- 2.21 Through a considered design and landscaping scheme of the external realm, the allocation provides an opportunity to improve pedestrian and established cycle linkages across the site and in the wider area through the creation of several formal and informal open space

arrangements. The following measures could be provided through the detailed design stage of the development:

- Suitable provision for cyclists and pedestrians as part of the highway design, this could be in the form of a segregated pedestrian and cycle path.
- Provision of a direct link to National Cycle Route NC55.
- The formalising and improvement of the existing Public Right of Way over the A518 to an appropriate standard to provide an attractive route providing a link to both land north and south of the A518.

2.22 Technical information has been also been prepared as part of the submitted planning applications in respect of noise, air quality, heritage, ground conditions highways, ecology and flood risk/drainage. The information has demonstrated that any site constraints can be overcome through a range of design-based measures, reaffirming that there are no technical issues that impact the appropriateness and deliverability of the Donnington and Muxton SUE through allocation H1 and Policy HO 2.

#### Contribution to the Achievement of Sustainable Development

2.23 The allocation of H1 as a SUE will perform a positive function (having regard to the NPPF) to each dimension of sustainable development:

- **Economic:**
  - The delivery of much needed housing including affordable housing, boosting significantly the overall supply.
  - The development will deliver employment generating uses including dedicated space for an extra care home, a school, retail and health services.
  - The new resident population will contribute towards supporting the future viability of local services in the area and generate additional council tax revenues.
  - The SUE will provide support to the North Telford Strategic Employment Area.
- **Social:**
  - Provision of a mix of dwelling types and sized to accommodate the needs of a growing population, including a proportion of affordable housing.
  - The delivery of a new Primary School, Medical Centre, Local Equipped Area of Play, convenience store as well as space dedicated for an Extra Care Facility to serve residents of the site and wider area.

- A portion of the receipts of the land sales being reinvested into local services due to a portion of the H1 allocation being in public ownership.
- Provision of a bus service through H1 improving local connections to surrounding amenities and areas, whilst encouraging sustainable transport modes.
- **Environmental:**
  - A natural extension to the development boundary to accommodate the required housing growth in close proximity to a number of key services that can be accessed via sustainable transport modes.
  - The encouragement of sustainable travel patterns through investment in an enhanced pedestrian and cycle network, providing access to bus stops, key services, and employment sites.
  - Several areas of public open space amount to approximately 6 hectares including the provision of a new playing pitch.
  - A commitment to a scheme of estate design to integrate the SUE with existing settlement and sympathetic to the surrounding landscape including measures to ensure the development does not harm the Lilleshall Strategic Landscape.
  - The delivery of SUDs and biodiversity enhancements.

## **Matter 8.2      Is the overall site selection methodology robust and transparent?**

- 2.24 Telford & Wrekin Council has undertaken a robust and transparent site selection process in identifying sites to meet the needs of the Local Plan and this process is explained in the Technical Paper – Housing Delivery.
- 2.25 H1 is identified as a housing site allocation within the Local Plan having been through a site selection process which culminated in the strategic fit stage. The purpose of the stage is to select sites that best fit with the aims, objectives, and spatial strategy of the Local Plan.
- 2.26 The site selection process has demonstrated that H1 represents a logical expansion of the urban area in this location in line with the aims, objectives, and spatial strategy of the Local Plan, and when assessed against other urban fringe sites on the north eastern fringe of Telford, for the following reasons:
- Focuses growth on the urban area of Telford representing a logical and natural extension to the development boundary taking into consideration site constraints, particularly in terms of integration into the surrounding landscape.
  - The site is well related to the urban area and development would sustain and enhance local service provision.

- It is well connected and will harness connections through improved highways infrastructure, and the promotion of sustainable travel patterns through improved pedestrian connections and local public transport services.
- It would promote a SUE that would support the adjacent strategic employment area to the north and east of Telford, particularly the delivery of jobs around MOD Donnington and Hortonwood Employment Park.
- It responds to the availability of public land and maximises the opportunity for infrastructure investment as demonstrated through committed LEP funding for supporting highways infrastructure.
- The ability to accommodate substantial residential development.

2.27 H1 has been assessed through the integrated sustainability appraisal and has performed well against the corresponding objectives relative to other sites considered the corresponding urban fringe location. The proposals for H1 have advanced and addressed (where possible) the major negative scores that were obtained for a given parcel of land with the allocation.

2.28 It has been observed that the major negative scores in relation to Objectives 10, 13 and 22 do not relate to each land parcel forming the allocation and comment that these have since been addressed through the applications as follows:

- Objective 10 relates to a reasonable walking distance to either a primary and secondary school, and barriers to movement. Objective 13 relates to the proximity to a strategic footpath and strategic cycling route. Development of H1 would provide a primary school, subsidised secondary school transport, an improve pedestrian and cycle connections.
- Objective 22 relates to highway capacity issues. Technical work undertaken in connection with the planning applications has demonstrated that the impact on the surrounding highway network is acceptable in transport terms consistent with relevant local planning policies and the NPPF.

2.29 It is considered that allocation H1 is fully justified through the site selection process.

**Matter 8.3      Are relevant development requirements for the site allocations, in particular the Sustainable Urban Extensions proposed at Donnington & Muxton (H1) and Priorslee (H2), clearly set out and sufficiently justified?**

2.30 With reference to the Planning Practice Guidance (PPG) and Paragraph 011 (Reference ID: 12-011-20140306), it states that where sites are proposed for allocation sufficient detail should be given to provide clarity to developers, local communities, and other interests about the nature and scale of development.

2.31 In relation to Policy HO 2 there is a limited set of criteria which reinforces the principles underpinning SUEs. To ensure that the individual site suitability aligns with the principles of sustainable development, consideration could be given to expanding Policy HO 2 or Appendix D to the Plan, which could include a more comprehensive and clear set of criteria, such as landscape character, connectivity, drainage, and ecology, amongst other things. The Council has indicated it will table such a statement at the EiP.

- 2.32 We respectfully request the opportunity to discuss modifications to Policy HO 2 or Appendix D to the Plan as part of the hearing process to ensure that our Clients have clarity on the criteria and requirements for delivery of the Donnington and Muxton Sustainable Urban Extension.

### 3 Soundness of H1 and Policy HO 2

3.1 Turning to the tests of Paragraph 182 of the NPPF it is considered that the Local Plan is 'sound' in respect of Policy HO 2 and H1, for the following reasons:

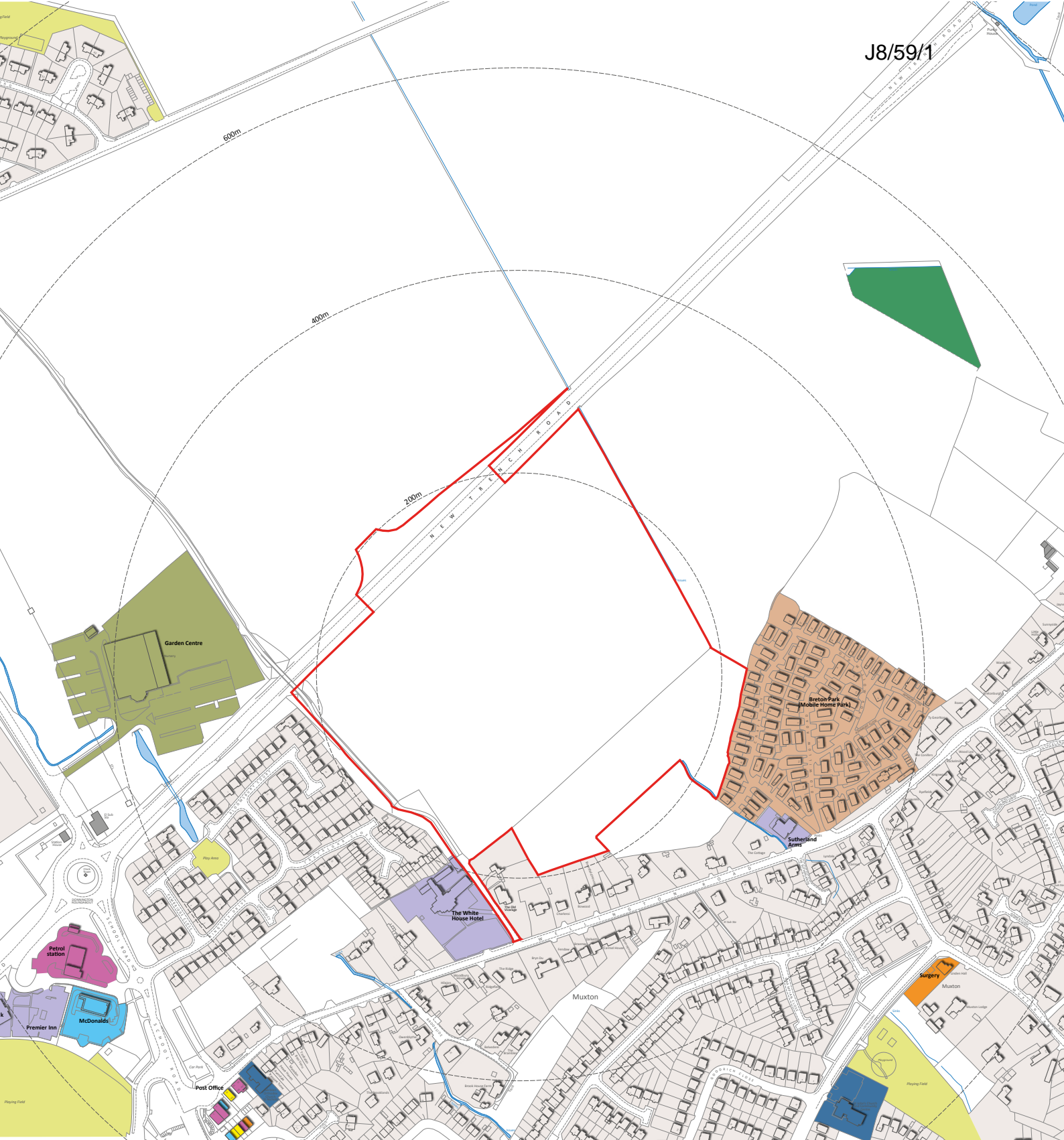
- **Positively Prepared** – It has been positively prepared and justified as it directly addresses the Telford & Wrekin Council objectively assessed development and infrastructure requirements.
- **Justified** – It has been justified through a robust evidence base as an appropriate location for a SUE representing a natural extension to the development boundary to meet development needs at a sustainable location.
- **Effective** – Policy HO 2 and H1 are effective as they will meet the development needs and are deliverable within the early stage of the Plan Period, as demonstrated through the submitted planning applications and secured LEP funding for the supporting infrastructure.
- **Consistent with National Policy** – The supporting work undertaken as part of the preparation of the Telford & Wrekin Local Plan, and technical work accompanying the submitted planning applications, confirms that H1 can be developed sustainably in line with Policy HO 2 and SP 4, and consistent with the NPPF.

# Appendices



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# A. Connections Plan

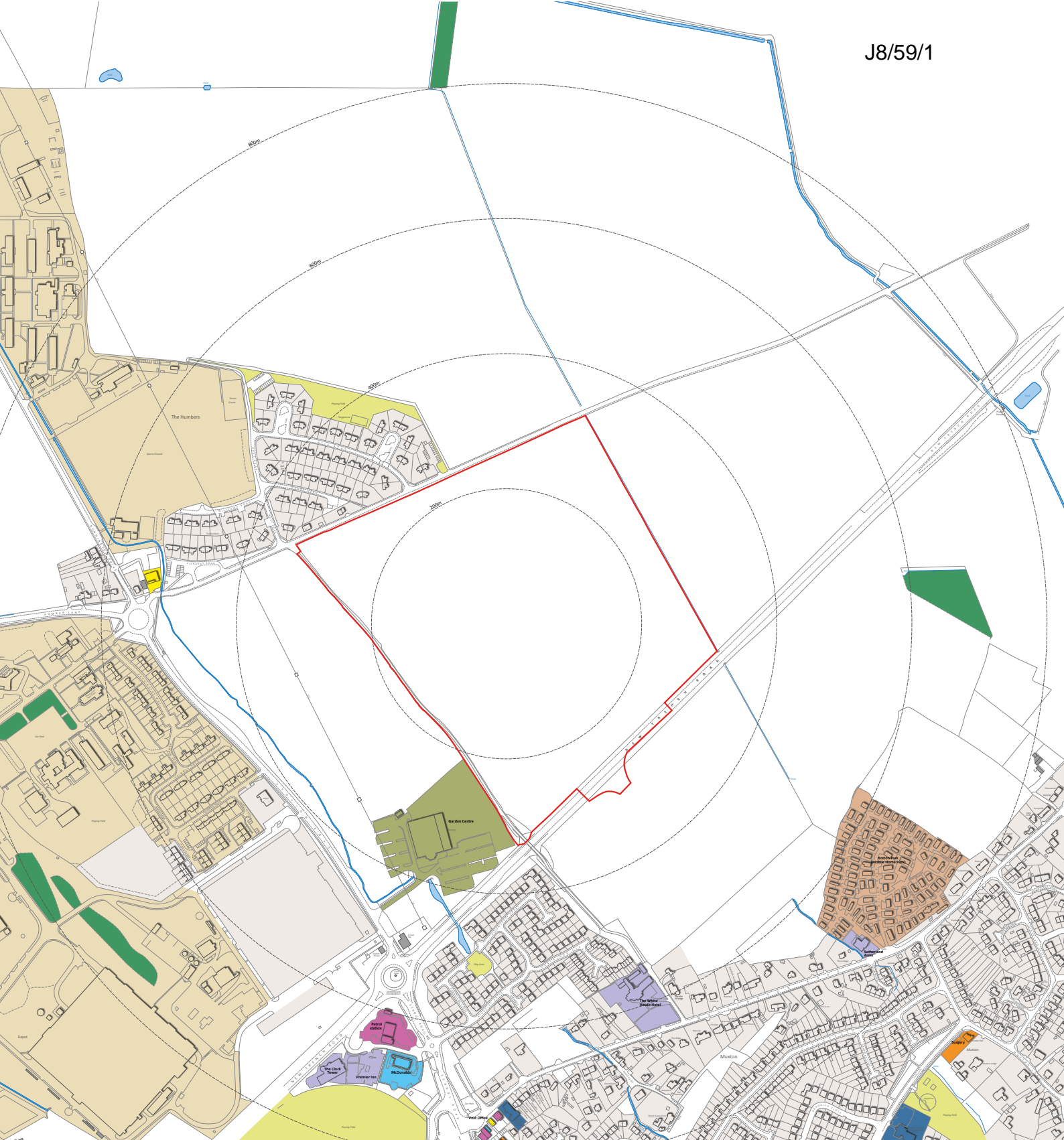


## LEGEND


	Site boundary		Mobile home park		Fast food outlet
	Residential		Place of worship		Service retail
	Public house/hotel		Healthcare/pharmacy		
	Garden centre		Woodland		
	Open space/play area		Convenience store		

0 200  
metres

LAND USE | 1:5000



## LEGEND

	Site boundary		Mobile home park		Fast food outlet
	Residential		Place of worship		Service retail
	Public house/hotel		Healthcare/pharmacy		MOD barracks
	Garden centre		Woodland		
	Open space/play area		Convenience store		

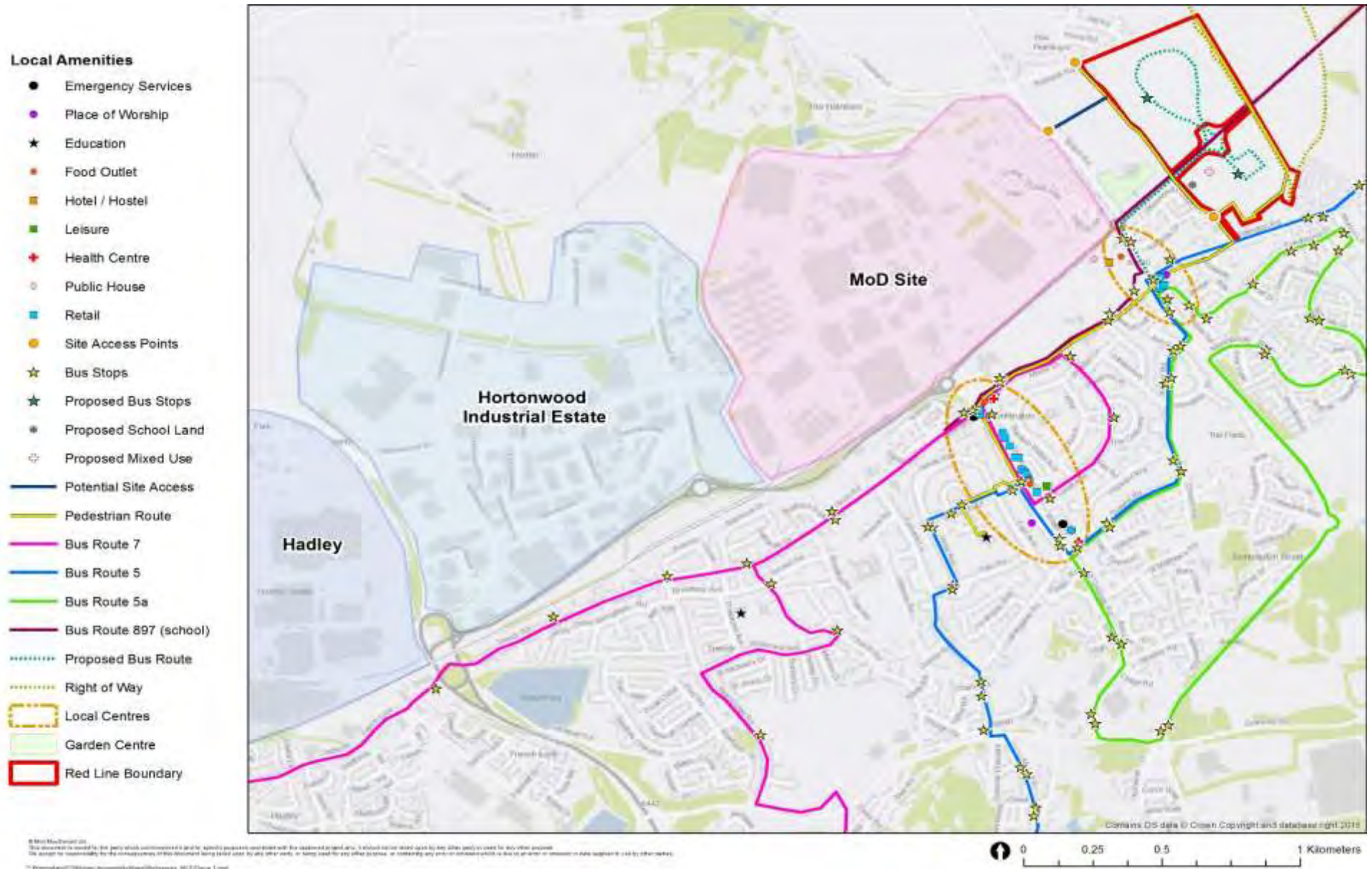
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metres

LAND USE | 1:7500

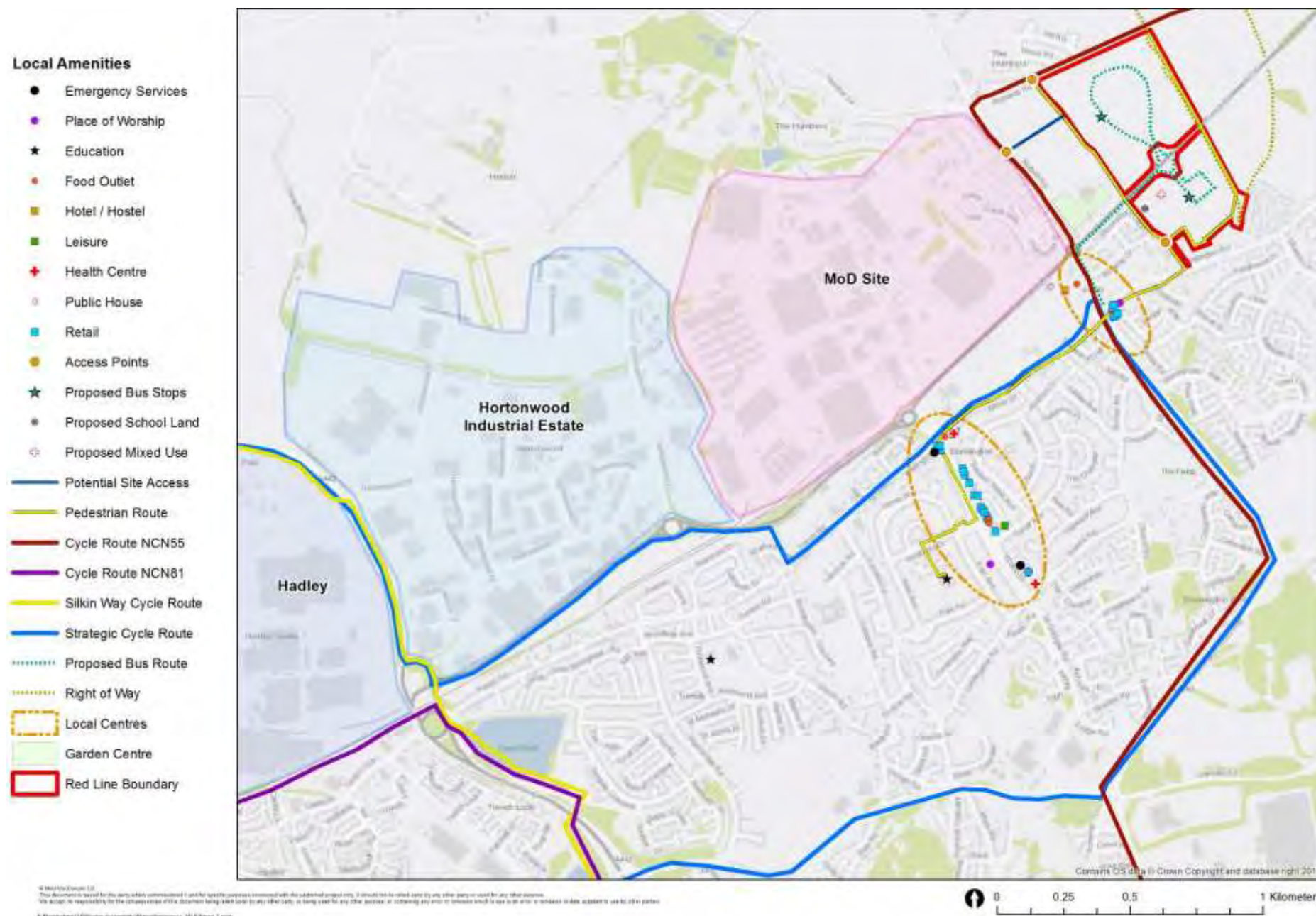




## Existing Bus Services and Stops



## Cycle Map

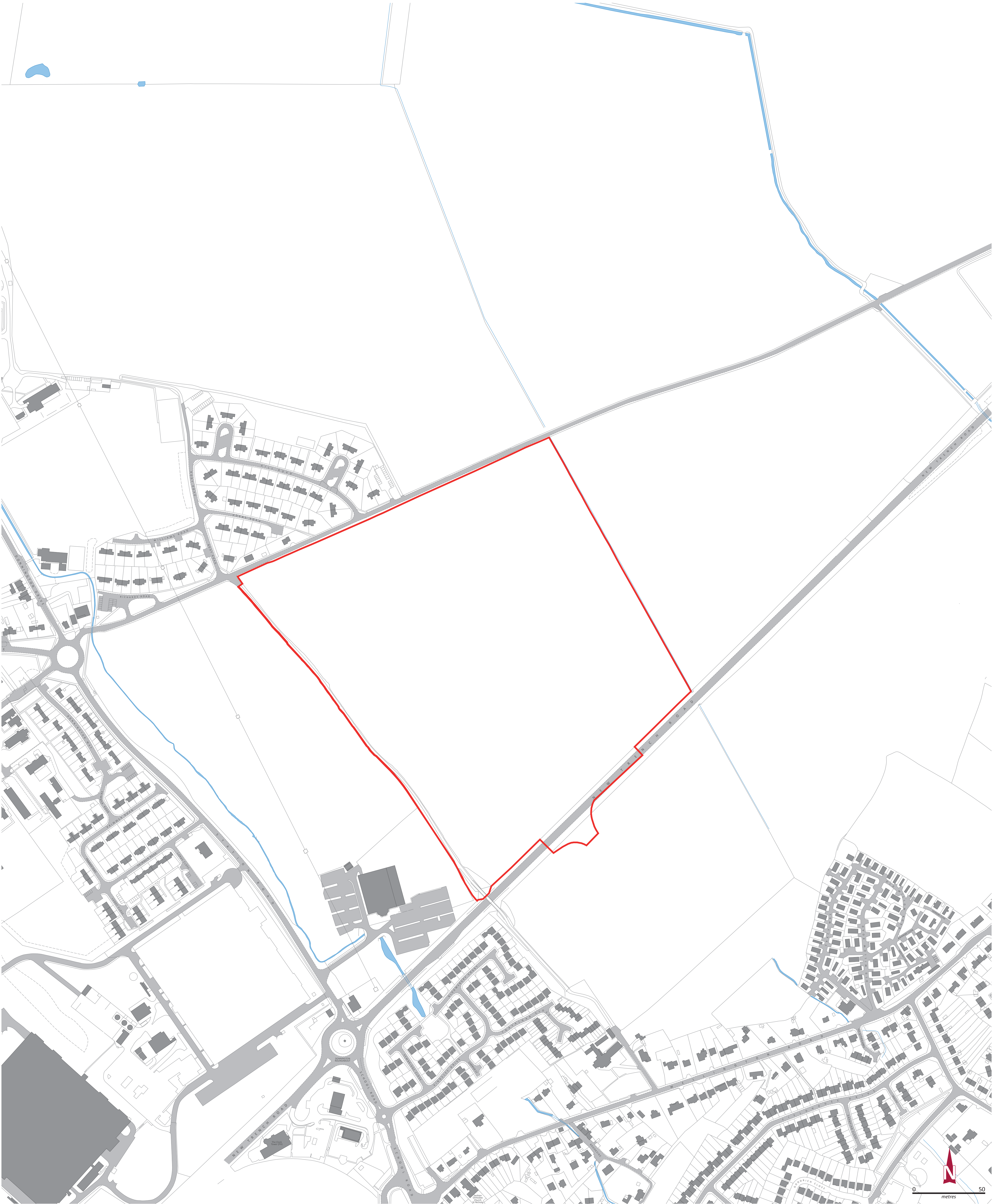


## **B. Development Descriptions and Site Location Plans**



Name	Application Reference	Development Description
<b>Land to the north of A518 (New Trench Road)</b>	TWC/2016/0096	Planning application seeking outline planning permission with all matters reserved for the construction of up to 430 dwellings (Use Class C3) together with children's play facilities and associated landscaping, infrastructure, and engineering works.
<b>Land to the south of the A518 (New Trench Road)</b>	TWC/2016/0097	Planning application seeking outline planning permission with all matters reserved for the construction of a mixed use development comprising up to 220 dwellings (Use Class C3), 1000 sq.m of convenience retail (Use Class A1), 1000 sq.m Medical Centre (Use Class D2), 80 bedroom extra care building (Use Class C2) and provision of a primary school (up to 420 place capacity) and related playing fields, together with children's play facilities and associated landscaping, infrastructure and engineering works.

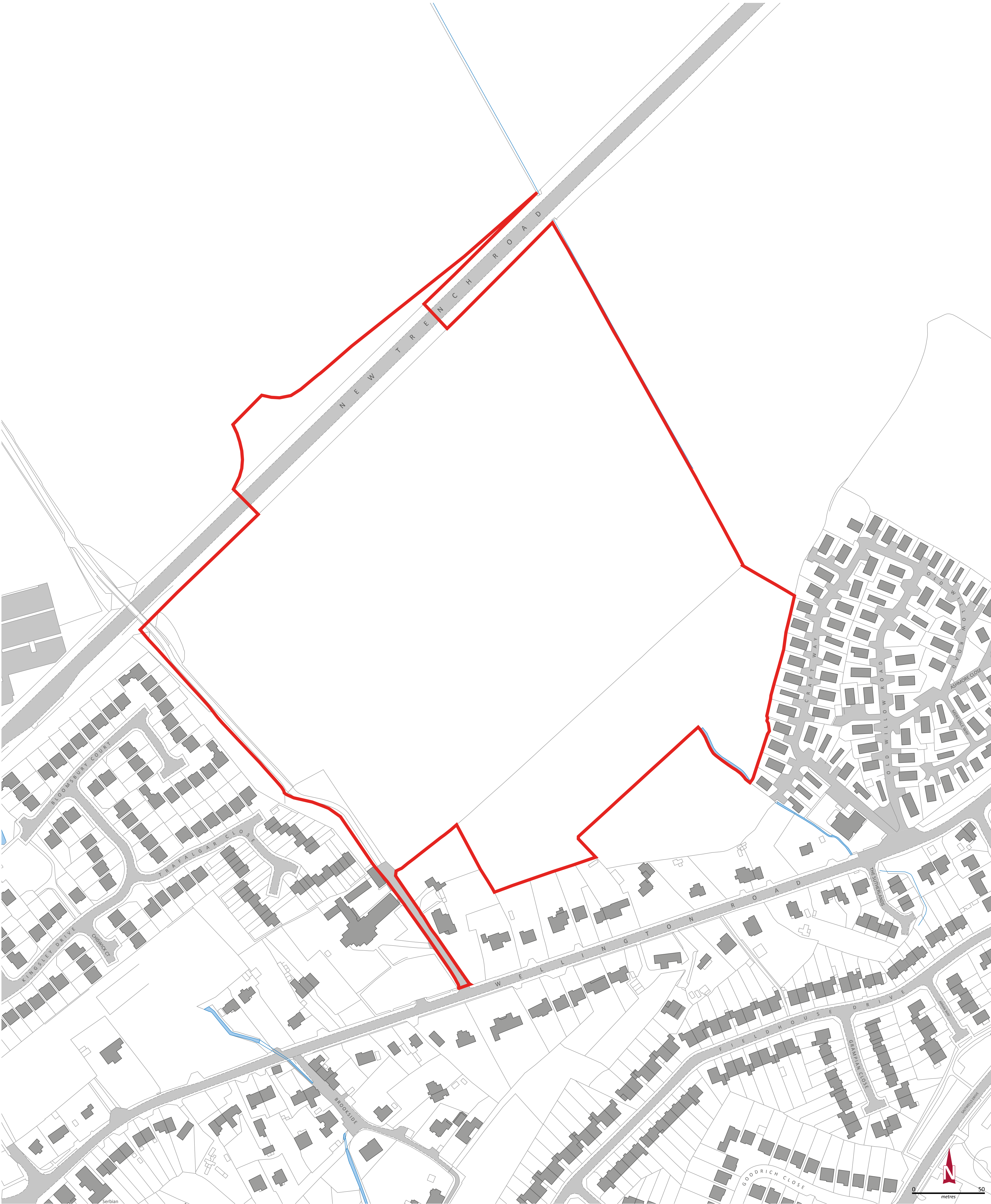




**LEGEND**  
Site boundary: 20.81ha

Revisions: -  
Site: Muxton  
Client: Telford and Wrekin Council  
Title: Site boundary (north)  
Scale: 1:2500 @ A1  
Drawing No: TEL0068 SB N  
Revision: -  
Date of Issue: February 2016  
Drawn by: KK  
Node Ref: TEL0068





**LEGEND**  
Site boundary: 11.97ha

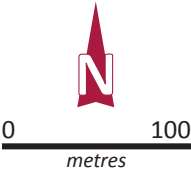
Revisions: A: Access point amendment  
Site: Muxton  
Client: Telford and Wrekin Council  
Title: Site boundary (south)  
Scale: 1:1250 @ A1  
Drawing No: TEL0068 SB S  
Revision: A  
Date of Issue: January 2016  
Drawn by: KK  
Node Ref: TEL0068

# C. Development Framework Plan



LEGEND

- Site boundary
- Proposed residential area
- Proposed mixed use block: retail/ medical centre/ extra-care (0.38ha)
- Public open space
- Potential land for school/ playing fields (1.77ha)
- Potential site for school
- Existing local amenities
- Proposed tree
- Existing hedgerow
- Primary access
- Secondary access
- Private drive
- Footpath link
- Existing public right of way
- Site access
- Emergency access
- Pedestrian access



Site: Muxton  
Client: Telford and Wrekin Council  
Title: Development Framework: Combined  
Scale: 1:4000 @ A3  
Drawing No: TEL0068J.006  
Revision: M  
Date of Issue: September 2016  
Drawn by: KK  
Node Ref: TEL0068J



## **D. Donnington and Muxton SUE Connections and Movement Report**

# Donnington and Muxton Sustainable Urban Extension

Connections and  
Movement Report  
October 2016







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# Donnington and Muxton Sustainable Urban Extension

Connections and Movement Report

October 2016

Client Ref:  
TWC/2016/0096  
TWC/2016/0097

Mott MacDonald Job Ref:  
346836DT11



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- 6.3 Proposed access to key retail/employment areas
- 6.4 Proposed access to key amenities

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Figure 0: Northern Site Location Plan



# 1 Purpose of the Report

## 1.1 Introduction

Mott MacDonald has been retained by a consortia of landowners to provide planning and technical services in respect of two submitted outline planning applications for a residential-led development on land to the north and south of the A518 (New Trench Road) in Muxton, Telford. The two land parcels form part of wider proposals for the Donnington and Muxton Sustainable Urban Extension, as identified in the emerging Local Plan.

The Connections and Movement Report has been prepared to provide further information and evidence regarding how the proposed development will deliver a range of facilities, and how it will also promote a noticeable shift in transport patterns that would support the principles of a Sustainable Urban Extension.

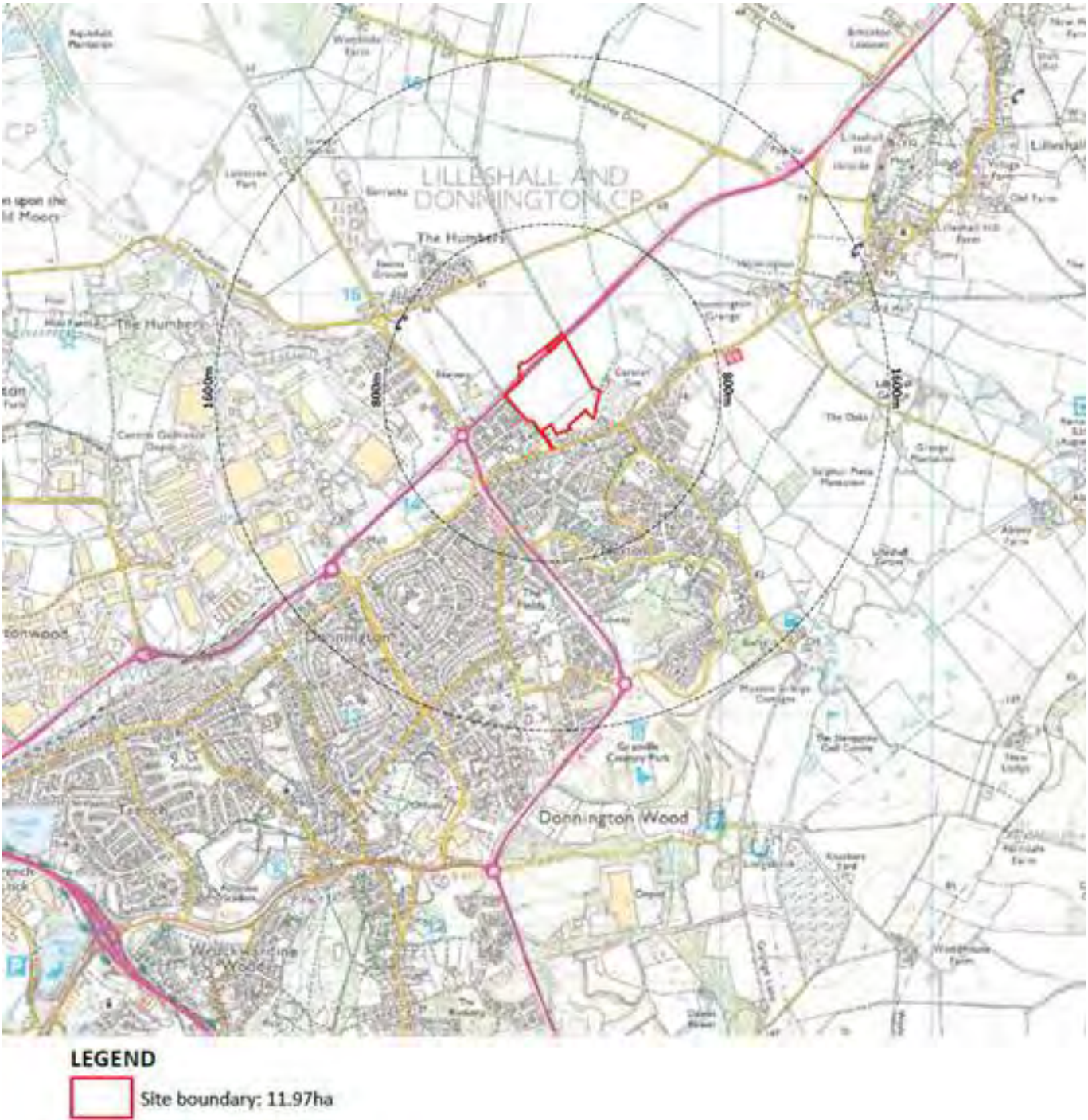
## 1.2 Structure of the report

The movement and connections report submitted in support of the proposed development as part of the Donnington and Muxton Sustainable Urban Extension is structured as follows:

- **Section 2** – Provides a description of the proposed development
- **Section 3** – Provides a description of the Application Site and the surrounding area
- **Section 4** – includes an overview of the relevant development plan policies and other material considerations
- **Section 5** – Provides details on the Existing Movement Patterns and Connections for the site
- **Section 6** – Provides details on the proposed movement patterns and connection for the site as a result of the proposed development
- **Section 7** – Provides an assessment of how the proposed development achieves sustainable development



Figure 1: Site Location Plan (South Site)



## 2 The Site

The Application Site ('the site' hereafter) for the proposed development is located wholly within the administrative boundary of Telford and Wrekin Council. The sites for both the land to the north and land to the south of the A518 are shown in edged red in figures 1 and 2 respectively.

### 2.1 Land South of the A518

The land parcel to south of the A518 is irregular in shape and currently undeveloped, predominantly comprising of open arable field which has previously been in agricultural use. The land is relatively flat and its boundaries are defined by a mixture of trees, hedgerows and fencing. The land is bound to the west by residential dwellings and to the north by the A518. Beyond the eastern boundary of the Site is further agricultural land and to the south is residential housing which includes Breton Caravan Park and the Grade II listed Vicarage (St Matthews) situated off Wellington Road.

The development site is situated south of the A518, which runs on an east-to-west axis, providing connections to local roads as well as the primary distributor network. It links the development site to Donnington Centre connecting to the A442, which provides links to Telford Town Centre and the M54 motorway. There are currently no formal vehicular access arrangements to the development sites from the A518. Current vehicular access to serve the Site is via Wellington Road.

Public Rights of Way (PROW) run along and adjacent the western and eastern boundaries. The PROW along the western boundary links to a closed footbridge crossing the A518 which has previously provided connections to both Wellington Road and Richards Road. The PROW along the eastern boundary does not have any crossing facility across the A518 and terminates at Breton Park. There are no Public Rights of Way which run across the development site and general pedestrian and cycle linkages from the Application Site to the wider Muxton settlement are limited from the Application Site.



Figure 2: Site Location Plan (North Site)



## 2 The Site (Continued)

### 2.2 Land North of the A518

The site situated on the land north of the A518 has an area of 20.81 hectares (51.41 acres) and is square in shape and currently undeveloped, predominantly comprising of an open arable field which has previously been in agricultural use. The land is relatively flat and its boundaries are defined by a mixture of trees, hedgerows and fencing. The land is bound to the west by agricultural land and the Wyevale Garden Centre and to the south by the A518. Beyond the eastern boundary of the Site is further agricultural land, which is also present to the north, along with a residential housing associated with 'The Humbers'.

The development site is situated north of the A518, which runs on an east-to-west axis, providing connections to local roads as well as the primary distributor network. It links the development site to Donnington Centre connecting to the A442, which provides links to Telford Town Centre and the M54 motorway. There are currently no formal vehicular access arrangements to the development sites from the A518. Current vehicular access to serve the Site is via Richards Road.

Public Rights of Way (PROW) run along and adjacent the western and eastern boundaries. The PROW along the western boundary links to a closed footbridge crossing the A518 which has previously provided connections to both Wellington Road and Richards Road. The PROW along the eastern boundary does not have any crossing facility across the A518 and terminates at Breton Park. There are no Public Rights of Way which run across the development site and general pedestrian and cycle linkages from the Application Site to the wider Muxton settlement are limited from the Application Site.



Figure 3: Master plan for Donnington and Muxton Sustainable Extension



### 3 Proposed Development

#### 3.1 Background to the proposed development(s)

Telford and Wrekin Council are currently in the process of producing a new Local Plan which will replace the existing Core Strategy (2007) and saved policies from the Wrekin Local Plan (2000). The emerging Local Plan identifies that the Council will meet local housing needs and aspirations through supporting the delivery of 15,555 new dwellings across the whole Borough by 2031. The housing requirement not solely based on the overall housing need. It allows for additional development of an appropriate scale, nature and location which will support delivery of the overall plan vision and growth strategy, including supporting the delivery of affordable housing. It also recognises Telford & Wrekin's role within the Marches Local Enterprise Partnership and as a competitive inward investment destination.

In order to accommodate the housing requirement the Local Plan proposes a number of site allocations where new development will be specifically promoted. Draft Policy HO 2 allocates Site H1 as the Donnington and Muxton Sustainable Urban Extension which will be required to deliver a range of uses, including housing, open space, employment, local services and facilities, and supporting infrastructure necessary to ensure the delivery of sustainable places, in line with Draft Policy SP 4. The land for the urban extension comprises 3 separate parcels of land, and the applications to which this document considers related to two parts of land which form the allocation

In identifying sites to meet the housing requirement, the Council has undertaken a rigorous site selection process which has assessed a number of sites against various criteria to ensure that those sites identified are located sustainably and are deliverable. The range of sites identified have varied in size and has also included potential contributions from both private and sector sites in line with the Government's objective to see more public

land brought forward for development. A portion of the land identified for the Donnington and Muxton Sustainable Urban Extension is publically owned and accords with the objective of bringing forward public sites for development.



3.2 Donnington and Muxton Sustainable Urban Extension

The Donnington and Muxton Sustainable Urban Extension is recognised in the emerging Local Plan as being capable of delivering approximately 750 dwellings and is critical to the delivery of the overall housing requirement. In order to meet the required housing growth, the emerging Local Plan recognises that the boundaries of the existing Proposals Map (based on accommodating development up to 2006) will need to be amended to provide land to accommodate the required development of the plan period to 2031.

The Sustainable Urban Extension relates to three parcels of land north and south of the A518 (New Trench Road) in Muxton. The land parcels include a large area north and south eastern edge of Telford’s urban area and represents a natural extension to the development boundary in this location to accommodate the required housing growth for the areas as shown in the emerging Telford and Wrekin Local Plan 2011 – 2031. The Connections and Movement Report relates to two of the three land parcels that form part of the Urban Extension.

An outline planning application for each parcel of the land to which this document relates (i.e. north and south of the A518) has been submitted (in January 2016) to Telford & Wrekin Council as local planning authority in order to bring forward part of the Donnington and Muxton Sustainable Urban Extension (see Table 1). The submitted indicative masterplan (Drawing No. TEL0068J.006) (see figure 3) proposes a residential-led scheme of up to 650 dwellings, providing a mixture of 2, 3, 4 and 5 bedroom homes along with space to accommodate 1,000 sq. ft. of A1 Convenience Retail, a 1,000 sq. ft. Medical Centre, a 60-80 bed Extra Care facility, and 420 place primary school and associated playing fields together with landscaping, public open space, sustainable drainage systems, infrastructure and other enabling works.

Table 1 Donnington and Muxton Sustainable Urban Extension

Name	Application Reference	Development Description
Land to the north of the A518 (New Trench Road)	TWC/2016/0096	Planning application seeking outline planning permission with all matters reserved for the construction of up to 430 dwellings together with children’s play facilities and associated landscaping, infrastructure and engineering works.
Land to the south of the A518 (New Trench Road)	TWC/201/0097	Planning application seeking outline planning permission with all matters reserved for the construction of a mixed use development comprising up to 220 dwellings (Class C1), 1000sqm of convenience retail (Class A1), 1000sqm Medical Centre (Class D2), 80 bedroom extra care building (Class C2) and provision of a primary school (up to 420 place capacity)and related playing fields, together with children’s play facilities and associated landscaping, infrastructure and engineering works.

Figure 4: Master plan for Southern Site of Muxton Urban Extension

The bridge access is currently closed to the public. The proposed development will open this access and improve permeability





Figure 4.1: Master plan for Northern Site of Muxton Urban Extension



## 4 Policy Context

### 4.1 Introduction

Section 38 (6) of the Planning and Compulsory Purchase Act (2004) requires that proposals are determined in accordance with the development plan unless material considerations indicate otherwise. The development plan comprises those local planning documents which have been the subject of examination in public or testing through public inquiry, and are adopted having been through due processes.

The Application Site falls within the administrative boundary of Telford & Wrekin Council and the statutory development is comprised of the following documents:

- Core Strategy Development Plan Document (December 2007)
- Wrekin Local Plan (Saved Policies) (February 2007)

In addition to the statutory development plan, applications should also be assessed against the National Planning Policy Framework (NPPF), which is a material consideration in any determination.

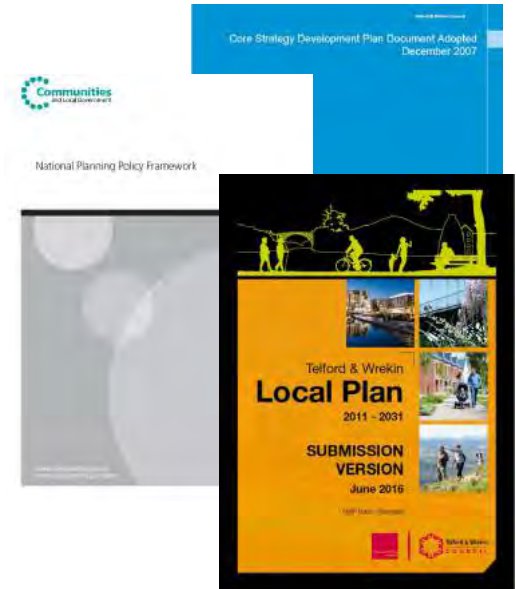
### 4.2 Statutory development plan - The core strategy (December 2007)

[The Core Strategy Development Plan Document \(December 2007\)](#)

The Core Strategy (2007) addresses the key spatial development issues for the Borough and provides a strategic planning policy framework for how the Borough will develop physically to 2016. The Core Strategy sets out the long-term strategic development framework for Telford and Wrekin. The document also contains the Spatial Development Vision, Objectives, Spatial Development Strategy, and Strategic Development Policies that will realise the vision. Central to all the policies contained within the Core Strategy is the principle of sustainable development.

**Policy CS9 (Accessibility and Social Inclusion)** confirms the council's ambition to improve social inclusion and accessibility by making sure that everyone is afforded reasonable opportunity to access homes, work, schools, recreation and open space, sports facilities, healthcare, food shops and other services. Consequently, development will:

- Promote sustainable forms of transport, by providing public transport, cycling and pedestrian routes to improve accessibility;
- Locate in existing centres to minimise the distance people travel so that they are accessible by public transport, walking and cycling;
- Increase the safety of travel, by addressing crime and fear of crime through implementing urban design policy;
- Include measures that minimise the negative environmental impacts of travel including congestion, air pollution and noise; and
- Promote the advancement of telecommunications, whilst minimising their social, economic and environmental impact.





The Wrekin Local Plan (Saved Policies)

The Wrekin Local Plan was formally adopted by Telford & Wrekin Council in February 2000. A direction from the Secretary of State saved 88 policies contained within the Wrekin Local Plan to remain after 27th September 2007. These continue to form part of the Development Plan will continue to be used in assessing planning applications until such time as they are superseded by new planning policy documents.

**Policy UD2 (Urban Design Criteria)** notes that the Council will test any development against the certain urban design principles, as appropriate, and determine the degree to which the development maximises permeability through protecting and reinforcing existing movement patterns and maximising the potential pedestrian and other links both through the site, and to the surrounding context.

4.3 Material considerations - National Planning Policy

National National planning policy is contained within the National Planning Policy Framework ('NPPF' or 'the Framework' hereafter) which sets out the Government's planning policies for England and how they are expected to be applied. The NPPF provides local planning authorities and decision takers with guidance on drawing up plans and making decisions about planning applications.

Integral to the NPPF's is a 'presumption in favour of sustainable development' and is regarded as a golden thread running emphasised in both plan-making and decision-making. Subsequently, the policies encompassed in paragraphs 18 to 219 of the NPPF highlight the Government's view of what sustainable development in England constitutes in practice for the planning system. The Framework also suggests three dimensions to sustainable development consisting of economic, social and environmental roles of the planning system. These are reinforced by 12 core land-land use planning policies principles that should be adhered to in both the plan-making and decision-taking processes.

**Paragraph 30** contained within Section 4 (Promoting Sustainable Transport) of the Framework encourages local authorities to support a pattern of development which facilitates the use of sustainable modes of transport.

**Paragraph 32** states that developments which generate a significant amount of movement should be supported by a Transport Statement or Transport Assessment. Consequently, plans should consider whether safe and suitable access to the site can be achieved for all people. In addition, **paragraph 34** suggests that plans should ensure that developments which generate a significant amount of movement are to be located where the need to travel is minimised and the use of sustainable transport modes can be maximised.

When considering larger scale residential development, **Paragraph 38** highlights that key facilities, such as primary schools and local shops should be located within walking distance of most properties.

4.4 Material Considerations – Emerging Planning Policy

Telford and Wrekin Council Local Plan 2011-2031 (Submission Version 2016)

The Telford and Wrekin Local Plan will become the key Development Plan Document for Telford & Wrekin Council, setting out the spatial vision, the objectives and strategy for the Borough. It will provide planning policies and proposals to apply to development up to 2031. The Submission version of the plan has been prepared by the Council taking into account the results of the previous consultation on the draft document undertaken between 1 February 2016 and 15 March 2016.

The submission Policies Map confirms that the application site is located within the 'Built up Area' of Telford and that it falls within the allocation H1 for a Donnington and Muxton Sustainable Urban Extension. The allocation includes the adjacent land parcel to the east of the Application site which is not being brought forward as part of this application.

The presumption in favour of sustainable development is contained in Draft **Policy SP 4** which highlights that the Council will support development proposals that are considered to be sustainable. Furthermore, Draft Policy SP 4 considers development to be sustainable where it is in accordance with National and Local Plan policies, taking into account other material considerations. Developments which also need to adhere to a host of criteria, including the need for appropriately located development that is accessible by public transport, walking and cycling.

Draft **Policy HO 2 (Housing Site Allocations)** indicates that the site allocations are identified as Sustainable Urban Extensions, in particular H1 Donnington and Muxton Sustainable Urban Extension, which will be required to provide a range of uses, including housing, open space, employment, local services and facilities, and other supporting infrastructure necessary to ensure the delivery of sustainable places, in line with Draft Policy SP 4.







## 5 Existing Movement Patterns and Connections

This section of the Connections and Movement Report assess the current sustainable transport options available adjacent to the proposed development sites forming part of the Donnington and Muxton Sustainable Urban Extension. The following Four elements of sustainable access are assessed for the purposes of the report:

- Access to public service buses
- Access to the local cycle network
- Access to key retail and employment areas by sustainable transport modes

- Access to key amenities, including schools, doctor’s surgeries and recreation areas.

When assessing journey times the following standard assumptions have been used:

- Walking – 4.8kph
- Cycling – 19.3 kph

Figures 5 and 6 illustrate the surrounding uses for the North and South sites respectively. These include existing residential space, key local, open space, woodland, amenities and the MOD barracks.

Table 2 Northern and Southern Site Walking Distance/Times to Existing Services

Key Existing Service	Southern Site		Northern Site	
	Distance (m)	Walk Time (mins)	Distance (m)	Walk Time (mins)
Muxton Price Point Convenience Store	700	9	1320	16
Aldi Supermarket	980	12	1900	24
The White House Hotel	30	1	250	3
Brewers Fayre	400	5	1100	14
Donnington Wood Junior School	1760	22	2420	30
Telford Priory School	3100	39	3900	49
St Johns Church, Muxton	700	9	1980	25
Linden Hall Surgery	505	6	1860	23
Muxton Pharmacy	700	9	1320	16
Open Space/Recreational Area (off Wellington Road)	420	5	1100	14

The proximity of the existing key services in relation to the proposed land for the Donnington and Muxton Sustainable Urban Extension have been taken into consideration in formulating the mixture of uses to be delivered on the southern land parcel, which will include open space provision, a new primary school, Extracare facility, medical centre and retail convenience store. The mixture of uses to be delivered improves the overall sustainability of the proposals and directly addresses

current deficiencies in existing local service provision in close proximity to the development sites. Contributions will also be made in the form of subsidising secondary school transport and extending local bus services into the development so that there is improved connectivity to Telford Town Centre and other employment destinations such as Oakengates, Newport and Stafford Park.

Table 3 Northern and Southern Site Walking Distance/Times to Proposed Services (estimates only)

Key Proposed Service	Southern Site		Northern Site	
	Distance (m)	Walk Time (mins)	Distance (m)	Walk Time (mins)
Primary School and Playing Fields (Southern Site)	150	2	400	5
Convenience Store (Southern Site)	100	2	350	5
Extra Care Facility (Southern Site)	100	2	350	5
Medical Centre (Southern Site)	100	2	350	5
Open Space/Recreational Area (Southern Site)	70	1	380	5
Open Space/Recreational Area (Northern Site)	400	5	160	2



Figure 5: Surrounding Uses at North Site

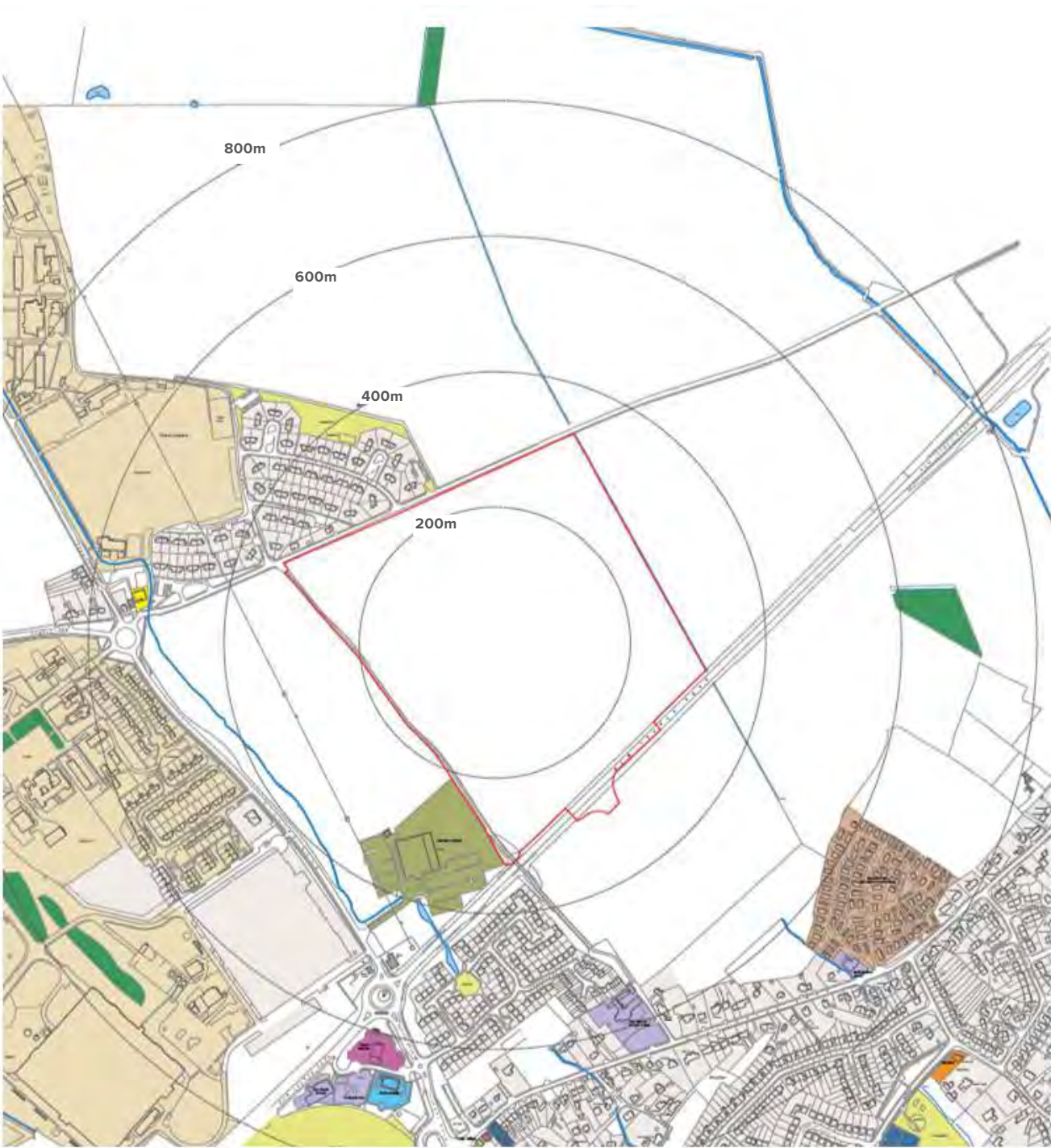
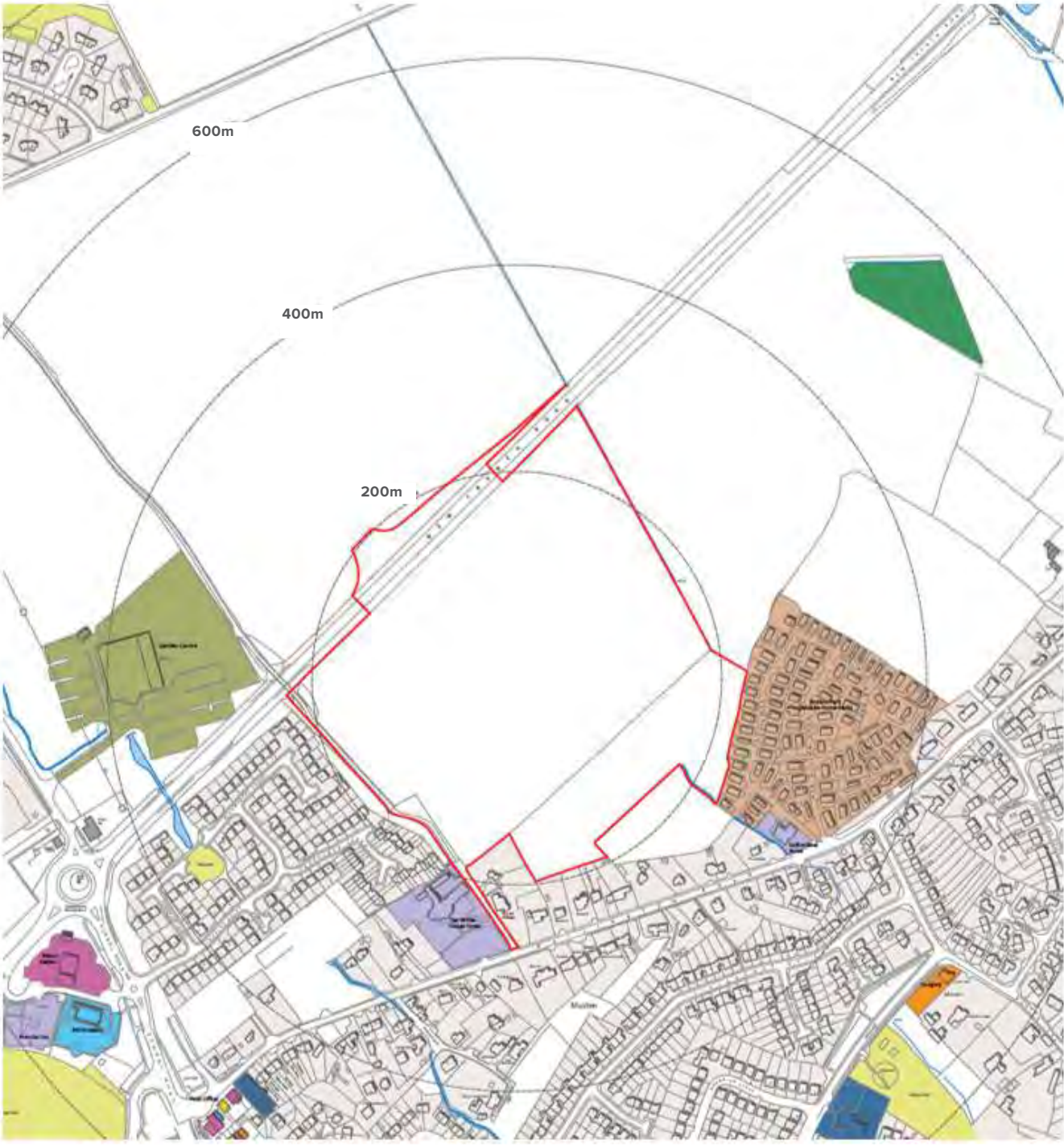


Figure 6: Surrounding Uses at South Site





5.1 Existing access to bus services (as at September 2016)

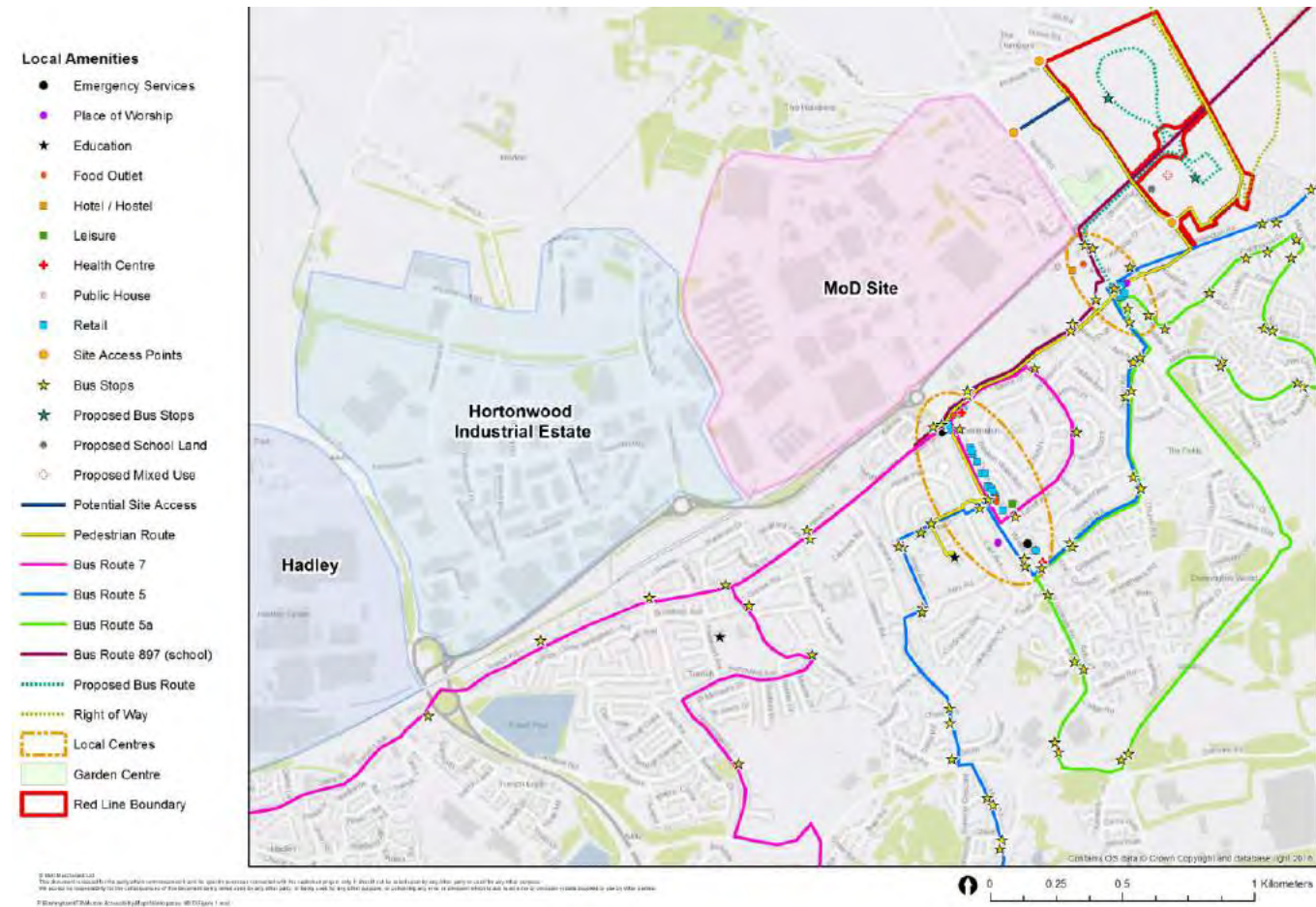
The existing bus services and stops that are located in close proximity to the development are shown in Figure 7. There are three bus services within close proximity to the development sites. These are summarised in Table 1

Table 4 Existing bus services (as at September 2016)

Service No	Operator	Route	Frequency					
			Weekday			Saturday		
			AM	Day	PM	AM	Day	PM
5	Arriva	Telford-Oakengates-Muxton-Stafford	30	30	60	60	30	60
5A	Arriva	Telford-Oakengates-Muxton	30	30	30	60	30	30
897	Arriva	Newport-Muxton-Wellington	Limited	-	Limited	-	-	-

Source: Arriva Buses

Figure 7: Existing Bus Services and Stops



Bus service number 5 is the closest route to the development sites. This service, which links Telford Bus and Rail Station to Stafford via Muxton, operates at a 30 minute frequency throughout the day with the first and last services (towards Telford) operating at 06.47 and 23.39 respectively. In addition, bus service number 5 routes directly past both Donnington Wood Junior School and Telford Priory School, which is further described in Section 1.5. Existing bus stops are located approximately 270 metres to the east and approximately 400 metres to the east of the emergency access to the South site.

Access to these bus stops would be via the pathway that bounds the full length of the North and South Site between Richards Road to the north and Wellington Road to the south. The walking distance and time from the North and South sites are summarised as follows:

- North site – 610 metres (8 minute journey time)
- South site – 270 metres (6 minute journey time)

Bus service 5A operates to the south of Wellington Road and links Telford Bus and Rail Station to Muxton, via Oakengates. This service operates at a 30 minute frequency throughout the day with the first and last service (towards Telford) operating at 07.02 and 19.02 respectively. The closest bus stop to the two development sites is on Muxton Lane, south of Fieldhouse Drive.

To access this bus stop from the South site pedestrians would have to walk via the emergency access (South site) onto Wellington Drive, turn towards the east along the northern footway of Wellington Road, cross Wellington Road at the junction with Muxton Lane (there are no crossing facilities across Wellington Road), and cross Fieldhouse Lane (no formal crossing facilities at this location) to access the bus stop on the western side of Muxton Lane. Pedestrians from the North site would have to use the pedestrian route that connects with the South site along the western boundary of both sites. The walking distance and time from

the North and South sites are summarised as follows:

- North site – 650 metres (8 minute journey time)
- South site – 300 metres (4 minute journey time)

Bus service 897 operates as a school bus and only operates once in the morning and once in the evening. This service links Wellington with Newport, via Muxton. The closest bus stop to both sites is on the A4640 Donnington Wood Way, immediately to the south of the Clock Tower Roundabout. From the South site this bus stop would be accessed via the Emergency access on Wellington Road. The bus stop, which is located on the western side of A4640 Donnington Wood Way, can be accessed via a signalised pedestrian crossing which is located to the south of Kingsley Drive. This bus service is less accessible from the North site and would involve a journey via Richards Road from the north or via the pedestrian link on the western boundary of both sites towards Wellington Road.

The walking distance and time from the North and South sites are summarised as follows:

- North site – 890 metres (11 minute journey time)
- South site – 540 metres (7 minute journey time)

Further afield, Bus Service 7 routes past Telford Priory School and Hadley Learning Community School, two secondary schools in the area. This service also links to Telford town centre. The nearest bus stop for this service is located on Turreff Avenue, approximately 800 metres from the southern site access (approximate 10 minute walk).



5.2 Existing cycle network

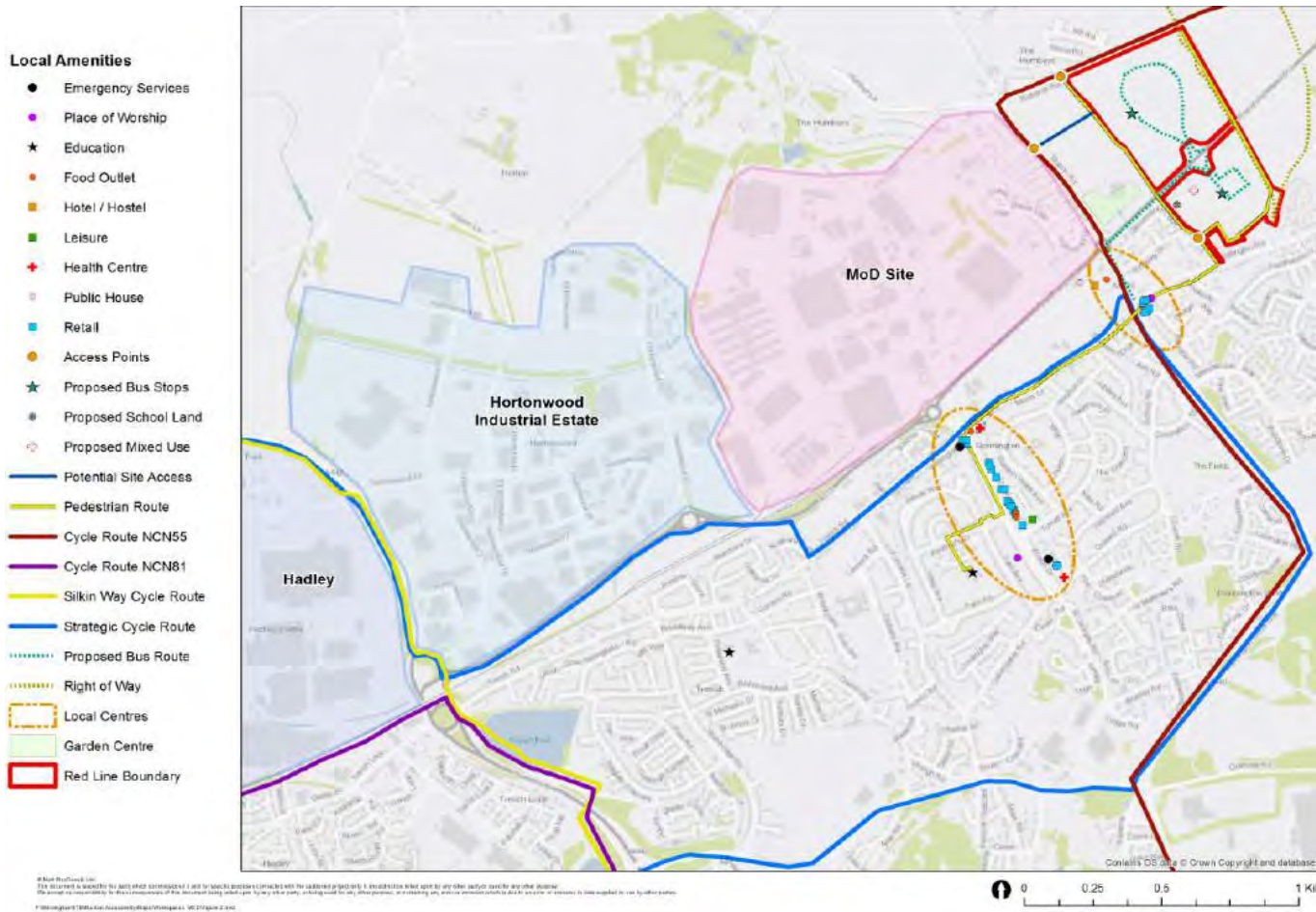
Figure 8 shows the existing cycle network in the vicinity of both the North and South Site. The North site is bounded by the national cycle route NCN55 which links Telford Town Centre with Newport and Stafford, as well as the wider national cycle network. Within the vicinity of the site the NCN55 is off road along Donnington Wood Way, School Road and parts of Station Road, and on road along the northern section of Station Road and Richards Road.

There is direct access from the North site to NCN55 via the two pedestrian routes that bound the east and west of the two development sites and join Richards Road. It is recommended that the pedestrian route that bounds the whole length of the western boundary is wide enough to provide a segregated pedestrian / cycle facility.

The most direct access point to NCN55 from the South site would be via Wellington Road. Wellington Road is not designated as a cycle route. At this point NCN55 is located on the west side of School Road. However, there is a signalised pedestrian crossing across School Road located immediately to the south of the junction with Kingsley Drive.

NCN55 also connects to a strategic cycle route that connects School Road with the A442 Queensway via Wellington Road and an off road section located adjacent to the A518 New Trench Road. From this off road section there are spurs into the Hortonwood Industrial Estate, and linkages via other cycle routes into the Hadley Park Business Park.

Figure 8: Cycle Map



MOD Donnington



5.3 Existing access to key retail/employment areas

Cycle Route NCN55 (discussed in Section 1.3.1) provides direct access to the local retail centre on Donnington Wood Way from the Land at Muxton North site (approximately 1km from the site access on Richards Road). From the Land at Muxton South site, it is conceived cyclists would access this local retail centre via the site access on Wellington Road and travel 0.5km along Wellington Road (although not a designated cycle route). Existing bus routes 5 and 5A travel through this local retail centre. Pedestrian footways on Station Road and Wellington Road provide access from the north and south sites respectively (with signalised pedestrian crossings located across New Trench Road and Donnington Wood Way).

As discussed in Section 1.3.1, NCN55 links to the Strategic Cycle Route on Donnington Wood Way (shown in Figure 2 Cycle Map), within the local retail centre on Donnington Wood Way. The Strategic Cycle Route provides direct access to the local retail centre on Wrekin Drive (1.7km and 1.4km from the north and south proposed development sites respectively). Due to its proximity to both development sites, it is conceived that pedestrians may access the local retail centre on Wrekin Drive (via Wellington Road). Furthermore, bus services 5 and 5A

serve this local retail centre (bus stop opposite Donnington Parade).

In regard to the key employment area of MoD Donnington, this is located along NCN55 (1.3km from the proposed development sites). Due to the lack of bus stops near the MoD Donnington site, it is not conceived residents at the Land at Muxton developments sites will travel via bus. Pedestrian routes via Wellington Road (from the Land at Muxton South site) or through the proposed residential development west of the Land at Muxton North site provide access to the MoD Donnington site. This is within a 2km walking boundary, which is considered a reasonable walking distance. The key employment areas of Hortonwood and Hadley are located directly along the Strategic Cycle Route shown in Figure 2 (3km and 2.6km from the proposed North and South development sites respectively). These areas can be accessed via Bus Service 7 (with stops on Trench Road and Trench Lock), although an interchange from Bus Service 5 would need to be undertaken (which would incur a 275m walk along Wellington Road). Hortonwood and Hadley are outside of the 2km reasonable alking distance boundary.



NCN55 links the development sites to the retail and employment areas of Telford Town Centre and Stafford Park (5km and 4km from the development sites respectively). Bus route 5 also provides access to Telford Town Centre (with bus stops at Telford Central and Telford Bus Station) and Stafford Park (closest bus stop Telford Central). Telford Town Centre and Stafford Park are outside of the 2km reasonable walking distance boundary.

The Oakengates and Wellington retail and employment centres are located on or within proximity to NCN81. NCN81 links with NCN55 at the A518 / A442 junction (3.3km from the proposed development sites). Bus route 5 serves Oakengates Town Centre (bus stops at Oakengates Bus Station and Oakengates Railway Station). Wellington can be accessed via Bus Service 7, although an interchange from Bus Service 5 would need to be undertaken (which would incur a 275m walk along Wellington Road). Oakengates and Wellington are outside of the 2km reasonable walking distance boundary.



5.4 Existing access to key amenities

Oakengates and Telford railway stations are the nearest railway stations to the Land at Muxton development sites. In regard to Telford Railway station, the NCN55 links the Land at Muxton development sites directly to Telford Railway Station (6.8km). Bus route 5 also provides access to Telford Railway Station (bus stop 'Telford Central', 21 minutes from the bus stop on Wellington Road).

Bus route 5 also serves Oakengates Railway Station, with a stop on Station Road (15 minute journey from Wellington Road). Oakengates Railway Station is located within close proximity to NCN81. NCN81 links with NCN55 at the Redhill Way / A5 roundabout. The journey is approximately 5.5km (approximately 17 minutes journey time).

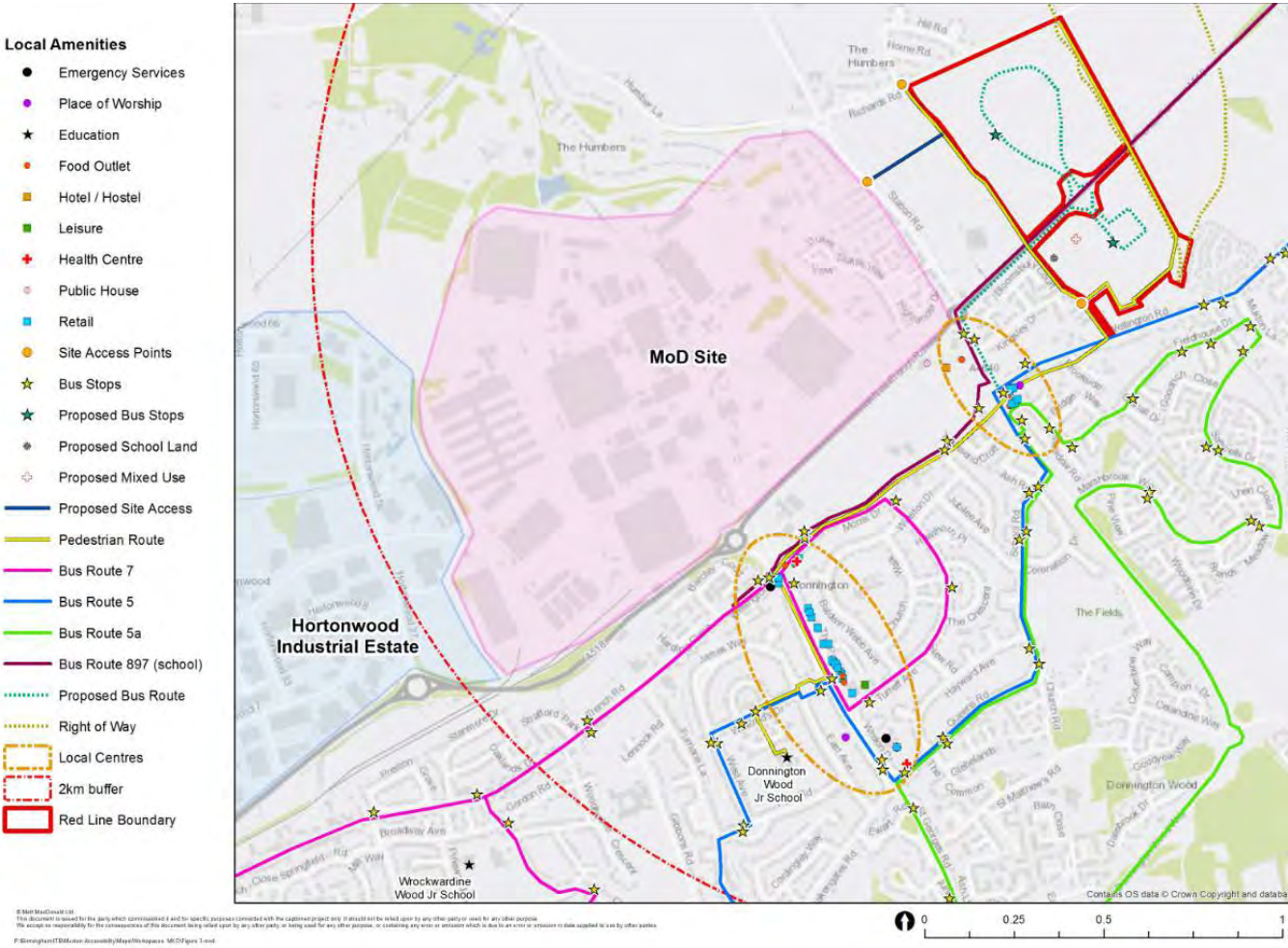
The closest doctors surgery to the Land at Muxton development sites is Linden Hall Surgery, located at the Saltwells Drive / Muxton Lane junction. The doctors surgery covers the town and surrounding areas, and is located 0.5km from the Land at Muxton site access on Wellington Road. The surgery can be accessed on foot from the Land at Muxton development sites

Muxton Primary School and Donnington Wood Infant School are located within proximity to the development sites (1 km and 1.6km respectively).

Muxton Primary School is not located on a designated cycle route, and is not served by public transport. However, it is within walking distance and an approximate journey time for this walk would be 12-15 minutes.

Donnington Wood Infant School is located within close proximity to the Strategic Cycle Route identified in Figure 8 (Cycle Map). This route can be accessed on Donnington Wood Way (via NCN55 for the northern development site and Wellington Road for the southern development site). The school can also be accessed via bus service 5 (with a stop on

Figure 9: Donnington Wood Junior School



Oakengates Road, 10 minute journey from Wellington Road bus stop). Figure 9 shows that Donnington Wood Junior School is also within walking distance (approximately 1.6km from the site), with a likely route from the southern site access along Wellington Road and Wrekin Drive. An approximate journey time for this walk would be 20 minutes.

Further afield there are two secondary schools located close to the site, namely Telford Priory School and Hadley Learning Community School. Telford Priory School is approximately 3.2km from the development site, but can be accessed by good bus and cycle links. Bus Service Number 5 which can be accessed along Wellington Road has a stop on Oakengates Road, which is in close proximity to the school site. A strategic cycle route also routes directly past the school, which provides a direct

cycle route from Station Road adjacent to the development site (see Figure 10).

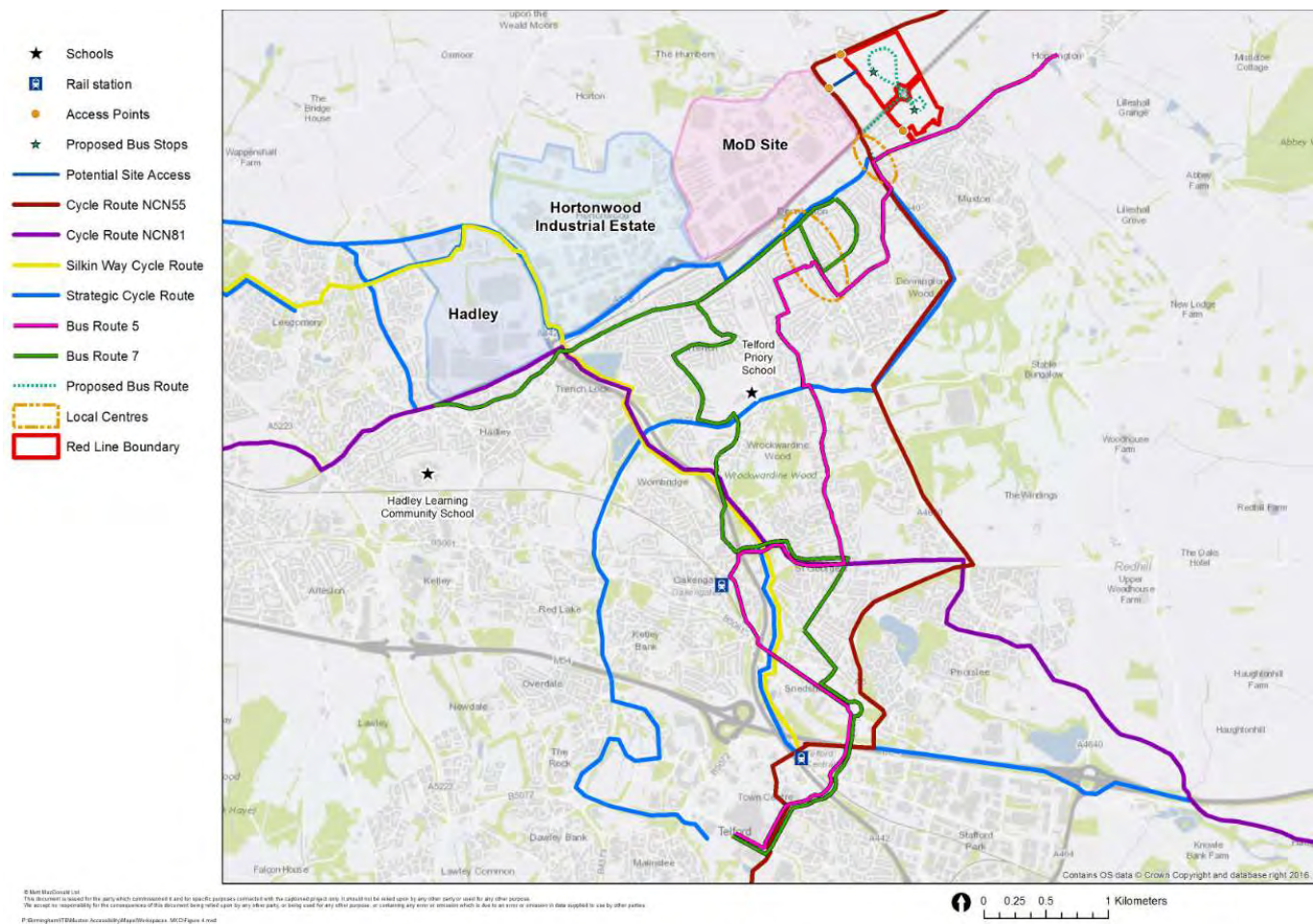
Hadley Learning Community School is approximately 4.5km from the development site, but can be accessed by good bus and cycle links. Bus Service Number 5 has a stop along Britannia Way to the north of the school site, which is within a 5 minute walk of the school entrance. A strategic cycle route is also provided along Britannia Way, which provides a direct cycle route from Station Road adjacent to the development site (see Figure 4).

The closest supermarket to the Land at Muxton development sites is located directly east of the Garrison Roundabout (access to the supermarket car park is via Wellington Road). The supermarket is located within the 2km reasonable walking distance boundary, and



pedestrian facilities from both the north and south development sites are considered reasonable (several dropped kerb and tactile paving crossing points along the length of Wellington Road, and a signalised crossing across New Trench Road for pedestrians from the northern site). The supermarket is also located on the Strategic Cycle Route (shown in Figure 2 Cycle Map). It is not considered feasible to access the supermarket from the Land at Muxton development sites via bus (services 5 and 5A do not stop within 400m of the supermarket).

Figure 10: Direct Cycle Route from Station Road



## 6 Proposed Movement Patterns and Connections

### 6.1 Proposed access to bus services

It is acknowledged that there will be a need to improve public transport accessibility to the Muxton Strategic Urban Extension and as such, Arriva (the local bus operator) have confirmed they would be able to serve the new development through a simple 'loop' routing into both sites. To facilitate this increase in service this would involve commissioning an extra driver and vehicle, based on a half hourly service, at approximately £140,000.00 per annum. To cover this a contribution of up to £420,000 as part of the Section 106 contribution package which will be based on subsidising the service over a 3 year period and at which time it will then be assumed the development will be fully built out and the bus service commercially viable.

Diverting either of the 5 or 5A bus services will significantly enhance access to the wider bus network, particularly towards Stafford and Telford Town Centre for both the North and South sites.

### 6.2 Proposed access to cycle links

It is recommended that as part of the highway design for both the North and South sites that suitable provision for cyclists is provided, particularly on the footway that bounds both sites to the west and links Richards Road to Wellington Road. This could be in the form of a segregated pedestrian and cycle path.

The forthcoming residential development that is located immediately to the west of the North site also provides a future opportunity to provide a direct link between the North site and Station Road to NCN55. This could also provide a more direct link between the South site and NCN55.

Wellington Road, between the emergency access and the junction with School Road, is not designated as a cycle route. Therefore, consideration should be given to creating a designated cycle route (if space permits) to provide easy access to NCN55.





6.3 Proposed access to key retail/employment areas

It is proposed that the existing bus route 5/5A are diverted through both Land at Muxton North and South sites, which would improve access to several of the identified key retail and employment areas.

Furthermore, the potential link through the development site to the west of the Land and Muxton North site would provide a more direct pedestrian and cycle route to Station Road (NCN55) and for links towards MoD Donnington.

6.4 Proposed access to key amenities

The development proposals include provision of a school and a medical centre. This will reduce the need for travelling to existing primary schools and medical centre facilities identified above.

Furthermore, it is proposed that existing bus route 5/5A is diverted through both Land at Muxton north and south sites. This would improve access to both the identified railway stations and Telford Priory School among other local amenities.



7 Delivering Sustainable Development

7.1 Location of development and range of services

The Application Sites lie outside of the ‘built-up area’ of Telford and in policy terms is located within the rural area. This is defined by the Wrekin Local Plan Proposals Map as all land outside of the built up area of Telford and Newport. Policy H9 of the Wrekin Local Plan is saved and outlines that in the rural area new residential development will be permitted only within the suitable settlements of High Ercall, Tibberton and Waters Upton.

The Wrekin Local Plan (2000) is ‘out-of-date’ by virtue of its time expired nature with the plan period up to 2006. Paragraph 215 of the Framework confirms that due weight should be given to relevant policies in existing plans according to their degree of consistency with the Framework. As the Wrekin Local Plan does not provide for housing post-2006 it is determined that policies relevant to the supply of housing cannot be considered up to date.

The Core Strategy (2007) provides the strategic planning framework of how the Borough will develop physically over 10 years to 2016. The Council have undertaken an assessment of their Objectively Assessed Need (OAN) for the Borough for the period 2011 to 2031, and based on up-to-date information, it confirms that 9,940 dwellings will be required over the period. This figure has informed the emerging Telford & Wrekin Local Plan 2011 – 2031 with Draft Policy HO1 confirming that the Council will make provision for the delivery of 15,555 new dwellings across the stated plan period. This figure is higher than the OAN due to the housing requirement for the emerging plan not being solely based on need but to support the overall plan vision and growth strategy.

In order to accommodate the required housing need there is a recognition that the boundaries of the currently adopted Proposal Map will need to change to meet the required level of growth. This aspect is reflected in the emerging

Telford & Wrekin Local Plan 2011 – 2031 where the Council identifies site allocations that will contribute towards meeting the housing requirement. Draft Policy HO 2 allocates the Donnington and Muxton Sustainable Urban Extension capable of delivering 750 dwellings.

Draft Policy HO 2 allocates Site H1 as the Donnington and Muxton Sustainable Urban Extension which will be required to deliver a range of uses, including housing, open space, employment, local services and facilities, and supporting infrastructure necessary to ensure the delivery of sustainable places, in line with Draft Policy SP 4. The land for the urban extension comprises 3 separate parcels of land, and these representation relate to two parcels of land that form part of the allocation, referred to as land to the north and south of the A518.

The land for the Muxton Strategic Urban Extension, of which part of the Application Site forms, is on the north eastern fringe of Telford’s urban area and represents a natural extension to the development boundary in this location in order to accommodate the required housing growth for the plan period.

The site is in a highly sustainable location as demonstrated throughout this Connections and Movement Report, which has shown that the development sites are within walking distance to shops, pubs / hotels and places of worship. In addition to being close to bus stops which provide onward public transport connections to the rest of the Borough. A Primary School (up to 420 place capacity) within associated playing fields, children’s play facility, an 80 bedroom Extracare Facility, land for a convenience retail store (up to 1000 sq.m) and land for a Medical Centre (up to 1000 sq.m) will also be delivered as part of the proposals which will further reinforce the overall sustainability of the location through the delivery of a range of facilities that will enhance local services in the area and support the wellbeing of the existing and incoming population and complement existing facilities.



Through a considered design and landscaping scheme of the external realm, the development also provides an opportunity to improve pedestrian and cycle linkages in the area through the creation of a number of formal and informal open space arrangements. The Connections and Movement Report has also identified that public transport will also be promoted as part of the development proposals for the Sustainable Urban Extension and overall the scheme will promote a shift in transport connections through the promotion of other sustainable modes to that of the private vehicle.

Whilst it is acknowledged that only limited weight can be attached to the emerging Local Plan in accordance with Paragraph 216 of the Framework, there is a recognition that land outside the existing development will need to be released to meet the housing need to 2031. The emerging Local Plan provides a clear indication of the locations being considered for future development and as part of this process the Council has undertaken a rigorous site selection process which has assessed a number of sites against various criteria to ensure that those identified are located sustainably and are deliverable in accordance with the terms of the Framework.



7.2 Achieving sustainable development

The Framework Confirms that the purpose of the planning system is to contribute to the achievement of sustainable development. The Framework sets out the three dimensions to sustainable development: environment, social and economic. The policies contained in paragraphs 18 – 219 of the Framework taken as a whole constitutes the Government’s view as to what sustainable development means for the planning system.

This sections provides an overview of the main factors to be weighed in determining whether the proposed development represents a sustainable form of development, particularly in relation to connectivity and movement principles taking into consideration the range of services proposed as part of the scheme as demonstrated at Section 7.1.

Economic benefits

The proposed development will deliver much needed housing and an early approved planning application for the site (mindful of its emerging Local Plan allocation) will support the housing trajectory by delivering completions in the early part of the plan period which will contribute to boosting significantly the supply of housing. The proposed development will contribute to supporting the future viability of local services in the area and generate additional Council tax revenues which could be re-invested towards improvements to the local area and associated services.

The introduction new residents to the area are also likely to support the vitality and viability existing local services and businesses within Muxton, which in turn could result in further job creation and the new residents would contribute to the labour supply. The Framework confirms that significant weight should be attributed to the need to support economic growth through the planning system and the proposed development will support growth in the area through the provision of additional housing.

The addition of a potential link through the west of the land and the Muxton site would provide a more direct pedestrian and cycle routes to Station Road and as a result provide better links towards the Ministry of Defence site at

Donnington and the surrounding employment areas at Hortonwood.

Social benefits

With a pressing need to boost housing growth in the area the proposed development will provide positively towards the supply of housing. Ensuring that the needs of current and future generations are met through a mixture of dwelling types and sizes to accommodate the growing population.

The existing Muxton Primary and Donnington Wood Infant schools are located within proximity to the development sites. However Muxton Primary School is currently unserved by public transport and is not located on a designated cycle route.

A primary school has therefore been proposed as part of the development, reducing the need for new residents to reduce the distance needed to access a local school. Land will also be provided for a Medical Centre, a Local Equipped Area of Play, a convenience store and as well as space dedicated for Extra Care. Providing these facilities will reduce the need, for both the existing residents of the surrounding area and the incoming residents of the development, to travel to local amenities off-site.

Alongside this, it is proposed that the existing 5/5A bus route is diverted through both North and South Sites thus improving access to railway stations and Ford Priory School, Telford and other local facilities. Diverting the bus service to the site will enhance the connectivity to the local service centre and Donnington area in which a host of local services are located within 2 km of the proposed development. This therefore has the potential to encourage new residents to use the surrounding local amenities, as well as those on the Site, and better integrate the Donnington and Muxton Sustainable Extension.

The existing Muxton Primary and Donnington Wood Infant schools are located within proximity to the development sites. However Muxton Primary School is currently unserved by public transport and is not located on a designated cycle route.

Encompassing all of the above would enhance the local services in the area and further support the wellbeing of the local community thus reinforcing the overall significant positive social role of the proposed development and better integrating the Donnington and Muxton Sustainable Urban Extension with the wider-area

Environmental benefits

With regards to the location of development, it has previously been demonstrated in this report that development of the Application Site as part of the Donnington and Muxton Sustainable Urban Extension represents a natural extension to the development boundary to accommodate required growth. The Site is within walking distance to shops, pubs / hotels and places of worship, and the new resident population associated with the proposals would continue to support their vitality and viability.

In addition to the above, the development site is close to bus stops which provide onward public transport connections to the rest of the Borough. Enhancements to a host transport modes will encourage new and existing residents to undertake more sustainable methods of transportation when using surrounding facilities. In regards to accessing Telford Railway station, residents are currently provided with a designated cycle route (NCN55) which will also link to the land at Muxton. Bus route 5 will also provide residents with a sustainable means of transport to the station, taking just 21 minutes from the bus stop off Wellington Road.

The development also proposes several areas of public open space amounting to 6 hectares. This open space will be incorporated with a number of different types of space in which pedestrian routes will provide walking as an option for travel, encouraged by the setting of high quality landscaping and will be accessible by all members of the community.

As part of the proposed scheme, it is recommended that an enhanced cycle network is provided in which the site will be integrated with the wider cycle network. Consideration is being given to creating a designated cycle route to provide easier access to cycle route NCN55, and therefore encourage new residents to undertake cycling as a mode of transportation.

Connectivity and movement

The NPPF transport policies seek to ensure that opportunities for sustainable transport are utilised and that safe and suitable access is achieved for all people. In addition, Policy CS 9 of the adopted Core Strategy seeks to promote sustainable forms transport whilst also minimising the distance people travel and increase the safety of travel.

A Transport Assessment highlights the sustainable transport links as part of the proposed development. With regards to accessibility there is an existing Public Right of Way with a footbridge over the A518 (New Trench Road) This is proposed to be improved to an appropriate standard to provide an attractive route providing a link to both the north and south sites being brought forward to sustainable transport options and adjacent residential areas and local centres.

In regards to access to bus services, to the South site is already within a 400m distance to the nearest bus service provided along Wellington Road. Some residents of the North site can also access these services alongside other bus services provided on Station Road. The closest bus service is service 5 which provides residents with a link to Telford Bus and Rail Station to Stafford via Muxton. Access to these services can be achieved a short-distance walk taking 8 minutes from the North site and 6 minutes from the South site. Bus service 5 also provides residents with a sustainable means of movement to both Donnington Wood and Telford Priory School. In addition bus service 5A can be accessed on Muxton Lane taking just 8 minutes from the North site and 4 minutes from the South site.

However, a significant amount of North site residents are to be considered as outside of the recommended 400m walking distance to the nearest bus service. Consequently, it has been acknowledged that there is a need to improve public transport accessibility to the Site and as such a new bus route has been proposed serving the new development via simple ‘loop’ running throughout both North and South sites. This would reduce the need for new residents to undertake longer walking routes out of the site and thus encourage greater use of public transport.

The local bus operator ‘Arriva’ have confirmed they are able to provide this service and therefore the diversion of the 5 or 5A bus services into the site will positively enhance the access to the wider bus network, thus promoting the use of sustainable transport in the area. Doing so will bring about better connection from both sites with Stafford and Telford Centre and consequently better access to the wider bus network. An improved bus route would also provide better access to numerous key retail and employment areas.

The site is well served by public transport in regards to rail. The nearest station is located 5.5km away in Oakengates, which operates an hourly service to Birmingham and Shrewsbury. Telford Central Station is located within 7km of the site which operates more frequent services to the above destination and surrounding towns. The existing 5 and 5A bus routes, if diverted into the site, would also improve access to the above railway stations, again encouraging the use of more sustainable transportation.

Furthermore, it has been recommended as part of the highway design for both Sites that suitable provision for cyclists is provided potentially in the form of a segregated pedestrian cycle path. This is particularly relevant for the footway that links both sites to the west as well as linking Richards Road to Wellington Road. In addition, the adjacent site to the west of the North application site presents the opportunity to utilise a direct link between the North site and Station road therefore connecting residents to cycle route NCN55.

Overall, the above has shown the development to be acceptable in transport terms and it is therefore considered to be consistent with the NPPF and would support the principles set out in Policy CS 9 of the adopted Core Strategy and Draft Policies C1 and C3 of the emerging Local Plan.

8 Summary and Conclusions

Mott MacDonald has been retained by a consortium of landowners to prepare and submit and outline planning application for a residential-led development on land to the north and land to the south of the A518 (New Trench Road) in Muxton, Telford which forms part of wider proposals of the Muxton Strategic Urban Extension.

There is a clear and pressing need to boost significantly housing both nationally and in the borough to 2031. The Council have undertaken an assessment of their objectively assessed need (OAN) for the Borough for the period 2011 to 2031, and based on up-to-date information, it confirms that 9,940 dwellings will be required over the period. This figure has informed the emerging Telford & Wrekin Local Plan 2011 – 2031 with Draft Policy HO1 confirming that the Council will make provision for the delivery of 15,555 new dwellings across the stated plan period. It is noted that this figure is higher than the OAN and this is due to the housing requirement for the emerging plan not being solely based on need but to support the overall plan vision and growth strategy.

It is recognised that the application site is currently located in the rural area as noted in within the currently adopted development plan documents. However, it also appreciates that land will need to be released from this area in order to accommodate for the required housing need. Subsequently, the emerging Telford and Wrekin Local Plan 2011 – 2031 identifies the application site within a wider allocation for the Muxton Strategic Urban Extension contained within policy HO 1 as site H1.

An indicative masterplan (See figure 1) for the strategic urban extension at Muxton has been prepared and proposes a principally residential-led scheme of up to 650 dwellings, providing a mixture of 2, 3, 4 and 5 bedroom homes along with space to accommodate a 420 place primary school and associated playing fields together with landscaping, public open space, sustainable drainage systems, infrastructure and other enabling works. This development relates to two of the three land parcels that form part of the HC1 allocation and are referred to land to the north and land to the south of the A518.

Figure 3: Master plan for Muxton Urban Extension



An assessment has been undertaken which demonstrates that the proposals amount to a sustainable form of development in an appropriate location. Section 7 of this report demonstrates the sustainability of the proposed development in regards to the economic, social and environmental benefits deriving from the Muxton Sustainable Urban Extension. The Transport Assessment alongside the Design and Access Statement also demonstrate the site location’s suitability in regards to surrounding public transport connectivity and that sustainable transport arrangements can be achieved. therefore consistent with the NPPF and would support the principles set out in Policy CS 9 of the adopted Core Strategy and Draft Policies S4 of the emerging Telford & Wrekin Local Plan.

