



Telford & Wrekin

# Local Plan

2011 - 2031



Adopted January 2018



Telford & Wrekin  
COUNCIL

# Foreword

The Telford & Wrekin Local Plan sets out this Council's vision and strategy for the physical planning of the borough up to 2031. It should be read alongside the Policies Map that accompanies it.

The Plan sets ambitious goals for new homes and jobs for the borough. It is unashamedly pro-growth and pro-investment consistent with the "business-winning, business-supporting" values of the Council. At the same time, it seeks to preserve the borough's heritage and protect the many green spaces that our residents value.

The Plan has been the subject of two rounds of consultation and a public examination and has been found to be sound. Its social, environmental and economic impacts have been assessed through a sustainability appraisal.

I would like to thank all those involved in the preparation of our Local Plan. We look forward to working with our partners to help deliver this vision.



Cllr Richard Overton

Deputy Leader and Cabinet Member for Housing, Public Health & Protection





## 1. INTRODUCTION 10

1.1 About this document	10
1.2 How to use this document	10
1.3 Plan process	11

## 2. SHAPING THE BOROUGH 16

2.1 The borough profile	16
2.2 The borough vision	26

## 3. SPATIAL STRATEGY 30

3.1 Key Diagram	32
3.2 Areas of the borough	33
3.3 Presumption in favour of sustainable development	38

## 4. ECONOMY 40

4.1 Employment	40
4.2 Managing our urban centres	47
4.3 Tourism	59

## 5. HOUSING 66

5.1 Housing growth and delivery	66
5.2 Housing mix and tenure	74
5.3 Housing in the rural area	83

## 6. NATURAL ENVIRONMENT 90

6.1 Biodiversity and geodiversity	91
6.2 Trees and woodland	94
6.3 Public open space	96
6.4 Green Network	99
6.5 Strategic Landscapes	100

## 7. COMMUNITY 102

7.1 Community facilities	103
7.2 Culture	104

## 8. CONNECTIONS 108

8.1 Highways and transport	108
8.2 Parking	114
8.3 Telecommunications and broadband	119

## 9. BUILT ENVIRONMENT AND HERITAGE 122

9.1 Design quality	122
9.2 Historic environment	125
9.3 Unstable and contaminated land	140

## 10. ENVIRONMENTAL RESOURCES 144

10.1 Renewable energy	144
10.2 Minerals	146



<b>10.3 Waste</b>	<b>156</b>
<b>10.4 Water</b>	<b>161</b>

## APPENDIX 170

<b>A. Delivery and monitoring</b>	<b>170</b>
<b>B. Employment site allocations</b>	<b>178</b>
<b>C. Local Centres</b>	<b>180</b>
<b>D. Housing site allocations</b>	<b>181</b>
<b>E. Designated sites of biodiversity and geodiversity</b>	<b>181</b>
<b>F. Parking standards</b>	<b>184</b>
<b>G. Mining Consideration Area</b>	<b>195</b>
<b>H. Mineral related infrastructure sites</b>	<b>196</b>
<b>I. Glossary</b>	<b>197</b>

## POLICIES

Policy SP 1 Telford	34
Policy SP 2 Newport	35
Policy SP 3 Rural area	37
Policy SP 4 Presumption in favour of sustainable development	38
Policy EC 1 Strategic employment areas	42
Policy EC 2 Employment in the urban area	45
Policy EC 3 Employment in the rural area	46
Policy EC 4 Hierarchy of centres	48
Policy EC 5 Telford Town Centre	50
Policy EC 6 Market Towns and District Centres	53
Policy EC 7 Local Centres and rural services	55
Policy EC 8 Out of centre and edge of centre development	56
Policy EC 9 Evening and night time economy	57
Policy EC 10 Shopfront and advertisement design	58

# Contents

Policy EC 11 Improving links to tourist destinations	60
Policy EC 12 Leisure, cultural and tourism development	62
Policy HO 1 Housing requirement	66
Policy HO 2 Housing site allocations	67
Policy HO 3 Housing trajectory	71
Policy HO 4 Housing mix	74
Policy HO 5 Affordable housing thresholds and percentages	76
Policy HO 6 Delivery of affordable housing	78
Policy HO 7 Specialist housing needs	80
Policy HO 8 Meeting the needs of the Gypsy and Traveller community	81
Policy HO 9 Gypsy and Traveller developments	83
Policy HO 10 Residential development in the rural area	84
Policy HO 11 Affordable rural exceptions	86
Policy NE 1 Biodiversity and geodiversity	92
Policy NE 2 Trees, hedgerows and woodlands	95
Policy NE 3 Existing public open space	96
Policy NE 4 Provision of public open space	97
Policy NE 5 Management and maintenance of public open space	98
Policy NE 6 Green Network	99
Policy NE 7 Shropshire Hills Area of Outstanding Natural Beauty and Strategic Landscapes	100
Policy COM 1 Community facilities	103
Policy COM 2 Culture	105
Policy C 1 Promoting alternatives to the car	109
Policy C 2 Safeguarding rail and transport corridors	111
Policy C 3 Impact of development on highways	112

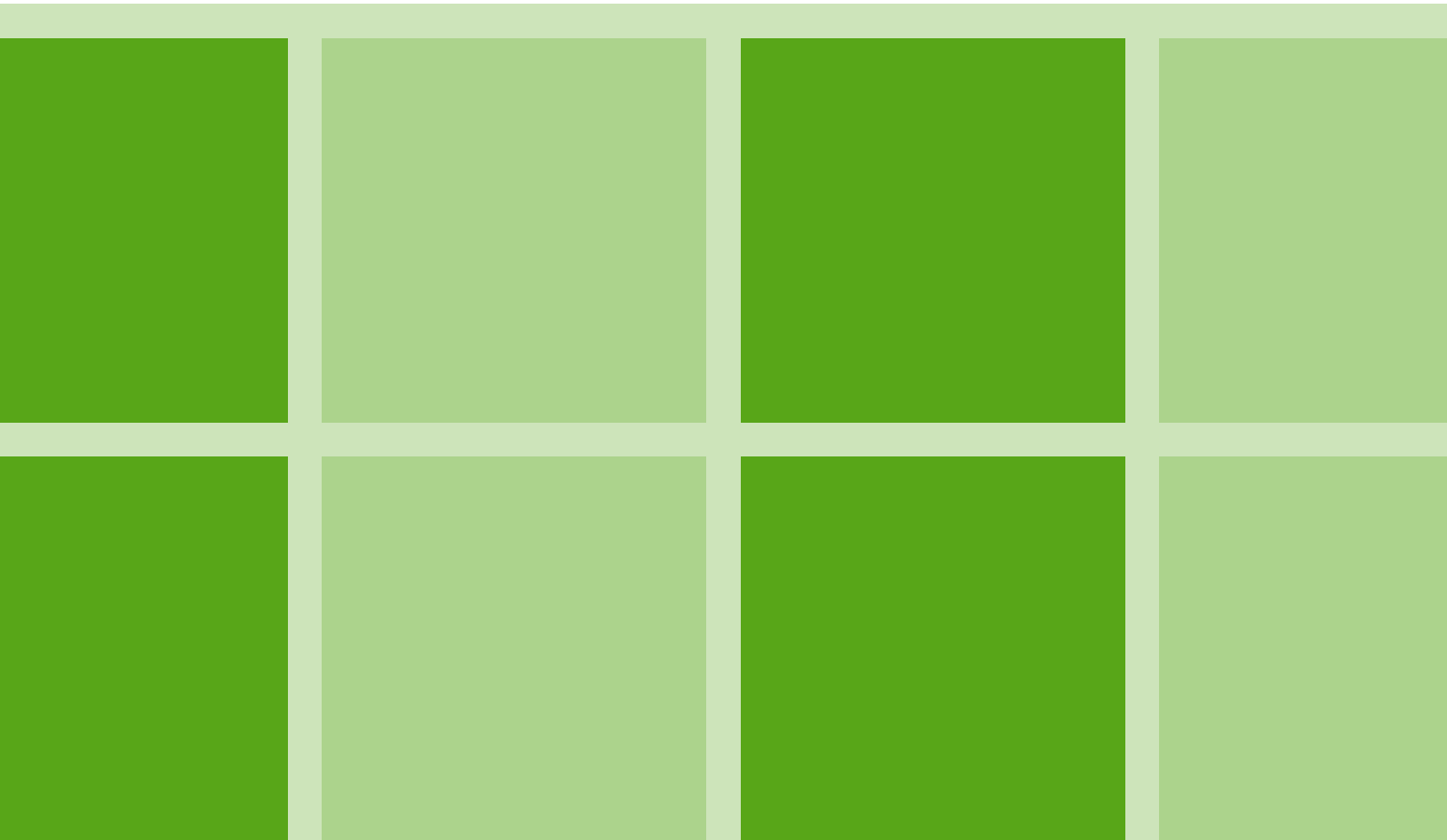
Policy C 4 Design of roads and streets	113
Policy C 5 Design of parking	115
Policy C 6 Commuted parking payments	117
Policy C 7 Enhancing communication networks	119
Policy C 8 New telecommunications development	120
Policy BE 1 Design criteria	122
Policy BE 2 Residential alterations	124
Policy BE 3 Ironbridge Gorge World Heritage Site	126
Policy BE 4 Listed buildings	128
Policy BE 5 Conservation areas	131
Policy BE 6 Buildings of local interest	134
Policy BE 7 Parks and gardens of historic interest	136
Policy BE 8 Archaeology and scheduled ancient monuments	138
Policy BE 9 Land stability	140
Policy BE 10 Land contamination	142
Policy ER 1 Renewable energy	145
Policy ER 2 Mineral safeguarding	148
Policy ER 3 Maintaining supplies of crushed rock	151
Policy ER 4 Sand and gravel resources	152
Policy ER 5 Maintaining supplies of brick clay	153
Policy ER 6 Mineral development	155
Policy ER 7 Waste management facilities	157
Policy ER 8 Waste planning for residential developments	159
Policy ER 9 Waste planning for commercial, industrial and retail developments	161
Policy ER 10 Water conservation and efficiency	163
Policy ER 11 Sewerage systems and water quality	164
Policy ER 12 Flood risk management	167





# Contents

# 1 Introduction



## 1 Introduction

### 1.1 About this document

**1.1.1** The Council has a legal obligation to have an up-to-date Local Plan. 'Telford & Wrekin Local Plan' is the name of the Local Plan for the Borough of Telford & Wrekin for the period 2011 to 2031. It replaces the *Core Strategy* (2007) and the policies which were saved from the *Wrekin Local Plan* (2000), the *Central Telford Area Action Plan* (2011), the *Shropshire and Telford & Wrekin Minerals Local Plan* (2000) and the *Shropshire and Telford & Wrekin Joint Structure Plan* (2002).

**1.1.2** Telford & Wrekin Council pledged in its *Business and Development Charter* to 'maintain an up-to-date Development Plan' for the purpose of 'providing certainty to the market and enabling the delivery of investment and growth'. The Local Plan also links directly with other key Telford & Wrekin Council strategies.

#### Southwater, Telford Town Centre



### The purpose of the Local Plan

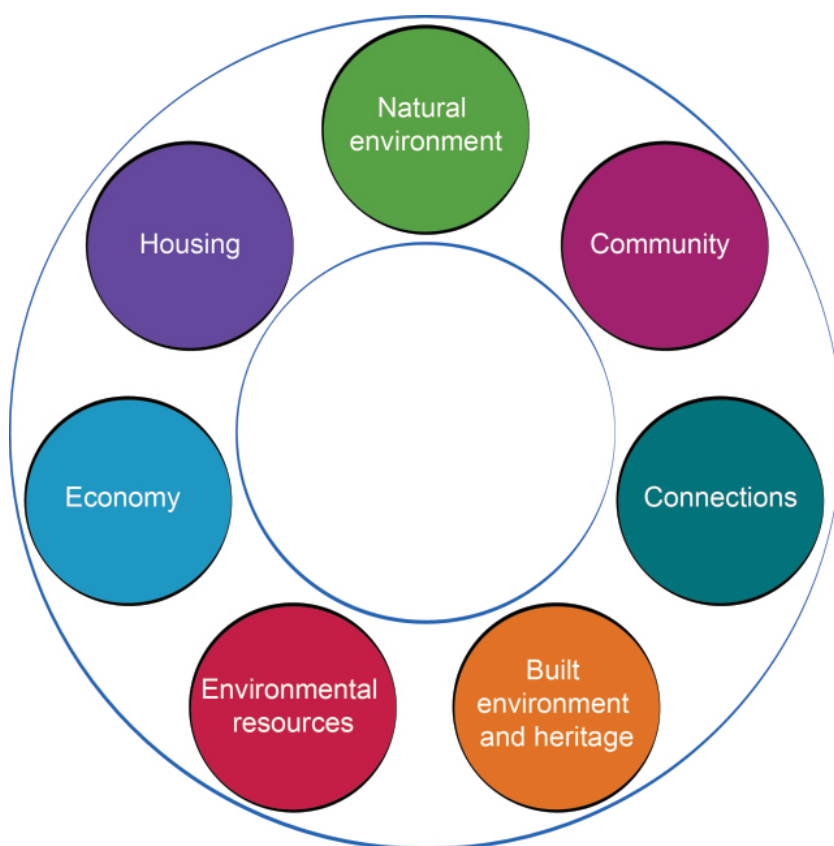
**1.1.3** The purpose of the Local Plan is to explain what type of place the Borough of Telford & Wrekin is today, the type of place we aspire to be in the future and to provide a framework to help manage change and development until 2031.

### 1.2 How to use this document

**1.2.1** It is important that in all decisions the Local Plan is read and applied as a whole. To help navigate the document and to indicate some of the more direct relationships between subjects, the Local Plan has been arranged around seven themes.



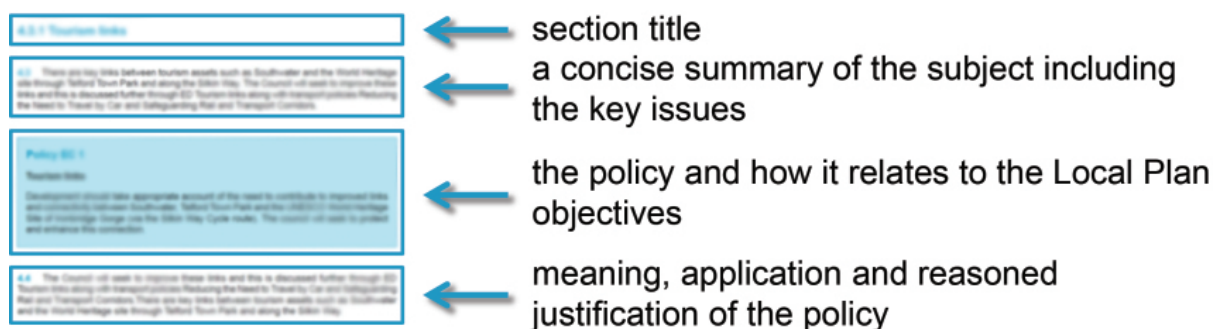
**Figure 1 Themes in Telford & Wrekin Local Plan**



## How each policy is organised

**1.2.2** The policies in the Local Plan are organised in the following way:

**Figure 2 Policy structure**



## 1.3 Plan process

### 1.3.1 Plan preparation

**1.3.1.1** The Local Plan has been prepared in accordance with the *National Planning Policy Framework* (2012) (the NPPF) and the *Town and Country Planning (Local Planning) (England) Regulations* (2012) which sets out the requirements for producing a Local Plan including

# 1 Introduction

requirements for consultation. Details regarding the related stages and our commitments regarding consultation is contained in the Council's *Local Development Scheme* (2015) and *Statement of Community Involvement* (2012).

**1.3.1.2** A full account of the Local Plan consultation process is contained in a supporting Consultations Statement.

## 1.3.2 Duty to Co-operate

**1.3.2.1** Many issues such as flood risk, the provision of strategic infrastructure, sustainability, the supply and distribution of housing, employment needs and working with the Local Enterprise Partnership extend beyond local authority boundaries and require a partnership and cross agency approach. The *Localism Act* (2011) and the NPPF require local authorities to fulfil a duty to co-operate on planning issues, to ensure that approaches are consistent, and to address issues that have cross border implications with neighbouring authorities and key statutory agencies.

**1.3.2.2** Telford & Wrekin Council has arrived at this version of the Local Plan following extensive discussion on cross-boundary planning issues including with other councils across the West Midlands. A full account of the Council's approach to the Duty to Co-operate is set out in a 'Duty to Co-operate' Statement. Matters were raised at Regulation 18 stage by a number of local authorities in an adjacent, but separate, housing market area (Greater Birmingham and the Black Country authorities, and South Staffordshire). This specifically relates to issues of housing delivery within the West Midlands conurbation, as well as matters relating to waste management.

**1.3.2.3** The Council has considered the representations made to the local plan received from these local authorities. It is acknowledged by all parties that Telford & Wrekin functions as a separate housing market area, based on an analysis of the relevant indicators presented in supporting evidence to the Local Plan. This is consistent with the decision of the Greater Birmingham and Solihull Local Enterprise Partnership (GB&S LEP) to exclude Telford & Wrekin from their assessment of housing needs within the GB&S LEP area. Given this relationship, and based on current evidence available at this time, the potential contribution of in-migration arising from the Local Plan's housing requirement towards meeting the needs of the Greater Birmingham and Black Country Housing Market Area (GBBC HMA) has not been quantified. The Council will continue to consider this matter in the light of emerging evidence. It does not at present rule out the potential apportionment of some of the Local Plan's housing requirement towards meeting the needs of the GBBC HMA. Discussions will therefore continue to progress on this basis.

**1.3.2.4** The Council is also in ongoing discussions with other duty bodies, namely the Environment Agency and Highways England, on specific matters relating to the delivery of the overall scale of growth set out in the Local Plan. No other matters of a strategic nature were identified by any Duty to Co-operate body. An updated version of the statement considers the matters referred to above in more detail, which accompanies the publication version of the Local Plan.

### 1.3.3 Sustainability Appraisal

**1.3.3.1** The Council is required to ensure that planning policy documents are subject to a Sustainability Appraisal which incorporates the requirements of Strategic Environmental Assessment. Appraising the social, environmental and economic effects of all potential strategies and policies in the Local Plan helps ensure that decisions are made that accord with the principles of sustainable development, as defined in the NPPF.

**1.3.3.2** Sustainability Appraisal, known as an Integrated Appraisal accompanied the Local Plan; it comprised of a Sustainability Appraisal (SA), a Strategic Environmental Assessment (SEA), a Habitats Regulations Assessment (HRA), a Health Impact Assessment (HIA) and an Equalities Impact Assessment (EqIA). This has informed the preparation of the Local Plan.

### 1.3.4 Policies map

**1.3.4.1** Regulation 22 (1)(b) of *The Town & Country Planning (Local Planning) (England) Regulations* (2012) requires the Council to provide a Policies Map with the Local Plan.

**1.3.4.2** The Policies Map reflects the most up-to-date spatial plan for the borough and will continually be updated as new policies are adopted. The Telford & Wrekin Local Plan Policies Map replaces both the *Wrekin Local Plan* Proposals Map and the *Central Telford Area Action Plan* (CTAAP) Proposals Map.

**1.3.4.3** The purpose of the Policies Map is to show the location of policy designations and allocations which are contained and explained in the Local Plan.

**1.3.4.4** The Local Plan is accompanied by a **printed version** of the Policies Map. This is the definitive legal copy of the Policies Map.

**1.3.4.5** The Council will also produce an **interactive version** of the Policies Map which will be located on the Telford & Wrekin Council website. This is an online mapping tool which will allow users to select an area on a map, or locate an area using a postcode and see whether any Local Plan designations and allocations apply.

### 1.3.5 Policy context

**1.3.5.1** The content and policies contained in the Local Plan have been prepared to be in conformity with current national policy and guidance, in particular the NPPF and the national *Planning Practice Guidance* (the PPG) and part of the *Local Development Framework*. Figure 3 sets out how the Local Plan will fit into this framework.



# 1 Introduction

**Figure 3 Local Plan in the context of the Council's Local Development Framework**



**1.3.5.2** The Local Plan will, in combination with the Madeley Neighbourhood Development Plan and Waters Upton Neighbourhood Plan and any neighbourhood development plans completed up to 2031, form the development plan for Telford & Wrekin. The Local Plan will also be supported by the Council's existing suite of Supplementary Planning Documents (SPDs) and a number of new SPDs that will be prepared to support the policies in the Local Plan. These will give guidance on residential alterations, the built environment and the management of the Ironbridge Gorge World Heritage Site.

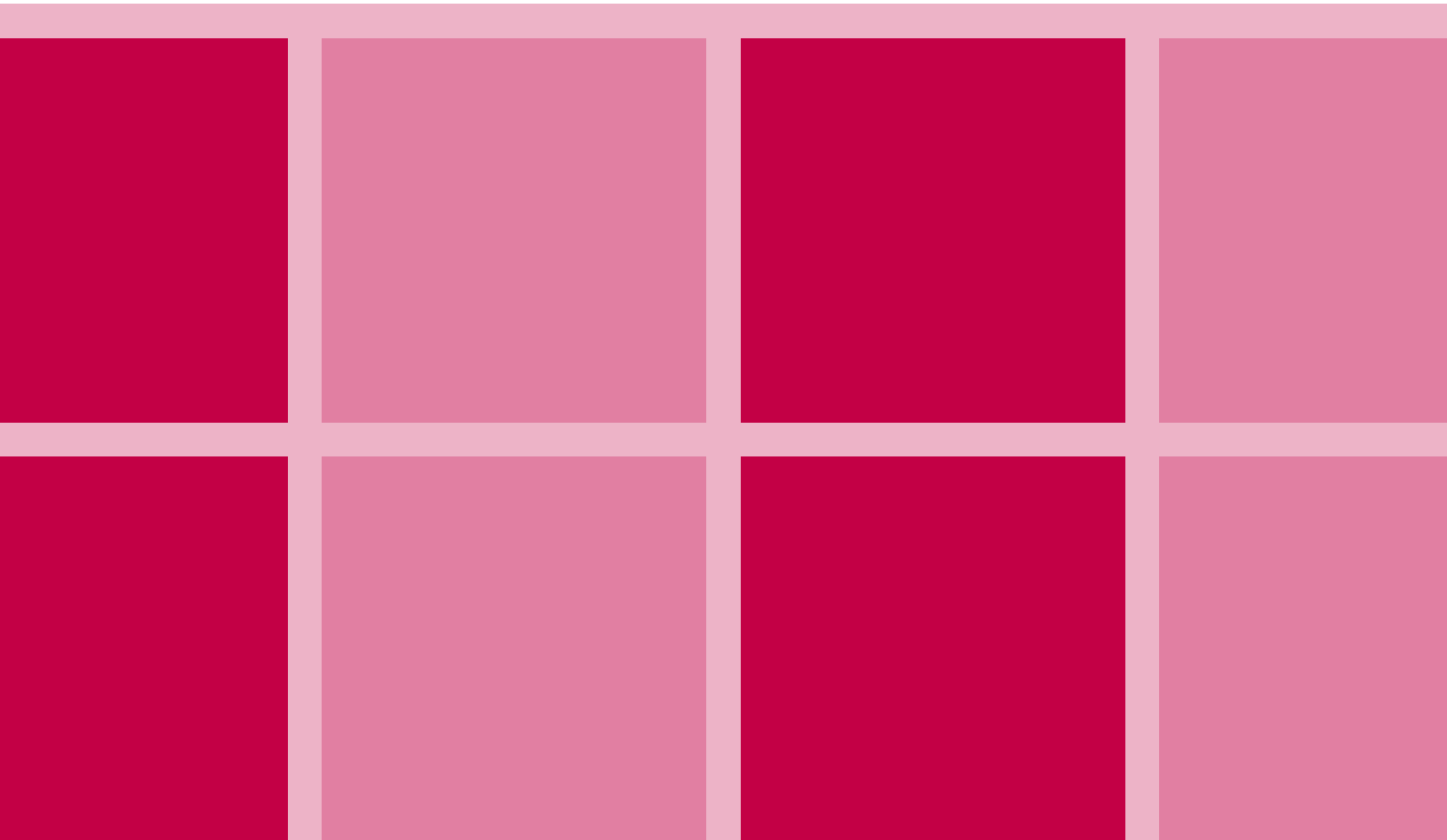
## 1.3.6 Neighbourhood planning

**1.3.6.1** The *Localism Act* (2011) enables local communities to shape the future development of their neighbourhoods through a new legal process of 'neighbourhood planning'. This allows local communities to produce neighbourhood development plans, neighbourhood development orders and community right to build or buy orders. Madeley Town Council and Waters Upton Parish Council made the first two neighbourhood development plans in the borough.

**1.3.6.2** Once a neighbourhood development plan has been made it becomes a part of the development plan for Telford & Wrekin and a core part of the *Local Development Framework*. Decision makers must take its policies into account when determining planning decisions for that area. Further information for neighbourhood development plans in Telford & Wrekin can be found on the Telford & Wrekin Council website.

**1.3.6.3** Alongside neighbourhood development plans are neighbourhood development orders which, once in place, allow parish/town councils or neighbourhood forums to grant planning permission for a specific development that complies with the order. These could include homes, shops, businesses or community facilities. Communities can also make a community right to build order giving permission for small-scale, site-specific developments by a community group.

## 2 Shaping the borough



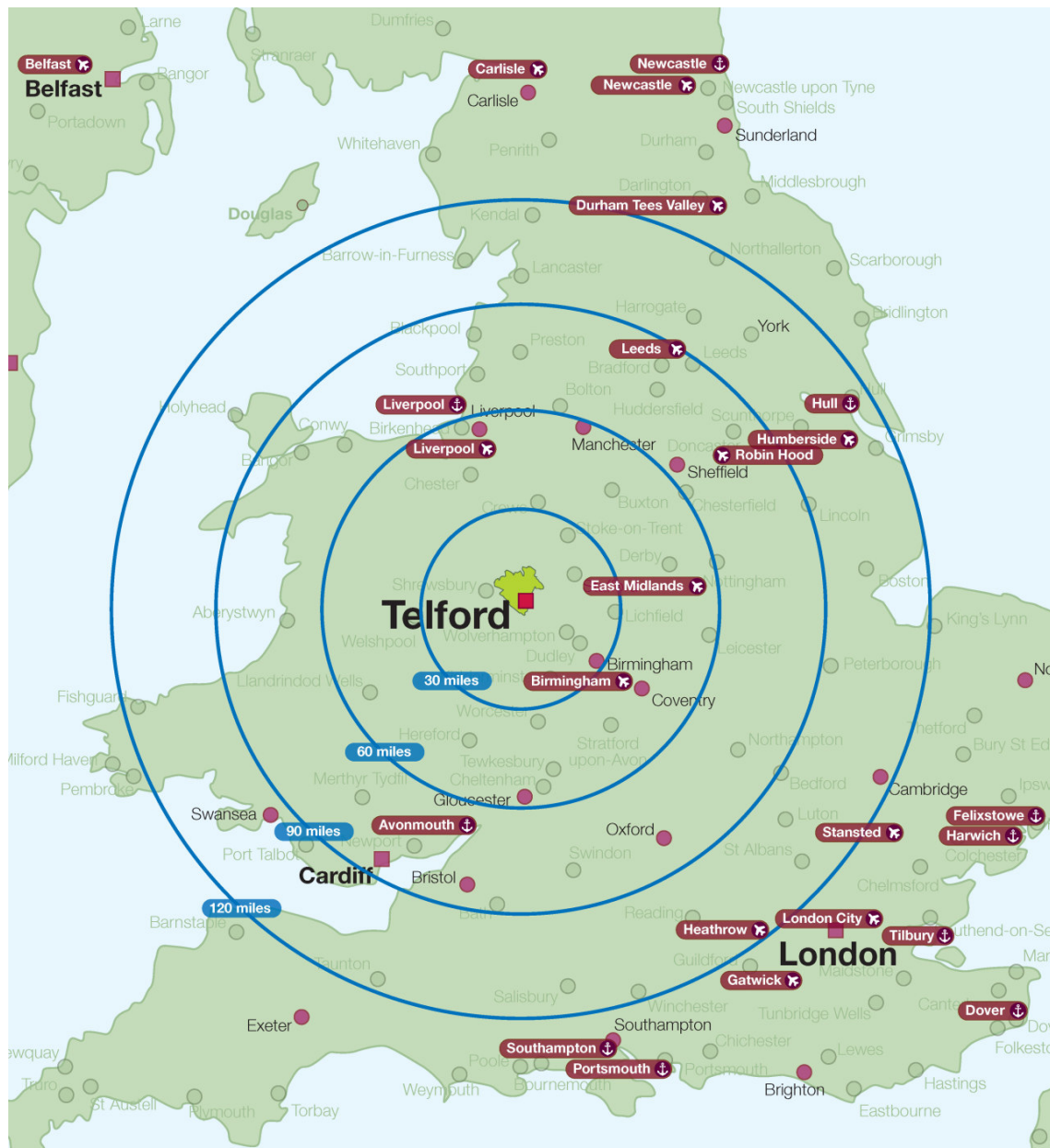
## 2 Shaping the borough

## 2 Shaping the borough

### 2.1 The borough profile

**2.1.1** The Borough of Telford & Wrekin is located between the urban areas of Birmingham and the Black Country to the east and the rural areas of Shropshire and Wales to the west.

**Figure 4 Location plan**



**2.1.2** The borough is a combination of old and new, urban and rural, traditional and modern. It has an area of 290 sq km of which 72 sq km is made up of Telford urban area. The town of Newport is more compact (around 3 sq km). The borough extends 24 km from the most eastern point near the village of Chetwynd Aston to the most western point near the village of Roden and 24 km from the most southerly point in Ironbridge to the most northerly point near the village of Sambrook.

## Natural environment

**2.1.3** The natural environment and open space within and between Telford & Wrekin's communities form one of the most distinctive and defining characteristics of the borough. The quantity and quality of the natural environment in the borough continues to be one of the main reasons why many people choose to come and live and invest in the borough. Local residents enjoy good access to attractive countryside and good quality open space.

**2.1.4** The borough's landscape has been shaped by centuries of both natural and man made processes and includes several significant landscape features including the Wrekin Hill (within the Shropshire Hills Area of Outstanding Natural Beauty) and the Ironbridge Gorge which includes the River Severn (a UNESCO World Heritage Site). It has a very varied topography which ranges from the River Severn at approximately 40m above sea level to the top of the Wrekin Hill at over 400m (or 1,330 feet). The urban areas of Telford are hilly, rising to approximately 190m then falling abruptly to the north. The north of Telford and the surrounding rural land forms part of the North Shropshire Plains. It is farmed intensively reflecting its fertility and relative flatness. Much of the character of the open countryside is distinguished by its agricultural use.

### The Wrekin



**2.1.5** The majority of the borough is covered by green spaces and natural areas. Telford has extensive areas of green space, much of it formed by the pioneering "Green Network" designation which has helped to provide protection.

**2.1.6** The borough has many valuable green and natural places, several formal parks and gardens including Telford Town Park, and a large number of designated sites of local and national biodiversity and geodiversity interest. In addition to being part of an Area of Outstanding Natural Beauty (AONB), the borough has eight Special Sites of Scientific Interest (SSSI's) and a range of Local Nature Reserves and Local Wildlife Sites. It has more than 500 Tree Preservation Orders (TPO's), over 400 hectares of managed woodland and in excess of 15 million trees.

## 2 Shaping the borough

### Connections

**2.1.7** The Borough of Telford & Wrekin is located in the centre of England. It has good connections to the rest of the country and to key ports and airports.

**2.1.8** The M54 motorway, which provides direct connection to the rest of the national motorway network, runs through the heart of the borough with four junctions providing unrivalled vehicle access. All of the borough's major employment sites are within a few minutes of the M54. The A5 forms part of the UK/Ireland-Benelux road axis of the Trans-European Network.

**2.1.9** The borough is connected to the national rail network and has a direct service to London. It has three railway stations (Telford Central, Oakengates and Wellington) with extensive park and ride facilities as well as an International Railfreight terminal.

**2.1.10** The borough has a largely uncongested and efficient road system, over 210 kms of cycleways and an extensive pedestrian footway network, much of which runs through attractive green spaces and is used for leisure and work-related commuting.

**Map 1 Excellent Connections**



**2.1.11** The public transport system is based upon a "hub and spoke" arrangement with Telford Town Centre at its core as the key interchange supported by smaller bus stations located in other smaller centres. The system is served by a core network of high frequency services as well as a number of local routes.

## Community

**2.1.12** The 2011 Census recorded a borough population of approximately 167,000 with 86% of all households living in Telford, around 8% in Newport and 6% in the rural area of the borough.

**2.1.13** Its central location means that over 615,000 people live within 30 minutes' travel time of Telford. The borough has a large working age population with a relatively high proportion under the age of 16.

**2.1.14** In 2011, 15.7% of the borough's population was over the age of 65, but this is projected to change significantly over the plan period as the borough follows the national trend of an ageing population.

**2.1.15** The borough has a mixed demographic profile. It has a number of affluent wards in the east of the borough, in Newport and the rural area. By contrast, the latest Index of Multiple Deprivation issued by the Department of Communities and Local Government in 2015 showed that parts of the Telford urban area were in the 10% most deprived nationally. The 2011 Census reveals that around a quarter of Telford & Wrekin residents aged 16 and over have no academic qualifications, slightly higher than the national average but similar to the rate across the West Midlands. Educational attainment has improved in recent years and children attending local schools performed equally well at Key Stage 2 and Key Stage 4 (GCSE) in 2014 compared to the average in England. The 2014 Key Stage 5 (A Level) show a mixed performance across the borough. Three schools (Wrekin College, Newport Girls' High School and Adams' Grammar School) each had more than 90% of pupils achieving at least three A Levels at A\* to E grade.

### Abraham Darby Academy, Madeley, Telford



**2.1.16** The 2015 Public Health England health profile states that the borough performs better than the rest of England in some areas. For example, there are lower levels of road-related deaths and serious injuries and relatively low levels of winter deaths. These factors may be a direct result of the borough's low levels of congestion and its relatively modern housing stock. However, other indicators of poor local health in the 2015 profile include:



## 2 Shaping the borough

- Lower life expectancy (78.2 years for men and 81.5 years for women) in comparison with the average for England (79.4 years and 83 years for men and women respectively) with higher local rates of death caused by cardiovascular illness, cancer and other smoking-related disease;
- Rates of obesity above the average for both the West Midlands and England; and
- Marginally higher numbers of children living in poverty (23.3% compared to 19.2% of all children across England).

**2.1.17** The Council is continuing to work with partners to reduce these indicators of poor health including early deaths from cancer and heart disease, reducing smoking especially during pregnancy, tackling unhealthy weight and improving emotional health and wellbeing. An important priority for the Local Plan will be to ensure that new development is designed to promote health and wellbeing.

### Built environment and heritage

**2.1.18** The mix of old and new in the borough's built environment is a legacy of its industrial past, its rural heritage and the creation of Telford New Town in the second half of the 20th century. It has many historic places including the Ironbridge Gorge World Heritage Site, seven conservation areas (Newport, Severn Gorge, Wrockwardine, High Ercall, Wellington, Horsehay & Spring Village and Edgmond) as well as a high number of historically important structures such as the Iron Bridge and 820 Grade I, Grade II\* and Grade II listed buildings.

**Coalbrookdale Viaduct, Coalbrookdale, Telford.**



**2.1.19** The borough varies in character from the medieval Market Town of Newport and the industrial settlements of the 18th and 19th centuries to the Radburn layout housing estates of the New Town and recent award winning developments such as Southwater (part of Telford Town Centre). Some of the most recent housing within the borough has been of exemplary planning and design standards. The Telford Millennium Community, Lawley and Lightmoor are nationally renowned developments which set a precedence for the quality of their urban design as well as the use of design codes and masterplans to help and direct the way in which they were built.

**2.1.20** In 2018 Telford New Town will be 50 years old. As the town matures it creates a greater and more established sense of place and identity, but as with other New Towns from the same period, it also brings with it the need to support regeneration and maintain infrastructure.

## **Environmental resources**

**2.1.21** The local geology has been a major factor in shaping the borough and was a critical factor in Ironbridge becoming recognised as the birthplace of the Industrial Revolution. Extensive mining for coal and other resources in the 19th and 20th centuries and its subsequent reclamation was a key factor behind the establishment of Telford New Town. The borough now only has a limited amount of viable sand, gravel and clay resources and will need to manage this resource carefully. The last coal mine closed in 2013.

**2.1.22** The legacy of the industrial past has resulted in land instability and land contamination, but has also left many areas of green open space which characterise Telford and has resulted in the creation of many valuable ecological habitats.

**2.1.23** The Shelton Water Resource Zone covers the borough and provides residents with its water supply.

**2.1.24** Parts of the borough are in high risk flood zones, particularly the Ironbridge Gorge.

**2.1.25** The Council is committed to addressing and responding to climate change, from actively promoting renewable energy with the development of a Council owned solar farm, to the promotion of Sustainable Drainage Systems (SuDS) and the most efficient use of environmental resources.

## **Economy**

**2.1.26** The Borough of Telford & Wrekin continues to be true to its roots as a place of innovation and entrepreneurship.

**2.1.27** With a vast amount of employment land, some of the most competitive land and property prices in the UK and good transport connections including links to freight airports at Manchester and the East Midlands, the borough is now home to more than 150 foreign companies, with large numbers of American, German, Japanese and Taiwanese investors, including household names such as Ricoh, Epson, Xerox, Denso Europe and Maxell. The Ministry of Defence is developing its new Defence Fulfilment Centre in Donnington. Advanced manufacturing, defence, engineering, plastics, IT outsourcing and data centres, construction, retail, food and drink and tourism are amongst the industries that continue to help deliver successful economic growth. The borough has a strong small and medium sized enterprise sector which supports the automotive and manufacturing supply chain in the borough and beyond.

**2.1.28** Many of the existing high-tech firms and large employers are centred around the industrial estates and business parks of Halesfield, Hortonwood, and Stafford Park. This employment land is highly accessible to Wolverhampton, Birmingham and beyond. New business and employment opportunities on a major scale are increasing in the automotive industry as a direct result of the new Jaguar Land Rover engine plant at i54, only a 10 minute drive away

## 2 Shaping the borough

from Telford. This will enable the borough to capitalise on its strengths in existing automotive supply chain and distribution industries and provides opportunities for Telford based small and medium employers to expand.

**2.1.29** Telford and Wrekin's unemployment rate is falling (4.7% as of September 2016) and is now below the regional average. The Council is also committed to boosting educational and skills attainment. It invested in a £200m investment in new schools funded in part by the Building Schools for the Future programme. The borough is home to two universities: the University of Wolverhampton and Harper Adams University. Both institutions are vocationally orientated, supporting the local economic base. The Universities are also supported by a thriving sixth form education system.

**2.1.30** Newport and the rural area's existing economic strengths are in agriculture and food production industries. There has been a decline in large format employers in the rural area in recent years with the closure of the Allscott sugar beet factory and the Dairy Crest creamery plant at Crudgington. At the same time, Harper Adams University with its international reputation in the field of agri-engineering, provides new opportunities to develop agricultural technologies and related industries.

### Southwater



**2.1.31** The borough and especially the urban area of Telford is made up of a hierarchy of centres. Telford centre is at the top of the hierarchy and has a sub regional function with an extensive catchment area attracted to its broad mix of nationally recognised shopping stores, the International Centre for conferences and Telford Town Park for public events. Newport and Wellington are important historic towns with a mix of services. Telford also has a number of smaller centres such as Dawley and Hadley as well as a series of local centres such as Leegomery and Stirchley. New centres have been established at Lawley and Lightmoor. The borough also includes three significant out of town retail centres (Bridge, Forge and Wrekin Retail Parks).

**2.1.32** Like all town centres and high streets in the UK, the borough's centres are having to adapt to changes in how people shop and spend their leisure time. These centres will have to evolve into places which combine retail, social, leisure and residential uses.



## Housing

**2.1.33** The borough offers a wide choice of housing as well as some of the most competitive house prices in the UK. There are around 67,000 homes in the borough and the average house price was £142,000 (December 2013) compared to £255,000 across England. The 2011 Census indicates that over 63% of households own their own home. Nonetheless, later research (2014) suggests that housing affordability remains a challenge locally. Across the borough the cost of a typical house is nearly seven times mean income, rising to nine times mean income in parts of the rural area and Newport. In the period between the 2001 and 2011 Census the proportion of households who rent in the private sector was recorded as having increased by 130%. One in seven households rents in the private sector, marginally more than the average for the West Midlands.

### Trenchwood Gardens, Telford



**2.1.34** Over four fifths of the borough's population live in Telford. A far greater proportion of its housing stock is relatively new compared to the UK as a result of the considerable house building associated with the creation of Telford New Town. Much of the borough's housing is located on housing estates and includes significantly more detached and semi-detached houses (67%) than the region (61%) or England (53%).

**2.1.35** Newport is a distinctive Market Town in the north of the borough with a population of around 15,000 people.

**2.1.36** The rural area includes over sixty named settlements which range from a small cluster of buildings such as Isombridge to large villages with many facilities such as Edgmond.

**2.1.37** The borough has a substantial supply of housing land. In April 2016, there were planning permissions for over 7,000 homes where construction works had not started.

## 2 Shaping the borough

### 2.1.1 Strengths and challenges

**2.1.1.1** The following table provides a summary of the strengths and challenges associated with the borough profile. These provide a foundation from which the aims and objectives in the Local Plan are derived and the policies which help deliver those aims and objectives.

**Table 1 Strengths and challenges**

Themes	Strengths	Challenges
<b>Economy</b>	<ul style="list-style-type: none"> <li>• Good supply of competitively priced employment land</li> <li>• Strengths in the manufacturing and engineering sectors</li> <li>• Preferred destination for logistics groups</li> <li>• An emerging defence hub around the MOD site in Donnington</li> <li>• Over 600,000 residents in travel to work area</li> <li>• Knowledge transfer opportunities with two universities</li> <li>• A growing business/leisure/tourism offer in Telford Town Centre on the back of investment in Southwater and Telford Town Park</li> </ul>	<ul style="list-style-type: none"> <li>• Diversifying the employment offer and local skills to ensure all communities benefit from investment and growth</li> <li>• Capturing new businesses</li> <li>• Retaining and supporting new businesses</li> <li>• Creating the right environment for business innovation and new technology including improved educational attainment and links between industry and universities</li> <li>• Ageing infrastructure on some industrial estates</li> <li>• Ensuring Telford Town centre retains its sub regional appeal</li> <li>• Ensuring other centres remain viable, vital and deliver a complementary range of services</li> <li>• Improving educational attainment at local schools</li> </ul>
<b>Housing</b>	<ul style="list-style-type: none"> <li>• Competitive house prices</li> <li>• Good supply of housing land</li> <li>• A wide choice of housing options</li> </ul>	<ul style="list-style-type: none"> <li>• Need to deliver appropriate amount of affordable housing</li> <li>• Meeting the accommodation needs of all the community including Gypsy and Traveller accommodation</li> <li>• 'Unlocking' the development of previously developed land and directing development to sites which benefit from planning permission</li> <li>• Some ageing housing stock and infrastructure especially on former New Town estates</li> <li>• Planning for an ageing population including for more variety in the borough's housing stock</li> </ul>
<b>Natural environment</b>	<ul style="list-style-type: none"> <li>• High quantity of accessible and ecologically diverse green space</li> </ul>	<ul style="list-style-type: none"> <li>• Having the resources to maintain and improve green space</li> </ul>

Themes	Strengths	Challenges
	<ul style="list-style-type: none"> <li>Large rural area</li> <li>Area of Outstanding Natural Beauty</li> <li>110 designated ecological sites including eight Sites of Special Scientific Interest (SSSIs)</li> </ul>	<ul style="list-style-type: none"> <li>Increasing the benefits, accessibility and quality of urban green space</li> <li>Protecting green spaces whilst meeting the needs for growth</li> </ul>
<b>Community</b>	<ul style="list-style-type: none"> <li>Many Local Centres with distinct identities</li> <li>A wide and extensive distribution of facilities</li> <li>A major hospital</li> <li>Recent capital investment in eight schools under Building Schools for the Future programme</li> </ul>	<ul style="list-style-type: none"> <li>Need to promote social/physical regeneration of some older New Town estates</li> <li>Ageing population</li> <li>Need to address deprivation and social exclusion including poor health and inequalities</li> <li>Retaining services and infrastructure in the rural area</li> </ul>
<b>Connections</b>	<ul style="list-style-type: none"> <li>Excellent road connections including four motorway junctions</li> <li>Three railway stations and nationally connected railway transport links and an international rail freight depot</li> <li>Investment in road and cycling infrastructure</li> <li>Opportunity to exploit indirect links to HS2</li> </ul>	<ul style="list-style-type: none"> <li>Sustaining and improving rail links, including the electrification of the line</li> <li>Dispersed town affects public transport patronage and walking</li> <li>Need to deliver high speed broadband across the rural area</li> <li>Encouraging healthy forms of travel</li> </ul>
<b>Built environment and heritage</b>	<ul style="list-style-type: none"> <li>A diverse range of heritage and modern places</li> <li>National and internationally valuable historic environments including a World Heritage Site</li> </ul>	<ul style="list-style-type: none"> <li>Maintain the quality of new development and promote innovative, environmentally sustainable new homes and settlements and on previously developed land</li> <li>Continue to create high quality, locally distinct places</li> <li>Sustaining valuable historic places and buildings</li> <li>Adapt to land instability and contamination issues across the borough, especially in Ironbridge</li> <li>Maintain awareness of geotechnical issues affecting formed industrial land</li> </ul>
<b>Environmental resources</b>	<ul style="list-style-type: none"> <li>Extensive green spaces</li> <li>Modern housing</li> <li>Mineral reserves</li> </ul>	<ul style="list-style-type: none"> <li>Need to reduce flood risk and protect the borough's water resources</li> <li>Need to promote energy efficiency and renewable energy sources</li> </ul>

## 2 Shaping the borough

### 2.2 The borough vision

**2.2.1** The purpose of the Local Plan is to help sustain and enhance the quality of Telford & Wrekin and the quality of life for those who live and work in and visit the borough. To achieve this purpose the Local Plan sets out a description of the type of place we aspire to in the future.

**2.2.2** The Local Plan vision for the year 2031 can be summarised as follows:

- By 2031, Telford & Wrekin will be a healthier, more prosperous and better connected place.
- It will have a population of approximately 202,500 people.
- Sustainable development will be focused in Telford and Newport.
- Communities in the rural and urban area will be supported.
- The environment and community green spaces will be protected and enhanced.
- New development and inward investment will provide a high quality of life for all those who live and work in and visit the area.

**2.2.3** The vision involves the responsible and sustainable stewardship of natural and man made resources including green spaces, historical and cultural heritage assets as well as delivering new development that is distinctive in its design and quality. It means making best use of the borough's road and rail connections whilst at the same time promoting and providing for healthier, more sustainable ways of getting from place to place and maximising connectivity for trade and growth in the supply chain.

**2.2.4** It is a vision that includes the provision of sufficient homes of the right type and quality in the right places to meet a growing and ageing population, the right businesses and jobs to provide employment, economic prosperity and education to deliver the skills required by growing businesses as well as the provision of services and facilities to meet our communities' current and future needs.

**2.2.5** It is a vision that seeks to improve the health and wellbeing of the borough's residents through the provision and quality of its housing, community green space, transport, social, cultural and health infrastructure.

### Aims and objectives

**2.2.6** The aims and objectives expand the vision and provide the basis for the Spatial Strategy and a range of Detailed Policies. They also enable the Council to monitor the performance of the policies in the Local Plan. The aims and objectives also respond to the Council's *Health and Wellbeing Strategy* and have been tested through the *Sustainability Appraisal* to ensure they contribute towards the delivery of sustainable development.

**Table 2 Economy****Aim 1: Promote prosperity and opportunity for everyone****Objectives:**

1. Support the delivery of at least 76 hectares of employment land on a range of sites across the borough;
2. Support and enhance the network of urban centres as the focus for local business, shopping, community facilities and residential development well served by public transport, walking and cycling, with Telford Town Centre being the sub-regional centre for the borough;
3. Consolidate and strengthen Newport's role as a Market Town;
4. Support and enable the development of rural enterprises;
5. Expand the leisure, tourism and business visitor offer supporting Destination Telford;
6. Support actions to sustain business and equip the local workforce for future opportunities;
7. Support measures which reduce youth unemployment and promote employment.

**Table 3 Housing****Aim 2: Meet local housing needs and aspirations****Objectives:**

8. Support the delivery of approximately 17,280 new dwellings across the whole borough by 2031;
9. Make sure new developments deliver a range of housing types and tenures that meet the needs of household groups;
10. Ensure an appropriate proportion of new dwellings are affordable;
11. Improve the quality of new and existing housing;
12. Meet the identified housing needs of Gypsies and Travellers.

**Table 4 Natural Environment****Aim 3: Harness the borough's natural environment****Objectives:**

13. Make sure that the natural environment is planned, designed and managed to meet site, local and strategic needs;
14. Make sure that Strategic Landscapes are protected and managed appropriately;
15. Safeguard and enhance the borough's biodiversity.

**Table 5 Community****Aim 4: Promote socially cohesive, healthy and active communities****Objectives:**

16. Enable healthier lifestyles and improve the health and wellbeing of the population;
17. Address social and economic deprivation;



## 2 Shaping the borough

18. Enhance the borough's education and training facilities;
19. Support the creation of safe and secure environments;
20. Enable people to live independently for longer;
21. Sustain and enhance the vitality of rural settlements.

**Table 6 Connections**

### **Aim 5: Enhance the infrastructure for improved access and communication**

#### **Objectives:**

22. Support the continued provision of an accessible and integrated transport network, including links to regional and national destinations;
23. Encourage and help enable greater access by non-vehicular means to local green space, services and locations of employment;
24. Enhance broadband and mobile networks across the borough.

**Table 7 Built environment and heritage**

### **Aim 6: Value the cultural and heritage assets**

#### **Objectives:**

25. Achieve high quality urban design which responds to local context and provides opportunities for innovation;
26. Safeguard the character and setting of the borough's built and natural heritage, including Ironbridge Gorge World Heritage Site and the Wrekin;
27. Protect and enhance the borough's local distinctiveness.

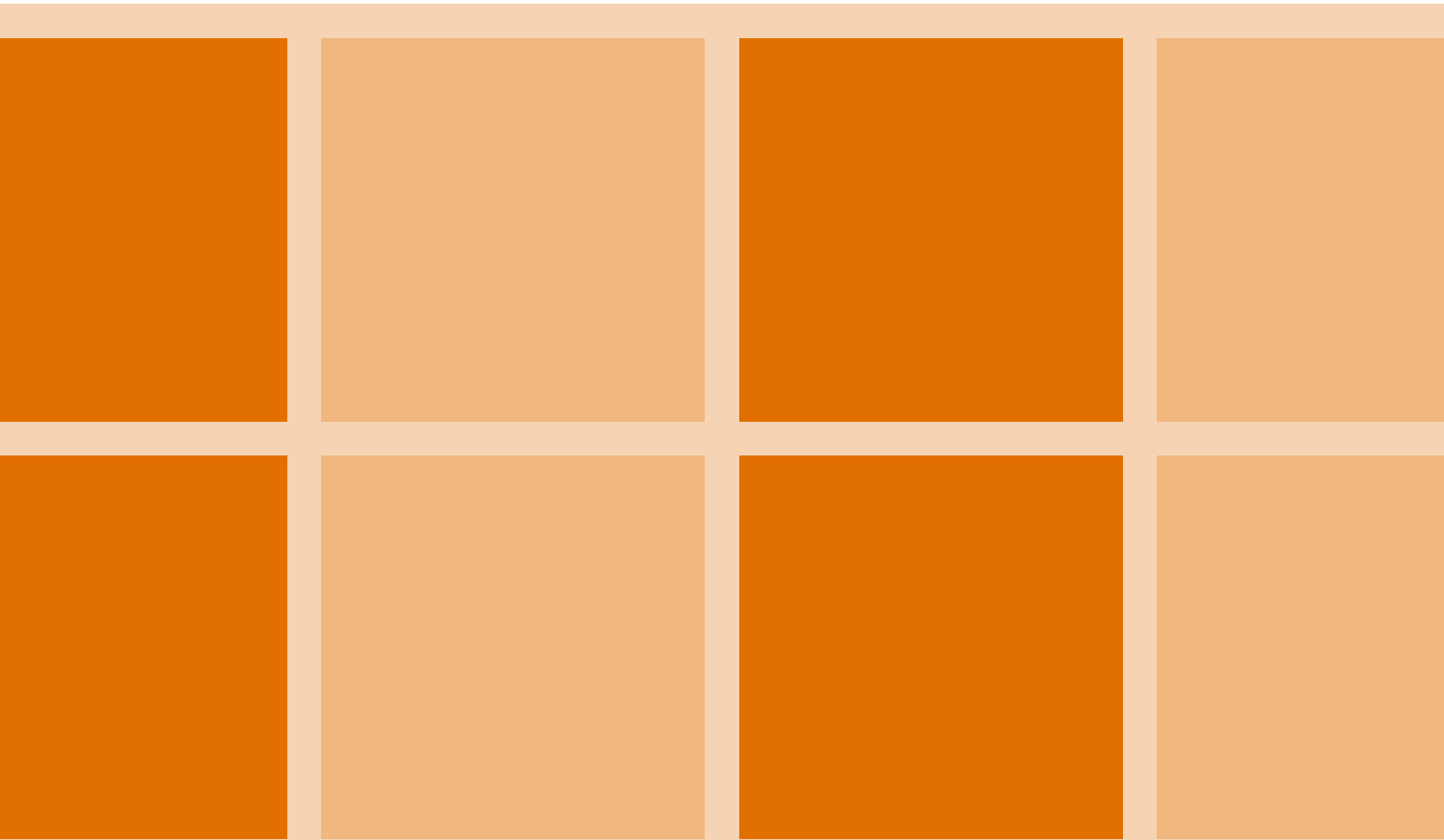
**Table 8 Environmental resources**

### **Aim 7: Reduce the environmental impact of new development**

#### **Objectives:**

28. Promote solutions that reduce energy demands on non-renewable energy sources;
29. Safeguard the borough's limited minerals resources for future generations;
30. Support measures to increase household recycling rates;
31. Make sure development mitigates for and enables adaption to the effects of climate change;
32. Encourage the most efficient use of land and existing buildings to meet local needs;
33. Protect the borough's water supply and quality and reduce the risk of flooding;
34. Minimise the impact of new development on natural resources and encourage their efficient use, retaining high quality soil and best and most versatile agricultural land.

## 3 Spatial strategy



### 3 Spatial strategy

**3.0.1** The spatial strategy identifies the roles that the different areas of the borough will play in responding to the vision, aims and objectives of the Local Plan. It has been informed by the responses received from previous consultations on the Local Plan and partnership working with service providers and other public bodies under the Council's Duty to Co-operate. It has endorsed:

- The importance of the borough continuing to grow and to meet the needs of local communities;
- The importance of safeguarding the borough's green resources and identity;
- That development should principally be focused within the urban areas of the borough; and
- The need to support rural communities.

**3.0.2** The key challenge for the borough in coming years will be to provide a balance of appropriate land for a growing population and associated employment. The Local Plan sets a housing requirement of approximately 17,280 new homes and an associated amount of employment land of at least 76 hectares. Approximately 80% of this housing already has planning permission. The spatial strategy directs new investment to sites and locations that make best use of existing infrastructure without harming the borough's substantial heritage and environmental assets.

**3.0.3** In apportioning where new development should go there are three distinct parts of the borough. These are: Telford; Newport; and the rural area. Table 9 identifies the role of each of these three areas.

**Table 9 Spatial Strategy for Telford & Wrekin**

Settlement	Role	Spatial Strategy
<b>Telford</b>	<p>Home to 86% of the borough's population.</p> <p>Telford Town Centre is a sub regional centre with a growing retail, conference, exhibition and leisure offer and the best public transport connectivity in the borough. Telford Town Park is in close proximity.</p> <p>Wellington is an historic Market Town that has good transport connections.</p> <p>Telford also has seven smaller District Centres at Dawley, Donnington, Hadley, Ironbridge, Lawley, Madeley and Oakengates and a number of Local Centres that serve daily shopping and community needs.</p> <p>Telford has extensive areas of deliverable housing and employment land which is well connected internally and externally.</p>	<p>The overwhelming majority of new investment should be directed towards the Telford urban area to exploit its infrastructure strengths.</p> <p>There is a distinct hierarchy of centres in the Telford urban area and planning policy should strengthen their identity.</p> <p>The borough's District Centres should be supported and strengthened as community hubs.</p>
<b>Newport</b>	<p>Home to 8% of the borough's population, Newport is an historic Market Town with close associations with Harper Adams University.</p>	<p>It is appropriate that some new investment should be directed to Newport to help support its role as a growing Market Town and to facilitate opportunities for investment and employment.</p>
<b>Rural area</b>	<p>Home to 6% of the borough's population, the rural areas are sparsely populated with limited infrastructure.</p> <p>Much of the rural area is of high agricultural quality.</p>	<p>Restrict development in the open countryside.</p> <p>New investment should be promoted in areas with access to services and other infrastructure.</p>

## 3 Spatial strategy

### 3.1 Key Diagram

**3.1.1** The Key Diagram in Figure 5 identifies a hierarchy of centres and key infrastructure that connects the borough with other parts of the UK. It includes strategic employment areas and urban extensions, areas of important landscapes and the Ironbridge Gorge World Heritage Site.

**Figure 5 Key diagram**



**3.1.2** Policies SP1 to SP3 set out in more detail the roles of Telford, Newport and the rural area and Policy SP4 explains how the Council will discharge its responsibility to promote sustainable development consistent with the Government's advice set out in the NPPF and its *Planning Practice Guidance* (the PPG).

## 3.2 Areas of the borough

### 3.2.1 Telford

**3.2.1.1** Telford forms approximately 25 percent of the borough (72 sq km). It is the borough's principal urban area and has an important and established economic, social and environmental role in the wider region. The town is dispersed and its development is substantially low density and suburban in character.

**3.2.1.2** Telford is a collection of several centres which were brought together as a New Town making a single urban area. It is therefore formed of not one but several distinct centres, each one possessing a different character. Most of the centres are based upon settlements which pre-date the designation of the area as a New Town such as the Market Town of Wellington.

**3.2.1.3** The most significant centre in terms of status and shopping is Telford Town Centre. Telford Town Centre contains retail, conference and exhibition facilities and Telford Town Park. This provides Telford with a unique sub regional centre at the heart of the Borough.

#### Green landscape, Central Telford



**3.2.1.4** The town has a rich industrial past and the area continues to provide the borough's largest and most extensive employment areas. Whilst substantial parts of the town were purchased by the Government and reclaimed in the latter half of the 20th century, there remain areas of previously developed land. Telford still contains some of the highest amounts of land in public ownership in England.

## 3 Spatial strategy

### Policy SP 1

#### Telford

Telford will be the principal focus for growth to meet the borough's housing and employment development needs during the plan period. The presumption will be to support development in Telford, unless it is contrary to the policies and proposals set out in the Local Plan or national policy.

The Local Plan supports the delivery of approximately 14,950 net new homes in Telford up to 2031. This includes one sustainable urban extension to the town considered appropriate for development, identified in Policy HO2.

Telford is a key driver in the economy being noted as the Marches Local Enterprise Partnership 'Urban Powerhouse'. The majority of the allocated employment land is based on Telford's Strategic Employment Areas. Telford Town Centre will remain the borough's sub regional shopping centre and will be supported in its role. The Council will support the development of Telford's other Market Town, District and Local Centres.

**This policy contributes towards achieving all of the objectives.**

**3.2.1.5** Telford is an area that has been transformed over the last 50 years into a major location for inward investment and employment, housing, leisure and tourism, and commercial activities, including a sub-regional centre. It is also a town with a diverse range of communities and neighbourhoods, built within the backdrop of an abundance of green space and natural open features. This gives Telford its distinctive purpose and character.

**3.2.1.6** The continued growth of Telford is important for the future economic prosperity of the whole borough. It will continue to be the focus for growth and development due to the significant supply of land that is currently committed across the town, which is likely to form a large part of the land developed in the short to medium term. Telford is the centre of the Telford Enterprise area providing investment opportunities across the borough.

**3.2.1.7** Telford is also where there are significant economic and social challenges. Therefore, it is important that the Local Plan sets out a positive approach for the town by directing regeneration and investment, wherever possible, towards the principal urban area of the borough.

**3.2.1.8** The identification of a specific housing requirement for Telford is based on the distribution of overall requirement set out in Policy HO1. This has been apportioned in line with the corresponding distribution of households across the borough, based on the Census 2011. For Telford, this equates to approximately 86% of the total number of households of the borough.

### 3.2.2 Newport

**3.2.2.1** Newport is an historic Market Town in the north of the borough. Like many other Market Towns across England, Newport's traditional role has been significantly challenged by rapid changes in the national economy and wider society in recent decades. A restructuring



agricultural sector and increasing personal mobility, among other things, have undermined the town's self-sufficient nature as a rural service centre. The town's economy and its service and facility base will benefit from being revitalised and expanded.

### High Street, Newport



## Policy SP 2

### Newport

Development in Newport will be expected to support its role as a Market Town, as set out in Policy EC4. The Plan supports the delivery of approximately 1,330 net new homes in Newport up to 2031.

Additional employment land to serve the town will be identified to provide local employment opportunities. The Local Plan will support the delivery of employment land south of the A518.

All development will respect and enhance the quality of the town's built and natural environment.

**This policy contributes towards achieving all of the objectives.**

**3.2.2.2** A key objective in creating a more prosperous borough is to consolidate and strengthen Newport's role as a Market Town. The aim will be to achieve a sustainable economy based on an appropriate balance between the quantity and type of employment opportunities available in the town, and the available quantity and type of local skills in close proximity to major concentrations of employment in Telford and the growing agricultural technology and research reputation of Harper Adams University.

## 3 Spatial strategy

**3.2.2.3** A large amount of Newport's housing needs has been met through a number of developments that have already been approved. Any further development will be to meet the local requirement for new homes.

**3.2.2.4** In terms of employment land, the *Newport: The Need for Employment Land* (2013) study assessed the amount of land that is required. The study looked at take up of sites, employment forecasts and growth in the resident workforce. This concluded that there was a requirement for an additional 8 to 9 hectares of employment land. An allocation of 10 hectares will broaden the range of options for the market and provide flexibility over the lifetime of the Local Plan.

**3.2.2.5** The level of provision for Newport is based on the breakdown of the overall requirement set out in Policy HO1, which has been apportioned in line with the corresponding breakdown of households across the borough, based on the Census 2011. For Newport, this equates to approximately 8% of the total number of households in the borough.

### 3.2.3 Rural area

**3.2.3.1** Over 60 percent of the borough is rural, most of which is in the west and north of the borough. For the purposes of the Local Plan the rural area is defined as the area which lies outside the built up areas of Telford and Newport.

**Maize crops**



**3.2.3.2** With the notable exception of the areas to the west including The Wrekin Hill, the rural area is predominantly low lying and level. It includes large areas of farmland, a number of nationally designated sites including an Area of Outstanding Natural Beauty and conservation areas, listed buildings, scheduled ancient monuments and sites of biodiversity and geodiversity interest. It also includes 60 distinct settlements.

## Policy SP 3

### Rural area

The Council will support development in the rural area where it addresses the needs of rural communities. Development is directed to the reuse of previously developed land and to settlements with good infrastructure. Where development is proposed on best and most versatile agricultural land (Grade 1, 2 and 3a) the economic and other benefits of the land will be taken into account.

The Council will support the delivery of approximately 1,000 net new homes in the rural area up to 2031.

The delivery of employment development will be considered against Policy EC3.

**This policy contributes towards achieving all of the objectives.**

**3.2.3.3** Changes in the farming industry and greater access to telecommunications have resulted in new rural employment opportunities. However, an increasingly older population together with limited local paid employment and fewer rural-based businesses have in turn resulted in rural housing being the least affordable in the borough. There are also issues relating to the limited choice of homes and access to services such as public transport and community facilities.

**3.2.3.4** The rural area is a very significant part of the borough. It is important that it is protected and enhanced environmentally, socially and economically to help sustain the best of its natural character and support, in a sustainable way, the people and communities which live and work in the area.

**3.2.3.5** The Council will support a limited amount of new housing to meet the needs and aspirations of the rural community, including provision for affordable homes and for specialist needs and the elderly. It will support increased rural employment through agricultural businesses, the provision of renewable energy schemes, low impact industries in agricultural buildings, suitable uses based around leisure and tourism such as farm shops, bed and breakfast accommodation, conversion of agricultural buildings to holiday cottages and/or small scale offices and well-designed new buildings. There may also be the opportunity for the development of live-work units. The Council will support the retention and alteration, expansion and modernisation of rural shops, services and community facilities and the re-use and conversion of rural buildings that enhance the high quality environment of the area. Should new development put too much pressure on existing services and infrastructure it will be supported providing the required improvements can be made.

**3.2.3.6** The level of provision for the rural area is based on the breakdown of the overall requirement set out in Policy HO1, which has been apportioned in line with the corresponding breakdown of households distributed across the borough, based on the Census 2011. For the rural area, this equates to approximately 6% of the total number of households of the borough.

## 3 Spatial strategy

### 3.3 Presumption in favour of sustainable development

**3.3.1** A key principle of the NPPF is the need to deliver sustainable development by balancing economic, social and environmental objectives and by meeting the needs of the present without compromising the ability of future generations to meet their own needs.

**3.3.2** The Local Plan provides locally specific policies to deliver new development and address local issues in the context of a presumption in favour of sustainable development.

#### Policy SP 4

##### **Presumption in favour of sustainable development**

The Council will support development proposals that are considered to be sustainable. Development is considered sustainable where it is in accordance with national and Local Plan policies, taking into account other material considerations.

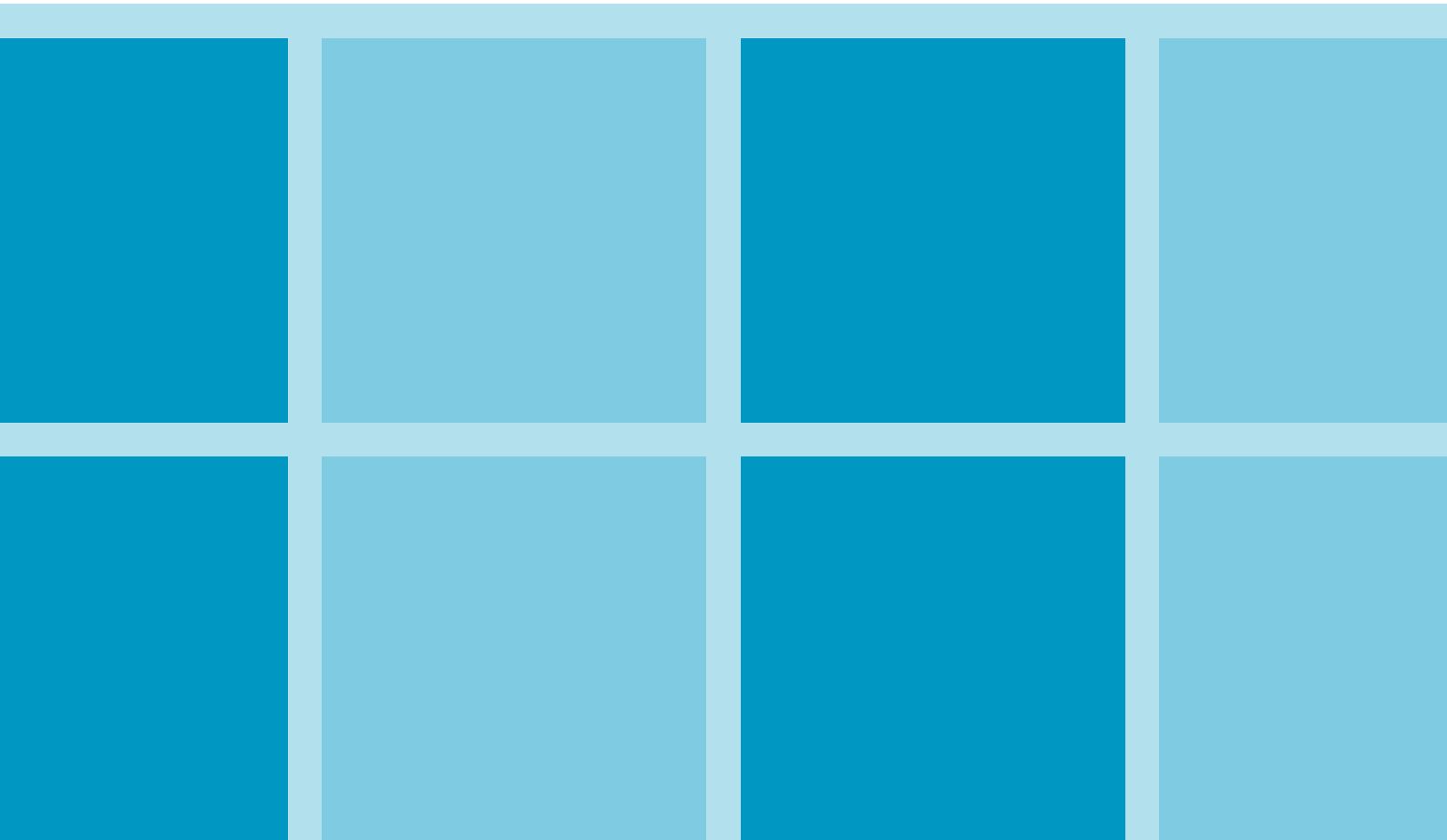
The Council will work in a proactive way to make sure proposals which accord with the development plan are approved without delay.

Where there are no Local Plan policies relevant to the application or relevant policies are out of date at the time of making the decision, then the Council will grant permission unless:

- any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or
- specific policies in the NPPF indicate that development should be restricted.

**This policy contributes towards achieving all of the objectives.**

**3.3.3** In order to bring forward new residential and employment sites the Council will expect major development to mitigate the cumulative impacts in a plan-led manner by contributing towards the provision of strategic infrastructure, subject to viability. All developments will be expected to mitigate site specific impacts through the provision of new and improved infrastructure. Further information related to the Council's approach to infrastructure provision can be found in Appendix A.





# 4 Economy

## 4.1 Employment

**4.1.1** Telford & Wrekin has a long history as a major focus for economic activity in the West Midlands. The Ironbridge Gorge and the East Shropshire Coalfield played an early role in the development of industry in Britain. Telford New Town was planned as a regional focus for employment development, a role which it continues to fulfil today.

**4.1.2** Telford is identified as an "Urban Powerhouse" in the Marches Local Economic Partnership's *Strategic Economic Plan* (2014). It has established strategic employment areas in Donnington Wood, Hadley Park, Halesfield, Hortonwood, Shawbirch, South Newport, Stafford Park, T54 and Central Area of Telford. These areas contain a range of existing businesses including key sectors such as advanced manufacturing, automotive, IT, defence, food and drink with household names including BAE, Xerox, Heinz, Ricoh and Muller. These areas continue to have an ample supply of highly accessible and serviced development land, which provides capacity for the borough's economy to grow and consolidate its position as a regional powerhouse.

**4.1.3** The Ministry of Defence (MOD) has confirmed that Donnington will be the location of its new Defence Fulfilment Centre. This will safeguard existing jobs at the site as well as creating more jobs contributing approximately £60m a year to the local economy and consolidates the borough's reputation as a defence logistics hub.

### Employment development on Hortonwood



**4.1.4** Industries in Newport and the rural area are more strongly related to agriculture and food production. The Audley Avenue area in south east Newport contains a mixture of small industrial units, silos, warehouses and an enterprise park. Newport Town Centre contains a number of office suites above shops and units in the shopping frontage. This is the main location

for offices, including professional services such as solicitors and estate agents. To aid the delivery of Newport's employment land, the Local Plan includes an allocation to the south of the town.

**4.1.5** In the rural area, employment development is dispersed. Large format employers have been in decline in recent years with the closure of the Allscott sugar beet factory and the Dairy Crest creamery at Crudgington. Smaller enterprises have grown within new developments such as Rodenhurst Business Park. Also there is large scale employment facilities provided within the rural area, at Harper Adams University.

**4.1.6** A key priority of the Council's *Medium Term Plan* (2013-2016) is to "...protect and create jobs as a Business Supporting, Business Winning Council". This means working co-operatively with local people, organisations and partners in the public, private and third sectors, the borough's two universities and the Telford Business Board. To support existing businesses and to attract new businesses and investment into the borough in order to create jobs. This will ensure economic growth and therefore will benefit the community in increasing employment opportunities and skills. The Enterprise Telford pledge extends the Council's offer to businesses through a bespoke package of support aimed at creating a more competitive investment environment than can be found in other regional and national destinations.

**4.1.7** The Council is committed to building a strong and resilient economy and has invested significantly in infrastructure, including its schools alongside substantial investment in the borough's road infrastructure funded by government growth funding through the Local Enterprise Partnership. As Telford continues to fulfil its role as a hub for economic growth, job opportunities will be maximised by making the most effective use of its large land resource and by continuing to address skill levels in the workforce. Existing businesses are being supported to expand and new investment is being attracted that will deliver the borough's potential as a regional/national destination for inward investment. This will continue to raise the profile of the borough as a top destination for business and investment.

## 4.1.1 Strategic employment areas

**4.1.1.1** To deliver improvements to the employment in the area predominantly within B use classes and support local growth, the Council needs to set out how proposals for employment development will be assessed. Within this section a strategy is set out for the allocation of land for employment development chiefly within the B Use Classes and criteria for assessing such employment development away from these allocated areas. Policy EC1 sets out the Council's approach to promoting new inward investment on strategic employment areas which are the largest parcels of serviceable employment land.



### Policy EC 1

#### Strategic employment areas

The Council recognises the importance of the strategic employment areas throughout the borough. The areas, as shown on Map 2 and the Policies Map, are expected to deliver B Use Classes along with sui generis uses associated with B Use Class activity such as waste management and ancillary uses that support the Strategic Employment Area.

Within the Central Area Strategic Employment Area, main town centre uses (expect retail development) will also be encouraged on sites within the Telford Town Centre as shown in Policy EC5.

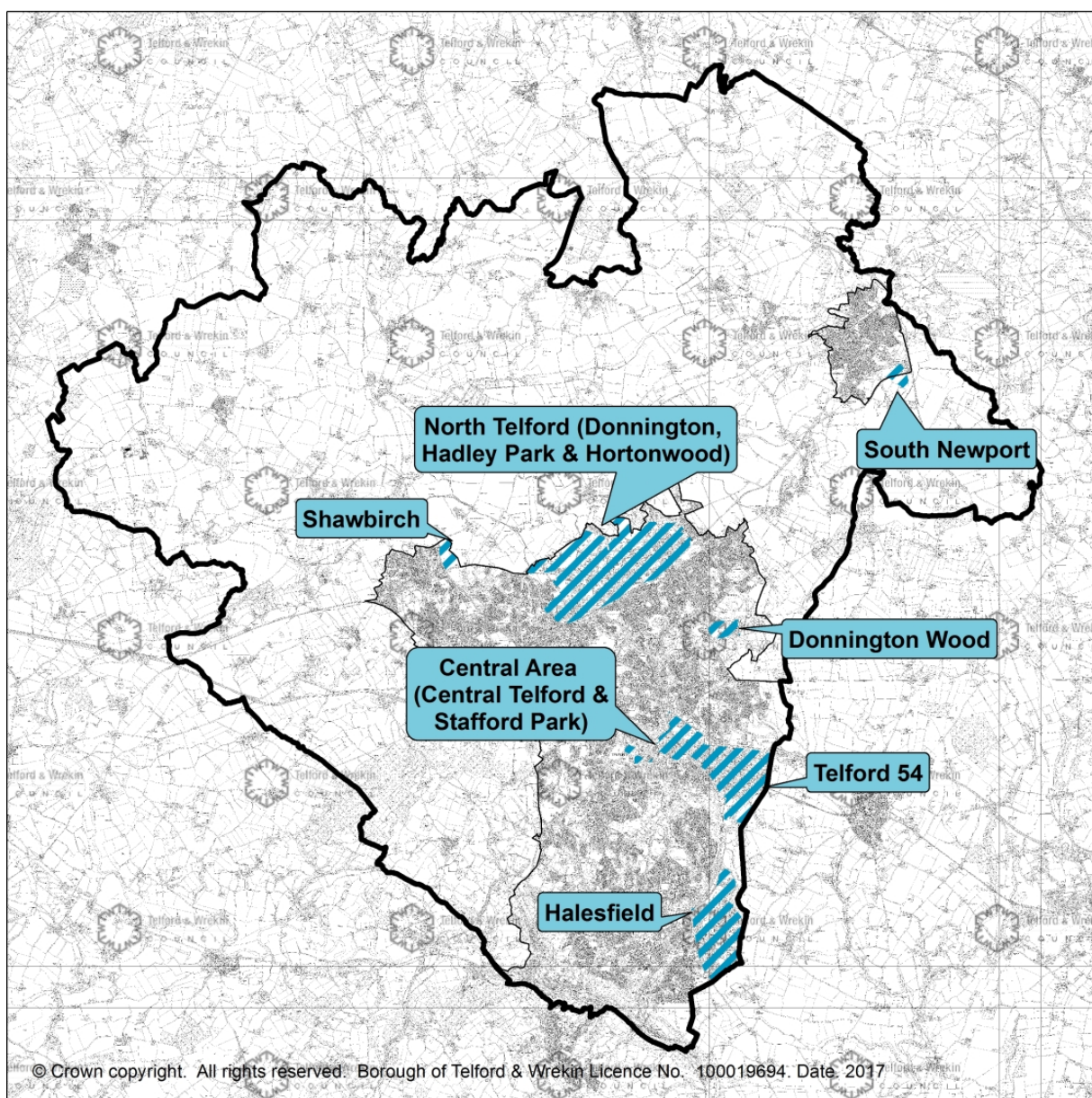
It is anticipated a minimum addition of 76 hectares of employment land will be required to be delivered over the lifetime of the Local Plan. To meet this need, the sites shown on the Policies Map and listed in Appendix B are allocated for employment uses to meet the needs of the employment sector within the borough.

**This policy contributes towards achieving objectives 1, 3, 4, 6 and 7.**

**4.1.1.2** A key part of the vision of the Local Plan is to make the borough a more prosperous place. The vision aims to realise the economic potential of the borough. To deliver this the Council has recognised a minimum requirement for 76 hectares of employment land over the lifetime of the Local Plan until 2031. This growth will help facilitate and sustain the additional housing being delivered in the Local Plan.

**4.1.1.3** To make sure that there is an adequate range of sizes and types of sites to attract business developments and provide an adequate choice of sites, 149 hectares of employment land has been identified. It is anticipated that much of this will be delivered outside the Local Plan period. By allocating sites now, the Council seeks to promote a choice of sites to maximise the attractiveness of the borough for investment, recognise the diversity in the manufacturing sector and provide opportunities for business expansion. The amount is based upon the gross site area. The net site area of some sites will be lower where there are physical features that need to be incorporated into any design.

**Map 2 Strategic employment areas**



**4.1.1.4** There is an arc of employment to the north and east of Telford together with areas to the south of Newport. These broad locations provide scope for the expansion of employment opportunities in accessible locations with excellent connections to the M54 and other main roads (the "Primary Road Network"). Their proximity to new housing proposals supports regeneration in some of the most deprived parts of the borough.

**4.1.1.5** Applications to use land allocated for employment for other uses will be strictly controlled to ensure that there is a continued supply of land for business, general industrial and storage/ distribution uses. Applications will be expected to demonstrate that other sites have been assessed, and provide evidence as to why these sites are not appropriate or available. The developer will be expected to demonstrate that the site has been actively marketed for the proposed employment use.

## 4 Economy

**4.1.1.6** Some of the employment areas require supporting ancillary services to meet the needs of on-site employees and businesses. Whilst this may result in a loss of employment land in the B-use classes, it will be compensated for by the additional allocation over the land that is required. Applications for waste related activity on Strategic Employment Areas will need to have regard to Policy ER7.

**4.1.1.7** The majority of the employment land allocations are in Telford. These are focused around four existing employment areas in the town. To the north of the town at Hortonwood, there is a mix of large and medium allocations. This takes advantage of a well connected industrial area with serviced land available and close proximity to the rail freight terminal. It also supports delivery of jobs around MOD Donnington. Halesfield is one of Telford's oldest employment areas and is able to deliver several smaller sites for development. At Donnington Wood there are existing logistics and warehousing uses. The sites allocated here look to strengthen this offer. Within Central Telford two sites are allocated, these are intended to meet the office need within the central area of the town. Telford 54 is well located providing opportunities for design and build units on a range of scales.

**4.1.1.8** Within Newport there is an identified need for an additional eight to nine hectares of employment land to be allocated. Ten hectares of land have been allocated within the Local Plan to give the market a flexibility of supply and to respond to any future upturn in economic conditions. This will support Newport's Market Town position, attract inward investment to the town, take advantage of the strong representation of the food and drink industries and the potential for growth in agricultural engineering and technology linked with nearby Harper Adams University. The site allocations link positively with the existing industrial areas to the south of the town. Further to the allocations, development is expected to be delivered at Water Lane. However, this site is not considered large enough to require an allocation.

**4.1.1.9** The Council will support the expansion of employment on other unallocated sites and in the rural area. It is not necessary to allocate employment sites within the rural area. Some smaller sites are considered through Policies EC2 and EC3 which provide a list of criteria for such development. This gives opportunities for the improvement of existing sites and, where appropriate, mixed use developments.

### 4.1.2 Employment in the urban area

**4.1.2.1** Whilst the allocated sites in the Strategic Employment Areas are key to delivering the Local Plan's strategy, it is noted that some businesses will need to expand at their existing premises and that the allocated sites may not suit all business requirements. To ensure that investment opportunities are not missed Policy EC2 provides criteria regarding employment development on windfall sites.



## Policy EC 2

### Employment in the urban area

Where possible employment sites should be located within close proximity to the strategic employment areas. In addition the Council will assess applications having regard to the following criteria:

- i. It provides adequate access including walking, cycling and public transport, and parking;
- ii. It has access to appropriate infrastructure;
- iii. It does not have a significantly adverse impact on adjacent land uses; and
- iv. It does not adversely affect the character of the area.

There is a preference for the use of previously developed land (PDL) in order to bring it back into use. Greenfield sites will be considered where it can be demonstrated that no appropriate PDL is available.

**This policy contributes towards achieving objectives 1, 3, 4, 6, 7 and 25.**

**4.1.2.2** The Council adopts a positive approach to supporting new and expanded employment uses on unallocated sites where it can be seen as contributing to the borough's economic prosperity. However, applications on such sites need to be handled with sensitivity.

#### Plaza Offices, Telford



**4.1.2.3** Development should not lead to any unneighbourly uses. What is acceptable in one area may not in another area. Therefore, each development and any proposed mitigation measures will be assessed on its own merits. Smaller unallocated sites present potential problems of parking and the Council will need to be satisfied that the development will comply with the parking and servicing standards set out in the 'Connections' section of the Local Plan and Appendix F.

### 4.1.3 Employment in the rural area

**4.1.3.1** In order to generate extra employment in the rural area and promote the expansion of existing businesses, the Council will provide flexibility to develop diversification opportunities as set out in Policy EC3.

#### Policy EC 3

##### Employment in the rural area

The Council will support new employment development in the rural area where it involves the re-use of previously developed land or the conversion/re-use of redundant buildings or the extension of existing sites where:

- i. Development relates to agriculture, forestry or assists in the diversification of the rural economy;
- ii. The local highway network is capable of accommodating the traffic generated by the proposed development; and
- iii. The proposal is supported by an appropriate business case which demonstrates that the proposal will support the local economy and help sustain rural communities.

Where it can be demonstrated that no suitable building capable of conversion/re-use is available or the re-use of previously developed land is not available or is unsuitable, new development will be supported in well-designed new buildings provided that development complies with the above criteria and the scale, use and design is responsive to the local context.

**This policy contributes towards achieving objectives 1, 4, 6 and 7.**

**4.1.3.2** It is also recognised that the Harper Adams University campus is a major employer in the rural area, and a major contributor to the rural economy. Appropriate development, as defined in Policy EC3, within the campus will be supported.

**4.1.3.3** The NPPF supports the conversion of existing buildings and well designed new buildings in the countryside for economic development purposes. Conversions or refurbishment to provide facilities for manufacturing, crafts or service business, office premises or retail are among the range of uses that would be considered suitable. At a local level, the Spatial Strategy for the rural area of the borough commits the Council which addresses the needs of rural communities. However, the Council must balance the desire to promote rural employment with the need to protect the existing character and fabric of the countryside.

## 4.2 Managing our urban centres

**4.2.1** Our local high streets and shopping centres play important roles in the borough, providing opportunities to shop and socialise. They also serve as hubs for a range of local services and facilities. However, like many other areas in the UK, centres within Telford & Wrekin face a number of challenges including changing consumer behaviour, new forms of retailing such as online shopping and car based out of centre retail and leisure development. The borough's major centres will have to take on new roles that continue to respond to meet the needs of local people across the borough while being resilient to economic change and changes in consumer behaviour.

**4.2.2** The pressure for additional space or additional large stores (particularly in the food grocery sector) is anticipated to decline and the borough's future need for convenience goods within the Telford urban area are likely to be met by existing commitments. However, in the event of further demand emerging for additional convenience floorspace the Council will support such proposals within the Primary Shopping Area (PSA) of Telford Town Centre in the first instance. Therefore, there is no need for the Council to identify additional sites for convenience shopping to meet any potential need arising in the short to medium term.

**4.2.3** In terms of comparison goods (non food) retail evidence shows that since 2006 there has been a decline in the market share of established Town and District Centres. It is therefore recommended that there should be focus on improving the comparison goods offer within them. The borough's centres should be the first preference for any additional retail development.

**4.2.4** The Council has been working with local communities to transform and improve the borough's towns and centres. Some of these have undergone regeneration with significant investment into centres such as Dawley, Hadley, Madeley, Newport, Oakengates, St Georges and Wellington. The Council is working with town centre groups to make improvements and projects are currently underway such as the Pride High Street funding. Recently, central government has relaxed permitted development rights to make changes of use cheaper and quicker as a means of encouraging more investment into the high street.

**Telford Town Centre**



## 4.2.1 Hierarchy of centres

**4.2.1.1** One of the objectives of the Local Plan is to enhance the network of urban centres across the borough and to support and strengthen their development with a healthy diversity of uses which will continue to meet the needs of Telford & Wrekin's residents and visitors. These centres perform different roles and functions. The purpose of Policy EC4 is to identify the borough's network of centres. Subsequent policies allocate different roles and functions to each of these centres as a means of supporting their viability and vitality.

### Policy EC 4

#### Hierarchy of centres

The Council will maintain and enhance the vitality and viability of the centres, as shown on the Policies Map and in Appendix C. Retail, office and leisure developments and community facilities including the provision of entertainment and cultural activities (for example, health centres, education and social services, residential accommodation, religious buildings) will be focused in the hierarchy identified below:

- i. Principal Town Centre: Telford Town Centre;
- ii. Market Towns of Newport and Wellington;
- iii. District Centres of Dawley, Donnington, Hadley, Ironbridge, Lawley, Madeley and Oakengates;
- iv. Local Centres.

Proposals which will make a positive contribution to the diversity and vitality of these centres having regard to their role in the hierarchy will be encouraged and promoted.

**This policy contributes towards achieving objectives 2, 3 and 5.**

**4.2.1.2** The hierarchy of centres is set out in Figure 6.

**Figure 6 Hierarchy of centres in Telford & Wrekin**





**4.2.1.3** A key element in the delivery of the vision, aims and objectives of the Local Plan and its spatial strategy is the focus of planned growth and development on Telford urban area. As the borough's Principal Town Centre, and being one of the main urban areas serving the West Midlands, Telford Town Centre has an established economic, social and environmental role to play across the wider subregion.

**4.2.1.4** The Market Towns of Newport and Wellington offer a more localised role but one that serves a wider catchment and provides a mix of shops, restaurants, banks and markets. There is a vibrant night time economy at Wellington with a mix of pubs, live music and night clubs.

**4.2.1.5** There are seven District Centres within the borough. These are locally important settlements and provide a range of commercial facilities to serve the general needs of the population of the town and their immediate hinterland. Oakengates is also home to The Place theatre.

**4.2.1.6** Below this are the borough's many Local Centres (a full list is shown in Appendix C). These comprise groups of shops that largely meet local convenience needs and contribute to wider sustainability objectives by meeting the needs of local residents and encouraging access by walking and cycling. These centres are varied in size, services and customers. They play a vital role in local communities. Whilst their roles differ they each provide individual qualities and a focus for convenience, shopping and places to meet supporting local communities. The Council expects more Local Centres to be created over the lifetime of the plan as other major sites are developed. The Council will support modest expansion to facilities in existing and new Local Centres provided it meets local needs. The focus in Local Centres should be on maintaining basic levels of services and shopping to serve a local catchment.

**4.2.1.7** Whilst it is important to encourage new investment into the borough's centres, development should make a positive contribution and avoid a detrimental impact on other amenity and local residents. The NPPF requires local plans to take account of and support local strategies to improve health, social and cultural wellbeing for all. Councils are encouraged to work with public health leads and organisations to consider the health status and needs of the population, including expected changes and information about barriers to improving health and wellbeing.

**4.2.1.8** There are a number of out of centre retail parks located in Telford and Wellington that sit outside the borough's hierarchy of centres. The Council acknowledges these retail parks contribute to local shopping needs but does not seek to direct new development to these areas in the first instance so as to protect the vitality and viability of Telford Town Centre.

### 4.2.2 Telford Town Centre

**4.2.2.1** Telford Town Centre is well connected to surrounding areas by rail and road with links to the east and west M54 and the A5 and north and south via the M6 and enjoys good access by public transport (road and rail). These factors, allied with the extensive amount of retail and other uses justify Telford Town Centre's status at the top of the hierarchy. Policy EC5 demonstrates how the Council, working with private and public sector partners, will continue to promote this centre.

#### Policy EC 5

##### Telford Town Centre

The Council will support development that reinforces Telford Town Centre's role as a sub regional shopping centre, by directing main town centre uses to Telford Town Centre.

Any additional net comparison goods (non food) and convenience goods (food) retail development will be first directed to the Telford Town Centre Primary Shopping Area (shown on the Policies Map and Map 3) to meet the needs of the Telford urban area and facilitate its regeneration.

In the Primary Shopping Area the Council will only support changes of use from Use Class A1 to other uses where the proposal:

- i. Would not harm the retail character of the frontage; and
- ii. Would complement the other shopping uses within the centre.

In the Primary Shopping Area Secondary Shopping Frontage the Council will support changes of use from Use Class A1 to other uses which are complementary to the town centre location.

The Council will direct major new conference and exhibition business and ancillary uses into the Conference and Exhibition Area (as shown on the Policies Map and Map 3).

Within Telford Town Park the Council will continue to protect and enhance the park's recreation and leisure uses together with its qualities and character.

The Council will continue to work with partners to improve the connectivity to and from Telford Town Centre and to turn a historically inward looking shopping centre into an outward and accessible centre.

**This policy contributes towards achieving objective 2, 5 and 6.**

**4.2.2.2** Telford Town Centre provides an indoor shopping mall, extensive surface car parks, a bus station, leisure facilities and recreation. It also provides a developing visitor economy, a number of restaurants, coffee houses, an IMAX cinema, an ice rink, bowling alley and bingo located around a lake and public square. It is also the location of the International Centre. This

retail and leisure offer is supported by extensive office floor space and a number of hotels north of the shopping centre. The delivery of additional hotel accommodation would support Policy EC12.

### Southwater, Telford Town Centre



**4.2.2.3** Telford Town Park provides another unique feature that extends into Telford Town Centre to the south of the Primary Shopping Area and Conference and Exhibition Area. The 62 hectare Telford Town Park, with its activity areas, visitor centre, play facilities, gardens, nature reserve, woodlands, watercourses and wildlife, provides visitors to Telford Town Centre with high quality outdoor leisure and events.

**4.2.2.4** The combination of the Primary Shopping Area, the International Centre and Telford Town Park, together with surrounding office uses delivers a major contribution to the borough's prosperity sustaining Telford's position as a sub regional centre.

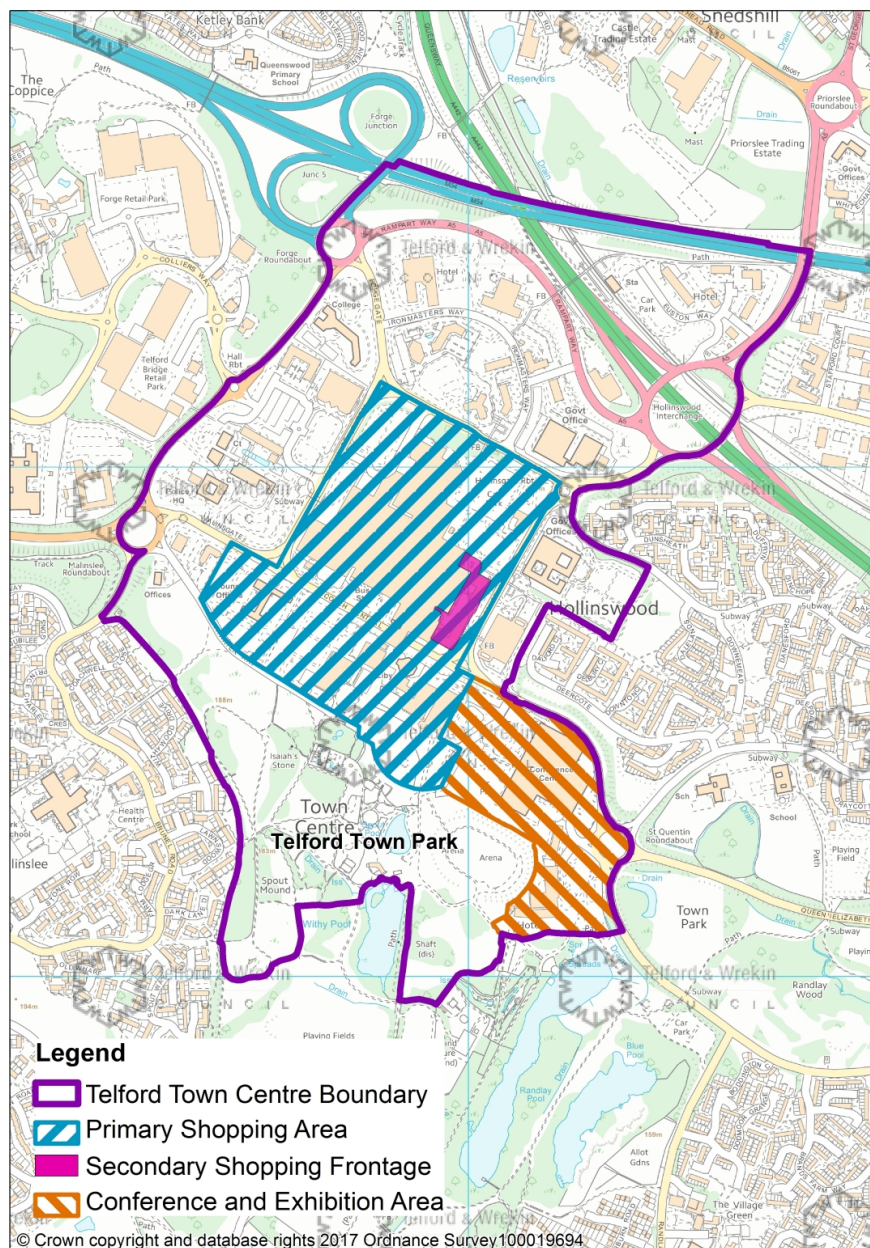
**4.2.2.5** The Council commissioned a *Retail and Leisure Capacity Study* in 2014 that considered a range of floorspace capacity in Telford Urban Area over the plan period. Most of the capacity is absorbed through extant planning permissions at Telford Shopping Centre and it is not necessary to allocate any new site or sites within the Primary Shopping Area to accommodate the identified growth in the short to medium term.

**4.2.2.6** The International Centre operated by the Southwater Event Group is the sixth largest conference and exhibition venue in the country. It provides 15,000 square metres of event space over three event halls, two conference and banqueting suites with other smaller facilities. There are three dedicated hotels. The group directly employs 450 people with a further 1,800 indirect jobs. The centre generates around £50 million within the local economy annually. It attracts both national and regional events. To support and protect this use, a Conference and Exhibition Area has been identified adjacent to the Primary Shopping Area. The Council seeks to direct new conference and exhibition business with ancillary facilities to the area.

**4.2.2.7** The boundaries of the Primary Shopping Area and Conference and Exhibition Area are displayed on the Policies Map and on Map 3.



**Map 3 Primary Shopping Area and Conference and Exhibition Area in Telford Town Centre**



**4.2.2.8** The Council has recently completed the Box Road improvement works with Department for Transport and private sector funding. These works have reduced a barrier to movement around the indoor shopping mall enabling the surrounding road network to become a free flowing two way road and giving pedestrians the ability to cross it safely. The Council will continue to work with partners, landowners and occupiers to continue that the Telford Town Centre achieves and sustains its sub regional importance. To improve accessibility from Telford Central Station to the Primary Shopping and Conference and Exhibition Areas, the Council is undertaking a project to improve the existing pedestrian bridge to ensure that routes into and out of Telford Town Centre are accessible, user friendly and safe. The Council will work with partners to deliver additional car parking at Telford Central Station.

## 4.2.3 Market Towns and District Centres

**4.2.3.1** The Council values the borough's Market Towns and District Centres and wishes them to retain their predominantly retail role with other uses that complement them. Policy EC6 sets out the Council's approach to managing these centres.

### Policy EC 6

#### Market Towns and District Centres

Within the Primary Shopping Area of the borough's Market Towns and District Centres, as defined on the Policies Map, the Council will only support changes of use from shops (Use Class A1) to non-retail uses within the A Use Classes where the proposal would:

- i. Not harm the retail character of the Market Town or District Centre;
- ii. Complement the shopping function of the centre;
- iii. Not create a concentration of more than three adjacent similar non-retail uses; and
- iv. Have no significant adverse impact on surrounding amenity (noise, odour, waste collection, highways and parking).

Outside of Primary Shopping Areas a change of use of existing non-retail premises to retail uses will be encouraged. In addition, the following ground floor uses will be supported subject to their size, design and overall impact on the quality of the centre:

- vi. Small scale business and service units conforming to Use Class A2 and offices falling within Use Class B1;
- vii. Housing including hostels and hotels within Use Class C1 and C2;
- viii. Local leisure and community facilities within Use Class D1;
- ix. Any retail and non-retail use subject to the provisions of Policy EC10; and
- x. Restaurants, cafes and public houses within Use Classes A3, A4 and A5 subject to the limitation set out in (i) and (iv) above.

**This policy contributes towards achieving objectives 2 and 16.**

**4.2.3.2** Within the Market Towns and District Centres there is a clearly defined Primary Shopping Area where retail uses predominate. Beyond this area is a mix of non-retail uses which includes commercial buildings and vacant units with the potential for a variety of uses. Whilst retail uses are fundamental for attracting customers, non-retail uses such as leisure and cafe facilities can add to the vitality of centres. However, poorly placed non-retail uses and an over proliferation of similar uses such as hot food takeaways and betting shops, by reason of litter and odours, can negatively impact on the local amenity and activity within a centre. This policy ensures that the Market Towns of Newport and Wellington and the District Centres continue to fulfil their primary role of providing convenient and accessible shopping facilities within reasonably compact areas.

## 4 Economy

**The Square, Wellington**



**4.2.3.3** To make sure non-retail uses and their proliferation do not negatively impact on local amenity, planning decisions should take into account the following considerations:

1. The level of traffic likely to be generated, with regard to the impact of on-street parking and waiting, waste collection, delivery times and use of forecourts and rear areas;
2. The effectiveness of measures to mitigate litter, odours, vibration and noise from the premises, including the satisfactory arrangement of flues; and
3. The likelihood of nuisance and anti-social behaviour resulting from the proposed use including any cumulative impacts.

**4.2.3.4** In the UK obesity is one of the most widespread threats to health and wellbeing. Obesity is a complex problem that requires action from individuals and society. National and local studies have found that uses such as hot food takeaways (A5 Use Class) are impacting negatively on the health, particularly of young people. Therefore avoiding an over concentration of these uses as controlled by Policy EC6 will contribute to promoting healthy eating in the borough and reducing health inequalities.

### 4.2.4 Local Centres and rural services

**4.2.4.1** The Council recognises that it is important to maintain a range of facilities to meet the day to day needs of the residents in both Local Centres and rural areas of the borough, not only as an essential component of sustainable development but also to promote social inclusion. The purpose of Policy EC7 is therefore to promote sustainable communities by resisting and managing the loss of retail and services in areas which are underserved.



## Policy EC 7

### Local Centres and rural services

The Council will support proposals for multi-use buildings, community facilities and services to improve the wellbeing and cohesion of local communities and ensure that communities are sustainable.

The Council will not support development resulting in the loss of floorspace within Use Classes A1, A2, A3, A4 or community use (D1) in Local Centres or in the rural area unless:

- i. There is an equivalent alternative use or service nearby that provides a similar offer which meets the needs of residents;
- ii. It has been vacant for a period of more than 12 months and robust evidence is provided of efforts to market the unit over that period; or
- iii. The proposal will provide a community facility for which there is a demonstrable need.

**This policy contributes towards achieving objectives 2 and 16.**

**4.2.4.2** The loss of shops and community infrastructure in Local Centres and rural settlements will be resisted where it will have a detrimental impact on the ability of local people to access basic goods and services. Development resulting in the loss of local retail and service provision will not be supported unless there is alternative equivalent provision within 400 metres, which is considered a reasonable walking distance to access convenience shopping and local services. Provision will be considered equivalent where it provides a similar offer which meets the same day- to-day need, such as the need for fresh food or a financial service.

**4.2.4.3** Marketing of a vacant unit should be done through a commercial agent that genuinely reflects the market value in relation to the use, condition, quality and location of floorspace. A change of use from retail to a community facility such as a community centre will be supported where it can be demonstrated there is a need for such provision. Demonstration of need should include evidence of consultation with service providers and the local community and a survey of existing provision within that local area. The Council wants to ensure that both urban and rural settlements retain a range of essential facilities and services such as social, health care, education, open space and recreation and that these are accessible to local people. It is important that established services such as shops and facilities are able to develop and modernise in a way that is sustainable, and be available for the benefit of the community.

## 4.2.5 Out of town and edge of centre development

**4.2.5.1** The *Retail and Leisure Capacity Study* (2014) has revealed that the combined market share of the retail parks and other out of centre retail facilities (39%) is greater than the market share of the Primary Shopping Area of Telford Town Centre (35%). This underlines the significant strength of comparison goods retail facilities contained within the retail parks. To retain the vitality of the borough's urban centres there is a need to control new retail development on locations outside these centres.

### Policy EC 8

#### Out of centre and edge of centre development

Development that attracts large numbers of people and has a main town centre function should be consistent with the scale and the function of the centre defined in Policy EC4. The Council will only support proposals for development outside or on the edge of Telford Town Centre, a Market Town, District or Local Centre where suitable sites within these centres cannot be identified through a sequential test.

As provided for in Policies EC1 and EC5, the Council will only support proposals for retail development (Use Class A1) in Telford town centre located outside or on the edge of the Primary Shopping Area, where suitable sites cannot be identified through a sequential test.

Where a site cannot be identified proposals will require the submission of an impact assessment in accordance with national policy.

For retail uses, an impact assessment will be required where:

- i. The proposal provides a retail floorspace greater than 500 square metres gross; or
- ii. The proposal provides a retail floorspace and is located within 500 metres of the boundary of a District Centre and is greater than 300 square metres; or
- iii. The proposal provides a retail floorspace and is located within 500 metres of a Local Centre and has a floorspace greater than 200 square metres gross.

If planning permission is granted for retail development in an out of centre or edge of centre location, the range of goods sold may be restricted either through planning conditions or legal agreement.

**This policy contributes towards achieving objective 2.**

**4.2.5.2** The NPPF promotes competitive town centre environments and recognises that the borough's centres are integral to communities and therefore their viability and vitality should be supported. One way of positively contributing to the vitality of the borough's centres is by directing major new development into these centres in the first instance and restricting it away from locations outside centres which would divert visitors and trade.

**4.2.5.3** When determining applications for retail development outside or on the edge of the centres a sequential approach to site selection must be applied. Where a suitable and available site cannot be identified proposals will require the submission of an impact assessment in line with Policy EC8.

**4.2.5.4** The Council does not consider that a blanket threshold is suitable for all types of centres. For example, a 500 square metre convenience store (which could be operated by Tesco Express, Sainsbury's Local or similar) will likely have a greater impact on a small centre than a similar facility would on Telford Town Centre. Therefore, in developing an appropriate policy relating to the assessment of impacts, it is appropriate to have a range of thresholds, relevant to different centres.

**4.2.5.5** For Telford Town Centre, Newport and Wellington the *Retail and Leisure Capacity Study* (2014) recommends that development proposals providing greater than 500 square metres gross floorspace for retail, leisure or office uses in an edge or out-of-centre locations should be the subject of an impact assessment. It is considered appropriate to reduce the threshold for smaller District Centres to 300 square metres gross and 200 square metres gross for Local Centres.

**4.2.5.6** The thresholds for District and Local Centres are set at a level which will generally result in proposals for the leading supermarket operators' smallest format stores having to demonstrate that there would be no unacceptable impacts resulting from the proposed development. Such smaller format M-Local, Sainsbury's Local and Tesco Express (and similar) stores are often able to have significant turnovers and it is therefore considered appropriate to consider the trade diversion associated with such proposals where they are in proximity to smaller centres.

## 4.2.6 Evening and night-time economy

**4.2.6.1** Whilst night time uses can provide major opportunities they can also pose challenges and can be associated with noise, crime, anti-social behaviour and community safety problems, particularly in the case of nightclubs, large drinking establishments and late-night take-aways. Therefore the purpose of Policy EC9 is to ensure new evening and night-time economy uses are appropriate to their location as well as appeal to a wide range of age and social groups.

### Policy EC 9

#### Evening and night time economy

The Council will support evening and night time uses if they are located within the borough's hierarchy of centres identified in Policy EC4, subject to the following criteria:

- i. Their likely impact, including their cumulative impact, on the character and function of the centre/area;
- ii. Their impact on the living conditions of nearby residents;
- iii. Whether they would result in anti-social behaviour, extra litter and crime, including security issues raised by crowded places;
- iv. Whether the centre can accommodate comings and goings associated with late night visitors including the provision of public transport, the location of safe taxi/private car pick up and drop off; and
- v. Their overall impact on the vitality and viability of existing centres.

**This policy contributes towards achieving objectives 2, 19 and 25.**

**4.2.6.2** Some of the centres within the borough provide a diverse range of evening and night-time uses such as a theatre, restaurants, public houses, bars and nightclubs appropriate for local leisure and cultural activities. These evening and night-time economy uses generates jobs and business adding to the vitality of centres and can make them safer by increasing activity, patterns of movement and opportunities for natural surveillance.

## 4 Economy

**4.2.6.3** The Council recognises that if its centres are to remain viable, they should provide a broad range of daytime into the evening and night-time activities and uses, changing with time but always maintaining interest, inclusiveness and vibrancy. The Council also ensures that leisure needs of people of all ages are met in a safe and enjoyable environment without causing nuisance to other users of a centre. The Council's preferred locations for evening and night time economy uses will be within Southwater and Central Square in Telford Town Centre, the Market Towns of Wellington and Newport and the District Centre of Oakengates. The Council recognises that other centres could accommodate some extra evening economy uses but these will be expected to be smaller and of a scale appropriate to the centre.

**4.2.6.4** Development must contribute positively to the centre and not harm the character of the area. Additionally, the cumulative impact of the proposal must not unreasonably harm the living conditions of nearby residents, by reason of noise and disturbance from users and their vehicles, smell, litter, light pollution or unneighbourly opening hours.

### 4.2.7 Shopfront and advertisement design

**4.2.7.1** Policy EC10 provides the Council's standards for the design of shopfronts and advertisements in the borough. Attractive shopfronts and signage contributes towards the high quality design of centres so that they remain popular places for people to shop, meet, dine out and relax.

#### Policy EC 10

##### Shopfront and advertisement design

The Council will support proposals for new shopfronts and alterations to existing shopfronts provided that the following is demonstrated:

- i. A high quality of design which complements adjoining properties and the building of which it forms part;
- ii. The use of materials of high quality and durability that are compatible or complementary in colour and texture to the surrounding area;
- iii. The use of blinds, canopies or shutters are appropriate to the character of the shopfront;
- iv. Signage and illumination is sited and designed so it does not prejudice highway safety or causes visual intrusion from light pollution to adjoining or nearby residential properties; and
- v. Signage is limited to the facade above the main shopfront, does not encroach on upper storeys, does not have more than one projecting sign and does not result in a proliferation of adverts in the locality.

The Council will support forecourt trading where such development does not cause obstruction to pedestrians, vehicles, prams, or people with disabilities nor result in an adverse effect upon the character and appearance of the area which it is to be located.

**This policy contributes towards achieving objectives 2 and 25.**

**4.2.7.2** Shopfronts are a main advertisement for retailers. A carefully designed and visually appealing shopfront is good for business and can make a positive contribution to the character of the street and the vitality of our retail centres. Conversely, a poorly designed shop front can be visually intrusive and harm the retail centres.

**4.2.7.3** Development in conservation areas should also refer to Policy BE5. The Council has produced an SPD on shopfronts and advertisements within conservation areas.

## 4.3 Tourism

**4.3.1** Telford & Wrekin's credentials as a tourism destination have developed rapidly over the last 30 years. Today the visitor economy combines both leisure and business tourism to create a rich and dynamic offer.

**4.3.2** As the widely recognised birthplace of the Industrial Revolution, Ironbridge has a global reputation recognised by UNESCO as an international landmark. Ironbridge is viewed as one of England's leading heritage destinations and is a World Heritage Site.

**4.3.3** With a leading UK convention centre, The International Centre, a plentiful supply of natural open spaces, attractive countryside and Market Towns, the destination offers the perfect choice for families and business visitors alike. The borough also offers a range of venues with ample capacity to accommodate events of all genres and sizes.

**4.3.4** Attracting more footfall from out of the area via attractions, business conferences and events, the borough's tourism offer is a key driver for inward investment, business growth and job creation as well as providing a high quality of life for residents.

### Ironbridge Gorge World Heritage Site





## 4 Economy

**4.3.5** Tourism in the UK generates over £113 billion to the economy. Telford's growing success in this sector makes it a major contributor through its reputation to attract national and international business. In context, tourism in the borough attracts over 4.6 million visitors spending over £415 million per annum from over 5,000 events.

**4.3.6** The tourism sector supports over 5,000 jobs, representing 7% of employment in the borough. Averaged out, and including the wider supply chain, over £13 million is spent in the local economy each month.

**4.3.7** The Local Plan aims to develop this offer further, growing existing markets through a more targeted and packaged approach to marketing to attract even more visitors. This will ensure that the borough's offer gains a higher return and it is seen as a destination to visit all year round.

### 4.3.1 Improving links to tourist destinations

**4.3.1.1** There are a number links between tourism assets such as Southwater and the World Heritage Site through Telford Town Park and along the Silkin Way. Policy EC11 aims to enhance such links to increase connectivity, transport integration and visitor way finding to support delivery of a central, well connected and welcoming visitor destination.

#### Policy EC 11

##### Improving links to tourist destinations

The Council will encourage development which:

- i. Enhances the links and connectivity between Telford Town Centre and Ironbridge Gorge World Heritage Site via Telford Town Park; and/or
- ii. Improves accessibility between Telford Town Centre and Telford Central railway station, including access to Southwater and The International Centre.

**This policy contributes towards achieving objectives 5, 22, 23 and 25.**

**4.3.1.2** The main shopping area at the Telford Shopping Centre provides an accessible and protected internal environment for pedestrians. However, the pedestrian routes to and from the main shopping area and elsewhere in Telford Town Centre are poorly defined and require improvements. Access between the existing main shopping area and the rest of Telford Town Centre is particularly constrained in the evening by the closure of the shopping area.

**4.3.1.3** The Council has recently invested in new wayfinding to help transform the visitor welcome and navigation around Telford Town Centre and also enhanced visitor footfall but recognises that it will need to do more. Signage around Telford Town Centre, visitor information and electronic signage should be further enhanced along with developing gateways signage to capture traffic into and passing the destination. The Council will also encourage neighbouring landowners and other inward investors to collaborate on the provision of improvements including better lighting, promoting new uses in the evening and other ways of making pedestrian access safer and more inviting outside of shopping hours.



## 4.3.2 Leisure, cultural and tourism development

**4.3.2.1** The Council seeks to promote the development of the new business district and around the Telford Town Centre in order to generate business tourism and enable public events with the facilities and infrastructure to meet the needs of the visitor encouraging their return. It is vital to deliver quality and differentiation through distinctive developments. Consistent improvements to infrastructure will be key to this including transport, connective technology including high speed broadband, visitor way finding and signage.

**4.3.2.2** In the business tourism market, priority will be given to developments that are stand out, unusual or alternative in size, scale and offer to ensure distinctiveness.

**4.3.2.3** Another way of increasing the borough's profile as a tourism destination is by packaging its offer to attract more overnight and repeated visits. This policy aims to increase stays/occupancy rates at local hotels and increase footfall to attractions.

### Policy EC 12

#### Leisure, cultural and tourism development

The Council will support development for new cultural, tourism and leisure activities and improvements to existing facilities where they meet the following criteria:

- i. They are located in an accessible location within or adjacent to the borough's centres;
- ii. They include a high quality public realm; and
- iii. They are well connected via travel plans to secure links to public transport, parking and visitor wayfinding.

New conferencing and business tourism facilities will be concentrated in Telford Town Centre. Consideration will also be given to enhancing unique venues and the creation of new outdoor venues and activity centres around key tourist destinations.

Elsewhere in the borough, the Council will support leisure, cultural and tourism facilities provided it can be demonstrated that they cannot be accommodated in the borough's centres as well as complying with (ii) and (iii) above.

The Council will support major hotel accommodation within or immediately adjacent to Telford Town Centre, Newport and Wellington Market Towns.

The Council will expect applications for tourist accommodation to demonstrate how they will broaden the range and quality of provision in the borough.

The Council will safeguard the alignment of the Shrewsbury and Newport Canal (as shown on the Policies Map) with a view to its long-term re-establishment as navigable waterways by:

- i. Not supporting development likely to destroy the canal alignment or its associated structures
- ii. Ensuring that when the canal is affected by development the alignment is protected or an alternative alignment provided.

**This policy contributes towards achieving objective 5.**

**4.3.2.4** To future proof the borough's competitiveness as a destination for business and tourism the Council needs to ensure the borough's attractions are fresh and attractive to visitor markets. Certain areas will need to increase the depth of their offer to attract even more short break and return visits. This will also ensure that the borough sees more business visitors who choose to extend their stay. Combining the borough's assets into an inclusive marketable package will safeguard attractions, encourage the borough to compete with other destinations and increase local business growth within the tourism sector – strengthening Telford & Wrekin's local visitor economy.

**4.3.2.5** The Council will encourage new inward investment to promote visitor wayfinding as a means of transforming the visitor welcome of Telford Town Centre and other centres such as Ironbridge which attract lots of visitors.

**4.3.2.6** The Council wishes to promote a broader tourist accommodation offer, particularly in the four star niche of the market. The Council's preference is to direct major hotels (50 plus bedrooms) into Telford Town Centre to take account of the presence of the International Centre and other business conference centres to raise the town's profile for to enable the borough to compete with nearby destinations. Newport and Wellington's appeal as Market Towns would be reinforced by the promotion of more visitor accommodation.

**Public Event, Telford Town Park**

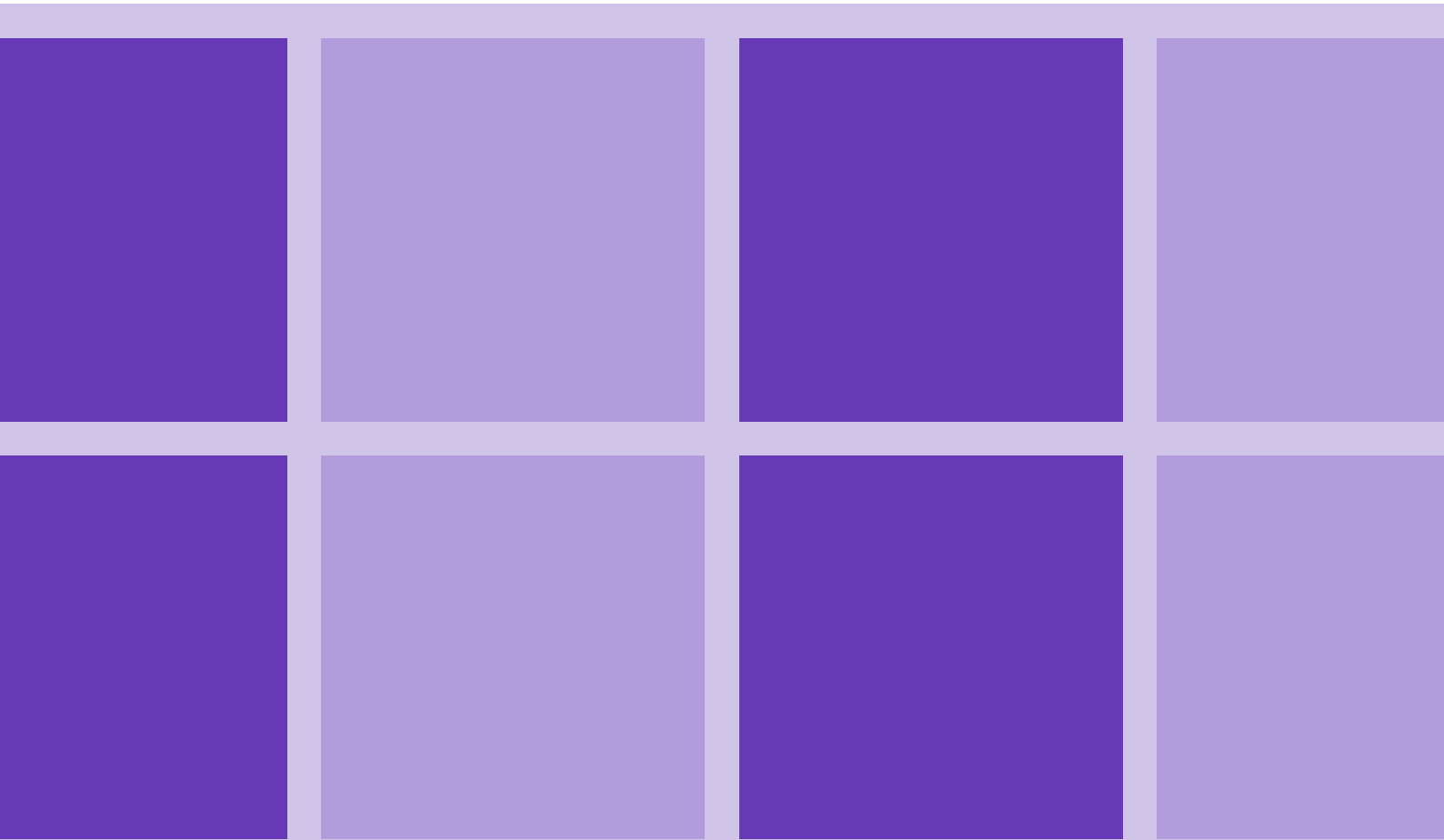


**4.3.2.7** A varied accommodation offer is expected to be delivered through the provision of bed and breakfast and guest house accommodation, self catering, camping and caravanning.

**4.3.2.8** Telford has historically been home to various canal routes. Many of these have now undergone a process of blending into the landscape. It is recognised that the reinstatement of the canals could deliver additional visitors to the area. There are many barriers to the restoration of the borough's old canals, however schemes which relate to their restoration will be considered on their individual merits.

**4.3.2.9** Proposals for the restoration of the Shrewsbury and Newport Canal will only be supported where they can demonstrate that there will be no adverse impacts upon the natural and historic environment including designated sites, heritage assets, habitats and species in accordance with Policies NE1, NE2, BE4, BE6 and BE8.





# 5 Housing

## 5.1 Housing growth and delivery

### 5.1.1 Housing requirement

**5.1.1.1** This section of the Local Plan establishes the borough's overall housing requirement to meet the development needs of Telford & Wrekin until 2031. Government policy commits councils to boosting the supply of new homes significantly to meet the national shortage of housing. Fundamental to the soundness of the Local Plan, but more importantly the delivery of the Local Plan vision and its Spatial Strategy, will be ensuring that the borough's future housing needs, both for market and affordable homes, are met in full over the plan period. This is to ensure that every household has access to a good quality home at a price they can afford in an appropriate location.

**5.1.1.2** The approach set out in Policy HO1 draws on detailed analysis of the borough's needs and the need to address government requirements. It also takes account of the responses received during previous stages of consultation of the Local Plan.

#### Policy HO 1

##### Housing requirement

The Council is planning for approximately 17,280 net new dwellings up to 2031.

**This policy contributes towards achieving objectives 2, 3, 8, 9, 10 and 13.**

**5.1.1.3** This housing requirement is consistent with the NPPF, advice in the Planning Practice Guidance (PPG), and other recently published advice.

**5.1.1.4** The housing requirement set out in Policy HO1 has been informed in part by the objectively assessed needs identified in the *Telford & Wrekin Objectively Assessed Housing Need* report by Peter Brett Associates (March 2015). The housing requirement allows for 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. Further, the requirement also recognises Telford & Wrekin's key role as an Urban Powerhouse within the Marches Local Enterprise Partnership and as a competitive inward investment destination.

### 5.1.2 Housing site allocations

**5.1.2.1** Alongside proposals setting out the overall scale of development for new housing up to 2031, the Local Plan also proposes a number of site allocations where new development will be specifically promoted. The purpose of Policy HO2 to set out, in broad terms, the sites and locations critical to the delivery of the Local Plan strategy, as well as other allocations that will contribute towards meeting the growth requirements up to 2031.



## Policy HO 2

### Housing site allocations

The Council has identified the housing supply, including additional site allocations, that will contribute towards the delivery of the Council's housing requirement set out in Policy HO1. The Council will identify further housing sites to achieve the Local Plan's housing requirement through the preparation of a Housing Site Allocations Local Plan.

One of the site allocations is identified as a Sustainable Urban Extension (Priorslee Sustainable Urban Extension - Site H1) which will be required 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.

Land at Site H1 will deliver a Sustainable Urban Extension to Telford. It will have a mix of uses including housing, employment, retail, recreational and community uses to serve existing and future residents of Priorslee and the wider area. It will be sensitively integrated into the existing urban fabric of Priorslee and the wider landscape, through high quality design and measures to achieve sustainable development.

The development will be assessed against the following principles:

- a housing-led, mixed-use development;
- an indicative yield of around 1,100 homes at a mix of densities comprising a range of market and affordable housing consistent with Policy HO5 and HO6;
- a broad range of house types as well as other forms of residential accommodation (sheltered housing or extra care) consistent with Policy HO4 and HO7;
- the provision of other built uses to support and consolidate the growing neighbourhood of Priorslee and reduce off-site car movements from this site consistent with Policy C1. These are likely to include (but not limited to): retail facilities to serve the daily needs of the population; employment uses within the B1 Use Class; a primary school; recreational facilities including playing pitches, orchards and spaces for passive recreation; a community centre and space for other community facilities (such as a creche);
- a site layout that respects its undulating topography and its sensitive interfaces (such as the southern boundary's proximity to the M54 and a motocross operator off site);
- a site layout that respects its interfaces with housing to the west including at Lichfield Close, Ely Close, Waterlow Close and Eltham Drive and with the open countryside to the east;
- primary vehicular accesses will be off the A4640 (Castle Farm Way) with one access from the A5. Access to the site from Salisbury Avenue will be restricted to cyclists, pedestrians and local bus services;
- the provision of a bus service to connect the site with Telford town centre and other measures to promote alternative modes of transport to the car, including improved connectivity to and use of the Sustrans National Route 81 which crosses the site;
- extensive green infrastructure to address the site's sensitive interface with the open countryside;
- the protection, maintenance and enhancement of known ecological assets;

## 5 Housing

- the protection, conservation and, where possible, enhancement of known heritage assets including the listed building at Woodhouse and the Watling Way Scheduled Ancient Monument. This will require an evaluation of the archaeological importance of the area; and
- a commitment to sustainable urban drainage systems, with built development avoiding areas in Flood Zone 2 and 3.

The sites and indicative yields for all housing allocations are defined on the Policies Map and listed within the list of housing site allocations in Appendix D. The Council will apply a sequential approach to the assessment of flood risk in line with national policy within these allocations.

**This policy contributes towards achieving objectives 2, 3, 8, 9, 10 and 13.**

**5.1.2.2** The Council must make sure that sufficient land for the period 2011-2031 is identified to deliver the housing requirement set out in Policy HO1. To do this, various sources of supply must first be accounted for. These comprise both existing and future sources of supply. The detailed figures are set out in the housing land provision calculation in Table 10.

### Existing supply

**5.1.2.3** Existing supply figures are set out in Table 10. The latest set of monitoring figures from 1 April 2016 indicate that a total of 4,498 dwellings had been built for the period 2011-16. These completions need to be taken into account as part of the overall supply. The number of dwellings under construction at 1 April 2016 was 1,068. In addition, 7,719 dwellings had the benefit of planning permission but where construction work had not yet started. The Council has made an assumption that some of those dwellings not yet built are unlikely to be delivered due to site specific problems or the expiry of permission. Consequently, as shown in Table 10, a discount of 20% for 'non-implementation' has been deducted from this figure. This leaves a net supply of 6,175 from permissions that have not yet started. The existing supply also excludes all sites approved under Section 7(1) of the *New Towns Act* (1981) that have not previously come forward, including Land at the Hem (reference H10) which is included as a site allocation.

**Table 10 Housing land provision for the borough 2011-31 (at 1 April 2016)**

		Gross	Net
A	Net Completions (2011-16)		4498
B	Dwellings with Planning Permission (under construction)		1068
C	Dwellings with Planning Permission (not started)	7,719	
D	Less a 20% allowance for non-implementation	(1,544)	6,175
E	Total existing supply (A+B+D)		11,741
F	Supply from resolution to grant sites	2,341	
	Less a 20% allowance for non-implementation	(468)	1,873
G	Site allocations	1,020	
	Less a 20% allowance for non-implementation	(204)	816
H	Windfall allowance (sites 0.1 ha or less)	360	360
I	Madeley Neighbourhood Development Plan Site - Rough House Park	50	
	Less 20% for non-implementation	(10)	40
J	Total Future Supply (F+G+H+I)		3,089
K	Total housing land provision (2011-31) (E+J)		14,830
L	Overall housing target for the period 2011-31		17,280
M	Residual supply from any other sources inc. additional allocations (L-K)		2,450

**5.1.2.4** The total assumed supply at April 2016, after making such deductions, is therefore 11,741 dwellings. This represents a substantial amount of existing supply already identified to meet the housing requirement.

### Future Supply

**5.1.2.5** In order to support the delivery of the strategy and growth aspirations of the Local Plan, the Council has identified a range of sources of housing supply. These include: sites with 'resolution to grant' status, site allocations, and windfall sites. The figures relating to these elements are also set out in Table 10.

**5.1.2.6** In Telford & Wrekin, a number of sites have already been approved subject to the signing of a legal agreement (otherwise described as 'resolution to grant' sites). Due to the legal obstacles surrounding these sites, they cannot be included as commitments within the total assumed supply at this time. The sites, currently totalling 2,341 dwellings, have also not been

## 5 Housing

allocated in the Local Plan as they are likely to form part of the existing commitments once the legal issues have been resolved. Consequently, they have been included in Table 10 as part of the balance necessary to meet the housing requirement. After applying a similar allowance (20%) for non-implementation, this reduces the likely supply from the 'resolution to grant' sites to 1,873 dwellings. By including these sites in the supply, this reduces the number of additional dwellings that will be required as site allocations.

### Apartments, Lawley



**5.1.2.7** Table 10 also sets out the number of dwellings that are likely to come forward from site allocations, comprising sites with planning permission and sites approved under section 7(1) of the New Towns Act 1981 and section 6(1) of the New Towns Act 1965. Total supply from site allocations is estimated to be 2,264 dwellings as set out in Appendix D of the Plan. This differs from the figure of 1,020 dwellings set out in Table 10. This is because 1,244 dwellings (comprising sites H1, H2, and H6) are already accounted in the resolution to grant component, so as to accurately reflect the planning status of those sites at end of March 2016. However, at this point in time (April 2017), sites H1, H2, and H6 should be considered as if they were site allocations that are now, in effect, commitments because they now benefit from planning permission. After an allowance of 20% is applied to 1,020, this reduces the allocations figure to 816.

**5.1.2.8** In assessing the range of potential site options, the Council has also considered potential contributions from both private and public sector sites in line with the Government's objective to see more public land brought forward for development. Consequently, the Council has assessed a number of publicly owned sites against the various assessment criteria to ensure that those sites identified are located sustainably and are deliverable. The range of sites identified also vary in size in order to provide opportunity for a wide range of developers to access the local housing market, rather than catering simply for those builders of very large sites.

**5.1.2.9** Policy HO2 identifies one Sustainable Urban Extension that is critical to the delivery of the housing requirement, due to the amount of new homes planned for and the extended time scales involved in delivering the site. This is: land at Woodhouse, Priorslee (approximately 1,100 dwellings). The progression of the site in the early phases of the plan period will be helpful to maintaining a positive five year land supply position throughout the lifetime of the Local Plan.

**5.1.2.10** A small allowance of 360 dwellings has also been included in the supply to take into account small windfall sites. This is a conservative estimate based on past trends in delivery of sites less than 0.1 hectare, and does not assume any dwellings built on residential garden land. Nor does it take account of the extensive new permitted development rights in the Town and Country Planning (General Permitted Development) (England) Order 2015 that allow conversions to housing through the prior approval process. It also addresses the potential problem of double-counting in the early years of future supply from small sites.

**5.1.2.11** The future supply also includes the existing site allocation in the adopted Madeley Neighbourhood Development Plan (Land west of Woodhouse Avenue), identified for 50 dwellings.

**5.1.2.12** Table 10 demonstrates the total future supply from 'resolution to grant' sites, site allocations and windfall sites, and existing site allocated in adopted neighbourhood plans is therefore estimated to be 3,089.

**5.1.2.13** Consequently, having built in a measure of flexibility into the supply from the existing and future supply, the Council is confident that it has identified a sufficient supply of land to deliver the housing requirement in Policy HO1.

## 5.1.3 Housing trajectory

**5.1.3.1** An important function of the Local Plan is to help manage housing development in a way which is responsive to need and availability and that it is delivered in and managed way over the plan period.

### Policy HO 3

#### Housing trajectory

The Council will monitor the delivery of dwellings against the trajectory on an annual basis as part of the overall monitoring of the Local Plan.

If monitoring indicates that delivery is likely to fall below the level required to maintain an adequate supply of deliverable sites then the Council will, if necessary, implement measures to facilitate an increase in supply of sites through the planning process.

The Council will, if required, implement this approach through proactive discussions with landowners and agents. It will determine appropriate remedies to any barriers, including bringing forward other sites as part of any subsequent review of the Local Plan.

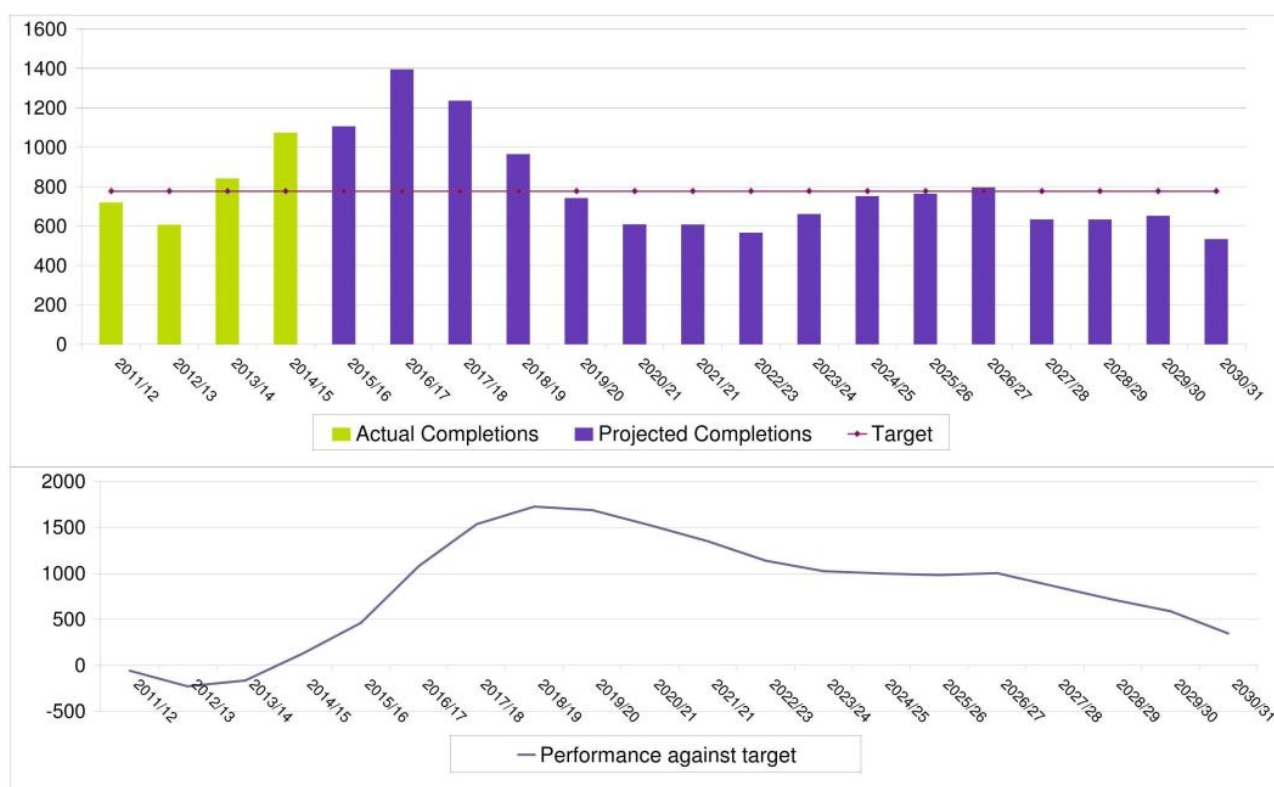
**This policy contributes towards achieving objectives 2, 3, 8, 9, 10 and 13.**



## 5 Housing

**5.1.3.2** Table 10 indicates that the Council can deliver around 14,830 dwellings up to 2031 from identified sources. This equates to around 17 years worth (or 86%) supply against the figure of 17,280 proposed in Policy HO1. This position assumes no additional supply from any other sources and also an allowance of 20% to account for potential future non-implementation during that period. However, the current identified shortfall in site allocations does raise some uncertainty regarding delivery towards the end of the plan period. Consequently, the Council will continue to monitor and keep up to date its assessment of housing delivery against its housing trajectory. The Council will prepare a Housing Site Allocations Local Plan which will enable a further range of sites to be identified to achieve the Local Plan's housing requirement.

**Figure 7 Housing Trajectory**



### Telford Millenium Community, Ketley, Telford



# 5 Housing

## 5.2 Housing mix and tenure

### 5.2.1 Housing mix

**5.2.1.1** National planning policy supports the delivery of a wide choice of high quality homes, including opportunities for home ownership and the creation of socially mixed communities. Policy HO4 establishes the Council's overall approach to promoting housing schemes that meet a range of housing needs.

**Lawley, Telford**



#### **Policy HO 4**

##### **Housing mix**

The Council will require major developments to deliver a mix of housing types, sizes and tenures to meet a range of household needs. The Council will require major development to deliver housing that will meet the changing needs of households over time including the needs of an ageing population, with properties built to the Government's nationally described space standard, provided this meets a specific need and does not threaten viability of development overall.

Proposals for new housing development will also have to accord with other relevant policies of the Local Plan, in particular Policies HO5, HO6 and HO7.

**This policy contributes towards achieving objectives 9, 20 and 25.**

**5.2.1.2** Councils are required to plan for the needs of all households across the full range of tenures, but also give consideration to the type and size of homes required. The inclusion of a policy on the mix of housing to be delivered during the lifetime of the Local Plan is therefore informed by the latest evidence in the *Strategic Housing Market Assessment* (2016) (SHMA)

and the Government's population and household projections. At the same time, it provides sufficient flexibility over the longer term to allow for changing needs and preferences in the local housing market.

**5.2.1.3** Current evidence on the projected changes in age structure across the borough until 2031 suggest that the composition of new housing will need to respond increasingly to the needs of older people. Future trends also suggest an increasing demand for housing to meet the needs of single person households as well as those households seeking to occupy larger properties to meet the needs of working families.

**5.2.1.4** The Local Plan provides a basis for bringing planning, housing and health together enabling our community to enjoy better health and wellbeing. Development provides opportunities for partnership working between planning, housing, health and care services with developers to improve health and wellbeing outcomes for communities.

**5.2.1.5** Housing has always been a central issue for public health. The Local Plan enables those involved in development to secure supportive and user friendly places for populations in which more than half are 50 years old, and places where older people can both live independently and play an active part in their communities for as long as they are able to. We need environments that facilitate mutual care and support and take pressure off our health and social services and help keep our ageing population 'young' for as long as possible.

**5.2.1.6** A number of residential schemes have been brought forward recently for single tenure developments, in particular 100 percent affordable housing schemes promoted by registered providers. Such schemes can deliver much needed housing in the locality and support the delivery of the wider housing objectives of the Local Plan.

## **5.2.2 Affordable housing thresholds and percentages**

**5.2.2.1** The NPPF defines affordable housing as social rented, affordable rented and intermediate housing provided to eligible households whose needs are not met by the market. Eligibility is determined with regards to local incomes and local house prices. The NPPF also advises that affordable housing should include provisions to remain at an affordable price for future eligible households, or for the subsidy to be recycled for alternative affordable housing provision.

**5.2.2.2** Affordable housing is mainly provided by a local authority or registered provider for people in housing need, but can include dwellings for sale (known as intermediate housing), provided the price is below market levels and that all other aspects of the affordable housing definition are met. The NPPF clarifies that low cost market housing, housing simply sold at a discounted price, cannot be considered as affordable for planning purposes.

**5.2.2.3** Ensuring that all households have access to decent, affordable homes is a key aspect of housing and planning policy at both the national and local level. This has become more challenging in recent years due to the significant rise in house prices compared to more modest increases in incomes. Where it is established that a need for affordable housing exists local planning authorities should set policies for meeting needs based on a clear understanding of what those needs are. Tackling affordable housing need is an issue that affects the borough as much as it does the rest of the country. It is therefore important that the new Local Plan sets

## 5 Housing

out a clear policy approach on affordable housing so that needs can be met where they arise, taking into account other relevant planning considerations. Policies should also be flexible enough to remain relevant even where market conditions change over a period of time.

**5.2.2.4** Therefore, three policies are adopted. The first defines the circumstances where provision will be sought (Policy HO5), the second identifies the delivery mechanism and how it will be secured (Policy HO6), and the third to meet the need for specialist housing and of those with disabilities and an ageing population (Policy HO7).

### Policy HO 5

#### Affordable housing thresholds and percentages

Residential developments shall contribute towards meeting the affordable housing needs of the borough where proposals comprise 11 dwellings or more, or where gross floorspace is greater than 1,000 square metres.

To ensure that new residential development sites (including mixed use schemes containing residential development) provide for the range of housing needs identified and create a balance of tenures, the Council will apply the following percentages:

- i. 25% to be applied to Telford; and
- ii. 35% to be applied to Newport and in any other location, including the rural area

Schemes that seek to deliver a higher percentage may be appropriate, depending on individual site circumstances, subject to other relevant policies in the Local Plan.

**This policy contributes towards achieving objectives 8, 9, 10, 18 and 21.**

**5.2.2.5** Successive studies over the years have identified a substantial level of affordable housing need in the borough. The current evidence base on need which supports Policy HO5 is the *Strategic Housing Market Assessment* (SHMA) for Telford & Wrekin (2016). This assessment considered a range of data sources to quantify the scale of the needs likely over the plan period. By doing so, the assessment was able to consider the breakdown of need by tenure in relation to future household growth, as well as factoring in the needs of existing households. The SHMA (2016) has been used to inform the policies dealing with affordable housing need. The evidence base on housing need will be kept up to date throughout the plan period.

**5.2.2.6** The SHMA (2016) indicates that of the total housing need identified up to 2031, approximately 38% equates to those households who could only access social rented housing. This percentage increases to around 46% of households if shared ownership and affordable rented categories are included, otherwise known as intermediate tenure housing. As of 2015 the 'affordability ratio' between prices and incomes is in the region of 6:1 across the borough. For the rural area and Newport, this increases above that figure. Such ratios make home ownership impossible for many families. It is reasonable to assume there will be a continuing need for affordable housing to be provided during the plan period. Policy HO5 seeks to establish the thresholds against which schemes of an appropriate size would contribute a proportion of



dwellings as affordable. In terms of what that proportion should be, the Council's approach balances the scale of the need identified and takes into account other matters such as the economics of development.

### Affordable housing, Wellington



**5.2.2.7** The threshold of ten dwellings is an appropriate starting point for securing contributions in the borough. This reflects both the objective of meeting housing need and the ability of the local housing market to do so whilst remaining viable.

**5.2.2.8** The *SHLAA Viability Study (2014)* prepared by Peter Brett Associates (PBA) analysed the economic viability of sites put forward for consideration. The findings of this study support the Council's approach of setting a lower percentage for the Telford urban area and a higher percentage in the rural area which reflects differences in prices in different parts of the borough.

**5.2.2.9** The Council accepts there may be situations where a developer cannot deliver the amount of affordable housing required. Where evidence is provided that proves that enforcing the affordable housing percentages sought by Policy HO5 would render development undeliverable, then modifications to the scheme should be considered to ensure delivery. This may mean securing a reduced level of provision or altering the mix of development.

**5.2.2.10** Registered providers in Telford have recently brought forward schemes for predominantly or solely affordable housing. Such schemes can make a positive contribution to meeting identified need, when planned appropriately.

## 5.2.3 Delivery of affordable housing

**5.2.3.1** Policy HO6 sets out the mechanism by which affordable housing contributions will be secured through new mixed tenure housing development. Other sources of supply exist that will contribute toward meeting local needs too, including schemes brought forward by registered providers, often utilising public funding secured through the Affordable Homes Programme managed by Homes and Communities Agency (HCA).

## Policy HO 6

### Delivery of affordable housing

The presumption will be for the provision of new affordable housing on-site, unless there are justifiable and evidenced reasons why this would be inappropriate. In applying the presumption, the Council will consider alternative means of delivery of affordable housing, including a mixture of on-site and off-site contribution, provided that the overall number of units to be delivered accords with Policy HO5.

When built out by a private house builder as part of a larger mixed tenure development, the affordable dwellings will be transferred to an appropriate registered provider or other appropriate managing organisation to ensure that dwellings remain available in perpetuity to meet local need, at a price that maintains their affordability without the need for external grant funding. Other models for delivering affordable housing will be supported, providing that the resulting provision meets identified housing need and that the dwellings will remain affordable in perpetuity.

To support the delivery of socially mixed and balanced communities, affordable housing will be integrated across sites and be tenure-blind in terms of their design, unless it can be justified that this would be inappropriate. The distribution of dwellings across the site will be agreed by the Council. The tenure split within the affordable housing to be provided will reflect local needs and circumstances.

Any contribution, both on-site and off-site, will be secured through a planning obligation. Where off-site or financial contributions are agreed, the contribution should broadly reflect the equivalent benefit to local affordable housing need were this to be provided on site. The Council will also include a clause, as part of any legal agreement, that the lower or waived affordable housing contribution will be reviewed prior to implementation of the development, if this is more than two years after the date of the planning permission.

**This policy contributes to achieving objectives 8, 9, 10, 17 and 20.**

**5.2.3.2** The delivery of affordable housing can be framed around three principles, namely; the identified local need for affordable housing; the economics, or viability, of affordable housing provision; and other relevant planning considerations that might be relevant relate to the delivery of affordable housing on the particular site in question, for example the existing mix of housing in the locality.

**5.2.3.3** In principle, the most appropriate and efficient means of delivering affordable homes is to secure such provision on-site in line with government policy. However, there may be circumstances where on-site provision may not be appropriate, for example, where there is a high level of existing affordable housing in the area already.

**5.2.3.4** The Council has been taking a pragmatic view in terms of deliverability, particularly during the recent economic downturn. However, given the recent improvements in the wider economy since 2008, this does not mean that applicants will be able to ignore the policy or seek to argue for reduced, or zero, contributions without sufficient evidence to justify such an approach.

Furthermore, in circumstances where a financial contribution is secured, this should facilitate the provision of a broadly similar number of affordable homes elsewhere. This is considered appropriate as it will be the Council, or its registered provider partners, who will have to identify a suitable site and build out the units, potentially involving additional costs relating to site preparation, planning applications and other expenses.

**5.2.3.5** Policy HO6 will contribute toward delivering sustainable communities by ensuring that, as far as possible, the distribution of units across sites and the design of individual dwellings do not openly identify the affordable dwellings as different to market properties for sale or rent.

**5.2.3.6** Other mechanisms exist to support the delivery of new homes to meet local needs, including Local Lettings Plans (LLPs). LLPs are essentially agreed plans for the allocation and letting of properties, and can ensure that new homes are prioritised for those households with local connections to the site. The Council would encourage all providers and developers to establish LLPs and to incorporate their provision within any planning obligations involving the delivery of new affordable homes.

**5.2.3.7** The Council has historically sought a tenure split of 80% social or affordable rented and 20% shared ownership (with a minimum 25% initial equity stake). Policy HO6 does not propose a specific tenure split. This is because the tenure split is a dynamic issue that could change over the lifetime of the Local Plan. It is therefore important that the policy remains suitably responsive to future changes in local need.

## 5.2.4 Specialist housing needs

**5.2.4.1** The SHMA (2016) and the Office for National Statistics (ONS) population projections for the borough indicate that there will be an increase in the need for specialist accommodation such as supported housing, retirement housing and other specialist accommodation across the borough to accommodate an ageing population and to meet the needs of people with disability. The changing emphasis towards community care, rather than hospital care, has also increased the need to adapt accommodation for older people, or people who are disabled, and who wish to live at home. The purpose of Policy HO7 is therefore to facilitate the provision of specialist housing for older people and other vulnerable groups in appropriate locations.

### Specialist housing, Newport



## Policy HO 7

### Specialist housing needs

The Council will support proposals within Use Class C2 and other forms of residential accommodation including retirement homes to address specialist housing needs, provided that:

- i. The proposed development is designed to meet the specific needs of residents, including requirements for disabled people, where appropriate;
- ii. The location of the development (including where such provision is part of a larger scheme) is in close proximity to community and support facilities, shops and services, and public transport connections; and
- iii. The proposed development relates well to the local context in design, scale and form.

**This policy contributes towards achieving objectives 9, 11, 17 and 20.**

**5.2.4.2** The NPPF requires all Local Plans to be underpinned by a clear understanding of housing need that identifies the scale and mix of housing and the range of tenures required over the plan period, including the housing and accommodation needs of older people and other vulnerable groups in the borough. The term 'older people' covers a range of people with differing needs. These can be addressed through a number of housing options either within specialist housing (for example, supported housing, extra care, assisted living, retirement villages, care homes and continuing care communities, residential and nursing care, close care or very sheltered housing); or mainstream housing (that is, people living independently in their own home, if necessary with some adaptations to their properties) depending on the level of care and support provided. The vast majority of older people and other vulnerable people will be expected to continue to live at home. The Council will consider applications to adapt/or extend such houses in a positive and supportive manner as a means of helping more people to remain living independently in their own home consistent with Policy BE2.

**5.2.4.3** New development proposals should create places that are supportive and user friendly for communities in which more than half of the population will be over 50 years old, where older people do not feel segregated and both young and old residents can continue to enjoy a full and active role in their communities.

**5.2.4.4** It is appropriate to plan for more specialist housing and, in particular, those models that address the needs of those people of retirement age and older. Consequently, Policy HO7 establishes a positive approach to meeting the needs of older people, which seeks to direct new provision into sustainable locations. Schemes of this institutional type can potentially impact on the character and appearance of neighbouring areas in terms of environmental, amenity or traffic implications of new developments, particularly if located within existing residential areas. There are some good examples of this, including Bournville House (extra care) at Lightmoor, The Woodlands (foyer) at Woodside.



## 5.2.5 Meeting the needs of the Gypsy and Traveller community

**5.2.5.1** Section 225 of the *Housing Act* (2004) places a duty upon local authorities to produce assessments of accommodation need for Gypsies and Travellers. Planning guidance at the national level also requires local authorities to plan positively for the needs of the traveller community and to ensure fair treatment for travellers. Planning effectively for such needs can help to reduce the incidence of unauthorised encampments. Specifically, *Planning policy for traveller sites* (2015) by the Department of Communities & Local Government requires the Council to establish local targets for traveller accommodation in association with an objectively assessed need and to plan for sites to meet the targets over a reasonable timescale. The Council is also required to be proactive in meeting local targets and demonstrate that five years' worth of new supply is identified against these targets.

**5.2.5.2** The Council published a *Gypsy and Traveller Accommodation Assessment* (GTAA) in November 2014. The findings of the assessment form the evidence base that underpins the Council's approach to planning for Gypsy and Travellers in the Local Plan. Policies HO8 and HO9 establish the Council's approach to addressing these legal and policy requirements.

### Policy HO 8

#### Meeting the needs of the Gypsy and Traveller community

The Council will support the provision of 32 permanent pitches to meet the accommodation needs for Gypsy and Travellers over the plan period.

The Council will also support the provision of at least 11 pitches specifically to accommodate transit movements.

Based on the latest evidence, no additional provision is required to meet the needs of travelling show people over the plan period.

Where the proven need is short term the development will be limited by a temporary permission.

**This policy contributes towards achieving objective 12, 16 and 17.**

**5.2.5.3** The GTAA (2014) provides an up to date assessment of the borough's need to provide accommodation for Gypsies, Travellers and travelling show people. The GTAA has identified a net need (taking into account sources of known supply) for 32 additional permanent pitches during the plan period. Of the additional permanent pitches required during the plan period, four are estimated as being needed in the period up to the end of 2018. It should be noted that this takes into account additional supply already programmed to come forward to assist in meeting future need, including 12 additional permanent pitches to be provided as part of an upgrade to a publicly owned site at Lodge Road, Donnington. The figure of four pitches is therefore a net requirement.



## 5 Housing

**5.2.5.4** In addition, there is an identified need for transit provision in order to reduce the potential for unauthorised encampments, particularly problematic in the established industrial estates in Telford. The Council considers that the provision of at least 11 pitches for transit movements is appropriate, reflecting the GTAA analysis of unauthorised encampments, likely future demand for transit provision and the current level provision on a temporary site in St. George's, Telford. This site has been adequate in meeting such needs but will shortly cease to operate. Consequently, an alternative site of comparable scale is required and, once brought forward, will help ensure that inappropriate speculative development for such sites can be resisted elsewhere in the borough.

### 5.2.6 Gypsy and Traveller developments

**5.2.6.1** The purpose of Policy HO9 is to establish the broad location and more site specific considerations that apply to Gypsy and Traveller developments. This relates to the scale and design of proposals, their potential for impact on local services and environmental quality, accessibility, as well as seeking to safeguard the amenities of both travellers and settled communities.

**Construction of Lodge Road site**



## Policy HO 9

### Gypsy and Traveller developments

The Council will support planning applications for Gypsy and Traveller accommodation if they perform positively against the following criteria:

- i. The proposal can be supported by local shops, community facilities, public transport connections, local and employment opportunities;
- ii. The proposal would not provide accommodation of an unacceptable quality for residents occupying the site;
- iii. The proposal would not unacceptably prejudice the amenities of adjoining or adjacent occupiers;
- iv. Provision is made for an appropriate means of vehicular access to and from the public highway;
- v. Suitable provision can be made for access to essential utilities and other services;
- vi. The scheme incorporates well-designed landscaping and other features to safeguard visual amenity;
- vii. In the rural area proposals do not detract from the undeveloped open and rural character and appearance of the locality;
- viii. The site would be located away from areas at high risk of flooding and in a safe and secure location with suitable access for the emergency services;

A condition or legal agreement will be required to control the future use of sites for Gypsies and Travellers, as appropriate.

**This policy contributes towards achieving objectives 12, 16, 17 and 25.**

**5.2.6.2** Gypsies and Travellers have the same rights and responsibilities within the planning system as every other citizen. National planning guidance states plan policies and criteria for the establishment of Gypsy and Traveller sites should be fair, reasonable, realistic and effective, and written in a positive manner that offers some certainty that where the criteria are met planning permission will be granted.

**5.2.6.3** Policy HO9 establishes criteria that future proposals would have to address prior to any approval. They balance the need to identify sites that are suitable for traveller households' requirements but also to ensure that development responds positively to the locality and the communities most likely to be affected.

## 5.3 Housing in the rural area

### 5.3.1 Residential development in the rural area

**5.3.1.1** The Council has assessed its housing need across the borough and has identified a requirement for approximately 17,280 new homes, consistent with government advice that requires local authorities to boost significantly the supply of housing. A more restrictive approach to the rural areas of the borough is appropriate given the limited amounts of physical and social

## 5 Housing

infrastructure. Additionally, other Local Plan policies seek to protect the character of the rural area, its Strategic Landscapes, protect mineral safeguarding areas and seek to protect the borough's natural resources including its most versatile and productive agricultural land. Much of the borough's rural area is identified as being of Grade 2 (very good) or Grade 3A (good) agricultural quality.

### Policy HO 10

#### Residential development in the rural area

The Council will direct most of new rural housing to sites with unimplemented planning permission.

The Council will also support a limited amount of infill housing in the following settlements: Edgmond, High Ercall, Lilleshall, Tibberton and Waters Upton that can demonstrate that they will help meet the rural housing requirement. Within these identified rural settlements, conversion of non-residential buildings to residential use will also be supported. These settlements are indicated on the Policies Map.

Elsewhere in the rural area residential development will be strictly controlled. The Council will support applications for such housing, provided that proposals:

- i. Are consistent with the exceptions set out in Policy HO11;
- ii. Would result in the optimal use of a heritage asset (a listed building, conservation area or buildings of local interest);
- iii. Represent exceptional quality or innovative design; or
- iv. Meet the essential need for rural worker dwellings. An appropriate condition or legal agreement restricting occupancy will be required to ensure it remains for the purpose of which it was granted. Where there is insufficient evidence provided of need at the planning application stage, the Council will consider granting permission for temporary accommodation such as mobile homes for a period of up to three years. The Council will not support applications for dwellings where applications are primarily made on the ground of providing security.

**This policy contributes towards achieving objectives 4, 8 and 21.**

**5.3.1.2** The Council recognises that many of its residents aspire to live in the rural area. It also recognises that some provision should be made for the children of existing residents in the rural area who wish to live in rural locations. A requirement of around 900 net new homes (or 6%) of the Council's housing requirement has therefore been set which broadly reflects the current mix between the rural and urban populations of the borough set out in the latest *Strategic Housing Market Assessment* (2015).

**5.3.1.3** Most of the future housing supply in the rural area to meet the overall rural requirement has already been identified through the planning application process which will be expected to come forward during the plan period, including two large previously developed sites at Crudgington and Allscott. Nonetheless, some additional supply will be needed to deliver the requirement in suitably located settlements.

### Lilleshall, rural settlement



**5.3.1.4** The Council has conducted an audit of all of its rural settlements in a 'Rural Settlements' Technical Paper. The findings of this audit suggest there may be scope for a limited amount of new housing in five settlements at strategic locations across the rural area. These settlements have the highest concentration of primary services (for example, primary school, village centre, shops and some level of Post Office service and/or access to local employment) as well as other services that help promote community life. However, many of these settlements are severely constrained in the amount of new housing they can deliver especially with regard to schools provision, limited bus services and drainage infrastructure.

**5.3.1.5** The Council anticipates these five settlements accommodating in total around 80 new homes over the lifetime of the Local Plan. It is expected that this new housing will be delivered on small infill sites within existing settlements. For the avoidance of doubt, Edgmond means the settlement of Edgmond and not Edgmond Marsh or Harper Adams University. Development proposals will need to demonstrate that they relate appropriately in scale to the community in which they are located without representing a visually undesirable encroachment into the surrounding countryside. It is important to ensure that Edgmond does not coalesce with Newport so this settlement retains its distinctiveness. Development proposals in Lilleshall will be expected to take account of its location in a Strategic Landscape which merits additional protection as set out in Policy NE7. Proposals should also provide an appropriate mix of housing size and tenure.

**5.3.1.6** The Council's approach elsewhere in the rural area will be one of strict control in line with the overall strategy seeking to limit development outside existing urban areas and identified villages. The criteria for dealing with applications outside the named settlements are set out in the policy.

**5.3.1.7** For the purpose of this policy rural workers are defined as workers engaged primarily in farming, forestry or other rural based industries. In instances where a rural worker cannot find sustainable or suitable accommodation the Council will support applications for new permanent accommodation subject to sufficient evidence of local housing need being provided. In assessing the need, the Council will take into account whether there is a clear functional



## 5 Housing

need for the person to be readily available on the site or nearby at most times; the worker is fully or primarily employed on the site; the business is financially sound and has a clear prospect of remaining so; the dwelling sought is of an appropriate size commensurate with the established functional requirement; and the need cannot be met by an existing dwelling on the unit or by other existing accommodation in the area.

### 5.3.2 Affordable rural exceptions

**5.3.2.1** In rural areas, national planning policy states that councils should be responsive to local circumstances and plan to reflect local needs, including through rural exception sites where appropriate. Given the overall plan strategy to direct rural housing to particular locations identified in Policy HO10, it is considered reasonable to restrict the dispersal of housing beyond these settlements. Policy HO11 sets out the circumstances under which proposals would be acceptable.

#### Policy HO 11

##### Affordable rural exceptions

The Council will support small scale affordable housing schemes, including affordable self-build and custom build housing, as an exception to normal rural housing policy provided that:

- i. The proposal demonstrates that it will address an identified local housing need and ensure that adequate occupancy controls are in place, in line with Policy HO6; and
- ii. The proposal is of an appropriate scale and design for the location.

In addition, the Council will support affordable self-build or custom-build housing, provided that applicants:

- iii. Demonstrate a local connection;
- iv. Undertake in a legal agreement that the occupancy of the property will be restricted to people with a local connection in perpetuity;
- v. Undertake in a legal agreement that they will live in the property once it is complete; and
- vi. Undertake in a legal agreement that once the development has commenced, they will complete the building of the dwelling within 2 years.

Schemes proposed as exceptions within the open countryside will be strictly controlled.

**This policy contributes towards achieving objectives 4, 21 and 25.**

**5.3.2.2** The Council acknowledges that there will continue to be a demand for affordable housing in the rural area, given the affordability issues facing local households, particularly those living in the rural area. The presumption will be that any additional housing in the rural area will be directed towards the named settlements in line with Policy HO10. However, there may be instances where new housing may be justified on the basis of local need on sites not normally in accordance with local housing policies, otherwise known as exceptions schemes.



**5.3.2.3** Rural exceptions are defined by the NPPF as '*small sites used for affordable housing in perpetuity where sites would not normally be used for housing*'. Policy HO11 seeks to establish the criteria against which these schemes will be determined and the provisions to be put in place to ensure such dwellings are, and continue to be, genuinely affordable. Such proposals should be directed towards locations that help to enhance and maintain the vitality of rural communities, rather than be used as a means to gain planning consent for development in isolated locations, contrary to the principles of sustainable development.

**5.3.2.4** For the purposes of this policy, a local connection is classed as either being by residency or by employment and is defined as follows:

**A. Residency qualification:**

1. Have been resident in the parish in question for 12 continuous months at the time of application;
2. Have lived in the parish in question for three out of previous five years; or
3. Have close family (mother, father, brother or sister, adult children or grandparent) who have been resident for 5 continuous years and continue to be a resident in the parish in question.

**B. Employment qualification.**

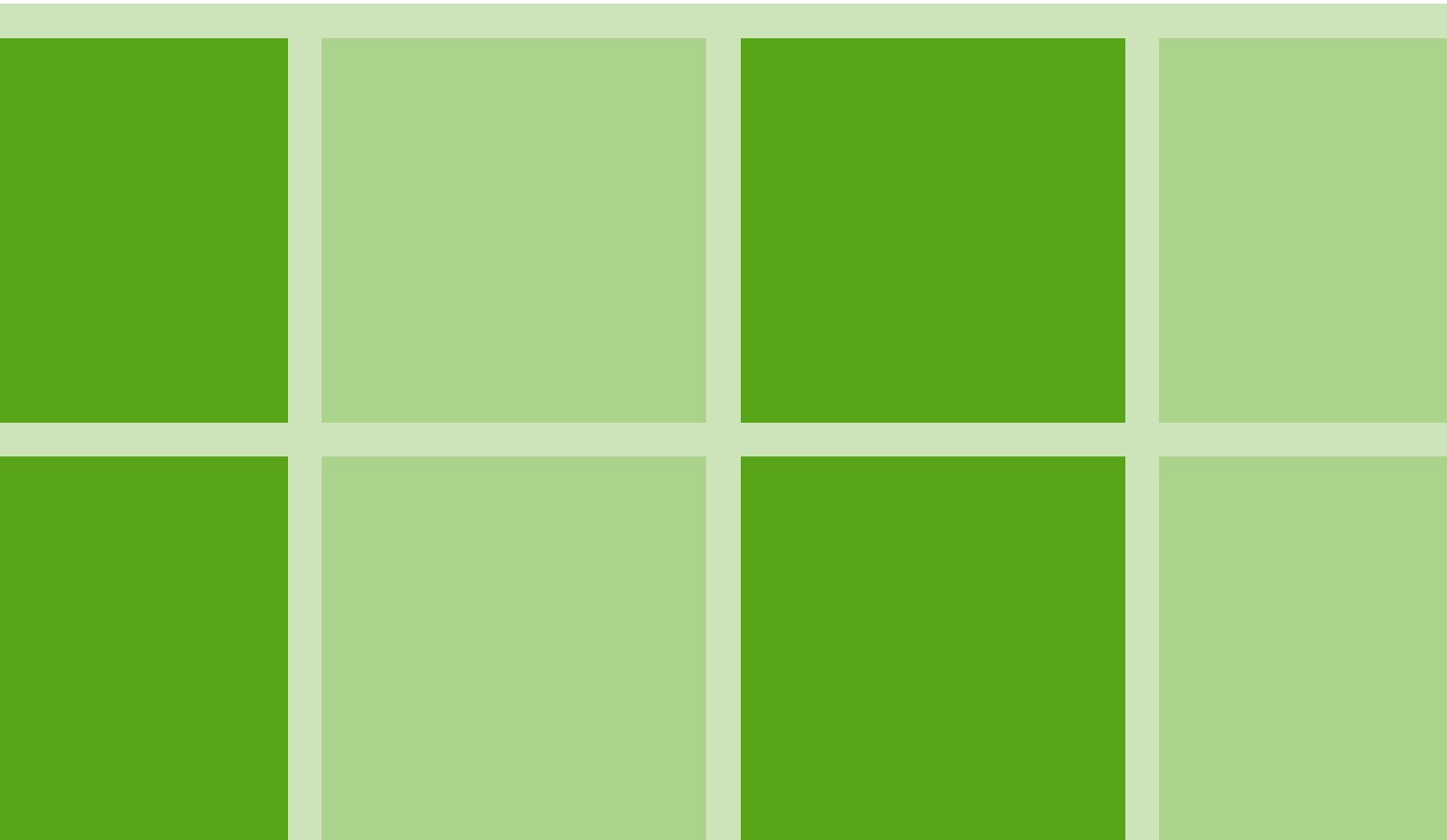
An individual will be considered to have a local connection if he/she or his/her partner is in employment which meets all of the following criteria:

1. The office or business establishment at which a person is based or from where their work is managed is within the parish in question;
2. Is in paid employment;
3. Works a minimum of 16 hours per week;
4. Has been employed for a minimum of 12 continuous months at the time of their application and is currently in employment; and
5. Has a permanent or fixed term contract or is self-employed.

**5.3.2.5** Developments proposed under this policy will be resisted in more isolated locations where sustainability issues are likely to be significant. This is in line with the overall strategy for the rural area.



# 6 Natural environment



### 6 Natural environment

#### Telford & Wrekin's natural environment

**6.0.1** The borough has a varied and rich natural environment comprising nationally and locally designated sites for biodiversity and geodiversity. It also has extensive areas of natural and semi-natural habitats including woodlands, rivers and streams, rural areas with open farmland views and a rich variety of urban open spaces providing public amenity, access, recreation, sport and play, and safe havens for wildlife.

#### Green infrastructure

**6.0.2** Green infrastructure is an important component of sustainable communities; it provides a range of functions including climate change mitigation, recreation, biodiversity, flood water storage, an appreciation of the historic environment and benefits for health and wellbeing.

**6.0.3** Green infrastructure is 'a network of multi-functional green space, urban and rural, which is capable of delivering a wider range of environmental and quality of life benefits for local communities.' It includes public and private green spaces including parks, sports pitches, children's play areas and private gardens as well as urban and rural features such as highway verges and street trees, heritage assets, rivers, canals and ponds, meadows and grasslands, hedges, woods and fields.

**6.0.4** The green nature of the borough is key to its image and is an important reason why people choose to live and work in Telford & Wrekin. Green infrastructure is also important to improving the health and wellbeing of residents. Green infrastructure should be seen as an integral part of urban design.

#### Multifunctional green infrastructure providing amenity, biodiversity and SuDS



**6.0.5** The Council places great importance on the protection and provision of its green infrastructure and proposes that this will be delivered through Policies NE1, NE2, NE3, NE4, NE5 and NE6.

**6.0.6** Development should also take account of the Council's *Local Green Infrastructure Needs Study* (2013) (Updated 2016) and *Green Infrastructure Evidence and Analysis document* (2012) and should make reference to Policy BE1 in identifying and addressing the need for green infrastructure.

## Green Guarantee

**6.0.7** The Council will protect over 150 Green Guarantee spaces within Council ownership from development. The Green Guarantee reflects the Council's commitment to the provision of locally accessible green spaces and to meeting the needs of local communities.

### Hartshill Park



## 6.1 Biodiversity and geodiversity

**6.1.1** Biodiversity and geodiversity are a vital part of the borough's urban and rural environment and provide a wide range of benefits. A core principle of the NPPF is that planning should help in conserving and enhancing the natural environment, minimising impacts on biodiversity and preventing the loss or deterioration of irreplaceable habitats such as ancient woodland.

**6.1.2** The way in which the natural environment is connected through corridors, stepping stones and core designated sites is critical to the movement of species through landscapes and throughout the urban area.



## 6 Natural environment

### Policy NE 1

#### Biodiversity and geodiversity

Biodiversity and geodiversity assets will be protected, maintained and enhanced. Nationally and internationally protected sites and species will be afforded the highest level of protection. The Council will seek positive improvements to the quality of the natural environment through sustainable development which will result in net gains for biodiversity across the borough.

The Council will, where applicable, expect development to:

- i. Maintain, protect and, where appropriate, enhance designated sites and habitats and species of principal importance for nature conservation;
- ii. Provide opportunities, including through design, layout and landscaping to incorporate new biodiversity features, enhance existing features and where necessary mitigate for features impacted or lost;
- iii. Provide appropriate buffer zones between development proposals and (a) designated sites, (b) habitats and species of principal importance nature conservation and (c) other biodiversity and geodiversity assets;
- iv. Ensure that new developments are designed to be ecologically permeable through the protection and enhancement of existing wildlife corridors, core areas and stepping stones and the provision of new connections which shall be integrated and linked to wider biodiversity features;
- v. Identify, maintain and appropriately manage recognised geodiversity assets;
- vi. Provide an ecological survey and impact assessment, where appropriate, in the form of an Extended Phase 1 Habitat Survey and supporting Phase 2 habitat and species surveys. Assessments should; assess the importance of habitats and species present, set out the measures proposed for protection, mitigation and compensation and should include plans for long term management.

The Council will support development which presents significant economic or social benefits for the local community where, in consultation with relevant partner organisations, it accepts that any necessary impacts on biodiversity or geodiversity assets can be avoided, mitigated or compensated. Appropriate habitat creation, restoration or enhancement on site, or elsewhere, would be secured via planning conditions, agreements or obligations.

The Council will not support development which harms an irreplaceable habitat or priority habitat for nature conservation which cannot be mitigated or compensated.

**This policy contributes towards achieving objectives 13, 15 and 16.**

**6.1.3** Since the publication of *Making Space for Nature* by Sir John Lawton (2010) it is increasingly understood that the natural environment provides a range of benefits including food production, water storage and filtration, carbon sequestration, pollination and urban cooling and that 'biodiversity underpins most, if not all of them'.

**6.1.4** The Council supports the principle of designating land as Local Green Space where such a designation would be appropriate, necessary and where the open space meets the criteria outlined in the NPPF. The Council is not designating any Local Green Spaces through this Local Plan but supports designations through neighbourhood development plans.

**6.1.5** *Making Space for Nature* sets out a 'restorative approach which rebuilds nature and creates a more resilient natural environment for the benefit of wildlife and ourselves' and proposes the creation of a network of larger, better quality, better connected spaces working for wildlife both in urban and rural areas.

**6.1.6** Sites designated for their biodiversity and/or geological importance within the borough comprise a hierarchy of nationally and locally important areas. Internationally and nationally designated sites (Ramsar Sites, Sites of Special Scientific Interest) and protected species (European Protected Species) will be afforded the highest level of protection in line with NPPF. Protection will also be afforded to habitats and species of principal importance for nature conservation, Local Wildlife Sites, Local Geological Sites, Local Nature Reserves and Ancient Woodlands.

**6.1.7** There are no European Designated Sites within the borough but there are several Ramsar sites in Shropshire and Staffordshire close to the borders which could potentially be impacted by development and which must be protected.

**6.1.8** Biodiversity and geodiversity designations are listed in Table 11 below and the individual sites covered by this policy are shown in Appendix E and on the Policies Map. Additional sites may be designated during the lifetime of the Local Plan.

**Table 11 Categories of biodiversity and geodiversity designations**

Category of site	Level	Number of sites
Site of Special Scientific Interest (SSSI)	National	8 sites (listed in Appendix E)
Local Wildlife Site	Local	47 sites (listed in Appendix E)
Local Nature Reserve	Local	6 sites (listed in Appendix E)
Ancient Woodland	Local	52 sites
Local Geological Sites	Local	25 sites

**6.1.9** Local Wildlife Sites are non-statutory sites of significant value for the conservation of species and habitats. These sites represent local character and distinctiveness and have an important role to play in meeting local and national targets for biodiversity conservation. Planning applications will not be supported where they would have a harmful impact on a Local Wildlife Site's features of interest.

**6.1.10** The Council recognises the value of biodiversity and that it is not limited by administrative boundaries. The Council works actively with neighbouring local authorities, Shropshire Wildlife Trust, Natural England and other conservation agencies to identify species and habitats that are locally important and to draw up plans to assist in their conservation.

## 6 Natural environment

**6.1.11** Local Geological Sites in the borough are worthy of protection for their scientific, educational, research, historical or visual and landscape importance. Planning applications will not be supported for development that would have a harmful impact on a Local Geological Site's features of value. The *Shropshire Geodiversity Action Plan* (2007) identifies Shropshire geological assets in order to promote actions which conserve and enhance them.

**6.1.12** Where the nature and location of a development is such that impacts upon nature conservation are likely to be significant then further ecological surveys will be required prior to determination. In addition, indirect impacts may affect designated sites some distance from the development proposal and must also be assessed. The survey report should include:

- A recent extended Phase 1 Habitat Survey and supporting Phase 2 detailed habitat and species surveys carried out by competent and, where necessary, licensed ecologists to national guidelines;
- A detailed assessment of existing biodiversity interests and how the development, in the absence of mitigation, is expected to impact upon these;
- Recommendations for avoidance of impacts and detailed proposals for mitigation to remove or minimise harm including timing and working method restrictions;
- Any compensatory measures which are also required and details of timing to ensure that compensation is in place before any accepted damage to biodiversity assets takes place;
- How the development will deliver an overall gain for biodiversity;
- Consideration of existing wildlife corridors on site, proposals for new wildlife corridors and links from these to the wider ecological networks; and
- A detailed, agreed and fully costed management plan, covering a period of at least 20 years, drawn up relating to existing and proposed biodiversity interests on the development site. Management plans must be accompanied by a long term commitment to the agreed management or legal agreement and commuted sum if areas are to be passed to the Council, to ensure the viability of long term future management.

**6.1.13** Where protection of species and habitats cannot be satisfactorily achieved and mitigation or compensation are therefore proposed, it is for the developer to demonstrate that a net biodiversity gain can be achieved through appropriate habitat management, enhancement and creation and, where appropriate, through relocating flora and/or fauna based on proven best practice. The developer must show where, and specify how, this can be achieved and provide a fully funded management plan to demonstrate long term success.

**6.1.14** Designated biodiversity sites must be protected from the indirect impact of increased visitor pressure as a result of proposed developments. Suitable alternative provision of public open space within proposed developments should be made to offset this potential impact and, in appropriate circumstances, a financial contribution to the management of a designated site may be sought to build capacity and resilience and provide appropriate infrastructure to ensure its protection.

### 6.2 Trees and woodland

**6.2.1** Trees, hedgerows and woodlands are a vital part of the borough's urban and rural environment and provide a wide range of benefits. They contribute to the character of an area and function as wildlife habitat, provide shelter, carbon storage, flood alleviation and urban cooling and provide a resource for biofuel production.

**6.2.2** The original planning of Telford as a New Town intended a 'Forest City' contained within a landscape with trees, woodlands and open spaces and these features remain a defining characteristic of the town. The purpose of Policy NE2 is to protect these valuable assets.

## Policy NE 2

### Trees, hedgerows and woodlands

The Council expects existing trees, hedgerows and woodland with biodiversity value, visual amenity value and landscape value to be retained, protected and appropriately managed. Aged and veteran trees, ancient woodland and important hedgerows will be valued and protected.

The Council will, where applicable, expect development to:

- i. Assess potential impacts on trees, hedgerows and woodlands. Proposals that involve felling or removal of trees (including aged and veteran trees), hedgerows or woodlands or are considered likely to cause demonstrable harm will normally be resisted unless acceptable mitigation or compensation measures can be secured. Loss or damage to irreplaceable habitats, including ancient woodlands and veteran trees, cannot be practically compensated and will not be acceptable;
- ii. Demonstrate that any proposed removal or damage to trees, hedgerows or woodland is outweighed by the wider benefits of the scheme and that the trees, hedgerow or woodland cannot be retained without prejudicing the economic viability of the development. However where a development will cause significant harm to an irreplaceable habitat (including ancient woodland and veteran trees) which, by its nature, cannot be mitigated or compensated for permission will be resisted;
- iii. Provide replacement and enhancement planting which maintains local amenity, character of the local area and biodiversity value and should primarily include native species of local provenance;
- iv. Incorporate trees as an integral part of a scheme and ensure protection measures before and during construction and appropriate management, maintenance and protection thereafter; and
- v. Provide replacement planting both in terms of habitat and amenity value where tree, hedgerow or woodland loss is unavoidable.

**This policy contributes towards achieving objectives 13, 14, 15, 16, 25, 26, 27 and 31.**

**6.2.3** The borough has over 2,500 hectares of forests and woodland, much of which is located in the urban part of the borough including the steep wooded slopes of the Ironbridge Gorge World Heritage Site. The Council has a statutory duty to protect trees and woodland and also supports the protection and promotion of trees and woodlands because of their significant contribution to the appearance of the borough and its attractiveness to visitors, residents and investors.

## 6 Natural environment

**6.2.4** An Arboricultural Impact Assessment will be required with all planning applications, including outline planning applications, where trees, hedgerows or woodlands are either present on the proposal site or are in close proximity to it and are likely to influence or be affected by the development. A Hedgerow Assessment in accordance with *The Hedgerow Regulations* (1997) will be required where hedgerow removal is proposed.

### 6.3 Public open space

#### 6.3.1 Existing public open space

**6.3.1.1** Public open spaces are an important and integral part of the quality and function of places and have always formed an integral part of the planning of Telford.

##### Policy NE 3

###### Existing public open space

The Council will protect, maintain and enhance the provision of formal and informal sports and recreation facilities and public open space, including locally important incidental open spaces, throughout the borough.

The Council will only support development which involves the loss or harm of open space, sports and recreational facilities in the following circumstances:

- i. Where it can be demonstrated that the proposal will provide a replacement facility to an equal or improved standard in a suitable alternative location; or
- ii. Where it can be demonstrated that the proposal will provide appropriate areas of public open space to replace that being lost; or
- iii. Where the proposal can secure other wider benefits which outweigh the disadvantages of the loss of such open space; or
- iv. Where appropriate mitigation measures are provided to compensate for the impact upon existing provision.

**This policy contributes towards achieving objectives 13, 14, 15, 16, 19, 25, 26 and 27.**

**6.3.1.2** The NPPF stresses the important contribution that open spaces provide for sport, recreation and biodiversity and the strong links which exist between the provision of, and access to, green spaces and health and well-being.

**6.3.1.3** Open spaces perform a range of different functions including informal and formal recreation, biodiversity, amenity and sustainable travel as well as making the borough look attractive. For green space to have the greatest benefit and value it needs to be accessible, located in the right place, be of the right type and the right quality.



## 6.3.2 Provision of public open space

**6.3.2.1** New development introduces new demands upon public open space. This can include the need for more open space, improving the performance of existing open space or the provision of new types of open space.

### Play Equipment, Telford Town Park



## Policy NE 4

### Provision of public open space

The Council requires major development to provide and/or contribute to the provision of multi-functional open space which serves and meets the needs of the development as well as local and wider needs.

The Council will require development to provide:

- i. On-site provision which meets local needs for open space, sport and play;
- ii. Off-site contributions instead of on site-contribution where it can be demonstrated that on-site provision is not feasible or viable;
- iii. Contributions towards the enhancement and creation of new areas of open space and/or sports facilities where a local deficiency has been identified and/or where the development will lead to a deficiency;
- iv. Open space in the most accessible possible locations;
- v. Play and recreation spaces for children and young people; and
- vi. Agreements to secure and long term community use of school and private sports facilities.

**This policy contributes towards achieving objectives 13, 14, 15, 16, 19, 25, 26 and 27.**

## 6 Natural environment

**6.3.2.2** New open space should be designed to be multi-functional and be of a size, type and quality to meet site, local and strategic needs. Further guidance will be provided in an SPD.

**6.3.2.3** Where new sport and recreation facilities are provided as part of a development, they will be created in accordance with Sport England technical standards. Where replacement facilities are being provided, equivalent quality or greater will be required.

**6.3.2.4** Development will be required to address deficiencies in the provision of play and recreation open spaces. Proposals must provide an assessment which demonstrates how they have responded to and addressed the issues and requirements of the Council's strategies as identified in the *Local Green Infrastructure Needs Study* and *Green Infrastructure Framework* (2013), the *Playing Pitch Strategy* (2016), *Play Strategy* (2007-2017) and other relevant strategies and their subsequent updates. Proposals will be expected to address the type and quality of public open space as well as the amount through new provision and/or by improving existing provision.

### 6.3.3 Management and maintenance of public open space

**6.3.3.1** It is critical that ongoing management and maintenance of public open space, sports, play and leisure and recreation facilities is considered at the outset of the planning and design of a development and informs the type, amount and layout of provision proposed.

#### Policy NE 5

##### Management and maintenance of public open space

The Council will, where applicable, require major development proposals to provide sufficient management and/or financial provision for the future management and maintenance of new and existing public open space which forms part of, or is created by, a development.

**This policy contributes towards achieving objectives 13, 14, 15, 16 and 25.**

**6.3.3.2** Development will be expected to make provision for the ongoing maintenance of public open space including informal and formal recreation spaces, play and sports provision and biodiversity mitigation and compensation areas which are provided as part of the development. The Council will require developers to establish a mechanism by which public open space will be maintained to an agreed standard. The mechanism must be secured and in place prior to commencement, and, in the case of residential schemes, it must be operational prior to occupation of no more than 80% of the development.

**6.3.3.3** Developers who wish to transfer ownership of public open space, sport, play or leisure and recreation facilities to the Council will be required to conform to the Council's standards regarding its management and maintenance. Development will normally be required to manage and maintain open space for the first 12 months and is required to provide a commuted sum for its continued maintenance thereafter.

## 6.4 Green Network

**6.4.1** The Green Network emerged from the original Landscape Masterplanning of Telford by the Telford Development Commission. The concept was developed and later adopted as the Green Network in both the *Telford Local Plan* (1991) and the *Wrekin Local Plan* (2000) and has been extremely effective and significant in protecting green space in Telford and shaping the appearance of the town. The purpose of Policy NE6 is to preserve this valuable designation.

### Policy NE 6

#### Green Network

The Council will protect, maintain, enhance and, where possible, extend the Green Network.

The Council will only support new development within the Green Network where it identifies, protects and enhances the Green Network and its functions. Where adverse impacts are identified, development will need to demonstrate that the benefits of the development outweigh any adverse impacts on the Green Network and its functions.

**This policy contributes towards achieving objectives 13, 14, 15, 16, 19, 22, 23, 25, 27, 31 and 33.**

**6.4.2** The Green Network is defined as a strategic interconnected network of open spaces within the urban areas of Telford and Newport. The Green Network is identified on the Policies Map.

**6.4.3** The Local Plan has updated and improved the Green Network designation so that it is compliant with the NPPF, and addresses the type and function of land as well as the amount of open space which is included in the designation. 'The Green Network' Technical Paper has been prepared to explain the review which has been undertaken.

**6.4.4** Land within the Green Network has been assessed as forming part of an interconnected network which performs the following functions across the urban area:

1. To provide significant visual amenity value in the form of extensive views over green open areas, water bodies or woodland;
2. To provide separation between built up areas by significant open green areas, water bodies or woodland which help to retain and enhance the individual identity of local communities;
3. To provide an appropriate supply of open land to meet the diverse recreational needs of an expanding population, combining the more formal parkland and recreation areas with wider landscaped areas valuable for informal recreation;
4. To maintain, protect and enhance the borough's ecological value in terms of natural habitats and species by providing ecological networks, corridors and stepping stones by which wildlife can move through, and thrive within, urban environments;

## 6 Natural environment

5. To maintain, protect and enhance the unique geological and archaeological features within the borough as a legacy of its early place in the Industrial Revolution;
6. To provide open space linkages through which footpath, cycleways and ecological corridors can connect different parts of Telford or Newport forming accessible 'green ways' through urban areas.

### 6.5 Strategic Landscapes

**6.5.1** The NPPF places great weight on the importance of landscape protection both at a national and local level. It requires councils to protect and enhance valued landscapes. Areas of Outstanding Natural Beauty (AONB) are to be given the highest level of protection in relation to landscape and scenic beauty.

**6.5.2** The Local Plan has identified two areas as Strategic Landscapes. These are:

- Wrekin Forest; and
- Weald Moors.

#### Policy NE 7

##### **Shropshire Hills Area of Outstanding Natural Beauty and Strategic Landscapes**

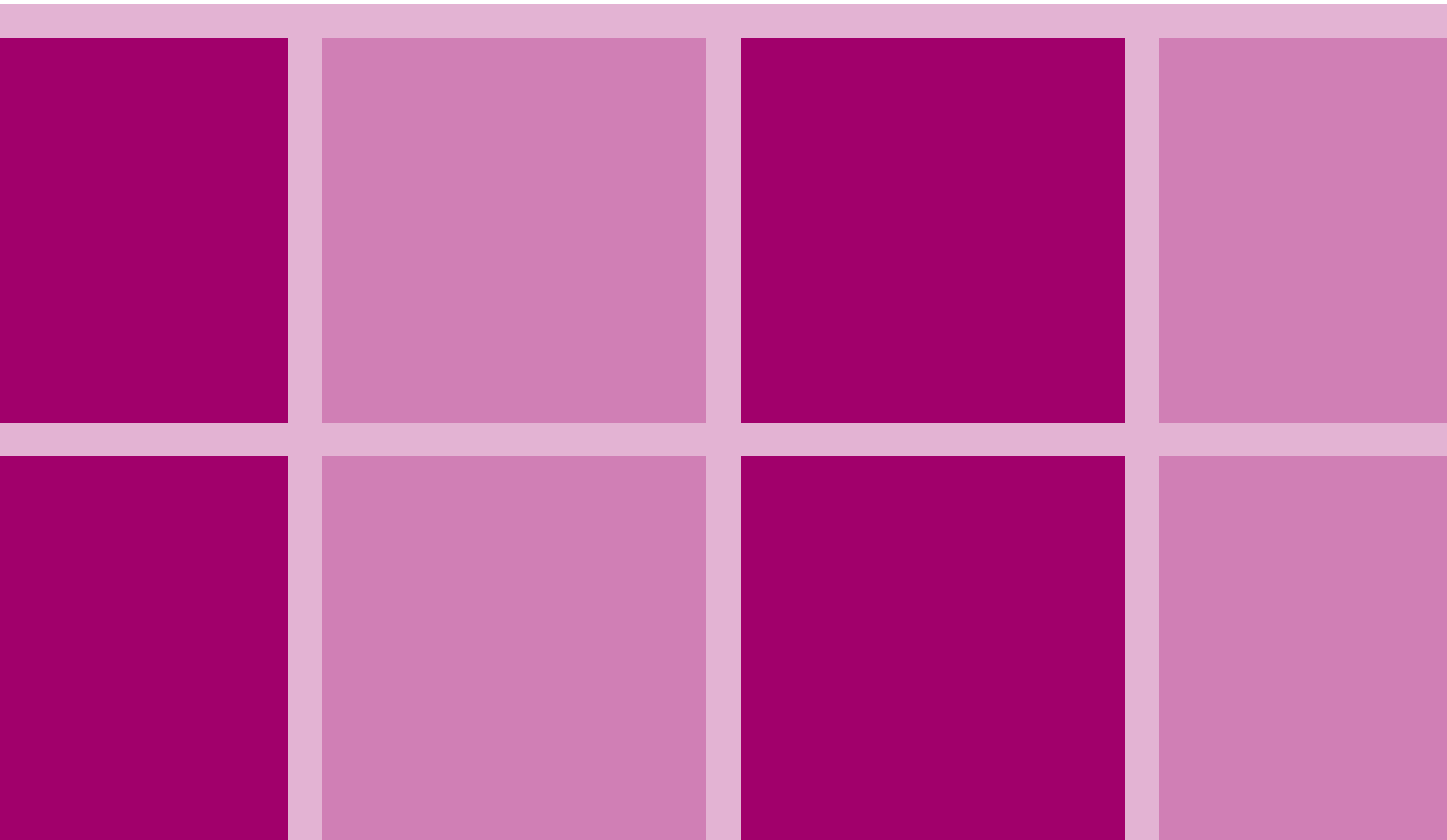
The Shropshire Hills Area of Outstanding Natural Beauty (AONB) will be given the highest level of protection.

The Council will protect the borough's Strategic Landscapes from development which would cause detrimental change to the quality of the landscape.

**This policy contributes towards achieving objectives 13, 14, 15, 16, 19, 22, 25, 27, 31 and 33.**

**6.5.3** The purpose of this policy is to protect the appearance and intrinsic landscape quality of these areas and to prevent development which would be inconsistent with, and detrimental to, their visual and landscape quality. All proposals for development within, or likely to affect, a Strategic Landscape should have regard to *Telford & Wrekin Strategic Landscapes Study* (December 2015). The Wrekin Forest Strategic Landscape includes part of the Shropshire Hills Area of Outstanding Natural Beauty (AONB), a small part of which falls within the borough. Any proposals affecting the Shropshire Hills AONB will also be required to be consistent with the current AONB Management Plan and any subsequent update.

## 7 Community





## 7 Community

**7.0.1** This section of the Local Plan sets out how the Council will plan for community for existing and future residents. The NPPF advises local authorities to plan positively for the delivery of social and cultural facilities for the community's needs and to guard against their loss. This involves the provision of services and facilities which meet the health, educational and cultural needs of communities. For the purpose of the Local Plan, the Council uses the term "community facilities" to refer to a broad range of social and cultural facilities. This term covers the following built uses:

- Pre-school, primary, secondary and further education facilities;
- Healthcare facilities such as GPs and health centres;
- Emergency services (police, fire and ambulance);
- General facilities such as community centres and halls and other spaces where community groups can meet;
- Places of worship, cemeteries and crematoria;
- Sports and leisure facilities, including the arts, cinemas and performance spaces; and
- Libraries.

**7.0.2** Other community uses such as allotments and playing fields are covered in the 'Natural Environment' section and the requirements for new bus services associated with new development that serve the community are set out in Policy C1. The protection of other infrastructure in rural areas such as village shops is covered by Policy EC7.

**Shortwood Primary School**



## 7.1 Community facilities

**7.1.1** The purpose of Policy COM 1 is to identify how the borough should meet the needs of existing and new communities through the maintenance and enhancement of existing community facilities and the provision of new community facilities. This can be by the provision of on-site facilities, the provision of land or financial contributions.

### Policy COM 1

#### Community facilities

Development will be expected to preserve existing community facilities and sustain, enhance and provide new social infrastructure to meet demand arising from new development.

Development which detrimentally affects existing social infrastructure such as its removal or reduction will not be supported unless a lack of need is demonstrated or acceptable alternative provision exists or is proposed concurrently.

The Council will support new community facilities or improvements to existing community facilities to meet the needs of local residents.

The Council will support the delivery of new facilities in the following locations:

- i. In Telford Town Centre, Market Towns, District and Local Centres, villages and sustainable urban extensions at Muxton (H1) and Priorslee (H2);
- ii. Outside the above locations in places with good accessibility by foot, cycle and public transport; and
- iii. Under exceptional circumstances on open space if both environmental and social benefits to the local community are demonstrated.

The Council will not support the loss of land or buildings previously used as a community facility unless:

- iv. A lack of need is demonstrated; or
- v. Acceptable alternative provision exists or is proposed concurrently.

**This policy contributes towards achieving objectives 6, 7, 17, 18, 21 and 32.**

**7.1.2** The borough has an extensive range of community facilities. In recent years, the Council has successfully regenerated a number of its assets, most notably through the completion of a £200m Building Schools for the Future programme that has seen the provision of eight new schools. Extensive new provision is being made at Lawley as this major development is being completed. However, a large amount of Telford's community facilities were built over a short period between the late 1960s and early 1980s as the New Town expanded. Many buildings are likely to come to the end of their design life over the lifetime of the Local Plan.

## 7 Community

**7.1.3** The Council's approach to community facilities is to preserve it and to promote its expansion linked to population growth and the changing needs of an ageing population. This approach reflects the fact that the overwhelming majority of new development over the lifetime of the Local Plan will take place within the existing urban areas of Telford and Newport. The rural area of the borough has significantly less infrastructure reflecting the scattered rural settlement pattern outside of Telford and Newport. It is especially important that these facilities are protected.

**7.1.4** The Council is allocating sites to deliver new sustainable urban extensions at Priorslee and Muxton which will deliver new infrastructure to meet the needs of the new communities. The Council will also require other development proposals to deliver appropriate levels of community facilities on or off-site. Proposals should take into account; impact on existing local communities, provision necessary to make the development acceptable in planning terms and provision of a scale that is related to the development. The Council will discuss community facility requirements with a developer on a case by case basis.

### Wellington Library, Wellington



**7.1.5** Where access to existing community facilities is affected, appropriate mitigation measures should be considered including, for example, promotion of new bus, walking and cycling routes or changes to parking provision. Development will be expected to take account of the capacity of existing community facilities to accommodate the needs of current residents and the increased demand created by the new development.

## 7.2 Culture

**7.2.1** Culture is an expression of community life and provides local communities with a sense of place, belonging and identity which can contribute to quality of life. Cultural facilities in the borough are diverse. They include leisure and entertainment venues such as Southwater and The Place in Oakengates as well as historic centres such as Ironbridge and facilities in Town and District Centres. Ironbridge is not only a substantial part of the borough's culture as an expression of local identity and distinctiveness but it contributes to the cultural offer in attracting tourism to the borough. Telford Town Park and The International Centre also host many cultural events and shows.

**7.2.2** The purpose of Policy COM 2 is to support and promote cultural facilities and help support the local cultural identity of the borough.

## Policy COM 2

### Culture

The Council will support development where it:

- i. Encourages investment to improve the quality of the infrastructure for arts, sports, museums and leisure;
- ii. Creates facilities which are accessible to all;
- iii. Provides opportunities for the creative economy to prosper;
- iv. Helps sustain and create cultural facilities and opportunities, including places of worship, cemeteries and crematoria, that help people who live in the borough to develop a sense of belonging, to value the cultural diversity and local heritage; and
- v. Helps develop a richer cultural offer which attracts people and businesses to the borough.

**This policy contributes towards achieving objectives 6, 7, 17, 18, 21 and 32.**

**7.2.3** The Council supports the promotion of the broadest range of cultural facilities and development which supports the borough's cultural assets. It will work with partners from the private and voluntary sectors to deliver this commitment.

**7.2.4** The Council also wishes to promote more facilities in new development and will explore with developers ways in which these can be created. This can, for example, be achieved through the provision of public art in new developments, or through shared or multi-use facilities such as flexible multi-use arts venues and arts space within educational establishments, wider civic complexes or local community facilities.

### The Place, Oakengates





## 7 Community



## 8 Connections



# 8 Connections

## 8.1 Highways and transport

**8.1.1** Transport plays an important role in supporting economic growth and developing a community where people want to live, work and play. Effective transport is vital for access to jobs, education, healthcare, shops, leisure and new developments. There is also an increasing emphasis being placed on minimising the impact of human activities, such as car usage on the environment.

**8.1.2** The design principles of the New Town led to the separation of work places and homes leaving Telford significantly dependent on car based travel, although it does have an extensive cycling and walking network. The challenge for the borough is to use the Local Plan to re-shape and create an urban form and density that is more conducive for cycling, walking and public transport provision. The current Telford & Wrekin *Local Transport Plan 2011 - 2026* (the LTP) also identifies the need to make better use of the existing infrastructure, acknowledging that the car will remain essential for many journeys, particularly longer distance trips.

**8.1.3** The aim of the transport policies set out below is to ensure that the land use planning process plays its full part in meeting these transport challenges. The Council cannot do this alone and a partnership approach involving developers, local businesses, local communities and public bodies like Highways England will be essential to the successful delivery of the Local Plan and the LTP.

**8.1.4** The policies in this section should be read alongside the LTP which sets out the Council's transport policies for the movement of people and goods.

### 8.1.1 Promoting alternatives to the car

**8.1.1.1** In line with the LTP there is a need to reduce the overall reliance on the car and to encourage the use of more sustainable modes of travel particularly for shorter distance trips. Sustainable travel is defined as "transportation modes which help mitigate the negative effects of movement on climate change through the provision of alternative methods of transport which positively promote social, environmental, technological and health benefits". For the purposes of the Local Plan sustainable modes include walking, cycling, bus and rail travel.

**8.1.1.2** Policy C1 seeks to reduce the need to travel by car by providing a balanced mix of land uses, retention of local services, encouraging the use of Information and Communication Technology and delivering a more sustainable transport system.

## Policy C 1

### Promoting alternatives to the car

The Council will require, where applicable and viable, major development in urban areas and, on a case by case basis, in rural areas to:

- i. Adopt an Area Wide Travel Planning approach for major traffic generating destinations, for example Telford Town Centre, and prepare site based travel plans in support of this;
- ii. Enhance local and strategic walking and cycling routes, that enable residents or employees to access wider walking and cycling networks;
- iii. Enhance existing public transport services or provide new services and demonstrate their financial viability;
- iv. Demonstrate that they have made all reasonable efforts to secure public transport services which will be conveniently routed for new residents and visitors without detrimentally effecting existing users;
- v. Site boarding and alighting points for public transport services in safe, well lit locations that are accessible for less able bodied users and provide safe, convenient and appropriately lit routes to and from residential and non-residential developments;

Where a development is served by one of the borough's rail and bus stations, development will be expected to contribute towards enhanced vehicle and cycle parking, bus facilities as well as improved information, enhanced waiting facilities and better access arrangements for walkers, cyclists and public transport users.

**This policy contributes towards achieving objectives 16, 22 and 23.**

**8.1.1.3** The borough has an extensive network of walking and cycling routes which provide cross town connections to other local routes and link in with destinations such as Telford Town Centre as well as industrial estates. These routes provide an excellent resource which developments can link into and enhance in order to provide residents with access to open space and leisure opportunities as well as a wider network of facilities such as shops and schools and employment opportunity. The Council has been successful in securing funds to improve the strategic walking and cycling network through the Local Sustainable Transport Fund (LSTF). Major development will be expected to support targeted investment programmes such as the LSTF to revitalise many of the existing walking and cycling routes to improve lighting, safety and maintenance.

**8.1.1.4** Public transport routes (bus and rail) help to broaden the connectivity of developments and provide links into key service hubs such as Town and District Centres. The borough benefits from a network of core 'commercial' urban and inter-urban routes which service existing developments and where possible new development sites have been located within close proximity to existing services. Where this is not the case developments will be expected to provide funding to support existing bus services or introduce new services to levels of frequency, times and routing that would help encourage modal shift, especially for developments which have a travel plan in place.

## 8 Connections

### The Silkin Way Cycle Route



**8.1.1.5** According to the 2011 Census, 80% of households have a car. Alternative services, predominantly buses, benefit some residents and visitors who either do not have access to a car or choose to travel by sustainable means including the young and elderly. Bus services are less frequent in the rural area of the borough where the Census 2011 also reveals that rural settlements generally have a higher proportion of elderly people relative to Newport and the Telford urban area. Where existing bus routes are to be enhanced or diverted to serve a new development this should avoid unduly disadvantaging existing users especially those who do not have access to a car. Access to bus stops should be integral to the design of the development and provide convenient, safe, accessible and convenient routes to help encourage use of public transport as the preferred mode of choice.

**8.1.1.6** Bus and railway stations, including Telford Town Centre, Market Town and District Centre bus stations as well as railway stations, provide interchange points onto a wider network of routes, opportunities to switch to sustainable transport where parking is provided and access to a wider variety of retail, employment and leisure activities. Development has an important role to play where it is served by public transport in strengthening multi-modal access, enhancing or creating new public transport routes as well upgrading or creating new facilities, such as parking provision, to cope with demands of new development.

### 8.1.2 Safeguarding rail and transport corridors

**8.1.2.1** The purpose of Policy C2 is to achieve the Council's development strategy for the borough through a range of ways, including;

- A better connected place where it is easy to travel between the different parts of the borough including Telford, Newport and the rural area;
- Enabling residents and visitors to access and enjoy the green open spaces of the borough for leisure, recreation and commuting journeys;
- Creating a healthier community which enjoys increased travel choices and new employment opportunities;
- Protecting key transport corridors in advance of future improvement schemes.

## Policy C 2

### Safeguarding rail and transport corridors

The Council will expect development to:

- i. Safeguard land required for the implementation of priority transport projects, as identified in the Infrastructure Delivery Plan, in order to assist in their future implementation; and
- ii. Ensure that current and former rail lines will be protected for future use as transport corridors (as displayed on the Policies Map). Where lines are not commercially viable, for either freight or passenger rail services, use for walking and cycling routes will be supported. Development adjacent to existing rail lines will not prejudice the use of the line for either heritage or commercial use.

**This policy contributes towards achieving objectives 22 and 23.**

**8.1.2.2** The borough has a number of existing and former rail routes shown on the Policies Map which should be protected for existing and future transport use as protection of these routes will help reduce the costs of providing new routes in the future be they for walking, cycling and or rail use. The significance of the routes lies in length of 'off road' connections often between centres, the fact that they are relatively flat when considering the uneven topography of much of the borough and that they are largely within the ownership of single organisations including the Council and Network Rail. The closure of Ironbridge Power Station provides an opportunity to consider the future use of the existing freight line for new rail uses, a mix of rail, walking and cycling routes and also prevent the fragmentation of ownership of a strategic transport asset.

**8.1.2.3** As part of the development of the Council's *Forward Capital Highway Programme*, in support of both the delivery of the LTP, as well as the development of *The Marches Strategic Economic Plan* (2014), there will be a need to ensure that adequate land is safeguarded for future highway and transport needs. The Local Plan Transport Growth Strategy has identified the highway infrastructure requirements that arise from cumulative impacts of development. Details of primary highway projects will be shown in the Infrastructure Delivery Plan which developers should refer to in advance of submitting a planning application.

### 8.1.3 Impact of development on highways

**8.1.3.1** When developments are considered in isolation on an individual basis, the cumulative impact on the transport system is not properly accounted for. This is not only detrimental to the Council, its residents and road users but it can also be detrimental to developers themselves. It can lead to a 'first past the post' approach to mitigation whereby an initial development does not trigger an improvement to transport capacity only for a subsequent developer to have to bear the full cost of the mitigation.

**8.1.3.2** Managing the impact of development on the highways network will be critical to the success of the Local Plan. The purpose of Policy C3 is to support plan-led development which overcomes the inconsistency of the 'first past the post' approach by assessing the cumulative impact of all planned developments and deriving a costed strategy to mitigate the impact.



### Policy C 3

#### Impact of development on highways

The Council requires all development to mitigate site specific highway issues and for major developments to:

- i. Ensure that the relevant cumulative impact of new developments on local and strategic road networks are mitigated in a co-ordinated and plan led manner;
- ii. Assess the cumulative impact of new developments by using the Telford Strategic Transport Model (TSTM) or other means as long as these can demonstrate that they are significantly robust. Use of the TSTM can be accessed through the Council's Highways Service;
- iii. Provide a Transport Assessment, where relevant, as part of any planning application; and
- iv. Mitigate the impact of their developments on the borough's local and strategic road networks including any individual committed sums specified by the local highway authority.

**This policy contributes towards achieving objective 22.**

**8.1.3.3** There are two local issues affecting the efficient operation of the highway network within the borough. These are the ability of the existing highway network to absorb additional traffic growth and the design life of the existing highway network. The two issues are interconnected as the majority of the borough's highway network was constructed over a relatively short period (1970s - 1980s) and requires regeneration. Without this it will be difficult to absorb the cumulative impacts of additional development. The Council has been working to secure external funding to help future proof the design of new highway improvements and reduce the cost of developing within the borough.

**8.1.3.4** The Local Plan Transport Growth Strategy sets out the strategic impact of all the proposed land use developments on the transport system and assesses alternative ways of mitigating their cumulative impacts. The cost is then apportioned between the public sector and individual developers on a fair and reasonable basis depending on the relative proportions of development and non-development traffic. It addresses both capital and revenue based measures including sustainable travel initiatives as well as highway measures and it sets out a 'fair and reasonable' developer contributions strategy.

**8.1.3.5** In addition to their strategic impact, individual developments also have their own more localised impacts on the transport network. These often require more specific measures relating to pedestrian and cycle access, safety improvements, traffic calming and bus improvements. All on-site infrastructure should be provided at the developer's expense and designed to an appropriate standard.

**8.1.3.6** In considering the strategic impact of developments, development will need to have regard to the borough's road hierarchy as set out in the LTP. The purpose of the hierarchy is to identify those parts of the network where the primary function of the road is to facilitate the safe and efficient movement of people and goods in order to maintain Telford's profile as a

Regional Growth Point. This is vital to ensure that businesses will continue to invest in Telford and will help safeguard local jobs and the town's long term economic prosperity. These roads are defined as Motorways (SRN), Trunk Roads (SRN) and Primary Routes (PRN).

**8.1.3.7** With regard to the SRN, development will be expected to liaise with Highways England in the first instance. The Secretary of State for Transport will retain the statutory role as Highway Authority for the SRN. Telford & Wrekin Council is the Highway Authority for all adopted roads that are not on the SRN.

## 8.1.4 Design of roads and streets

**8.1.4.1** Policy C4 seeks to ensure the design of roads and streets is to the highest standards and provides the maximum benefits, balancing the needs of cars, service and freight vehicles with the needs of the pedestrian, cyclist and public transport user for safe accessible circulation and connectivity to the wider community.

### Policy C 4

#### Design of roads and streets

The Council will require all development to demonstrate that a proposal:

- i. Accords with government guidance, such as *Manual for Streets* and other relevant standards including the *Design Manual for Roads and Bridges* in the design of developments;
- ii. Takes into consideration the needs of pedestrians and cyclists, buses and bus users as well as freight, deliveries and refuse collection vehicles in the design and access of the development;
- iii. Is safe, convenient, well designed with accessible and appropriately lit walking, cycling and public transport routes that provide opportunities for safe sustainable travel within a development as well as links to surrounding community facilities;
- iv. Contains development blocks (avoiding cul-de-sacs) of a size that encourages permeability for walking and cycling and traffic calming measures such as shared surfaces; and
- v. Is designed to an adoptable standard where it is intended that the internal roads, streets, footways, cycleways and energy efficient lighting are to be adopted by the Council.

**This policy contributes towards achieving objectives 19, 22, 23 and 25.**

**8.1.4.2** The design and accessibility of a development is critical to its long term sustainability. Roads and streets must provide opportunities for safe and convenient internal circulation and high levels of external connectivity to the wider community for a broad range of modes. The borough has a varied legacy of road and street design which has had a lasting impact on travel patterns of residents and visitors with the biggest impact a result of the New Town legacy including: the 'Radburn' layout of the New Town estates; the predominance of car use over sustainable modes; and some unsafe, underused walking and cycling routes.

## 8 Connections

**8.1.4.3** As a former New Town the Telford urban area also has a legacy of segregated land uses with the needs of car users prioritised over walking, cycling and public transport, which has led to large areas such as industrial estates being separated from residential areas by dual carriageways and shopping areas separated by busy distributor roads. Improving connectivity to the wider community starts with the planning of a development and can help encourage walking, cycling and public transport usage as it allows a development to avoid potential isolation and helps provide access to local facilities especially for short to medium journeys.

### 8.2 Parking

**8.2.1** The ability to park, be it a car, lorry, bus or bicycle is an essential part of transport infrastructure with direct and indirect benefits for communities. Failure to address parking can lead to issues such as actual and perceived personal safety issues, road safety concerns and displaced parking that impacts on local residents and businesses. The design, location and amount of parking is determined by many factors including the level of need, the type of need, the development context, the overall type and design of a development as well the need to achieve a balance between provision and the promotion of more sustainable modes of transport.

**8.2.2** The NPPF invites councils to set and justify their own parking standards. The Local Plan's parking standards in Appendix F attempt to balance the need to provide for car use whilst pursuing a more balanced transport system which promotes more sustainable travel such as walking, cycling and public transport by:

- Integrating parking within every new development;
- Providing parking which is responsive to the character, context and need of the local area;
- Helping to minimise additional pressure on the local highway network;
- Improving access for walkers, cyclists and public transport users to shopping, employment and leisure;
- Assisting in the creation of high quality public realm;
- Requiring a comprehensive, joined up approach to the provision of parking facilities at transport hubs, including railway stations, to allow people to switch to walking, cycling and public transport;
- Making sure there are good levels of parking provision and good levels of accessibility for disabled drivers; and
- Limiting parking in areas with good sustainable travel alternatives.

**8.2.3** Parking standards for service vehicles will be assessed on a site by site basis.

**8.2.4** Parking relating to residential development has to address both the needs of both residents and visitors, including space to park vehicles on and off site with an appropriate balance of allocated and unallocated parking provision. Employment locations need to provide appropriate parking in order to meet their servicing and business needs and those of its employees. They should also plan for cycle parking to reduce the need for car parking and encourage healthier and sustainable ways of getting to and from work.

**8.2.5** The Telford urban area has some strengths related to parking such as good highway connections between most residential areas and Town and District Centres which cater for people who work, shop, use and service at those centres. There are also challenges including high car ownership, unsustainable and unhealthy travel patterns and higher demand for public

space for parking. Planning policy has a role to play in the design and creation of better places for people to live, work and visit as well as balancing the role of the car with the need to create greater opportunities for travel by walking cycling and public transport.

## 8.2.1 Design of parking

**8.2.1.1** The need to provide adequate levels and mix of parking, including residential, commercial and Town Centre parking, is important to the vitality of the borough. Policy C5 plans for the parking demands generated by development and seeks to provide parking that is designed to meet the varying needs of cyclists and motor vehicle users. This policy recognises that developments should promote the quality of the street and neighbourhood above all else and that the mix of parking (on-plot, off-plot and on-street) should be well designed and integrated into the 'place making' process.

### Policy C 5

#### Design of parking

The Council will require all development to demonstrate that parking has been designed as integral to the proposal and that the following elements of design have been considered:

- i. Secure, covered, convenient on-site space to park cycles has been provided within all residential developments;
- ii. Secure, covered, convenient cycle parking has been provided for staff at all employment developments as per the cycle parking standards in Appendix F, facilities should include reasonable provision for storage of associated cycling equipment and where possible changing facilities;
- iii. Public cycle parking is provided in convenient, overlooked, locations to serve on site facilities such as shops and recreational areas;
- iv. The location, quantity and quality of car parking should reflect the density, nature, character and context of the development as well as its intended usage and relationship with the surrounding area including any foreseeable parking issues in the local area;
- v. Parking spaces including garages are fit for their intended usage in terms of size and design;
- vi. In residential developments there is an appropriate balance of allocated and communal parking provision, which is provided in a convenient, overlooked and accessible location in relation to the development it serves;
- vii. The location of off site parking has been designed to maximise levels of security and safety for cars, drivers and pedestrians; and
- viii. In non-residential developments the provision of appropriately sized areas that meet the operational needs of developments for lorry parking and access by service vehicles. These areas should be suitably located to minimise potential conflicts with pedestrians, cyclists and other road users.

**This policy contributes towards achieving objectives 16, 22 and 23.**

## 8 Connections

**8.2.1.2** Providing people with secure, convenient and covered cycle parking as well as a greater range of locations to park cycles will positively complement the extensive network of cycle routes which traverse the borough and will help meet the borough's aim of increasing cycling. There are three categories of development that can play a significant role in providing improved cycle parking infrastructure; residential developments, employment developments and public spaces such as recreation areas and shops. People are far less likely to take up cycling if parking is unsecured, inaccessible and uncovered. Development can help by providing secure space within homes and garages, covered parking at employment sites where bikes are parked for long periods and accessible overlooked spaces in public areas to increase convenience.

**8.2.1.3** Documents such as *Car Parking, What Works Where* (2006) and *Manual for Streets* (2007) demonstrate that when designing developments the quality of parking design should be a higher priority than the quantity of parking provided. Parking should be used to maximise activity on the street. However, the dominance of the car during peak evenings and weekends and the under utilisation of space during the working day can be visually detrimental.

### Flats over garages, Telford Millenium Community



**8.2.1.4** Evidence suggests that poorly designed parking significantly reduces residents' satisfaction with developments and consequently reduces the desirability of the local area. This is caused by two interrelated issues: a) the quantity of parking; and b) the quality of parking. This experience includes garages being used as storage spaces, under use of parking courts and excessive on-street parking. These examples have required the Council to "design in" further traffic management measures retrospectively at public expense. They also represent a drain on police time spent addressing public safety issues and neighbour disputes. The above issues have had a negative effect on the balance of allocated and communal parking especially where residents have been unable or unwilling to use their allocated spaces putting further pressure on on-street provision.

**8.2.1.5** Car parks and servicing areas for non-residential developments, such as factories, schools and shopping areas should be designed not to have an adverse impact on circulation, safety and convenience of pedestrians, cyclists and other vehicles. Measures include the



segregation of servicing areas from pedestrian and car parking areas, defined footpaths through and around car parks and lighting designed to minimise light pollution. For service vehicles this should take account of the times of usage and the likelihood of conflict that this could cause between vehicles, pedestrians and cyclists.

## 8.2.2 Commuted parking payments

**8.2.2.1** In certain circumstances it may be acceptable and appropriate to provide parking to meet the needs of the development beyond the curtilage of the site. Policy C6 covers situations when commuted car parking payments may be appropriate as an alternative to on-site parking provision. This can be due to the viability and practicality of developing a site being adversely affected by a requirement to provide parking on site.

### Policy C 6

#### Commuted parking payments

In the borough's designated centres and in situations where it would be undesirable to provide parking within the curtilage of new development, the Council may relax, in appropriate circumstances, the imposition of parking standards where a developer can demonstrate that one of the following circumstances apply:

- i. It is more appropriate to provide new off-site parking provision or an agreed capital sum has been provided to the Council in line with the parking needs of the development (as per the Parking Standards in Appendix F) for the purpose of providing parking for the development;
- ii. If the development is in a highly accessible location including Telford Town Centre or the Market Towns of Wellington or Newport, the Council may accept a commuted sum in line with the parking needs of the development for the use of creating and/or enhancing local public or other sustainable transport provision;
- iii. There is existing parking provision within the vicinity of the development that could be used in lieu of on-site provision and that all of the following can be demonstrated:
  - a. The parking meets the needs of the development and will be available for use on first occupation;
  - b. There is suitable priority given to disabled spaces;
  - c. The parking is available for use over the long term, through the provision of a legal agreement;
  - d. The parking is close to the development and can be easily and safely accessed;
  - e. Use of the parking provision does not displace existing users or negatively impact on the utility of local facilities and services;
  - f. Where improvements to the standard, safety and accessibility of the parking provision are required these are funded by the developer.

**This policy contributes towards achieving objectives 19 and 22.**

## 8 Connections

**8.2.2.2** The borough is made up of many different areas, some of which might include factors which could constrain the ability of development to provide parking on-site, or they could provide opportunities to strengthen alternatives to car use such as improved walking, cycling and public transport provision. Local examples include:

- **Telford Town Centre** - The best connected area in the borough with access to all high frequency bus routes, rail services as well as cross town walking and cycling routes. This could provide opportunities for further improvements to sustainable transport in lieu of parking as well as more efficient use of existing parking provision by agreement with public/private operators.
- **Market Towns/District Centres** - These tend to be older more constrained locations which have seen their traditional role as local service centres change with opportunities for regeneration through residential development. Commuted payments could be used to secure improvements to existing public parking provision, or better sustainable transport provision such as increases in the frequency of bus services and improved walking and cycling routes, to help accommodate the needs of new residents.
- **Ironbridge Gorge World Heritage Site** - Older areas of the borough such as the World Heritage Site have constrained highway networks, are in conservation areas, and are detached from key service areas and employment locations. Where it is not possible to provide parking on-site, commuted payments may be sought to provide new off-site provision or expand and/or improve existing public parking.

**8.2.2.3** Developments will need to make sure that they are meeting all or part of their parking needs. This is in relation to the direct requirement for spaces to accommodate the needs of residents as well as the needs of visitors. Further information is included in Appendix F.

## 8.3 Telecommunications and broadband

### 8.3.1 Enhancing communication networks

**8.3.1.1** A considerable amount of communication is now conducted electronically. The Council recognises the social and financial benefits to individuals and businesses of having telecommunications networks for mobile phones and broadband that are fit for purpose. Despite parts of the Telford urban area being well served, coverage of broadband can be mixed across the borough as a whole. The NPPF requires local plans to support the expansion of electronic communications networks, including telecommunications and high speed broadband.

**8.3.1.2** The Council is currently undertaking a £5.6m superfast broadband programme which is supported by government funding. By the end of 2017 this programme, with the planned commercial activity taking place, will result in 98% of individuals and businesses across the borough having access to superfast broadband. Policy C7 will aid the delivery of any development related to the programme that is required to improve the network.

#### Policy C 7

##### Enhancing communication networks

The Council will support development that improves the coverage of broadband and mobile signals where the developments will lead to better access for businesses and residents. This includes:

- i. Supporting government targets of providing basic broadband (2Mbps) for all by 2016;
- ii. Ensuring the delivery of the Superfast Telford Broadband Programme which aims to provide the infrastructure for superfast broadband speeds (24Mbps plus) by 2017 to 98% of the borough;
- iii. Continuing to work with mobile phone network providers to ensure they can provide adequate coverage; and
- iv. Ensuring that when new development takes place, infrastructure is in place for the future residents and businesses to access superfast broadband.

**This policy contributes towards achieving objectives 4 and 24.**

**8.3.1.3** There are links with the Infrastructure Delivery Plan (IDP), which harnesses the efforts of infrastructure providers to aid the delivery of the Local Plan. The IDP will also ensure links with mobile operators to ensure that their aspirations for future improvements to the networks are facilitated.

**8.3.1.4** Applications for major residential and employment development should be supported by a communications strategy that delivers future proof infrastructure and supports sustainable communications services. Development should ensure that their future occupiers have access to a sustainable communications infrastructure giving appropriate thought to the choice/availability of UK communications providers which can offer high speed data connections.

## 8 Connections

### 8.3.2 New telecommunications development

**8.3.2.1** The Government has given permitted development rights to a variety of minor forms of telecommunications development. In such cases, although the Council cannot object to the principle of development, it can exercise control over the siting and appearance with the aim of protecting amenity. Policy C8 sets out how the Council will assess proposals that are subject to planning control.

#### Policy C 8

##### New telecommunications development

The Council will support proposals for telecommunications development provided that the following criteria are met:

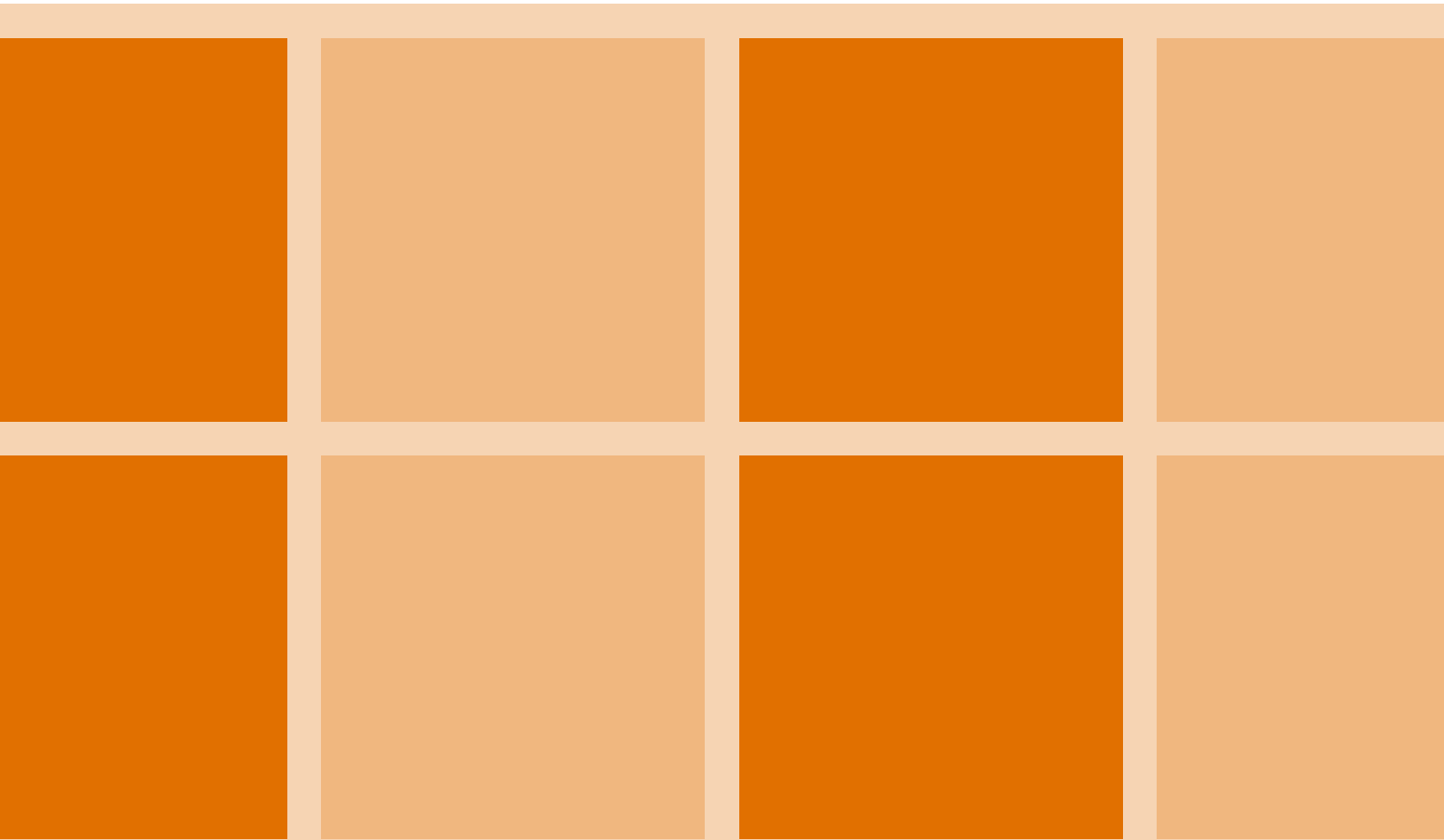
- i. If proposing a new or extended/adapted mast, it should be demonstrated that the applicant has explored the possibility of erecting apparatus on existing buildings, masts or other structures. Such evidence should accompany any application made to the planning authority;
- ii. The siting and appearance of the proposed apparatus and associated structures should minimise impact on the visual amenity, character and appearance of the surrounding area; and
- iii. Development should not have an unacceptable effect on highways safety, areas of ecological interest, areas of landscape importance, archaeological sites, conservation areas, buildings of architectural or historic interest or other heritage assets.

**This policy contributes towards achieving objectives 4 and 24.**

**8.3.2.2** The Council encourages early discussions with operators when they consider developing their networks. The Council will generally be supportive of new telecommunications development but recognises that some parts of the borough are especially sensitive (for example, the borough's conservation areas and the World Heritage Site as well as the borough's Strategic Landscapes).

**8.3.2.3** The delivery of improvements to the communications infrastructure across the borough set out in Policy C7 will continue to be monitored through the implementation of the Superfast Telford Broadband Programme along with information on coverage available through OFCOM. For the delivery of the Superfast Telford Broadband Programme, the number of premises connected will be measured on a regular basis.

## 9 Built environment and heritage





# 9 Built environment and heritage

## 9.1 Design quality

### 9.1.1 Design criteria

**9.1.1.1** Design quality is concerned with how places look as well as how they function socially, economically and environmentally. The NPPF recognises it as a key aspect of sustainable development, indivisible from good planning, and should contribute positively to making places better for people. It is concerned with the quality of everyday places as well as the design of special places such as the Ironbridge Gorge World Heritage Site.

**9.1.1.2** The Council is committed to promoting good design which includes its scale, massing, form, density, orientation and layout, as well as the proportions, materials, landscape elements, access and overall spatial quality. The purpose of Policy BE1 is to provide design criteria against which all planning applications will be assessed.

#### Policy BE 1

##### Design criteria

The Council will support development which:

- i. Respects and responds positively to its context and enhances the quality of the local built and natural environment;
- ii. Demonstrates an integrated design approach from the outset combining layout, building form and design, landscape, green infrastructure, surface water management, access and parking;
- iii. Respects the landscape setting and topography;
- iv. Preserves and reinforces historic street patterns, layouts, traditional frontages and boundary treatments;
- v. Maintains and exploits important landmarks, gateways, views to and from the site and respects or enhances the quality of the skyline;
- vi. Promotes good links through the site and to the surrounding area for all users;
- vii. Produces a secure environment which is legible, safe, attractive and convenient through the design and orientation of buildings, the integrated provision of hard external spaces, drainage, landscaping, open space and parking;
- viii. Produces an environment which facilitates and encourages healthy living;
- ix. Facilitates and promotes energy efficiency through layouts and design;
- x. Demonstrates that sufficient investigation has been undertaken to ascertain the type and extent of any land contamination and land instability issues; and
- xi. Demonstrates 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.

**This policy contributes towards achieving objectives 11, 13, 15, 16, 19, 20, 23, 25, 26, 27, 28, 31, 32 and 33.**

**9.1.1.3** Policy BE1 provides locally specific design criteria. Good design also involves being responsive to the borough's local circumstances including:

- An elevated and undulating urban landscape and a largely low lying and flat rural landscape;
- A regionally prominent landmark (the Wrekin);
- A very green borough including an extensive Green Network;
- A significant industrial and rural heritage which provides a wealth of historic buildings and features but also the challenge of land contamination and instability in parts of Telford, including Ironbridge; and
- The legacy of the New Town which includes non traditional street layouts, a largely uncongested road network but also a very dispersed urban area.

**9.1.1.4** The Council will prepare an SPD to clarify how it will apply the criteria in this policy.

#### **Lightmoor, Telford**



**9.1.1.5** The NPPF states that local planning authorities should have local design review arrangements in place. The purpose of a design review is to provide constructive, impartial and expert guidance to applicants as they develop their proposals to ensure high standards of design. The Council will identify at pre-application stage which schemes due to their size, complexity or impact should be referred for design review. Alternatively applicants can request a design review as part of their consultation process. The Council will have regard to the recommendations of the design review and how these have been reflected in the submitted design when determining an application.

**9.1.1.6** The Council supports the use of masterplans and design codes to help demonstrate that all important design issues have been identified as well as helping to provide a secure and agreed framework for the development of major sites.

**9.1.1.7** Applicants are encouraged to have discussions with the Council at the earliest opportunity in the design process.

## 9 Built environment and heritage

### 9.1.2 Residential alterations

**9.1.2.1** The Council recognises that well designed buildings make an important contribution to the character and quality of an area. While not wishing to remove or reduce freedom of architectural expression, it considers that some basic policy guidelines are necessary to help promote and reinforce the local distinctiveness of the area and avoid adversely affecting adjacent properties and uses and the living conditions of neighbouring residents. Policy BE2 aims to improve the quality of existing housing and deliver high quality urban design which is locally distinctive.

#### Policy BE 2

##### Residential alterations

The Council will support alterations or extensions to residential buildings where:

- i. The alteration or extension is not disproportionate in size in relation to the existing building/plot and does not substantially alter the character of the dwelling;
- ii. The altered or extended building respects the character of the area;
- iii. The design remains in keeping with the existing building;
- iv. The altered or extended building can be adequately accommodated within the curtilage of the existing property without adversely affecting its amenity or that of neighbouring properties/uses;
- v. The design uses features which are energy, waste and water efficient;
- vi. The design promotes the ability for the residents to remain living independently;
- vii. The alteration or extension will not result in adverse environmental impact such as noise, odour, dust or light upon the immediate area.

**This policy contributes towards achieving objectives 11, 19, 20, 25, 28, 29, 30 and 31.**

**9.1.2.2** Policy BE2 covers alterations and extensions of dwellings. It also provides control regarding the conversion of houses into flats or shared housing (including Houses in Multiple Occupation) so that they respect their local context. Furthermore, it anticipates demographic changes facing the borough such as an ageing population and a continued forecast reduction in mean household size. The policy recognises the need to promote sustainable development including the use of micro energy generation and measures to reduce water use.

**9.1.2.3** The policy takes into account the more generous permitted development rights covering extensions to dwellings that will run until May 2019 (*Part 1 of Schedule 2 to the Town and Country Planning (General Permitted Development) (England) Order 2015*).

**9.1.2.4** The Council will prepare an SPD setting out in more detail how it will interpret the criteria in this policy.

## 9.2 Historic environment

**9.2.1** Telford & Wrekin has a rich and diverse heritage in the form of a World Heritage Site, listed buildings, seven conservation areas, scheduled ancient monuments, historic parks and gardens, historic settlements, landscape features and archaeological remains, all of which are vital to our sense of history, local culture and community identity. The historic environment helps to give the borough a sense of local distinctiveness and creates a high quality environment, which is important to our general quality of life and acts as a focus for inward investment and regeneration.

**9.2.2** The NPPF makes clear that heritage assets are irreplaceable. It requires local authorities to support applications that sustain and enhance the significance of these assets. Applications for development which are consistent with their conservation value are considered a sustainable form of development as this helps provide social, economic and cultural benefits to the local community and for future generations. Proposals that seek to alter heritage assets should not be considered in isolation but considered as part of the wider overall quality of place.

### Ironbridge Gorge



#### 9.2.1 Ironbridge Gorge World Heritage Site

**9.2.1.1** The Ironbridge Gorge was established as one of the UK's first World Heritage Sites by UNESCO in 1986 in recognition of its role as the birthplace of the industrial revolution and its unique landscape.

**9.2.1.2** The majority of the site lies within the Borough of Telford & Wrekin but it extends into Shropshire. The quality of the area is described and encapsulated in a statement of Outstanding Universal Value (OUV) in accordance with UNESCO guidelines. The NPPF requires councils with such sites to plan for their future management.

## 9 Built environment and heritage

### Policy BE 3

#### Ironbridge Gorge World Heritage Site

The Council will protect and enhance the Outstanding Universal Value of the Ironbridge Gorge World Heritage Site.

Any harm or loss to the World Heritage Site must be clearly justified.

The Council will only support proposals likely to cause substantial harm to the World Heritage Site where it has been clearly demonstrated that there would be substantial public benefits associated with the proposal, or in all the following circumstances:

- The asset cannot be sustained in its current use;
- The asset prevents all reasonable use of the site; and
- The harm or loss is outweighed by the benefit of bringing the site back into use.

In these wholly exceptional circumstances where harm can be clearly and convincingly justified and the development would result in the partial or total loss of a heritage asset and/or its setting within the World Heritage Site, the Council will require the developer to record and analyse the asset, including an archaeological excavation where relevant, in accordance with a scheme to be agreed beforehand and to be deposited on the Council's Historic Environment Record.

In determining any application for development, and in undertaking its overall responsibilities, the Council will give significant weight to the international value of the Severn Gorge area as a World Heritage Site.

The Ironbridge Gorge World Heritage Site is an area of special archaeological interest within which all archaeological sites of significance will be afforded the same protection as that given to nationally important monuments. Proposed development will be particularly scrutinised for its potential effect on the archaeology of sites and monuments.

The Council will not support proposals in, or adjacent to, the World Heritage Site that adversely affect the following key features:

- i. The existing topographical character and landscape quality, including the stability of the slopes and river banks;
- ii. The setting of the World Heritage Site including the existing skylines and views to, and from, the Gorge;
- iii. The area's natural diversity and ecology, including amongst others, Sites of Special Scientific Interest and Local Wildlife Sites; or
- iv. The area's distinctive archaeological resource.

In addition to these features, development within the World Heritage Site will need to take account of flood risk and drainage and will be required to demonstrate that the site is stable and that the development can address gas migration.



The Council will only support engineering works or development along the riverside, or within the course of the river, if it can be demonstrated that the natural, historic or archaeological character of the River Severn is preserved or enhanced by the proposal and that there is no adverse impact on the hydrology, ecology or archaeology of the river and associated deposits upstream or downstream.

**This policy contributes towards achieving objective 25, 26 and 27.**

**9.2.1.3** In addition to its status as the Ironbridge Gorge World Heritage Site, the area is designated a conservation area (Severn Gorge Conservation Area). There is an Article 4(2) Direction restricting permitted development rights across the whole site to preserve the visual quality of the streetscape. This Direction controls minor works including most alterations to houses, to front and back gardens and other householder projects such as the installation of solar panels and satellite dishes. The Madeley Neighbourhood Plan provides some elements of control for parts of the site. The Council has also prepared guidance on shopfronts and signage that have SPD status. While these controls collectively provide tools for controlling development at a micro level, it is appropriate that the Local Plan also gives further direction to managing the area holistically and balancing the desire to protect and enhance the Outstanding Universal Value of the WHS alongside its role as a major tourist attraction and contributor to the local economy.

**9.2.1.4** The criteria for protecting key features derive from the existing *World Heritage Site Management Plan* and the replacement Management Plan which is currently being prepared. The Council will prepare and adopt an SPD for the WHS that will clarify how Policy BE3 will be applied.

## 9.2.2 Listed buildings

**9.2.2.1** Historic England keeps the schedule of statutorily listed buildings in Telford & Wrekin. The Council is committed to ensuring that these listed buildings are protected. Policy BE4 sets out how the Council will discharge its duties in this respect.

## 9 Built environment and heritage

### Policy BE 4

#### Listed buildings

The Council will have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. The Council will not support development that would detract from or damage the setting of a listed building.

Any harm or loss to the significance of or setting to a listed building must be clearly justified.

The Council will only support proposals likely to cause substantial harm to or total loss of a listed building where it has been clearly demonstrated that there would be substantial public benefits associated with the proposal that would outweigh any harm or loss to the listed building, or all the following circumstances:

- The asset cannot be sustained in its current use;
- The asset prevents all reasonable use of the site; and
- The harm or loss is outweighed by the benefit of bringing the site back into use.

Harm to a Grade II listed building is unacceptable other than in exceptional circumstances. Harm to a Grade I or II\* listed building is unacceptable other than in wholly exceptional circumstances.

In these exceptional circumstances where harm can be clearly and convincingly justified and the development would result in the partial or total loss of the asset and/or setting, the Council will require the developer to record and analyse the asset, including an archaeological excavation where relevant, in accordance with a scheme to be agreed beforehand and to be deposited on the Council's Historic Environment Record.

The Council will only support applications for alterations, extensions and other changes to listed buildings if the following criteria are met:

- i. The essential form, character and special interest of the building are maintained and the historic interest of the building and its setting are not adversely affected;
- ii. Its architectural features, both internal and external, are preserved intact;
- iii. The proposed development is of an appropriate design in terms of massing, scale, form, proportion, details, colour and materials;
- iv. An alteration, extension or new use can be demonstrated to be in the interest of the long term survival of the building;
- v. Where an extension is proposed, it should be designed to complement the character of the building, be generally subservient in scale and of a suitable form, material and detailed design;
- vi. The development is located in a way which respects the setting and form of the listed building and respects its relationship to surrounding buildings, features, street scene or skyline and does not otherwise impair important views of and from the building;
- vii. The development is of a high quality of design in terms of scale, massing, form, proportions, detailing and materials which is appropriate to the listed building and its context; and

- viii. The development does not result in the loss of features, such as ancillary buildings, boundary walls, trees and hedgerows or materials that contribute to the character of the setting of the building.

**This policy contributes towards achieving objectives 25 and 26.**

**9.2.2.2** The NPPF states that, when assessing development that could affect a heritage asset, such as a listed building, consideration should be given to the asset's conservation since insensitive alterations can harm its significance.

**9.2.2.3** In considering applications relating to a listed building the Council will, therefore, require that proposals do not have a detrimental effect upon the building's integrity and character or its setting. When listed building consent and planning permission are required it is recommended that both applications are submitted to the Council at the same time, this will allow the full impact of alterations or development to be assessed.

**9.2.2.4** The Council will require all applications that include the alteration, extension and repair of a listed building to limit the loss of its historic character and the scale, materials, intricate details and structure of the building should be respected. When larger alterations, such as extensions, are required it is vital that they are carefully located to create a balance with the rest of the building, not altering views adversely and not changing elevations. Alterations should not remove or hide original features or result in a significant removal of the buildings fabric.

**9.2.2.5** The setting of a listed building is often linked to its character and its gardens, grounds, appearance and layout are vital to the overall design of the building. The open space and curtilage of the building, including hedges, walls, trees and buildings, can form intrinsic parts of its setting. Where a building is located in an urban area it can make a significant contribution to the street scene.

**9.2.2.6** The conservation of heritage assets requires a holistic approach to understand how development can impact on their significance and how they can be viewed. The setting of heritage assets can directly impact on their significance. The NPPF requires local authorities to identify and assess the particular significance of any heritage asset that may be affected by a development proposal and requires them further to secure the enhancement of such an asset where possible.

**9.2.2.7** The NPPF supports the transition to a low carbon future in a changing climate including the use of renewable energy. In the context of the historic environment, measures to support a low carbon future will be supported where they do not conflict with policies relating to the historic environment.

**9.2.2.8** The Council will take enforcement action against unauthorised and unacceptable works to listed buildings. Poorly designed additions and alterations to listed buildings, or poorly sited development close to these heritage assets, can damage the historical significance of a building and damage its special interest and value. Even minor repairs and alterations can significantly affect a heritage asset or its setting if carried out insensitively. This includes alterations to the exterior and interior since both are included under listed building designation.

## 9 Built environment and heritage

### 9.2.3 Conservation areas

**9.2.3.1** Policy BE5 shows how the Council will apply national policy and the law as it relates to conservation areas. Applications for development in the Severn Gorge Conservation Area will also need to take account of Policy BE3.

## Policy BE 5

### Conservation areas

The Council will support development in conservation areas where it will preserve or enhance its character or appearance. Development will not be supported where:

- i. It would prejudice the essential features of the conservation area, the relationship or appearance between buildings, the arrangement of open areas and their enclosure, grain, or significant natural or heritage features;
- ii. The design of any new buildings, including height, density, mass, layout, proportions, or materials would not respect the character or appearance of an area;
- iii. The development would not do justice to the setting and surroundings of a conservation area or would impair views of the area; or
- iv. Where a proposed use of land would adversely affect the appearance or environment of a conservation area.

Any harm or loss to a conservation area must be justified.

The Council will only support proposals likely to cause substantial harm to a Conservation Area where it has been clearly demonstrated that there would be substantial public benefits associated with the proposal, or all the following circumstances:

- The asset cannot be sustained in its current use;
- The asset prevents all reasonable use of the site; and
- The harm or loss is outweighed by the benefit of bringing the site back into use.

In these exceptional circumstances where harm can be fully justified and the development would result in the partial or total loss of the asset and/or its setting, the Council will require the developer to record and analyse the asset, including an archaeological excavation where relevant, in accordance with a scheme to be agreed before hand and to be deposited on the Council's Historic Environment Record.

Applications affecting a conservation area should identify the significance of any heritage asset within the conservation area and provide a clear justification as to why the development is considered appropriate. The Council will expect proposals to:

- v. Reinstate original features and elements to add to the heritage asset's significance where these have previously been lost;
- vi. Remove modern additions or modifications to reveal the significance of any heritage asset. This could include the removal of pebbledash, paint from brickwork, non-original style windows, non-original doors, satellite dishes or other equipment; and
- vii. Use the heritage asset in a way which complements its conservation significance.

The Council will require traditional shopfronts and associated features which contribute to the character of individual heritage assets and a conservation area to be retained and repaired as part of any development proposal.



## 9 Built environment and heritage

Development involving the demolition or removal of important parts of a heritage asset or its setting, or which cause substantial harm to it, will only be supported in exceptional circumstances.

**This policy contributes towards achieving objectives 25, 26 and 27.**

**9.2.3.2** The Council has a duty under Section 69 of the *Planning (Listed Buildings and Conservation Areas) Act* (1990) to designate as conservation areas any areas of special architectural or historic interest the character and appearance of which it is desirable to preserve or enhance.

**9.2.3.3** To date seven conservation areas have been designated and each of these make a valuable contribution to the borough as an attractive place to live, work and visit. These areas are defined as heritage assets in their own right.

#### **9.2.3.4** The seven conservation areas are:

- Severn Gorge;
- Newport;
- Wellington;
- Horsehay;
- Wrockwardine;
- Edgmond; and
- High Ercall.

**9.2.3.5** There are extra controls imposed on development in these areas. Permission is required to fell most trees whether or not they are covered by a Tree Preservation Order.

**9.2.3.6** Consistent with its statutory obligation to make sure that conservation areas are preserved or enhanced the Council has established locally applicable principles that will be applied to all applications in these areas. It is important that development both within and outside of a conservation area does not harm the character or appearance of the conservation area by impacting on important views and groups of buildings from inside or outside the boundary. The character of conservation areas is rich and varied and each area requires a sensitive but differing approach to ensure that future change preserves and enhances the area's role and character.

**9.2.3.7** In order to determine the effect of any new building in a conservation area, the Council will require the submission of detailed plans and will not ordinarily support an application for outline planning permission. The Council will expect applications to be accompanied by a design and access statement and a heritage significance statement (this can be included with the design and access statement or as a separate document).

**9.2.3.8** The Council has prepared detailed guidance on shopfronts and advertisements within conservation areas which should be considered in the context of this policy. This guidance has SPD status and should be taken into account alongside Policy EC10.

**9.2.3.9** The Council will review its current list of conservation areas over the lifetime of the Local Plan and will prepare conservation area appraisals for its existing and any new conservation areas that are to be declared. These appraisals will be adopted as SPDs.

### **9.2.4 Buildings of local interest**

**9.2.4.1** The borough has many historically interesting and distinctive buildings which are worthy of retention, especially in a New Town largely constructed over the last 50 years. These buildings may not be worthy of statutory listing but they are valued locally as they help form community identity or serve as important local landmarks. Policy BE6 establishes the Council's approach to protecting these buildings.

## 9 Built environment and heritage

### Policy BE 6

#### Buildings of local interest

The Council will maintain and update a list of buildings of local interest. It will seek to preserve these buildings and will encourage their full and appropriate use. The Council will not support development which:

- i. Involves the demolition or partial demolition of buildings of local interest fabric unless replaced by development of equal or better quality;
- ii. Would have an adverse impact upon the character, form and fabric of a buildings of local interest or would remove or mask major features of interest; or
- iii. Would have a detrimental impact on the setting of the building or damage traditional boundary treatments, floor space materials or other features.

Any harm or loss to a building of local interest must be justified. The Council will have regard to the scale of the harm or loss likely, balanced against the significance of the building.

Where harm to a building of local interest can be justified, and development would result in the partial or total loss of the building, the Council will require the developer to record and analyse the building in accordance with a scheme to be agreed beforehand to be deposited on the Council's Historic Environment Record.

**This policy contributes to objectives 26 and 28.**

**9.2.4.2** The Council has established a list of buildings of local interest. It is national policy to conserve and support restoration of such buildings and guidance on appropriate restoration and alteration can be provided by the Council. The Council will resist applications for development that fail to preserve or better reveal the significance of a buildings of local interest.

**Duke of Sutherland cottage**



**9.2.4.3** This local list covers a substantial span of buildings. These include a number of buildings built in the Duke of Sutherland style which represent an attractive and distinctive element of the borough's visual and historic environment. These buildings are not generally listed and, consequently, do not enjoy any additional statutory protection.

**9.2.4.4** The Council will review this list on a periodic basis and will add additional buildings to this list following a detailed assessment against a set of design criteria.

## **9.2.5 Parks and gardens of historic interest**

**9.2.5.1** Historic parks and gardens are an important cultural, historical and environmental asset within the borough and the Council wishes to make sure they are protected, maintained and restored. The purpose of Policy BE7 is to protect Historic parks and gardens from development that would harm their character.

## 9 Built environment and heritage

### Policy BE 7

#### Parks and gardens of historic interest

The Council will make sure that the borough's historic parks and gardens, their associated features and settings are preserved and enhanced. The Council will:

- i. Resist any development which would adversely affect their special historic interest, or result in the loss of, or damage to, their form and features;
- ii. Seek to conserve their landscape and architectural features;
- iii. Resist development which would impair the longer views of these sites and their wider landscape setting; and
- iv. Encourage the restoration of original layout and features where this is appropriate and based upon a thorough research and understanding of the historical form.

Any harm or loss to a registered park and garden must be justified.

The Council will only support proposals likely to cause substantial harm to a Conservation Area where it has been clearly demonstrated that there would be substantial public benefits associated with the proposal, or all the following circumstances:

- The asset cannot be sustained in its current use;
- The asset prevents all reasonable use of the site; and
- The harm or loss is outweighed by the benefit of bringing the site back into use.

Harm to a park or garden of historic interest is unacceptable except in exceptional circumstances.

In these exceptional circumstances where harm can be fully justified and the development would result in the partial or total loss of the asset and/or its setting, the Council will require the developer to record and analyse the asset, including an archaeological excavation where relevant, in accordance with a scheme to be agreed beforehand and to be deposited on the Council's Historic Environment Record.

**This policy contributes towards achieving objectives 25, 26 and 27.**

**9.2.5.2** The borough currently has three sites identified on the Historic England Parks and Gardens of Special Historic Interest Register (Chetwynd Park, Lilleshall Hall and Orleton Hall) designated under the National Heritage Act 1983. These parks are shown on the Policies Map. All three of these parks are currently Grade II listed. The Council is required to consult The Gardens Trust when considering applications affecting these registered sites.

**9.2.5.3** Development both within and close to these sites should aim to preserve the setting of these historic parks and gardens so that they can continue to be enjoyed by future generations. This policy draws on the best practice guidelines from Historic England.



## 9.2.6 Archaeology and scheduled ancient monuments

**9.2.6.1** The borough has an extensive legacy of archaeological heritage dating from the prehistoric era. There are 29 recorded scheduled ancient monuments, a cluster of which are located in the Ironbridge World Heritage Site which are internationally important. These scheduled ancient monuments are marked on the Policies Map. The purpose of Policy BE8 is to set out how the Council will protect these assets.

## 9 Built environment and heritage

### Policy BE 8

#### Archaeology and scheduled ancient monuments

The Council will protect scheduled ancient monuments, other sites of international, national, regional or particular local archaeological importance and their settings. Development that would result in the loss of, damage to, or would otherwise adversely affect these sites and their settings will be resisted.

Any harm to a scheduled ancient monument must be justified.

The Council will only support proposals likely to cause substantial harm to a Conservation Area where it has been clearly demonstrated that there would be substantial public benefits associated with the proposal, or all the following circumstances:

- The asset cannot be sustained in its current use;
- The asset prevents all reasonable use of the site; and
- The harm or loss is outweighed by the benefit of bringing the site back into use.

Harm to a scheduled ancient monument is unacceptable except in wholly exceptional circumstances.

In these exceptional circumstances where harm can be fully justified and the development would result in the partial or total loss of the asset and/or its setting, the Council will require the developer to record and analyse the asset, including an archaeological excavation where relevant, in accordance with a scheme to be agreed beforehand and to be deposited on the Council's Historic Environment Record.

Where archaeological remains are known to exist as part of the established record or research indicates that they may exist, the Council will require development proposals to be accompanied by an assessment of the site's archaeological features.

When development is considered to be acceptable in principle, the Council will require that:

- i. Any archaeological remains are preserved in situ by the careful design, layout and the siting of new development; and
- ii. Where in situ preservation is not justified or proves impractical or inappropriate, provision will be made for its recording and/or excavation by a competent archaeological organisation before development starts on site and any information which requires recording shall be recorded in a suitable format and deposited on the Council's Historic Environment Record.

**This policy contributes towards achieving objective 25, 26, 27.**

**9.2.6.2** Although recent archaeological studies and surveys have revealed much about the borough's rich archaeological heritage, they also suggest that much is still hidden, and other archaeological sites and remains may be revealed during the plan period.

**9.2.6.3** Archaeological assets are often fragile and therefore vulnerable to damage and destruction. They contain information that is invaluable, both for its own sake and for its role within education, leisure and tourism. As with the borough's other heritage assets, the Council considers its archaeological heritage to be an irreplaceable resource that should be conserved in a manner that is appropriate to its significance for present and future generations. The Council has the power to require developers to submit heritage statements which identify the site's archaeological features with planning applications and encourages pre-application discussion to ascertain if sites are close to a heritage site.

**9.2.6.4** More detailed advice for the archaeological assets within the Ironbridge Gorge World Heritage Site will be provided in a future SPD.

## 9 Built environment and heritage

### 9.3 Unstable and contaminated land

#### 9.3.1 Land stability

**9.3.1.1** As a result of its industrial past and extensive mining, there are several areas of land stability in the borough reflecting mineral extraction (most of coal and ironstone but clay too in the Ironbridge and Coalbrookdale areas). The effects of land instability may result in landslides, subsidence or ground heave.

**9.3.1.2** The Council anticipates development continuing to come forward over the lifetime of the Local Plan may be in areas that could be affected by land instability. The purpose of Policy BE9 therefore is to set out the parts of the borough at greatest risk of land instability and to give clear guidance consistent with national policy.

#### Policy BE 9

##### Land stability

The Council will support development proposals within the Mining Consideration Area, areas of suspected slope instability or where it is suspected there is poor ground conditions provided that the proposal demonstrates that:

- i. Its structural integrity will not be compromised by slope instability;
- ii. Where active systems exist, the development does not exacerbate any instability;
- iii. The development can tolerate the ground conditions by special design; and
- iv. There is long term stability of any structures built on filled ground.

**This policy contributes towards achieving objectives 1, 8, 25, 26 and 27.**

**9.3.1.3** Parts of the borough have land instability and other safety risks are associated with historical coal mining activities. The Coal Authority has defined such areas as high risk areas. They include areas of known/suspected shallow coal mining, recorded mine/adit entries and areas of former surface extraction. These Mining Consideration Areas are shown in Appendix G. With regards to coal mining the Council is legally required by reason of the *Town and Country Planning (Development Management Procedure) (England) Order 2015* to consult the Coal Authority when planning applications involve the provision of buildings or pipeline in the coal Mining Consideration Area. In accordance with this legal obligation developers are required to submit coal mining risk assessments with their proposals.

**9.3.1.4** Policy BE9 applies to all planning applications in the Mining Consideration Area. However, exceptions include:

- Reserved matters/reserved details;
- Householder development (for example, an extension to a dwelling);
- Changes of use (unless the application is for a change of use to housing);
- Variation or removal of conditions unless the application relates to land instability;
- Applications for listed building consent or conservation area consents;

- Lawful Development Certificates; and
- Tree or hedgerow works needing consent.

**9.3.1.5** The Council will expect developers to complete the following information for development in a Mining Consideration Area, typically in the form of a coal risk mining assessment to demonstrate compliance with this policy:

- A desk study;
- Walkover survey;
- A topographic survey;
- Intrusive ground investigation;
- Instrument installation for gas and groundwater monitoring, sampling and testing;
- Ground movement monitoring, both surface and at depth; and
- Slope stability assessment.

**9.3.1.6** Ground movement related problems in the Ironbridge & Coalbrookdale area are related to three key factors; geology, stream incision and human activity, notably mining in the area and historic building methods. Two reports have been produced to provide guidance on ground stability conditions. The *Ground Behaviour Study of Ironbridge and Coalbrookdale* (2005) and the *Ironbridge Gorge Geomorphological Mapping Report* (2009). These reports indicate where developers are required to submit additional detail with their proposals. These documents can be accessed via the Council's website.

**9.3.1.7** For the avoidance of doubt, the term "poor ground conditions" referred to in Policy BE9 may include, but is not limited to the following:

- Poorly consolidated made ground and fill material;
- Soft, weak and wet natural soils;
- Areas of shallow mine-workings and mineshafts; or
- Colliery spoil mounds.

**9.3.1.8** Developers are encouraged to have pre-application discussions with the Council to be advised on the specific requirements.

### **Lloyds Cottage, Ironbridge**





## 9 Built environment and heritage

### 9.3.2 Land contamination

**9.3.2.1** The Council wishes to encourage the re-use of previously developed land but is aware that contamination may exist as a result of past activities especially in the Telford urban area. The purpose of Policy BE10 is to protect the health and wellbeing of existing and future occupiers and, at the same time, to make effective use of land and buildings consistent with the NPPF.

#### Policy BE 10

##### Land contamination

The Council will consider the following factors for the effective and most appropriate re-use of previously developed land:

- i. The need to safeguard the future users or occupiers of the site or of neighbouring land; preventing both new and existing development from contributing to or being put at unacceptable risk from, or being adversely affected by, unacceptable levels of contaminants in soil;
- ii. The need to protect any buildings or services (like water) from hazards; and
- iii. The need to prevent unnecessary dispersal or disturbance of contaminants if this would cause water or air pollution and/or adverse health effects.

**This policy contributes towards achieving objectives 16, 25 and 34.**

**9.3.2.2** The Council's *Contaminated Land Strategy* (2009) provides information about the industrial heritage of the borough and how previously developed land should be investigated assessed and brought back into beneficial use.

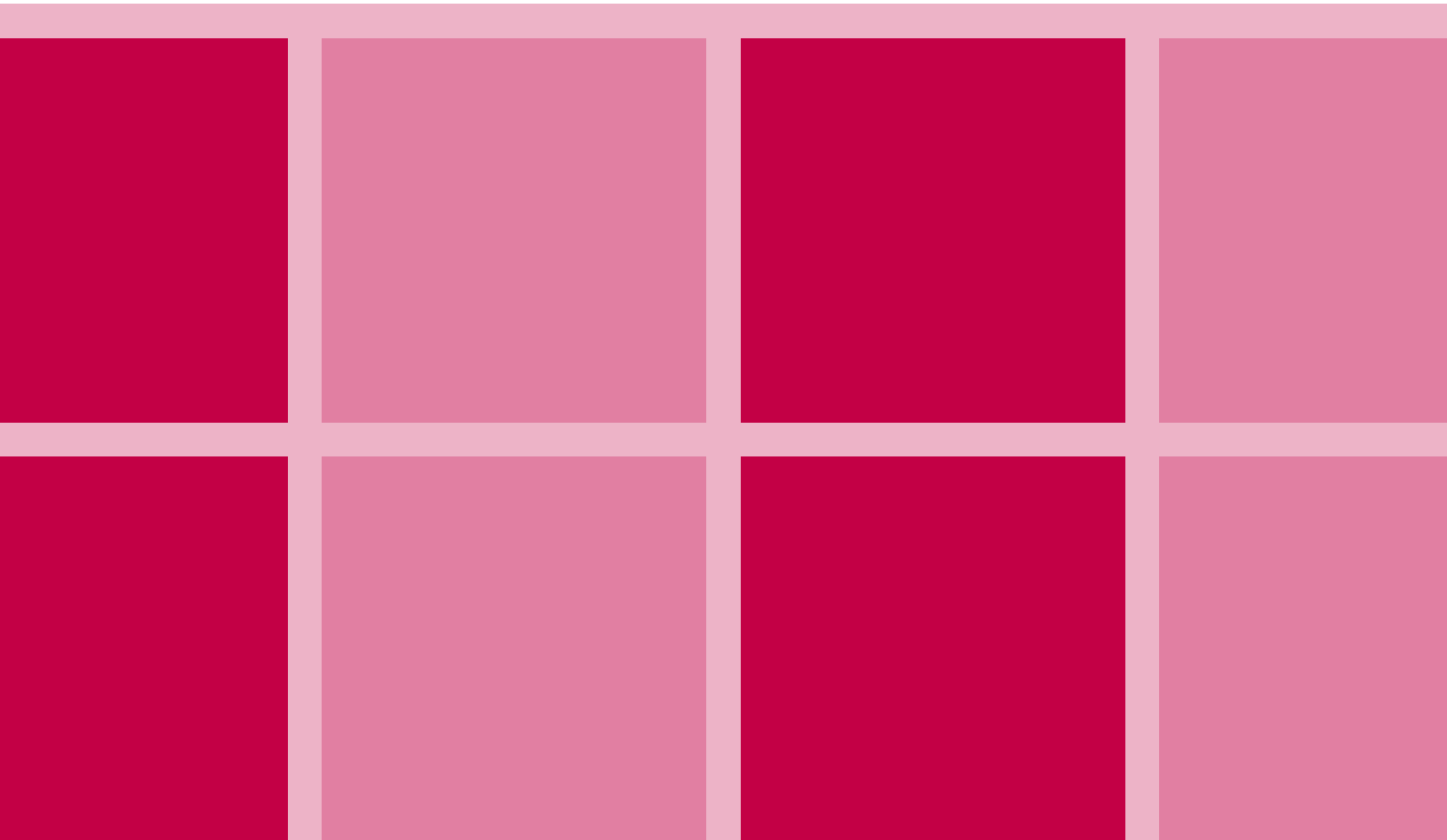
**9.3.2.3** Before determining planning applications for sites which show evidence of past contaminative use the Council will require the developer to carry out a site investigation to:

1. Assess the nature and degree of contamination using a method of investigation agreed in writing with the Council;
2. Identify specific remedial measures required to deal with any hazard, with the method to be agreed in writing with the Council.

**9.3.2.4** If the degree of contamination requires remedial action then planning permission will only be granted subject to conditions (or with a Section 106 agreement) specifying the measures to be carried out and their method of implementation.

**9.3.2.5** Where evidence suggests that the potential for contamination is slight the minimum information that should be supplied is the report of a desk study and site reconnaissance. Planning permission will only be granted subject to conditions requiring a site investigation, assessment and agreed remedial measures before any development takes place.

# 10 Environmental resources



## 10 Environmental resources

### 10.1 Renewable energy

**10.1.1** Climate change is one of the challenging issues affecting our environment today. Predicted changes in climate will affect Telford & Wrekin both directly as our own weather patterns change and indirectly due to impacts in other parts of the world. The Council is obliged to cut greenhouse gas emissions, minimise vulnerability and provide resilience to, the impacts of climate change consistent with advice in the NPPF.

**Solar Farm, Wheat Leasowes, Telford**



**10.1.2** All development will be expected to mitigate and adapt to climate change and reduce greenhouse gas emissions. The purpose of Policy ER1 is to make sure new development is energy efficient by promoting sustainable building standards and the generation of renewable and low carbon energy.

## Policy ER 1

### Renewable energy

The Council promotes and supports low carbon development, development that is well adapted to the impacts of climate change and where energy conservation is considered and designed at the earliest stages through the use of energy efficiency management systems.

The Council supports, development which include decentralised energy production or connection to an existing Combined Heat and Power or Community Heating System such as in Telford Town Centre. Development will be supported which can provide for and enable commercial, community and domestic scale renewable energy generating schemes.

Development will be encouraged to adapt to climate change and help reduce carbon emissions by including, wherever appropriate, the introduction of green roofs, micro-renewable energy, recycling facilities, building efficiency measures and measures to encourage greater levels of sustainable travel, such as cycle parking.

The Council supports renewable energy development (excluding wind turbines) where it has been demonstrated that all the following criteria have been met:

- i. There is no significant adverse effect on highway safety, landscape or townscape, ecology and wildlife, heritage assets, areas or features of historical significance or amenity value;
- ii. There is no significant adverse impact on local amenity, health and quality of life as a result of noise, emissions to atmosphere, electronic interference or outlook through unacceptable visual intrusion;
- iii. Where development is granted, mitigation measures will be required as appropriate to minimise any environmental impacts;
- iv. All development proposals for renewable energy generation schemes should provide for the site to be reinstated to its former condition should the development cease to be operational; and
- v. When considering the social and economic benefits, account will be taken of the degree of community participation/ownership of a scheme.

**This policy contributes towards achieving objectives 25, 28 and 31.**

**10.1.3** The Council supports the delivery of energy from renewable and low carbon sources. Community-led initiatives for renewable and low carbon energy will be prioritised. The Council will support parishes to plan for community energy in their neighbourhood development plans.

**10.1.4** The borough's capacity for renewable and low carbon energy development will be maximised while ensuring that adverse impacts are addressed satisfactorily, including cumulative landscape and visual impacts. The Council will place particular emphasis on protecting the setting of the Shropshire Hills Area of Outstanding National Beauty and the Ironbridge Gorge World Heritage Site and the borough's Strategic Landscapes set out in Policy NE7.

# 10 Environmental resources

**10.1.5** The Council assesses proposals for additional wind turbines in the light of the *Ministerial Written Statement: HCWS42* (18 June 2015). The Council will only support a proposal if:

- The site is identified as suitable for wind energy development in a neighbourhood development plan; and
- Following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed.

## 10.2 Minerals

**10.2.1** Minerals are essential raw materials for the construction industry and for power generation. Both are essential to a sustainable community. Therefore it is appropriate that sufficient supplies are provided for new housing, industry, infrastructure and employment.

**10.2.2** Whilst minerals can only be worked where they are found, it is fundamental that existing and future mineral extraction is restricted to locations that are environmentally acceptable and that do not adversely affect the quality of life of the borough's communities. It is also important to reduce reliance on primary materials through re-use, recovery and recycling of secondary minerals and waste, which will, in turn, reduce carbon emissions through less reliance on road transport, the dominant form of mineral transportation and safeguard these limited resources for future generations.

**10.2.3** As well as a reduction in carbon emissions, it is also important to consider the opportunities available to mitigate the effects of climate change through the minerals planning process. Restoration schemes create the opportunity to provide flood alleviation projects as well as creating habitats for species that have been affected by increased rates of development. There is the potential for conflict between the benefit to the economy of exploitation of mineral resources and achieving environmental aims. The purpose of mineral planning is to provide policies to resolve conflict by supporting the best practicable balance of social, environmental and economic considerations in securing the use of mineral resources. A sustainable approach to mineral development seeks to balance the need for minerals against the potential adverse impacts.

**10.2.4** The borough has a varied geology which contains a wealth of mineral resources which have been exploited since at least Roman times. The borough has been heavily mined in the past for its coal deposits however there are no longer any active surface coal mining sites. The last deep mine, Granville Colliery, closed in 1979 and the last shallow drift coal mine, at Shortwood, near New Works, closed in 1970. The surface coal and fireclay mine at Huntington Lane closed in 2013. There are surface coal and fireclay prospects around Little Wenlock, the Shortwoods complex (including Dawley Road) and at Muxton. However, there are severe environmental constraints with all these sites and the economics for working them are uncertain. With the recent cessation of surface coal and fireclay extraction at the Huntington Lane site, near Little Wenlock, the only two working quarries are crushed rock quarry at Leaton, near Wrockwardine and the brick clay quarry at Hadley. Crushed rock and brick clay resources are supplied to both local markets and the wider area.



**10.2.5** There is a large peat resource within the Weald Moors, north of Telford, which is identified as a Strategic Landscape in Policy NE7 and which also contains Local Wildlife Sites and the Iron Age Wall Fort, a scheduled ancient monument. There is no current peat extraction or extant planning permissions within the borough. In line with the NPPF, no sites will be supported for peat extraction.

**10.2.6** Energy can be generated from several sources including coal, gas, oil, nuclear power, tidal power, wind and solar energy. Fireclay, if worked in conjunction with a coal seam, will only become available if a new surface coal mine becomes operational, which is unlikely given the significant environmental constraints around the Muxton surface coal and fireclay resource area and the absence of industrial interest. Consequently no allocation for surface coal mining and fireclay is made in the Local Plan. The geological areas where deep mine coal resources exist are known and it is for industry to come forward with proposals within these areas for other hydrocarbons to be developed. No interest has been shown to date although it is possible coal bed methane resources could be pursued by industry during the Local Plan period. There are also currently no licenses for petroleum extraction development in the borough.

**10.2.7** Minerals are finite resources and so their conservation and waste minimisation are important planning considerations. In order to conserve mineral resources every effort must be made to ensure that where practicable mineral bearing land is not sterilised by development and the value of mineral is identified for appropriate end uses.

## 10.2.1 Mineral safeguarding

**10.2.1.1** Mineral safeguarding is the process of ensuring that non-minerals development does not prejudice or unreasonably constrain the future extraction of mineral resources. The purpose of Policy ER2 is to achieve an acceptable balance between non-mineral development and safeguard a range of mineral resources that are considered to be of economic importance within the foreseeable future.

**Leaton Quarry**





## Policy ER 2

### Mineral safeguarding

Mineral resources within the Mineral Safeguarded Areas and buffer zone areas (displayed on the Policies Map) will be protected from unnecessary sterilisation by other development unless:

- i. The development cannot be sited or relocated to avoid mineral areas;
- ii. Mineral resources are either not present or are of no economic value;
- iii. The mineral can be extracted without unacceptable impacts on neighbouring uses, local amenity or other environmental assets prior to the development taking place;
- iv. The overriding need for the development outweighs the need to safeguard the mineral resources present; or
- v. The incompatible development is of a temporary nature and can be completed with the site restored to a condition that does not inhibit extraction within the timescale that the mineral is likely to be needed.

Major development proposals within the urban areas abutting a Mineral Safeguarding Area should demonstrate:

- i. That the mineral resource is not economic to work or is not present; or
- ii. That the proposed development will not permanently sterilise the mineral; or
- iii. That the mineral resource will be prior extracted to prevent it being sterilised.

Where prior extraction is established as feasible, conditions will be imposed requiring extraction of viable mineral resources present in advance of construction. Applicants will be required to provide details of the tonnages of minerals extracted, once the scheme has been completed.

The Council will apply the following exemptions to this policy:

- i. Applications for householder development (except for new dwellings);
- ii. Applications for alterations and extensions to existing buildings and for change of use of existing development, unless intensifying activity on site;
- iii. Applications for advertisement consent;
- iv. Applications for reserved matters including subsequent applications after outline consent has been granted;
- v. Prior notifications (for example, telecommunications, forestry, agriculture, demolition);
- vi. Certificates of Lawfulness of Existing Use or Development (Section 191) and Certificates of Lawfulness of Proposed Use or Development (Section 192);
- vii. Applications for works to trees and other miscellaneous minor works/applications (e.g. Fences, gates, access etc);
- viii. Applications for temporary planning permission.

All non-mineral development proposals outside the Mineral Safeguarding Areas where the potential for prior extraction to take place has been identified should seek to extract any viable mineral resources present in advance of construction. Proposals for prior extraction will be permitted provided the proposal is in accordance with policy ER6 Mineral development.

Proposals for non-mineral development outside the Mineral Safeguarding Areas that do not allow for the prior extraction of minerals will only be permitted where they accord with points (i) to (v) above.

In the urban and rural areas the Council will support non-mineral development providing it does not threaten, lead to the loss of or damage to, the functioning of established planned or potential minerals related infrastructure unless:

- i. An alternative site within an acceptable distance can be provided, which is at least as appropriate for the use as the safeguarded site; and
- ii. It can be demonstrated that the infrastructure no longer meets the current or anticipated future needs of the minerals, building and construction industry.

Applications for non-mineral and non-waste related development adjacent to existing, planned or potential mineral related infrastructure will be supported provided it can be demonstrated that it will not prevent or prejudice the current or future use of the mineral related infrastructure.

**This policy contributes towards achieving objective 29.**

**10.2.1.2** The Council commissioned the British Geological Survey (BGS) in 2008 to define the broad extent of Mineral Safeguarding Areas (MSAs). The purpose of an MSA is to alert prospective developers to the existence of mineral resources, so that they can be taken into account at the earliest possible stage of a development project. This would prevent unnecessary waste, safeguarding them from needless sterilisation by other uses, and making maximum use of alternatives such as secondary and recycled materials.

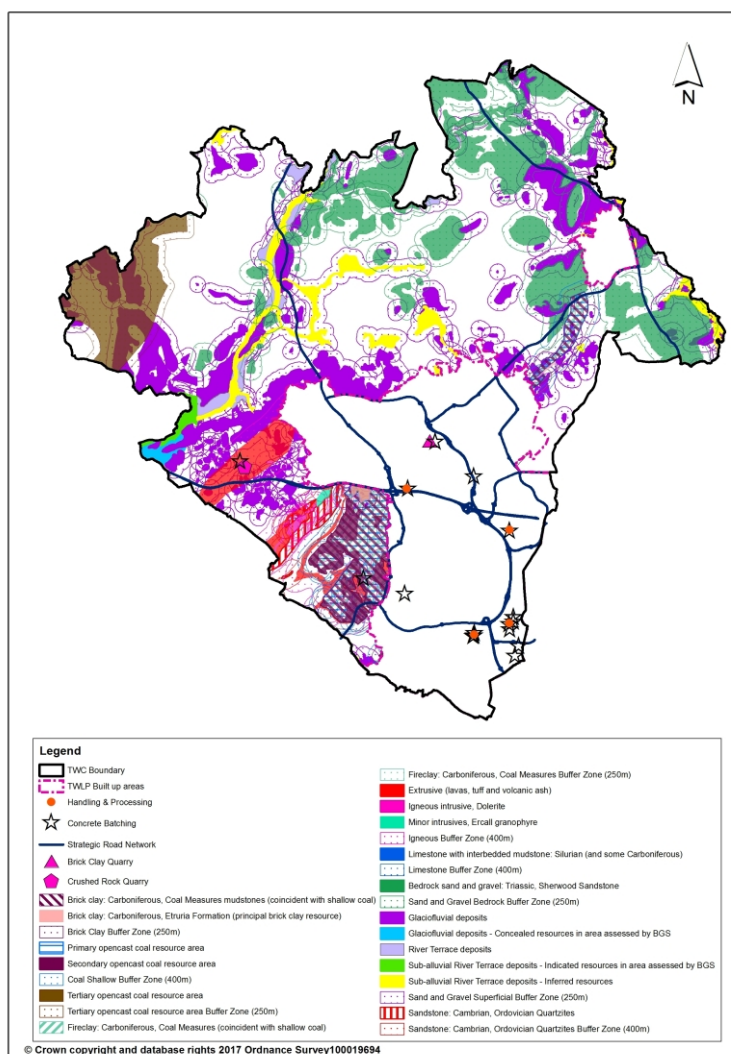
**10.2.1.3** Policy ER2 has taken an alternative approach to protecting mineral resources in Telford & Wrekin by excluding the urban area from the definition of MSA. The exclusion of the urban area does not mean that prior extraction of minerals is unsuitable in this location, it recognises that there hasn't been any interest from developers seeking to extract minerals in the recent past and that resources of economic importance have been previously worked or sterilised by built development. Should applications come forward within the urban area for prior extraction, these will be considered on a case by case basis.

**10.2.1.4** In determining whether prior extraction is feasible an assessment of the mineral resource including detailed site investigations should be undertaken by a suitably qualified consultant to identify the exact location, quality, quantity and extent of the resource, the economic viability of prior extraction and the proportion of the mineral to be used on-site and saleable aggregate. The assessment should also take account of the size, nature and need for the (non-minerals) development as well as the proposed phasing of operations and construction

# 10 Environmental resources

of the non-mineral development. This assessment should also demonstrate that mineral interests have been adequately considered through marketing the resources for a reasonable period of time.

**Map 4 Mineral Safeguarding Areas and mineral related infrastructure**



**10.2.1.5** Important mineral related infrastructure will also be safeguarded. These are listed in Appendix H and displayed on Map 4. Mineral related infrastructure includes storage, handling and processing facilities (including facilities processing waste into aggregates). Applications for a non-mineral related use will be expected to demonstrate that the site has no realistic potential for the development of mineral related infrastructure or no longer meets the needs of the minerals industry. This can be submitted as part of a design and access or planning statement.

**10.2.1.6** Further guidance on the location of mineral resources and mineral related information can be accessed via the BGS website. Working minerals prior to development can afford opportunities to improve sustainability, e.g. act as sustainable drainage systems.

## 10.2.2 Maintaining Aggregate Supplies

**10.2.2.1** Mineral Planning Authorities (MPAs) such as Telford & Wrekin Council are required to plan and make provision for a steady and adequate supply of aggregates (both crushed rock and sand and gravel). The NPPF requires councils to prepare Local Aggregates Assessments (LAAs) to gauge provision based on average annual sales over the previous ten years and other relevant local information and an assessment of all supply options, rolling forward seven years supply for sand and gravel and ten years supply for crushed rock. It is accepted practice for authorities to plan jointly for aggregates supply and Telford & Wrekin Council and Shropshire Council have co-operated as a single sub-region for this purpose for a considerable period, an approach approved by the West Midlands Regional Aggregates Working Party.

**10.2.2.2** The latest available LAA data indicates that the land bank of permissions for crushed rock working has remained consistently above the minimum target levels for 10 years. In 2015 the permitted land bank of permissions was equivalent to about 44 years production.

**10.2.2.3** For sand and gravel working the latest LAA data for the sub-region shows that in 2015 there were 10 permitted sites for sand and gravel working in Shropshire, 5 of which were operational. The LAA data indicates that, at 0.73mt, sand and gravel production in Shropshire and Telford & Wrekin in 2015 has significantly recovered from recent years and is now above both the 10 year rolling average for sand gravel sales (0.69mt) and the 3 year average (0.67mt). The LAA data also demonstrates that the landbank of permissions for sand and gravel working has remained consistently above the minimum level required by NPPF of seven years. The permitted landbank of permissions was equivalent to about 15 years' production in 2015.

### **Crushed Rock resources**

**10.2.2.4** Leaton Quarry contributes to the sub-regional supply of crushed rock requirements. The market area for crushed rock is predominantly local and it is used in ready mix and precast concrete and road construction and surfacing, rail track ballast, and water and effluent filtration pipe bedding.

### **Policy ER 3**

#### **Maintaining supplies of crushed rock**

The supply of crushed rock will be provided from existing permitted reserves at Leaton Quarry. The Council will only support proposals for further crushed rock working if the need for the mineral outweighs the material planning objections (Policy ER6) and one or more of the following exceptional circumstances apply:

- i. Working would prevent the sterilisation of the resource; and/or
- ii. Significant environmental benefits would be obtained.

Proposals for new crushed rock extraction should demonstrate they are environmentally acceptable to work and be consistent with Policy ER6 and other relevant plan policies.

**This policy contributes towards achieving objective 29.**

# 10 Environmental resources

**10.2.2.5** As a result of the extensive landbank for crushed rock no new sites for extraction will be allocated. In the event that increased production results in the site's permitted reserves becoming exhausted earlier, subject to environmental constraints, an extension to Leaton quarry would be considered to replenish reserves.

**10.2.2.6** The only other alternative crushed rock supplies within the borough that are not sterilised or exhausted are at the Ercall, near the Wrekin, the Wrekin itself and Lilleshall Hill. The Ercall is within the Shropshire Area of Outstanding Natural Beauty (AONB) and there is housing on and adjacent to Lilleshall Hill. The disused Ercall Hill and nearby Maddox Hill crushed rock quarries, both geological SSSI sites, were last worked for crushed rock in the mid-1980s, when they were permanently closed down to concentrate production at Leaton Quarry. It is therefore a sustainable continuation of planning policy for any future allocation of crushed rock resources to be an extension of Leaton Quarry, subject to it being environmentally acceptable.

## 10.2.3 Sand and gravel resources

**10.2.3.1** Sand and gravel is used for ready mix concrete, precast concrete products and other construction material. The market area for sand and gravel aggregates produced in Shropshire is generally local and whilst some material is supplied into adjacent areas to the north and west.

### Policy ER 4

#### Sand and gravel resources

The Council will support proposals for new sand and gravel sites if one or more of the following circumstances apply:

- i. The need for the mineral outweighs the material planning objections (Policy ER6);
- ii. Working would prevent the sterilisation of the resource; and/or
- iii. Significant environmental benefits would be obtained.

Proposals for a new sand and gravel quarry should demonstrate they are environmentally acceptable to work and be consistent with Policy ER 6 and other relevant plan policies.

**This policy contributes towards achieving objectives 4 and 29.**

**10.2.3.2** It is acknowledged that the NPPF promotes a growth and development agenda to which the Local Plan has responded accordingly. However, due to the ready availability of an adequate and steady supply of sand and gravel resources from existing proximate sites in other parts of the Shropshire sub-region it is considered there is no need for the plan to identify additional sites. Should exceptional circumstances occur where the need for additional extraction of sand and gravel reserves can be demonstrated, new sites will be considered provided they are environmentally acceptable to work.

**10.2.3.3** The ENTEC report *Assessing Sand and Gravel Sites for Allocation in the Shropshire sub region: Site Assessment Report* (including Telford & Wrekin) jointly commissioned by Shropshire Council and Telford & Wrekin Council (March 2010) and later addendum (February 2011) considered appropriate sites for the sub region for sand and gravel resources. The only



other site in Telford & Wrekin considered as a future allocation was Pave Lane in the east of the borough close to an existing commitment for sand and gravel extraction at Woodcote Wood in Shropshire. However, Pave Lane was classed as 'least preferred' in the report meaning that it should only be considered if one or more of the unworked site commitments (Sleap/Barnsley/Woodcote Wood) in Shropshire fail to come forward. In the case of two of these sites (Sleap and Woodcote Wood), the mineral operators and landowners concerned have confirmed that there is a clear intention to work these sites during the Plan Period; furthermore the latest LAA data demonstrates there is sufficient supply from existing operations, commitments and additional resources allocated at three sites in Shropshire Council's Local Plan, together with a very strong likelihood of additional allocations and windfall sites being identified in Shropshire as part of its current Local Plan review process. These resources will be more than adequate to satisfy the identified need for sand and gravel in the sub-region.

**10.2.3.4** Where the need for additional extraction of sand and gravel reserves can be demonstrated then consideration will be given to Pave Lane for sand and gravel extraction in line with policies ER4 and ER6, with reference to cumulative impact concerns if the site was to come forward in close proximity to Woodcote Wood site.

## 10.2.4 Maintaining supplies of brick clay

**10.2.4.1** National policy requires that stocks of permitted reserves are provided to support investment in new and existing plant and equipment that use industrial minerals. Brick clay is used to produce paviors, bricks, tiles and other clay products. Policy ER5 sets out the Council's approach to managing this resource.

### Policy ER 5

#### Maintaining supplies of brick clay

The extraction of Etruria Marl is expected to be focused at Hadley Quarry.

Resources have been identified within this area which will allow production to continue at the brick/tile works until the end of the Local Plan. The Council will not support the extraction of clay will unless there is clear evidence of a deficiency in supply.

**This policy contributes towards achieving objective 29.**

**10.2.4.2** Permissions were granted at Hadley Quarry to secure reserves to maintain supplies for more than 25 years at Blockleys brick works in line with the NPPF requirements. Further supplies are also available at two active sites in Shropshire (Caughley and Knowle Sands), both with sufficient supply for over 20 years (at current rates of production). The Council has a sufficient amount of workable brick clay up until 2031. Therefore, there is no need to allocate any additional sites in the borough.

**10.2.4.3** Extensive supplies of brick clay have been worked within Telford over the centuries from the Hadley clays. However due to a combination of sterilisation and exhaustion of supplies, the only working site is at Hadley Quarry. This has planning permission to work brick clay until the end of 2032.

## 10 Environmental resources

**10.2.4.4** Making provision for supplies of locally produced clays (particularly Etruria Marl) to local brickworks and providing for stockpiling and importation of materials where this is essential, will support the objectives around Environmental Resources.

## 10.2.5 Mineral development

**10.2.5.1** Policy ER6 sets out the general requirements for mineral infrastructure and mineral working developments to make sure it fits in with its surroundings.

### Policy ER 6

#### Mineral development

The Council will support mineral extraction, processing or associated development subject to it being demonstrated that the development would not have an unacceptable impact, including cumulative impact with other developments, upon:

- i. Local amenity (including demonstrating that the impacts of noise levels, air quality and dust emissions, light pollution and vibration are acceptable);
- ii. The quality and quantity of water within water courses, groundwater and surface water;
- iii. Drainage systems;
- iv. The soil resource from the best and most versatile agricultural land;
- v. Farming, horticulture and forestry;
- vi. The safety and capacity of the road network;
- vii. Public Open Space, the definitive Public Rights of Way network and outdoor recreation facilities;
- viii. The appearance, quality and character of the landscape, countryside and visual environment and any local features that contribute to its local distinctiveness;
- ix. Land stability;
- x. The natural and geological environment (including biodiversity and ecological conditions for habitats and species); and
- xi. The historic environment including heritage and archaeological assets.

The Council requires mineral working proposals to include details of proposed methods of working, phasing, management and maintenance of site restoration.

**This policy contributes towards achieving objectives 1, 4, 14, 15, 25 and 29.**

**10.2.5.2** Mineral development, particularly mineral extraction, can have a considerable impact on its surroundings. The impacts on the quality of life of local people and on the environment are key considerations when deciding where to locate new minerals development. A wide range of potential adverse impacts can arise and the specific nature. Therefore it is recognised that not all of the issues covered in Policy ER6 will apply in every case. Early discussion with the Council is recommended to clarify the scope and level of detail of information required with an application.

# 10 Environmental resources

## 10.3 Waste

**10.3.1** Waste arises as a result of domestic consumption, commercial or industrial production processes or through construction and development activities. The diversion of waste including recycling and reuse is an increasingly important consideration, both environmentally and economically, in the aim of breaking the link between economic growth and the environmental impact of waste. In planning terms waste is a broad policy area which impacts on the management, treatment and disposal of municipal and non-municipal waste arising as a result of new development

**10.3.2** Historical mineral extraction activity in Telford has left a ready supply of sites suitable for landfill and this has been the cheapest waste disposal option for the borough for many years. This has also made Telford a net importer of waste from neighbouring areas. However, the introduction of landfill tax, designed to end the price advantage of landfill and make more environmentally friendly treatment and disposal options more attractive, is changing this situation. The Council's own waste management contract, let in 2014, will see residual waste production reduced and reuse and recycling significantly increase. The remaining residual waste will be treated in waste to energy plants rather than landfill from 2016. The landfill tax costs will also impact commercial and industrial wastes increasingly diverting them away from landfill.

**10.3.3** There is a need for development management policies to make sure:

- Good quality housing design which incorporates appropriate refuse and recycling storage which is conveniently located, has a limited visual impact and is safe;
- High quality areas of public realm and open space which are safe, well maintained and easily cleaned;
- The provision of facilities to enable recycling and reuse of household, industrial, commercial and construction waste higher up the waste hierarchy, within Telford and Wrekin;
- The ongoing costs of managing waste are reduced through good urban design;
- The provision of suitable access to waste management facilities for businesses; small and medium enterprises in particular;
- The availability of local specialist treatment operations to support the high technology manufacturing in the borough both now and in the future; and
- New businesses to manage wastes as a resource are encouraged to set up in the borough close to companies producing the waste.

**10.3.4** The policies set out below respond positively to the development strategy set out in the Local Plan by working to create a better built and natural environment by addressing the legacy of Telford's New Town design to: a) improve liveability of residential areas; b) provide employment sites that respond more flexibly to the waste needs of business; and c) minimise the construction waste from new development and infrastructure provision. Waste planning policies contribute towards the improved health and well being of the population by accounting effectively for the storage and collection of waste within new developments. Maximising the economic value of waste is also an important consideration for the Local Plan helping to encourage the circular waste economy through reuse, recycle and repair.

### 10.3.1 Waste management facilities

**10.3.1.1** Policy ER7 provides a framework that builds on the borough's strong manufacturing sector through the integration of waste management facilities into areas with high concentrations of manufacturing and identifies the most favourable areas for waste processing and recycling facilities on existing industrial estates. The development of new waste facilities should be on previously developed land.

#### Policy ER 7

##### Waste management facilities

The Council will assess applications for and affecting waste management facilities against the following criteria:

- i. Whether they add value to and help deliver on the principles of the circular waste economy (re-use, repair, recycle, compost) by moving waste further up the waste hierarchy;
- ii. Applications for a change of use from waste management to other uses will need to demonstrate that the relevant waste capacity is no longer required;
- iii. New and altered facilities should be designed and operated in a way that will help increase rates of recycling, create new employment opportunities, minimise the impact of the facility on the local environment and positively contribute to the local community;
- iv. General waste management facilities and developments associated with such facilities should be located in the strategic employment areas as well as Tweeddale. Exceptions to this include:
  - a. Where waste facilities meet specialised needs that could not be appropriately located in the above mentioned areas;
  - b. The need for specialised waste facilities;
  - c. The use of previously developed sites that might not be suitable for residential developments or commercial and industrial uses and facilities that can co-locate close to waste producers or users of treated materials;
- v. New landfill (or land raise) sites or extensions to existing landfill sites will only be considered where there is an established need and provision will only be made for waste that cannot practicably be recycled, composted or recovered.

**This policy contributes to objectives 25, 29 and 30.**

**10.3.1.2** As a result of the new household waste contract the borough will be treating suitable residual household waste at Energy from Waste facilities in Shropshire and Staffordshire which have capacity to accommodate Telford and Wrekin's household waste needs throughout the plan period. This negates the need for expensive, large scale treatment plants within the borough for the duration of the plan period. For this reason consideration should be given to safeguarding existing waste infrastructure so as to maintain continued operation and provide opportunities for expansion of infrastructure, where appropriate, to meet local needs.



# 10 Environmental resources

**10.3.1.3** The Council, through the *Waste Capacity Study* (2015), has identified potential waste capacity gaps. Consideration will be given to proposals that add value to the circular waste economy that come forward to help meet the identified capacity gaps.

**10.3.1.4** In order to minimise the impact of new and expanded waste facilities on the environment developers of new sites for waste management should, at application stage, demonstrate the following:

- No adverse impact on water quality;
- Protection of water resources;
- Vehicle routing and site access is appropriate to the scale and nature of the development;
- The site is within reasonable proximity to the source of waste to be managed;
- No adverse impacts on the natural environment, open space or biodiversity;
- The location and operation of the site does not adversely impact the historic environment;
- Visual intrusion of/from the site is minimised;
- There are no potential land use conflicts in the local area;
- Air emissions, including dust are minimised;
- Odours are minimised;
- Measures are in place to prevent vermin and birds;
- Noise, light and vibration from the operation of the site are minimised;
- Measures are in place to prevent the spread of litter originating from the operation of the site; and
- The site does not create conditions for land instability.

**10.3.1.5** To maintain flexibility in meeting the need for new waste facilities the strategic employment areas, are considered the most appropriate locations due to their existing mix of employment uses and potential for expansion as part of the Local Plan. Tweedale also has a cluster of similar businesses. Due to the concentration of certain industrial sectors on the strategic employment areas, such as plastics and polymers and hi-tech, there will be a need for specialist waste facilities to meet the needs of new, expanding and existing businesses. As a result of Telford's New Town legacy, these industrial areas are segregated from residential areas and benefit from excellent highway connections for the transportation of waste.

## 10.3.2 Waste planning for residential developments

**10.3.2.1** Policy ER8 sets out a framework for integrating waste management into new residential developments and support the implementation of the new household waste contract which will run over the duration of the plan period.

**10.3.2.2** Developers should also refer to the Council's *Sustainable Waste Management Guide* when reading this policy.

## Policy ER 8

### Waste planning for residential developments

The Council will support residential development that helps drive waste management up the Waste Hierarchy by:

i. Providing, with regard to local design standards and waste collection regime at the point of application, the following:

a) Sufficient space for the storage of recycling and refuse containers that is designed to a high standard; and

b) A storage area that is accessible, conveniently located with a step free route to the collection point and where practical, sited to the rear of the property, avoiding the need to convey containers through a property. Where this is not possible storage at the front of the property should be secure and minimise its visual impact.

ii) In the case of shared housing, flatted development or residential homes:

a) Where appropriate and related to the size and nature of development, provide shared recycling and refuse facilities of a capacity agreed with the Council;

b) Where storage is not fully enclosed and secured it should be at least five metres away from the building and be separate from cycle storage, car parking and key circulation areas in order to reduce risk of fire from flammable materials;

c) Communal storage areas need to be accessible to collection crews with a hard surfaced, step free route between the storage area and collection point, which should be kept clear of parked vehicles.

iii) Collection points for all developments should be accessible for standard sized waste collection vehicles, details of which can be obtained from the Council;

iv) Demonstrate how construction and excavation waste from development sites will be recycled, treated and/or disposed. This should demonstrate either recycling of waste on-site or, where this is not possible, the destination and end use of waste taken off-site.

**This policy contributes towards achieving objectives 25 and 30.**

**10.3.2.3** Different types of properties will need different arrangements for the storage of refuse and recycling. Generally, adequate space sufficient to store containers should be provided to the rear of the property. Where this is not possible, for example terraced properties, adequate space should be provided at the front of the property to minimise the visual impact of the development.

# 10 Environmental resources

**10.3.2.4** Well designed screening of refuse and recycling storage can minimise the impact on visual amenity, poorly designed screening can create places to hide which can become a crime prevention issue. The design of Telford's New Town estates has left a legacy where the need to store household waste was not considered and has created subsequent issues of poor visual amenity and poor public realm.

**10.3.2.5** Poorly sited or designed refuse storage can also be harmful to the health and amenity of the occupiers of the development by reason of odours or loss of privacy or outlook. This can be avoided by ensuring that refuse and recycling storage is separate from all habitable and circulation areas, and is independently ventilated. More information on waste management will be set out in the Design Supplementary Planning Document.

**10.3.2.6** Refuse and recycling vehicles require good accessibility to developments in order to carry out collections. Roads, access routes and public spaces which vehicles need to pass over should be of a sufficiently robust construction for the length of the route the collection vehicle is required to pass over including, for example, drain covers. The layout of road space should take into account the need for collection vehicles to access developments to carry out the collection round in an efficient and timely fashion whilst maintaining high levels of health and safety.

**10.3.2.7** Given the level of development proposed by the Local Plan, construction and excavation waste associated with residential development should be managed in a way that minimises its environmental impact. Developers need to consider issues such as the appropriate re-use of materials on-site. Where waste needs to travel off-site local opportunities for recycling and reuse which will support the local economy and local infrastructure provision should be considered.

## 10.3.3 Waste planning for commercial, industrial and retail developments

**10.3.3.1** Non-residential (commercial, industrial and retail) development will be expected to provide an appropriate level of storage for recycling and refuse that helps increase recycling rates and pushes waste management further up the waste hierarchy.

**10.3.3.2** Policy ER9 sets out the Council's approach to waste management in non-residential development.

## Policy ER 9

### Waste planning for commercial, industrial and retail developments

The Council requires commercial, industrial and retail developments to integrate requirements for storage and the collection of refuse and recycling. The Council will support commercial, industrial and retail developments subject to the following principles:

- i. It provides centralised storage for waste which should be designed to meet the needs of the business and encourages recycling. For multiple businesses a communal area is provided which could be divided per business;
- ii. The storage area needs to be accessible to collection crews with a hard surfaced route between the storage area and collection point, which should be kept clear of parked vehicles;
- iii. Where appropriate storage areas are expected to include power for lighting and compaction equipment;
- iv. Where storage is not fully enclosed and secured it should be at least 5 metres away from the building and be separate from cycle storage, car parking and key circulation areas in order to reduce risk of fire from flammable materials.

**This policy contributes towards achieving objective 25 and 30.**

**10.3.3.3** Developers should demonstrate a clear understanding of the waste streams generated from the development and provide appropriate general and specialist (for example, clinical waste from a veterinary surgery) storage as required. Where a phased approach is taken to development expansion space should be factored in for waste and recycling facilities.

**10.3.3.4** Small and medium sized enterprises (SMEs) can find it harder to participate in the circular economy (re-use, repair, recycle) due to the design and layout of the borough's business parks and industrial estates. Commercial waste should be strictly segregated from residential waste when mixed use development is proposed.

**10.3.3.5** The Council is aware, in trying to improve recycling for SMEs, that the type of industrial and business parks in the borough do not lend themselves to managing waste higher up the waste hierarchy because of the lack of individual or shared facilities or the space to provide them.

## 10.4 Water

**10.4.1** The purpose of policies relating to water is to ensure that the integrated management of water resources (water supply, water conservation, water quality and waste water) is addressed as an integral part of the planning and design of developments. This includes the mitigation of flood risk and surface water drainage including Sustainable Drainage Systems (SuDS). The *Telford & Wrekin Water Cycle Study* (2015) considers issues of water resources, wastewater and flood risk and forms a key part of the evidence base alongside the Council's *Local Flood Risk Management Strategy* (2015).

# 10 Environmental resources

Sluice near Walcot



**10.4.2** Strategic issues faced by the borough affecting the long term sustainability of the local water environment include :

- The provision for 15,555 new homes and 76 hectares of employment land which will have an impact on water resources and its role in reducing demand on available ground water supplies;
- The distribution and phasing of development sites to match the available capacity of waste water treatment works so that improvements to be undertaken are in advance of development;
- The need to maintain and replenish ground water supplies and reduce flooding and the use of Sustainable Drainage Systems;
- Addressing water courses in the borough which have poor/moderate water quality status under the Water Framework Directive and the affect of development and the quality of waste water discharging from local treatment works.

**10.4.3** Policies in this section relate to several other policy areas in the Local Plan. Addressing water in a comprehensive and integrated way will result in more effective and sustainable solutions to managing water.

**10.4.4** To introduce high levels of water efficiency, new development is expected to take all available opportunities to integrate the principles of sustainable design and construction into the design of proposals.

## 10.4.1 Water conservation and efficiency

**10.4.1.1** The purpose of Policy ER10 is to enable development to make a positive and more cost effective contribution towards improving the local environment by adopting design features that reduce, reuse and recycle water.



## Policy ER 10

### Water conservation and efficiency

The Council will encourage major development to incorporate design features, commensurate with the scale and type of development, that will support recycling / re-use of water to help offset demand for potable water supplies.

**This policy contributes towards achieving objectives 25, 31 and 33.**

**10.4.1.2** The borough is covered by the Shelton Water Resource Zone, the area where local drinking water comes from, which will be subject to the Environment Agency's 'Restoring Sustainable Abstraction' programme towards the middle of the plan in 2024/5. This will include the revocation of abstraction licences for ground water supplies in some areas and increased abstraction in others with plans to be agreed between Severn Trent Water and the Environment Agency. The Council recognises that "water sensitive design" can make a positive contribution to the security and conservation of the borough's water supplies and protect existing water sources. The Council seeks to maximise efficient use of water and prevent over abstraction of local water sources.

**10.4.1.3** The borough is recognised as an Urban Powerhouse as part of the Marches Local Enterprise Partnership *Strategic Economic Plan* (2014) in recognition of the borough's role as a key area for employment and inward investment. Severn Trent Water has assumed that demand will fall across the Shelton Water Resource Zone based on increased efficiency in the design of new employment developments as well as a change in customer base. The borough has a disproportionately high manufacturing sector when compared with the local, national and regional picture. A large amount of the allocated employment land in the Local Plan has the potential to be process driven businesses with a significant need for water.

**10.4.1.4** Severn Trent Water has been investing in local infrastructure for the management and resilience of water supplies across the Shelton Water Resource Zone as well as in upgrading infrastructure within the borough to address issues of leakages. Severn Trent Water has made demand assumptions based on the increasing levels of water efficiency in the design of new homes which show that water consumption per head will drop from 120 litres per day (current) to 109 litres per day by 2034. The Environment Agency has expressed support for reducing consumption of water to a level of around 110 litres per person per day.

**10.4.1.5** Further guidance can be found in *Building Regulations - Approved Document G* (2015). While Policy ER10 supports a reduction in water consumption in relation to major development, smaller schemes will also be required to address the need to conserve water as set out in the Building Regulations.



# 10 Environmental resources

## 10.4.2 Sewerage systems and water quality

**10.4.2.1** A plan led approach to the delivery of development is critical to addressing the capacity constraints within the borough's sewerage and wastewater treatment infrastructure. The main purpose of Policy ER11 is to address the alignment of development with the available capacity at wastewater treatment works and where capacity is constrained ensure that improvements can be made prior to development coming forward.

**10.4.2.2** In addition, Policy ER11 seeks to ensure that development can contribute positively to the European Union *Water Framework Directive* (2000) for achieving 'good quality' status for all UK water bodies.

### Policy ER 11

#### Sewerage systems and water quality

The capacity and resilience of local sewerage infrastructure is critical to the sustainability of new development. In order to avoid adverse impacts of additional demand on the existing foul sewerage network, the Council requires development to demonstrate:

- i. How foul flows produced by the development will be drained and the identification of the agreed point of connection to the public foul sewerage network;
- ii. That sewerage and surface water will drain separately;
- iii. How development will be phased to allow Severn Trent Water sufficient time to undertake any necessary capacity improvement works to the public foul network or to existing waste water treatment works prior to construction and occupation of developments. Where development is brought forward in advance of planned capacity improvements by Severn Trent Water through the Asset Management Process any required capacity improvements should be delivered via agreement between the developer and Severn Trent Water;
- iv. That development follow the hierarchy (order of preference for foul drainage connection) as set out in the National Planning Policy Guidance. The Council requires non mains drainage proposals to assess the potential impacts upon water quality to ensure no detrimental impact on the water environment; and
- v. That any drainage system is designed and constructed so surface water discharged does not adversely impact the water quality of receiving water bodies, covered by the Water Framework Directive, both during construction and when operational. Proposals resulting in unacceptable risk to the quality of a water body will not be supported.

This policy is linked to the phasing of development as set out in Policy HO3.

**This policy contributes towards achieving objectives 25, 31 and 33.**

**10.4.2.3** The *Telford & Wrekin - Water Cycle Study* (2015) shows that although most wastewater treatment works have capacity to accommodate additional development this available capacity is not distributed evenly and is not always sufficient to absorb the planned levels of

development for the area. Phasing development across the course of the plan will allow Severn Trent Water to incorporate improvements into Asset Management Planning delivering key infrastructure in advance of development.

**10.4.2.4** The borough has a large manufacturing (including engineering and food processing) sector which generates trade effluent as part of the industrial processes. The majority of employment land could deliver B2 employment use class. This has the potential to include more food processing industries that will put strain in the capacity of wastewater infrastructure in addition to the planned levels of residential development.

**10.4.2.5** Regular reviews of the Infrastructure Delivery Plan will help provide Severn Trent Water with information on any changes to the phasing of development, to feed into their Asset Management Plans in a timely manner allowing opportunities to re-deploy resources to better meet the needs of emerging development patterns.

**10.4.2.6** Receiving water courses covered by the European Union *Water Framework Directive* (2000) are subject to a basic requirement of 'no deterioration' and the objective to achieve 'good' status potential by 2015 (or 2027 as specified). A plan led approach will allow the Council, Severn Trent Water and the Environment Agency to identify any potential water quality issues. These mainly arise as a result of wastewater discharge or surface water run off from agricultural land which makes up 62% of the borough.

**10.4.2.7** Strategies to help mitigate the impact of development on water quality will be required in advance of planning approval being granted and could include; on-site measures, such as SuDS, reinforcement of wastewater treatment infrastructure, restoring natural watercourses through the removal of culverts, improvements to habitats and overcoming barriers to fish movement. In order to address surface water the appropriate number of treatment stages set out in the *CIRIA SuDS Manual* (2015) should be provided for each of the relevant land uses constructed as part of the development.

**10.4.2.8** A good example of partnership working to address water quality and habitat issues locally is the 'Love your River Telford' project which has brought together the Environment Agency, Shropshire Wildlife Trust, Severn Trent Water with support from local businesses and environmental groups. This project provides a vehicle for engagement with developers to explore ways of improving and enhancing the local environment.

### 10.4.3 Flood risk management

**10.4.3.1** It is essential that new development minimises its impact on the built and natural environment. This includes reducing risk of flooding through incorporating features such as Sustainable Drainage Systems (SuDS). Given the potential for flooding in certain areas of the borough, especially the Ironbridge Gorge World Heritage Site, the purpose of Policy ER12 is to take a proactive approach to managing flood risk from watercourses, sewers, heavy rainfall and groundwater sources.

## 10 Environmental resources

Wrekin Reservoir



## Policy ER 12

### Flood risk management

Effective on-site management of surface water can improve water quality, water conservation, the replenishment of ground water supplies and reduce instances of flooding. The Council will require, where applicable, development to:

- i. Ensure development proposals are located in accordance with the Sequential Test and Exception Test (where appropriate) and also have regard to both the Strategic Flood Risk Assessment update and Local Flood Risk Management Strategy (LFRM) where appropriate;
- ii. Provide detailed schemes for on-site management of surface water run off which are designed to the greenfield/previously developed land run off rates as set out in the current 'Local Flood Risk Management Plan';
- iii. Demonstrate that all new development, where flooding has been identified, reduce flood risk through the inclusion of appropriate flood storage compensation measures and seeks opportunities for flood risk reduction measures to enhance the local flood risk regime;
- iv. Ensure that all Sustainable Drainage Systems serving residential developments are designed to provide an additional modelling allowance dependent on the housing density to cater for future development;
- v. Demonstrate that where Sustainable Drainage systems have been provided that there is a management and maintenance plan in place for the lifetime of the development which shall include arrangements, including financial, for adoption by any public authority or statutory undertaker;
- vi. Include appropriate Sustainable Drainage Systems to manage surface water appropriate to the hydrological setting of the site. Development should not result in an increase in runoff and should aim to achieve a reduction in the existing runoff rate and volumes, where possible;
- vii. Ensure that development is designed to be safe taking into account the lifetime of the development, and the need to adapt to climate change by setting appropriate floor levels, providing safe pedestrian and vehicular access, where appropriate, implementing a flood evacuation management plans;
- viii. Demonstrate no loss of open watercourse with culverts being opened up where possible to improve drainage and flood flows. Proposals involving the creation of new culverts (unless essential to the provision of access) will not be permitted; and
- ix. Demonstrate proposals should help to conserve and enhance watercourses and riverside habitats, where necessary through management and mitigation measures for the improvement and/or enhancement of water quality and habitat of the aquatic environment.
- x. Refer to Table 1 and 2 of the Government's Climate Change Allowances guidance and contact the Environment Agency for any detailed river catchment climate change data.

**This policy contributes towards achieving objectives 25, 31 and 33.**

# 10 Environmental resources

**10.4.3.2** Areas of the borough are subject to regular instances of flooding, this includes the River Severn within the World Heritage Site, rural areas and parts of the Telford urban area. In general this is caused by the strain placed on the existing drainage system during heavy rainfall events. The Council is taking a proactive approach to flooding issues through *Local Flood Risk Management Strategy* (2015), which identifies flood risk from a number of sources including local watercourses. The Council works closely with the Environment Agency and Severn Trent to address flooding issues including the use of temporary barriers to protect property along the Wharfage in Ironbridge and regular maintenance programmes for watercourses running through the urban area.

**10.4.3.3** The Local Plan plays an important role in protecting developments and third party property from flooding by working to retain water on-site through sustainable drainage, integrate flood storage compensation measures, improve the capacity of receiving watercourses and providing appropriate buffering between watercourses and development. Development needs to plan for the life time of the development and the effects of climate change by setting appropriate floor levels, providing safe pedestrian and vehicle access and where appropriate provide a flood evacuation management plan.

**10.4.3.4** Developments will also be required to make allowances for future development for example the paving of gardens, the hard surfacing of previously green areas such as gardens, in the design and capacity of drainage systems. Local evidence shows that change occurs over time as residents tarmac front gardens for extra parking spaces, use hard surfacing to reduce maintenance in gardens as well as businesses seeking to provide more parking for employees.

**10.4.3.5** Policy ER 12 should be read alongside the current versions of the Council's *Local Flood Risk Management Strategy* (2015) and *Strategic Flood Risk Assessment* (2008). The Council is also preparing guidance on Sustainable Drainage Systems, which will help to ensure that where developments are required to incorporate these measures they are designed to an adoptable standard. This guidance will address how management and maintenance plans for drainage systems are set out at application stage detailing how maintenance will be carried out, funded and who the responsible end party will be e.g. a management company or the Council. The cost of maintaining drainage systems, and porous surfaces in particular, needs to be considered in the design of developments.

**10.4.3.6** Development can make a positive impact on flooding by reducing the length of culverted watercourses. This can have the added benefits of improving access to water features, improving local habitats and using water bodies as a catalyst to enhance the ecological value of an area. The Council recognises the value of watercourses on or adjacent to development sites as part of wider green infrastructure which helps improve the health and wellbeing of residents and visitors through opportunities for; active travel, informal recreation and visual amenity in and around the borough's extensive Green Network.




## Appendix

### A. Delivery and monitoring

#### Infrastructure Delivery Planning

##### Working with partners

1 The Council has prepared the Local Plan having had cooperative discussions with partner organisations to secure their involvement and commitment to its delivery. The Council has already made contact with all public service providers, Highways England and utilities companies in the field of gas, electricity distribution, water and telecommunications. This is because most of the new development anticipated already has planning permission where planning obligations under s106 of the Town and Country Planning Act 1990 have been signed or are being negotiated.

2 As of April 2015, the Council has a balance of over £8.4m in s106 contributions to be applied towards infrastructure and Section 106 agreements to the value of £21m for developments that are expected to be built out during the period of the Local Plan. The Council has sealed legal agreements or is negotiating on schemes to deliver a further around 2,000 affordable homes and other community infrastructure. Major developments such as the Lawley Urban Extension approved in 2004 are still delivering community infrastructure as they are being built out.

##### Delivering infrastructure

3 The Council recognises that it also needs to plan for the long term. It has produced an Infrastructure Delivery Plan for the borough in cooperation with private and public service providers that will inform how the Local Plan will deliver infrastructure to 2031 taking account of new housing and employment land allocations in the draft Plan.

4 In order to bring forward new residential and employment sites will expect major development to mitigate the cumulative impacts of development in a 'plan led' manner by contributing towards the provision of the following types of strategic infrastructure, as identified within the Infrastructure Delivery Plan infrastructure funding gap:

- Highways and transport including - improvements to the road network;
- Education including - provision of expanded or new schools;
- Emergency services including - provision of new police infrastructure;
- Leisure including - new and improved leisure facilities;
- Green infrastructure including - improved parks.

5 Policies within the Local Plan that support requests for developer contributions for strategic infrastructure include:

- Policy NE 4 - Provision of public open space;
- Policy COM1 - Community facilities;
- Policy C3 - Impact of development on highways.

6 Other strategic infrastructure required to support development includes networks and facilities that are funded by private and public providers at their cost and delivered through their own asset management processes. The Council has liaised with these providers to ensure that they are planning for the levels of growth set out within the Local Plan.

7 Developments will also be expected to mitigate site specific impacts through the provision of infrastructure or the improvement of existing infrastructure. The cost of this work will be met through a mix of developer contributions, planning conditions and the payment of direct costs to, for example, utilities providers.

### Funding infrastructure

8 The Infrastructure Delivery Plan identifies infrastructure projects, broad delivery time scales and sources of funding. The Council and its partners share the view that **there is no critical infrastructure required** that would prevent the delivery of the housing and employment land trajectory during the first five years of the life of the Local Plan.

9 The Council has an excellent track record in securing funding to deliver infrastructure. For example, it has delivered new secondary schools provision through the Building Schools for the Future Programme, which is supported by £127m of grant funding. It has secured £44.5m from the Marches Local Enterprise Partnership to deliver highways, transport and utilities infrastructure and has secured substantial New Homes Bonus funding as well as additional Council Tax receipts from recent developments. It has successfully lobbied to secure the expansion of the MOD logistics site at Donnington.

10 Nonetheless, the Council has taken a conservative approach to securing funding to help deliver appropriate infrastructure. It recognises that it will need to plan in the short term at least in the context of restricted amounts of local and central government funding. This will, by necessity, require the Council to work more innovatively with the private sector, for example, in directing developers to deliver essential infrastructure at their own commercial risk and joint delivery of new infrastructure with public sector partners including co-locating services. The Council therefore expects a broad base of financial support to reduce the cost on the borough. Sources of funding are anticipated to include:

- Private sector investment;
- Infrastructure providers' capital investment and asset management plans;
- Capital receipts from disposal of assets;
- European Union funding;
- Local Enterprise Partnership funding;
- Central government capital grants;
- In kind contributions such as land assets.

11 As part of developing a broad funding strategy and building on the infrastructure evidence base available through the Local Plan and the Infrastructure Delivery Plan the Council will assess the viability of introducing a Community Infrastructure Levy. The levy provides opportunities for increased flexibility in the collection and distribution of funding towards strategic infrastructure projects. Following investigation of viability the Council will seek adoption of a Community Infrastructure Levy under the following circumstances;

- Introduction of the levy does not affect the overall viability of development in the borough;

- There is a proven need and evidence base which supports the introduction of the levy;
- Income from the levy would be sufficient to reasonably meet the infrastructure funding requirements of the plan;
- Operation of the levy can be met within the constraints of existing resources.

**12** The Council will continue to use Section 106 and 278 agreements to secure on-site and strategic off-site infrastructure in the absence of a Community Infrastructure Levy. Should the levy be introduced, subject to the circumstances set out above, the Council will then seek to scale back the use of Section 106 and 278 agreements to circumstances where they are:

- Necessary to make the development acceptable in planning terms;
- Directly related to the development;
- Fairly and reasonably related in scale and in kind to the development.

## Monitoring delivery

**13** The IDP will be the mechanism for monitoring capital investment across the borough recognising the current strengths and deficiencies in infrastructure provision and ensuring that investment addresses these deficiencies.

**14** The IDP will be a live document that will require regular updates to take account of:

- The continuing relevant infrastructure projects and programmes;
- Any changes to the phasing of committed and new housing and employment projects and how this impacts on the phasing of infrastructure delivery;
- The cyclical business plans of utility companies;
- The provision of additional information related to infrastructure projects and programmes, such as costs; and
- Monitoring the delivery of schemes.

## Monitoring and review

**15** Under regulation 34 of the *Town and Country (Local Planning) (England) Regulations 2012*, the Council is required to produce an Authority Monitoring Report (AMR) on at least an annual basis. Amongst other things, this AMR will review progress regarding of the implementation of the planning policies contained within this document. Furthermore the document will review the performance of the policies and highlight any steps the Council may need to take to aid the delivery of the policy.

**16** To aid this monitoring, a set of indicators linked to the Local Plan objectives have been established. The tables below summarise these indicators.

**Table 12 Aim 1: Promote prosperity and opportunity for everyone**

	Baseline	Monitoring Indicator	Source
Support the delivery of 76 hectares of employment land on a	0 in 2011	The net gain of B use class land (hectares) against the target	Planning applications

	Baseline	Monitoring Indicator	Source
range of sites across the borough			
Support and enhance the network of urban centres as the focus for local business, shopping, community facilities and residential development well served by public transport, walking and cycling, with Telford Town Centre being the sub-regional centre for the borough	0 in 2011	Track vacancy rates against the average for the West Midlands	Town centre health check/ review against ATCM data or equivalent
	5.38% in 2011	Population travelling to work by train, underground, light rail, tram, bus, minibus or coach	Census
Consolidate and strengthen Newport's role as a Market Town	April 2015	Track vacancy rates against the average for the West Midlands	Newport Town Centre Health check
Support and enable the development of rural enterprises	86% with fibre broadband 2% receive less than 2Mbps	Delivery of superfast broadband	AMR/ Superfast Broadband
	29.4Ha in 2014	Amount of B use class delivered in the rural area.	AMR
Expand the leisure, tourism and business visitor offer supporting Destination Telford	0 in 2011	Number of additional tourist venues	AMR
	24 Hotels providing 1293 bedrooms in 2014	Net increase in the number of hotel bed spaces	AMR
Support actions to sustain business and equip the local workforce for future opportunities	0 in 2011	Number of agreements with developers to support local employment and number of apprenticeships	Planning applications Section 106 database
Support measures which reduce youth unemployment and promote employment	12.9% at December 2014	Performance of youth unemployment against the trend average for the West Midlands	Nomis, LEP

**Table 13 Aim 2: Meet local housing needs and aspirations**

	Baseline	Monitoring Indicators	Source
Support the delivery of approximately 17,280 new dwellings across the borough by 2031	0 dwellings in 2011	Delivery of dwellings against the housing trajectory	AMR
Make sure new developments deliver a range of housing types and tenures that meet the needs of household groups	Baseline to be established in 2016	Mix of homes in all major planning applications at reserved matters stage	Planning applications
	0 dwellings in 2011	Amount and type of affordable homes delivered	Planning applications
Ensure an appropriate proportion of new dwellings are affordable	0 % in 2011	Percentage of dwellings delivered that are affordable against policy targets	AMR
Improve the quality of new and existing housing	No SPD adopted	Adoption of Residential Alterations SPD	AMR
Meet the identified housing needs of Gypsies and Travellers	0 in 2011	Number of permanent and temporary pitches delivered over the plan period	Planning applications

**Table 14 Aim 3: Harness the borough's natural environment**

	Baseline	Monitoring Indicator	Source
Make sure that the natural environment is planned, designed and managed to meet site, local and strategic needs	0 in 2011	Number of completed major developments that deliver new public open space	AMR
	1 in Madeley Neighbourhood Plan	Number of local green spaces delivered in neighbourhood development plans' AMR	AMR
Make sure that Strategic Landscapes are protected and managed appropriately	0 in 2011	Number of applications refused on design grounds in Strategic Landscapes	AMR and the Shropshire Hills AONB Partnership
Safeguard and enhance the	59% in 2015	Amount of SSSI's in favourable condition	Natural England

	Baseline	Monitoring Indicator	Source
borough's biodiversity	66% in 2014	The percentage of Local Sites (Local Wildlife Sites and Local Geological Sites) in appropriate management	AMR, the Local Sites Partnership and Natural England

**Table 15 Aim 4: Promote more socially cohesive, healthy and active communities**

	Baseline	Monitoring Indicator	Source
Enable healthier lifestyles and improve the health and wellbeing of the population	664,490 visits in 2014/15	Usage of Council owned sports & leisure facilities	Telford & Wrekin Leisure
	1,084.5 in 2013	Age-standardised mortality rates	NHS
Address social and economic deprivation	8 in 2010	Number of super output areas in lowest 10% cohort of areas of multiple deprivation	Index of Multiple Deprivation
	0 in 2011	No net loss of community facilities	Planning applications
Enhance the borough's education and training facilities	7 in 2015	Number of new schools built	Planning applications
	42.3% in 2011	% of residents with NVQ 3 or equivalent	Nomis
Support the creation of safe and secure environments	Baseline to be established in SPD	Number of Secure by Design schemes awarded	West Mercia Police/ Planning applications
Enable people to live independently for longer	0 in 2011	Number of sheltered housing units (Use Class C2) approved	Planning applications
Sustain and enhance the vitality of rural settlements	0 in 2011	Delivery of approximately 1,000 dwellings in the rural area	AMR
	86% with fibre broadband (2015) 2% receive less than 2Mbps (2015)	Delivery of Superfast Telford Broadband Programme by 2017	Superfast Telford Broadband Programme



**Table 16 Aim 5: Enhance the infrastructure for improved access and communication**

	Baseline	Monitoring Indicator	Source
Support the continued provision of an accessible and integrated transport network, including links to regional and national destinations	5.38% in 2011	Population travelling to work by train, light rail, tram, bus, minibus or coach	Census
	0 in 2011	Amount of LEP funding secured for highways improvements	Marches LEP
Encourage and help enable greater access by non-vehicular means to local green space, services and locations of employment	66.8% in 2011	Population travelling to work by car or van (includes passengers)	Census
Enhance broadband and mobile networks across the borough	86% with fibre broadband (2015) 2% receive less than 2Mbps (2015)	Delivery of 24Mbps to 98% of the borough	Superfast broadband programme/ Ofcom
	0 in 2011	Number of applications for new telecomms apparatus in the rural area	Planning applications

**Table 17 Aim 6: Value the cultural and heritage assets**

	Baseline	Monitoring Indicator	Source
Achieve high quality urban design which responds to local context and provides opportunities for innovation	1 in 2015	Number of schemes in the borough with design awards	AMR
Safeguard the character and setting of the borough's built and natural heritage, including Ironbridge Gorge World Heritage Site and the Wrekin	0 in 2015	Adoption of a World Heritage Site SPD by 2018	AMR
	5 in 2015	Number of conservation area appraisals completed	AMR
Protect and enhance the borough's local distinctiveness	No up to date appraisals	Adoption of Conservation Area appraisals for all Conservation Areas and adoption as SPDs	AMR
	7 in 2015	Number of new Conservation Areas	AMR

**Table 18 Aim 7: Reduce the environmental impact of new development**

	Baseline	Monitoring Indicator	Source
Promote solutions that reduce energy demands on non-renewable energy sources	3 in 2015	Number of schemes approved for renewable energy	Planning applications
Safeguard the borough's limited minerals resources for future generations	0 in 2011	Number of applications approved contrary to safeguarding policy	Planning applications
Support measures to increase household recycling rates	46% in 2014	Increase in % amount of household waste recycled or reused	Annual waste return
Make sure development mitigates for and enables adaption to the effects of climate change	No SPD adopted	Adoption of Residential Alterations SPD (2017)	Residential Alterations SPD
Encourage the most efficient use of existing land and buildings to meet local needs	0 in 2011	New developments in Telford Town Centre, Market Towns and District Centres with a mix of uses	AMR
	53% in 2014	Percentage of new housing on Previously Developed Land	AMR
Protect the borough's water supply and quality and reduce the risk of flooding	0 since 2011	The number of planning applications approved contrary to the Environment Agency advice with regard to water quality and flood risk	Planning applications / Environment Agency
Minimise the impact of new development on natural resources and encourage their efficient use, retaining high quality soil and best and most versatile agricultural land.	0 in 2011	Number of applications refused on agricultural land quality.	Planning applications

## B. Employment site allocations

**Table 19 Employment Use Classes**

Use Class	Description
B1 (a)	as an office other than a use within use class A2 (financial and professional services)
B1 (b)	for research and development of products or processes
B1 (c)	for any industrial process
being a use which can be carried out in any residential area without detriment to the amenity of that area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit.	
B2	Use for the carrying on of an industrial process other than one falling within use class B1
B8	Use for storage or as a distribution centre

**Table 20 Allocated Employment Sites**

Site Ref	Employment area	Address	Locality	Site size (ha)	Preferred Uses
E1	Hortonwood	Hortonwood 45	Hortonwood	9.27	B1b, B1c, B2, B8
E2	Hortonwood	Hortonwood 45	Hortonwood	4.15	B1b, B1c, B2, B8
E3	Hortonwood	Hortonwood West	Hortonwood	21.78	B1b, B1c, B2, B8
E4	Hortonwood	Hortonwood 45	Hortonwood	2.15	B1b, B1c, B2, B8
E5	Hortonwood	Hortonwood 40/45	Hortonwood	2.59	B1b, B1c, B2, B8
E6	Hortonwood	Hortonwood 40	Hortonwood	3.77	B1b, B1c, B2, B8
E7	Hortonwood	Hortonwood 35	Hortonwood	0.86	B1b, B1c, B2, B8
E8	Hortonwood	Hortonwood 50	Hortonwood	1.39	B1b, B1c, B2, B8
E9	Hortonwood	Hortonwood 60	Hortonwood	3.39	B1b, B1c, B2, B8
E10	Hortonwood	Hortonwood 65	Hortonwood	4.02	B1b, B1c, B2, B8
E11	Hadley Park	Hadley Park East	Hadley Park	1.91	B1a, B1b, B1c
E12	Hadley Park	Hadley Park East	Hadley Park	1.56	B1a, B1b, B1c
E13	Hortonwood	Hortonwood 1	Hortonwood	1.30	B2, B8

Site Ref	Employment area	Address	Locality	Site size (ha)	Preferred Uses
E14	Hortonwood	Land at Telford International Railfreight Terminal	Hortonwood	2.48	B8
E15	Donnington Wood	Granville Road	Donnington Wood	3.30	B1b, B1c, B2, B8
E16	Donnington Wood	Deer Park Court	Donnington Wood	2.74	B1b, B1c, B2, B8
E17	Central Telford	Telford Way	Snedshill	3.13	B1a, B1b
E18	Central Telford	Colliers Way	Old Park	1.16	B1a
E19	T54	Naird Lane	Nedge Hill	35.57	B1b, B1c, B2, B8
E20	Halesfield	Halesfield 25	Halesfield	1.64	B1b, B1c, B2
E21	Halesfield	Halesfield 25	Halesfield	1.30	B1b, B1c, B2, B8
E22	Halesfield	Halesfield 1	Halesfield	1.38	B1b, B1c, B2, B8
E23	Halesfield	Halesfield 24	Halesfield	1.97	B1b, B1c, B2, B8
E24	Halesfield	Halesfield 2	Halesfield	0.50	B1b, B1c, B2, B8
E25	Halesfield	Halesfield 15	Halesfield	1.46	B1b, B1c, B2, B8
E26	Halesfield	Halesfield 10	Halesfield	1.77	B1b, B1c, B2, B8
E27	Newport	Land South of A518	Newport	9.68	B1a, B1b, B1c, B2, B8
E28	Shawburch	Land off A442 Queensway	Shawburch	22.35	B1b, B1c, B2, B8

## C. Local Centres

17 Telford & Wrekin's existing Local Centres, as mentioned in Policy EC4, are listed below:

- Admaston
- Arleston
- Brooklands
- Brookside
- Hadley (Haybridge Road)
- Hills Lane
- Hollinswood
- Ketley (Station Road)
- Ketley (Orchard Close)
- Leegomery
- Lightmoor
- Malinslee
- Muxton
- Priorslee (Priorslee Avenue)
- Priorslee (Gatcombe Way)
- Randlay
- St Georges
- Shawbirch
- Stirchley
- Sutton Hill
- Trench (Teagues Crescent)
- Woodside

## D. Housing site allocations

18 The following table provides the list of sites allocated for housing in the Local Plan.

**Table 21 Housing site allocations**

Site Ref	Address	Site size (ha)	Indicative yield
H1	Priorslee Sustainable Urban Extension	57.016	1100
H2	Sutherland School, Gibbons Road	5.290	123
H3	Plot D, Pool Hill Road, Dawley	3.135	40
H4	Beeches Hospital	3.445	106
H5	Former Madeley Court School Site	3.385	54
H6	The Former Swan Centre, Grange Avenue, Stirchley	0.708	21
H7	Land at The Hem, Telford	42.367	300
H8	Land at Holyhead Road, St Georges	1.202	40
H9	Land North of Priorslee Roundabout	3.255	70
H10	Blessed Robert Johnson, Whitchurch Drive	2.261	50
H11	Land off Majestic Way, Aqueduct	2.553	40
H12	Old Park 2, Park Lane	6.571	70
H13	Lawley West	13.82	250
<b>Total:</b>			<b>2,264</b>

**Table 22 Madeley Neighbourhood Development Plan allocation**

Address	Site size (ha)	Indicative yield
Land West of Woodside Avenue	4.22	50

## E. Designated sites of biodiversity and geodiversity

The following provides a list of designated sites of biodiversity and geodiversity in the Borough of Telford & Wrekin.

### Site of Special Scientific Interest (SSSI)

- Alscott Settling Ponds
- Lincoln Hill



- Lydebrook Dingle
- Muxton Marsh
- New Hadley Brick Pit
- Newport Canal
- The Wrekin and The Ercall
- Tick Wood and Benthall Edge

## **Local Nature Reserves**

- Granville Country Park
- Limekiln Wood
- Lodge Field
- Madebrook Pools & Stirchley Dingle
- Telford Town Park
- The Ercall & Lawrence's Hil

## **Local Wildlife Sites**

- Apley Woods
- Central Hall
- Coalbrookdale Woodlands
- Donnington Freehold & NE Telford
- Dothill Park
- Ercall Wood Reserve
- Granville Country Park
- Hinkshay Field Studies Area
- Isombridge Pasture
- Kynnersley Moor Woods
- Ladywood
- Langley Fields
- Leasowes Farm
- Lightmoor Reserve
- Lightmoor, Vane Coppice & Oilhouse Coppice
- Lilleshall Hill
- Limekiln Wood
- Lloyds Coppice, Blists Hill and Valley
- Loamhole & Lydebrook Dingles (non SSSI)
- Long Plantation
- Mad Brook & Stirchley Dingle
- Maddocks Hill Quarry
- Madeley Court
- Marmers Covert
- Mill Pond Sambrook
- N.E. of Lincoln Hill
- Platt Brook
- Poynton Springs
- Priorslee Lake

- Puleston Common
- Quarry at Barracks Lane
- Randlay Wood
- River Severn (Coalport Bridge to Bailey's Rough)
- River Severn (Cressage Bridge to Coalport)
- Rough Marl
- Rough Park
- Shortwood
- Smalley Hill
- Southall Road Wood
- Stoney Hill
- Telford Town Park
- The Beeches
- The Old Wind Wood
- The Wrekin (non SSSI area)
- Tweedale Wood (Halesfield West)
- Whitchurch Drive, Telford
- Wrockwardine Wood

### **Local Geological Sites**

- Doseley Quarry - Dawley
- Ercall Hill
- Great Bolas (W)
- Jiggers Bank – Coalbrookdale
- Lawrence Hill Forest Glen – Little Wenlock
- Lilleshall Hill
- Lilleshall (N) (limestone quarries)
- Lincoln Hill – Ironbridge 1
- Lincoln Hill – Ironbridge 2
- Lincoln Hill - Ironbridge 3
- Loamhole Dingle –The Gorge
- Longswood Farm – Crudgington
- Lydebrook Dingle
- Lydebrook Dingle
- Lydebrook Dingle (N)
- Lydebrook Dingle (N)
- Lydebrook Dingle (S)
- Lydebrook Dingle (S)
- Maddock's Hill Quarry
- New Hadley Brickpit
- Overley Hill
- Shray Hill – Cherrington
- Telford Town Park – Blue Pool (SE)
- Telford Town Park – Randlay Pool (SW)
- The Rockhole – Edgmond
- Wrekin Hill

## F. Parking standards

### Residential Parking Standards

**19** The standards set out below should be viewed as a guide for a range of development scenarios including central, suburban and rural developments and can be applied flexibly depending on a range of factors including:

1. Proximity of developments to public transport infrastructure including railway stations (Telford, Oakengates and Wellington) and bus stations served by one or more services operating at a frequency of 15 minutes or better;
2. Developments within 800m walking distance to Telford Town Centre or Market Towns (Wellington and Newport) and 400m walk distance to District Centres (Dawley, Donnington, Hadley, Madeley, Oakengates, Ironbridge and Lawley);
3. The package of sustainable travel measures in a travel plan that will be provided by the development to encourage modal shift;
4. The availability of existing parking that can be practicably used to service the needs of development (see Policy C6);
5. The type and mix of development; and
6. A combination of allocated and un-allocated parking spaces.

**20** The Council will consider applications to vary the parking standards set out here. In such instances, the onus is on the developer to show that the implications of the parking provision are acceptable. However, proposals which are considered to have over-generous parking provision in excess of the standards set out here will not be supported. Equally, proposals with substantially reduced parking provision may be unacceptable in some circumstances, for example where this would result in unacceptable parking pressure on existing streets, which could not be reasonably mitigated. In applying parking standards the Council will also consider any foreseeable existing issues with local parking and the affect this may have on the operation of new developments. This is especially the case where there is a site generating traffic, such as a school, within close proximity to the development.

**21** As a mixed urban/rural area the borough has a variety of different residential landscapes including emerging city style urban living in central Telford, traditional urban environments around older towns and centres as well as predominantly suburban areas.

**22** Given the local experiences of planning for parking in a range of new developments across the borough the Council recognises that reducing car parking on suburban estates is not necessarily an effective way of reducing levels of car use and ownership. On the other hand, for central and urban areas a reduction in the provision of vehicle parking may be considered.

**Table 23 Development Scenarios**

Development scenarios	Description
Central - higher proportion of flats and rented dwellings	Central Telford area and sites within 800 m of a Market Town and 400 m of a District Centre
Suburban - detached and linked houses	All other areas within urban area

Development scenarios	Description
Rural - mostly detached houses	Areas outside of the urban area

**23** The basis for setting residential parking standards was looking at car ownership in new developments and identifying that the most important factors influencing car ownership in Telford and Wrekin which are:

- Dwelling size and tenure (there are generally lower levels of car ownership in flats and in rented dwellings);
- Location (there is a lower car ownership in areas closer to the borough' centres);
- Overall numbers of car parking spaces in a development could be reduced if some spaces were provided on communal basis.

**24** Following a similar methodology used in national guidance published by the Department of Communities and Local Government in May 2007 as “Residential Parking Research” a matrix approach to parking provision was adopted in this policy. This policy reflects the need to control parking levels according to need without creating over provision nor creating indiscriminate parking.

**25** Because of the differing degrees of access to local facilities, public transport and car ownership, there are three parking standards that will apply: within the Central Area as defined above, one in suburban areas and one in rural areas.

### Standard space dimensions and design

- *Manual for Streets* (2007) and *Car Parking: What Works Where* (Homes and Communities Agency - 2006)
- *Traffic Advisory Leaflet 5/95* (for car parking for disabled users);
- *Workplace Cycle Parking Guide* (TFL, 2006) (cycle parking at employment sites);
- Cambridge City Council's *Cycle Parking Guide for New Residential Developments* (2010).

### Housing standards - tables

**Table 24 Central Areas - car parking standards (use class C3):**

Number of bedrooms per dwelling	Parking spaces
1	1.3
2	1.4
3	1.6
4	2.4
5	2.5

**Table 25 Suburban Areas - car parking standards (use class C3):**

Number of bedrooms per dwelling	Parking spaces
1	1.3
2	1.6
3	2.3
4	2.6
5	3.8

**Table 26 Rural areas - car parking standards (use class C3):**

Number of bedrooms per dwelling	Parking spaces
1	1.4
2	2.3
3	2.6
4	4
5	4.2

**26 Cycle parking:** 1 secure space per bedroom and some level of visitor cycle parking, schemes of 10 or more dwellings.

**27 Disabled parking:** 5% of all un-allocated parking will be required to be designated for disabled parking. A higher percentage is likely to be necessary where there are proportionally more old residents.

**Table 27 Parking standards in other housing developments (use class C2)**

Description	Subcategory	Car parking spaces	Cycle parking (minimum) <sup>(1)</sup>	Disabled car parking
Residential care homes, hospitals, nursing homes, boarding schools, residential colleges and training centres	Residential education establishments - primary and secondary	1 space per 2 staff	1 per 2 units	1 bay or 5% of total capacity, whichever is greater
	Residential education establishments—further and higher	1 space per full time equivalent staff and 1 space per 5 students	1 per unit	
	Care, nursing homes and hospitals	1 space per 4 bed spaces and 1 space per 1 staff  Hospitals to be considered on a case by case basis	1 visitor space per 10 residents	Dependent on actual development, on individual merit, although expected to be significantly higher than business or recreational development requirements
	Residential hostels	1 space per 4 bed spaces	1 space for every 2 members of staff and 2 spaces for every 10 bedrooms	
	Retirement homes and sheltered housing	1 space per 2 units and 1 space per 1 staff	1 per 2 staff and 1 space per 6 visitors	N/A if parking is in curtilage of dwelling, otherwise as visitor and unallocated

1 Design for Security: *Cycle Parking Design Guide* (2009)



## Non-residential car and cycle parking standards

**28** The borough has a wide range of employment sites in locations which enjoy varying degrees of accessibility by walking, cycling, public transport and car. In terms of non-residential parking standards the following considerations should be noted:

- Cycle parking standards are a minimum across all employment classes
- Vehicle parking standards are a maximum in central areas
- A flexible approach will be taken to standards outside of the central areas

**29** Electric vehicle charging infrastructure in new development is encouraged, where this does not affect the development's overall viability.

**30** Designers of non-residential developments should aim to make access to cycle storage at least as convenient as access to car parking. Cycle parking should be provided for both visitors and employees. For visitors, short term cycle parking should be provided and for employees, long-term cycle parking should be installed that is covered, secured and overlooked. The design of cycle parking should take into account the relevant guidance mentioned below to reflect the nature of parking.

**31** Commercial proposals will generally be expected, regardless of size, to provide at least 1 disabled parking space, which must take priority over other car parking needs. However, for proposals for small-scale changes of use or infill developments with no on site car parking, it may not be feasible to provide disabled parking on site. In such instances, the Council will consider alternative public disabled parking provision (including on-street spaces) nearby.

**32** Lorry and coach parking will be negotiated on a case by case basis between developers and the council at the application stage.

## Standard space dimensions and design

**33** Development will be expected to adhere to the following design guidance for parking:

- *Manual for Streets* (2007) and *Car Parking: What Works Where* (Homes and Communities Agency - 2006)
- *Traffic Advisory Leaflet 5/95* (for car parking for disabled users);
- *Workplace Cycle Parking Guide* (TFL, 2006) (cycle parking at employment sites);
- *C04. Cycle Parking* (for other public cycle parking)
- *Secured by Design* guidance (for car and cycle parking)

## Non-residential standards - tables

- PFA = public floor area
- GFA = gross floor area

**Table 28 Parking standards for non-residential developments:**

Land use category	Description	Subcategory	Cars parking spaces (maximum in central areas, flexible suburban and rural areas)	Cycle parking (minimum in all areas) <sup>(2)</sup>
<b>COMMERCIAL AND LEISURE</b>				
A2 Financial and professional services	Financial services such as banks and building societies, professional services (other than health and medical services) and including estate and employment agencies. It does not include betting offices or pay day loan shops - these are now classed as “sui generis” uses (see below).		1 space per 25 sqm staff working area and  1 space per 35 sqm of PFA	1 per 55 sqm
A3 Restaurants and cafés	For the sale of food and drink for consumption on the premises - restaurants, snack bars and cafes.		1 space per 10 sqm of GFA	1 per 10 sqm
A4 Drinking establishments	Public houses, wine bars or other drinking establishments (but not night clubs).		1 space per 10 sqm of GFA	1 per 10 sqm
A5 Hot food takeaways	For the sale of hot food for consumption off the premises.		1 space per 20 sqm of GFA	1 per 10 sqm

# Appendix

Land use category	Description	Subcategory	Cars parking spaces (maximum in central areas, flexible suburban and rural areas)	Cycle parking (minimum in all areas) <sup>(2)</sup>
B1 Business	Offices (other than those that fall within A2), research and development of products and processes, light industry appropriate in a residential area.		1 per 30 sqm	1 per 60 sqm
C1 Hotels	Hotels, boarding and guest houses where no significant element of care is provided (excludes hostels).		1 space per bedroom (visitor or staff)	1 space for every 2 members of staff and 2 spaces for every 10 bedrooms
RETAIL				
A1 Shops	Shops, retail warehouses, hairdressers, undertakers, travel and ticket agencies, post offices, pet shops, sandwich bars, showrooms, domestic hire shops, dry cleaners, funeral directors and internet cafes.	Food	1 space per 14 sqm gross for units greater than 2000 sqm  1 space per 20 sqm gross for units between 1000-2000 sqm  1 space per 35 sqm gross for units less than 1000 sqm	1 space per 36 sqm
		Non-food	1 per 20 sqm	1 space per 50 sqm
INDUSTRY/WAREHOUSING				

Land use category	Description	Subcategory	Cars parking spaces (maximum in central areas, flexible suburban and rural areas)	Cycle parking (minimum in all areas) <sup>(2)</sup>
B2 General industrial	Use for industrial process other than one falling within use class B1 (excluding incineration purposes, chemical treatment or landfill or hazardous waste).		1 space per 50 sqm GFA (up to 250 sqm), thereafter  1 space per 60 sqm GFA and  1 articulated vehicle space per 500 sqm GFA	1 per 75 sqm
B8 Storage or distribution	This use class includes open air storage.		1 space per 100 sqm gross and  1 articulated vehicle space per 500 sqm GFA or part thereof	1 per 300 sqm and 1 per 60 sqm office space
<b>COMMUNITY USES</b>				
D1 Non-residential institutions	Clinics, health centres, crèches, day nurseries, day centres, schools, art galleries (other than for sale or hire), museums, libraries, halls, places of worship, church halls, law court. Non residential education and training centres.	Medical, health, day centre	1 space per 2 staff and  3 spaces per consulting room	1 space per 4 staff and 2 spaces per consulting staff
		Creche, child care	1 space per 1 staff and drop off and pick up facilities	2 spaces per 3 staff and 1 space per 9 children
		Schools, higher or further education	Primary and secondary:  1 space per 1 staff plus drop off parking spaces	2 spaces per 3 staff and 1 space per 5 pupils (primary school)

Land use category	Description	Subcategory	Cars parking spaces (maximum in central areas, flexible suburban and rural areas)	Cycle parking (minimum in all areas) <sup>(2)</sup>
			Higher and Further Education:  1 space per 2 staff and 1 space per 15 students	1 space per 3 pupils (secondary school)  1 space per 3 students (further education)
		Art gallery, museum, exhibition hall or library	1 space per 25 sqm	1 space for every 2 members of staff and 1 space per 30 sqm PFA
		Public Hall or places of worship	1 space per 10 sqm GFA	1 space per 15 sqm of PFA
D2 Assembly and leisure	Cinemas, music and concert halls, bingo and dance halls (but not night clubs), swimming baths, skating rinks, gymnasiums or area for indoor or outdoor sports and recreations (except for motor sports, or where firearms are used).	Assembly and leisure, cinema, music and concert halls, bingo and dance halls	1 space per 5 seats	1 space per 5 seats or per 10 sqm of PFA
		Indoor and outdoor sports or recreation stadia	1 space per 15 spectator seats	1 space per 3 staff, 1 space per 2 players and 1 space per 5 spectators
		Swimming pool, ice rink, Health clubs and gymnasiums	1 space per 20 sqm GFA	1 space per 3 staff and 1 space per 5 spectators
		Golf courses	3 spaces per hole	1 space per 3 staff and 1 space per two holes

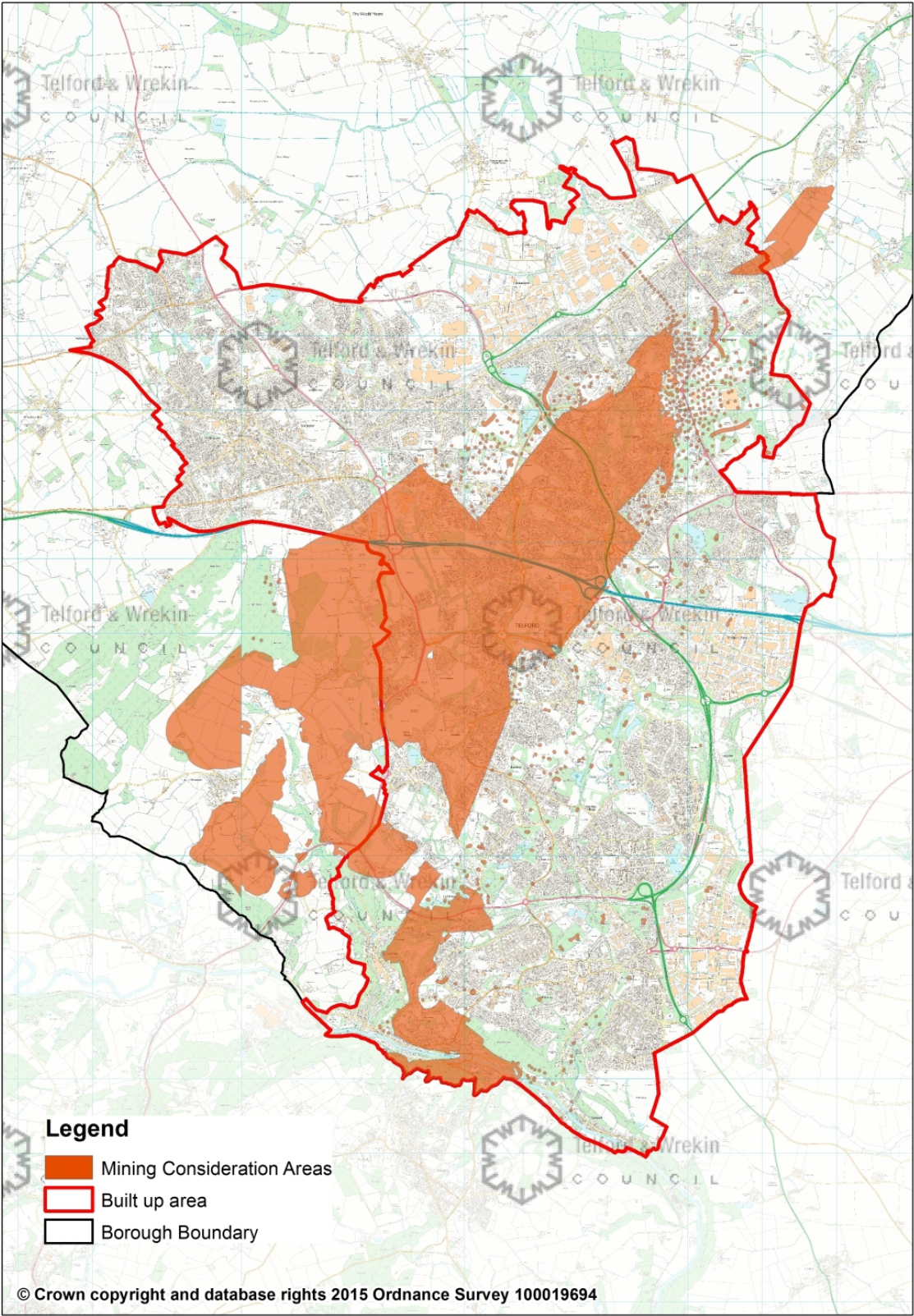
Land use category	Description	Subcategory	Cars parking spaces (maximum in central areas, flexible suburban and rural areas)	Cycle parking (minimum in all areas) <sup>(2)</sup>
		Conference centres	1 space per 5 seats	1 space per 30 sqm
<b>SUI GENERIS</b>				
Certain uses do not fall within any use class and are considered 'sui generis'.	Such uses include: betting offices/shops, pay day loan shops, theatres, houses in multiple occupation, hostels providing no significant element of care, scrap yards. Petrol filling stations and shops selling and/or displaying motor vehicles. Retail warehouse clubs, nightclubs, launderettes, taxi businesses, amusement centres and casinos.	Garage, Service stations, Car repair workshops and Petrol filling stations	1 space per 20 sqm retail space	1 space per 3 staff
		Railway and bus stations	Bus station:  None unless justified  Railway station: Individual merit	1 space per 3 staff  Rail stations: 10 per morning peak service  Bus station: 4 per bus bays  Key bus stops: 4 per stop  Non key bus stops: individual consideration
		Car parks and P+R sites	Individual merit	1 space per 10 parking spaces
		Caravan and camping site	1 space per pitch and  1 space per 2 full time staff members	1 space per 3 staff  Users: 1 space per pitch  Visitors: 1 space per 15 pitches



- All non-residential developments should provide a minimum of 1 space for the parking of powered two wheeled vehicles for every 25 car parking spaces.
- The Department for Transport (DfT) recommends that 5% of the provision for new employment premises and 6% for shopping, leisure, recreational facilities and other places open to the public are designated for disabled motorists (Blue Badge holders). This is in addition to a minimum of one space for each employee who is a disabled motorist. The numbers of designated spaces may need to be greater at hotels and sports stadia that specialize in accommodating groups of disabled people. In Telford and Wrekin, 5% of the parking spaces for B use classes and 6% for A, C1, C2 and D use classes should be designated to meet this requirement.

# G. Mining Consideration Area

Map 5 Mining Consideration Areas



## H. Mineral related infrastructure sites

### Handling & processing

- Go Plant Ltd, Stafford Park 13, Telford
- Wellings, Recycling House, Rock Road, Ketley, Telford
- John Pugh and Marcus Pugh, Unit 14, Tweedale North, TF7 4JR
- Cartwrights Waste Disposal Service Ltd, Unit 21, Halesfield 21, TF7 4NX

### Concrete batching

- Besblock Ltd, Site 1, Halesfield 22, Telford, TF7 4NF
- MBH Sommerfield Road, Trench Lock, Telford, TF1 5RY
- Besblock Ltd, Site 2, Halesfield 21, Telford
- Breedon Aggregates Ltd, Leaton Quarry, Leaton, Telford TF6 5HB
- Cemex UK Materials Ltd, Cannongate, Oakengates, Telford TF2 9HT
- Elite Precast Concrete Ltd, Units 5,8,9,10 and 11, Halesfield 9, Telford TF7 4QW
- Elite Precast Concrete Ltd, Unit L, Halesfield 9, Telford, TF7 4QW
- FB McCann Ltd, St Lukes Road, Doesley, Telford, TF4 3BX
- Hope Construction Materials Ltd, Halesfield 23, Telford, TF7 4GX
- Supreme Concrete Ltd, Tweedale Industrial Estate North, TF7 4JR
- 24/7 The Garage, Coalmoor, Little Wenlock, TF6 5AS

## I. Glossary

**Affordable housing:** Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision.

**Allocated land:** Land which has been set aside for a specific land use within a development plan, for example for housing, retail or office development.

**Annual Monitoring Report/Authority Monitoring Report:** A document which assesses the extent to which local planning policies are being achieved.

**Area of Outstanding Natural Beauty:** An area of countryside which has been designated by Natural England as an area considered to be of significant landscape value.

**Central Telford Area Action Plan (CTAAP):** A local planning policy document that sets out a strategy and policies for the spatial development of Central Telford (including Telford Town Centre, Hollinswood, Malinslee, Central Park and Old Park).

**Committed land:** Land that has planning permission for development or has been allocated for development in a development plan.

**Convenience goods:** Food and non-alcoholic beverages, tobacco, alcoholic beverages, newspapers and periodicals and non-durable household goods.

**Comparison goods:** Any other goods, including clothing, shoes, furniture, household appliances, tools, medical goods, games and toys, books and stationery, jewellery and other personal effects.

**Development Plan:** A document that sets out the priorities and requirements for future development to take place in an area. This includes plans that have been formally adopted by a Local Planning Authority (Local Plan) and Parish Councils or Neighbourhood Forums (Neighbourhood Plan).

**District Centres:** Economically and commercially self sustaining centres, comprising core services and facilities, often containing at least one supermarket or superstore, and a range of non-retail services, such as banks, building societies and restaurants, as well as public facilities such as a library.

**Duty to Co-operate:** A requirement set out in section 110 of the Localism Act, for neighbouring local authorities to plan strategically across boundaries.

**Flood Risk Assessment:** An assessment of flood risk required to be completed and submitted alongside a planning application.

**General Permitted Development Order:** The *Town and Country Planning (General Permitted Development) Order* (1995) sets out developments that, which provided that it is carried out in accordance with the terms of the Order do not need planning permission.



**Greenfield:** Land which has not previously been developed.

**Green Guarantee:** The Council's commitment to the promotion, protection and enhancement of green infrastructure

**Green infrastructure:** A network of multi-functional green space, urban and rural which is capable of delivering a wider range of environmental and quality of life benefits for local communities.

**Heritage Statement:** A statement that: identifies the special character and significance of any heritage asset; whether there is a demonstrable need for the works to it; assesses the likely impact of the development on that asset; and how this has been addressed through design considerations.

**Homes and Communities Agency:** The national housing and regeneration agency for England, who contribute to economic growth by helping communities realise their aspirations for prosperity and deliver high-quality housing that people can afford.

**Housing Trajectory:** A graphical tool used to show past and future housing delivery performance by identifying the predicted provision of housing over the lifetime of the Local Plan.

**Infrastructure Delivery Plan:** A planning document which sets out what infrastructure is needed to support delivery of the Local Plan for example transport, open space, schools, utilities and health and leisure services.

**Local Development Framework:** The collection of documents setting out the guidelines for spatial development in Telford & Wrekin.

**Local Enterprise Partnership:** A voluntary partnership between Local Authorities and businesses set up to determine local economic priorities and lead economic growth and job creation. The Marches LEP covers Telford & Wrekin, Shropshire and Herefordshire.

**Local Plan:** The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community.

**Local Transport Plan:** A document prepared by the Council which sets out a strategy and action plan for improving local transport.

**Main town centre uses:** Retail development (including warehouse clubs and factory outlet centres); leisure; entertainment facilities; the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

**Major development:** Development involving any one or more of the following:

- i. The winning and working of minerals or the use of land for mineral-working deposits;
- ii. Waste development;
- iii. The provision of dwellinghouses where:

- a. The number of dwellinghouses to be provided is 10 or more; or
- b. The development is to be carried out on a site having an area of 0.5 hectares or more and it is not known whether the development falls within sub-paragraph (iii)(a);
- iv. The provision of a building or buildings where the floor space to be created by the development is 1,000 square metres or more; or
- v. Development carried out on a site having an area of 1 hectare or more.

**National Planning Policy Framework:** The government's national planning policies (issued in March 2012) It replaces National Planning Policy Statements and Planning Policy Guidance Notes along with some circulars.

**Neighbourhood development plan:** A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area.

**Planning Practice Guidance (PPG):** A web-based resource which brings together planning practice for England and which should be read alongside the NPPF.

**Previously developed land (PDL):** Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

**Public right of way:** Public rights of way are open to everyone. They can be roads, paths or tracks, and can run through towns, countryside or private property.

**Ramsar sites:** Wetlands of international importance designated under the Ramsar Convention

**Sequential approach:** This approach is adopted when selecting sites for new retail, commercial leisure developments, other key town centre uses or housing. First preference should be for town centre sites, where sites or buildings suitable for conversion are available, followed by edge of centre sites, and only then by out of centre sites in locations that are, or can be made, easily accessible by a choice of means of transport.

**Strategic Economic Plan:** A plan prepared by the Local Enterprise Partnership.

**Strategic Flood Risk Assessment:** An assessment of the nature and extent of all types of flooding in the Borough and the implications this may have for land use planning.

**Strategic Housing Market Assessment:** An assessment of housing needs and demand, designed to ascertain the need for market housing, affordable housing and understand the housing requirements for particular groups in society.

**Strategic Housing Land Availability Assessment:** An assessment which identifies sites with housing potential and assesses how deliverable they are.



**Supplementary Planning Document:** Policy documents which provide guidance to supplement policies and proposals contained within the Local Plan and other Development Plan Documents.

**Sustainability Appraisal:** An appraisal of the potential impacts of policies from an environmental, economic, and social perspective. This will inform the Council of the potential implications of different alternatives. Strategic Environmental Assessment and Sustainability Appraisal will be undertaken together.

**Sustainable development:** Development that meets the needs of the present, without compromising the ability of future generations to meet their own needs.

**Targeted Intervention Areas (TIAs):** Six electoral wards in the borough that are within the 10% most deprived nationally and have been prioritised by the Council for investment and support. These are Brookside, College, Cuckoo Oak, Donnington, Malinslee and Woodside.

**Trajectory:** A projection of the expected rate of housing delivery for the plan period.

**Tree Preservation Order:** An order made by the Council which protects trees, groups of trees and woodlands. An order prohibits cutting down, topping, lopping, uprooting, wilful damage or destruction of trees without the Council's written consent.

**Unitary authority:** A local government authority with responsibility for all local government functions in that area.

**Windfall:** Sites that have not yet been identified, either through a planning application or development plan allocation.

**World Heritage Site:** A place that is listed by the UNESCO as of special cultural or physical significance.