



## Representation Form

Please complete a separate **Part B Representation Form** (this part) for each representation that you would like to make. One **Part A Representation Form** must be enclosed with your **Part B Representation Form(s)**.

We have also published a separate **Guidance Note** to explain the terms used and to assist in making effective representations.

### Part B: Representation

Name and Organisation:	Rebecca Booth – Leith Planning Ltd
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#### Q1. To which document does this representation relate?

- Regulation 19: Pre-Submission Draft of the Shropshire Local Plan
- Sustainability Appraisal of the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan
- Habitats Regulations Assessment of the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan
- (Please tick one box)*

#### Q2. To which part of the document does this representation relate?

Paragraph:	<input type="text" value="See attached submission"/>	Policy:	<input type="text"/>	Site:	<input type="text"/>	Policies Map:	<input type="text"/>
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#### Q3. Do you consider the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan is:

- |  |  |   |
|--|--|---|
| A. Legally compliant                     | Yes: <input type="checkbox"/>            | No: <input checked="" type="checkbox"/> |
| B. Sound                                 | Yes: <input type="checkbox"/>            | No: <input checked="" type="checkbox"/> |
| C. Compliant with the Duty to Co-operate | Yes: <input checked="" type="checkbox"/> | No: <input type="checkbox"/>            |
- (Please tick as appropriate).*

#### Q4. Please give details of why you consider the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan is not legally compliant or is unsound or fails to comply with the duty to co-operate. Please be as precise as possible.

If you wish to support the legal compliance or soundness of the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan or its compliance with the duty to co-operate, please also use this box to set out your comments.

Please see attached submission
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(Please continue on a separate sheet if necessary)

**Q5. Please set out the modification(s) you consider necessary to make the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan legally compliant and sound, in respect of any legal compliance or soundness matters you have identified at Q4 above.**

Please note that non-compliance with the duty to co-operate is incapable of modification at examination. You will need to say why each modification will make the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be as precise as possible.

Please see attached submission

(Please continue on a separate sheet if necessary)

**Please note:** In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

**After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues he or she identifies for examination.**

**Q6. If your representation is seeking a modification to the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan, do you consider it necessary to participate in examination hearing session(s)?**

Please note that while this will provide an initial indication of your wish to participate in hearing session(s), you may be asked at a later point to confirm your request to participate.

No, I do not wish to participate in hearing session(s)

Yes, I wish to participate in hearing session(s)

(Please tick one box)

**Q7. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:**

To set out our client's concerns with the Plan, and to answer any questions the inspector may have on the history of negotiations with the local authority

(Please continue on a separate sheet if necessary)

**Please note:** The Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate in hearing session(s). You may be asked to confirm your wish to participate when the Inspector has identified the matters and issues for examination.

Office Use Only	Part A Reference:
	Part B Reference:

Signature:

R. Booth

Date:

15/02/2021

Office Use Only	Part A Reference:
	Part B Reference:



**SHROPSHIRE COUNCIL  
REGULATION 19: SUBMISSION DRAFT  
OF THE  
SHROPSHIRE LOCAL PLAN  
2016 TO 2038**

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**REPRESENTATIONS  
ON BEHALF OF  
MORRIS LEISURE & MORRIS LUBRICANTS**

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**FEBRUARY 2021**

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**PREPARED BY  
THE LEITH PLANNING GROUP**

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<b>Approved for issue:</b>	Chris Plenderleith BA (Hons) MRTPI	08-02-2021

## Chairman's Comments

Having reviewed the content of the Draft Shropshire Local Plan, we wish to support the Council's positive approach to supporting growth and business investment within Shropshire, including the support for tourist related development. However, we have no option other than to object to aspects of the plan which have not been thought through.

We act for Morris Lubricants and Morris Leisure. Morris Lubricants has property interests at Castle Foregate and Sentinel Works, which relate to their existing manufacturing enterprise. Morris Leisure also has land interests in the local area including a caravan park at Ludlow, a holiday park at Bow House, Bishop's Castle, a further touring park at Bridgnorth (Stanmore hall) and a further touring and static caravan site at Oxon Hall. It is no good having a 'positive approach to supporting growth and business investment' in Shropshire if you damage those businesses, such as Morris Leisure and Morris Lubricants, which are the bedrock of the counties prosperity. There is a serious concern that Shropshire Council have engaged with Morris Lubricants and Morris Leisure, but have not listen to them.

I would invite the authors of the Shropshire Local Plan to read Tim Harford's excellent book, "How to Make the World Add Up – Ten Rules for Thinking Differently About Numbers." The Introduction to Tim's book is headed "How to lie with statistics". There are then ten rules: Rule 1 Search your feelings, Rule 2 Ponder your personal experience, Rule 3 Avoid premature enumeration, Rule 4 Step back and enjoy the view, Rule 5 Get the back storey, Rule 6 Ask who is missing, Rule 7 Demand transparency when the computer says "no". Rule 8 Don't take statistical bedrock for granted, Rule 9 remember that misinformation can be beautiful too and Rule 10 keep an open mind. The final 'Golden Rule' be curious. I am concerned that the Council in researching and drafting the Shropshire Local Plan may have breached, to a greater or lesser degree, all 10 of the rules plus the golden rule. I would draw particular attention to Rules 7 and 10.

Rule 7 Demand transparency when the computer says 'no'. The chapter starts with a quote:

"I know I've made some poor decisions recently but I can give you my complete assurance that my work will be back to normal. I've got the greatest enthusiasm and confidence in the mission. And I want to help you, Dave. – HAL 9000 (2001 A Space Odyssey)."

There are two concerns one looking back and one looking forward. Looking back at 2020 one cannot ignore the article by Keri Trigg in the Advertizer dated 10<sup>th</sup> July 2020 headed "Shrewsbury shopping centres value plummets to £17.5 million", it reads:

"The value of the three Shrewsbury Shopping Centres bought by Shropshire Council for £51 million has plummeted to just £17.5 million in two years.

The figure – revealed today in the authority's accounts - is the statutory March 2020 valuation, assessed before the full impact of the coronavirus pandemic has been felt on the country's high streets.

It means the centres have lost at least two thirds of their value since they were purchased by the council in January 2018. The latest valuation, taken in March 2019 and announced in June of that year, was £40.78 million."

Concerns flagged up by respected members of the business community in 2016 and 2017 were disregarded as were representations made in relation to emerging forward plans. However, it is not too late to learn from past mistakes. The Draft Shropshire Local Plan needs to critically evaluate the Council's investment decisions and consider the part played by the Forward Planning process in those decisions. There is a serious concern that without honest reflection the plan will remain high on 'vision' and low on commercial 'credibility'.

Looking forward, the Development Plan and its statistical foundation is pre-Covid 19 and the assumptions which underpin the Development Plan need to be re- evaluated.

We invite the Council to not only speak to local businesses but to listen to them. Furthermore, we ask the Council to ensure that the Development Plan helps local businesses grow and prosper, not impose a "vision", whether that be the "Station Quarter" or "North West Relief Road", which seriously harms them.

Rule 10 Keep an Open Mind: The Chapter starts with a quote:

"A man with a conviction is a hard man to change. Tell him you disagree and he turns away. Show him facts or figures and he questions your sources. Appeal to logic and he fails to see your point." Leon Festinger, Henry Riecken and Stanley Schachter, *When Prophecy Fails* (1956)

The Council's goal "to deliver a vibrant, sustainable, and commercially successful town centre" is supported by local businesses, including Morris Leisure and Morris Lubricants. Hindsight is a wonderful thing albeit looking back at the Council's previous investment decisions and development plans, a degree of circumspection is warranted but absent in the current plan. There is a concern that the Development Plan is becoming a promotional document not supported by a careful evaluation of the current economic realities.

Golden Rule - Be curious: Tim Harford comments in the final chapter of his book:

"I realise that having 10 Commandments is something of a cliché. And in truth, they're not commandments so much as rules of thumb, or habits of mind that I have acquired the hard way as I've gone along. You might find it worth a try yourself, when you come across a statistical claim of particular interest to you. Of course, I don't expect you to run personally through the checklist with everything you see in the media -who has time for that? Still, they can be useful in forming a preliminary assessment of your new source. Is the journalist making an effort to define terms, provide context, assess sources? The less these habits of mind are in evidence, the loud alarm bells should ring."

Of course we are dealing with a Development Plan which has a wealth of statistics and analyses. However, it stretches credibility when it is reported:

"The authority has continued to standby the controversial purchases, saying the anticipated dropping value was "understood at the outset" and contributed to the decision."

Any curious tax payer would be entitled to ask, "if the drop in value was understood at the outset, why didn't the Council wait and purchase the shopping centres at £17.5 million pounds?" I suppose the simple answer is that nobody can predict the future; however, the least the Council can do is learn from past mistakes. Projects such as the North West Relief Road and the Town Centre Plan must be re-evaluated against post Covid19 economic

realities, they cannot become a victim of “plan continuation bias”, a matter dealt with in relation to the Big Town Plan.

**Chris Plenderleith, BA (Hons) MRTPI**  
**Executive Chairman**  
**Leith Planning Group**



## **SECTION 1 INTRODUCTION**

### **Shropshire Council's Invitation**

- 1.1 Shropshire Council has invited comments on the Pre-Submission Draft Shropshire Local Plan 2016 to 2038. The document sets out the draft vision and framework for the future development of Shropshire up to 2038. It is noted that the Draft Local Plan is out for consultation until the 26<sup>th</sup> February 2021.

### **Instructions**

- 1.2 The Leith Planning Group has been instructed by Paterson Enterprises Ltd, t/a Morris Leisure and Morris Lubricants to review the draft Local Plan and make representations as necessary. Officers will be aware that these two important local enterprises have significant interests within Shropshire, and our clients are keen to ensure that the draft plans and policies being proposed by the Council will promote business and tourist related developments within the local area, and will not undermine the long term viability of existing local businesses.

### **Context**

- 1.3 Morris Lubricants has property interests at Castle Foregate and Sentinel Works, which relate to their existing manufacturing enterprise. Morris Leisure also have land interests in the local area including a caravan park at Ludlow, a holiday park at Bow House, Bishop's Castle, a touring park at Bridgnorth (Stanmore hall) and a further touring and static caravan site at Oxon Hall. Whilst our clients are understandably keen to protect all of their existing operations, particular attention is being paid to the site at Oxon given the longstanding discussions with the local authority in relation to both the Shrewsbury Urban Extension West, and the proposed North West Relief Road, both of which have the potential to have detrimental impacts at Oxon Hall. As set out previously our concerns in that regard focus on the potential noise and disturbance from the NWRR on the future viability of the caravan park, and the desire to agree suitable mitigation and controls on constructions etc in order to support and protect our client's interests.

### **Submission Content**

- 1.4 Having reviewed the content of the Draft Shropshire Local Plan, we wish to support the Council's positive approach to supporting growth and business investment within Shropshire, including the support for tourist related development. However, for the reasons laid out within this submission, in order to secure protection of our client's operation at Oxon Hall, we must also raise objection to certain aspects of the Plan for the reasons laid out below.

## SECTION 2 LEGISLATION AND REGULATIONS

### Legislation

#### Planning and Compulsory Purchase Act 2004

- 2.1 In drafting these representations due regard has been paid to the content of The Planning and Compulsory Purchase Act 2004 and the duties it places on Local Planning Authorities. Particular attention is drawn to the following sections:
- 2.2 Section 19 refers to the need to keep an up to date evidence base. Section 19 details the process required in the preparation of Local Development Documents and reads:

##### 19. Preparation of Local Development Documents

(1)[F1Development plan documents] must be prepared in accordance with the local development scheme.

[F2(1A)Development plan documents must (taken as a whole) include policies designed to secure that the development and use of land in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change.]

[F3(1B)Each local planning authority must identify the strategic priorities for the development and use of land in the authority's area.

(1C)Policies to address those priorities must be set out in the local planning authority's development plan documents (taken as a whole).

(1D)Subsection (1C) does not apply in the case of a London borough council or a Mayoral development corporation if and to the extent that the council or corporation are satisfied that policies to address those priorities are set out in the spatial development strategy.

(1E)If a combined authority established under section 103 of the Local Democracy, Economic Development and Construction Act 2009 has the function of preparing the spatial development strategy for the authority's area, subsection (1D) also applies in relation to—

(a)a local planning authority whose area is within, or the same as, the area of the combined authority, and

(b)the spatial development strategy published by the combined authority.]

(2)In preparing a local development document the local planning authority must have regard to—

(a)national policies and advice contained in guidance issued by the Secretary of State;

[F4(aa)the local development documents which are to be development plan documents;]

(b)[F5the regional strategy] for the region in which the area of the authority is situated, if the area is outside Greater London;

(c)the spatial development strategy if the authority are a London borough or if any part of the authority's area adjoins Greater London;

(d)[F6the regional strategy] for any region which adjoins the area of the authority;

(e)the [F7Wales Spatial Plan] [F7National Development Framework for Wales,] if any part of the authority's area adjoins Wales;

(h)any other local development document which has been adopted by the authority;

(i)the resources likely to be available for implementing the proposals in the document;

(j)such other matters as the Secretary of State prescribes.

(3) In preparing the [F10 local development documents (other than their statement of community involvement)] the authority must also comply with their statement of community involvement.

(4) But subsection (3) does not apply at any time before the authority have adopted their statement of community involvement.

(5) The local planning authority must also—

(a) carry out an appraisal of the sustainability of the proposals in each [F11 development plan document];

(b) prepare a report of the findings of the appraisal.

(6) The Secretary of State may by regulations make provision—

(a) as to any further documents which must be prepared by the authority in connection with the preparation of a local development document;

(b) as to the form and content of such documents.

2.3 Sections 20 to 23 relate to the Examination of local development documents through to document adoption and will clearly be addressed at later stages of the Local Plan Review process. It is assumed however, that Shropshire Council has been mindful of the relevant sections of the Planning and Compulsory Purchase Act in the preparation of this plan.

## Regulations

2.4 The referable regulations governing Local Plans are contained in The Town and Country Planning (Local Planning) (England) Regulations 2012 (the 'Regulations'). The Regulations set out the Duty to Cooperate, the form and content of Local Plans, public participation, Local Plan preparation, Independent Examination through to document adoption. Once again, it is assumed that Shropshire Council will have paid the necessary regard to the content and requirements laid out within the Regulations in the preparation of this plan.

## SECTION 3 NATIONAL PLANNING POLICY FRAMEWORK

3.1 The National Planning Policy Framework was published in February 2019 (updated June 2019). Attention is drawn to the following extracts of the NPPF which address Local Plan preparation:

### Sustainable Development

3.2 **Paragraph 11** states that plans and decisions should apply a presumption in favour of sustainable development. For plan-making this means that:

- a) plans should positively seek opportunities to meet the development needs of their area, and be sufficiently flexible to adapt to rapid change;
- b) strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:
  - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or
  - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

### Plan Making

3.3 **Paragraphs 15 to 37** outline the National Planning Policy Guidance on plan making. Of particular note are paragraphs 16 and 35 which set out how plans should be prepared and the tests of soundness:

#### **Paragraph 16:** Plans should:

- a) be prepared with the objective of contributing to the achievement of sustainable development;
- b) be prepared positively, in a way that is aspirational but deliverable;
- c) be shaped by early, proportionate and effective engagement between planmakers and communities, local organisations, businesses, infrastructure providers and operators and statutory consultees;
- d) contain policies that are clearly written and unambiguous, so it is evident how a decision maker should react to development proposals;
- e) be accessible through the use of digital tools to assist public involvement and policy presentation; and
- f) serve a clear purpose, avoiding unnecessary duplication of policies that apply to a particular area (including policies in this Framework, where relevant).

3.4 **Paragraph 35:** Local plans and spatial development strategies are examined to assess whether they have been prepared in accordance with legal and procedural requirements, and whether they are sound. Plans are 'sound' if they are:

- a) **Positively prepared** – providing a strategy which, as a minimum, seeks to meet the area's objectively assessed needs; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;

b) **Justified** – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;

c) **Effective** – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and

d) **Consistent with national policy** – enabling the delivery of sustainable development in accordance with the policies in this Framework.

3.5 **Comment on the NPPF:** For the reasons laid out within section 5 there are legitimate concerns that the draft local plan does not meet the tests of soundness in that it is not consistent, nor positively prepared.

## SECTION 4 NATIONAL PLANNING PRACTICE GUIDANCE

- 4.1 Shropshire Council must pay regard to the relevant extracts of the National Planning Practice Guidance, including the Duty to Cooperate, Local Plans and Housing and Economic Development Needs Assessments. We would draw particular attention to the following extracts of the guidance on Plan Making:

**Paragraph 001** - ‘The development plan is at the heart of the planning system with a requirement set in law that planning decisions must be taken in line with the development plan unless material considerations indicate otherwise. Plans set out a vision and a framework for the future development of the area, addressing needs and opportunities in relation to housing, the economy, community facilities and infrastructure – as well as a basis for conserving and enhancing the natural and historic environment, mitigating and adapting to climate change, and achieving well designed places. It is essential that plans are in place and kept up to date.’

**Paragraph 005** – ‘Section 28 of the Planning and Compulsory Purchase Act 2004 enables 2 or more local planning authorities to agree to prepare a joint local plan. This can be an effective way of planning for an area’s strategic priorities, addressing cross-boundary issues through the duty to cooperate , and sharing specialist resources and reducing costs (e.g. through the formation of a joint planning unit, sharing of evidence base work or examination costs). Joint plans may also offer a more strategic framework across the joint area, setting the framework for future plans.

Preparation and adoption of joint local plans may be overseen either by the individual authorities involved or by a voluntary joint committee structure. Powers also exist for the Secretary of State to create a statutory joint committee, which would be the decision maker in relation to such matters as specified. Section 29 of the Planning and Compulsory Purchase Act 2004 enables local planning authorities to form a separate joint planning committee to take forward a joint local plan. This is a more formal step toward joint planning, with the respective local planning authorities delegating appropriate plan making powers to the Joint Committee.’

**Paragraph 009** – ‘Strategic policy-making authorities are required to cooperate with each other, and other bodies, when preparing, or supporting the preparation of policies which address strategic matters. This includes those policies contained in local plans (including minerals and waste plans), spatial development strategies, and marine plans.

The National Planning Policy Framework sets out that these authorities should produce, maintain, and update one or more statement(s) of common ground, throughout the plan-making process. Local planning authorities are also bound by the statutory duty to cooperate. [Neighbourhood Planning bodies](#) are not bound by the duty to cooperate, nor are they required to produce or be involved in a statement of common ground.’

**Paragraph 014** – “Paragraphs 20-23 of the National Planning Policy Framework sets out the matters that the strategic policies should make provision for, this is not an exhaustive list and authorities will need to adapt this to meet their specific needs. For local planning authorities this is linked to

matters set out in sections 19(1B to 1E) and 33A(4) of the Planning and Compulsory Purchase Act 2004'

**Paragraph 22** – 'Strategic policy-making authorities should explore all available options for addressing strategic matters within their own planning area, unless they can demonstrate to do so would contradict policies set out in the National Planning Policy Framework. If there they are unable to do so they should make every effort to secure the necessary cooperation on strategic cross boundary matters before they submit their plans for examination. Authorities are not obliged to accept needs from other areas where it can be demonstrated it would have an adverse impact when assessed against policies in the National Planning Policy Framework.'

Inspectors will expect to see that strategic policy making authorities have addressed key strategic matters through effective joint working, and not deferred them to subsequent plan updates or are not relying on the inspector to direct them. Where a strategic policy-making authority claims it has reasonably done all that it can to deal with matters but has been unable to secure the cooperation necessary, for example if another authority will not cooperate, or agreements cannot be reached, this should not prevent the authority from submitting a plan for examination. However, the authority will need to submit comprehensive and robust evidence of the efforts it has made to cooperate and any outcomes achieved; this will be thoroughly tested at the plan examination.'

- 4.2 For the reasons laid out at Section 5, we are concerned that the plan as drafted is not fit for purpose. Furthermore, it ignores our feedback on earlier consultations. There are concerns that the document is inconsistent and does not offer sufficient flexibility to meet the needs of existing businesses in an ever changing economic climate. Furthermore, as detailed in relation to the NWRR and the Shrewsbury Big Town Plan, our clients do not feel that the council have sought to engage with them constructively in order to take account of our client's needs and concerns and to work with us collaboratively to find suitable solutions.

## SECTION 5

## SUBMISSION DRAFT SHROPSHIRE LCOAL PLLAN 2016-2038

### Draft Proposals Map Extracts

- 5.1 It is noted that Shropshire Council are proposing to make some amendments to the Proposals Map as part of the emerging Local Plan. Attention is drawn below to three particular areas of interest to our clients.

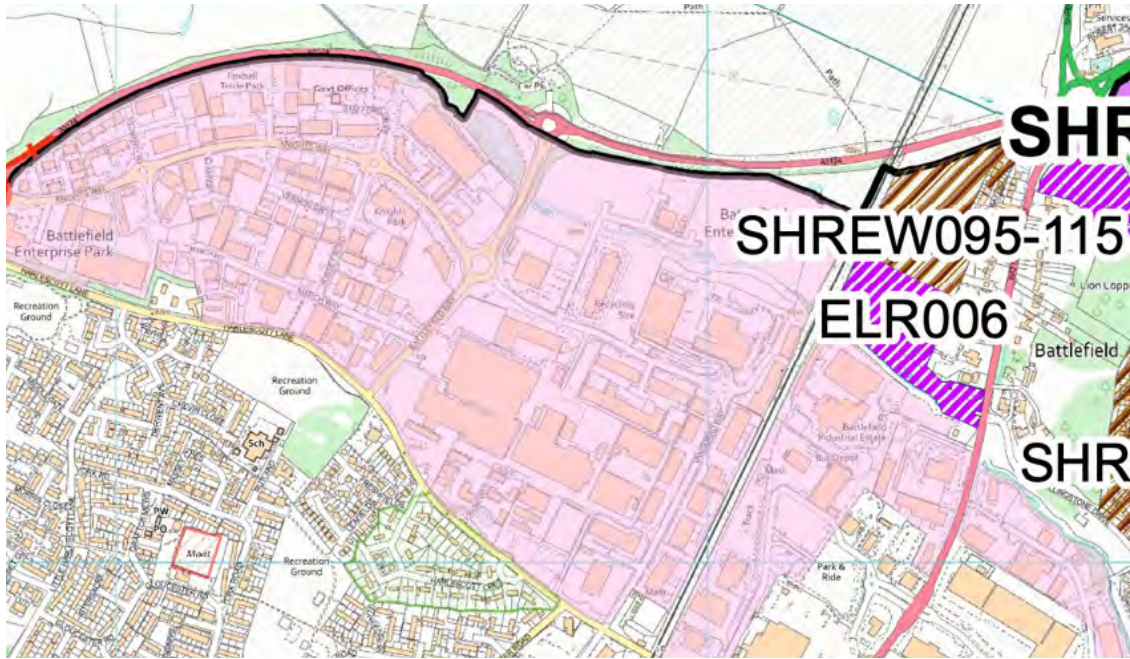
#### **Morris Lubricants – Castle Foregate and Sentinel Works**

- 5.2 As set out at section 1, these representations are being submitted on behalf of Paterson Enterprises Ltd t/a both Morris Leisure and Morris Lubricants. Morris Lubricants is a longstanding and important local business with property interest at both Castle Foregate and Sentinel Works in Shrewsbury. As can be noted from the Proposals Map Extracts below, both of these sites are proposed to be retained within Protected Employment Land. Given that it is understood that these designations will be supportive in principle of the expansion and improvement of these existing operations, we have no further comments to make at this stage. However, we would draw attention to the proposed Big Town Plan which is also the subject of consultation, and to which we will be submitting representation, which seeks to re-use to the site at Castle Foregate for offices and residential. This proposal clearly is not consistent with the provisions of the draft Local Plan and therefore raises queries on consistency. For the avoidance of doubt, we would reiterate our support for the proposed employment allocation as proposed, as our clients resistance to its reallocation for alternative uses.



Castle Foregate, Shrewsbury

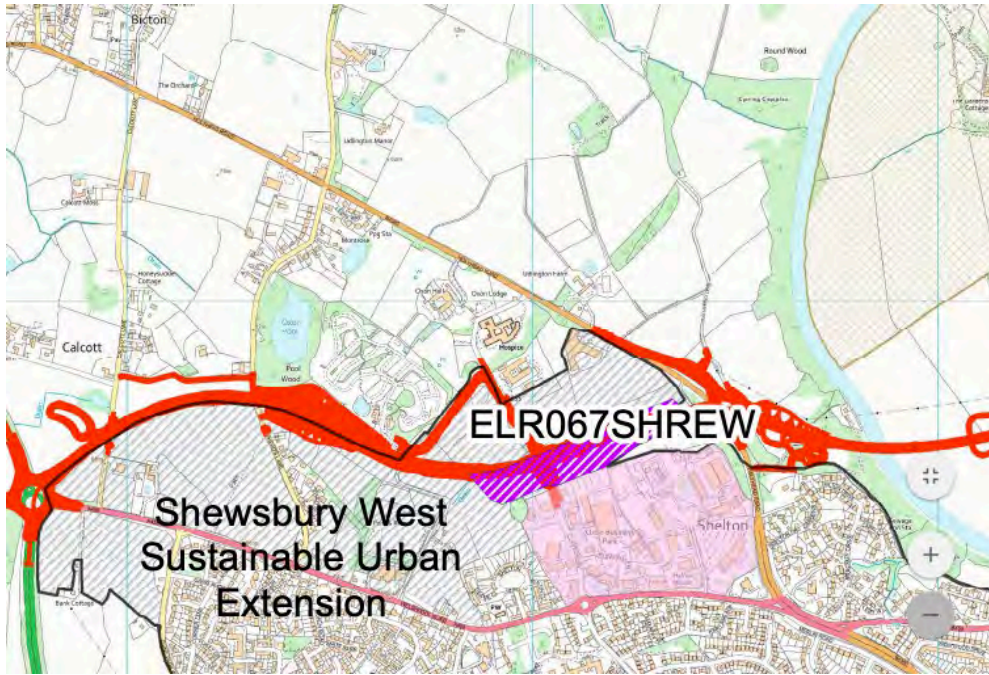




Sentinel Works, Shrewsbury

### Oxon Hall Caravan Park

- 5.3 Morris Leisure currently own and operate a number of caravan parks in Shropshire and Wales including sites in Ludlow, Bishop's Castle, Bridgnorth and on the western side of Shrewsbury at Oxon Hall. Whilst we will make representation to the draft tourism policies as they relate to all of Morris's sites in Shropshire, the focus for feedback on the draft Proposals Map is to be on Oxon Hall, which will be most directly affected by the previously approved Shrewsbury West Sustainable Urban Extension, and the proposed alignment of the North West Relief Road which will be located on the sites southern boundary. Oxon Hall itself is noted to be designated as falling outside of the settlement boundary.
- 5.4 As explained to the local authority on numerous occasions, in relation 'to the emerging Local Plan, proposals for the North West Relief Road and applications within the SUE West,' our clients have significant concerns that the impact of the development being proposed in the local area will result in detrimental impacts on the future viability of their operation. We continue to seek positive dialogue with the Council in relation to our concerns and protecting our client's interests in the long term. Should the Council continue to fail to undertake meaningful engagement and seek to collaborate with us to address our concerns, we will be left with no choice other than to robustly object to the planning application for the NWRR once it is submitted for determination in February, and to maintain our objection to the housing applications within the SUE.



### Draft Local Plan

5.5 Having reviewed the emerging draft Shropshire Local Plan, it would appear that there are no significant alterations from the Regulation 18 consultation. Attention is drawn to the following extracts:

5.6 Paragraphs 2.19 and 2.21 state that:

“2.19 The Shropshire Local Plan seeks to provide a sustainable pattern of growth, responding to the varying scales, needs and functions of the County’s hierarchy of settlements. This means recognising the County’s diverse features and characteristics, including such factors as the Shropshire Hills AONB, the many designated heritage and natural environment assets and the presence of Green Belt, but also responding positively to a range of evidence which underpins many of the Local Plan’s policies.”

“2.21 This Local Plan seeks to respond effectively to these strategies and evidence, and in doing so should not be categorised as having any one overarching theme. Instead the Plan provides a broad basis for dealing with a number of challenges in a balanced and positive manner, from the need to deliver affordable housing for local needs; the need to provide improved conditions for economic growth; the need to protect and enhance the County’s wealth of natural and historic assets; and the need to respond to the climate change emergency. Where decisions on land allocations have been taken, they have been done so having regard to a full balance of considerations, with the aim of achieving sustainable development.”

5.7 We support the Council’s aspirations and proposals to create a supportive environment for economic growth within Shropshire, and the need to carefully balance the need to protect the local environment and historic assets. We would however question the statement on the fact that ‘decisions taken on land designations have been done so having regard to a full balance of considerations, with the aim of achieving sustainable development’. The proposed extent and nature of development and site designations in and around our client’s site at Oxon Hall are not deemed to represent sustainable

development, and will in fact have detrimental impacts on existing businesses and the wider local environment. In that regard, we would ask the Council to carefully consider the need to protect the local environment as the Local Plan progresses, and to ensure that policies are prepared in order to ensure that development proposals will not result in detrimental impacts on adjacent land uses, and the long term viability of our clients operation at Oxon Hall.

- 5.8 It is noted that the Draft Local Plan includes the following Vision for the area over the Plan period, namely:

“In 2038, communities will be safe and healthy as Shropshire moves positively towards a zero carbon economy; all residents will be able to access well-designed, decent and affordable homes in the right location; economic productivity will be maximised through greater investment; and the County’s historic and natural environmental assets will be protected and enhanced”.

- 5.9 We wish to set out our support for the principle of the Vision, and seek assurances from the Council that planning applications will be determined with the Vision and aspirations of the Local Plan as a material consideration. The Vision makes it clear that developments which will impact negatively on public safety, health and economic productivity will be resisted. Given that the extent and form of development being proposed at SUE West, and within the NWRR, these developments will result in detrimental levels of noise, air and light pollution to our clients operation at Oxon Hall, destroying the tranquil relaxing existing caravan park to a degree which is likely to impact on the visitor enjoyment of the site, contrary to the Vision as laid out above. In that regard we would seek amendments to the draft policies addressed below to secure greater protection to our client’s site, and the amenities of the wider population from inappropriate development.

### **Draft Local Plan Policies**

- 5.10 Whilst we have reviewed the draft Local Plan in its entirety, we wish to draw specific attention to the following policies:

#### **SP1. The Shropshire Test**

- 5.11 Draft Policy SP1 states that:

1. Development will contribute to meeting local needs and making its settlements more sustainable, providing the right mix of new housing, employment and other types of development which:
  - a. Supports the health, well-being and safety of communities;
  - b. Supports cohesive communities;
  - c. Addresses the causes and mitigates the impacts of climate change;
  - d. Conserves and enhances the high-quality natural environment and provides opportunities for green and blue networks;
  - e. Raises design standards and enhances the area’s character and historic environment;
  - f. Makes efficient use of land; and
  - g. Provides sufficient infrastructure, services, facilities, and where necessary provides opportunities for their enhancement.
2. In addition, and where appropriate, proposals should seek to reflect relevant considerations of Shropshire Council’s other strategies, including its Community Led Plans, Local Economic Growth Strategies (including the

Shrewsbury Big Town Plan), the Local Transport Plan, and the Public Health Strategy.

- 5.12 We support the principles laid out within draft policy SP1, however it is imperative that these tests are robustly applied in the decision making process including in relation to the current application under consideration within the SUE. In relation to the development proposals in close proximity of Oxon Hall Caravan Park, it is essential that the SUE and the NWRR do not result in detrimental levels of air, light and noise pollution, and that the existing businesses and the wider local environment are protected as set out above.
- 5.13 In addition, it is noted that draft Policy SP1 makes reference to the emerging Shrewsbury Big Town Plan. Whilst we will be preparing separate submissions to the current consultation on this additional document, it is important to acknowledge at this point that the two documents are not consistent with one another. For example, in relation to our client's site at Castle Foregate, it is noted that there is a proposal for them to lose the current employment allocation, and for the site to be earmarked for future office and residential uses. Not only does this raise questions on the soundness of the Plan given the inconsistency identified above, it is important to stress at the outset (and as detailed by our clients historically to the local authority) that our clients have no desire to move from their current site, and are very much planning forward for the growth of the business. As such, any proposals which seek to impact on that operation will be robustly objected to.

## **SP2. Strategic Approach**

- 5.14 Draft Policy SP2 details, in part, that:
1. Shropshire will flourish, accommodating investment and new development that contributes to meeting needs and making its settlements more sustainable. New development will be supported by necessary infrastructure and be of a high-quality which positively responds to its setting, local needs and our changing climate.
  2. Over the plan period from 2016 to 2038, around 30,800 new dwellings and around 300 hectares of employment land will be delivered. This equates to around 1,400 dwellings and 14ha of employment land per annum. This Local Plan ensures that sufficient land in the right locations is available to achieve these growth aspirations, however the availability of land will be kept under review to ensure a continuous supply of suitable sites is available.
  4. Main town centre uses will be focused into the diverse network of town centres and recognisable high streets across Shropshire. It will complement their scale and character and support appropriate diversification.
  5. To achieve a sustainable and appropriate pattern of development which also maximises investment opportunities, new development will be focused in the urban areas identified in Schedule SP2.1. Specifically:
    - a. Shrewsbury will bloom, fulfilling its role as a strategic centre and acting as a focus for well-designed new housing and employment development. This will be supported by the provision of supporting infrastructure, high-quality retail, leisure, transport and other public realm improvements within and on the edge of the town centre in support of the delivery of the Big Town Plan and its related masterplans
  6. Recognising the rurality of much of Shropshire and the importance of ensuring the long term sustainability of rural communities, growth in urban areas will be complemented by appropriate new development within Community Hubs, identified in Schedule SP2.2, which are considered significant rural service centres; and to a lesser extent Community Clusters,

identified in Schedule SP2.3, which consist of settlements with aspirations to maintain or enhance their sustainability. Outside these settlements, new development in the wider rural area will consist of affordable housing where there is evidenced local needs and appropriate rural employment and economic diversification.

7. The production of formal Neighbourhood Plans will be supported and can identify development opportunities which will complement proposals in this Local Plan. Where appropriate they can also identify additional Community Clusters.

Shrewsbury is noted to be identified as the main Strategic Centre in Shropshire.

- 5.15 Draft policy SP2 makes it clear that Shrewsbury is the key strategic centre for the County and will be the focus for new growth and development. Clearly, this is not objected to as a matter of principle. However, it is essential that development proposals and allocations on the edge of the settlement do not result in severance between the town centre and wider local area. For example, it is essential that safe and suitable pedestrian access is maintained from Oxon Hall over the NWRR and through the SUE, to ensure that visitors to the site can continue to access and support the local economy. Any proposals which could inhibit or limit the accessibility of Oxon Hall into the town centre must be resisted, in the interests not only of our client's operation, but importantly the wider visitor economy of Shrewsbury. Maintaining bus routes and sustainable transport links into the town centre will also be of importance to ensure that visitors to Oxon Hall can continue to contribute to and support the local economy, and have a positive impact on climate change and carbon generation.
- 5.16 We previously made representation at the Regulation 18 stage that due consideration be given to amendments within the policy to make reference to the acceptability of tourist related developments outside of settlement boundaries, in circumstances where the draft policy only made reference to the provision of affordable housing, appropriate rural employment and economic diversification. It is noted that this addition has not been made in this consultation draft. Given the importance of tourist related developments on rural economies and jobs, particularly within Shropshire, we remain of the view that such development should be accepted as a matter of principle within draft policy SP2.
- 5.17 It is however noted that the draft policy has been amended in order to support the delivery of the Shrewsbury Big Town Plan. Concern is raised not only in relation to the content of this additional plan (which will be the subject of further representation) but also the support for this Masterplan within the Development Plan when the masterplans remains at an early stage, and the early indications are that the masterplan will not be consistent with the provisions of the Development Plan. This inconsistency and support for an emerging document raises serious questions on soundness.

### **SP3. Climate Change**

- 5.18 Draft Policy SP3 notes that development in Shropshire will support the transition to a zero-carbon economy in accordance with the policies of the Local Plan by:
1. Reducing carbon emissions through a number of means, including:
    - a. Minimising the need to travel and maximising the ability to make trips by sustainable modes of transport, including through the urban approach to development identified within Policy SP2;
    - b. Supporting the principle of delivering higher density development on the most accessible urban sites;

- c. Supporting the transition to a circular economy by reducing waste and maximising the re-use and recycling of material resources;
  - d. Prioritising use of active travel through the creation and enhancement of walking and cycling links within and between new developments and from new developments to existing neighbourhoods and community facilities in accordance with Policy DP28;
  - e. Encouraging new development to link to and where possible integrate public transport;
  - f. Wherever possible, enabling integrating electric vehicle charging infrastructure into new development, in line with the requirements of DP11; and
  - g. Promoting fabric energy efficiency, including as part of the retrofitting of existing buildings.
2. Integrating or supporting both on- and off-site delivery of renewable and low carbon energy, including by:
- a. Integrating renewable and low carbon energy systems into all residential developments of one or more dwellings in line with the requirements of DP11;
  - b. Promoting the productive use of renewable and low carbon energy sources in business in line with the objectives of SP12.
  - c. Supporting the development or extension of district heating and cooling networks; and
  - d. Supporting the development of community energy generation and distribution schemes, where they meet the policy requirements of the Local Plan and any relevant national policy.
3. Maximising carbon sequestration, including by:
- a. Encouraging development to offset its carbon emissions through investment in carbon capture and storage, informed by the Shropshire Climate Change Strategy;
  - b. Seeking opportunities to restore wetlands; and
  - c. Significantly increasing the number of hedgerows, trees and extent of woodland in accordance with the Shropshire Tree and Woodland Strategy.
4. Mitigating and adapting to the impacts of climate change, including by:
- a. Integrating design standards and sustainable drainage systems (SuDS) to manage flood risk associated with more extreme weather events;
  - b. Incorporating shade and green infrastructure into the design of new development to reduce overheating;
  - c. Supporting an increase in the extent, interconnectedness and diversity of wildlife habitats and the ecosystem services which they provide; and
  - d. Integrating water efficiency measures to mitigate the impact of drought and reduce resource and associated energy consumption.

5.19 As set out in relation to draft policy SP2 it is imperative that safe and suitable pedestrian and sustainable transport links are maintained between Oxon Hall Caravan Park and Shrewsbury town centre. This will enhance the visitor experience, promote the connection and visitor spend within the town centre, and have positive impacts on climate change. Our longstanding requests in this regard would now appear to be being supported by the draft policies in the Local Plan and we welcome and support such an approach, and look forward to working with the Council to secure their implementation as the applications on the SUE and NWRR progress.

- 5.20 For the reasons laid out within our objection to planning application 20/01957, there are legitimate concerns that the proposals set out in the SUE West Masterplan are not being adhered to. Further, that the proposals for open space, ecology and general landscape and environmental considerations are not being met. We would therefore ask that the Council ensure that the content and principles of both their adopted and emerging planning policies are adhered to in the assessment of both the applications for the SUE and the NWWR, such that the national and local environmental targets can be achieved.

## **SP10. Managing Development in the Countryside**

- 5.21 Draft Policy SP10 advises, in part, that:

1. The management of development in the countryside will reflect the Plan's urban focused development strategy which seeks to direct the majority of new development to the Strategic, Principal and Key Centres and new Strategic Settlements. Within the rural area, the Plan identifies Community Hubs and Community Clusters as the focus for new development, whilst also supporting new affordable housing provision for evidenced local needs and fostering appropriate rural employment opportunities, subject to the further controls over development that apply to the Green Belt, the AONB and other designated areas.

### **Economy & Community**

2. Employment, business, operational defence, renewable energy and community development in the countryside will be considered against national policy and the criteria in other relevant policies of this Local Plan which together recognise the need for flexibility in delivering development to support and meet economic, community and associated needs whilst ensuring that development does not result in unacceptable adverse impacts.

3. Sustainable employment, tourism, leisure, other business and community development proposals in the countryside will be positively considered, where they maintain or enhance countryside vitality and character, including through the use of previously developed land, and are consistent with national Green Belt policy and the wider policies of this Local Plan and relate to:

a. Small-scale new economic development diversifying the rural economy, including farm diversification schemes;

b. The retention and appropriate expansion of an existing established business, unless relocation to a suitable site within a settlement or other established or allocated employment location would be more appropriate taking into account operational requirements, infrastructure capacity, environmental and amenity impacts and other relevant material considerations;

c. Agricultural, horticultural, forestry, or mineral related development and other uses related to the management of the land on which they are located, although proposals for large scale new development will be required to demonstrate that there are no unacceptable adverse environmental impacts or that they can otherwise meet the requirements set out in DP12 and DP13 and other relevant policies of the Plan, including for mineral development Policies SP16, DP30, DP31;

d. Sustainable rural tourism, sustainable leisure or sustainable recreation proposals which require a countryside location, in accordance with Policy DP10 (Tourism, Culture and Leisure);

e. Required community uses and infrastructure which cannot be accommodated within settlements; and

- f. The sustainable reuse of redundant or disused buildings or replacement of suitably located buildings for small scale economic development / employment generating use.

#### General Development Requirements

6. To further protect countryside character and safeguard its natural and heritage assets, whilst recognising the significant role of agriculture and land-based activities in Shropshire and supporting rural vitality by retaining a range of community facilities, housing and employment opportunities:

- a. Proposals for the replacement of buildings which contribute to the local distinctiveness, landscape character and historic environment, will be resisted unless other sustainability considerations can be demonstrated and the requirements of Historic Environment Policy DP23 can be met. Any negative impacts associated with the potential loss of these buildings, including the loss of embodied energy, will be weighed with the need for the replacement of damaged, substandard and inappropriate structures and the benefits of facilitating appropriate rural economic development.

- b. Where proposals for the re-use of existing buildings require planning permission, if required in order to safeguard their heritage significance and/or other elements of the character of the converted buildings and/or their setting, Permitted Development Rights will be removed from any planning permission.

- c. Buildings and sites used by community facilities and services such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship, will be protected from change of use to dwellinghouses or redevelopment to housing unless it can be satisfactorily demonstrated that the continuing use as a community facility or service, including alternative community uses, would not adversely impact on the well-being the local community in accordance with the Policy SP6 (Health & Well Being) and would be unviable in the longer term.

- d. Planning applications for agricultural development will be permitted where it can be demonstrated that the development is:

- i. Of a size/ scale and type which is consistent with its required agricultural purpose and the nature of the agricultural enterprise or business that it is intended to serve;

- ii. Well designed and located in line with the other requirements of relevant Local Plan policies and where possible, sited so that it is functionally and physically closely related to existing farm buildings; and

- iii. There will be no unacceptable impacts on environmental quality, including the historic environment, and existing residential amenity, and the proposal complies with the requirements of all the other relevant policies of this Local Plan including DP12, DP17, DP18, DP19, DP23 and DP24.

- e. Development design and layout should positively respond to our changing climate by taking opportunities to maximise energy efficient (including maximising opportunities for solar gain), minimise carbon emissions and makes efficient use of water, in accordance with relevant policies of this Local Plan.

- f. Where appropriate, mitigation measures will be required to remove any adverse effects from development on the integrity of internationally designated sites identified within the Habitats Regulations Assessment of the Local Plan in accordance with Policy DP13.



- 5.22 We welcome the support set out within the draft policy SP10 in relation to the promotion of tourist related developments within the countryside. However, we would ask that further clarification be provided in relation to the following:

‘3b. The retention and appropriate expansion of an existing established business, unless relocation to a suitable site within a settlement or other established or allocated employment location would be more appropriate taking into account operational requirements, infrastructure capacity, environmental and amenity impacts and other relevant material considerations;

- 5.23 Given the current economic climate it is imperative that the planning policy environment does all it can to foster and promote growth, business and job retention. Whilst we welcome the support for tourist related uses in the countryside and the general amendments to the above criteria which appear to be seeking to provide further clarity on the relevant assessments for relocation, we would question whether the policy as drafted goes far enough, and whether it will be fit for purpose in a post-covid world where staycations are likely to become more common place, and demand for accommodation and tourist uses is likely to be heightened. Whilst it is accepted that suitable safeguards need to be put into place to protect amenity and the environment, it is our view that the policy as worded is not sufficiently flexible to meet the needs of businesses and support their long-term future.

## **SP12. Shropshire Economic Growth Strategy**

- 5.24 Draft Policy SP12 states that:

1. Shropshire will be the best place to do business and invest. The County will promote its economic potential by positively supporting enterprise, developing and diversifying the local economy, targeting growing and under-represented sectors and by using high quality assets and special environment. It will increase its productivity by improving digital and transport connectivity, making productive use of low carbon energy sources, meeting skills needs, and by using the benefits of its local talent and business expertise;
2. The spatial strategy to achieve these objectives is to deliver economic growth and investment in our strategic and principal settlements, strategic corridors, new strategic settlements and sites and appropriate rural locations. This will take into account the special considerations in the Green Belt, Area of Outstanding Natural Beauty and the need to protect and improve areas of higher landscape value and the natural and historic environment;
3. Economic growth and investment will be supported in:
  - a. Shrewsbury to develop its role as the County Town and Strategic Centre;
  - b. The Principal Centres and Key Centres as the key employment and service centres;
  - c. The ‘Strategic Corridors’, ‘Strategic Settlements’ and ‘Strategic Sites’ identified in the Plan;
  - d. Community Hubs on saved allocations or windfall development on established employment areas or suitable sites or buildings for small scale employment generating uses; and
  - e. Community Clusters and the Countryside through windfall development where the location, scale, land use and impacts of the proposals will conform with the existing land uses, settlement form and environmental qualities in accordance with relevant Policies of the Local Plan.

4. Economic development proposals will be supported that deliver employment through:
- a. Provision of serviced land and buildings for the types of employment generating uses identified in SP13;
  - b. Provision of additional floorspace for expansion of existing businesses;
  - c. Provision of opportunities and facilities for mobile/agile/home working;
  - d. Existing businesses that relocate into and / or expand in the County especially those within Shropshire's key business sectors and clusters;
  - e. New businesses that start in the County or which seek to invest and grow; and
  - f. Rural economic enterprises through:
    - i. Agriculture, horticulture, forestry, food production and processing, rural diversification, tourism and leisure; and
    - ii. Opportunities created by improving digital connectivity for home working or to re-use previously developed land, appropriate rural buildings or to replace suitably located rural buildings for small scale economic development/employment generating uses subject to policies SP8, SP9, SP10, SP14 and DP24.
5. The delivery of employment will be supported by investment in:
- a. Housing of the right type, quality, tenure and affordability that will support the move towards increased home/agile working, in the right locations with jobs, services, facilities and leisure to make Shropshire a good place to live, work and play;
  - b. Renewable and low carbon energy generation including decentralised energy sources and to promote the productive use of this energy by businesses to reduce energy costs and increase energy 'independence' in the local economy;
  - c. Digital connectivity to broadband, mobile and fixed wireless networks to improve the links between businesses, their employees and their customers and suppliers;
  - d. Education, training, apprenticeships and centres of excellence to provide the skills needed by existing companies, and our future business activities;
  - e. Transport and utilities infrastructure and the adoption of new and more sustainable transport options to improve accessibility in Shropshire, remove capacity constraints to future business investments and to contribute to climate management objectives; and
  - f. Public services and assets, culture, leisure, net gains in the natural environment and heritage led regeneration to continue to shape the County and to attract people and businesses to locate in Shropshire.

5.25 We support the Council's aspirations to support economic growth and development, and therefore the provisions and principles of the above draft policy. It is noted that there have been amendments made to the policy in response to our earlier comments on the economic fallout from the global health crisis, and the need to ensure that the Development Plan meets the needs of businesses in this new era, and that it is sufficiently positive and proactive in supporting growth, development and business investment to secure the long term future of the local economy and existing jobs and businesses. It is however important that other policies in the plan are now consistent with this approach.

## **SP13. Delivering Sustainable Economic Growth and Enterprise**

### 5.26 Draft policy SP13 outlines that:

1. Shropshire will deliver around 300 hectares of employment development from 2016 to 2038 and will protect established employment areas for employment uses to achieve the objectives of Policy SP12. The strategic supply of land and protected employment areas are identified on the Policies Map and in the Authority Monitoring Report which will monitor the delivery of this employment development.
2. Employment generating uses will comprise:
  - a. Primary employment uses in Classes B2, B8, E(g)(i),(ii),(iii) and Sui Generis Waste Installations for recycling/treating/disposing of recovered materials to diversify the local economy of Shropshire;
  - b. Secondary employment uses in Classes E(a),(c),(d),(e), C2, C2A, and Sui Generis Waste Material Recovery Facilities, Retail Warehousing and Sales (including vehicle sales) and Vehicle Hire (including taxis and 'vehicle sharing' services) to diversify the employment offer on larger employment areas;
  - c. Ancillary essential or exceptional service uses in Classes E(b),(f), C1 and Sui Generis Hot Food and Takeaway Services and Hostels to diversify the effective operation and self-containment of larger employment areas.
3. Development of employment generating uses will be expected to demonstrate that the:
  - a. Site has the capacity to accommodate the scale of the proposed development particularly uses which attract visiting members of the public;
  - b. Proposed uses and any intensification of use conforms with neighbouring uses particularly primary employment uses on or close to the site;
  - c. Infrastructure investment is sufficient to serve the proposed or intensified uses particularly to provide sufficient capacity in key utilities and to facilitate the use of renewable and low carbon energy and decentralised energy sources;
  - d. Development satisfies the requirements of national and local policies especially to:
    - i. Protect the Green Belt or safeguarded land except where there are very Special circumstances for development,
    - ii. Protect the Shropshire Hills Area of Outstanding Natural Beauty except where there are exceptional circumstances for development,
    - iii. Conserve areas of higher landscape value except where justified; or
    - iv. Conserve the natural and historic environments except where justified.
4. Development on mixed-use employment sites will be expected to utilise returns from higher value land uses to bring the remaining land within the employment site/area to the market through the provision of accesses, servicing and other infrastructure to facilitate the development of other employment uses on the land.
5. Development on allocated sites will be expected to satisfy the:
  - a. Economic growth objectives of Policy SP12 (Economic Growth Strategy);
  - b. Strategy for the settlement in which the proposed site is located;

- c. Development guidelines for allocated employment sites or mixed-use sites with employment generating uses in Settlement Policies S1-S18, Strategic Settlement Policies S19-S20, Strategic Site Policy S21 or approved Neighbourhood Plans; and
  - d. Requirements of Local Plan policies relevant to the proposed location of uses of land.
6. Windfall Class B employment development on other sites will be supported, where the proposal is:
- a. To expand the premises or to intensify the operation of an existing business;
  - b. For the change of use / conversion of an existing building to employment use;
  - c. Located on a site within or adjoining an established employment area;
  - d. For development of a suitable scale located within a Community Hub, Community Cluster or in the Countryside that satisfies Policy SP12, SP8, SP9, SP10; or is
  - e. Distributed according to the strategic approach in Policy SP2;
  - f. Consistent with the economic growth objectives of Policy SP12;
  - g. For major employment development including large scale inward investment for a known 'end users' or occupiers, that satisfies the objectives of Policy SP14.
7. To support strategic and local employers, there is a presumption to protect allocated employment land and established employment areas primarily for Class B employment uses. Proposals for change of use or for the loss of employment land and premises will only be supported where:
- a. A contemporary market assessment of the employment land in the Settlement demonstrates a satisfactory supply for the remaining period of the Local Plan which does not compromise the supply of land in the County; and
  - b. A comprehensive marketing exercise demonstrates the site is not suitable or viable:
    - i. For the established use; or
    - ii. Any other employment use; or
    - iii. Employment uses no longer conform with the majority of the neighbouring uses; and
  - c. The application demonstrates that the proposed use will make a significant contribution to the local economy, the local community or to other significant Local Plan objectives.

5.27 [We support the Council's aspiration to support jobs, existing businesses and economic growth, and would ask that the relevant policies contained in the Development Plan are all drafted to be suitably flexible to allow businesses to respond to changing circumstances. In light of the impact on working patterns and the economy of the coronavirus pandemic this issue cannot be ignored.](#)

#### **SP14. Strategic Corridors**

5.28 Draft Policy DSP14 notes that the Shropshire Economic Growth Strategy seeks to deliver a 'step change' in the capacity and productivity of the local economy. To contribute to this aim, 'Strategic Corridors' along the principal rail and strategic road routes through the County will be the primary focus for major development especially along 'strategic corridors' with both rail and road connectivity. Major development in the County will be expected to recognise that:

1. The strategic approach in Policy SP2 seeks to deliver significant development and infrastructure investment within the 'strategic corridors' served by the principal rail network and strategic and principal road networks in Shropshire.
2. Development in the 'strategic corridors' through the Green Belt or Shropshire Hills Area of Outstanding Natural Beauty will be subject to appropriate national and local policy. Development likely to affect an internationally designated wildlife site, through atmospheric emissions must comply with the requirements for a project level HRA in accordance with policy DP12.
3. Development on these 'strategic corridors' should be located in accordance with the following sequential preference:
  - a. In Shrewsbury or the Principal or Key Centres on an allocated site;
  - b. On the identified 'Strategic Sites' in the Local Plan;
  - c. On appropriate windfall development sites which are:
    - i. Located immediately adjoining Shrewsbury or a Principal or Key Centre; and
    - ii. Brownfield sites with direct access to the rail and road routes in the corridor; or
    - iii. Greenfield sites in exceptional circumstances where the:
      - Strategic objectives of national and local policy are fully satisfied and comply with Policy SP13;
      - Proposal will strengthen the role and function of strategic settlements particularly Shrewsbury and the Principal Centres;
      - Proposal is a large and significant investment opportunity that cannot reasonably access sequentially preferable sites;
      - Proposal will:
        - o Deliver the greenfield site as a fully serviced and developed employment area,
        - o Meet the needs of the proposed 'end user' or occupiers; and
        - o Deliver off-site infrastructure investments within the 'strategic corridor'.
4. Proposals for development in the 'strategic corridors' must satisfy the requirements of Policy SP13 and consider:
  - a. The need to achieve a sustainable pattern of development particularly to balance the delivery of housing and employment growth;
  - b. The need for infrastructure investment to support the:
    - i. Delivery of the development; and
    - ii. Accessibility of the rail and road networks; and
    - iii. Further growth in the 'strategic corridor'.
  - c. The scale of the proposal in relation to the location, landscape, character of the surrounding area and the significance of the natural and historic environment;
  - d. The availability of land allocated for the proposed use in the same locality;
  - e. Other sites with long-term potential around the Strategic, Principal and Key Centres;
  - f. The policies and strategies of adopted Neighbourhood Plans, Community / Parish Plans or growth strategies for the Strategic, Principal or Key Centres.

5.29 [Draft policy SP14 would appear to indicate the creation of development corridors along infrastructure routes. Whilst it is understandable to focus developments in areas which](#)

are accessible and well connected, our clients have particular concerns that this could lead to additional development in and around their site at Oxon Hall Caravan Park. As you will appreciate our clients have already been, and will continue to be the subject of significant disruption and disturbance in the years ahead given the proposed development within the SUE West, and would not wish to see further development which could undermine the long term viability of their business. When factoring in the impact of the NWWR and the new addition of the potential flood alleviation strategy, our clients have genuine concerns that their enterprise may not survive, in circumstances where the noise, dust, pollution and disturbance created both during construction and operation of these developments could well discourage visitors to the site. In that regard we would have to object to any proposals for a strategic corridor in the vicinity of Oxon Hall, and to date the Council have not provided us with any safeguards that such developments will not be forthcoming.

## **DP10. Tourism, Culture and Leisure**

5.30 Draft Policy DP10 advises that:

1. To deliver high quality, sustainable tourism, and cultural and leisure development, which enhances the vital role that these sectors play for the local economy, benefits local communities and visitors, and is sensitive to Shropshire's intrinsic natural and built environment qualities, emphasis will be placed on:

a. Supporting new and extended tourism development, and cultural and leisure facilities, that are appropriate to their location, and enhance and protect the existing offer within Shropshire;

b. Promoting connections between visitors and Shropshire's natural, cultural and historic environment, including through active recreation, access to heritage trails and parkland, and an enhanced value of local food, drink and crafts;

c. Supporting development that promotes opportunities for accessing, understanding and engaging with Shropshire's landscape, cultural and historic assets including the Shropshire Hills AONB, rights-of-way network, canals, rivers and meres & mosses. Development must also meet the requirements of Policy DP14;

d. Supporting appropriate regeneration schemes and tourism development proposals that seek to enhance the economic, social and cultural value of canals and heritage railways including, but not limited to:

i. Shropshire Union Canal

ii. Shropshire Union Canal - Llangollen branch

iii. Shropshire Union Canal - Montgomery branch

iv. The Cambrian Railway

e. Promoting and preserving the distinctive historic, heritage brand and values of Shrewsbury, the Market Towns and rural areas;

f. Supporting schemes aimed at diversifying the rural economy for tourism, cultural and leisure uses that are appropriate in terms of their location, scale and nature, which retain and enhance existing natural features where possible, and do not harm Shropshire's tranquil nature;

g. Development of high quality visitor accommodation in accessible locations served by a range of services and facilities, which enhances the role of Shropshire as a tourist destination to stay. In rural areas, proposals must be of an appropriate scale and character for their surroundings, be close to or within settlements, or close to an established and viable tourism enterprise where accommodation is required, whilst meeting the requirements of DP24 where appropriate.

Where possible, existing buildings should be re-used (development must also accord with Policy SP11).

2. Tourism, leisure and recreation development proposals that require a countryside location, will be permitted where the proposal complements the character and qualities of the site's immediate surroundings, and meets the requirements in Policies SP10, DP12, DP16, DP23, SP11 and relevant local and national guidance.

3. All proposals should be well screened and sited to mitigate the impact on the visual quality of the area through the use of natural on-site features, site layout and design, and landscaping and planting schemes where appropriate. Proposals within and adjoining the Shropshire Hills AONB should pay particular regard to landscape impact and mitigation and meet the requirements of DP24. Canal side facilities and new marinas:

4. Proposals for canal side development that enhance the role of canal as a multifunctional resource and heritage asset will be supported.

5. New marinas should be located within or close to settlements. Applicants should demonstrate the capability of the canal network to accommodate the development.

6. The Policies Map identifies the canals and lines to be protected against other forms of development that conflict with their use as a multifunctional resource or potential for restoration or regeneration.

Visitor accommodation in rural areas:

7. Proposals for new and extended touring caravan and camping sites should have strong regard to the cumulative impact of visitor accommodation on the natural and historic assets of the area, road network, or over intensification of the site.

8. Static caravans, chalets and log cabins are recognised as having a greater impact on the countryside. Therefore, in addition (to 7) schemes should be landscaped and designed to a high quality, and be at an appropriate scale and capacity;

9. Further to 2 and 3 above, any holiday let development that does not conform to the legal definition of a caravan, and is not related to the conversion of existing appropriate rural buildings, will be resisted in the countryside (unless it conforms to para 10 below) following the approach to open market residential development in the countryside under Policy SP10 and SP11.

10. Shropshire Council recognises the appeal of a holiday in a rural setting. Therefore permanent holiday let development may be approved in countryside locations provided that it can be demonstrated that the design is of exceptional quality, (as outlined in NPPF paragraph 79) and help to contribute to DP11. Any subsequent changes to such holiday lets in these locations (such as change to residential occupation) will be resisted, as per 11 below.

11. To retain the benefit to the visitor economy, robust conditions will be applied to new planning permissions for visitor accommodation to ensure the accommodation is not used for residential occupation. Proposals for the conversion of holiday lets to permanent residential use should demonstrate that their loss will not have a significant adverse impact on the visitor economy and meet the criteria relating to suitability for residential use in Policy SP10.

12. For existing static caravan, chalet and log cabin sites in areas of high flood risk, positive consideration will be given to proposals for their relocation to areas of lower flood risk to ensure they are capable of being made safe for the lifetime of the development.

13. New sites for visitor accommodation and extensions to existing chalet and park home sites in the Severn Valley will be resisted due to the impact on the qualities of the area from existing sites.

- 5.31 We welcome the support for the growth and expansion of new and existing tourist related developments within Shropshire but would draw attention to the updated wording of criteria 8 above. It is noted that the council has now added in reference to applications for static caravans, chalets and log cabins being of appropriate scale and capacity. However, there is no indication or clarity as to what that means, and the tests against which such decisions will be taken. This lack of clarity will raise concern for operators and business owners as to whether applications to grow their enterprise could be inhibited by the addition of this wording.

#### **DP18. Pollution and Public Amenity**

- 5.32 Draft policy DP18 states that development will comply with existing pollution control regimes and national objectives for pollutants. Proposals should be designed from the outset to; safeguard environmental quality and public amenity; minimise pollution; mitigate adverse effects and maximise opportunities for improvements where practicable.
1. Development will ensure that it is appropriate for its location, during both construction and operation, and that the site is suitable for its proposed use taking into account existing conditions and any remediation proposals. Development affecting existing businesses and community facilities will be determined in line with national policy which places the onus is on the person seeking planning permission to provide suitable mitigation before the development is completed.
  2. Development which is likely to give rise to concerns about air quality, either on its own or cumulatively will provide an assessment proportionate to the scale of development and level of concern as follows:
    - a. A baseline of the existing air quality on the site and surrounding area;
    - b. A prediction of the future air quality without the development;
    - c. A prediction of the likely effects of the development on air quality and suggested mitigation measures; and
    - d. A prediction of the future air quality if the development were to proceed with the suggested mitigation measures in place.
  3. Opportunities to improve air quality through the provision of green infrastructure in accordance with policy DP14, industry relevant best available techniques, traffic and travel management (including linking to active travel networks) and the provision of electric charging facilities for vehicles should be maximised. Proposals which would lead to an unacceptable risk from air pollution or prevent sustained compliance with limit values or national objectives for air pollutants will be refused unless they can be practicably amended to avoid that risk.
  4. Development should avoid Shropshire's best and most versatile agricultural land (grades, 1, 2 and 3a) wherever possible, unless the need for and benefit of the development justifies the scale and nature of the loss.
  5. The re-use of previously developed (brownfield) land is encouraged. Proposals on despoiled, degraded, derelict or unstable land or on land affected by contamination will be supported, subject to other plan policies, where it can be established by the applicant that the site can be safely and viably developed with no significant impact either during the construction or operational stages of development on:
    - a. Ground and surface water quality in accordance with Policy DP19; b. Air quality;
    - c. Soil quality;
    - d. The natural and historic environment in accordance with Policies DP12 and DP23;
    - e. Human health (for contaminated land); and



- f. Buildings (for unstable land).
6. Additionally, proposals on sites with a known or high likelihood of instability or contamination should be accompanied by proportionate and adequate site investigation prepared by a competent person. This should determine:
- a. The existence or otherwise of contamination or instability;
  - b. The nature, extent and source of the instability or contamination and (for contamination), the potential pathways;
  - c. The risks associated with the instability or contamination and who these are likely to affect; and
  - d. A strategy which sets out measures to remediate any instability or contamination; The developer may need to provide further information if this initial assessment shows that the risks cannot be reduced to an acceptable level. The relevant permits or permissions should be obtained for all site investigations.
7. When development may create additional noise, during construction or operation, or when new development would be sensitive to the existing noise environment (including any anticipated changes to that environment from activities that are permitted but not yet commenced) proposals should include a noise assessment proportionate to the scale of development and the level of concern which sets out:
- a. Whether or not an adverse effect on health and quality of life is occurring or is likely to occur;
  - b. The level of any adverse effect as defined in the Noise Policy Statement for England Explanatory Note and the noise exposure hierarchy table ; and
  - c. Whether a good standard of amenity can be achieved taking into account appropriate mitigation measures. Such measures should not make the development unsatisfactory in other respects.
8. The noise assessment should be prepared by an experienced specialist and follow industry good practice as set out in Professional Practice Guidance on Planning and Noise (ProPG). Proposals which result in an observed adverse effect<sup>2</sup> will be permitted where mitigation can either remove the effect or reduce it to a minimum. Proposals which cannot be practicably amended to prevent an unacceptable adverse effect or to avoid a significant observed effect<sup>2</sup> will not be permitted.
9. One of the special qualities of the Shropshire Hills AONB is its tranquillity. Proposals should consider how they can protect the designated area from noise disturbance in line with Policy DP24 and how its tranquillity could be further enhanced through specific improvements in soundscape, the provision of green infrastructure in accordance with Policy DP14 and the use of quiet modes of access.
10. It is important for people and wildlife to have the right levels of lighting in the right place and for it to be used at the right time. If any of the following apply:
- a. An existing light installation makes the proposed location for development either unsuitable, or suitable only with appropriate mitigation;
  - b. Light levels in the environment around the site would be materially changed;
  - c. The light levels proposed by the development are likely to adversely affect the use or enjoyment of nearby buildings or open spaces;
  - d. The impact of new lighting conflicts with the needs of specialist facilities that require low levels of surrounding light;
  - e. The development is in or near a protected area of dark sky or an intrinsically dark landscape which would be conspicuously affected by new lighting;

- f. If new lighting would have an impact on safety; or
- g. If new lighting would have a significant impact on a protected site or protected species (in accordance with Policy DP12) or if it is likely to create light pollution that would affect the behaviour of wildlife;

Then proposals should include a proportionate assessment detailing where the light shines, when it shines, how much light is likely to shine, any likely impacts on public amenity and habitats or species and how these can be appropriately mitigated. An explanation of the need for the lighting and its benefits e.g for sports facilities, should accompany the assessment. Proposals which cannot be practicably amended to prevent or avoid an unacceptable adverse effect from light pollution will not be permitted.

11. Planning decisions should take wider security and defence requirements into account. Development proposals within a designated Ministry of Defence Safeguarding Zone must ensure that they have no adverse effect on an operational defence site.

- 5.33 We support the provisions of draft policy DP18, and would ask that such provisions are addressed and implemented in relation to the assessment of the current planning application relating to the SUE West and the upcoming application on the NWWR. Both applications raise significant concerns in relation to impact on the environment including air, water, light and noise pollution and impact on the protected species. Given the importance placed on these matters by the local authority within both the adopted and emerging policy framework, we look forward to reviewing the content of the NWWR application to ensure that sufficient documentation has been provided, and to working with the Council to secure suitable safeguards to protect our client's site from harm.

#### **DP19. Water Resources and Water Quality**

- 5.34 Draft policy DP19 outlines that development must not adversely affect the quality, quantity and flow of both ground and surface water and must ensure that there is adequate water infrastructure in place to meet its own needs.
1. Development proposals which would lead to deterioration or compromise the ability of those water bodies covered by the Water Framework Directive to meet good status standards, both during construction and when operational, will not be supported.
  2. Development proposals in a groundwater Source Protection Zones (SPZ) must show how they have:
    - a. Considered the potential to encounter shallow groundwater. If shallow groundwater is likely, the Council will expect the development to restrict the use of soakaways; and
    - b. Avoided direct discharge of hazardous substances to groundwater; and
    - c. Considered the potential for historic contamination to be encountered. Where historic contamination is likely, the Council will expect development to restrict deep penetrative foundation methods.
  3. Proposals in Source Protection Zone 1 are not encouraged.
  4. Proposals are required to demonstrate that they will be served by adequate water infrastructure in terms of water supply, foul drainage, wastewater and sewage treatment, without leading to significant problems for existing users or contamination of waterways (rivers or streams), clean water supply, surface water or groundwater. In particular, proposals should show how development will be phased to allow the relevant water company sufficient time to undertake any necessary capacity improvement works to the existing water supply,

wastewater and foul drainage networks and waste-water treatment works prior to construction and occupation of the development. Where development is bought forward in advance of planned capacity improvements by the relevant water company through their Asset Management Process, any required capacity improvements should be delivered via agreement between the developer and the water company.

5. In order to avoid any adverse impacts of new development on the existing foul drainage network, all development proposals are required to:

a. Demonstrate how foul flows will be drained and identify the agreed point of connection to the public foul drainage network; and

b. Demonstrate that sewerage and surface water will drain separately. Where a development is connecting to a combined system, the drainage system proposed on site must remain separate up to the point of connection; and

c. Assess the potential impacts of non-mains drainage on water quality to ensure no detrimental impact on the water environment in accordance with Policies DP12, DP13, DP14, DP17, DP18, DP23 and DP24.

6. Proposals should help to conserve and enhance existing watercourses and riverside habitats in line with Policy DP12 wherever possible. Management, mitigation and compensation measures should aim to improve water quality and create or enhance riverine and aquatic habitats.

7. Consideration should be given to opportunities to undertake river restoration and enhancement as part of a development to make space for water. Enhancement opportunities when renewing assets will be encouraged, where viable (e.g. deculverting, the use of bio-engineered river walls, raising bridge soffits to take into account climate change).

5.35 It is noted that draft policy DP19 seeks to protect the water environment and secure appropriate drainage. We trust that the necessary assessments and mitigations will be put in place in line with the provisions of the draft policy when reviewing the proposals associated with the SUE West and NWRR, to ensure that there will be no detrimental impacts on water storage capacity, water quality and the drainage requirements to protect adjacent land owners from surface water flooding.

## **DP21. Flood Risk**

5.36 Draft policy DP21 advises that the safeguarding of people and property and mitigation of the effects of climate change in accordance with policy SP3 will be achieved by directing development to areas at least risk of flooding. Where development is permitted, the causes and impacts of flooding as well as residual flood risk, will be reduced through design measures, wherever possible.

1. Development proposals must show how they have applied the Sequential Test in areas known to be at risk of any form of flooding now or in the future, including those:

a. In an area which has critical drainage problems (as notified to Shropshire Council by the Environment Agency); and

b. Where the proposed location of the development would increase flood risk elsewhere.

2. The Sequential Test is not needed for:

a. Development on land allocated in this plan unless the use of the site, or is not in accordance with the use specified in this Plan.

b. Development in Flood Zone 1 unless the Shropshire Strategic Flood Risk Assessment (SFRA) or other more recent information indicates

- that there may be flooding issues now or in the future (for example through the impact of climate change; or
- c. Minor development and changes of use other than to a caravan, camping or chalet site, or to a mobile home or park home site. In these latter cases, the Sequential Test should be applied.
3. Development will not be permitted if the Sequential Test shows that there are reasonably available sites appropriate for the development in areas with a lower risk of flooding. The Sequential Test should be based on the Shropshire Strategic Flood Risk Assessment (Levels 1 and 2) and should clearly set out:
    - a. The flood risk for all forms of flooding on the development site; and
    - b. The extent of the area of search for alternative sites (taking a proportionate and pragmatic approach. Different ownership or the presence of a landowner agreement are not acceptable as reasons not to consider alternatives; and
    - c. The flood risk for all forms of flooding on the alternative sites.
  4. If it is not possible for development to be located in an area with a lower risk of flooding then the Exception Test should be applied in line with the Flood Risk Vulnerability Classification and for allocated sites, if either:
    - a. Relevant aspects of the proposal had not been considered when the site was allocated; or
    - b. More recent information about existing or potential flood risk is available which shows that the risk (from any form of flooding) has increased since allocation.
  5. The Exception Test is not needed for Highly Vulnerable infrastructure in Flood Zones 3a and 3b or for More Vulnerable and Less Vulnerable development<sup>3</sup> in Flood Zone 3b because these types of development are not permitted. The Exception Test is also not needed for minor development or changes of use other than to a caravan, camping or chalet site, or to a mobile home or park home site.
  6. Development requiring the Exception Test will be permitted when it can demonstrate all of the following:
    - a. It provides wider sustainability benefits to the community that outweigh the flood risk;
    - b. Having considered the vulnerability of its users, it will be safe for its lifetime;
    - c. It will not increase flood risk elsewhere;
    - d. Where possible, it will reduce flood risk overall; and
    - e. A site-specific Flood Risk Assessment (FRA) shows that:
      - i. Within the site the most vulnerable development is located in the areas with the lowest flood risk, unless there are overriding reasons to prefer a different location;
      - ii. It is appropriately flood resistant and resilient;
      - iii. It incorporates sustainable drainage systems in line with Policy DP22;
      - iv. Any residual risk can be safely managed; and
      - v. Safe access, egress and emergency escape routes are included (where appropriate) in an agreed emergency plan.
  7. Where development in Flood Zones 3a and 3b is permitted it should be designed and constructed to remain operational and safe in times of flood. Development permitted in Flood Zone 3b should also be designed and constructed so that it does not:
    - a. Impede water flows; and/or
    - b. Increase flood risk elsewhere; and/or
    - c. Result in a net loss of floodplain storage.

8. A site-specific Flood Risk Assessment (FRA) will be required for all development proposals including those for minor development, changes of use:

- a. In Flood Zones 2 and 3;
- b. In Flood Zone 1 if the site is 1 hectare or above;
- c. In Flood Zone 1 where there are critical drainage problems;
- d. On land which either the Shropshire SFRA (Levels 1 and 2) shows, or more recent information indicates, is at increased risk of flooding either now or in the future e.g. through the impact of climate change; e. On land subject to other sources of flooding (surface water, groundwater, infrastructure/sewer failure, reservoir overflow) where development would introduce a more vulnerable use; and
- f. On land in those catchments identified in the Shropshire SFRA Level 2 as being at highest risk from the cumulative impacts of development.

9. The FRA should demonstrate how flood risk, including residual risk, will be managed now and over the development's lifetime, taking climate change into account and with regard to the vulnerability of its users. It should cover all sources of flooding and be proportionate to the scale and nature of the development and the flood risk involved. The FRA should show how the development has been designed to be resilient to both actual and residual flood risk. Information on the application of the Sequential and Exception Tests (as required) should be included in the FRA. Further guidance on FRA requirements is given in the Shropshire SFRA Level 1.

10. In those catchments where the cumulative effect of development is likely to have the greatest impact on flood risk, (as set out in the SFRA Level 2) opportunities for the following should be maximised and the FRA should show how all these have been considered:

- a. Natural flood management (in rural areas);
- b. SuDS retrofit (in urban areas);
- c. River restoration;
- d. Wider community flood risk benefits;
- e. Developer contributions to community flood defences outside the site boundary;
- f. On- and off-site flood storage and safeguarding of land for such.

5.37 Whilst it is accepted that the proposals to address flood risk management within Shropshire is evolving, and the recent proposals relating to the potential for flood alleviation schemes as part of the NWRR have been published following the publication of the consultation, it is assumed that these matters will be presented for consultation in future. Further, that landowners, stakeholders and potentially affected parties will be contacted by the Council to discuss the proposals and to provide assurances regarding the potential impact on property. Our clients will have particular concerns that any flood alleviation proposals to be created as part of the NWRR do not risk the future of their operation, nor raise the potential flood risk for their site at Oxon Hall.

## **S16. Shrewsbury Place Plan Area**

5.38 Draft Policy S16 states that:

### **S16.1. Development Strategy: Shrewsbury Strategic Centre**

1. Shrewsbury is the Strategic Centre of Shropshire and the primary focus for new development in the County. Recognising this role, and building upon the priority established in the Big Town Plan to achieve balanced growth, between 2016 and 2038 around 8,625 dwellings will be delivered and around 100

hectares of employment land will be made available for development, to provide choice and competition in the market. New housing and employment will make provision for the needs of the town and surrounding hinterland, including attracting inward investment and allowing existing businesses to expand

2. A comprehensive and co-ordinated approach will be pursued to the planning and development of Shrewsbury, and to ensure that development is consistent with the objectives of the Big Town Plan' and its associated masterplan documents, which are material considerations in decision making. The broad principles of the Big Town Plan are captured within Policy SP1: The Shropshire Test of this Local Plan.

3. Within Shrewsbury, new residential development will primarily be delivered through a combination of the saved SAMDev residential and mixed-use allocations and the Local Plan residential and mixed-use allocations. This will be complemented by significant residential and mixed-use development opportunities within the Shrewsbury development boundary, and in particular the town centre, where it is consistent with the relevant policies of this Local Plan.

4. New allocations identified in Schedules 16.1(i) and 16.1(ii) and identified on the Policies Map, provide an appropriate distribution of development opportunities, but include a focus for growth to the West of the town particularly north and south of Mytton Oak Road. Development in this area will be expected to explore all opportunities to deliver a coordinated approach to infrastructure provision, including the provision of a coordinated network of green networks, pedestrian and cycle links and vehicle access arrangements. Development will support necessary improvements to both local and strategic highway infrastructure where this need is not being met by other means.

5. New residential development will also be delivered on appropriate cross-subsidy and exception development sites, where it is consistent with relevant policies of this Local Plan.

6. To foster economic development and reflect Shrewsbury's strategic role as the main centre for employment in the County, a significant supply of employment land has been identified. New employment development will primarily be delivered through a combination of the saved SAMDev mixed-use and employment allocations and Local Plan mixed-use and employment allocations. Opportunities to enhance the existing highquality employment facilities within and on the edge of the town centre and business parks on the periphery of the town, including Battlefield Enterprise Park, Shrewsbury and Oxon Business Parks will be supported.

7. The delivery of the North West Relief Road (NWRR) is supported in principle, and as such the proposed line of the road is identified on the Policies Map. Development opportunities between the proposed NWRR and the Development Boundary will be guided by Policy SP10. In this area it is recognised that windfall employment proposals on appropriate sites adjoining the development boundary will be supported in principle where they meet the requirements of Policies SP13 and SP14 and where suitable vehicular access can be provided.

8. The extent of the Town Centre and Primary Shopping Area is defined on the Policies Map, and development in this area will be managed by Policy SP12. Consistent with the aspirations of the Big Town Plan, the defined Town Centre represents a particular opportunity for mixed-use development incorporating retail, leisure, residential and employment. Proposals which support the delivery of the objectives of the Big Town Plan, and which are in line with the other policies of the Local Plan, will be supported. This includes the creation of a corridor of opportunity running from the West End, to the Riverside, to the

Northern Corridor to the Flaxmill Maltings. Such development will benefit from and contribute to the vibrancy and character of the area whilst also providing opportunities to diversify and extend the town centre offer.

9. In recognising the importance of the town's distinctive retail offer as part of a wider mix of main town centre uses, and the need to retain a vital and viable centre, the defined Primary Shopping Area will be the preferred location for new retail development in the town, with proposals being managed by Policy SP12. This offer will continue to be complemented by the existing facilities at Meole Brace and Sundorne Retail Parks, but the expansion of these areas will generally only be considered for non-high street uses and where it can be demonstrated to have no significant adverse impacts to the Town Centre. There is a presumption against any new edge and out of centre Retail Parks.

10. Shrewsbury will be a major focus within Shropshire for the provision of infrastructure and services to meet the needs of the town and its wider catchment area, with current priorities set out in the Implementation Plan and Shrewsbury Place Plan. Opportunities for the following will be supported in principle:

- a. The reinforcement and enhancement of the local and strategic highway network through the delivery of measures supporting the Shrewsbury Integrated Transport Strategy, the Big Town Plan Movement Strategy and the Shropshire Local Transport Plan, as well as any other highway and junction improvements required to support development and the proposed Shrewsbury North West Relief Road;
- b. Improvements to regional and national connectivity associated with the railway and the opportunities to create new and enhance existing sustainable connections to this infrastructure;
- c. The management and enhancement of the strategic corridors associated with the River Severn and its tributaries, especially where this presents opportunities to alleviate flood risk;
- d. Improvements to green and blue infrastructure, both through the delivery of allocated sites and other measures; and
- e. Opportunities to enhance the high-quality education facilities offered within the town, including those associated with the University Centre – Shrewsbury.

11. Development proposals will be expected to demonstrate that they have adequately assessed and mitigated their impacts, having regard to the need for the co-ordination of infrastructure provision and improvements across the town to address the particular challenges faced by Shrewsbury. Development proposals should take account of infrastructure constraints and requirements, as identified within the Implementation Plan and Place Plans and any site and settlement infrastructure modelling and/or assessment and positively contribute towards local infrastructure improvements, including the provision of community benefits in accordance with Policy DP25.

12. In recognition of the special character of the town and its particular environmental challenges, the development of the town will have regard to:

- a. The promotion, conservation and enhancement of the town's natural and historic features, heritage assets, green corridors and spaces, and
- b. Environmental quality, including the corridors of the River Severn and its tributaries, the town centre and the registered battlefield.

13. The development of the saved SAMDev Plan Sustainable Urban Extensions (SUE's) to the South and West of Shrewsbury identified on the Policies Map will be supported, provided that the development delivers the scale, type and mix of development set out in the saved SAMDev Plan site guidelines, and has regard to the requirements of the respective Masterplans,

including the provision of identified infrastructure requirements and relevant financial contributions.

14. Saved SAMDev Plan site allocations are listed in Appendix 2 of this document and identified on the Policies Map. Local Plan site allocations are identified in Schedules S16.1(i) and S16.1(ii) below and identified on the Policies Map. Development of site allocations should be in accordance with specified development guidelines and approximate site provision figures and all other relevant policies of this Local Plan.

15. Development proposals will be expected to positively respond to policies and guidelines identified within relevant community-led plans and any masterplans that are adopted by Shropshire Council.

- 5.39 It is noted that draft policy S16 makes reference to the proposed alignment of the NWRR and the Council's support in principle for this new highway. Whilst our clients continue to have significant concerns in relation to the impact of the NWRR on the future viability of their business at Oxon Hall Caravan Park, they will have particular concerns in relation to the provisions of criteria 7 above. Specifically, the proposed support for potential commercial uses along the NWRR corridor. Our clients would not be supportive of any proposals which could increase the extent of development in proximity of Oxon Hall over and above that previously approved by the local authority, specifically any uses which would create noise and disturbance to Oxon Hall visitors. We would therefore once again request that the Council consider revising the wording of criteria 7 to reflect and address these concerns.
- 5.40 In relation to the SUE West it is noted that the Council set out the need for applications within the SUE to reflect those previously approved within the Masterplan. We therefore kindly request that the Council implement the provisions in the determination of planning application reference 20/01957 which for the reasons previously set out cannot be deemed to be in compliance, and should therefore be refused.
- 5.41 Draft policy S16 is noted to make numerous references to the Shrewsbury Big Town Plan. The policy states that the broad principles of the Big Town Plan are captured in draft policy SP1, however the principles of the Plan have not as yet been consulted on and the masterplan is still evolving. There is therefore serious concern that the Development Plan is setting down principles for development in the town centre for which consultation has yet to be completed and could therefore be deemed to be premature. Alternatively, it gives the impression that the current consultation on the Big Town Plan is limited and the ability of third parties to influence the masterplan is nullified by the pre-emptive decision by the Council to adopt. Concern has been raised above about the proposed inclusion of our client's site at Castle Foregate into the Big Town Plan and its proposed re-use for mixed residential/office uses. Whilst we would not disagree nor seek to resist a proposed improvement in the town centre and support the ability for mixed use development to be brought forward as a matter of principle, these have to be proposed on deliverable sites and on sites that can be seen to be likely to come forward for development. Our clients have no intention of leaving their current premises and the proposals set out in the Plan have caused some significant concern for the existing staff who believe their employment is now at risk. Given that the council were advised of our client's desire to remain on site in advance of publication of the consultation only further heightens the concerns that a Compulsory Purchase Order may be coming forward to the detriment of our clients business and the significant number of staff they employ.



## **SECTION 6                      CONCLUSIONS**

- 6.1     For the reasons laid out at section 5, whilst we are supportive of the Council's overall promotion of growth, investment, development and business expansion, there are concerns that the Plan as drafted does not go far enough to support existing operations in a challenging economic climate. Further, that some of the draft policies could in fact inhibit growth within the tourism sector.
  
- 6.2     Many of the concerns raised above were included within our submission to the pre-submission draft in September 2020 and remain of concern to our clients. We therefore request that the Council pay due regard to the proposals and comments set out within this report, and we would kindly request that modifications are made to ensure that the Plan is fit for purpose, can be seen to be supporting the right type of development, in the right place and with sufficient safeguards to protect amenity and landowners from inappropriate developments over the Plan period.