

## 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:	Hannah Price (Fisher German) on behalf of the DIO
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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:  Policy:  Site:  Policies Map:

#### Q3. Do you consider the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan is:

- A. Legally compliant Yes:  No:
- B. Sound Yes:  No:
- C. Compliant with the Duty to Co-operate Yes:  No:

*(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.

Click or tap here to enter text.

*(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 refer to the enclosed representation document.

*(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:**

**Our representations support the proposed allocation of Clive Barracks in the emerging Local Plan. We wish to participate in Examination Hearing Sessions to continue to support the allocation and respond to any queries/objections which may arise.**

*(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.

Signature:

Hannah Price

Date:

25/02/2021

Office Use Only

Part A Reference:

Part B Reference:

# Regulation 19: Pre-Submission Draft Shropshire Local Plan January 2021

Prepared by Fisher German LLP  
on behalf of Defence Infrastructure Organisation  
in Respect of Clive Barracks



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Land at Clive Barracks, Tern Hill

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# 01 Introduction

- 1.1 These representations have been prepared by Fisher German on behalf of the Defence Infrastructure Organisation (DIO) in respect of Ministry of Defence land at Clive Barracks, Tern Hill.
- 1.2 Clive Barracks is included as a proposed Strategic Settlement in the emerging Local Plan. **The proposed allocation (Policy S19) is supported.**
- 1.3 As the Council are aware, the site forms part of the Ministry of Defence (MOD) commitment to provide land for 55,000 homes to contribute to the Government’s housing targets. The site has been identified for release by the MOD as part of the Better Defence Estate Strategy. As confirmed in 2019, the site will be available from 2025.
- 1.4 The DIO remain fully committed to the delivery of housing & employment at Clive Barracks and recognise the role of the site in the delivery of housing during the Local Plan Review plan period and beyond.

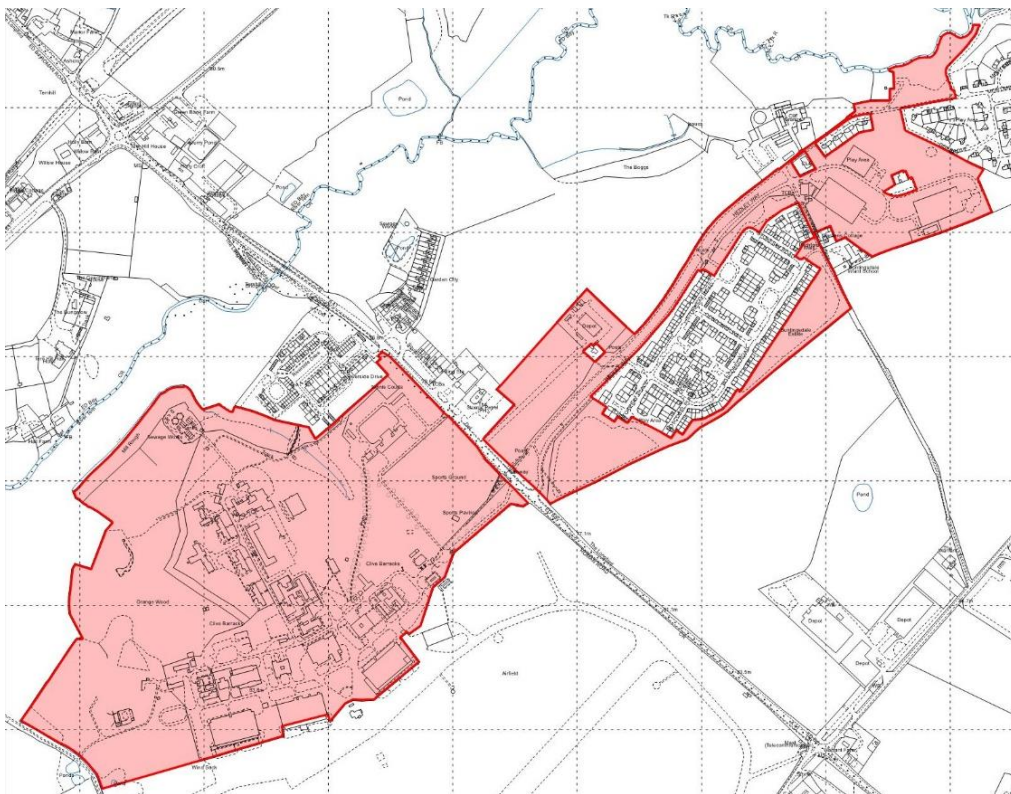


Figure 1: Land at Clive Barracks, Tern Hill

## 02 Representations

### Policy SP2: Strategic Approach

- 2.1 The Council's strategic approach set out within Policy SP2, which aims to see Shropshire flourish, with new development that meets its needs and, makes its settlements more sustainable and seeks to deliver a strategy of economic growth and improvement, is supported. It is considered fully in accordance with the aims of the National Planning Policy Framework (NPPF) and associated guidance. Such an approach seeks to boost significantly the supply of housing of Housing in Shropshire and will support the wider delivery of the region by meeting unmet needs from its neighbours. This approach is entirely sound and in compliance with the Duty to Cooperate.
- 2.2 We consider that the Council's approach to deliver around 30,800 homes over the 2016 – 2038 Plan period is in full accordance with up to date guidance on setting a sound and robust housing requirement. It is recognised that this represents a 'high growth scenario', above the 25,894 dwelling Local Housing Need figure generated by the Government's Standard Methodology (and delivering 1,500 dwellings to support the housing needs of the Black Country). We support the Council's position at paragraph 3.6 of the Plan that the higher housing requirement will provide flexibility in the supply and:
- a. Respond positively to specific sustainable development opportunities;
  - b. Increase the delivery of family and affordable housing to meet the needs of local communities and support new families coming into Shropshire;
  - c. Support the delivery of specialist housing for older people, people with disabilities and the needs of other groups within the community;
  - d. Support the diversification our labour force; and
  - e. Support wider aspirations, including increased economic growth and productivity".
- 2.3 Whilst recent changes to the Standard Methodology (December 2020) have not directly impacted Shropshire's Local Housing Need, it will have a significant impact on the wider region. Both Wolverhampton (part of the Black Country) and Birmingham City already had substantial levels of unmet need. The revisions to the Standard Methodology have further increased housing need in these cities by 35%. There is a promise from Government that such centres will be supported financially to help increase delivery. Moreover, there will be further opportunities arising from

changes to Permitted Development rights and likely evolving town-centres following Covid-19 recovery, which may see office and retail premises converting to residential. Notwithstanding these measures, given the already significant level of unmet needs in the region, combined with the 35% increase in housing need, it is inevitable that the unmet need will increase. Shropshire can absorb additional unmet need within its proposed housing strategy, providing further assistance to the wider region.

- 2.4 We welcome the Council's approach to ensuring there is sufficient land to support its growth aspirations by committing to keeping the availability of land (both for housing and employment) 'under review', in order to ensure a continuous supply of suitable sites. This is especially critical when ensuring the delivery of new homes.
- 2.5 The identification of Clive Barracks as strategic settlement is supported. Such sites are suitable as a focus for new development, as set out in Policy SP2 and the Supporting Schedule SP2, with the spatial pattern of distribution following the Council's vision and objectives.
- 2.6 The proposed Strategic Site at Clive Barracks will form a successful, sustainable and well-designed new community delivering both housing and employment opportunities. As sought by Policy SP2, the development of Clive Barracks will secure an appropriate mix of housing, employment opportunities and local services and facilities to serve existing and future residents, as well as the necessary infrastructure to deliver a sustainable and safe development. The allocation of sites such as Clive Barracks, which can deliver new dwellings in the medium to long term, is a crucial component of supply to achieve consistent housing delivery throughout the Plan period and beyond.
- 2.7 Whilst the general principles of Policy SP2 are supported, as detailed in previous representations to earlier versions of the Plan, it is however considered that the Policy should make specific reference to the delivery of suitable brownfield land. The National Planning Policy Framework states that planning policies and decisions should give substantial weight to the value of using suitable brownfield land for homes or other identified needs and such sites must be prioritised by spatial, strategic policies. It is recognised that the Council has allocated a number of brownfield sites however, the overarching strategy fails to make clear the advantages of the delivery of these sites as part of the overall strategic approach.

## **Policy SP12: Shropshire Economic Growth Strategy**

- 2.8 The Council's positive policies relating to employment and economic growth are fully supported. Clearly in the context of regional issues with housing delivery and employment delivery, there is an opportunity for Shropshire to capitalise and bring investment into the area. The recognition that the proposed Strategic Settlements can assist in delivering economic development, which will serve to benefit the economic offer and output of the Plan area, as well as create a level of self-containment to enable these new settlements to thrive sustainably, is supported.
- 2.9 As detailed in response to Policy S19: Strategic Settlement: Clive Barracks, Tern Hill, the proposed development will deliver approximately 6 hectares of employment generating land. The DIO remains committed to working with the Council to ensure that the employment opportunities at Clive Barracks are responsive to local need, market demands and the aspirations of the economic growth strategy for Shropshire.
- 2.10 Flexibility over the nature of the employment generating uses at Clive Barracks will be key in ensuring the success of this aspect of the scheme, as detailed in response to Policy SP13. This is particularly important in light of the currently unknown impacts of both Brexit and COVID-19 on the long-term employment needs and market demand. Given development at Clive Barracks is not likely to commence until 2025, there is significant scope for variation in employment needs, both in level of provision and type of premises sought. Work will be undertaken over the coming years to ensure the employment provided is suitable in that economic climate, providing jobs for the new community and beyond.

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

- 2.11 The principle of Policy SP11, to deliver around 300 hectares of employment development over the Plan period, is supported. However, as per our comments in respect of Policy SP12, it is essential that flexibility is retained over the nature of the employment generating uses at sites such as Clive Barracks, particularly in light of potential shifts in employment patterns following COVID-19 and Brexit. Employment Opportunities at Clive Barracks must be able to respond to local need, market demands and what will be changing aspirations of the economic growth strategy for Shropshire. Flexibility regarding the nature of the employment generating uses at Clive Barracks will be key in ensuring the success of the delivery of this aspect of the scheme.



2.12 Policy SP11 refers to the need for development on allocated sites, such as Clive Barracks (SP19) to satisfying the site-specific guidelines set out within the policy. Concerns in respect of the proposed development guidelines for the employment element at Clive Barracks are set out in our response to Policy SP19 Clive Barracks.

### **SP14: Strategic Corridors**

2.13 The identification of the A41 as a Strategic Corridor is supported. This Road provides a vital link in the West Midlands road network. There is a clear merit in identifying existing important routes, in both the delivery of the Plan and also in identifying future strategies of improvement, such as junction improvements, or where deemed appropriate, road widening.

2.14 Clive Barracks sits either side of the A41. Initial highways evidence collected in support of the site confirms that safe and suitable access to the site can be achieved. Improvements to the A41/A53 roundabout are proposed to improve capacity at this junction.

### **DP1: Residential Mix**

2.15 Policy DP1 sets out that residential development will be expected to provide a mix of dwelling sizes, types and tenures in order to meet the identified needs of local communities, in accordance with the Shropshire Council's Strategic Housing Market Assessment (SHMA).

2.16 Part 2 a) of Policy DP1 requires that on sites of 5 or more dwellings, at least 50% of the open market dwellings must meet the profile of housing need set out within a Local Housing Need Survey (when undertaken through the 'Right Home Right Place' initiative). If a survey is not in place, the Policy states that at least 25% of open market dwellings should be provided with 2 bedrooms or less and a further 25% of market dwellings with 3 bedrooms or less.

2.17 It is considered that the policy wording needs to be amended to reflect the need to have regard to an **up to date** Local Housing Need Survey to ensure that the delivery of housing reflects the Council's needs at the point in time an application is made; rather than a snap shot in time, sometime over the 22 year Plan period.

2.18 In respect of the alternative proposed split, it is considered that this should be the starting point which schemes should have due regard to, not a definitive requirement. The delivery of open

market housing should reflect individual site character, design and accessibility as well as current market demand. Overly prescriptive requirements could compromise the viability of allocated sites.

2.19 In the context of the above it is requested that the Policy wording is amended as follows:

*"On sites of 5 or more dwellings:*

a. *In locations where **an up to date** Local Housing Need Survey has been undertaken through the 'Right Home Right Place' initiative to an equivalent survey endorsed by Shropshire Council, at least 50% of open market dwellings will reflect the profile of housing need established within the survey; or*

b. *The developer should seek to deliver **approximately:***

***25% of open market dwellings at 2 bedrooms or less***

***25% of open market dwelling at 3 bedrooms or less"***

*"The remainder of the open market dwellings will include a suitable mix and variety of dwelling sizes **having regard to housing market demand & individual site viability**".*

2.20 Finally, having regard to Shropshire's commitment to supporting the unmet needs of the Black Country HMA consideration must also be given to the suitability of the proposed open market mix against this wider regional context. This is necessary to ensure the dwellings delivered to support the Black Country are appropriate and will serve to meet the unmet needs. Discussions should be had with neighbouring authorities to establish what their housing need composition looks like, and this should be reflected in Shropshire housing mix policies.

## **DP2: Self-Build and Custom-Build Housing**

2.21 Policy DP2 states that proposals of 5 or more dwellings in designated rural areas and 10 or more dwellings or sites of 0.5 ha or more elsewhere, are encouraged to make 10% of the dwellings available as serviced plots for Self-Build and Custom-Build developers, where there is an identified need on the Self-Build Register.

2.22 It is noted that the policy, as worded, uses the word "encouraged" rather than "required" or "expected". The flexibility this creates is supported; indeed without such flexibility a site such as Clive Barracks could be required to deliver up to 75 dwellings as self-build/custom-build plots, which would clearly create significant issues in relation to masterplanning and delivery and as

such would clearly be inappropriate. It should be recognised that in respect of large-scale developments, it is often very difficult to accommodate such plots without having a negative impact on viability. In the case of Clive Barracks, it is not clear whether the implications of such a requirement have been fully assessed by the Council.

2.23 Whilst the DIO do not rule out providing such plots at Clive Barracks, their provision must be seen as part of the proposals for the whole site, including all aspects such as planning obligations, abnormal costs of development and the overall character and design of the scheme.

2.24 The key practical considerations for self-build / custom-build are:

- I) Self-build plot purchasers tend to want to be in remote / private settings. This is very difficult to accommodate on a large strategic development site.
- II) The sales rate for such plots tends to be very slow due to the restricted nature of the market.
- III) Mainstream developers have tended to take a very risk-averse attitude to such plot areas and offer low values for them, accordingly. This is, partly, in anticipation of a very slow sales rate of such plots and lack of certainty in relation to delivery.
- IV) On a large strategic site with high levels of infrastructure investment, trying to accommodate self-build plots in a remote part of the development is very difficult without incurring high initial infrastructure costs – which is anticipated to make the sales of plots, at best, cost neutral.

2.25 Concern is further raised in that the self-build register is being used as the basis as to whether such provision may be necessary. The self-build register is not means tested, and there is no way to know whether those on it have the financial means to purchase a plot and build a house, whilst supporting themselves and maintaining an appropriate level of accommodation. Moreover, there is no way to ascertain how many self-build registers any one person is registered on. Clearly if people are on multiple registers (which they are fully entitled to be on), and all Council's adopt a similar approach, there will be an overestimation of need.

2.26 Any attempt to alter the policy in order to make such provision a requirement of such schemes would be considered unsound for the above reasons.

### Policy DP3: Affordable Housing Provision

- 2.27 Policy DP3: Affordable housing seeks 10% affordable housing in the north of the Authority area and 15% on sites in the south.
- 2.28 Clive Barracks lies within the northern 'zone' and therefore is required to provide 10% affordable housing. This is to be welcomed in comparison to the provision of 15% affordable housing. However, it is noted that the previous Shropshire Dynamic Viability Index 2013 (SDVI) suggests affordable levels should be in the 0% to 5% region for the northern zone. There appears to be a disconnect between the evidence base of the SDVI and the proposed policy.
- 2.29 The Council's 2020 Local Plan Delivery and Viability Study, at Paragraph 12.97, states:
- "Just under half of the planned development is in the lower value North area. Very little development is shown as viable, even without affordable housing. In spite of these results, based on this 'on the ground' experience there is a strong case to have a minimum requirement of 10% affordable housing. The Council should be cautious about relying on development from this area to deliver the housing requirement."*
- 2.30 The evidence provided to support the 'on the ground' claim that sites in the northern zone can deliver 10% affordable housing is limited. Table 10.17 at paragraph 10.50 of the Local Plan Delivery and Viability Study (page 187) provides details of sites in the north that are far smaller than most proposed through the emerging Plan; the largest is a 48-dwelling scheme. These sites are, simply, not comparable to larger strategic sites and trying to suggest these comparables make a "strong case" for a blanket 10% affordable level is not correct in our opinion.
- 2.31 It is also noted that many of the supplied comparables to support a 10% rate 'on the ground' are dated from 2015 to 2017. These are based on historic assessments of Section 106, CIL and other planning obligations. In addition, there is no analysis of those comparable site's abnormal and infrastructure costs, or their CIL and Section 106 obligations. This means the few examples provided cannot form a reliable body of evidence on which to base a policy for a blanket 10% affordable contribution.
- 2.32 Given the above, and that the findings of the SDVI and the Viability Study, both of which confirm that an extremely reduced quantum of affordable housing is deliverable in the north, it is considered that the amount of affordable housing to be secured through sites in the north of the

Authority should be revisited, with a far lower percentage, which reflects the evidence base, taken forward in the Plan.

- 2.33 It is recognised that Part 2 of Policy DP3 provides for reduced rates of affordable housing if exceptional circumstances are evidenced. However, if the 10% affordable provision is progressed in the northern zone, the evidence suggests that all sites in the north of the Authority will have to go through the process of evidencing exceptional circumstances to reduce the affordable housing provision. This is not considered a suitable or appropriate methodology, and will have implications for housing delivery, particularly in the early years of the Plan. Furthermore, it is misleading to members of the public and Councillors who will expect the delivery of 10% affordable housing, but on most occasions will not see this delivered.
- 2.34 Strategic Brownfield Sites, such as Clive Barracks are viable and deliverable, but at lower levels of affordable housing provision than their greenfield counterparts, and will under the emerging Plan automatically fall under Point 2 of Policy DP3. There will be more significant costs in site clearance and remediation, which will impact the viability thresholds. Whilst sites of this nature require flexibility of approach in respect of viability, some certainty is required. In this case that needs to be that the starting point for affordable housing provision will not be a percentage requirement which is already evidenced as undeliverable.
- 2.35 The NPPF, at paragraph 63, states that *“To support the re-use of brownfield land, where vacant buildings are being reused or redeveloped, any affordable housing contribution due should be reduced by a proportionate amount”*. Footnote 28 suggests this should be equivalent to the existing gross floorspace of the existing buildings.
- 2.36 The policy wording requires review to better reflect the evidence base and the nature of sites which are to be brought forward within the northern zone. Alternatively, the policy needs to omit strategic sites entirely from the Spatial Zones, and instead for these to be considered separately and not in comparison with small, greenfield schemes. We address the approach to affordable housing, CIL and other contributions within the site-specific policy, as suggested under Policy S19.

## **DP25: Infrastructure Provision**

- 2.37 The DIO fully support the need for a development to deliver or fund any critical or statutory infrastructure required as a result of a proposed development. However, Community Infrastructure Levy (CIL) and Section 106 contributions need to be at a level that enables development to take place and does not challenge viability.
- 2.38 Part 4 of Policy DP25 advises that Section 106 contributions will be used to 'top up' any additional infrastructure spend. Regard must be had for whether such an approach remains viable, and will not lead to non-delivery. In addition, strategic sites should not pay for infrastructure through S106 which is not necessitated by their development, in line with the tests in the CIL Regulations.
- 2.39 On this issue, we would draw the Council's attention to their own Local Plan Delivery and Viability Study and the initial brief to their instructed contractor at Appendix 1, paragraph 4.48, which states:

*"Viability should not compromise the quality of development. But it is important to ensure that the total cumulative cost of relevant policies, local and national standards, design requirements, any site-specific considerations and development contributions are not of a scale that will make development unviable."*

- 2.40 As set out below, it is considered that the Council's blanket approach set out within the emerging Plan, with no reference of a CIL review or real flexibility on CIL/Section 106 and other planning obligations, is not appropriate for the Strategic sites which require greater flexibility.
- 2.41 In respect of CIL, the Council has previously indicated that CIL requires review to ensure a more appropriate level of contribution is sought across the Authority, to reflect the new Local Plan, and exclude the Strategic Sites from CIL. There is no recognition of this within the emerging Plan. Indeed, where a review of CIL is referred to in the Local Plan Delivery and Viability Study the Council have advised that this should not be explored further:

*"Having discussed this with the Council, in the analysis it is assumed that CIL continues at the current rates. At this stage this is the Council's preference, so this is not explored further."*  
(para 12.89).

2.42 The author of the Delivery and Viability Study is however clear that a review of the CIL charging Schedule is required. It is stated:

*"It is suggested that the following approach is adopted... To consider a future review of the CIL Charging Schedule. CIL is a significant cost to development and whilst the overarching and simple approach, by which it is applied to all chargeable development has many advantages, an approach using s106 payments may be effective. Having said this, in the absence of CIL, we understand that the Council may have to consider a different approach to developer contributions as funding is required for necessary supporting infrastructure to enable development and to make it acceptable in planning terms."(Para 12.91(e))*

2.43 Whilst we note the Council's "preference" to continue to receive CIL at the current rates, it is already at a level which challenges viability of many sites in the area, as their own viability consultant acknowledges. There is therefore the real risk of an internally inconsistent Plan and CIL regime, with CIL being non-negotiable and thus viability discussions on the S106 needing to be progressed risking delay to delivery. CIL is outside of the remit of the Local Plan Examination, which means that any changes due to issues of viability will need to come from obligations, such as rates of affordable housing.

2.44 In the context of the above, it is considered critical that Policy DP27 is updated to reflect an immediate commitment to undertake and complete a detailed review of CIL within a defined period of time (suggested 2 years maximum) from adoption of the Plan.

### **S19: Strategic Settlement: Clive Barracks, Tern Hill**

2.45 The identification of Clive Barracks as a Strategic Site in the Local Plan is sound and supported.

2.46 The site forms part of the Ministry of Defence (MOD) commitment to provide land for 55,000 homes to contribute to the Government's housing targets. The site has been identified for release by the MOD as part of the Better Defence Estate Strategy. The site will be vacated and available from 2025. The Defence Infrastructure Organisation (DIO) are fully committed to the delivery of housing and employment at Clive Barracks and recognise the role of the site in the delivery of housing during the Local Plan Review plan period and beyond.

2.47 Whilst the site cannot begin delivery until 2025, its allocation in this Plan is essential to give confidence to continue to complete preparatory works and site disposal exercises ahead of the site's vacation. This lead-in time is normal on strategic sites and will assist in ensuring expedited delivery once on-site operations can commence. Paragraph 22 of the NPPF sets out that "*Strategic policies should look ahead over a minimum 15 year period from adoption, to anticipate and respond to long-term requirements and opportunities*". Paragraph 67 states that Strategic policy-making authorities should have a clear understanding of the land available in their area. It continues "*Planning policies should identify a supply of:*

- a) *specific, deliverable sites for years one to five of the plan period, and*
- b) *specific, developable sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15 of the plan.*" (our emphasis)

2.48 Paragraph 72 states that the "*supply of large numbers of new homes can often be best achieved through planning for larger scale development, such as new settlements*". As such, it is considered the identification of Clive Barracks as a strategic allocation is entirely in conformity with the provisions of the NPPF, despite not being immediately available.

2.49 As recognised within the supporting text to Policy S19, the proposed redevelopment of the Clive Barracks site is in accordance with the Economic Growth Strategy for Shropshire which seeks to prioritise investment in strategic locations along strategic corridors. The site lies on the A41, which is a strategic corridor within the Economic Growth Strategy. Therefore, it is entirely logical that it be identified for re-development in the emerging Local Plan. The redevelopment of the site for new homes and employment generating uses will contribute towards Shropshire's housing & employment needs through the effective re-use of a predominantly brownfield site, which is encouraged throughout national policies and guidance.

2.50 The DIO have prepared a suite of technical evidence to confirm the suitability and deliverability of the site for a residential led mixed-use development. This included:

- Topographical Survey
- Highways Report and Technical Note
- Noise Assessment
- Flood Risk and Drainage Scoping Study
- Foul Water and Utilities Assessment



- Preliminary Ecological Appraisal
- Landscape and Visual Impact Assessment
- Heritage Statement and Geophysical Survey
- Arboricultural Survey
- Preliminary Arboricultural Impact Assessment
- Unexploded Ordnance Assessment
- Phase 1 Ground Investigation

2.51 The above documents, as well as workshops with the Clive Barracks Task Force Group (chaired by the local MP Owen Paterson), have informed an indicative masterplan for the site which illustrates how approximately 750 dwellings and 5.75 hectares of employment land can be accommodated on the site having regard to the various site-specific constraints and opportunities. A copy of the indicative masterplan is reproduced below:



Figure 2: Illustrative Masterplan

2.52 In addition to the site-specific evidence DIO have provided, the Council have also prepared the following the evidence base for the site:

- Green Infrastructure Strategy – Strategic Site – Clive Barracks
- Landscape and Visual Sensitivity Assessment – Tern Hill
- Strategic Flood Risk Assessment – Tern Hill

Part 3 of Policy S19, advised that a comprehensive masterplan will be prepared for the site to be adopted by the Council. The DIO recognise and support this requirement and remain committed to the ongoing engagement with the Council and the Clive Barracks Task Force Group in working up the masterplan.

2.53 Part 3 of Policy S19 advises that the masterplan and resultant development will comply with the following site guidelines. Comments on each of the proposed Site Guidelines are provided in turn below:

**A) The quantity, quality, design, mix and layout of housing provided on the site will be informed by site constraints and opportunities, identified local needs and relevant policies of this Local Plan.**

2.54 The constraints and opportunities arising from the site specific technical evidence discussed above has been used to determine the quantity of development which can be accommodated on the site. The site can deliver approximately 750 dwellings, accommodating a mix of housing types.

**B) Employment provision will represent an intrinsic element of the site's redevelopment, occurring alongside the provision of housing. Employment provision will be of an appropriate quantity and quality to contribute towards the objectives of the Shropshire Economic Growth Strategy.**

2.55 The Illustrative Masterplan demonstrates how the site can accommodate approx. 5.75 ha of employment generating uses alongside new housing. DIO remain committed to working with the Council to ensure that the employment generating opportunities at Clive Barracks reflect local need, market demands and the aspirations of the Economic Growth Strategy for Shropshire. Site Guidelines which seek employment generating uses on the site and provide flexibility rather than a prescriptive approach to deliver the best possible employment offer for the site are supported.

C) **The local centre will comprise of an appropriate range of commercial uses (likely to include a family pub plus convenience store and a small number of modest retail units) to serve the new settlements community on land fronting the A41. The local centre will ensure future occupiers of the site benefit from access to local facilities, as such its timely provision is an important consideration and will be directly linked to provision of housing on the site.**

2.56 As well as benefitting residents of the new settlement, the proposed local centre will benefit existing residents living near to the site and serve those passing on the A41. It is noted that at previous public consultation events, residents of nearby villages have commented on the benefit to them of the delivery of a local centre in this location.

2.57 The exact nature of the local centre, and the phasing of it, will be confirmed through a future planning application for the development of the site, having regard for a number of drivers including market interest.

D) **Green infrastructure provision will be of an appropriate quantity and quality. Its location will integrate and enhance key green infrastructure corridors and networks on and around the site.**

2.58 To provide certainty in delivering the proposed development at Clive Barracks it is considered that the “appropriate quantity” of Green Infrastructure needs to be defined. The illustrative masterplan currently provides for a range of green infrastructure, including new formal and semi-natural open space. This delivers approximately 4.4 ha of open green space (shown by light green shading on the plan) and seeks to ensure that both the existing Ancient Woodland and other high quality trees within the site are retained with appropriate buffers provided. The areas of woodland within the site (including their buffers) extend to approximately 17.8 ha in total. The Illustrative Masterplan at Figure 2 demonstrates how a high-quality scheme can be delivered under those parameters.

E) **1ha of land will be provided for a primary school. This will enable Buntingsdale School and Stoke on Tern Primary School to merge on the site and crucially serve the needs of the new development.**

2.59 The Illustrative Masterplan confirms how 1ha of land can be provided in a central location on the site, to facilitate the merging of Buntingsdale School and Stoke on Tern Primary School.

F) Any necessary improvements will be undertaken in order to achieve appropriate access points into both the eastern and western portions of the site. Any necessary improvements to the local and strategic road network including the A41/A53 Tern Hill roundabout will also be undertaken, informed by consultation with Highways England and an appropriate Transport Assessment (including consideration of cumulative impact). Any necessary recommendations from an air quality assessment of the impact of increased vehicular movements from this development on Tern Hill roundabout will be implemented.

2.60 A Highways Report has been prepared to assess the impact of up to 1,000 dwellings on the site (as a worst-case scenario). A Junction Capacity Assessment of the A41/A53 Tern Hill Roundabout confirms that the roundabout currently operates over capacity. The Highways Report identifies measures to reduce the impact of the proposed development. These comprise junction widening on three of the approach arms to the roundabout to increase the storage capacity/width available in the vicinity of the roundabout. All improvements can be undertaken within Highways land. The Highways Report also confirms that the existing junction arrangement with the A41 is capable of serving the proposed development.

2.61 An Air Quality Assessment which assesses the impact of increased vehicular movements from the proposed development on Tern Hill roundabout will be provided at outline planning application stage

G) Appropriate pedestrian and cycle links will be provided to and through the site, particularly to the proposed primary school and local centre. This will include enhancement of an underpass of the A41, to ensure pedestrian and cycle connectivity between the north-eastern and south-western portions of the site.

2.62 The development will provide pedestrian and cycle links throughout the site. We welcome the amended wording to this guideline which now clearly clarifies that the enhancement of the A41 underpass will provide pedestrian and cycle connectivity between the north-eastern and south-western portions of the site.

H) Acoustic design, layout and appropriate building materials (including where necessary appropriate glazing, ventilation and acoustic barriers) will be used to appropriately manage noise arising from the adjacent airfield and nearby roads

2.63 A Preliminary Noise Assessment has been undertaken which identifies that the A41 and Tern Hill Airfield are the main noise sources in the area. The Noise Assessment identifies a number of

measures to mitigate the noise impact from both of these sources on both external and internal noise levels. Further extensive noise monitoring of the Airfield has since been undertaken to inform the ongoing development of the site layout and ensure that the mitigation methods currently proposed are appropriate; this confirmed that the methods proposed remain appropriate.

**I) Site design and layout, dimensions of new structures and materials used will ensure development of the site does not impede on the operation of the airfield and associated transmitter/receiver facilities at the adjacent Ministry of Defence site**

2.64 This change is welcomed and supported. The MOD is a statutory consultee to planning developments and will be in a position to comment on any future proposals following disposal. For clarity, a Plan detailing the safeguarding zones is included at Appendix 1. Some explanatory text should be included in the Reasoned Justification to provide further guidance on the above, and the plan should be referenced and included in the policy for clarity.

**J) Any contaminated land on the site will be appropriately managed**

2.65 A Phase 1 Ground Investigation study was prepared to identify any potential areas of contamination and whether there are any constraints on the proposed residential use of the site. The report has identified how on-site sources of contamination which will be managed appropriately at construction stage. Additional Ground Investigation will be undertaken at a later date to inform the final layout of the site.

**K) The nearby River Tern and RAF Tern Hill Local Wildlife Sites will be appropriately buffered. Ancient woodland and priority habitats on the site will be retained and an appropriately buffered. A sustainable juxtaposition will be created between built form and trees.**

2.66 A Preliminary Ecological Appraisal was undertaken to identify the habitats onsite. The recommendations provided within this have been used to inform the Illustrative Masterplan, which ensures appropriate buffers between the proposed build development and the Ancient Woodland (30m) and between the Local Wildlife Sites and the proposal (at least 15m). Recommendations for further species-specific surveys (to be provided at planning application stage) are also provided within the appraisal report. The potential species groups identified are unlikely to pose an overriding constraint to development. These surveys will be undertaken as the scheme progresses.

2.67 An Arboricultural Survey has been undertaken which identifies the Root Protection Areas of trees within the site and has been used to inform the Illustrative Masterplan. A Preliminary Arboricultural Impact Assessment has since been prepared which concludes that subject to ongoing arboricultural input during the detailed design stage, a sensitive scheme which retains the site's highest quality trees and important arboricultural features is achievable.

**L) Site design and layout will reflect and respect the sites heritage and heritage assets within the wider area**

2.68 A Heritage Statement has been prepared to assess the potential impact of the development on designated and non-designated heritage assets which has informed the emerging masterplan. At detailed design stage, an opportunity exists to retain elements of the former Barracks buildings, and verges and roads within the proposed residential areas. Such measures would reduce the degree of harm caused by the proposed development, notably if the final site layout retains an overall sense of the planned 'campus style' layout of the Barracks, as suggested by the indicative masterplan.

**M) The site will incorporate appropriate sustainable drainage, informed by a sustainable drainage strategy. Any residual surface water flood risk will be managed by excluding development from the affected areas of the site, which will form part of the Green Infrastructure network. Development will also be excluded from the small portions of the site located in Flood Zones 2 and/or 3. Flood and water management measures must not displace water elsewhere.**

2.69 An indicative Surface Water Drainage Strategy has been prepared and accompanies the Flood Risk and Drainage Scoping Study. The proposed development will incorporate Sustainable Drainage Systems to manage surface water runoff from the proposed development, ensuring that none of the proposed development will be a surface water flood risk. A sustainable drainage strategy which incorporates SuDS will be prepared as the scheme evolves and will be supported by infiltration testing and detailed ground investigation.

2.70 The Illustrative Masterplan demonstrates how the proposed development can be delivered outside of the area designated as Flood Zone 2 and 3.

## Sustainability Appraisal

- 2.71 The Council's Sustainability Appraisal (SA) of the Regulation 18: Pre-Submission Draft Local Plan has assessed Clive Barracks (SA Ref: BNT002) overall sustainability as 'Fair'. We note that the rating relating to the site has not been amended since the Preferred Site SA (where the site also achieved 'Fair'), despite having submitted representations, including the 2020 August version through the Regulation 18 consultation.
- 2.72 Our concerns expressed previously remain over the conclusions reached in the assessment in respect of the Ancient Woodland and the nearby Local Wildlife Sites.
- 2.73 The SA marks down the site scoring it a double minus score (denoting a 'Strongly Negative' effect) for featuring an Ancient Woodland and being close to Wildlife Sites. The effect is described to be: *"Likely to have a significant adverse impact on the whole, or on a large part of, Shropshire, on internationally or nationally protected assets or on areas outside the county. The effect is predicted to be direct, permanent, irreversible and of major magnitude"*.
- 2.74 This is not considered to be a fair assessment. Whilst the Ancient Woodland falls within the site, it will be retained. The supporting work undertaken by DIO has been used to inform the proposed buffers to the woodland to ensure that it is not impacted by the development (a buffer of a minimum of 30 metres). The Local Wildlife sites fall outside of the site, but again have been considered in full in developing the proposals for the site. Buffers of a minimum of 15 metres have been taken forward in developing the masterplan. Whilst we understand that in respect of Criterion 2 the site is within the prescribed distance to reserve a '-' scoring, we consider insufficient justification for the scoring of the site in respect of Criterion 1 to justify the '--'scoring against the prescribed methodology for impacts on Ancient Woodlands as referenced at 2.73.
- 2.75 The proposed development at Clive Barracks will provide additional woodland planting which will connect the Ancient Woodland with other woodland onsite, providing an enhancement to both of these habitats. An appropriate woodland management regime could also be introduced which would enhance the structural diversity of the woodlands. Having regard to the above, it is considered that the SA scoring relating to Ancient Woodland and Wildlife Sites should be amended from '- -' to '0' score denoting a neutral impact.

2.76 The DIO is also concerned over the scoring of the site in respect of accessibility to open space facilities. The site has been marked down within the SA because the site's boundary is not within 480 m of the following:

- Children's Playground
- Outdoor Sports Facility
- Amenity Green Space
- Accessible Natural Green Space (natural/semi-natural green space)

2.77 As referenced at Regulation 18, this assessment does not however take into account that all of the above facilities already exist onsite and the proposed development (as demonstrated by the Illustrative Masterplan) will reinstate these amenities, and more. The site should not therefore be marked down in respect of accessibility to open space facilities. It is considered that the scoring for these elements should be amended to '0'.

2.78 Taking into account these suggested amendments to the SA scoring, this would bring the site's total SA score of – 14 (Fair) up to – 6 (Good), which better reflects its suitability for allocation. Failure to recognise such measures may create unwarranted objection to this scheme, on the basis of incorrect information within the SA scoring.



