

APPENDIX A

Development Control
Shrewsbury and Atcham Borough Council
The Guildhall
Frankwell Quay
Shrewsbury
SY3 8HQ

1 April 2008

Dear Sir/Madam

RE: FULL PLANNING APPLICATION FOR THREE BI (A) ANCILLARY (B) AND (C), B2, B8 INDUSTRIAL/STORAGE UNITS AT SHROPSHIRE FOOD ENTERPRISE PARK, VANGUARD WAY, SHREWSBURY.

Spawforths have been instructed by PxP West Midlands Limited Partnership to submit a full planning application for three industrial / storage units to accommodate employment uses within use classes B1 (a) ancillary (b) and (c), B2 and B8 on the Shropshire Food Enterprise Park.

The planning application package comprises of five copies of the following:

- Planning Application Forms/Notices and Certificates
- Site Location Plan, Drawing No: 0602 07056/0021 Rev D
- Site Layout Plan, Drawing No: 0602 07056/0020 Rev B
- Plot 2 Block 1 – Plans, Elevations and Section Drawing No: 0602 07056/0017 Rev A
- Plot 2 Block 2 – Plans, Elevations and Section Drawing No: 0602 07056/0018 Rev A
- Plot 2 Block 3 – Plans, Elevations and Section Drawing No: 0602 07056/0019 Rev A
- Landscape Masterplan Drawing No: LPI759/WS/L90/01
- Transport Statement prepared by JMP Consulting
- Travel Plan prepared by JMP Consulting
- Flood Risk Assessment prepared by White Young Green
- Ecological Walkover Survey prepared by White Young Green
- Geo- Environmental Ground Investigation Factual and Interpretation Report prepared by White Young Green

- Geo-Environmental Constraints Plan – Drawing No: E013423-I 001 Rev B
- Topographical Survey
- Design and Access Statement prepared by SMC DTR:UK
- Marketing Report prepared by Pooks Commercial Property Consultants
- Marketing Strategy prepared by Pooks Commercial Property Consultants

NB. The Computer Generated Images inserted within the enclosed Design and Access Statement are currently been revised to correspond with the Landscape Masterplan and a revised Design and Access Statement with updated CGI's will be sent next under a separate cover.

This letter is provided in support of the application and sets out the reasoned justification for the scheme.

A cheque covering the statutory planning application fee of £13,970.00 is included within the application package.

Site Description

The application site is 1.16 hectares and forms part of a modern business environment which comprises the Battlefield Enterprise Park and is located close to the historic “Battlefield Site” which lies to the north of the A5124 Battlefield Link Road. The site is bounded to the west by Battlefield Way and agricultural land to the east and south. Battlefield Brook flows from North West to South East through the middle of the site.

The site is “Plateau 2” of Phase I (Plot 2) of the overall development forming Shropshire Food Enterprise Park, which comprises five plots. The wider food enterprise park currently has outline planning permission for organic and non-organic food related B1, B2 and B8 uses however; only plot 5 has been built out as a food incubator unit, the remaining plots, including the application site are currently vacant and have remained undeveloped since the grant of outline planning approval in 2003. Only the site road infrastructure is currently in place with the site currently accessed off the estate road (Road A), serving Phase I of the enterprise park which runs directly off Vanguard Way, linking to Battlefield Way.

Environmental Impact Assessment

This proposal for employment development would fall within Schedule 2 as an urban development project in excess of 0.5 hectares. Environmental Impact Assessment is not needed however for every Schedule 2 project. The Town and Country Planning (Environmental Impact Assessment) Regulations 1999 and DETR Circular 2/99 are clear that an Environmental Statement (ES) is required for Schedule 2 projects only if they are likely to give rise to 'significant effects on the environment'.

Having considered the scale of the development and the potential sensitivity of the site (in light of the environmental information available), we do not consider that the proposal gives rise to significant effects on the environment and therefore consider that an Environmental Impact Assessment is not required.

Overview of Proposed Scheme

The proposal comprises three buildings and associated car and lorry parking, including two blocks of five and one block of three light industrial units with a total gross external floor area of 4,381.50 sqm. Each building has a single storey industrial space with offices at first floor level to a limited area within the overall height. Access to the site is from Vanguard Way/Road A, with access to the car parking and service yard servicing each of the individual building servicing. The service yard accommodates a 25m turning circle to facilitate safe manoeuvring of heavy vehicles. There are a total of 74 parking spaces and 12 disabled car parking bays on the site.

The buildings are of a similar scale and composition to adjacent buildings and the design intent of the building facades was to generate a simple clean and coherent aesthetic with crisp detailing. It is envisaged that this coherent aesthetic look will be used on the remaining plots which form part of the wider Enterprise Park which will be brought forward by PxP to provide a consistent and legible approach to design.

The existing perimeter landscaping buffers will provide some screening to the development but the site will still be visible from the surrounding area. An additional landscaped buffer of 10m wide on the boundary to Battlefield Way will increase the level of screening on the site. The spaces between the buildings will also be enhanced with soft landscaping to contribute to the overall attractiveness of the development and screen the vehicle hard standings.

Whilst the existing site currently has planning permission for a B1, B2, B8 employment uses a planning condition on this approval restricts these uses to organic and non-organic food related uses, which in turn has restricted the interest in the marketing of this site for these food related uses. This is explained in details in the accompanying Marketing Report.

In order to maximise the potential of the site and the wider Food Enterprise Park we have decided to operate outside the confines of the extant planning permission and propose to submit a detailed full planning application for the application site recognised as Plot 2 to secure a planning consent for B1 (a) ancillary (b) and (c), B2, B8 uses which provides further flexibility that new development on the Enterprise Park will not be occupied exclusively by concerns in the food sector. Ancillary B1 (a) is proposed to ensure it does not compete with other town centre office developments.

Plans detailing the proposed development are included in the application package.

Pre-application Discussion

Positive pre-application meetings have been held between Spawforths, our client, PxP and Dave Wallace (Policy), Wayne Barraball (Development Control) and David Griffiths (Economic Development) of Shrewsbury and Atcham Borough Council and Nick Taylor of Shropshire County Council and Advantage West Midlands (AWM) regarding the scheme. The application proposals have evolved as a result of these discussions and extensive market analysis.

Whilst the Council consider the concept of the Food Enterprise Park offers a distinctive commercial property scheme that is different to other industrial estates in the town and as such should encourage a specific “cluster” within this sector, the Council have accepted in principle that there should be some flexibility in occupier type on this site and the user conditions should be less restrictive to maintain commercial viability for investors and occupiers.

Subject to receiving evidence of a comprehensive marketing campaign advertising the site for food related uses and a robust up to date evidence base to understand the market conditions which demonstrate no market for such uses in the locality, the Council stated that they will consider relaxing the occupier type as part of any subsequent planning approval so new development on the Enterprise Park will not be occupied exclusively by concerns in the food sector.

Discussions were also held with Development Control in relation to the layout of the scheme and its relationship to surrounding buildings all of which have been considered as part of this planning submission.

Planning History

As stated above, the wider site has outline planning consent for B1, B2 and B8 uses with a restriction that the use should be food related (02/1429/OUT). Condition 25 states that *'this permission relates to the use of the buildings for a Food Enterprise Centre only (for organic and non organic food/drink related B1, B2 and B8 uses only)*. Since approval in 2002, condition 24 has been varied by planning application 04/0484/VAR which removed the requirement for a balancing pond.

A full Environmental Impact Assessment was undertaken as part of this outline planning approval.

Only Plot 5 of the original planning consent has come forward and is now nearing completion and will be occupied by the Organic Centre, which comprises of food incubator units.

Planning Policy Context

We have had regard to national, regional and local policy guidance in considering the development proposals. We have set out below a summary of policy and guidance we believe is relevant to this proposal by nature of its location and form.

National Policy

Planning Policy Statement 1 (PPS1) encourages the prudent use of natural resources and that a strong, stable and productive economy can bring jobs and prosperity for all. PPS1 highlights a number of key objectives for sustainable development including promoting urban regeneration, promoting regional, sub regional and local economies and giving high priority to ensuring access for all to jobs, health, education, shops, leisure and community facilities.

Planning Policy Guidance Note 4 (PPG4): 'Industrial, commercial development and small firms' issued in 1994 identifies that one of the Government's key aims is to encourage continued economic development in a way which is compatible with its environmental objectives and recognises that economic growth and a high quality environment have to be pursued together. PPG4 advises that sites

for distribution, particularly at a larger scale, are best located away from urban areas, where the nature of the traffic is less likely to cause congestion.

Consultation Paper on a new Planning Policy Statement 4: Planning for Sustainable Economic Development, December 2007.

This draft Planning Policy Statement: Planning for Sustainable Economic Development aims to build on the objectives for the planning system set out in Planning Policy Statement 1: Delivering Sustainable Development, and provide the tools for regional planning bodies and local planning authorities to plan effectively and proactively for the economic growth they need to help create and maintain sustainable communities.

The Government's key policy outcomes for economic development are to:

- i) Raise the productivity of the UK economy;
- ii) Maximise job opportunities for all
- iii) Improve the economic performance of all English regions and reduce the gap in economic growth rates between regions;
- iv) Deliver sustainable development, the key principles of which, including responding to climate change, are set out in Planning Policy Statement 12 and the annex to PPS1 on Climate Change;
- v) Build prosperous communities by improving the economic performance of cities, sub regions and local areas, promoting regeneration and tackling deprivation.

In seeking to achieve positive planning for economic development, the Government's desired objectives are:

- A good range of sites identified for economic development and mixed-use development;
- A good supply of land and buildings which offers a range of opportunities for creating new jobs in large and small businesses as well as start-up firms and which is responsive to changing needs and demands;
- High quality development and inclusive design for all forms of economic development;
- Avoiding adverse impacts on the environment, but where these are unavoidable, providing mitigation; and
- Shaping travel demand by promoting sustainable travel choices wherever possible.
- Economic development covers amongst others a wide range of development including:
 - Retail, leisure and offices, both in town centres and elsewhere;
 - Light, general and heavy industry;

- Storage and distribution;
- Housing
- High technology premises including research, business and science parks;
- The creative industries; and
- Tourism development.

The Statement highlights that Regional planning bodies and local planning authorities should plan positively and proactively to encourage economic development, in line with the principles of sustainable development. In particular they should develop flexible policies which are able to respond to economic change and the need for co-ordination with infrastructure and housing provision.

PPG13 emphasises the need to minimise trips, promote sustainable transport and access to facilities.

Regional Policy

Policy PA6 of the West Midlands Regional Spatial Strategy (RSS) states that relevant bodies should aim to provide and maintain a range and choice of readily available employment sites to meet the needs of the regional economy. This policy embraces all B classes with the exception of large scale office development (more than 5,000m²).

The West Midlands Regional Spatial Strategy (RSS11) focuses on the urban renaissance of the Main Urban Areas. Outside of these areas Sub-Regional Foci are designated, for which Shrewsbury is one (Policy CF2). These Foci are capable of long-term balanced and sustainable growth. Shrewsbury is also designated a Strategic Centre through Policy PA11 and can therefore be the focus of major retail, leisure and office developments.

Local Policy

The Statutory Development Plan for the area is the Shrewsbury & Atcham Borough Local Plan (UDP) which was adopted in June 2001 and the Shropshire and Telford & Wrekin Joint Structure Plan adopted on 14th November 2002.

Section 38 (6) of the Planning and Compulsory Purchase Act 2004, requires that applications should be determined in accordance with the relevant development plan unless material considerations indicate otherwise.

Within the Local Plan the site is currently unallocated and is considered as open countryside, therefore it would normally be assessed under Policy LNC3 of the Borough Local Plan.

The relevant saved local plan policies that have an influence over the development proposals are set out below:

GPI General Requirements for Development

GP2 Character and Setting

GP3 Landscaping of Development

LNC3 Development in the Countryside

INF2 Services and Infrastructure Provision

The relevant Joint Structure Plan policies that are of direct relevance are as follows:

P1 Spatial Strategy

P9 Employment Land in Shropshire

P15 Protecting the Environment

P16 Air Quality

P24 The Historic Built Environment

P25 Archaeological Sites

P42 Countryside Character

P44 Trees, Woodlands and Hedgerows

P48 Biodiversity

P49 Species Protection

P53 Water Resources

P54 Flooding

Supplementary Planning Guidance

Shropshire Food Enterprise Park Development Guide (Revision 19.10.04)

This Development Guide was required by a condition to the outline planning permission. This condition was satisfied by the acceptance of the previous version of the guide (08.04.04) by Shrewsbury and Atcham Borough Council.

The purpose of the guide is to outline the design principles for the development of the enterprise park. It also provided background information for prospective purchasers and occupiers of sites on the enterprise park. The quality of the design proposals will be a material consideration in the selection of the preferred purchasers of the development plots.

Reasoned Justification

Principle of Use

Whilst the site is Greenfield and recognised in the Local Plan as open countryside it has an extant planning permission for B1, B2, B8 employment food related uses and it is also adjacent to two employment allocated sites in the Shrewsbury and Atcham Local Plan Land east of Battlefield Enterprise Park (5.8ha) and Land north of Battlefield Enterprise Park (20.9ha), both of which have planning permission. Ancillary B1 (a) is proposed to ensure it does not compete with other town centre office developments.

The site was granted planning permission in 2003 as part of the wider Food Enterprise Park as an exception due to its location within the Shrewsbury Bypass, its proximity to existing employment allocated sites, that the development needed a 10 hectare site to create a "critical mass" to aid the ability to link external business development activity to the site, and that it was likely the site would have been released in the current local plan review and LDF process.

Although the development of the site would still be a departure from the Borough Local Plan, the use of the site for employment purposes was granted permission in 2003 as part of the wider Food Enterprise Park, therefore the principle of employment use of the site is already in place.

This proposal subject to this application is for B1 (a) ancillary (b) and (c), B2 and B8 employment uses, however it seeks to secure some flexibility in occupier type on this site so the user conditions are less restrictive and not exclusively concerned with the food sector to maintain commercial viability for investors and occupiers.

Following positive pre-application discussions with AWM, Shrewsbury and Atcham Borough Council and Shropshire County Council, it was accepted in principle that there should be some flexibility in occupier type on this site and the user conditions should be less restrictive, subject to receiving evidence of a

comprehensive marketing campaign advertising the site for food related uses which demonstrate no market for such uses in the locality and a robust up to date evidence base and marketing strategy to understand the market conditions.

The Applicant has since instructed their selling agents for the Food Enterprise Park, Pooks Commercial Property Consultants to prepare a report on the marketing carried out of land and industrial/commercial properties on the Park for PxP and previous owner'/developers, AWM and Shropshire County Council, which demonstrates the comprehensive nature of the marketing campaign advertising the site for food related uses to demonstrate no market for such uses in the locality at the present time. Furthermore, Pooks have also prepared a Marketing Strategy to demonstrate how the Applicant intends to continue the promotion of the Food Park for the next 12 months with a wider food and drink definition in agreement with all interested parties as identified in the accompanying Marketing Strategy.

The Applicant is happy to agree to these marketing documents forming the basis of a Section 106 Agreement attached to any permission granted.

Design Considerations

The drawings enclosed show the proposed design and layout of the development.

The scheme layout is driven by the function with the buildings positioned around the perimeter to reduce the visual impact on its immediate setting in accordance with Policy GPI and GP2 and maximise the usage of an awkward shaped site. Access to the site is from Road A which allows access to the car parking and service area for each individual building.

The three buildings are all of a similar scale and composition with adjacent industrial buildings in the locality. Each of the three buildings has a single storey industrial space with offices at first floor level to a limited area within the overall height. There is also the flexibility to provide future office and toilet accommodation at ground floor level below the offices. The proportion of these buildings allows this flexibility in possible uses which increases the attractiveness to future occupiers.

The building facades generate a coherent aesthetic with crisp detailing. Modern composite cladding is proposed to finish the buildings, with colour coated steel panels to the office frontages which contrast with the horizontally / vertically fixed profiles colour coated cladding to the remainder of the buildings. The darker band under the eaves as illustrated in the CGI's add scale and visual interest and the

perception of a floating roof. The colour palette will be a variety of shades of grey and silver in accordance with the approved Development Guide. This design is in keeping with other units on the Battlefields Enterprise Park, providing a minimum impact building set within the existing environment.

The food incubator scheme on Plot 5 is a different concept and on a much more intimate scale and quite unusual in form as well as in its timber cladding, and for this reason will stand comfortably on its own at the entrance to the site. Therefore the 'standard' cladding systems proposed on this application site are of high quality with a coloured coated steel flat and profiled finish: they will provide a well detailed aesthetic and robust finish highly suitable for this type of building. The use of timber cladding here was not considered to be appropriate to this sort of scheme with larger less intimate and more flexible units and would not be attractive to potential occupiers in incurring higher maintenance costs. From the masterplan enclosed as part of the Design and Access Statement it can be seen that larger units are envisaged in future phases for which timber cladding would be wholly inappropriate and this scheme will set a standard and intermediate between and harmonise better with later developments. The roofs to the building are the conventional pitched portal frame aesthetic typical to this sort of industrial development; these high quality maintenance free roofs increase the attractiveness and appeal of the units to occupiers. The colour palette will be limited as suggested by the Development Guide, and generally be a variety of shades of grey / silver commensurate with the clean aesthetic of the buildings.

Although this greenfield site is within the open countryside and land beyond the northern boundary forms part of the Historic Battlefield site, we do not consider that this development has an adverse effect on the quality of the open countryside or setting of the Historic Battlefield in accordance with Policy LNC3 and GP2 of the Local Plan. From all locations the proposed development will be seen in context of the existing industrial developments which include the Battlefields Enterprise Park which has planning permission and has subsequently been constructed. Nevertheless, a strong landscaping scheme has been proposed to minimise the visual impact of any potential buildings near to these sensitive boundaries, therefore the impact will be minimal and will restrict views. The perimeter to Battlefield Link Road which forms the northern boundary to the A5124 and beyond that the Historic Battlefield site will have a landscaped buffer 10m wide which integrates the development into the wider landscape. The landscaped buffer rises up to Battlefield Way and the Link Road which also reduces any dominance and key views into the site from this key intersection and road frontage. The spaces between the buildings are an integral part of the design concept and have also been enhanced with soft landscaping including native trees and shrubs to contribute to the overall attractiveness of the development and screen the vehicle hard standings. Landscaping proposals will also enhance the existing brook corridor which bisects the site.

Signage at the entrance to the site will form a strong visual feature which provides a sense of place and identity. The site will be secured using a 2m high 'Paladin' welded mesh fencing which provides security with minimum visual impact. The buildings are also orientated around a common service area which increases security and is a further deterrent towards to crime.

The buildings will be designed to minimise their effect on the environment and increase the overall efficiency of the development, through efficient design and management.

Other Material Considerations

Marketing Report and Marketing Strategy

The Applicant instructed their selling agents for the Food Enterprise Park, Pooks Commercial Property Consultants to prepare a report on the marketing carried out of land and industrial/commercial properties on the Park for PxP and previous owner'/developers, AWM and Shropshire County Council and a Marketing Strategy to demonstrate how the Applicant intends to continue the promotion of the Food Park for the next 12 months which was prepared in agreement with the Borough and County Council's.

The Marketing Report demonstrates the comprehensive nature of the marketing campaign advertising the site for food related uses which demonstrate no market for such uses in the locality at the present time.

The Marketing Strategy demonstrates how the Applicant intends to continue the promotion of the Food Park for the next 12 months with a wider food and drink definition in agreement with all interested parties, which allows further flexibility in occupier type on this site so the user conditions are less restrictive and not exclusively concerned with the food sector. The wider food and drink definition has been formulated by AWM and agreed with the Borough and County Council's to allow the continued promotion of the site using this definition. The definition is as follows:

Shropshire Food Enterprise Park is an ideal location for businesses in the Food and Drink sector which covers food and drink manufacturers, including enterprises that add value to raw materials. The park is also open to supply chain and support businesses including food distributors and wholesalers, equipment and packaging manufacturers, engineering/technical support businesses and food testing organisations who undertake a large proportion of their activity in this sector.

It was agreed with the Borough and County Council that these Marketing documents would form the basis of a Section 106 Agreement attached to any permission granted to ensure this site was marketed using the wider food and drink definition.

Highways

JMP Consultants have prepared a Transport Statement and Travel Plan in support of this planning application, following discussions with Mark Wooton of Shropshire County Council. The Transport Statement outlines the potential traffic generation of the development and a review of the existing sustainable transport links. Analysis shows that the proposed development will generate approximately 43 two-way vehicular trips during the AM peak hour and 56 two way trips during the PM peak hour.

The application site is situated within close proximity of good transport provision and connections to routes for cyclists and pedestrians, promoting accessibility to the development by alternative modes to the car. The development layout also makes provision for a total of 74 parking spaces and 12 disabled car parking bays, including cycle spaces on the site in accordance with car parking guidelines. In conclusion the development will not have an adverse impact on the existing highway network.

The Travel Plan Framework outlines a number of key measures which amongst others includes a car parking management strategy, travel card and membership of a care share scheme.

Ecology

An Ecological Walkover Survey of the site was conducted by WYGE to record habitats, determine whether the site is used by protected species and identify any ecological constraints.

This states that habitats within the site were determined to be of low ecological importance. One badger sett was found, however no evidence was found to suggest recent occupation. The Survey recommends that no additional work will be required if work is not undertaken within a 30m buffer zone of the sett. If work is undertaken within this 30m zone monitoring will be required prior to commencement of development. Although no water vole or otter activity was recorded along the brook a 10m buffer zone should be retained along the brook or alternatively further survey work should be undertaken prior to commencement of development.

Flood

An updated Flood Risk Assessment (FRA) was prepared by WYGE in accordance with PPS25. It concludes that the site is at low risk of flooding and the site is considered suitable for the proposed development. The proposals will adopt measures to reduce surface water discharge through the use of sustainable drainage techniques and the run off will be disposed of directly into the Brook.

Ground

WYGE have prepared a factual report on the Geo-Environmental Ground Conditions which exist on the site. A chemical analysis of the site soils indicates that there is no evidence of contamination and the engineered made ground is suitable to act as foundation strata.

Conclusions

Although the development of the site would still be a departure from the Borough Local Plan, given its Greenfield status, the surrounding area is industrial in context and the use of the site for employment purposes was granted permission in 2003 as part of the wider Food Enterprise Park, therefore the principle of employment use of the site is already in place.

The industrial development of this site has therefore previously been supported and accepted, through the determination of the outline planning application for the Food Enterprise Park in 2003.

This application proposes B1 (a) ancillary, B2 and B8 uses, similar to the outline planning approval, however it seeks to secure some flexibility in occupier type on this site so the user conditions are less restrictive and not exclusively concerned with the food sector to maintain commercial viability for investors and occupiers.

A full Marketing Report and Strategy has been prepared in support of this application which demonstrates there is no market for food related uses in the locality at the current time and a robust up to date evidence base and marketing strategy to demonstrate the market conditions and future marketing of the site, which will not be exclusively concerned with the food and drink sector.

The scheme design and layout respect the scale, form, detailing and materials of the surrounding area which is industrial in context is considered to be in accordance with Local Plan and Joint Structure Plan policies and the Shropshire Food Enterprise Park Development Guide.

We consider that the proposal is therefore suitable for the site, and during pre-application discussions with the Council, Officers have indicated their agreement.

Overall we consider the application has been prepared to take into account the main planning principles which are relevant to the site. On this basis, officers and members of the Council are respectively requested to support the application.

We trust that this package comprises sufficient information for the application to be registered, however, if further information or clarification is required, please do not hesitate to contact the undersigned.

Yours sincerely

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Encl:

Cc: O Higgins – Langtree Group PLC

J Avery - AYH Plc

3072, Letter-002, Application submission, GW