

Please note Date,
Time and Venue for
Meeting.

Dear Members

Special Planning Committee (Large Scale Major Application)

A special meeting of the Planning Committee will be held in the **Oak Room, County Buildings, Martin Street, Stafford on Tuesday 26 March 2019** to deal with the business as set out on the agenda.

Please note that this meeting will be recorded.

The Committee will meet at the rear of the Civic Centre and depart at **9.30am** to visit the site as set out in the agenda and re-convene at the **County Buildings** at approximately **11.15am** to determine the application.

Members are reminded that contact officers are shown in each report and members are welcome to raise questions etc in advance of the meeting with the appropriate officer.

A.R. Well

Head of Law and Administration

**SPECIAL PLANNING COMMITTEE
(LARGE SCALE MAJOR APPLICATION)**

26 MARCH 2019

**Chairman Councillor R M Sutherland
Vice-Chairman Councillor A S Harp**

A G E N D A

- 1 Apologies**
- 2 Declaration of Member's Interests/Lobbying**

	Page Nos
3 Planning Application(s)	3 - 33

MEMBERSHIP

Chairman Councillor R M Sutherland

C A Baron	W J Kemp
G R Collier	D B Price
B M Cross	J K Price
I E Davies	G O Rowlands
M G Dodson	R M Sutherland
A S Harp	C V Trowbridge
E G R Jones	

(Substitutes - F Beatty, R P Cooke, A P Edgeller, J Hood, S Learoyd)

SPECIAL PLANNING COMMITTEE - 26 MARCH 2019

Ward Interest - Nil

Planning Applications

Report of Head of Development

Purpose of Report

To consider the following planning applications, the reports for which are set out in the attached **APPENDICES**:-

		Page Nos
17/27028/OUT	Land South of Creswell Grove/ Junction 14, M6, Stafford	4 - 33
	This application is a large scale major development and as such is excluded from the Council's Scheme of Delegation for planning applications and requires determination by the Planning Committee.	
	Officer Contact - Richard Wood, Development Lead (Large Scale) - Telephone 01785 619324	

Previous Consideration

Nil

Background Papers

Planning application files are available for Members to inspect, by prior arrangement, in the Development Management Section. The applications including the background papers, information and correspondence received during the consideration of the application, consultation replies, neighbour representations are scanned and are available to view on the Council website.

Application	17/27028/OUT	Case Officer:	Mark Alford
Date Registered	25 August 2017	Target Decision Date	24 November 2017
		Extended to	30 March 2019
Address	Land south of Creswell Grove/Junction 14, M6, Stafford	Ward	Seighford and Church Eaton
		Parish	Creswell
Proposal	Phased development comprising small office units; professional consulting suites; small light industrial/warehouse with trade counter units; a family public house; a 60-bed hotel; day nursery; community assembly/meeting room; associated works – outline with details of access submitted for approval		
Applicant	Strawson Holdings Ltd		
Recommendation	Approve subject to the applicant entering into a section 106 agreement/Unilateral Undertaking to secure the travel plan monitoring fee and subject to conditions		

REASONS FOR REFERRAL TO COMMITTEE

- 1) This is a Large Scale Major planning application and as such it is excluded from the Scheme of Delegation.
- 2) This application has been called in by Councillor R M Sutherland (Ward Member for Seighford and Church Eaton) for the following reasons :-

"1). The increase in traffic will have a detrimental effect to local road users and residents who already have to queue for significant lengths of time to exit Creswell Grove.

2). The potential overspill from Primepoint 14 and Valley Drive of HGV's parking overnight and depositing unmentionable waste at the side of the roads.

3). Noise and light pollution which naturally goes with a petrol station . operation open 24/7."

Context

This is a comparable proposal to one approved by Committee in 2013 on a larger site but never implemented. The application is in outline form and details of layout, appearance, scale and landscaping would need to be submitted as reserved matters if permission is granted. This outline application is accompanied by another application (reference

17/27029/FUL) for a petrol filling station and drive through coffee shop on a separate area of land fronting Creswell Grove.

The site is about 7.2 hectares in size and is mainly greenfield. The M6 motorway runs along the east side on an embankment and its Junction 14 lies to the north-east. Creswell Grove lies to the north and a row of dwellings face the site on its opposite side. Dwellings also adjoin the site in the north-western corner. An area of the site to the south-west lies within flood zones 2 and 3 of the River Sow but no buildings or parking spaces are shown within it. The main development site lies within the zone of least flood risk. A surface water runoff storage pond is shown in the south-western area.

An informal path (not a public right of way) crosses the site and passes under the motorway to link up with other informal paths to the east of Doxey Marshes. It is proposed to retain an informal route through the site.

The site access to Creswell Grove is shown about 100m west of the M6 junction and would be a priority controlled T-junction with two site exit lanes, one each for turns right and left, and a pedestrian refuge between the 'in' and 'out' lanes. A 2m wide signal controlled pedestrian crossing to Creswell Grove is also shown to the west of the access, as is a 2m wide shared foot/cycleway along the Creswell Grove frontage to the east of the access, with a dedicated foot/cycleway branching into the site.

The other improvements are an uncontrolled cycle/pedestrian crossing point to Creswell Grove as it enters J14; a relocated cycle/pedestrian crossing point to the northbound slip round to J14; additional warning signage to the existing shared foot/cycleway on the north side of the J14 roundabout which links to Mustang Drive (Primepoint 14) and Eccleshall Road; and an uncontrolled pedestrian crossing point on Eccleshall Road about 60m from J14.

The application lists the proposed floor spaces as 650 sq m of public house; 2,150 sq m of hotel (60 beds); 269 sq m of day nursery (up to 30 children); 172 sq m of community room; 1,800 sq m of B1(a) offices/D1 professional consulting rooms; and 6,500 sq m of light industrial/warehouse/trade counter units.

The submitted design and access statement explains that a low rise (one or two storey or up to 12m high) development is proposed.

Officer Assessment – Key Considerations

1. The principle of the development

The site is located outside of the settlement boundary for Stafford under The Plan for Stafford Borough (TPSB). Creswell is also not shown within that boundary and nor is it a Key Service Village under the settlement hierarchy defined in Spatial Principle (SP) 3.

The site is not within a Strategic Development Location for employment nor is it within a Protected Employment Area under TPSB.

SP7 of TPSB states that development of a scale and nature appropriate to secure the sustainability of each settlement will be supported within the settlement boundaries. Development in other locations will only be supported where:-

- ii) It is consistent with the objectives of SP6 and Policy E2 in supporting rural sustainability;
- iii) It does not conflict with the environmental protection and nature conservation policies of the Plan; and
- iv) Provision is made for any necessary mitigating or compensatory measures to address any harmful implications.

SP6(i) states that priority will be given to supporting rural sustainability by promoting a sustainable rural economy. There is no apparent criteria in Policy E2 that applies to the commercial proposals. Also, 8 hectares of employment land per year should come forward over the plan period and SP5 of TPSB requires that no more than 32% of this should be outside of the Stafford and Stone settlement boundaries. Nevertheless, the planning policy advice is to approve the proposals in principle; the site is adjacent to Stafford's settlement boundary and it is not considered that the extent of development would result in a disproportionate amount taking place outside of it. Nor is it considered that the scheme would undermine the employment Strategic Development Locations of TPSB.

There is no children's nursery or community meeting room in Creswell currently and their provision as part of this scheme would address this shortage. They would be relatively small scale, would complement the commercial uses, and be sustainably located for residents of Creswell given the proposed pedestrian and cycle access improvements to Creswell Grove.

No objection is thus raised in principle to the proposed land uses.

Policies and Guidance:-

National Planning Policy Framework:
Paragraphs 8, 10, 11, 80, 82, 83, 84

The Plan for Stafford Borough:

Spatial Principle 1 Presumption in favour of sustainable development
Spatial Principle 3 Stafford Borough Sustainable Settlement Hierarchy
Spatial Principle 5 Stafford Borough Employment Growth Distribution
Spatial Principle 6 Achieving Rural Sustainability
Spatial Principle 7 Supporting the Location of New Development
Policy E2 Sustainable Rural Development

2. Stafford town centre

The public house, hotel and offices proposed in this application are defined as "main town centre uses" in the glossary to the National Planning Policy Framework (NPPF). Given that the applicant considers that the mixed uses in both applications are complementary and would form a unit of locational distinctive service provision, it is considered that all the uses should be taken together. The drive thru coffee shop is not a "main town centre use" but the shop within the petrol filling station is. This element

would have a net floor area of 396 sq m. The total floor area of town centre uses proposed would be 4996 sq m. This however would be less than that previously granted planning permission in 2013 of 5950 sq m.

Paragraph 86 requires that a sequential analysis of potential alternative sites for these uses in and on the edge of Stafford town centre is prepared if they are not in accordance with an up-to-date plan. The applicant has submitted the following:

“...the NPPF states that ... out-of-centre sites should only be considered if suitable sites in town centres and edge-of-centre locations are not available. Applicants and local planning authorities are required to demonstrate flexibility on issues such as format and scale when applying the test...

The ‘town centre’ uses the subject of this application are regularly found in out-of- town locations. Stafford is no exception and all the same uses have previously been permitted in various out-of-centre locations by the Local Planning Authority, often in similar mixed use developments to that proposed in this case. Indeed, Policy E3 of the PSB positively encourages such uses on ‘Recognised Industrial Estates’ where they are ancillary to (Use Class B) uses and provide complementary services and facilities that benefit both the businesses located in these areas and their employees, contributing to the achievement of sustainable development. Similarly, Policy E8 supports new development of town centre uses that meet local needs, without having a detrimental impact on the hierarchy and that do not have an adverse impact on local amenity.

The co-located and operationally complementary lodge-type hotel and family pub are again targeted at the travelling public on the primary road network, much like the Holiday Inn Express at M6 Junction 13 and the Premier Inn at Hurricane Close, Creswell on the opposite side of J14 to the application site. Whilst national multiple operators of these facilities also operate in town centre and edge-of-centre locations, in such circumstances they are customarily targeting a different market. The in-and out-of-town locations and formats are essentially complementary therefore and do not act in competition.

The (submitted) marketing report notes that there is a surplus of vacant office space in Stafford, but that this surplus and the vacancy rates are due mainly to the datedness, size and inflexibility of the available stock which is largely no longer relevant to the market. Such redundant office stock is unlikely to be taken up whether or not there is additional out-of-centre provision and the market would be better served if it were converted or redeveloped for other uses. The only dedicated office location in Stafford is the out-of-centre Technology Park at Beaconside.

Moreover, the only new town centre and edge-of- centre new office provision, e.g. at Riverway, is purpose-built and/or pre-let or pre-sold to particular occupiers. There is no town centre or edge-of-centre site with a comparable market offer to (this) site. Similarly, there are no existing or proposed dedicated professional consulting units/suites in and on the edge of the Town Centre or in the northern suburbs of Stafford. (The report) considers that the proposed development would meet an increasing market requirement for providers of specialist professional/ medical/veterinary services in accessible locations that are not met elsewhere in the town...

Discounting ‘passing trade’ from users of the local primary road network (particularly those travelling on the A5013 into and out of Stafford and accessing the M6 from the

west), the primary catchment area for most of the town-centre uses proposed on the Application Sites would be confined to Creswell, Great and Little Bridgford, the rural areas to the west of the Motorway and the immediate northern and north western suburbs of Stafford. Broadly, this corresponds to a 5-minute drive-time isochrone for locally resident patrons of the proposed facilities, but in practice this catchment is distorted (reduced in extent) – especially within the built-up area of Stafford - due to the incidence of ‘intervening/alternative opportunities’ i.e. facilities that provide the same services as those proposed in the Applications and which potential customers are more likely to use in preference (e.g. free-standing convenience stores and family pubs etc.).

On the other hand, it may be expected that some locally resident patrons of the facility may travel further than five minute drive-time. These could include residents of the villages of Shallowford, Whitgreave and - to a lesser extent because it is closer to Eccelshall – Chebsey, for whom the proposed facilities, especially the convenience store, would represent the most accessible equivalent provision. It will be noted that this Catchment Area lies to the north of and does not include Stafford Town Centre.

The Sequential Assessment normally considers all centres within the catchment area of the proposed development. Relevant centres are typically identified in the development plan. Policy E8 – ‘Town, Local and Other Centres’ sets out the hierarchy of such centres.

There are no defined centres in Stafford below the Town Centre, including Local Centres. Individual/small parades of shops – which specifically lie outside the defined hierarchy - are listed in the Policy and identified on the Proposals Maps. Within the Catchment Area these include the parades/precincts at Holmcroft Road, Tillington/Creswell and Parkside Avenue, Parkside, both of which include a range of (shop) uses. There are, therefore, no defined town or local centres within the projected catchment area of the proposed development against which to apply the sequential test. For reasons given above, Stafford Town Centre, the nearest, geographically to the application site is not considered to be a relevant or appropriate centre for the application of the Sequential Test.

Notwithstanding the conclusion in the preceding paragraph, in order to demonstrate compliance with the ‘spirit’ as well as the letter of the sequential approach and a fully robust assessment, consideration has been given to the availability of sites that might accommodate some or all of the town centre uses proposed on the application site at Holmcroft Road, Tillington/Creswell and Parkside Avenue, Parkside and, in addition the free-standing Co-Op store at 243 Stone Road, Stafford. There does not appear to be any suitable premises that are currently being marketed within the two parades/precincts. Neither is there any available and developable land within or on the edge of the three locations. Thus, even if these ‘centres’ were to form part of the hierarchy in Policy E8 of the PSB and could meet the same qualitative need for improved facilities in Creswell and neighbouring areas, then there are no suitable sequentially-preferable premises or sites in or on the edge of them.”

Officer assessment of sequential test

It is clear from the above that the format of the development is that of a range of complementary functions, including those of application 17/27029/FUL, that should

be taken as a whole and not disaggregated into specific and individual uses. As such, there are no currently available sites of this scale in or on the edge of Stafford town centre.

Impact assessment

Paragraph 89 of the NPPF requires an impact assessment for retail and leisure uses outside of town centres which are not in accordance with an up-to-date plan but none are proposed in this application. Policy E8 of TPSB requires impact assessments for proposed town centre uses in out of town centre locations at or over 1,000 sq m floor area. This would apply to the offices and the hotel if the NPPF definitions are used. Furthermore, whilst the public house falls below the 1,000 sq m threshold, it is also a “main town centre use”. Given also the overall mix of uses, including those proposed under application 17/27029/FUL, any impact should be reviewed on a cumulative basis.

The applicant states that he cannot adopt this approach because:

“It is not clear whether in the case of mixed use schemes ...the threshold should be applied on a discrete use-by-use basis or to the combined suite of town centre uses as a whole.” He has viewed each use separately as “...there is no recognised methodology (in planning practice guidance) for assessing the impact of mixed use schemes as a whole, ...different elements of mixed use schemes impact in different ways, and ... the impacts of some uses cannot ... be quantified...”

The applicant expands on his reasoning for this method in the assessment of impact below but emphasises the functional interrelationship of the overall mix of uses :-

“... we have looked at each of the component uses which will make up the overall business park and ... analysed the current supply and demand for each of the uses which demonstrates that this development is not only sustainable but is of a scale and use which is not likely to compete with Stafford Town Centre...”

Clearly development that is intended to serve local/specific market needs/demands cannot be directed to existing centres if these are inappropriately located to meet such needs/demands... the particular ‘town centre’ uses proposed... (all) have specific locational requirements and ...would not relocate in other centres, and specifically in Stafford Town Centre, were they not to be located on the application sites...

It must be stressed that the uses proposed, whilst meeting the definition of “Town Centre Uses” in the NPPF are all regularly found in out of town locations. Stafford is no exception to the rule with the type of uses outlined above in this report found in Beacon Business Park, Staffordshire Technology Park and Prime Point...

Whilst some occupiers may locate in Stafford Town Centre, few if any, would locate at the land at Creswell Grove as an alternative to the town centre. The two locations are completely different markets serving a contrasting target customer audience...

Having a mixed use development in this location will, as a whole, provide marketing benefits and strengths. Each of the uses will complement each other and enhance the marketability. It is this quality which will distinguish this site from the other sites in Stafford. From the developer’s point of view, this will also spread the commercial risk in

that the amount of floorspace in each category is sufficiently modest as to not require high or sustained market exposure in any one sector. The proposed development will cross fund the significant highways works that are required to access the site and make the site fit for commercial uses...

So far as the 'office' uses are concerned, many office users seeking town centre locations tend to fall into the A2 (Financial and Professional Services) and/or offices requiring regular access for the public/customers. Offices at Creswell (B1a) are not of this type.

The office/employment premises will be attractive to proprietors/senior managers and employees living in and to the north and west of Stafford...

Other than the dominant roadside operators such as Premier Inn and Travelodge at present, the market is relative inactive with few enquiries from hotels. However the location of Stafford Gate is one which hotel operators would potentially consider taking into account the existing proximity of Junction 14 of the M6.

Despite there being two hotels on the opposite side of the motorway, hotels of this nature tend to group together and are keen to secure sites with good communication links. Hotel operators have a strong preference for highway locations where accessibility is of primary importance and this site, with its proximity to major routes, close to the M6 Motorway and A34 dual carriageway, would make the site ideal for a hotel operator...

It is evident that Stafford currently has an over-supply of vacant office space either at the Technology Park, above shops or within a parade of existing offices; as such it does not offer the flexibility or variety of locational choice operators require. Stafford has only one dedicated office location at the Stafford Technology Park in Beaconside where there are a range of offices available to let...

The proposal is to develop a number of small units (from 2,500 sqft) which could be occupied individually or amalgamated to make a larger unit if demand was there in the early phase of the development.

The offices would serve businesses wishing to locate within the northern part of Stafford and be within a business park location with a range of complementary uses which could offer greater choice to the office occupier. The hotel, pub, and retail uses would provide facilities to support the office uses being utilised by their employees and visitors alike. This facility is not available at the Technology Park, having only a small sandwich shop on site.

Close proximity to the excellent transport network Stafford Gate benefits from will also be a positive attribute that office occupiers are seeking.

The proposed offices will provide a unique product within the market place - being stand-alone and available either freehold or leasehold. From our market research in Stafford there are very few office buildings available freehold and therefore these offices would be providing a different product to that which is already available... The offices would be self contained with their own dedicated car parking and again this is something which is not particularly provided elsewhere in Stafford.

The family public house market is fairly buoyant at present with the likes of Marstons, Greene King, Mitchells & Butlers amongst others all actively acquiring sites on strategic out of town locations, predominantly fronting main arterial roads where accessibility and prominence is key.

The public house market has changed dramatically over recent years and although a large number of public houses predominantly on the high street or within villages, have closed, main stream public houses which are food orientated and selling specialist beers continue to open. Those family pubs that offer a quality environment serving good affordable food and beverage continue to succeed.

A family pub would complement (the) hotel providing guests with a food offering whilst servicing the needs of the business park but also the resident(s) nearby. The public house will require a visible location with good road and pedestrian access (as in this case)

This type of operator, would either be related to the hotel ie. in the same group or have an association with a hotel operator, or trade solely as a self-contained facility. There are a number of operators who are becoming more active in the market place generally for new sites and the location of Stafford Gate would meet their criteria.

These types of family pub operators would not consider Stafford Town Centre as they all require significant car parking for convenience and ease of access.”

The applicant concludes that:

“ By virtue of their scale, character and target market, the proposed retail, leisure and office development proposed... would not have a significant adverse impact on:

- any existing, committed and planned public and private investment in any centre or centres in the catchment area of the proposal; and
- town centre vitality and viability, including local consumer choice and trade in the town centre and wider area.”

Officer conclusions on impact assessment

The applicant acknowledges that his assessments of the sequential test of alternative sites and of impact overlap and are served by a combination of these analyses. This is particularly the case for the shop element which is covered mainly under the sequential test heading. The terms of reference in the NPPF (paragraph 89) state that an impact assessment should include:

“a) the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and b) the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and the wider retail catchment (as applicable to the scale and nature of the scheme).”

This appears to be mainly targeted at large shopping developments but none are proposed in this application. However, the overall case made out by the applicant is that the proposals are cumulatively a mutually-supporting but diverse range of relatively small

scale uses that would serve a localised market. This is exemplified by the fact that some custom would be drawn from the M6 motorway. There would be no adverse impact on the viability and vitality of Stafford town centre or other centres in the catchment area as the overall scheme is by its nature not a town or local centre development.

The applicant has noted the broader policy backing for his locationally specific scheme in relation to supporting the rural economy and sustainable development. He cites paragraph 83d of the NPPF which states that planning decisions should enable “ the development of accessible local services and community facilities....” in rural areas as in this case.

He also points to paragraph 92a of the NPPF which advises that, in order to deliver the facilities and services the community needs, planning decisions should “plan positively for the provision and use of ... community facilities (such as local shops, meeting places, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.” The proposals would also serve this aim.

In addition, paragraph 104a concerning sustainable transport is cited for giving “support (to) an appropriate mix of uses across an area, and within larger scale sites, to minimise journey lengths for employment, shopping, leisure, education and other activities.” The applicant confirms that this is the object of the proposals which, by providing accessible, local facilities of an appropriate mixed use, composition and scale, would primarily meet the day-to-day needs of those living and working in the vicinity, and reduce their need to travel as well as the frequency and length of their journeys.

It is therefore considered that the overall development would not have a significant impact on Stafford town centres or the local centres and that indeed sustainable development is proposed. A condition would limit the floor areas of the uses to those defined in the application, and another would restrict the trade counter areas of each industrial/warehouse unit to no more than 10% of the floor area, to secure these circumstances.

Policies and Guidance:-

National Planning Policy Framework:
Paragraphs 85, 86, 87, 89, 90.

The Plan for Stafford Borough:
Policy E8 Town, Local and Other Centres

3. Character and appearance

A landscape and visual appraisal of the site has been submitted which highlights that it is on the north western edge of Stafford and that the elevated M6 motorway runs alongside the eastern site boundary. This is seen as a strong urban influence upon the local landscape and the site has no special designation.

The appraisal continues that from the detailed site analysis of local landscape character a number of conclusions are drawn:-

- The site is urban fringe in character and strongly influenced by the M6 motorway. Other urban developments within the surrounding area include residential development along Creswell Grove A5013 and The Mount and the West Coast Main Line railway. Residential development at the outskirts of Stafford and Prime Point 14 Business Park are located to the immediate east of the M6.
- The site lies adjacent to the A5013 and M6 junction 14 and is therefore potentially well connected to the wider road network.
- The River Sow floodplain is situated to the south of the site. Areas of floodplain to the east of the M6 include the Doxey Marshes Nature Reserve, a designated Site of Special Scientific Interest (SSSI) providing valuable wildlife habitat as well as informal recreation uses.
- The site comprises a single grass field and contains few features of landscape value. There are established tree belts and hedgerows which occur along or adjacent to the site perimeter including by Wilke's Wood, along a minor watercourse to the south and also the M6 corridor to the east.
- The elevated M6 features within local views; embankment and overbridge occur at junction 14 and the M6 is also bridged over the floodplain to the south of the site.
- The wider area contains gently undulating agricultural landscape with low hills and locally increased tree cover. These areas contrast with the flatter more open floodplain along the River Sow.
- The site has very limited intervisibility with the wider landscape due the screening effects of the elevated M6, Wilke's Wood, the low hill by The Mount and the tree belt along the site's southern perimeter.
- Overall the site is assessed as having a low landscape sensitivity to change.

The report highlights that a well designed mixed use development on this site at the north western edge of Stafford could be readily accommodated within the local landscape with minimal adverse impact upon the wider landscape character and visual resources. The site benefits from an existing framework of tree belts, hedgerow and woodland along its eastern and southern perimeters. These will be enhanced as part of a well connected green infrastructure network which will assimilate the built development into its surroundings.

Landscaping and landscape management would also secure opportunities for wildlife habitat creation and enhanced biodiversity in this area and particularly around the proposed storm water storage pond. The two mature trees on the site would also be retained. A permissive footpath would be created to provide informal recreation across the green infrastructure and potentially linking to the Doxey Marshes Nature Reserve. A formal footpath is proposed along the south side of Creswell Grove.

The appraisal concludes that a high quality mixed use development would be created which minimises detrimental environmental effects in visual and landscape terms. The observations of the Tree Officer are noted and would inform the reserved matters submissions for the layout, design and landscaping of the built development under planning conditions.

Policies and Guidance:-

National Planning Policy Framework:
Paragraphs 170, 174, 175,

The Plan for Stafford Borough:
SP7 Supporting the Location of New Development
Policy N1 Design
Policy N4 The Natural Environment and Green Infrastructure
Policy N8 Landscape Character

4. Amenity

An air quality report has been submitted which concludes that the presence of pollutants will change with the development. However, concentrations at all the monitored receptors for the site are expected to remain below the air quality standards. The findings are the same in relation to any impact on the prospective users of the site following an assessment of the proximity of the M6 motorway.

The submitted noise report explains that the noise climate for the site is primarily determined by the traffic flows on the M6 motorway, and observations have found the noise to be significant throughout the day and night. It also finds that control measures in the form of acoustically rated windows should be fitted to the proposed hotel, nursery and office buildings.

The report continues that a noise level limit would be set for all mechanical services used on the buildings in order to achieve the attenuation standards at the nearest dwellings and the on-site noise sensitive uses. Otherwise, the noise levels generated on the completed site would not be excessive and normal construction techniques would provide suitable attenuation for the hotel, nursery and offices. It concludes that the proposals would not result in a significant increase in noise or loss of amenity at the adjoining residential properties.

The Environmental Health Officer is satisfied with the submitted air quality assessment and requires no further action. He requires a condition on a planning consent to secure the implementation of the mitigation measures in the noise report. He also requests conditions to cover the means of any foundation piling and associated noise minimisation, and to secure a management plan for the construction process to limit its impact on residential amenity. These would be added to a consent along with a restriction on vehicles above 7.5 tonnes in weight being present on the site overnight.

A lighting assessment was received with the application. It describes how the external lighting proposed would generally consist of high energy efficient, white, LED building mounted and column mounted light fittings. All column mounted light fittings have a flat glass angled perpendicular to the ground. The upward light ratio of the luminaires would be designed for approximately 0% and therefore no contribution is expected to be made to 'sky-glow'. The column mounted fittings are to be 4m high to ensure the luminaires do not impact on the sight line of the neighbouring properties.

The report confirms that the external lighting design has considered the current surrounding and existing light levels and would provide effective lighting to meet its operational requirements without appearing too overpowering. The Institution of Lighting Professionals guidance on the reduction of obtrusive light has also been adhered to. In

determining acceptable levels, the site's environmental zone has been assumed to be E2 – low district brightness.

The Environmental Health Officer raises no issues with the lighting submission but a condition on a consent would secure details of the location, design and specification of external lighting to ensure the terms of the report are complied with.

Policies and Guidance:-

National Planning Policy Framework:
Paragraphs 180, 181

The Plan for Stafford Borough:
N1 – Design

5. Highways and parking

A Transportation Assessment has been submitted which states that consideration has been given to the use of the site and the accompanying application site as an informal motorway service area (MSA), with traffic distributed to the M6 motorway Junction 14 (J14) in line with observations of other roadside services sites close to motorway junctions. The applicant does not consider that the proposed development will in fact function as an informal MSA mainly because of the limited range of facilities offered and the relationship to, and the absence of, signage on the M6 motorway. Nevertheless, the analysis has been undertaken to ensure a robust assessment.

The study establishes that an assessment year of 2031 has been tested using data provided by Highways England (HE) taking into account development traffic. This shows that J14 would operate over capacity both with and without the development proposals. Furthermore, parking accumulation has been undertaken which shows that sufficient car parking should be available in the unlikely event that the site is used for extended stop overs. This is so because provision for passing heavy goods vehicle (HGV) parking has (been deleted and) not been made at the site; the internal layout has also been redesigned to discourage visiting HGVs lingering on site before or after undertaking deliveries/collections.

Updated capacity assessments at J14 and on the local roads have been carried out and accident statistics analysed. This demonstrates that there is no correlation with a site being utilised as a MSA and an increase in accidents.

There are pedestrian and cyclist facilities shown within the vicinity of the site and the closest bus stop to the proposed development is located approximately 200m west of the site on Creswell Grove, providing services into Stafford, Great Bridgeford and Stone.

Access to the proposed development will be taken from a new priority controlled T-junction with two exit lanes. Pedestrian and cyclist access would be provided via this access with pedestrian crossing facilities to the junction and to Creswell Grove (with signal control) to the west. Analysis for the site access shows the junction is forecast to operate satisfactorily.

Overall, the Transport Assessment demonstrates that development traffic increases would not have a detrimental impact on the surrounding highway network in terms of capacity or highway safety with the new junction shown and the J14 mitigating improvements now agreed, as shown on submitted drawing no. NTT2513-100-02-S2 Rev P4 and detailed above.

A Travel Plan has also been submitted and the Highway Authority raises no objection to it nor the access provision shown subject to securing the payment of the travel plan monitoring fee by the applicants, and subject to conditions to secure the implementation of the travel plan, the construction of the access, details of the subsequent layout, and construction method statements. It has also accepted that one travel plan monitoring fee can be paid for this and its accompanying application.

Highways England, the motorway authority, recommends the addition of conditions to a consent to secure the implementation of the highway works, a construction management plan, details of any external illumination of the site and the construction of on-site drainage. However, the Lead Local Flood Authority (LLFA) has reviewed that same drainage strategy plans and requires a more detailed submission. It is therefore considered that the drainage condition of the LLFA should be used in place of that of Highways England, and Highways England agrees to this approach subject to being a consultee on the details to be submitted.

Representations received on the application from one source suggest that the scheme would not comply with the terms of Department of Transport Circular 2/2013, entitled "Strategic road network and the delivery of sustainable development", which explains how Highways England will engage with the planning system. Their author considers that the development would in effect create an informal MSA. He considers that the Circular is clear that MSA's will not be signed from the motorway unless the relevant elements of the service area are provided including parking for all classes of vehicles including HGVs. However, he believes that the current proposal only provides very limited parking for cars and accordingly would not qualify for signing from the motorway.

He continues that, due to the close proximity to the motorway however, it will attract motorway users. There would be safety issues insofar as the site could be seen from the motorway and (presumably in the absence of signage) this would lead to drivers making manoeuvres very late at J14 to leave the motorway, increasing highway danger. He also considers that there would be a significant risk of queuing on the slip roads as there would be insufficient parking to accommodate demand for the hotel and other proposed uses in the accompanying application 17/27029/FUL.

Highways England is aware of these representations and maintains its stated position on the proposals particularly in terms of highway safety. Furthermore, whilst no detail of parking space is submitted for approval with this outline application, the site includes considerable areas to accommodate vehicles in excess of minimum parking standards in a landscaped setting.

The applicant has responded to the representations stating that Policy B17 of Annex B of the Circular demonstrates that not all facilities must be signed on the motorway to be acceptable in highway safety terms.

Policies and Guidance:-

National Planning Policy Framework:
Paragraphs 107, 108, 109.

The Plan for Stafford Borough:
Policy T1 Transport
Policy T2 Parking and Manoeuvring Facilities

6. Surface Water Drainage

The submitted Flood Risk Assessment explains that the built development area would be outside of the worst flood risk zones 2 and 3, and the scheme would incorporate surface water attenuation and storage on site in the form of a pond. Floor levels of buildings would be set at a minimum of 600mm above the 1 in 100 year + 20% climate change flood level. The ground levels would also be profiled to ensure that any drainage overflow would pass through the site from the Creswell Grove direction and not result in ponding elsewhere. A new drainage network would provide a modern standard of drainage and it should continue to drain at its present greenfield rate to avoid any downstream impacts. This new network would be designed using sustainable drainage principles (SUDS), which are appropriate in this location, and would include water quality control measures in particular to protect the Doxey Marshes SSSI downstream.

The Lead Local Flood Authority accepts the assessment and requires a condition to secure a detailed design for surface drainage based on the submitted strategy. The Environment Agency similarly requires a condition to secure the implementation of the flood risk mitigation measures.

Policies and Guidance:-

National Planning Policy Framework:
Paragraphs 150, 163, 165

The Plan for Stafford Borough:
Policy N2 Climate Change
Policy N4 The Natural Environment and Green Infrastructure
Policy N5 Sites of European, National and Local Nature Conservation Importance

7. Ecology

The submitted ecology report considers that as the M6 motorway visually separates the site from the SSSI, there would be unlikely to be any disturbance of the bird assemblages there. Noise from the site would also be unlikely to cause harm as the birds would be habituated to the noise from the motorway. An existing informal pedestrian route under the motorway is proposed to be retained and it may result in a slight increase in visitors to the SSSI from the finished development. However, it does not consider that birds from the SSSI would use the site as it does not have water bodies or reed beds.

The report further states that any impacts on the local water quality potentially have implications beyond the site boundary to the SSSI. Therefore, it advises that surface water drainage and attenuation systems associated with the scheme must control surface water flow rates and seek to achieve a standard green field rate run off. It is recommended that the design of the drainage system provided will be such that siltation and pollution is prevented and there is a negligible change in the average water volume flow. A SUDS would be incorporated within the design to minimise impacts to the marshes and control surface run-off. Additionally, this area would include areas of reedbed and wetland species which would provide some protection against run-off.

The report explains that the site itself is a species poor semi-improved grassland field and its loss as a habitat would not be significant. No evidence of protected species was found on the site but it recommends control of artificial lighting on the site with regards to bat foraging and the enhancement of hedge and tree planting as part of a landscaping scheme.

Otters have been recorded in the waterways to the west of the site and the report recommends a full otter survey being carried out before any works are carried out within 40m of the waterways.

The Biodiversity Officer's concerns over lighting affecting Bats, Badgers becoming trapped in excavations and the presence of Otters would be covered by conditions as would securing the implementation of the report's other recommendations. This would also apply to a landscape management plan, to implement biodiversity enhancement in the long term. The protection of nesting birds is more suitably covered by other legislation.

Natural England's issues related to the SSSI would be incorporated into drainage and lighting conditions.

The observations of the Staffordshire Wildlife Trust are acknowledged but it has been notified of the application because of its management responsibilities for the Doxey Marshes rather than consulted for its technical advice generally. An informative on a consent would however refer the applicant to its views.

Policies and Guidance

National Planning Policy Framework:
Paragraphs 170, 175

The Plan for Stafford Borough:
Policy N4 The Natural Environment and Green Infrastructure
Policy N5 Sites of European, National and Local Nature Conservation Importance

8. Trees

The tree report shows that the two mature trees within the site would be retained as would others on the periphery with appropriate protection measures. Numerous small, self set trees are shown to be removed. As it is an outline application, the siting of buildings in relation to the trees would be an issue of detail to be subsequently considered in a further application.

Policies and Guidance

National Planning Policy Framework
Paragraph 170

The Plan for Stafford Borough
Policy N1 – Design

9. Ground conditions

The site investigation report states that no significant contaminants were found from investigations including boreholes.

Policies and Guidance

National Planning Policy Framework
Paragraphs 170, 178, 180

Conclusion

The use of the site for elements of employment development would not result in a disproportionate amount taking place outside of the settlement boundaries nor would it undermine the role of the employment SDL's. Other proposed uses are small scale and would be locally-focussed facilities. Impacts from traffic have been shown to be mitigated by improvements to mainly pedestrian and cycle access across Creswell Grove. There is no assessed detrimental impact on the Doxey Marshes SSSI subject to the water quality control measures proposed. Other means of environmental protection, mitigation and enhancement would be secured by conditions as required by SP7.

Consultations

Stafford Borough Council Forward Planning - Policy Response:

The proposal is on a greenfield site adjacent to the M6 motorway and its Junction 14 which separates the site from Stafford, but it is adjacent to its settlement boundary. Having considered the criteria of SP7, the development is acceptable in principle. In terms of Policy E8, the development is more than the locally set threshold for Stafford Town of 1,000 sq m and requires an impact assessment. However, it is not considered that the proposal would result in a disproportionate amount of development taking place outside of Stafford settlement boundary nor that it would undermine the Strategic Development Locations. The planning policy advice is to approve the scheme.

Highway Authority:

No objection subject to a Section 106 agreement to secure a travel plan monitoring fee of £11,900 and subject to conditions to secure the implementation of the submitted travel plan; the construction of the access shown on drawing no. NTH/244/TT100 Rev P3; details of the layout of buildings, parking and vehicle manoeuvring space, drainage and the means of road construction; a construction method statement and details of temporary construction facilities.

Highways England:

Recommend that conditions are added to a consent to secure a construction environmental management plan, the construction of the highway/Junction 14 improvement works shown on drawing no. NTT2513-100-02-S2 Rev P4, the construction of the submitted drainage scheme, and details of external illumination.

Natural England:

- No objection subject to appropriate mitigation being secured.
- We consider that without appropriate mitigation the application would damage or destroy the interest features for which Doxey and Tillington Marshes Site of Special Scientific Interest (SSSI) has been notified.
- In order to mitigate these adverse effects, the following mitigation measures are required or the following mitigation options should be secured:
 - 1) SuDS scheme, with reference to CIRIA Design Checklist RP992 including design of attenuation pool, with reference to Ciria Pond and Wetland Design Checklist.
 - 2) Agreed lighting scheme, designed to reduce light spill to SSSI.
- We advise that an appropriate planning condition is attached to any planning permission to secure these measures.
- Other advice on sustainable drainage systems, recreation, green infrastructure, biodiversity enhancement, protected species, priority habitats, environmental enhancement.

Environment Agency:

The proposed development will only meet the NPPF if the submitted flood risk assessment mitigation measures are implemented and secured by condition.

Lead Local Flood Authority:

- The Drainage Statement submitted demonstrates that an acceptable Drainage Strategy can be achieved as part of the proposed development.
- The surface water discharge rate required by the Sow and Penk Internal Drainage Board is 20.3l/s for the whole site. The proposals include a detention basin to provide attenuation and some water quality treatment.
- Water quality treatment must be appropriate to the sensitivity of the downstream receptor and each phase must include additional SuDS components to ensure that the overall SuDS management train including the detention basin will provide adequate pollution mitigation.
- Add condition to consent to secure a detailed surface water drainage system.

Environmental Health Officer:

20 March 2018

- The air quality submission is satisfactory and takes into account the "smart motorway" alterations. No further action is required.

7 February 2019

No objection subject to conditions to safeguard nearby residents from undue disturbance; the conditions would secure:-

- a construction environmental management plan to demonstrate means to reduce the effects of noise, vibration, dust and lighting during construction;
- details of any piling methods if they are to be used; and
- the implementation of the recommendations in the submitted noise report.

Biodiversity Officer:

- Extended phase 1 surveys were carried out in 2011, 2015 and 2016 and updated in 2017.
- Method statement for protection of nesting birds should be secured.
- It is recommended that the lighting design for the site is carefully planned in relation to bats to avoid light spill on hedgerows, scrub and landscape areas; any directional lighting to avoid general light spill; and lighting levels kept to a minimum.
- Any excavations left open overnight should be provided with a means of escape for badgers.
- Should the ditch running across the site require dredging, it will be necessary to survey for Otter and follow any recommendations from this, for example, a method working statement.

Recommendations

- Trees and hedgerows should be retained where possible and any gaps in the hedges planted with appropriate native species. This will provide additional foraging for bats.
- Sustainable Urban Drainage Systems (SUDS) is required to control water levels – this is particularly important due to the proximity of Doxey Marshes SSSI.
- Bat and bird boxes should be installed in appropriate locations – as decided by the ecological consultants.
- Any Giant Hogweed should continue to be identified and eradicated from the site.
- The submitted Landscape and Ecology Management Plan provides a suitable programme for habitat management and enhancement on site and should be carried out as stated.

Tree Officer:

- I have no objection to the proposed tree removals shown on the FPCR Tree Retention Plans 4749-A-04 and 4749-A-05 .

- I do object to the proposed layout plan in respect of Cat A and B trees ref. T11, T12, T13 and T14. Unit G (Hotel) and Unit L (Small Industrial) are located too close to these retained trees to maintain effective tree protection measures. Tree protection fencing will inevitably come under such pressures that intentional and unintentional transgressions into the RPAs is likely. In addition to this, with large retained trees so close to these units when finished, there will be persistent conflicts between them and the buildings resulting in pressures to regularly carry out pruning works which will reduce their amenity value and greatly shorten their viable lifespan. There are also parking areas and a service yard access associated with units G and L that fall significantly within the Root Protection Areas of T11 and T12. These areas are not suitable for no dig construction techniques, with the proposed installations almost certain to result in significant damage to the structural and fibrous root systems leading to the early death of the trees.

- The landscaping plan is currently below a standard that should be accepted for new developments. The use of Root Ball nursery stock for specimen tree planting is inappropriate, and the choice of species is unlikely to result in a high quality arboricultural landscape. In addition the use, for example, of such species as Tilia (Lime) in proximity to areas of car parking will result in future ongoing issues relating to 'Honeydew' deposits on

vehicles. Issues such as this not being given due consideration will lead to the premature removal of trees before they reach maturity.

- In order to address the objections raised above the following actions should be taken:

1) A redesign of the layout of the site, specifically in respect of units G and L with associated features, allowing appropriate space and surrounding soft landscaping for future conflict free tree retention. The consideration of tree retention and allowing more space between T11 – 14 and the built environment is an issue raised by FPCR in their survey and report. Therefore this requirement should not come as a surprise and is easily achievable by not trying to maximise the built form on site.

2) The landscape plan should be revised to include the use of Container Grown nursery stock for all specimen tree planting, and consideration of such issues as species choice in the vicinity of car parking etc. that will result in future challenges to tree retention. In addition more consideration should be given to use of non-native ornamental species to raise the quality of visual amenity, which is another issue raised by FPCR in their recommendations.

3) All measures and recommendations specified in the FPCR survey and report should be employed in full. A tree protection plan showing the position and specification of all protective fencing should be submitted and, assuming it meets an appropriate standard, adopted as the approved tree protection plan along with a general tree protection condition.

Staffordshire Wildlife Trust:

- No objection to the proposals subject to below.
- We support the comments of the Environment Agency and Lead Flood Authority on sustainable drainage.
- There is no need to remove Elm from the site when managed in a hedgerow.
- We recommend the planting of standard trees includes Black Poplar (in wetter areas), Silver Birch and Common Lime. Fruit trees are also recommended for badgers.
- Management of the southern boundary trees has not been included in the Landscape and Ecology Management Plan (LEMP).
- We previously requested that H2 be translocated, to maintain the Elm shrubs and because translocation would not take much greater effort than grubbing out the hedge.
- The planting mix species for new hedgerows and for gapping up existing are not all locally native. Wild privet and Guelder rose should be removed and replaced with Elm and/or Field Maple
- Flowery lawn mix should be added to amenity grassland in the development site.
- It is not clear what is meant by a 'wooded meadow' as this is not a commonly recognised habitat term. However if a parkland landscape is intended, i.e. scattered standard trees within grassland, this would be very suitable to link with the parkland adjacent at The Mount.
- The final plans will need to include details of site preparation for habitat creation areas.
- The proposals in the LEMP should be secured, and in addition precautionary vegetation clearance methods to protect any reptiles/ amphibians that may be present.
- A barn owl box may be suitable but not close to the motorway.

- New pathways are welcomed; however for birds to be able to effectively use the flood meadow, it should include a 'no-go' area so that the public can enjoy good views without disturbing the whole area.
- We would welcome some signage/ interpretation pointing visitors towards the Doxey Marshes SSSI, part of which is managed as a reserve by SWT.
- The LEMP is generally a suitable draft document; the final plan should include amendments as above, plus some monitoring of habitats and species particularly birds, post completion.
- Secure through conditions a breeding and wintering bird survey, and update surveys for otter and badger before development commences; the recommendations made within the Ecological Appraisal Rev A dated August 2017; detailed landscaping plans; an Ecological Management Plan; details of paths and access improvements within and off the site; and detailed drainage plans.

Parish Council:

Object; loss of residential amenity due to 24 hour operation; noise and light disturbance and anti-social behaviour; excessive traffic would cause congestion and delays for residents; large vehicles parking is still a concern; how would it be actively managed on the site as there are continuing problems at Valley Drive and Primepoint 14.

Neighbours:

55 notified; 22 replies/representations received from 18 addresses objecting. The material issues are summarised below:-

- No necessary motorway signage for the development shown but any signage would fail to meet the requirements of Highways Circular 02/2013.
- Highways England has failed to address this point and permission should be refused.
- If permitted, decision would be open to judicial review.
- Queuing on slip road and safety prejudiced on highway.
- No need for the commercial development in the area.
- Excessive traffic, congestion, delays and queuing
- No pedestrian improvements shown
- More noise, litter and light pollution including from overnight parking
- Existing motorway services and filling stations meet any demand
- Unstable land with poor drainage
- Harm to wildlife and adjacent Doxey Marshes SSSI
- Development out of character with area
- Obstruction of public footpath
- Inadequate sewerage
- Flood risk

Site Notice

Expiry date 22 September 2017

Advert

Expiry date 4 October 2017

Other representations

Crime Prevention Design Advisor:

Use Police approved Secured by Design features and fittings

Jeremy Lefroy MP:

- I am very concerned about the implications that both of these applications have for local residents, especially those living opposite the proposed development.
- Noise and light are going to be major considerations and I would ask you to take these into account when deciding upon this proposal. The filling station causes special concern due to the 24 hour nature of its business and the increase of noise at night this will create, as well as the need for lights to remain on overnight.
- The impact on traffic on an already very congested road is also a great concern to me and my constituents. Given the proximity of this application to junction 14 of the M6, and the possibility of fuel being offered at considerably cheaper prices than at Stafford services, it is likely that the filling station will attract large volumes of traffic .
- Even if the filling station is not signed on the M6, users of the motorway will quickly become aware of it. It may also exacerbate the already serious situation of HGV parking in the north of Stafford. Drivers are more likely to pick a spot to stop overnight where they can find cheaper fuel right next to the motorway.
- Finally, I was pleased to see the inclusion of a community room on the plans. However, I am not aware of any consultation with local groups that has taken place regarding this. I think it is essential that more information is provided before a community room is permitted. This is because, as Creswell is a small community, I would not want the cost for upkeep of such a facility to fall on the local ratepayers shoulders without their permission.
- With all the uncertainty around parts of the proposal and the clear detrimental impact that these applications will have on my constituents, I would urge the Council to refuse both applications.

Relevant Planning History

16/24862/OUT - Mixed use comprising public house, hotel, day nursery, community (assembly/meeting) room, nursing home, professional consulting premises, offices and light industrial/storage/trade counter units; associated works (outline but with access details) – withdrawn 11 January 2017

Site and adjacent site

12/17167/OUT - Mixed use development (outline): public house; 60 bed hotel; convenience supermarket and two other shop units; day nursery; professional consulting rooms; a coffee shop/rest stop (Use Class A3/A5); a community (assembly/meeting) room; a nursing home; office units; and light industrial/warehouse/trade counter units; associated roads, car parking, footpaths, landscaping and open space - details of access submitted – approved; decision issued 23 September 2013; expired 22 September 2016.

31083 – Renewal of permission 23391 – approved 17 January 1996; expired.

23391 – 143 bed hotel and conference facilities – approved 23 October 1989; expired.

Adjacent site

17/27029/FUL – Erection of petrol filling station, ancillary shop, and drive-through coffee shop with access, parking and landscaping – to be determined

16/24863/FUL - Erection of Petrol Filling Station, Convenience Shop, Drive-through Coffee Shop, vehicular and pedestrian access, parking and landscaping – withdrawn 11 January 2017

Recommendation

Approve, subject to the applicant entering into a section 106 agreement/Unilateral Undertaking to secure the travel plan monitoring fee and subject to the following conditions:

1. This is a grant of outline planning permission only and before any phase of the development is commenced, details of the layout of buildings, roads, cycleways, footways and parking/turning space; the appearance and scale of buildings; and the landscaping of the site (the reserved matters) in that phase shall be submitted to the local planning authority for approval.
2. Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this permission.
3. The development hereby permitted shall be begun before the expiration of two years from the date of approval of the last of the reserved matters.
4. The approved plans are drawings nos. 003A; NTH/244/TT100 Rev P3; and NTT2513-100-02-S2 Rev P4. All other plans were submitted for illustrative purposes only and are not approved.
5. No phase of the proposed development shall be brought into use unless and until the proposed new access junction to A5013 Creswell Grove and the associated highway works (including minimum 2.4m x 90m visibility splays and a loop connection within the site access to the proposed signalised pedestrian crossing and the cycle/pedestrian footway along Creswell Grove) have been constructed broadly in accordance with the in principle drawings nos. NTH/244/TT100 Rev P3 and NTT2513-100-02-S2 Rev P4. These proposed highway works shall incorporate any necessary two dimensional and three dimensional revisions as recommended by the related technical standards and the outcome of the Stage 2 Safety Audit and shall thereafter be in accordance with engineering details which shall first be submitted to and approved in writing by the Local Planning Authority. These details shall include construction, surface water drainage, traffic signal loop detectors and new streetlighting which shall thereafter be constructed in accordance with the approved drawings and details.
6. Before any phase of the development commences, details shall be submitted for the written approval of the Local Planning Authority for that phase indicating:
 - layout of site including disposition of buildings and provision of adequate parking, turning and servicing within the site curtilage;
 - means of surface water drainage from all areas intended to remain in private ownership; and
 - full road construction including longitudinal sections and a satisfactory means of draining roads to an acceptable drainage outfall,

which shall thereafter be implemented in accordance with the approved details.

7. A) No development for the provision of infrastructure, services and utilities, including the creation of a site access, internal access roads, works to the public highway and drainage works, shall take place until a construction management plan or construction method statement relating to those works has been submitted to and approved in writing by the Local Planning Authority.
 - B) No development for the erection of buildings including construction of below-ground (footings/foundations) and above-ground (frames, walls, roofs and canopies) structures shall take place until a construction management plan or construction method statement relating to those works has been submitted to and approved in writing by the Local Planning Authority.
 - C) The approved plans/statements relating to A) and B) above shall provide for:
 - routes for construction traffic going to and departing from the site;
 - proposed temporary traffic restrictions;
 - pedestrian and cyclist protection;
 - arrangements for turning vehicles on the site;
 - the loading and unloading of plant and materials;
 - the storage of plant and materials;
 - parking of vehicles of site operatives and visitors;
 - the location and nature of the site compound and associated temporary buildings;
 - hours of operation (including hours of construction working and of deliveries);
 - method of prevention of mud and other materials being carried onto and deposited on the public highway;
 - D) The approved plans/statements shall be adhered to throughout the construction period.
8. Before any phase of the development commences details shall be provided to, and approved in writing, by the Local Planning Authority for that phase indicating satisfactory temporary construction site access arrangements, on site compounds, material storage and parking and turning facilities for the associated site staff, trades and deliveries, management and routing of demolition/construction traffic and delivery times. The approved details shall be thereafter provided and maintained throughout the construction period of that phase.
9. No phase of the development hereby permitted shall be brought into use until the submitted Travel Plan Framework is implemented for that phase in accordance with the approved details the subject of this consent and thereafter shall be retained for the life of that phase. The Travel Plan shall be implemented in accordance with the timetable set out in that plan unless otherwise agreed in writing by the Local Planning Authority. Reports demonstrating progress in each phase in promoting sustainable transport measures shall be submitted annually on each anniversary of the date of the planning consent to the Local Planning Authority for approval for a period of five years from first occupation of each phase of the development permitted by this consent.
10. No vehicles of 7.5 tonnes or more shall be present on the site between the hours of 19.00 and 07.00.

11. The development permitted by this planning permission shall be carried out in accordance with the approved Flood Risk Assessment (FRA) ref: STG-BWB-EWE-XX-RP-EN-0003_FRA, Rev P3 and the following mitigation measures detailed within the FRA:
1. There shall be no development or raising of ground levels within Flood Zones 2 and 3.
 2. Finished floor levels shall be set no lower than 600mm above the 1 in 100 year plus climate change flood level as identified within the FRA.

The mitigation measures shall be fully implemented prior to occupation of each phase and subsequently in accordance with the timing / phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the local planning authority.

12. Notwithstanding any information in the application, no phase of development shall commence until a detailed surface water drainage design for that phase has been submitted to and approved by the Local Planning Authority in consultation with the Lead Local Flood Authority and Highways England. The design must be in accordance with the overall strategy and key design parameters set out in the Drainage Statement (collinshallgreen Ltd, 16/02/2018). The design shall demonstrate:
- Surface water drainage system(s) designed in accordance with national and local standards, including the Non-statutory technical standards for sustainable drainage systems (DEFRA, March 2015).
- SuDS design to provide adequate water quality treatment, which can be demonstrated using the Simple Index Approach (CIRIA SuDS Manual 2015).
- Limiting the discharge rate generated by all rainfall events up to the 100 year plus climate change critical rain storm so that discharge from the whole site will not exceed 20.3l/s to ensure that there will be no increase in flood risk downstream.
- Detailed design (plans, network details and calculations) in support of any surface water drainage scheme, including details on any attenuation system, and the outfall arrangements. Calculations shall demonstrate the performance of the designed system for a range of return periods and storm durations inclusive of the 1 in 1 year, 1 in 30 year, 1 in 100 year and 1 in 100 year plus climate change return periods.
- Plans illustrating flooded areas and flow paths in the event of exceedance of the drainage system. Site layout and levels shall provide safe exceedance routes and adequate access for maintenance.
- Provision of an acceptable management and maintenance plan for surface water drainage to ensure continued performance of the system for the lifetime of the development. This shall include a schedule of required maintenance activities and frequencies, and contact details for the organisation responsible for carrying out these duties.
- The design shall have regard to the CIRIA Design Checklist RP992 including the attenuation pond and the CIRIA Pond and Wetland Design Checklist

13. The design of the landscaping schemes in each phase shall be informed by the submitted fpcr landscape management plan, the submitted fpcr ecological appraisal and by the submitted observations of Natural England and Stafford Borough Council's Tree and Biodiversity Officers. The approved schemes shall be implemented in accordance with a programme to be submitted to and approved in writing by the Local Planning Authority before any development in a phase commences.
14. No more than the following total gross floor areas shall be constructed:- 650 sq m - Use Class A4 (drinking establishments); 6,500 sq m - Use Class B1(c) (light industry) or Use Class B8 (storage and distribution); 2,150 sq m - Use Class C1 (hotels); 1,800 sq m - Use Class B1a (Offices) or professional consulting rooms); 269 sq m children`s nursery; and 172 sq m community room.
15. No more than a total of 10% of the gross floor area of each proposed light industrial/warehouse/trade counter unit shall be used for the purposes of a trade counter, and/or for retail sales and/or as a showroom.
16. No works shall be undertaken to any existing on- or off-site water course or within 40 metres of such watercourse unless and until a survey for the presence of Otters have been carried out, and the results and details of any necessary mitigation including a programme for implementation of those measures have been submitted to and approved in writing by the Local Planning Authority. Thereafter, the approved measures shall be carried out in accordance with the approved programme.
17. No development in a phase shall commence until details of existing and proposed ground levels and proposed ground floor slab levels of buildings in that phase have been submitted to and approved in writing by the Local Planning Authority. Thereafter, the phase of development shall only be built in accordance with the approved details.
18. Notwithstanding any information in the application, no above ground construction in a phase shall commence until details of the location, design, intensity and light spread of any artificial lighting in that phase have been submitted to and approved in writing by the Local Planning Authority. The designs shall reduce light spill affecting the Doxey Marshes Site of Special Scientific Interest, adjacent residential occupiers and minimise impact on bats. Thereafter, any phase shall not be first used until the approved lighting has been constructed and is operational, and it shall be retained. No other external lighting in any phase shall be constructed.
19. No development in a phase shall take place until a site specific Construction Environmental Management Plan for that phase has been submitted to and approved in writing by the Local Planning Authority. The plan shall demonstrate the adoption and use of the best practicable means to reduce the effects of noise, vibration, dust and site lighting. The plan shall include, but not be limited to:

Procedures for maintaining good public relations including complaint management, public consultation and liaison

Arrangements for liaison with the Council's Pollution Control Team

All works and ancillary operations which are audible at the site boundary, or at such other place as may be agreed with the Local Planning Authority, shall be carried out only between the following hours: 8 00 Hours and 18 00 Hours on Mondays to Fridays and 08 00 and 14 00 Hours on Saturdays and; at no time on Sundays and Bank Holidays.

Deliveries to and removal of plant, equipment, machinery and waste from the site shall only take place within the permitted hours detailed above.

Mitigation measures as defined in BS 5528: Parts 1 and 2 : 2009 Noise and Vibration Control on Construction and Open Sites shall be used to minimise noise disturbance from construction works.

Procedures for emergency deviation of the agreed working hours.

Control measures for dust and other air-borne pollutants. This shall also take into account the need to protect any local resident who may have a particular susceptibility to air-borne pollutants.

Measures for controlling the use of site lighting whether required for safe working or for security purposes.

20. No phase of development shall be carried out until a specification for the best practical means for carrying out any piling work in that phase, to limit noise and disturbance, has been submitted to and approved in writing by the local planning authority. In the event of driven piles being proposed sufficient justification shall be submitted to the Local Planning Authority demonstrating the use of use of driven piles over other piling methods. Thereafter only the approved piling method shall be used in that phase.
21. The recommendations outlined in the noise report (Ref: Stafford Gate, Stafford - REP-1006178-AM-020617-5) shall be implemented in full prior to the first occupation of the relevant phase or phases
22. Prior to commencement of development in any phase, a Construction Environmental Management Plan for that phase shall be submitted to and approved by the Local Planning Authority, in consultation with Highways England. The approved Construction Environmental Management Plan shall be adhered to in relation to all construction works in that phase.
23. The highway improvement scheme, as defined on drawing reference NTT2513-100-02-S2 Rev P4 entitled "Proposed M6 Junction 14 Mitigation Works", shall be completed to the written satisfaction of the Local Planning Authority in consultation with Highways England prior to the occupation of any phase of the development.
24. No external means of illumination of the site shall be provided installed or operated in any phase of the development except in accordance with a detailed scheme for that phase which shall provide for external lighting that is in accordance with DfT Circular 02/2013 and the Obtrusive Light GN01:2011, and has been submitted to and approved in writing by the Local Planning Authority in consultation with Highways England. The scheme shall be implemented in accordance with the approved details and maintained in perpetuity in that phase.

25. A means of escape for badgers shall be provided from all open excavations in any phase outside of construction work hours
26. The recommendations in the submitted fpcr ecological appraisal and the landscape management plan shall be implemented in all phases of the development.
27. All measures within the approved FPCR Tree Retention Plans (Ref. 4749-A-04 and 4749-A-05) and FPCR Arboricultural Report shall be implemented and maintained throughout development of a phase until completion of all construction related activity in that phase unless agreed in writing with the Local Planning Authority.
28. Notwithstanding any information in the application, no construction in any phase shall commence unless and until a tree protection plan showing the position and specification of all protective fencing in that phase has been submitted to and approved in writing by the local planning authority, and the approved tree protection measures have been implemented for that phase. Thereafter they shall be retained for the whole construction period of that phase.

The reasons for the Council's decision to approve subject to the applicant entering into a section 106 agreement/Unilateral Undertaking to secure the travel plan monitoring fee and subject to the conditions listed above are:

1. To define the permission.
2. To comply with the requirements of Section 51 of the Planning and Compulsory Purchase Act 2004.
3. To comply with the requirements of Section 51 of the Planning and Compulsory Purchase Act 2004.
4. To define the permission.
5. In the interests of the safety and convenience of users of the highway. (Policy T1c of The Plan for Stafford Borough).
6. In the interests of the safety and convenience of users of the highway. (Policy T1c of The Plan for Stafford Borough).
7. In the interests of the safety and convenience of users of the highway. (Policy T1c of The Plan for Stafford Borough).
8. In the interests of the safety and convenience of users of the highway. (Policy T1c of The Plan for Stafford Borough).
9. In the interests of the safety and convenience of users of the highway. (Policy T1c of The Plan for Stafford Borough).
10. To safeguard the visual amenity of the area and to prevent disturbance (Policy N1 of The Plan for Stafford Borough)

11. To minimise flood risk (Policy N2 of The Plan for Stafford Borough)
12. To minimise flood risk (Policy N2 of The Plan for Stafford Borough)
13. To enhance biodiversity (Policy N4 of The Plan for Stafford Borough)
14. To define the permission.
15. In order to maintain the vitality of Stafford town centre including potential harm from any cumulative impact (Section 2 of the National Planning Policy Framework).
16. To maintain and enhance biodiversity (Policy N4 of The Plan for Stafford Borough)
17. To ensure the satisfactory appearance of the development (Policies N1 g and h of The Plan for Stafford Borough).
18. To safeguard the appearance of the locality and to enhance biodiversity (Policies N1 and N4 of The Plan for Stafford Borough)
19. To safeguard the amenities of the area (Policy N1e of The Plan for Stafford Borough).
20. To safeguard the amenities of the area (Policy N1e of The Plan for Stafford Borough).
21. To safeguard the amenities of the area (Policy N1e of The Plan for Stafford Borough).
22. To ensure that the safety and free flow of traffic on the M6 motorway is not compromised. (Policy T1 of the Plan for Stafford Borough).
23. In the interest of Highway Safety and to ensure that the M6 motorway continues to serve its purpose as part of the national system of routes for traffic. (Policy T1 of the Plan for Stafford Borough).
24. To ensure that the safety and free flow of traffic on the M6 motorway is not compromised. (Policy T1 of the Plan for Stafford Borough).
25. To enhance biodiversity (Policy N4 of The Plan for Stafford Borough)
26. To enhance biodiversity (Policy N4 of The Plan for Stafford Borough)
27. To safeguard the character and appearance of the area (Policy N1h of The Plan for Stafford Borough).
28. To safeguard the character and appearance of the area (Policy N1h of The Plan for Stafford Borough).

INFORMATIVE(S)

- 1 The Local Planning Authority consider the proposal to be a sustainable form of development and therefore complies with the provisions of the National Planning Policy Framework.
- 2 The attention of the applicant is drawn to the observations of the Highway Authority, Highways England, the Environment Agency, Natural England, the Council's Tree Officer and Staffordshire Wildlife Trust on this application. All comments received can be viewed online through the planning public access pages of the Council's website (www.staffordbc.gov.uk).

17/27028/OUT
Land South of Creswell Grove Adjoining M6
Creswell Grove
Stafford
ST18 9QP

