



**East Staffordshire Local Plan  
Hearing Statement 16  
Uttoxeter**

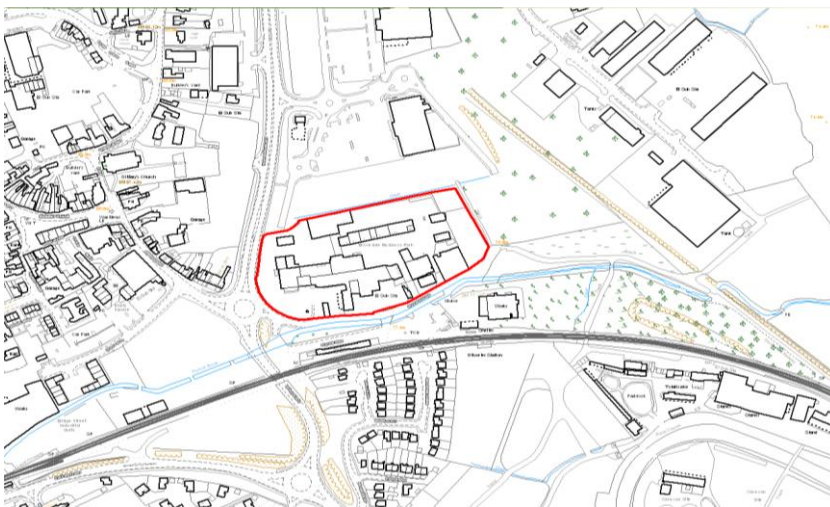
**Monday 18th May 2015**

## Uttoxeter

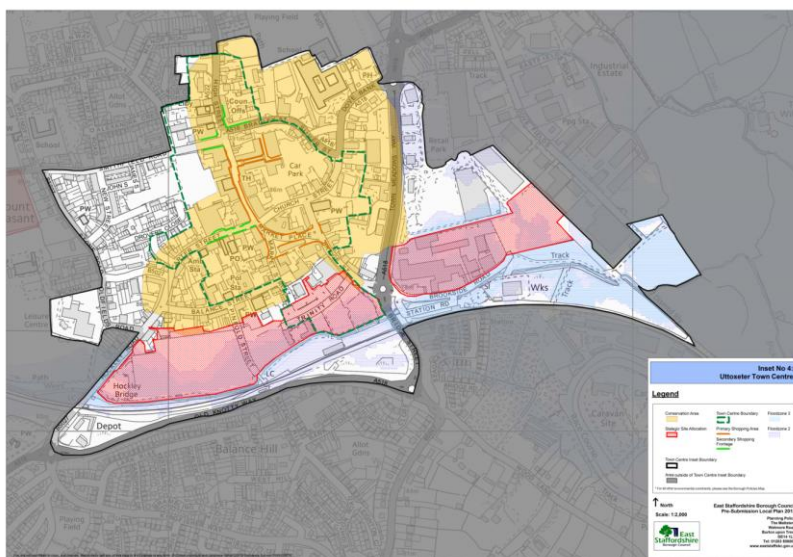
**g. Brookside Industrial Estate (33) including:**  
***i loss of employment,***

gi1. Brookside Industrial Estate is a brownfield site allocated in the plan for 150 dwellings. The allocated site is located close to Uttoxeter Railway Station and town centre.

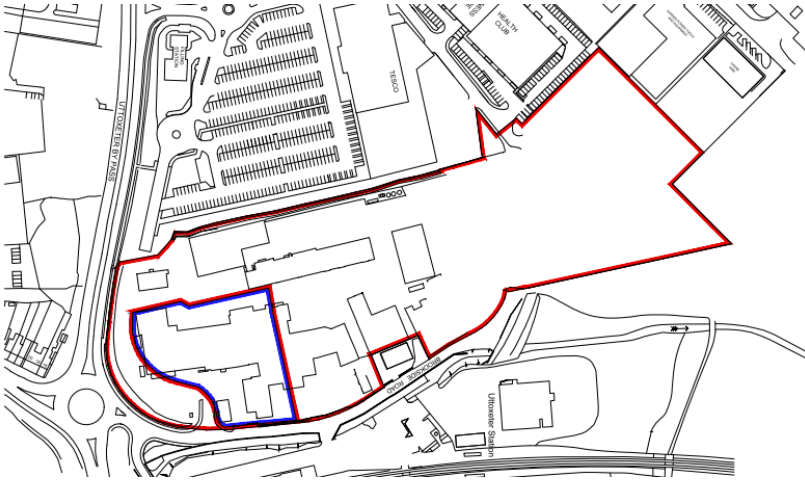
gi2. The following plans show the site as presented in the SHLAA, the proposed allocation and the current planning application.



*SHLAA site 33*



*Local Plan policies map*



### *Application site boundary*

gi3. The 2003 Masterplan and delivery strategy for the regeneration of Uttoxeter Town Centre identified a number of key sites around the town which could contribute to its renewal. Brookside Business Park is identified as a site which could improve its setting and strengthen the southern gateway into the town centre. The masterplan suggests an aspiration for offices on the frontage with larger floor plate manufacturing/distribution uses within the interior of the site. The creation of a much improved aspect to the Racecourse and better integration with newer retail development is needed on the site.

gi4. Design/Development Guidance was prepared for Land at Brookside and Town Meadows Way in 2004. A number of main messages from the guidance include:

- The need to create a new business setting, retain overall employment function and focus on quality employment uses – commercial rather than industrial.
- Include an element of residential particularly to overlook the railway station and Brook side Road – scale should be secondary to employment function.
- Site connectivity both internally and externally.
- High quality development which is relevant to Uttoxeter and which creates a lasting benefit and legacy for the town. The architecture must reflect the history of the place but create a contemporary statement of a place moving forwards with confidence.

- The proximity of the Railway Station, Uttoxeter Racecourse and the town centre is important and this proximity needs to be properly addressed and fully exploit through the development of this sites.

gi5. The 2006 Local Plan saved policy UMAA8 requires the site to be developed for a mix of business and commercial uses, and the provision of pedestrian and cycle links between the proposed Square and Brookside Road should be incorporated into the scheme.

gi6. The redevelopment of Brookside has been on the Council's wish list for many years. At the time that the masterplan guidance and adopted Local Plan was prepared Brookside was a thriving employment area characterised by a range of traditional brick buildings of various heights and styles. The landowner has expressed willingness to redevelop the site. Leases have not been renewed and many of the existing employers at the site have moved off to locate elsewhere.

gi7. The Council decided early in the plan making process on a strategy that optimised the redevelopment of brownfield sites where possible. Brookside Industrial Estate is sustainably located close to transport links and the town centre with opportunity to improve the gateway to the town. The decision was taken to allocate the site for residential purposes. The site was appraised in the Sustainability Appraisal Report (Doc. B9). The site was included in the Pre-Submission Local Plan following confirmation from the landowner that there was willingness over the plan period to bring the site forward.

gi8. The site is currently an employment site, an assembly of buildings of different ages, styles, condition and occupancy. The site is referenced as site 176 in the ELR which recognises the function of the estate, providing secondary industrial premises, which is considered to be lacking in Uttoxeter.<sup>1</sup> However the ELR (Doc. C2, C.17 and C.18) recognise the opportunity for office/residential development due to the location, adjacent to the town centre and railway station and queries whether the site should be retained for employment use.

gi9. Following the completion of the ELR in 2009 and update in 2013 the Council took the opportunity to consider the site for redevelopment and identified it in the

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<sup>1</sup> Site measures 2.6 in the ELR

Pre-Submission Local Plan. An application was received in July 2014 but was withdrawn. An application was again received in March 2015 for a mixed use development for up to 90 residential dwellings, 6 employment units totalling no. 1396 sqm and 4 trade units totalling 1380 sqm, including details of access. The application site in total is 3.8 hectare in size, larger than that identified in the ELR. The employment units will accommodate the few remaining businesses left on the existing site and create new employment opportunities in the form of trade units.

gi10. Whilst there will be the potential loss of up to 2.4 hectares of up to employment land this is not considered to be significant against the employment strategy for Uttoxeter and employment units are provided as part of the new scheme (although undetermined). The sites redevelopment will also remove dilapidated and unsympathetic industrial and commercial premises from the site, replacing these with purpose built modern units, which will benefit from high levels of insulation and access arrangements, helping those businesses working within them moving forward and attracting new employment opportunities to the area. The employment density of the existing employment site is very low given the units available and the vacancy rate of them. The scheme that has been submitted delivers employment units equivalent to the number of businesses capable of being accommodated on the site albeit in a different format. The employment units are delivered on land adjacent to but outside of the proposed allocation. The land take for the employment units is lower than the existing employment site but can deliver as much employment activity and jobs. The trade units on the frontage of the site also provide new employment opportunities. Whilst the proposed Local Plan allocation seeks residential units only at the pre-application stage it was determined that the elevated road and likely noise impact from it, residential units would be better located away from the road. Employment uses on the frontage presented a much better use in that part of the site.

gi11. Whilst this more detailed look at the site may have compromised the number of units coming forwards, it is the Council's view and a view given to the applicant at the pre-application stage that the residential component of the site had to be special and not just another housing estate. The site represents a gateway to Uttoxeter from the railway station and the site could withstand apartment style buildings therefore increasing the density of the site in such a key location. The current submitted

application does not accommodate the approach of the Council and up to 90 units is considered at this stage to be too low.

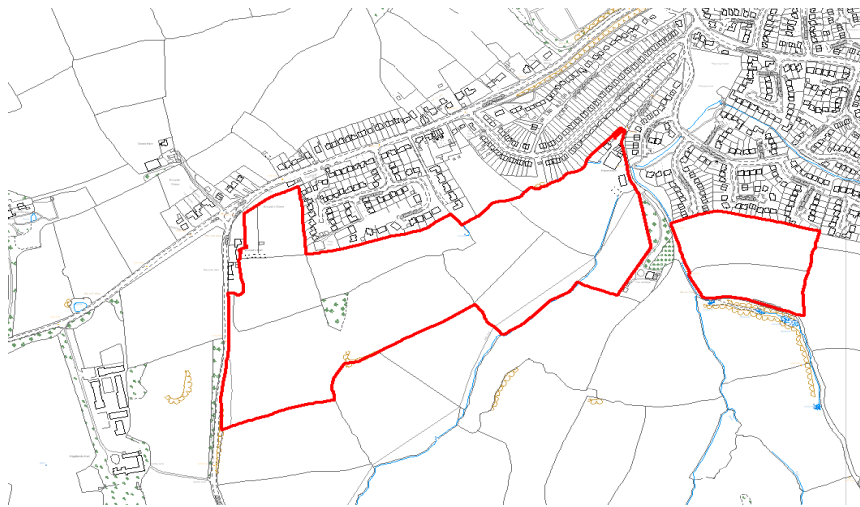
*ii flood risk*

gii1. The SFRA supporting the Local Plan identifies the flood risk associated with the site and confirms that any application would need to be supported by the exception test. The Council considered other brownfield sites as part of the plan making process and concluded there were no sequentially preferable Brownfield sites in Uttoxeter which are capable of accommodating development of the scale

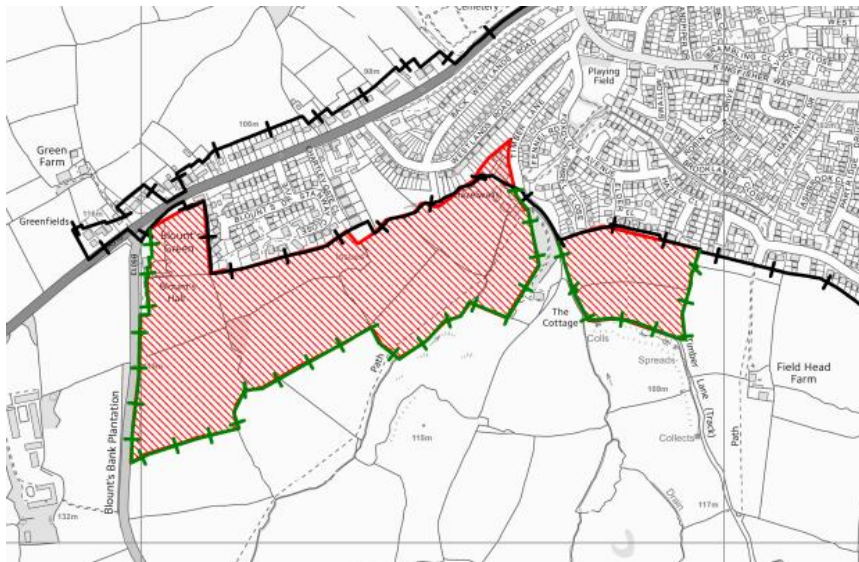
gii2. Representation LP478 supports the Brookside allocation. As previously discussed in the first week of examination hearings, the promoter of the site's position is that a scheme of 100 dwellings is more appropriate. The Council consider that a high density scheme would be appropriate due to the location of the site and 150 dwellings is achievable. However the Council would also support a mixed use scheme should this aid the redevelopment of the site and not significantly reduce the delivery of housing in this sustainable location. A smaller scheme would not significantly impact the housing strategy for Uttoxeter or development strategy overall however the Council wish to see the full potential of the site delivered.

gii3. As part of the application extensive work has been undertaken on all technical matters including highways and flood risk and there are no issues that will restrict the site being delivered to the market upon the grant of planning permission. The application is supported by a Flood Risk Assessment incorporating both the sequential test and exception test.

## h. Hazelwalls (53): (Planning Enquiry file 0364)



SHLAA site 53



### Local Plan Allocation

h1. Hazelwalls was identified as part of the broad location in the Strategic Options document (Doc. B3). The site was appraised in the Interim Sustainability Appraisal (Doc B7) and for reasons set out in the appraisal, not identified in the Preferred Option. Following the requirement to identify further sites to meet the higher housing requirement, the site was allocated in the Pre-Submission Local Plan for 350 dwellings. Hazelwalls is a large greenfield site located on the southern urban edge of Uttoxeter. The Sustainability Appraisal raised concerns over the capacity of the local road network in accommodating proposal, countryside impact and

biodiversity impacts. The Sustainability Appraisal identified many possible negative and uncertain effects, however provided commentary on mitigation of such effects.

h2. Following the need to find additional sites to support the higher housing requirement, Hazelwalls was identified for 350 dwellings in the Pre-Submission Local Plan. This approach was supported at the time by Uttoxeter Town Council who were looking at development sites as part of the Neighbourhood Plan.

h3. Following consultation on the Pre-Submission Local Plan during October-November 2013 the decision was taken by the Council to delete the Stone Road, Uttoxeter allocation for 100 houses from the emerging Local Plan. This was a political decision following the volume of objections received. Members determined that the 100 houses should be distributed amongst the sites set out in the Pre-Submission spatial strategy rather than inserting a new site into the plan at such a late stage. Following discussions with the promoters of Hazelwalls there was agreement that the Local Plan could be amended to increase the number of units coming forward at the site from 350 to 400. Main modification 19 reflects this discussion. The promoters were comfortable that increasing the number to 400 was achievable and deliverable without compromising layout, design, density, other policy considerations such as the provision of green infrastructure and the requirement to deliver supporting infrastructure. MM19 was agreed at Full Council by the Borough Council in March 2014

h4. The Council have been in pre-application discussions with the applicant since early 2014 to discuss mitigation measures, as described in the sustainability appraisal being addressed prior to the submission of a formal planning application.

h5. An application is due to be received at the beginning of April. The Borough Council expects a detailed application for approximately 400 dwellings including full s.106 contributions. The site promoters are keen to deliver the site quickly and the detailed application allows for this to happen. The site is recorded in the 5YLS as having a quick delivery.

*i greenfield landscape impact,*

h6. The site is undulating, rising to a steep ridgeline which runs from the south-west to the north-east of the western parcel of land. There are existing wooded



areas and vegetation which means the site is well contained, reducing visual impact. The Council through the pre-application process have offered advice on density and layout to ensure impacts are minimised. Council officers also undertook a site visit to ensure that the areas proposed for development within the site boundary responded positively to the landscape and minimise impact where possible. A number of suggestions were made to the applicant following the site visit which the Council anticipates will be incorporated to the application layout when submitted.

h7. The site scored less well in relation to landscape in the sustainability appraisal than other sites in Uttoxeter. This is because the site does have a landscape which is undulating and characteristic of sites along the southern boundary of the town. However it scores well in other sustainability areas in particular the closeness and proximity of the site to the town centre. It was also important not to put all of the residential development in one place to ensure that there is a choice of locations and that the impact of construction is not just felt in one part of the town.

h8. Unlike other sites with landscape impact Hazelwalls is different in that the impact can be mitigated by the shape of the site and the rolling landscape within it. The site is large enough to ensure that green infrastructure is accommodated and incorporated within the layout.

*ii traffic impact, access and road safety,*

h9. The plan is supported by the Integrated Transport Strategy (doc C.43). The strategy states that congestion on local roads is not a problem in Uttoxeter and concludes that with appropriate infrastructure, there is the potential to deliver sustainable extensions to the town. The draft masterplan prepared by the applicant demonstrates sufficient access to the main part of the site, expected to be from the B5013 to the west via a new roundabout with public transport, pedestrian and cycle links provided to the existing residential area to the north. The second and smaller parcel of land will be accessed via Foxglove Avenue. This will result in traffic using an existing estate for access. The site promoters are comfortable that this access is appropriate to serve the smaller parcel of land without significant harm to the amenity/safety of existing residents.

*iii impact on local community facilities, education etc,*

h10. Policy SP7 expresses Hazelwalls as a small sustainable urban extension. The IDP does not conclude that there will be any significant impact on local community facilities in Uttoxeter. All applications will be expected to contribute to the necessary infrastructure. SP10 suggests that first school provision may be necessary at Hazelwalls to meet needs arising from the housing strategy in Uttoxeter. Discussion on the education contribution is ongoing in line with Policy SP10 and has been delayed owing to the County Council's consultation in 2014 to switch Uttoxeter to a 2 tier school system, plans for which have now been abandoned. More information will be available when the application has been received however it is the Council's understanding that an education s.106 contribution will be asked for, a contribution towards affordable housing, open space and traffic mitigation.

*iv flood risk,*

h11. The SFRA supporting the plan assesses flood risk on the site. The assessment does not conclude that there is significant fluvial flood risk on the site. A Flood Risk Assessment will be expected as part of the application and this will incorporate consideration of groundwater, surface water and SUDS. More information will be available when the application has been received, however at the pre-application stage the site promoters have not raised flood mitigation as a significant issue and mitigation required can be accommodated on –site.

*v effect on wildlife,*

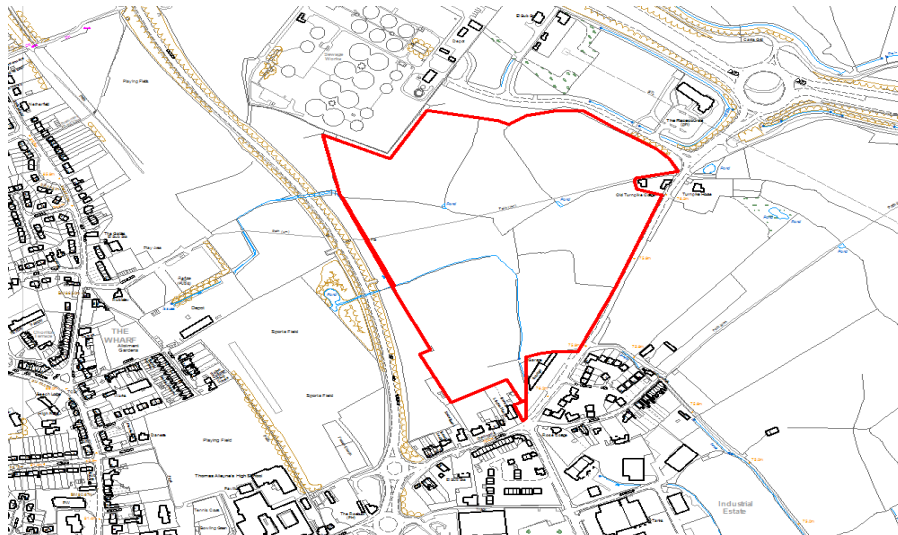
h12. The applicant has carried out significant ecological assessments in order to support the application. Whilst there are a number of protected species on site, the applicant can demonstrate sufficient measures through the design and layout which will mitigate any possible impacts. No effects which cannot be mitigated against have been identified.

*vi overall sustainability.*

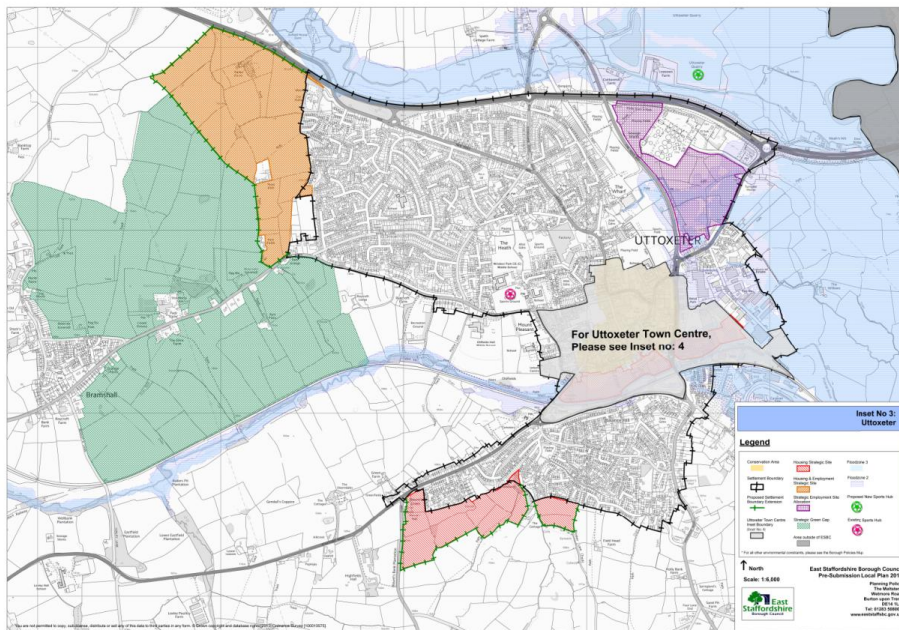
h13. The Council consider on balance the site offers a sustainable development and are confident the site will be delivered over the plan period. Whilst the Sustainability Appraisal identified a number of possible negative or uncertain effects, it also recognised several positive sustainability effects. Sufficient evidence is available through the pre-application process to demonstrate that sustainable development can be achieved.

**i. Derby Road (372)**

h14. The Council in the first week of examination hearings discussed the rationale behind allocating Derby Road for 10 hectares of employment land, with further discussion set out in hearing paper for matter 9. The site consists of various land owners with varied planning history.



*SHLAA site 372*



*Local Plan policies map*

h15. The Council have prepared a map to show current and relevant planning applications which can be seen in Appendix 1 to this document.

h16. The site has for some time been an aspiration of the Council with a Development Brief first prepared in 2004 and a further revision in 2008. The brief covered a larger area than that allocated in the Local Plan.

h17. The Council own a 3.8 hectare site within the larger allocation. In 2013 an outline planning application gained consent for commercial and residential development<sup>2</sup> of ESBC's land and neighbouring land owned by Clowes Securities.

h18. In 2012, £750,000 Growing Places Funding was secured from the GBSLEP for the construction of a roundabout on The Dove Way, which will provide access to both the Clowes and ESBC development sites. Construction on the roundabout is expected to begin in 2015.

h19. In addition, a portion of the £1.5m Local Growth Fund secured for East Staffordshire will be utilised to provide infrastructure on the ESBC owned land, in preparation for development.

h20. A reserved matters application for the erection of buildings for Classes B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution)

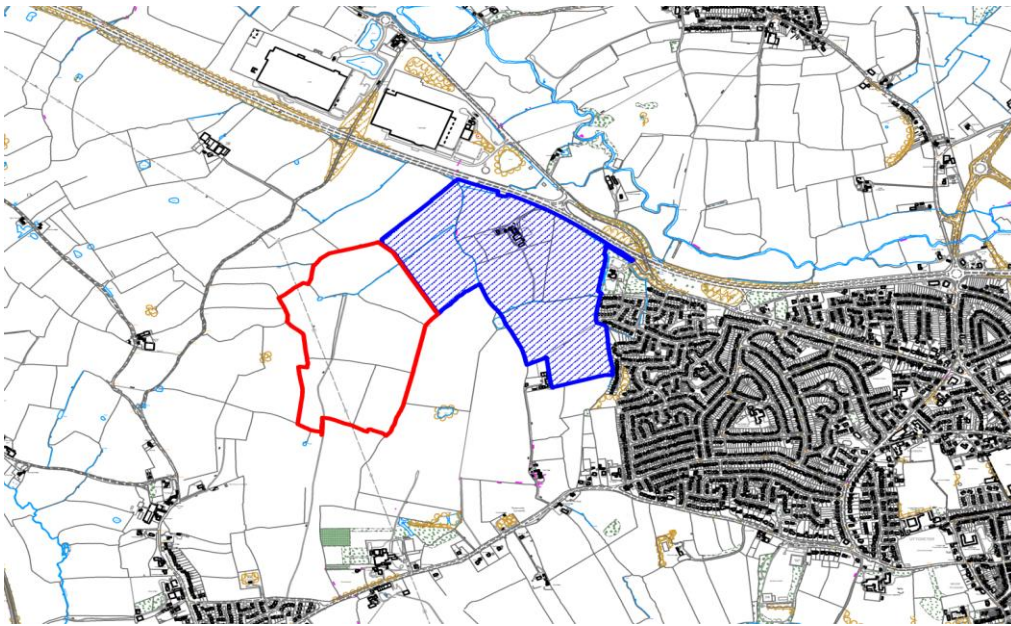
h21. ESBC site was received in January, due to be determined before the examination hearings are resumed. Due to the surrounding land uses, the Council do not consider that housing fits with the site and are confident the site is a suitable location for employment development and that the site will be delivered over the plan period.

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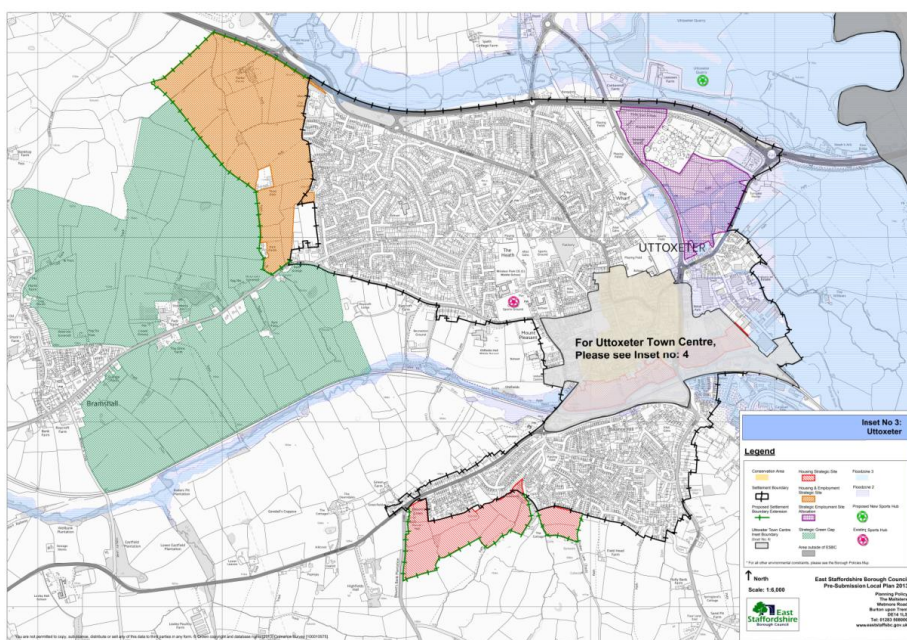
<sup>2</sup> The Residential element was west of Dove Way, outside of the allocation boundary

**j. Uttoxeter West (42/48/55) (if not approved as resolved)**

h22. Uttoxeter West is located on the western edge of Uttoxeter. The site is predominantly undeveloped, with the exception of a single storey farmhouse and associated farmyard at Parks Farm, which is situated towards the northern boundary. The site is bound by the A50 Trunk Road to the north, a public house/restaurant, residential properties and public open space to the east, Bramshall Road to the south and open countryside to the west.



SHLAA site 42a



h23. Uttoxeter West formed part of the Borough Council's housing and employment strategy in the Preferred Option Local Plan in 2012. The site continued to be proposed for allocation in the Pre-Submission and Submission Local Plans. The sustainability appraisals which have underpinned each Local Plan document support its inclusion in the spatial strategy. The site is capable of delivering housing and employment along with associated social and environmental infrastructure. The strategy of delivering sustainable communities has been the cornerstone of the emerging Local Plan. Uttoxeter West fulfills this strategy by delivering a comprehensive site whereby facilities, amenities and employment opportunities are on the doorstep. The proposed allocation is defined as a major Sustainable Urban Extension in Strategic Policy SP7.

h24. Following consultation on the Pre-Submission Local Plan during October-November 2013 the decision was taken by the Council to delete the Stone Road, Uttoxeter allocation for 100 houses from the emerging Local Plan. This was a political decision following the volume of objections received. Members determined that the 100 houses should be distributed amongst the sites set out in the Pre-Submission spatial strategy rather than inserting a new site into the plan at such a late stage. Following discussions with the promoters of Uttoxeter West there was agreement that the Local Plan could be amended to increase the number of units coming forward at the site from 700 to 750. Main modification 19 reflects this discussion. The promoters were comfortable that increasing the number to 750 was achievable and deliverable without compromising layout, design, density, other policy considerations such as the provision of green infrastructure and the requirement to deliver supporting infrastructure. MM19 was agreed at Full Council by the Borough Council in March 2014 at the same time the outline application was taken to committee for determination. The promoters were not in a position to amend the application at such a late stage in its determination. Instead detailed applications for each development phase will be submitted which over time will amount to 750 units.

h25. Outline application P/2013/00882 to *develop 50.7 hectares of land for up to 700 dwellings, 10 hectares of employment use (classes B1, B2 and B8), a first school, a mixed use local centre incorporating retail, leisure, social, cultural community and health facilities, green infrastructure, associated engineering works,*

*access to New Road and Bramshall Road and associated internal access roads including demolition of Parks Farm and associated buildings, with all matters reserved,* was determined at the Borough Council's Planning Applications Committee in March 2014. The s.106 is unsigned but progressing.

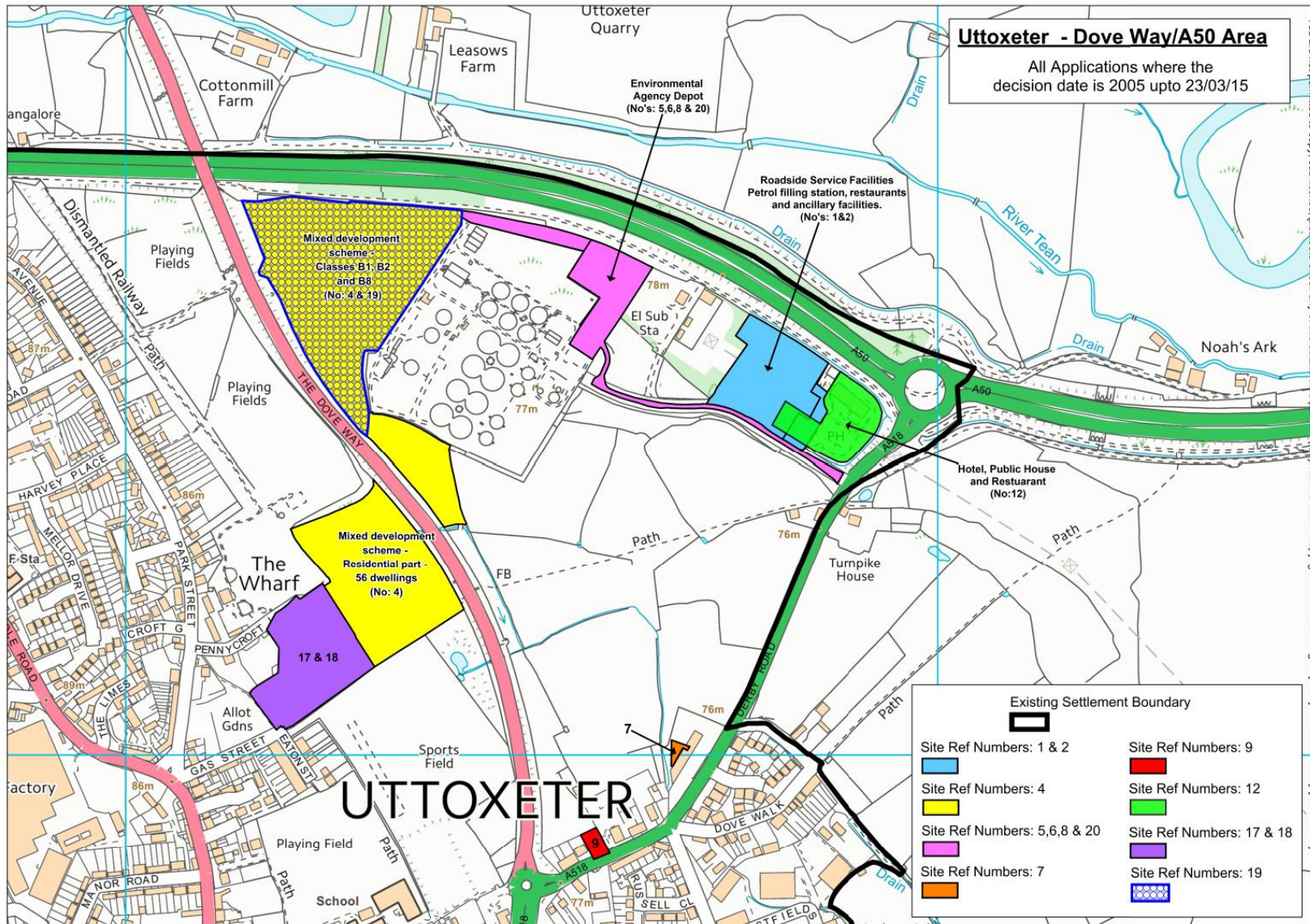
h26. Whilst the Outline application s.106 agreement is unsigned the development promoters have brought forward a number of applications. A detailed application for *the formation of an access to facilitate residential development, including associated drainage, earth works and landscaping and the erection of an electricity substation and installation of a gas governor station* was conditionally approved by delegated authority in July 2014.

h27. A detailed planning application for the development of Phase 1 of the West of Uttoxeter SUE comprising *58 dwellings, provision of green infrastructure, associate engineering works, access to Bramshall Road and associated internal access roads including demolition of Park Fields Farm and associated buildings.* This application was conditionally approved by the Borough Council's Planning Applications Committee in October 2014. The s.106 remains unsigned but is progressing.

h28. The Borough Council is confident that the s.106's can be signed to enable the development to come forwards. The Borough Council is aware that the site developers are anxious to get on site and start.



# Appendix 1 – Map of Uttoxeter



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Ref No	Application Number	Application Type	Application Address	Application Description	S106 Signed Y/N	Decision Date
1	OU/20502/020 Extention to time limit P/2009/01554/JI	Outline Planning Application	Land off Derby Road (A518), Uttoxeter, Staffordshire	Outline application to develop 1.39ha of land by the erection of roadside service facilities comprising of a petrol filling station, restaurants and ancillary facilities, formation of parking area including means of access (Additional Plans 5/12/06)	N	05/02/2007 Extention: 31/03/2010
2	P/2010/00127/JI	Reserved Matters	Land off Derby Road, Uttoxeter, Staffordshire	Approval of Reserved Matters (appearance, landscaping, layout and scale) for roadside service station, drive thru Burger King and Starbucks and parking facilities	N	14/05/2010
4	P/2011/01134/JI/PO	Outline Planning Application	Land either side of, The Dove Way, Uttoxeter, Staffordshire	Outline application for a mixed development scheme comprising Classes B1, B2 and B8 and up to 56 dwellings including details of the means of access	Y	03/09/2013
5	P/2011/01376/JI	Detailed Planning Application	Environment Agency Depot, Derby Road, Uttoxeter, Staffordshire, ST14 5AA	Erection of a portacabin for use as a welfare unit	N	24/01/2012
6	P/2012/00725	Detailed Planning Application	Environment Agency Depot, Derby Road, Uttoxeter, Staffordshire, ST14 5AA	Erection of a portacabin for use as a dry room	N	01/08/2012
7	PA/01030/073	Detailed Planning Application	Proposed Vehicle Workshop, Derby Road, Uttoxeter, Staffordshire	Erection of vehicle workshop for repairs and pre-sale preparation	N	10/11/2005
8	PA/02084/010	Detailed Planning Application	Uttoxeter Depot, Bypass Road, Uttoxeter, Staffordshire, ST14 5AA	Erection of a detached building for offices and mess facilities	N	28/02/2006
9	PA/09643/013	Detailed Planning Application	69 Derby Road, Uttoxeter, Staffordshire, ST14 8EB	Siting of two temporary office units on an existing car park	N	10/10/2005
12	PA/20502/025/JI	Detailed Planning Application	Travel Inn, Bypass Road, Uttoxeter, Staffordshire, ST14 5AA	Erection of a detached building to provide a 34 bed hotel extension with alterations to car parking and landscaping	N	02/04/2009
17	P/2013/00206	Outline Planning Application	Land at Pennycroft Lane, Uttoxeter, Staffordshire	Outline application to develop land by the erection of up to 49 dwellings	N	17/02/2014
18	P/2014/01663	Detailed Planning Application	Uttoxeter Household Waste Site, Pennycroft Lane, Uttoxeter, ST14 7BW	Erection of 49 dwellings comprising 9 detached dwellings, 18 pairs of semi-detached dwellings and one block of 4 terraced dwellings	N	Not Approved
19	P/2015/00013	Reserved Matters	Land at The Dove Way, Uttoxeter, Staffordshire	Reserved Matters application for the erection of buildings for Classes B1 (Business), B2 (General Industrial) and B8 (Storage and Distribution)	N	Not Approved
20	P/2015/00302	Detailed Planning Application	Environment Agency Depot Derby Road Uttoxeter ST14 8EL	Erection of a portal framed building for storage of tractors and machinery	N	Not Approved