

Committee and date

Northern Planning Committee

15th July 2025

Development Management Report

Responsible Officer: Tim Collard, Service Director - Legal and Governance

Summary of Application

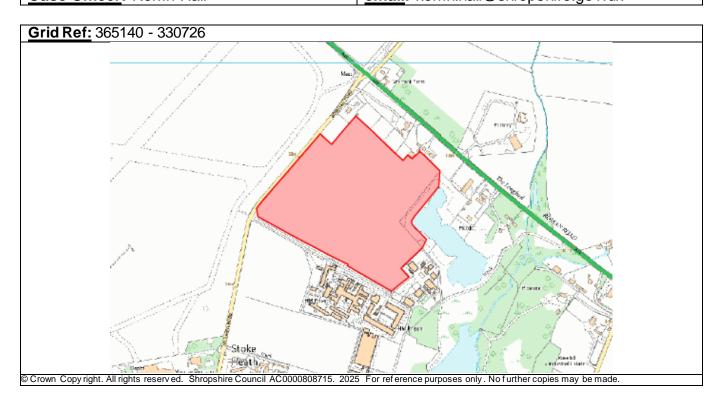
<u>Application Number:</u> 24/03087/EIA <u>Parish</u>: Stoke Upon Tern

<u>Proposal</u>: Mineral extraction of sand and gravel to form a northwest extension of the former Tern Hill Quarry with phased restoration using imported inert material to reinstate agricultural land after operations with solar development; site management, access and associated infrastructure

Site Address: Land Adjacent Former Tern Hill Quarry Tern Hill Market Drayton Shropshire

Applicant: Grundon Sand And Gravel Ltd

Case Officer: Kelvin Hall email: kelvin.hall@shropshire.gov.uk



REPORT

Recommendation: That delegated authority is given to the Planning Services Manager to grant planning permission subject to the completion of a Section 106 agreement and the conditions in Appendix 1 and for any minor changes to conditions as required.

1.0 THE PROPOSAL

- 1.1 This application seeks planning permission for a sand and gravel quarry on land adjacent to the former Tern Hill Quarry. It is proposed to extract approximately 1.2 million tonnes of sand and gravel from the site, over a period of 15 years at around 80,000 tonnes per annum. The land would be restored to back to similar ground levels through the importation of inert restoration materials, following which stripped soils would be reinstated and the land returned to agricultural use. Mineral extraction would progress across the site in phases such that extraction would only take place in one phase at a time. Once the full depth of extraction in each phase has been reached, infilling would commence in that phase, followed by final restoration. The proposal includes the installation of solar panels on part of the site, principally to provide power for the site, but also to supply electricity back to the grid. A site office and car parking areas would be sited at part of the site to support the operation. This would be removed at the end of the extraction and infilling operations.
- 1.2 The solar panels would be installed at the south-western corner of the site once those phases (1 and 2) have been restored) They would have a capacity of approximately 1.9MW and a maximum height of approximately 2.9 metres. A security fence of 2.4 metres height would be installed around the panels. Supporting structures would include a transformer to be located at the western side of the site, to a maximum height of 3 metres.
- 1.3 Pre-application engagement: The applicant has undertaken pre-application community engagement, which has included holding a consultation event in the local area; a separate meeting with local residents. In addition, they liaised with the Ministry of Defence and the Ministry of Justice in relation to the proximity of the site to the RAF facility and the young offender institution. The applicant also engaged with the Council's pre-application advice service. This is all in line with NPPF recommendations in order to identify potential issues at an early stage of the planning process.
- 1.4 Environmental Impact Assessment (EIA): Shropshire Council issued an EIA Screening Opinion in 2023, ref. 23/03098/SCR, which confirmed that the proposed development, due to factors such as its nature and scale, would need to be accompanied by an EIA. The planning application includes the required EIA documents. These include an Ecological Assessment; Hydrological Impact Assessment; Transport Statement; and Noise and Dust Assessments.

2.0 SITE LOCATION/DESCRIPTION

- 2.1 The application site is located approximately 2.5km to the south of Market Drayton. It is approximately 17 hectares in size, comprising a relatively flat arable field. The site adjoins the boundary of the former Tern Hill Quarry to the south-east, where sand extraction ceased approximately ten years ago. The north-western boundary of the site is formed by a hedgerow beyond which is Warrant Road, a public highway. On the opposite side of this road is the Tern Hill airfield forming part of the RAFs Tern Hill base. To the north is a haulage yard and a number of dwellings, beyond which is the A41 trunk road. To the south is the HMP Stoke Heath, which is a HM prison and young offenders institution.
- 2.2 Access to the field is currently gained from Warrant Road to the west. It is proposed that this access would be stopped up and a revised access would be formed a few metres further to the north.

3.0 REASON FOR COMMITTEE DETERMINATION OF APPLICATION

3.1 The application constitutes a major development; and the officer recommendation is contrary to the views of the parish council. The Planning Services Manager in consultation with the Chairman and Vice Chairman, and taking account of the views of the local Member, consider that a determination by Planning Committee is appropriate.

4.0 Community Representations

- 4.1 The comments below summarise the consultee responses and public representations that have been received. The full comments can be viewed on the Council's online planning register, at:

 Simple Search
 - -Consultee Comments

4.1.1 Stoke upon Tern Parish Council Objects.

Traffic and Pedestrian Movements - The Parish Council considers that the proposed vehicle sizes and future movements are of concern as the southern end of Warrant Road extends down to Stoke on Tern and crosses over a very weak and narrow bridge. Therefore all vehicle movements from the site will need to turn right onto the A41 only.

However the existing junction of the A41 and Warrant Road is already 'not fit for purpose' and the additional traffic movements that this Application would generate would exacerbate this unless substantial highway infrastructure investments were included in the scheme. It is NOT considered that traffic management proposals alone would address this matter.

Such is the concern over the A41 that the Parish Council is a founder member of the A41 Campaign Group established with neighbouring parishes to secure traffic movement changes and additional resources from the Highway Authority and Police and Crime Commissioner, specifically to address the speed and dangers along the A41, and the junctions associated with it. In terms of Warrant Road, the Parish Council has consistently, and over a long period of time, been raising concerns about the condition of the highway infrastructure on the road, and in particular its future capacity that would result from the developments along and adjoining the road that are already included in both the Neighbourhood Plan and SAMDEV local plan.

The footpath along Warrant Road alongside the airfield has deteriorated to such an extent that pedestrians are forced to walk in the highway and there is very real 'anecdotal' evidence of some dangerous near misses from people making their way to and from the bus stop on the A41. This is the only public transport connection to Shrewsbury and Market Drayton and beyond for pedestrians and is used by both parishioners and visitors to both the Prison and the leisure facilities at the Maurice Chandler Centre on Warrant Road.

Noise and Dust – The nature of this rural area has the potential to be significantly impacted by the proposed development, especially the nearby properties and the Prison under this Application as it is not considered that the hours of working nor the environmental screening mitigation are sufficient. Also the lack of a clear and specific link between the working and restoration phases also has the potential to result in large exposed areas of worked out land if the back-filling lags behind the excavation, which would give rise to further dust issues.

Additional concerns – The Planning Authority should give consideration and request a new planning application for the restoration of the site and solar developments from the applicant.

4.1.2 **Sutton upon Tern Parish Council** (adjacent Parish Council – boundary is A41) Objects.

The potential large increase in HGV movements are a real concern to the Parish Council. The Parish Council already know there have been issues at the junction on the A41 with accidents plus the road surface often breaks up due to existing farm and HGV traffic already. This will only make the situation worse if not addressed by the application as the plan shows 80 tonne plus loads per vehicle with 30 to 60 movements per day.

The transport assessment highlights the speed around the junction but concludes the average 50 to 54 mph is acceptable. Given the A41 issues with speeding this is an unacceptable increase in potential lethal accidents as has been evidenced through the A41 Campaign Group Chaired by Cllr Rob Gittins the local member covering Sutton upon Tern

If Shropshire Council are minded to grant permission the Parish Council would find it desirable that the 40 mph limit be moved to before the junction and that the

carriage way break up concerns/issues should be overcome and addressed.

Finally, the Parish Council would require a restriction order placed on HGV movements related to any permission if granted along Sutton Road opposite the Warrant Road junction. It is the Parish Councils experience that when there are major blockages elsewhere on the road network Sutton Road acts as a 'Satnav' alternative route, so will be really tempting for the HGV's from the site to head down Sutton Road if blockages do occur. Clearly No HGV signs would be needed and erected along this route with proper enforcement.

Until assurances can be made to the Parish Council on the above matters the Parish Councils position is to formally Object

The Parish Council further requests that the Police and Crime Commissioners (PCC) Office be asked for their observations on the highway concerns highlighted as the PCC's office has been involved in the A41 Campaign Group to help secure resources to address some of the traffic issues on the A41.

In view of both any potential site operational matters proposed and the potential site after use the Parish Council would also urge if Shropshire Council have not already done so to contact RAF Shawbury, in view of the fly zones in the area and asked to comment on the above application.

4.1.3 **Environment Agency** Recommends conditions.

We acknowledge that, since issue of the Hydrogeological and Hydrological Assessment, a further eight boreholes (twelve total) have been drilled on site, between depths of 8.74 m and 40.51 m, within the Chester Formation. Five boreholes proximal to the development within the Bridgnorth Sandstone Formation monitored by the Environment Agency (EA) have also been considered, ranging in depths of 4.47 m to 91.5 m. The EA third party boreholes have been used to determine a 5-to-10-year cyclical trend which shows a variation of 2 m. Smaller seasonal variations are also observed on and off site.

The EA boreholes within the Bridgnorth Formation reflect the wider groundwater flow direction to the west southwest, while on site boreholes show a local trend towards the southeast. It is confirmed that the maximum groundwater elevations at the site are between 72 mAOD and 75 mAOD. Hydraulic connection between the Chester and the Bridgnorth formations is assumed. Groundwater contours for the site are presented in Drawing 3347/TN/03 and 3347/TN/04.

Working depths are proposed in Drawing 3347/TN/05 which are based upon maximum groundwater elevations of 72 to 75 mAOD and include around 1 m unsaturated zone above this. Elevations proposed are highest to the west at 75.5 mAOD (for Phases1, 2, and 10), and falls to 75.1 mAOD in the centre (Phases 3,4,8, and 9), and 74.9 mAOD in the east (Phases 5,6, and 7), reflecting the falling groundwater elevations in the same direction.

The working depths proposed appear acceptable in principle. The applicant should operate the site to ensure working depths are not compromised. The development has been assessed and conceptualised on the basis that no subwater table operations are to occur. Any permissions granted should include relevant conditions to ensure the quarry is worked dry (above the groundwater table level).

We note that as the mineral is to be dry screened only, there will be no requirement for silt lagoons or other significant water related infrastructure on site.

It is recommended that conditions are imposed to cover the following matters:

- Working to adhere to phasing and depths as shown on submitted plans;
- Submission for Water Monitoring Scheme for approval
- Requirements for oils, fuels and chemicals storage

Pollution control

Site operators should incorporate pollution prevention measures to protect ground and surface water. Pollution prevention guidance can be viewed at: https://www.gov.uk/government/collections/pollution-prevention-guidance-ppg

Restoration and Landfilling

We note that phased restoration to original ground levels is proposed aided by the importation of a similar quantity of inert materials with reinstatement to agriculture. The inert materials, which will "include surplus materials from local building projects are expected to be imported from approximately year 3 onwards to allow phased restoration back to agricultural uses part of which will include a solar array"..."using imported inert materials under an appropriate permit from the Environment Agency". We also note that (section 3.1 of the HIA) overburden will be temporarily stored in perimeter bunds and subsequently used in the restoration of the previous extraction phase. We would confirm that a Permit for recovery/deposit/inert landfilling is required for the proposed restoration. We would recommend that the applicant contacts our National Permitting Service for further advice. The required Environmental Permit (EP) would control future landfilling/deposit for recovery operations along with associated emission to land air and water as part of that regulatory regime. A Bespoke EP may invoke additional mitigation measures such as engineering on site. The applicant is advised to contact the Environment Agency on 03708 506 506 for further advice. The applicant should be aware that there is no guarantee that a permit will be granted. Further guidance is at: Environmental permits - GOV.UK Environmental permitting: landfill sector technical guidance -GOV.UK Deposit for recovery operators: environmental permits - GOV.UK

Flood Risk and water quality enhancement

As confirmed in the ES, the site is located entirely within flood zone 1, which is low risk. We therefore have no comments to make on this element. Surface water quantity/control matters should be addressed your Floods Section.

After restoration, we note that clean surface water runoff will either infiltrate the

topsoil, the well-drained perimeter profile, or reach the existing waterbody to the east.

The EIA classifies the likelihood of surface water contamination as low, suggesting with a gentle slope and vegetation along the site boundary, any fine particles suspended in the run-off will be captured. Consequently, the risk of sediment being carried off-site by run-off is deemed to be low.

Further to our EIA scoping advice (extract below) we would encourage the applicant to include some small open waterbodies and/or swales to provide wider ecological (BNG) and water benefits into the wider restoration scheme. 'We would expect the restoration plan to include some enhancement for wildlife, including water based habitat, not just reinstatement for agriculture etc. We would lead and comment on those protected species within our remit and recommend that a restoration plan should be provided which includes wetland restoration, pool fringe habitat and potential for small pool creation and scrub habitat suitable for water based species etc'

4.1.4 SC Regulatory Services No objection.

Having reviewed the information provided with this application we have no objection to the principle of the scheme. However, due to the nature of this commercial enterprise there will be scrutiny on the impact of noise and dust on local residents. The consultants reports have offered mitigation measures to reduce noise and dust from the site and these should be conditioned to ensure the maximum protection to residents.

- 4.1.5 **Historic England** No specific comments.
- 4.1.6 **SC Conservation** No objection. There would be no harm caused to any designated heritage assets.
- 4.1.7 **SC Archaeology** Recommends a condition.

Part of the site was subject to an archaeological desk-based assessment and field walking survey in 2011 which recovered a number of small finds, including two small, probable prehistoric flint flakes, one of which has been burnt, a small piece of lead casting waste and a piece of clay tobacco pipe stem. Other than these four findspots there are currently no other historic environment records relating to the proposed development site. The historic field pattern indicates that the land was enclosed from former open heathland in the 18th or early 19th century, and both the Tithe Map and historic editions of the Ordnance survey map indicate that it was occupied by plantation woodland throughout most, if not all, of the 19th century.

The geophysical survey report concluded there was a lack of evidence of concentrated activity to suggest settlement or industrial foci within the proposed development site, however there is a caveat that the low background magnetic

susceptibility of the natural geology may have obscured some features. The cultural heritage assessment concludes there is low potential of archaeological remains within the site but note that the assessment is limited by the lack of archaeological work in the area. The direct impact on any potential archaeology would be adverse and permanent, due to the nature of mineral extraction.

Officers broadly concur with the assessments but consider the proposed development site to have low to moderate archaeological potential.

<u>Recommendation:</u> The geophysical survey report and cultural heritage assessment are sufficient to satisfy the requirements of Policy MD13 and NPPF paragraph 207 (heritage assessments). Thereafter, it is advised in relation to Policy MD13 of the Local Plan and the NPPF that a condition to secure phased programme of archaeological work be included on any planning permission for the proposed development. This should comprise a trial trenching evaluation of the site area (minimum 2% sample plus contingency) in the first instance, followed by a strip, map and record exercise if necessary.

The recommended condition is included in Appendix 1.

4.1.8 **MOD - Defence Infrastructure Organisation (DIO)** No objection subject to conditions.

Location and Safeguarding Zones

The site lies within statutory safeguarding zones for Tern Hill Airfield, which is operated by RAF Shawbury for helicopter aircrew training. It also falls within zones protecting the West Wide Area Multilateration (WAM) network, a technical asset used for air traffic management. The site is also partially within the statutory birdstrike safeguarding zone associated with RAF Shawbury.

Statutory Aerodrome Height and Technical Safeguarding Zones

Aerodromes are safeguarded to maintain aviation safety. The proposed development includes structures like security fences, solar panels, an office, a transformer and soil bunds. The bunds would have a maximum height of 2.5 – 3 metres. Further information is required to ensure that any potential effects of the development on the operation and capability of Tern Hill Airfield are identified. It is recommended that a planning condition is imposed to require the submission of a quarry management strategy for approval which identifies the various structures, both permanent and temporal, that might be erected.

Generic Aerodrome Safeguarding and Air Safety Issues

The Dust Assessment and Dust Management Plan do not consider the potential for dust to affect the operation of helicopters at Tern Hill Airfield. It is recommended that a planning condition is imposed to require the submission and approval of an updated Dust Management Plan to set out measures to control, prevent or suppress dust.

Statutory Birdstrike Safeguarding Zone.

The development may result in the creation of an environment attractive to those large and/or flocking bird species that may be hazardous to aviation safety, such as from soil stripping and storage, hedgerow planting and management of land around the solar panels. It is recommended that a condition is imposed to require the submission of a Site Management Plan for approval.

The recommended conditions are included in Appendix 1 below.

4.1.9 **Natural England** No site-specific comments provided. General advice provided as summarised below:

<u>Biodiversity Net Gain in Minerals and Waste Sites:</u> Natural England expects all minerals and waste developments to deliver net gain; restoration should align with strategic landscape frameworks and local policy objectives.

Restoration schemes must include: clear biodiversity net gain objectives; ecological links to existing habitats and green infrastructure; access to public rights of way where relevant.

<u>Best and most versatile (BMV) agricultural land:</u> NPPF policies re BMV should be applied. Soil surveys may be required to inform planning decisions.

Soils: Advice on soil handling and management should be sought.

<u>Expansion of Extraction area:</u> Natural England would have no objection if the increase in extent would not directly impact designated sites (SSSIs, SPAs, SACs, Ramsar). Indirect impacts must be assessed and mitigated, including: groundwater; surface water; pollution from mineral washing; noise; lighting; dust; functionally linked land.

<u>Restoration:</u> Restoration may be to agriculture, semi-natural habitats or a mixture of the two.

<u>Aftercare and Long-Term Management:</u> Proposals should detail both short-term (5 years) and long-term management. Legal agreements (e.g. s106) should secure funding and responsibilities, including contingencies.

<u>Habitats Regulations Assessment (HRA):</u> Planning authorities must ensure no adverse effects on European sites.

4.1.10 **SC Ecology** Recommends conditions.

Biodiversity Net Gain

A net gain of 18.92 (35.02%) habitat units and 3.05 (63.55%) hedgerow units will be provided on-site. As the BNG is considered to be significant, a s106 will be required to secure the BNG for 30 years. For a medium site (10-20ha) of moderate technical

difficulty, the BNG monitoring fee will be £19750.83.

The level of ecological survey work undertaken is satisfactory. Conditions are recommended to cover the following matters:

- Submission of a Construction Environmental Management Plan for approval
- Requirement for work to be undertaken in accordance with the Ecological Appraisal, incorporating Biodiversity Net Gain Statement

4.1.11 **SC Landscape** Recommends conditions.

We have reviewed the LVIA addendum (March 2025) by Felstone Consulting, along with the Advance Planting Plan (ref: LVIA-17), Cross Section of Site (ref: 0793/1/5H), and updated photography sheets.

We are content that the recommendations made in our previous review (October 2024) have been adequately addressed and that the LVIA may be relied upon to form a planning judgement.

Should the authority be minded to approve the application we recommend that conditions are imposed to require that the advance planting is implemented prior to the commencement of the development; and that a landscape implementation and maintenance plan is submitted for approval.

4.1.12 **SC Trees** Recommends conditions.

The additional arboricultural information which sets out why a greater than 15m root protection area (RPA) radius is not needed for sycamore tree Sy1 is accepted. The proposed methodology to improve ground conditions and reduce water deficit during operation around Sy1, by mulching with woodchip and watering through an irrigation system (to be installed), is also accepted. It is agreed that the final details can be provided in an arboricultural method statement, secured as a condition of planning permission.

The advance tree and hedge planting and gapping up which is proposed is considered beneficial and is supported. Whilst sufficient detail has been provided regarding the species, numbers, type and size of planting stock to be used, it is noted that final details are still required regarding means of planting for the hedging and a specification for the tree pits, along with details of mulching and support and protection for the planted hedging and trees. A programme of post-planting maintenance is also required.

Conditions have been recommended to require implementation of the tree protection measures; the submission of an Arboricultural Method Statement; and the submission of a landscaping scheme.

4.1.13 **SC Highways** Recommends conditions.

The proposal site is currently agricultural land. It is located within Stoke Heath, approximately 2km south east of Tern Hill. The proposals are for an extension to a former quarry off Warrant Road for mineral extraction of sand and gravel.

The Applicant proposes to extract a known sand resource from an area of approximately 17.2 hectares (42.5 Acres) of agricultural land situated on the western boundary of the former Tern Hill Quarry. It is proposed that 1.2 million tonnes of sand and gravel will be extracted on the basis 80,000 tonnes of material out per year and similar for inert materials for backfilling. The extraction would take place over ten phases with restoration to agricultural uses at approximately current ground levels with the use of imported inert restoration materials. It is proposed that the quarry would operate for 264 days a year and for 10 hours per day with operations expected to last 15 years.

Site Access and Road Network

It is proposed that the site will be accessed via a new priority junction with Warrant Road to the west of the site. Warrant Road is subject to the national speed limit with a width of 5.5m – 5.7m along the frontage of the site. To the north, Warrant Road forms a priority junction with the A41.

The TS includes details of a speed survey which was undertaken within the vicinity of the proposed access on Warrant Road in March 2023. This shows an 85th percentile speed of 54.7mph in the southbound direction and 50.7mph in the northbound direction. Visibility splays have therefore been shown commensurate with Manual for Streets 2 criteria, SC have reviewed the data within Appendix B and consider this acceptable. It is noted the 85th percentile speeds are lower than the national speed limit which Warrant Road is subject to.

Road Safety

Accident data has been obtained from Crashmap for the latest five year period long Warrant Road, within the vicinity of the proposed site access and the junction with the A41. The data shows that 4 PIA's occurred within the vicinity of the A41 junction, 3 serious and 1 slight. The TS states that these collisions involved cars with the slight PIA involving a motorcycle and car. Along Warrant Road, 1 slight PIA was recorded at the junction to the south of the proposed site within HMP Stoke Heath which included a cyclist and car. 3 of the accidents occurred in 2021 and 1 in 2020. The accident record does not identify a material highway safety concern in relation to the development proposals.

Sustainability

There is a footway on the western side of Warrant Road which links with an existing footway on the southern side of the A41. This leads to existing bus stops located on the A41. There are no formal facilities for cyclists in the vicinity of the site. The nearest bus stops to the site are approximately 1km to the north on the A41. These are served by bus route 64 which provides an hourly service between Hanley and Shrewsbury. It is considered that the site as limited access to sustainable travel.

Paragraph 3.11 in the TS states that "The majority of employees are expected to drive to and from work. Car sharing will be encouraged in order to reduce any traffic impact, and it is considered that traffic generation from employees is insignificant." The planning application form shows that the proposals are expected to generate 5 full time positions and 6 part time positions. Therefore SC consider the impact of these trips as minimal however encourage the promotion of car sharing.

Parking

The proposals plan shows the provision of 12 car parking spaces including 1 disabled bay and 2 electric vehicle charge spaces. This provision is considered acceptable based on the proposed number of employees and allowance for visitors.

Proposed Access

The proposed site access arrangement is shown at Appendix D of the TS. It shows a 10m wide access with 12m radii. Visibility splays of 4.5m x 165m to the south and 4.5m x 186.6m to the north are shown. SC have reviewed the calculation sheet for the visibility splays and consider these acceptable and in line with acknowledged criteria.

Swept path analysis has been provided for a large tipper vehicle. This shows that a large tipper would be able to enter and exit the site in forward gear. SC have reviewed the swept path analysis and consider this acceptable. It is considered that a large tipper would also be able to adequately manoeuvre at the junction of Warrant Road and the A41.

It is noted that there is a wheel wash facility proposed within the site close to the proposed access. This provision is welcomed by the LHA.

Trip Generation

Table 5.1 in the TS shows that based on mineral extraction (20t per load) of 80,000 tonnes per annum and inert material for backfill (18t per load) of 80,000 tonnes this would result in a total of 64 daily HGV trips. These movements have been split across a 10 hour day which shows 8 HGV trips in the AM peak and 8 HGV trips in the PM peak. The TS states that these figures are robust as they do not consider the backloading of inert materials. In addition to the HGV trips, the site is expected to generate 20-30 light vehicle movements per day. The LHA have reviewed the trip generation and it is considered that the proposed traffic generation can be adequately accommodated on the local highway network.

It is recommended that conditions are imposed to require that the access, visibility splays and internal access road and parking areas are completed prior to commencement of mineral extraction; and that HGVs are routed to and from the A41.

4.1.14 **SC Drainage** No objections.

The proposals are unlikely to significantly increase flood risk and therefore are

acceptable.

4.1.15 **HMP Stoke Heath** Recommends conditions.

HMP Stoke Heath is an adult male, category C prison and Young Offenders Institution. The main vehicular access to the prison is via Warrant Road to the west of the site. The prison is located within an enclosed fence line with staff car parking located along the northern boundary of the establishment between the prison and the application site. The land surrounding the prison is predominantly greenfield, agricultural land. There are approximately 800 prisoners based at the establishment on a full-time basis and approximately 500 members of staff. The wide-ranging benefits that the proposed development would deliver are recognised, and the consultation and response to HMPPSs concerns that the applicant has undertaken is appreciated.

Noise: The Noise Assessment identifies the prison as a sensitive noise receptor. The report confirms that the impact at any receptors is likely to be moderate/minor and that a good standard of amenity can be achieved. Mitigation is also proposed in the form of soil bunding on the application site. It is requested that operations do not take place on Saturdays until 9.00am to reflect the later wake-up time of prisoners at the weekend.

Ongoing Communications: HMPPS would welcome regular communications with the applicant and the operational team, particularly in the early stages of extraction, to ensure that any issues that arise are addressed at the earliest opportunity. It is recommended that an Operational Steering Group is set up to meet regularly to help to safeguard the effective functioning of the establishment whilst operations are ongoing.

<u>Dust Management:</u> It is recommended that a condition is imposed to require that the Dust Management Plan is adhered to.

4.2. -Public Comments

- 4.2.1 The application has been advertised by site notice, and also in the local press as a major application. Three public objections have been received, on the following grounds:
 - Too close to houses in Dutton Close
 - Increased threat to safety and long term health of residents from pollution, noise, dust and traffic
 - Impact on children with respiratory issues and elderly with heart conditions and asthma
 - Already have regular accidents happening on Warrant Road
 - Impact on wildlife

5.0 THE MAIN ISSUES

• Principle of development

- Site design
- Landscape and visual considerations; agricultural land quality
- Historic environment considerations
- Residential and local amenity considerations
- Highways and access considerations
- Ecology issues
- Pollution, flood risk and drainage considerations

6.0 OFFICER APPRAISAL

6.1 **Principle of development**

- 6.1.1 Applications for planning permission should be determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan policies relevant to the current proposal are discussed below. In addition to these, the National Planning Policy Framework (NPPF) sets out the Government's planning policies and this is a material consideration which should be taken into account in the determination of this application. Further national policy guidance is provided by National Planning Policy Guidance (NPPG).
- 6.1.2 <u>Development Plan:</u> The Development Plan for the area includes the Core Strategy, The SAMDev Plan and the Stoke upon Tern Neighbourhood Plan.
- 6.1.2 Minerals policy: Core Strategy policy CS20 seeks to ensure a sustainable approach to mineral working which balances environmental considerations against the need to maintain an adequate and steady supply of minerals. It indicates 'broad locations' for the future working of sand and gravel. The proposed site lies within one of these broad locations. SAMDev Plan policy MD5 states that the supply of sand and gravel should be provided in the first instance from existing permitted sites and then from allocated sites. The application site is not an allocated site, however part 3 of MD5 allows for other sites to come forward where it can be demonstrated that:
 - i. the proposal would meet an unmet need or would prevent the sterilisation of the resource; and,
 - ii. the proposal would not prejudice the development of the allocated sites; or,
 - iii. significant environmental benefits would be obtained as a result of the exchange or surrender of existing permissions or the site might be significantly more acceptable overall than the allocated sites, and would offer significant environmental benefits.
- 6.1.3 In terms of i and ii above, the submitted Planning Statement sets out how the proposed development would meet an unmet need during the period of the current Development Plan. The allocation at Wood Lane, Ellesmere is currently operational. The other two allocations at Gonsal Quarry and Morville Quarry would not be expected to supply the same market area as the Tern Hill proposal. As such the current application would not prejudice the development of these allocated sites.
- 6.1.4 In terms of iii, the benefits of the proposal are discussed further below and include significant levels of biodiversity net gain and the provision of solar panels to offset

carbon emissions from the proposed operation and provide renewable electricity to the grid.

- 6.1.5 Waste infilling policies: SAMDev Plan policy MD15 states that proposals for new landfill sites will only be supported where: there is no viable alternative form of waste management higher up the waste hierarchy; it would provide a solution for waste generated in Shropshire or for cross boundary waste flows; the additional capacity generated would not prejudice the completion or restoration of existing landfill and landraising sites. National Planning Practice Guidance states that former mineral sites may also be restored as a landfill facility using suitable imported waste materials as an intermediate stage in restoration prior to an appropriate after use (NPPG Minerals, para. 045).
- 6.1.6 A Market Review report has been submitted with the planning application. This identifies that the main sources of inert waste arisings for the site would be Shropshire, Cheshire and Staffordshire. It has assessed existing landfill capacity within the proposed catchment area, and seeks to estimate the likely levels of inert waste which is likely to arise in the future. It concludes that there is a decline in landfill capacity for each of these counties, and that there is a clear need for additional inert fill capacity in north Shropshire and that the proposed site would make a significant contribution to meeting this need. It should be acknowledged that waste arisings fluctuate for a number of reasons, including the economic situation and the level of construction activity. However, based on the Market Review, Officers consider that the need for additional capacity has been demonstrated.
- 6.1.7 Stoke upon Tern Neighbourhood Plan: This also forms part of the Development Plan for this area. The Plan does not include any specific policies for the site. However policy D1 requires that new development must deliver good quality design. Policy BE1 supports development that contributes to diversification of the rural economy, subject to it respecting local character, residential amenity and highway safety. Policy NE1 supports net gains in biodiversity.
- 6.1.8 NPPF: The NPPF emphasises the importance of ensuring a sufficient supply of minerals to provide the infrastructure and buildings that the country needs (paragraph 222). In addition, paragraph 224 states that great weight should be given to the benefits of mineral extraction, including to the economy. The Council's Planning Policy team confirmed at pre-application advice stage that they view the proposal in a positive way as it meets current policies [and those of the emerging Local Plan if it is adopted after examination]. They highlighted that policy CS20 states "Priority will be given to environmentally acceptable restoration and aftercare proposals which can deliver targeted environmental or community benefits consistent with Policies CS8, CS17 and CS18". They noted at that time that the approach adopted in the existing Local Plan and the emerging draft is one that seeks to meet the requirements set out in the NPPF by relying heavily on windfall sites such as the current application.
- 6.1.9 Draft Local Plan: The draft Local Plan was submitted for Examination in 2021.

Following a number of public hearing sessions which were held following this, the Examination Inspectors advised that they have a number of concerns over the soundness of the draft Plan. In response to this it is the intention that it is withdrawn. Cabinet agreed on 12th February 2025 that the evidence base supporting the draft Local Plan is a material consideration in decision making on relevant planning applications, to support the implementation of the presumption in favour of sustainable development.

6.1.10 The soon-to-be withdrawn draft Local Plan does not propose to allocate any further land for mineral extraction. Instead, it proposes that there would be reliance on windfall sites. It proposes to do this by taking forward the existing adopted SAMDev Plan policy MD5. Notwithstanding the current intention to withdraw the draft Local Plan, the Council's intended policy direction reflects that of current adopted policy.

6.1.11 Planning policy situation summary:

In summary, the proposal would provide mineral which would support construction activities in the area; and provide an outlet for inert construction and other inert wastes arising locally. The proposal constitutes a windfall site for which there is policy support in principle subject to compliance with other Development Plan policies, and as a minerals site its location is not in conflict in principle with countryside protection policies such as Core Strategy policy CS5.

6.1.12 SAMDev Plan policy MD17 states that applications for minerals development will be supported where it can be demonstrated that potential adverse impacts can be satisfactorily controlled. In addition, paragraph 224 of the NPPF states that there should be no unacceptable adverse impacts on the environment; that emissions are controlled, mitigated or removed at source; and that restoration and aftercare is provided for at the earliest opportunity. These matters are discussed below.

6.2 Site design

- 6.2.1 The planning application is accompanied by an Environmental Statement which identifies the potential impacts of the mineral extraction and infilling operation. These include matters relating to groundwater resources; bird strike hazard; ecology; visual and amenity issues; and highway safety.
- 6.2.2 The design of the proposal incorporates the following to minimise these potential impacts:
 - limiting extraction to above the groundwater level to avoid the creation of further water bodies, and negate bird strike risk;
 - provision of buffer zones from residential properties to minimise disturbance and create ecological enhancement;
 - phasing of operations so that only one area is being excavated at any one time.
- 6.2.3 The initial works would include advance boundary planting of trees and hedgerows, including along the north-western boundary and northern boundary. This work is for visual screening and also to provide some mitigation of potential noise and dust

impacts. Soil stripping would occur at the commencement of each phase, with soils then stored in temporary bunds. The mineral would be worked 'dry', i.e. above the level of the groundwater. Infilling would take place using inert materials, sourced from building projects in the local area. This would reinstate the excavated areas back to similar ground levels as existing. The long-term objective is that the land would be returned back to agricultural use.

- 6.2.4 The overall design of the site, including phasing, soil storage, and method of extraction is acceptable.
- 6.2.5 Solar panels: The proposed solar pv panels would cover an area of approximately 0.7 hectares at the south-western side of the site. These would be installed on a phased basis. They would provide electricity to power elements of the proposed quarrying operation such as the dry screener, offices and weighbridge. Any excess would be exported to the national grid.
- 6.2.6 <u>Tree protection:</u> The Council's Tree Officer raised concern over the potential impact of extraction operations on the root protection area of a category A sycamore tree which is situated within the site. In response the applicant has put forward a revised design which would afford additional protection to this tree, and this is now acceptable.

6.3 Landscape and visual considerations; agricultural land quality

- 6.3.1 Core Strategy policy CS6 seeks to ensure that development is appropriate in scale and design taking into account local context and character, having regard to landscape character assessments and ecological strategies where appropriate. Policy CS17 also seeks to protect and enhance the diversity, high quality and local character of Shropshire's natural environment and to ensure no adverse impacts upon visual amenity, heritage and ecological assets.
- 6.3.2 The Landscape and Visual Impact Assessment has been updated to provide greater clarity on mitigation following comments from the Council's landscape consultant. In visual terms, the visibility of the guarry would be restricted by the existing vegetation around the site and the additional hedgerow planting that is proposed. The most significant visual impacts would be on those residents to the north, where these would be expected to be moderate adverse. These would become neutral after final restoration of the land. Mitigation would include temporary soil storage bunds, peripheral hedgerow planting, and hedgerow management to allow growth to 3 metres high. The applicant has confirmed that advanced planting would take place at the north and north-eastern boundaries of the site adjacent to the nearest dwellings, prior to the commencement of any mineral extraction operation, in order to provide maximum time for screening to develop. This can be required as part of a planning condition. In summary, the proposed development would have moderate adverse visual effects in relation to residential properties to the north and north-east. However the mitigation put forward is appropriate and it is not considered that these impacts would be unacceptable.

- 6.3.4 Agricultural land quality: The submitted agricultural land classification report includes the results of a site survey which confirms that all of the site is Grade 3a land quality. Best and most versatile (BMV) agricultural land is that which is classed as either Grade 1 (excellent), 2 (very good) or 3a (good). The proposal would therefore result in the temporary loss of BMV.
- 6.3.5 Paragraph 187 of the NPPF states that planning decisions should recognise the economic and other benefits of BMV agricultural land. In relation to the current application, the loss of BMV land is a disbenefit of the proposal. However, this would be offset by the economic benefits of working the mineral resource, and the temporary nature of the proposal. Once the land has been restored it would be returned to agricultural use. It is anticipated that the restoration and aftercare period would ensure that the land would be returned to the same quality as prior to mineral extraction.

6.4 Historic environment considerations

- 6.4.1 Core Strategy policies CS6 and CS17 and SAMDev Plan policies MD2 and MD13 require that development protects, restores, conserves and enhances the natural, built and historic environment and is appropriate in scale, density, pattern and design, and that harm or loss is avoided.
- 6.4.2 Archaeology: The submitted Cultural Heritage report includes the findings of an archaeological evaluation at the site and identifies the likely level of archaeological importance. Based upon this, the Council's Archaeology team consider that the site is likely to have low to moderate archaeological potential. They have recommended that a condition is imposed to require that further archaeological evaluation is undertaken in advance of the commencement of operations, with the extent of such work to be agreed with the Local Planning Authority. This is in line with NPPF guidance.
- 6.4.3 <u>Built heritage:</u> The Cultural Heritage Assessment acknowledges that there is a Grade II listed milestone situated at the junction of Warrant Road and the A41. The setting of the milestone is specifically related to the road it is associated with. The Assessment states that the proposed development would have no adverse effects upon the significance of the asset. The Council's Conservation Officer concurs with this.

6.5 Residential and local amenity considerations

- 6.5.1 Core Strategy policy CS6 seeks to safeguard residential and local amenity. Paragraph 198 of the NPPF requires that planning decisions ensure that development is appropriate for its location taking into account the likely effects of pollution on health and living conditions.
- 6.5.2 Noise: A noise assessment report has been submitted as part of the planning application. This takes into account soil bunds to a height of 3 metres which would form part of the site design, and the existing barrier along the boundary of the young offenders institution. Machinery to be used on site would include an excavator;

wheeled loaders; screening plant; HGVs for transportation; and tippers and dozers for infilling. The report states that the noise impact from the proposed activities would be 'slight' and therefore acceptable in planning terms.

- 6.5.3 <u>Dust:</u> The submitted Dust Assessment has looked at potential impacts in relation to particulate emissions. It has concluded that, subject to the site being operated in accordance with the Dust Management Plan, there would be a negligible impact for the majority of nearby receptors. It states that is the possibility of slight adverse effects during phases 7-9, i.e. those phases closest to residential receptors. It recommends additional dust suppression during these phases. Mitigation measures include seeding of soil storage bunds; and the use of water sprays on haul roads. A condition can be imposed to require that the Dust Management Plan is updated to include consideration of potential impacts on users of the adjacent airfield, as recommended by the MoD.
- 6.5.4 Hours of operation: It is recommended that a condition is imposed to define the permitted hours of operation of the proposed development to minimise local amenity impacts. In response to concerns of the HMPPS the applicant is agreeable to working not taking place until 9am on Saturdays, with no operations taking place on Sundays.
- 6.5.5 Glint and glare: A Glint and Glare Assessment has been undertaken to look at potential implications of the proposed solar panels on local land users such as residents, road users and aviation receptors. Mitigation is required to restrict impacts on road users of Warrant Road, and this includes allowing hedgerows to grow to 3 metres high along the western boundary of the site. The Assessment states that, after consultation with the Defence Infrastructure Organisation, the impacts on Tern Hill Airfield have been deemed acceptable.
- 6.5.6 Ongoing liaison with the local community: Given the nature and duration of the proposed development it is considered that it would be appropriate to require that a Liaison Group is set up to provide a suitable forum for discussing and addressing any issues which may arise. The Group would be composed of key local stakeholders which might include members of the parish councils, representatives of the HMPPS; the local Member; together with the applicant and Council officers as appropriate. Details of this can be agreed as part of a planning condition.

6.6 Highways and access considerations

- 6.6.1 The proposed access design is considered to be suitable for the intended type of vehicles and includes satisfactory visibility splays. It is anticipated that HGVs would approach the site via the A41 to the north, and then leave the site back towards the A41.
- 6.6.2 The Transport Assessment (TA) states that the combined total HGV movements of both the mineral extraction operation and the infilling operation could be 64 per day (32 in; 32 out). It states that these levels are likely to be lower than this, as there would be the opportunity for backfilling of loads to occur. The TA states that the

- proposed development would result in a 2.9% increase in HGVs travelling from the site to the A41, and a 2.2% increase in HGVs travelling in the opposite direction.
- 6.6.3 The Council's Highways Officer has reviewed the TA and advises that the proposed level of traffic generation can be adequately accommodated on the local highway network. The NPPF states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios. In relation to this test, Officers conclude that the proposal is acceptable in highways terms.
- 6.6.4 The concerns of the Parish Councils are acknowledged. In terms of HGV routing, this would be directly to/from the A41 to the north and this is the most direct route to the primary road network. It is not proposed that HGVs would travel to/from the south via Stoke on Tern. A condition can be imposed to require signage to be erected to direct drivers to turn right out of the quarry. The Highways Officer acknowledges the accident data in the area that has been included in the TA and confirms that this does not signify a material highway safety concern at the Warrant Road/A41 junction. The footway on the western side of Warrant Road does appear to be overgrown in places. However, this is a highways maintenance issue and would not warrant refusal of the current application.

6.7 **Ecology issues**

- 6.7.1 Core Strategy policy CS17 (Environmental Networks) seeks to protect and enhance the diversity, high quality and local character of the natural environment, and to avoid significant adverse impact on environmental assets. SAMDev Plan policies MD2 and MD12 require that development enhances, incorporates or restores natural assets.
- 6.7.2 <u>Habitats and protected species:</u> The Ecological Assessment which is based upon an ecological survey of the site concludes that the loss of the arable habitat would result in slight to moderate negative impact, but that this would be compensated for through the creation of new habitats and hedgerows.
- 6.7.3 The Ecological Assessment has not identified that the proposals would result in any direct impact on protected species, such as bats and great crested newts. The sycamore tree provides valuable foraging habitat for bats, and this tree would be retained. It has recommended a number of measures to minimise general disturbance, and a planning condition can require that these are adhered to. In addition, detailed measures for ecological protection can be agreed as part of a Construction Environmental Management Plan.
- 6.7.4 <u>Biodiversity net gain (BNG):</u> The statutory requirement is that developments provide 10% BNG. Ecological enhancement works would include the planting of new native hedgerow along the northern boundary of the site, and the creation of gorse shrub habitat elsewhere. This would result in a BNG of approximately 35%. As advised by the Council's Ecologist, the management and monitoring of this

would be secured through a Section 106 agreement.

6.8 Pollution, flood risk and drainage considerations

- 6.8.1 Core Strategy policy CS18 seeks to reduce flood risk and avoid adverse impact on water quality and quantity. SAMDev Plan policy MD2 requires that developments incorporate sustainable drainage techniques into site design.
- 6.8.2 The site is located within an area of low risk for flooding. Surface water would be managed such that it is prevented from discharging off site. The maximum depth of mineral extraction would be above the water table level and there would therefore be no impact on groundwater flows.
- 6.8.3 The infilling, or 'land recovery', element of the proposed would entail inert wastes only, i.e. materials such as bricks, construction and demolition wastes and uncontaminated soils. These materials would not result in pollution of water resources. As noted by the Environment Agency (EA), an Environmental Permit would be required from the EA for this infilling operation. This Permit would control the detailed elements of this operation, including the types of waste materials that could be imported and how the activity is managed. Paragraph 201 of the NPPF states that the focus of planning decisions should be on whether proposed development is an acceptable use of land, rather than the control of processes or emissions where these are subject to separate pollution control regimes. This is the case here. The infilling of the excavated areas with inert waste is acceptable in principle and the EA permitting regime would ensure that satisfactory pollution controls are in place.

7.0 PLANNING BALANCE AND CONCLUSION

- The proposed sand and gravel quarry adjacent to the former Tern Hill Quarry 7.1 represents an appropriate windfall opportunity for the supply of minerals to Shropshire and surrounding areas. The phased design of the site would help to minimise disturbance in the local area. The proposed phased restoration of the site using imported inert materials would facilitate an acceptable reinstatement of the site back to agricultural use. The potential impacts on the local area, which includes an RAF facility, a young offenders institution and dwellings, can be mitigated and minimised to an acceptable level through site management controls which can be secured by planning conditions. In terms of heritage assets, archaeological interest can be addressed through further evaluation work. The proposed route for HGVs directly to and from the A41 is acceptable in highways terms. There would be some impacts on the local area due to the nature of the proposal, such as from the visibility of the operation and additional traffic levels. However it is considered that these would be mitigated to an acceptable level when balanced against the benefits of the proposal. These benefits include the creation of five full time jobs directly, with a further six part-time indirect positions; a significant level of biodiversity net gain; and the provision of renewable energy from solar panels.
- 7.2 Officers conclude that the proposal is in line Development Plan and national

planning policy, and recommend that planning permission is granted subject to the completion of a Section 106 agreement and the imposition of planning conditions to cover the matters set out in Appendix 1.

8. Risk Assessment and Opportunities Appraisal

Risk Management

There are two principal risks associated with this recommendation as follows:

- As with any planning decision the applicant has a right of appeal if they disagree
 with the decision and/or the imposition of conditions. Costs can be awarded
 irrespective of the mechanism for hearing the appeal, i.e. written
 representations, hearing or inquiry.
- The decision may be challenged by way of a Judicial Review by a third party. The courts become involved when there is a misinterpretation or misapplication of policy or some breach of the rules of procedure or the principles of natural justice. However their role is to review the way the authorities reach decisions, rather than to make a decision on the planning issues themselves, although they will interfere where the decision is so unreasonable as to be irrational or perverse. Therefore they are concerned with the legality of the decision, not its planning merits. A challenge by way of Judicial Review must be made a) promptly and b) in any event not later than six weeks after the grounds to make the claim first arose.

Both of these risks need to be balanced against the risk of not proceeding to determine the application. In this scenario there is also a right of appeal against non-determination for application for which costs can also be awarded.

Human Rights

Article 8 gives the right to respect for private and family life and First Protocol Article 1 allows for the peaceful enjoyment of possessions. These have to be balanced against the rights and freedoms of others and the orderly development of the County in the interests of the Community.

First Protocol Article 1 requires that the desires of landowners must be balanced against the impact on residents.

This legislation has been taken into account in arriving at the above recommendation.

Equalities

The concern of planning law is to regulate the use of land in the interests of the public at large, rather than those of any particular group. Equality will be one of a number of 'relevant considerations' that need to be weighed in Planning Committee

members' minds under section 70(2) of the Town and Country Planning Act 1990.

9. Financial Implications

There are likely financial implications if the decision and / or imposition of conditions is challenged by a planning appeal or judicial review. The costs of defending any decision will be met by the authority and will vary dependent on the scale and nature of the proposal. Local financial considerations are capable of being taken into account when determining this planning application – insofar as they are material to the application. The weight given to this issue is a matter for the decision maker.

10. Background

Relevant Planning Policies

Central Government Guidance:

National Planning Policy Framework

Core Strategy and Saved Policies:

CS5 - Countryside and Greenbelt

CS6 - Sustainable Design and Development Principles

CS17 - Environmental Networks

CS18 - Sustainable Water Management

CS20 - Strategic Planning for Minerals

MD2 - Sustainable Design

MD5 - Sites for Sand and Gravel Working

MD12 - Natural Environment

MD13 - Historic Environment

MD15 - Landfill and Land Raising Sites

MD 17 - Managing the Development and Operation of Mineral Sites

Relevant Planning History:

23/03098/SCR Environmental Impact Assessment Screening Opinion for proposed northwest extension to the former Tern Hill Quarry EIA 7th September 2023

23/04547/SCO Environmental Impact Assessment Scoping Opinion for proposed northwest extension to the former Tern Hill Quarry SCO 15th January 2024

SC/MN1997/0210/NS Extension of time to November 2007 for the extraction of sand under existing planning permission MN91/0030/NS PERMIT 31st December 1997

11. Additional Information

<u>View details online</u>: http://pa.shropshire.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=SHW83RTD07V00

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·	Quarry

List of Background Papers (This MUST be completed for all reports, but does not include items containing exempt or confidential information)

Cabinet Member (Portfolio Holder) - Councillor David Walker

Local Member

Cllr Donna Edmunds

Appendices APPENDIX 1 - Conditions

APPENDIX 1 – Section 106 agreement provisions and Conditions

Section 106 provisions

Biodiversity Net Gain - management and monitoring

Planning Conditions

Commencement within three years

Approved plans

Notification of commencement of working in each phase

Time limit for cessation of mineral extraction

Time limit for completion of restoration works

Submission of details of boundary treatments for approval

Submission and implementation of WSI

Submission of quarry management strategy for approval

Submission of dust management plan for approval

Submission of details of soil management and storage scheme for approval

Submission of water monitoring scheme for approval

Submission of landscaping scheme for approval, to include specific matters requested by MOD

Submission of landscape implementation and maintenance plan for approval

Submission of Construction Environmental Management Plan for approval

Submission of details of HGV directional signs for approval

Submission of HGV routing and monitoring plan for approval

No development until advance planting has been completed

Submission of details of construction and treatment of soil bunds for approval

Tree protection measures to be implemented

Submission of Arboricultural Method Statement for approval

Submission of details of Quarry Liaison Group for approval

Adherence to Tree Protection Plan

Submission of restoration scheme for approval

Submission of aftercare scheme for approval

Completion of access, visibility splays and internal access and parking areas prior to commencement

Stopping up of existing field accesses to the site

HGV routing to and from the site via A41 only

Limit on tonnage of mineral to be exported per year

Records of tonnage of mineral to be kept and supplied on request

Hours of operation

Adherence to specified working depths

Oil, fuels and chemicals storage restrictions

Adherence to recommendations of Ecological Appraisal

Operations to accord with approved phasing and layout plans

Wheel cleaning system to be employed

Soil storage and mineral stockpiles shall not exceed 5 metres in height

No retail sales of sand or other materials from the site

No soils to be removed from the site

Removal of solar panels within 30 years

Adjacent Former Tern Hill ry