

Shropshire Local Plan (2016-2038)

Statement of Common Ground between Shropshire Council and National Highways

April 2022

1. Introduction

- 1.1. **This Statement of Common Ground (SoCG) has been jointly prepared between Shropshire Council and National Highways.**
- 1.2. The SoCG is intended to summarise: the effective and positive ongoing discussions and co-operation that has occurred between Shropshire Council and National Highways (formerly Highways England) throughout the Shropshire Local Plan Review; how the Council has responded positively to comments and representations made by National Highways as part of the Local Plan Review process, including those representations made at the Regulation 19: Pre-Submission stage on the draft Shropshire Local Plan; the positive approach to collaborative joint working on the preparation of additional evidence; and agreement of where future collaborative work will focus.

2. Background

- 2.1. Shropshire Council has prepared a draft Shropshire Local Plan for the period from 2016 to 2038. The draft Shropshire Local Plan has been prepared through an iterative process, reflected in the various stages of consultation undertaken. Specifically, five stages of consultation were undertaken at the Regulation 18 'Plan-Making' stage and a formal Regulation 19 'Pre-Submission' Consultation has also been undertaken.
- 2.2. National Highways has been appointed by the Secretary of State for Transport as strategic highway company under the provisions of the Infrastructure Act 2015 and is the highway authority, traffic authority and street authority for the Strategic Road Network (SRN). National Highways' role is to maintain the safe and efficient operation of the SRN whilst acting as a delivery partner to national economic growth. Within Shropshire the SRN comprises of the M54 motorway, the A5, A49, A458 and A483 trunk roads. As a statutory consultee, National Highways were invited to comment / submit representations at each stage of consultation.
- 2.3. Throughout the Local Plan Review process, Shropshire Council and National Highways have also undertaken positive and proactive duty to cooperate discussions to inform the development of the draft Shropshire Local Plan and its associated evidence base and support the delivery of development in Shropshire.

Both the last Regulation 18 'Plan-Making' Consultation and the formal Regulation 19 'Pre-Submission' Consultation focused on fully formed versions of the draft Shropshire Local Plan.

Regulation 18: Pre-Submission Consultation

- 2.4. A copy of the National Highways comments to the consultation on the Regulation 18: Pre-Submission Draft of the Shropshire Local Plan, is included as Appendix 1 to this SoCG. In summary, within this response, National Highways:
- Identified 23 proposed site allocations that would likely have an impact on the SRN and indicated these sites should be subject to consultation with National Highways as part of any subsequent planning applications.
 - Identified the need for further proportionate evidence to support the identification of any cumulative impacts of development proposals in and around Shrewsbury on the SRN.
- 2.5. Following the submission of these comments, Shropshire Council and National Highways undertook further proactive discussions, focusing on the issues raised.
- 2.6. In positively responding to the comments made regarding the impact of proposed site allocations on the SRN, Shropshire Council proposed a series of changes to specific draft policies, which were subsequently included in the Regulation 19: Pre-Submission Draft of the Shropshire Local Plan. In summary, these changes sought to include additional development guidelines for the relevant proposed site allocations, specifying that necessary improvements to the road network must be undertaken, informed by consultation with National Highways and an appropriate Transport Assessment (including consideration of cumulative impact).
- 2.7. In positively responding to the comments regarding the need for further proportionate evidence to support the identification of any cumulative impacts of development proposals in and around Shrewsbury on the SRN, Shropshire Council commissioned WSP – the Council's retained highway consultants – to undertake a Shrewsbury Highway Study in December 2020. The subsequent brief to inform this work was discussed and agreed with National Highways.

Regulation 19: Pre-Submission Consultation

- 2.8. A copy of National Highways representations to the consultation on the Regulation 19: Pre-Submission draft of the Shropshire Local Plan are included as Appendix 2 of this SoCG. In summary, within these representations National Highways:
- Recognised the close ongoing working between the parties to understand the cumulative transport implications of the proposed site allocations, with specific reference to Shrewsbury Highway Modelling work.
 - Indicated 'agreement in principle' with the inclusion of the additional policy wording proposed by the Council in response to the comments made by National Highways at the Regulation 18 stage. However, it was recommended to exclude reference to the need for Transport Assessments to undertake cumulative impacts. Instead, it was recommended that the wording specified that a Transport Assessment will be needed for each site allocation, agreed through site-specific pre-application consultation with National Highways.
- 2.9. Following the submission of these comments, Shropshire Council and National Highways undertook further proactive discussions, focusing on the issues raised.
- 2.10. In response to these representations, Shropshire Council proposed a number of modifications to accompany the draft Shropshire Local Plan's submission to the Secretary of State, in September 2021.

2.11. These modifications¹ included:

- A proposed change to draft Policy DP28 'Communications and Transport' (MaM022) to include additional criteria concerning the need to undertake a Transport Assessment for relevant site allocations in the draft Shropshire Local Plan, the scope of which will be agreed through site specific pre-application consultation with National Highways.
- Associated changes to the development guidelines for proposed site allocations that National Highways had indicated had the potential to impact on the SRN. These proposed development guidelines now indicate the need for a Transport Assessment but remove reference to National Highways, as this is superseded by proposed changes to draft Policy DP28, and the need to consider cumulative impact.

Shrewsbury Highway Study

2.12. The Shrewsbury Highway Study was published in June 2021 and is included within the submission evidence base material as the **Shrewsbury Highway Modelling - EV100**. It can be viewed on the Shropshire Council website at: <https://shropshire.gov.uk/media/21281/shrewsbury-highway-modelling-ev100.pdf>. The outcomes of the Study were shared with National Highways.

2.13. This report presents the technical transport model-based assumptions, using an appropriate methodology. The report provides an assessment of the cumulative impacts on specific junctions using a baseline scenario (which includes a number of completions and commitments) plus additional growth proposed within the draft Shropshire Local Plan, to 2038. Importantly, no mitigation measures are considered in this report aside from the delivery of the North West Relief Road (NWRR), whereas the draft Shropshire Local Plan provides site guidelines and Development Management policies which allow for appropriate mitigation measures to be provided. In addition, the Council's Viability and Delivery Report (2020) has made realistic assumptions about the level of expected developer contribution from the proposed new development sites to improve infrastructure capacity.

3. Future Mitigation and Funding Sources

Mitigation

3.1. Consistent with draft Policy DP28 'Communications and Transport' and the proposed site guidelines for relevant proposed allocations within the draft Shropshire Local Plan, site-specific transport assessments will be undertaken for relevant sites to inform any future mitigation measures to the SRN required across Shropshire.

¹ These modifications were proposed as 'minor' additional modifications. Following Initial Questions to the Council from the appointed Inspectors in November 2021 (ID1), the Council has reviewed the nature of the proposed minor modifications. The outcome of this review has been submitted to the Examination, and in summary concludes that many of these proposed changes, including to draft Policy DP28 'Communications and Transport' should be considered 'main modifications'.

The Schedules of proposed main modifications (MaM) and proposed minor 'additional' modifications (MiM) are available on the Shropshire Council website via: <https://shropshire.gov.uk/planning-policy/local-planning/local-plan-review/draft-shropshire-local-plan-2016-2038-examination/examination-library/examination-stage-documents/>

3.2. With regard to Shrewsbury, the conclusions of the Shrewsbury Highway Study have been included in the Council's updated **Strategic Infrastructure and Investment Plan (SIIP) 2022**, which has been submitted to the Local Plan Examination.

3.3. The package of mitigation measures to the SRN at Shrewsbury includes:

The Shrewsbury North West Relief Road (NWRR)

3.4. The Shrewsbury North West Relief Road (NWRR) will provide a new, single carriageway road linking the northern and western parts of Shrewsbury. It will include a new bridge over the River Severn and its flood plain, and a new bridge over the Shrewsbury-Chester railway line. The NWRR will connect the A5 at Welshpool Road roundabout in the west to the Ellesmere Road roundabout in the north.

3.5. The relief road is expected to reduce the traffic on the A5 as it reassigns some of the existing traffic from A5 in Shrewsbury to NWRR.

3.6. The cost of constructing the NWRR is estimated to be £87.1m. In March 2019 the Department for Transport awarded £54m towards the construction of the road and Shropshire Council will provide the balance of the cost, and responsibility for any cost increases. A planning application for the NWRR is currently being considered by Shropshire Council and is due to be determined in Summer 2022.

Demand management

3.7. Modal shift is a recognised form of mitigation. The Shrewsbury Big Town Plan (2018) explicitly recognises the need to reduce traffic in the town centre and specifically to incentivise modal shift away from the dependency on the use of the private motor vehicle. Through its theme 'Rethinking Movement' the Big Town Plan aspires to improve connectivity for walking, cycling and promoting other forms of active travel, complemented by an efficient and well-integrated public transport infrastructure, both for local and regional communities.

3.8. As a timely development in the delivery of the ambitious aspirations of the Big Town Plan (specifically the theme of 'Rethinking Movement'), the Shrewsbury Masterplan Vision (Dec 2020) further demonstrates the need to develop a detailed movement and public realm strategy that will facilitate greater choice of mobility across the town centre and beyond. The Shrewsbury Masterplan Vision also recognises the need to define future development blocks and plots aligned to the recently commissioned Movement and Public Realm Strategy for Shrewsbury (March 2022). The consequential transport interventions will further incentivise behavioural change towards reducing dependency on the private motor vehicle, placing greater emphasis on public transport, including the proposed Shrewsbury Connect Park and Ride facilities, rail connectivity and infrastructure for active travel. The Strategy also aims to integrate contributory initiatives already underway such as the development of a Local Cycling and Walking Infrastructure Plan (LCWIP), Mini Holland feasibility study and High Street pedestrianisation trials, as well as activities promoted by regional agencies such as Midlands Connect and West Midlands Rail Executive.

Interventions to junctions

3.9. Based upon the conclusions reached in the Shrewsbury Highway Study, the following five junctions on the SRN around Shrewsbury have been identified as having existing capacity issues, which will be further impacted, in a limited capacity, by the growth proposed within the draft Shropshire Local Plan:

- A5 Woodcote roundabout
- A5 Edgebold roundabout
- A5 Bayston Hill (Dobbies) roundabout
- A5 Emstrey Island roundabout
- A5 Preston Island roundabout

- 3.10. Potential mitigation measures, to supplement the NWRR, are being discussed with National Highways, and at this stage direct junction upgrades remain a potential mitigation measure, alongside wider demand management measures. This will be informed by site-specific transport assessments and ongoing and future work and collaboration between National Highways and Shropshire Council.
- 3.11. National Highways are currently undertaking a strategic highway study for the A5 between Churncote roundabout and Preston Boats roundabout. The purpose of this is to understand network needs in the area up to the end of the draft Local Plan period and agree on the policy context and their inclusion within the Infrastructure Delivery Plan. Outputs of this study likely to be available in autumn 2022 with further discussions regarding policy context, funding opportunities and inclusion within the Infrastructure Delivery Plan at this stage jointly between National Highways and Shropshire Council.

4. Funding

- 4.1. As opportunities for future funding, the SIIP references the need to consider a holistic transport approach, aligned to the Shrewsbury Big Town Plan / Movement Strategy, Shrewsbury Connect and the NWRR.
- 4.2. National Highways is currently developing its Road Investment Strategy (RIS 3) for future investment, covering the five-year period from 2025 to 2030. RIS 3 is the pipeline of potential future schemes to deliver safer, smoother, and more reliable journeys. National Highways have allocated £347 million of funding to the development of potential future projects over the next five years, to be developed as part of a pipeline for RIS 3. Shropshire Council has submitted a number of projects for consideration within the RIS 3 process, including those relating to Shrewsbury and those which will support the delivery of the draft Shropshire Local Plan. These projects are summarised within Appendix 4 of this SoCG.
- 4.3. Draft Policy DP25 of the draft Shropshire Local Plan addresses Infrastructure Provision, including the use of Community Infrastructure Levy (CIL) and Section 106 Planning Obligations.
- 4.4. As such draft Policy DP25 provides a clear mechanism for identifying and prioritising the appropriate use of developer contributions across Shropshire:
 - CIL funding will be prioritised toward critical and statutory infrastructure requirements.
 - Where CIL is insufficient to meet the specific infrastructure needs of a development, it will be considered whether it is appropriate to apply additional Section 106 contributions for specific infrastructure, where this meets national requirements for planning obligations.
 - Where CIL is not applicable, Section 106 Planning Obligations will be utilised to meet the specific infrastructure needs of a development, where this meets national requirements for planning obligations.
- 4.5. Shropshire Council will consider necessary improvements to the SRN, where required to facilitate development, as critical infrastructure, and thus will be able to access CIL and S106 funding from development to mitigate the impacts of development on the network where necessary, in line with draft Policy DP25 of the draft Shropshire Local Plan.

5. Areas of Agreement

Duty to Cooperate

Shropshire Council and National Highways agree that:

- a) Effective and ongoing duty to cooperate discussions have been undertaken between the parties throughout the preparation of the draft Shropshire Local Plan and will continue during its implementation.

Proposed Main Modifications to the draft Shropshire Local Plan

Shropshire Council and National Highways agree that:

- b) the proposed main modification outlined in MaM022 provides an appropriate policy mechanism to be able to secure site specific consultation at appropriate stages of the planning process, and to the broad remit of Transport Assessments.

Strategic Road Network around Shrewsbury

In relation to the Strategic Road Network (SRN) around Shrewsbury, and further to the completion of the Shrewsbury Highway Study, Shropshire Council and National Highways agree that:

- c) The Shrewsbury Highway Study (EV100) has been informed by an up to date and robust highway model, developed by Shropshire Council to support the current North West Relief Road (NWRR) application, and that as such provides a proportionate and robust evidence base to assess the cumulative impact on the SRN around Shrewsbury.
- d) National Highways supports the delivery of the NWRR as a new strategic (non-trunk) road as a means to ease current capacity issues on the A5 SRN around Shrewsbury.
- e) That using only baseline scenarios, i.e. without an assessment of the additional growth proposed in the Local Plan Review 2038, there are a number of junctions on the A5 SRN which are forecast to be close to or over-capacity at 2038.
- f) That using the baseline model assumptions, and including the additional draft Shropshire Local Plan growth proposals, cumulatively the following junctions on the SRN are forecast to be operating over-capacity at the end of the Plan period to 2038:
- A5 Woodcote roundabout;
 - A5 Edgebold roundabout;
 - A5 Bayston Hill (Dobbies) roundabout;
 - A5 Emstrey Island roundabout; and
 - A5 Preston Island roundabout.
- g) The Shrewsbury Highway Study provides a technical and purely 'policy off' assessment of the likely impacts on specific junctions on the SRN. Aside from the inclusion of assumptions relating to improvements to capacity

resulting from the North West Relief Road, the Study includes no further mitigation measures from development or other sources to 2038.

- h) Further collaborative work between Shropshire Council and National Highways will support specific Transport Assessments on each of the identified junctions where it is forecast to be over capacity by 2038.
- i) The outcomes of the Shrewsbury Highway Study have been shared between the parties and the impact on the A5 around Shrewsbury has been agreed in principle. It has been recognised that improvements will be required on the SRN in the area with and without the draft Local Plan.

Wider Strategic Road Network in Shropshire

Shropshire Council and National Highways agree that:

- j) Outside Shrewsbury, by virtue of the nature and scale of the site allocations, there is no current requirement for the draft Shropshire Local Plan to be informed by any further evidence of the cumulative impact of development on the Strategic Road Network (SRN).
- k) That the scale and nature of the proposed development in Albrighton; Ellesmere; Ludlow; Community Hubs in the Ludlow Place Plan area, Oswestry; Community Hubs in the Oswestry Place Plan area, Shifnal, Clive Barracks, Tern Hill; Former Ironbridge Power Station; and RAF Cosford are more appropriately suited to site specific transport assessments at the future planning application stage in following a proportionate evidence base to support the Local Plan process.

Mitigation and Funding

Shropshire Council and National Highways agree that:

- l) Through a combination of demand management measures, in particular those associated with the Shrewsbury Big Town Plan, the emerging LCWIP and emerging Local Transport Plan, and through direct intervention on junctions on the Strategic Highway Network (SRN), there is sufficient opportunity to mitigate the impacts of current baseline growth and additional proposed Local Plan growth on the SRN to 2038, to allow for the smooth operation of the SRN at Shrewsbury.
- m) Shropshire Council will consider necessary improvements to the SRN, where required to facilitate development, as critical infrastructure, and thus will be able to access CIL and S106 funding from development to mitigate the impacts of development on the network where necessary, in line with draft Policy DP25 of the draft Shropshire Local Plan.
- n) Both parties will continue to work constructively in seeking to secure additional funding through the RIS 3 programme and other such initiatives to enable necessary network upgrades, especially where these are related to existing baseline impacts and relate to a robust evidence base.
- o) National Highways are currently undertaking a strategic highway study for the A5 between Churncote roundabout and Preston Boats roundabout. The purpose of this is to understand network needs in the area up to the end of the draft Local Plan period and agree on their inclusion within the

Infrastructure Delivery Plan. It is agreed that funding options for potential improvements and the delivery mechanism will be explored jointly by National Highways and Shropshire Council.

- p) Both parties will continue to work constructively together to identify any wider funding sources, where required.**

6. Areas of Disagreement

- 6.1. There are no identified areas of disagreement.

7. Signatures

- 7.1. This SoCG has been agreed and signed by the following:

Shropshire Council	National Highways
Name: Edward West	Name: Ben Simm
Position: Planning Policy and Strategy Manager	Position: Spatial Planning Manager
Date agreed: 21 st April 2022	Date agreed: 21 April 2022
Signature:	Signature:

8. Appendix 1: National Highways Response to the Regulation 18: Pre-Submission Consultation



Our ref:
Your ref:

Planning Policy & Strategy Team
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29 September 2020

Dear Lindsay,

CONSULTATION ON THE PRE-SUBMISSION DRAFT OF SHROPSHIRE LOCAL PLAN

Highways England welcomes the opportunity to provide comments on the pre-submission draft version of the Shropshire Local Plan which covers the plan period between 2016 to 2038.

Highways England has been appointed by the Secretary of State for Transport as strategic highway company under the provisions of the Infrastructure Act 2015 and is the highway authority, traffic authority and street authority for the Strategic Road Network (SRN). It is our role to maintain the safe and efficient operation of the strategic road network whilst acting as a delivery partner to national economic growth.

Within Shropshire the SRN comprises of the M54 motorway, the A5, A49, A458 and A483 trunk roads. The section of our network most relevant in the current consultation includes the M54, A5, A49 and A483.

In responding to Local Plan consultations we have regard to DfT Circular 02/2013 - Strategic road network and the delivery of sustainable development ('the Circular') which sets out how interactions with the Strategic Road Network should be considered in the making of local plans. Paragraph 16 of the Circular sets out that:

"Through the production of Local Plans, development should be promoted at locations that are or can be made sustainable, that allow for uptake of sustainable transport modes and support wider social and health objectives, and which support existing business sectors as well as enabling new growth."

In addition to the DfT Circular 02/2013, the response set out below is also in accordance with the National Planning Policy Framework (NPPF) and other relevant policies.

We note that the pre-submission version of the Local Plan contains locally specific policies and strategic/ non-strategic site allocations to complement the Core Strategy (adopted in 2011) and Site Allocations and Management of Development (SAMDev) Plan (adopted in 2015). We also note that upon adoption of the Shropshire Local Plan 2016 to 2038, policies set out in this will replace the policies of the Core Strategy and SAMDev Plan, except for the SAMDev site allocations which are yet to be delivered.

As you would be aware, we have previously responded to the Shropshire Local Plan during the 'Issues and Strategic Options' consultation and 'Strategic Sites' consultation phase. In the current consultation, details regarding the housing and employment requirement to be delivered across the Shropshire Council during the period 2016 to 2038 are included. We note that a housing requirement of 30,800 dwellings has been identified in the pre-submission version of the Local Plan over the plan period of 2016 to 2038.

Based on our review of the pre-submission version of the Local Plan, we consider that the following newly identified site allocations (as given in **Table 1**) are likely to have an impact on the SRN in the area in terms of traffic or boundary related matters.

Whilst we consider that the site allocations as given in **Table 1** are expected to result in a likely impact on the SRN in the area, it should also be noted that any potential site which is anticipated to have an impact on the SRN in the area should be subject to consultation with Highways England, and appropriately assessed in line with the Department for Transport (DfT) Circular 02/2013 to determine the extent of their potential impacts on the SRN in the area. Depending on the scale of likely impact on the SRN in the area, the applicant/developer may need to identify suitable mitigation measures (if required).

We note that it is stated in the pre-submission version of the Local Plan that the site allocations identified in the SAMDev Plan which are yet to be delivered, will be 'saved' and thereby continue to form part of the Local Plan 2016 to 2038 once it is adopted. As such, we do not have any comments to make regarding this at this stage as the SAMDev Plan has already been adopted in 2015 and we do not expect any further consideration to be required on this.

In line with the above, we would expect the proposed new site allocations, where impacts on the operation of the SRN in the area are anticipated, to be subject to consultation with Highways England, and appropriately assessed in order to determine the extent of their potential impacts on the smooth functioning of the SRN in the area. It is to be noted that the cumulative impact of the proposed site allocations also needs to be undertaken in line with the DfT Circular 02/2013 for understanding the likely traffic impacts on the SRN in the area in terms of capacity and safety, and, identifying any possible mitigation measures (if required).

Whilst we have identified the immediate SRN junctions in close proximity to the site allocations identified in the pre-submission version of the Local Plan, where a likely impact is anticipated, it should be noted that the assessments should not be limited to these junctions only and a wider extent needs to be considered based on the scale of the proposed development.

Table 1. List of allotments in the Shropshire Local Plan 2016 - 2038 (Pre-submission draft) which are anticipated to result in a likely impact on SRN in the area

SI no	Site Allocation Reference	Site Allocation Name	Place Plan	Residential	Employment land (ha)	Type of potential impact on SRN	Immediate SRN junctions likely to be impacted
1	SHR057 & SHR177	Land North of Mytton Oak Road, Shrewsbury	Shrewsbury	400	-	Traffic, Boundary	A5 Churncote and Woodcote roundabouts
2	SHR145	Land south of Meole Brace Retail Park, Shrewsbury	Shrewsbury	150	-	Traffic	A5/ A49 Dobbies/ Bayston Hill roundabout
3	SHR173	Land west of Ellesmere Road, Shrewsbury	Shrewsbury	450	-	Traffic	A5 Churncote and A5/ A49 Dobbies/ Bayston Hill roundabouts
4	SHR166	Land to the west of the A49, Shrewsbury	Shrewsbury	-	45	Traffic	A5 Preston Island roundabout
5	SHR197VAR	Land adjacent to Battlefield Roundabout, Shrewsbury	Shrewsbury	-	9	Traffic	A5 Preston Island roundabout
6	SHR060, SHR158 & SHR161	Land between Mytton Oak Road and Hanwood Road, Shrewsbury	Shrewsbury	1500	5	Traffic, Boundary	A5 Edgebold, A5/ A49 Dobbies/ Bayston Hill and A5 Churncote roundabouts
7	BAY039	Land off Lyth Hill Road, Bayston Hill	Shrewsbury	100	-	Traffic	A5/ A49 Dobbies/ Bayston Hill roundabout
8	FRD011	Land adjoining But Lane on A458, Ford	Shrewsbury	75	-	Traffic, Boundary	A5 Churncote roundabout
9	PYC021	Land at Penygareg Lane, Pant	Oswestry	25	-	Boundary	A483 Section
10	PKH002, PKH011, PKH013, PKH029, PKH031 & PKH032	Land at Park Hall	Oswestry	240	-	Traffic	A5/ A495 Whittington roundabout

SI no	Site Allocation Reference	Site Allocation Name	Place Plan	Residential	Employment land (ha)	Type of potential impact on SRN	Immediate SRN junctions likely to be impacted
11	LYH007	Land East of Barley Meadows, Llanymynech	Oswestry	50	-	Drainage	A483 Section
12	ELL005, ELL008 & ELL033	Land South of Oswestry Road, Ellesmere	Ellesmere	170	-	Traffic	A5/ A495 Whittington roundabout
13	LUD056	Former Coach Depot & Land at Fishmore Road, Ludlow	Ludlow	90	-	Traffic	A49/ A4117/ Henley road roundabout
14	BUR004	Land adjoining Boraston Drive on A456, Burford	Ludlow	100	-	Traffic	A49/ A456/ Wyson Lane junction
15	LUD052	Land south of The Sheet on A49, Ludlow	Ludlow	-	5	Traffic, Boundary	A49/ Sheet Road roundabout
16	SHF013	Land adjoining Meadow Drive, Shifnal	Shifnal	65	-	Traffic, Boundary	M54 section, M54 J3 and M54 J4
17	SHF015 & SHF029	Land adjoining Beech House between A464 and Park Lane, Shifnal	Shifnal	65	-	Traffic	M54 J3 and M54 J4
18	SHF022 & SHF023 (part)	Land between Windmill View and The Monument on A464, Shifnal	Shifnal	100	-	Traffic	M54 J3 and M54 J4
19	SHF018b & SHF018d	Land east of Shifnal Industrial Estate, Upton Lane, Shifnal	Shifnal	-	39	Traffic	M54 J3 and M54 J4
20	ALB017 & ALB021	Land north of Kingswood Road and Beamish Lane, Albrighton	Albrighton	180	-	Traffic	M54 J3
21	Clive Barracks, Tern Hill	Strategic Settlement		750	6	Traffic	A5 Preston Island roundabout, M54 -J5, J6 and J7
22	Former Ironbridge Power Station	Strategic Settlement		1000	6	Traffic	M54 J6
23	RAF Cosford	Strategic Site				Traffic	M54 J3

As paragraph 18 of DfT Circular 02/2013 sets out, “*Capacity enhancements and infrastructure required to deliver strategic growth should be identified at the Local Plan stage...[and] should not normally be considered as fresh proposals at the planning application stage*”. This requires an assessment of the transport impacts of the above identified allocations to be made that is appropriate in detail to the scale of the proposals such that the board requirements for any enhancements to the SRN can identified and included in the Infrastructure Delivery Plan (IDP).

A significant number of the above allocations have a cumulative impact to the SRN around Shrewsbury (A5 and A458 routes) and we welcome the separate discussions we are undertaking with you as to the requirements of this assessment. This will need to be extended, in a proportional way, to consider whether any of the other above allocations will also give rise to such needs.

We note that delivery of the proposed North West Relief Road (NWRR) is supported in principle within the pre-submission version of the Local Plan. As you would be aware, discussions regarding progression of the NWRR scheme are ongoing between the Council and Highways England. Currently, Highways England is engaged in detailed discussions with the Council regarding finalisation of the traffic modelling and scheme design details in relation to the proposals at A5 Churncote roundabout.

As such, we recommend that you consider further the opportunity to use these strategic models to assess the likely cumulative traffic impacts from the Local Plan site allocations on the A5 roundabouts at Shrewsbury. Confirmation of the final form of this scheme also benefit from a cumulative assessment of the Local Plan having being completed to confirm whether additional needs arise and whether these could be accommodated for by changes to the planned scheme.

We trust that the above is useful and look forward to continued discussions with you in the progression of the Local Plan.

Yours Sincerely,

Neil Hansen
Spatial Planner

9. Appendix 2: National Highways Response to the Regulation 19: Pre-Submission Consultation



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22 February 2021

Dear Sir/Madam

CONSULTATION ON THE PRE-SUBMISSION DRAFT (REGULATION 19) OF SHROPSHIRE LOCAL PLAN

Highways England welcomes the opportunity to provide comments on the pre-submission draft version (Regulation 19) of the Shropshire Local Plan which covers the plan period between 2016 to 2038.

Highways England has been appointed by the Secretary of State for Transport as strategic highway company under the provisions of the Infrastructure Act 2015 and is the highway authority, traffic authority and street authority for the Strategic Road Network (SRN). It is our role to maintain the safe and efficient operation of the strategic road network whilst acting as a delivery partner to national economic growth.

Within Shropshire the SRN comprises of the M54 motorway, the A5, A49, A458 and A483 trunk roads and are most relevant in the context of the current consultation.

In responding to Local Plan consultations we have regard to DfT Circular 02/2013 - Strategic road network and the delivery of sustainable development ('the Circular') which sets out how interactions with the Strategic Road Network should be considered in the making of local plans. Paragraph 16 of the Circular sets out that:

"Through the production of Local Plans, development should be promoted at locations that are or can be made sustainable, that allow for uptake of sustainable transport modes and support wider social and health objectives, and which support existing business sectors as well as enabling new growth."

In addition to the DfT Circular 02/2013, the response set out below is also in accordance with the National Planning Policy Framework (NPPF) and other relevant policies.

We note that the pre-submission version of the Local Plan contains locally specific policies and site allocations to complement the Core Strategy (adopted in 2011) and Site Allocations and Management of Development (SAMDev) Plan (adopted in 2015). We

also note that upon adoption of the Shropshire Local Plan 2016 to 2038, policies set out in this will replace the policies of the Core Strategy and SAMDev Plan, except for the SAMDev site allocations which are yet to be delivered.

As you would be aware, Highways England most recently responded to the Shropshire Local Plan consultation during the 'Regulation 18: Pre-Submission Draft' stage. In the current 'Regulation 19' consultation, we note that some of the proposed sites have been discontinued and a few new sites added. However, the housing and employment requirement to be delivered across the Shropshire Council during the period 2016 to 2038 remains the same as was identified in the 'Regulation 18' consultation.

As such, our general comments provided during the 'Regulation 18' consultation remain the same. Further transport evidence for the Local Plan is needed.

Highways England is working closely with Shropshire Council to understand the cumulative transport implications of the site allocations. This will include assessing the cumulative and individual impacts of the Local Plan proposals upon the ability of the road links and junctions affected to accommodate the forecast traffic flows in terms of capacity and safety. Highways England expects to be consulted imminently on a Model Specification Report (MSR) for modelling work proposed to be undertaken by the Council as part of the draft Local Plan and for this modelling work to inform a Statement of Common Ground (SoCG).

Where Local Plan proposals are anticipated to have an impact on the operation of the SRN in the area, we note that the wording of the policies in the Regulation 19 Pre-submission draft have been amended to include the requirement for a Transport Assessment for each site allocation, to determine the extent of any adverse impacts (including cumulative impacts) on the smooth functioning of the SRN in the area.

Highways England are content with the inclusion of this wording in principle; however, we would recommend exclusion of "cumulative impacts". Instead, we recommend that a Transport Assessment will be needed for each site allocation, agreed through site specific pre-application consultation with Highways England. At the planning application stage the Transport Assessment will be reviewed in accordance with DfT Circular 02/2013 paragraphs 21-50. Where appropriate, conditions may be agreed to offset any unacceptable impacts that may be identified through the assessment process.

Based on the above, we would welcome you to have continued discussions with Highways England regarding progression of the Local Plan transport evidence and make changes to the draft Local Plan as recommended above.

Yours Sincerely,

Neil Hansen

10. Appendix 3: Draft Policy DP25. Infrastructure Provision from the Draft Shropshire Local Plan

DP25. Infrastructure Provision

1. New development should only take place where there is sufficient existing infrastructure capacity available. Where a new development would lead to a shortfall in infrastructure provision, the development will be required to fund necessary improvements through a suitable developer contribution, unless the identified shortfall is being addressed by other means.
2. For new development where the Community Infrastructure Levy (CIL) applies, priority will be given to using CIL funds to support any critical or statutory infrastructure requirements resulting from the development.
3. CIL funds derived from specific development which are not required to make the development acceptable in planning terms, will be prioritised according to the infrastructure needs of communities identified in the Shropshire Place Plans and the Local Infrastructure Plan.
4. On proposals where it is considered CIL funds will not be sufficient to meet the specific infrastructure needs of development, consideration will be given to applying additional Section 106 contributions for specific infrastructure items where this meets national requirements for planning obligations.
5. For development where the CIL does not apply, necessary infrastructure improvements will be secured through planning obligations where this meets national requirements.

11. Appendix 4: National Highways Road Investment Strategy (RIS 3)

- 11.1. National Highways is developing its Road Investment Strategy (RIS 3) for future investment, covering the five year period from 2025 to 2030. RIS 3 is the pipeline of potential future schemes to deliver safer, smoother, and more reliable journeys. National Highways have allocated £347 million of funding to the development of potential future projects over the next five years, to be developed as part of a pipeline for RIS 3.
- 11.2. As part of the RIS 3 programme, Shropshire Council has requested consideration of the following potential future infrastructure critical needs, using the Shrewsbury Highway Model as evidence:

1) Shrewsbury targeted A5 Corridor Junction Mitigation

Based upon the conclusions reached in the Shrewsbury Highway Study, the following six junctions on the SRN around Shrewsbury have been identified as having existing capacity issues, which will be further impacted, in a limited capacity, by the growth proposed within the draft Shropshire Local Plan:

- A5 Woodcote roundabout
- A5 Edgebold roundabout
- A5 Bayston Hill (Dobbies) roundabout
- A5 Emstrey Island roundabout
- A5 Preston Island roundabout

2) North West Relief Road (NWRR)

Potential mitigation measures to supplement the NWRR are being discussed with National Highways, and at this stage direct junction upgrades remain a potential mitigation measure, alongside wider demand management measures.

There are significant growth proposals for Shrewsbury up to 2038, in recognition of the highly sustainable nature of the settlement and identified economic development opportunities, highlighting the influence and potential impact of the NWRR on moving traffic flows and behaviour especially for the adjoining National Highways network.

Supporting these wider mitigations are potential for Park and Ride (see below) and Local Cycling and Walking Plan (LCWIP) – National Highways are a consultee and are engaged in the development of the LCWIP.

3) Bowbrook Park and Ride, Shrewsbury

Potential for a relocated Park and Ride (sustainable transport hub), as part of the wider Shrewsbury Connect proposals. This has the potential to represent an important demand management mitigation measure to ease capacity on the A5 around Shrewsbury. Shropshire Council land on Mytton Oak Road, Shrewsbury has been identified (as part of a proposed Sustainable Urban Extension of Shrewsbury within the draft Shropshire Local Plan).

- 11.3. Shropshire Council has also requested consideration of the following projects within the RIS 3 which relate to the draft Shropshire Local Plan:

1) Craven Arms A49 Improvements

Potential package of improvements at Craven Arms, including a new online roundabout on the A49, a road bridge over the railway line, and spine roads and utility provision on key employment sites. This project would support the planned growth of Craven Arms by accelerating the delivery of infrastructure to unlock sites allocated for housing and employment growth on the northern edge of the town in the adopted Local Plan. This will also enable sites within the town centre to be redeveloped for more appropriate town centre uses, including housing. Evidence for this project was prepared and submitted as part of a Levelling Up Fund bid.

2) Oswestry A5 - Whittington Roundabout

Further to current Mile End improvements, there is a potential to assess the Whittington Road Junction for potential enhancement.

3) Preston Boats Rail Parkway Development, Shrewsbury

Potential Rail Parkway Station at Preston Boats, Shrewsbury. The potential for such a parkway station is recognised within both the adopted Local Plan and draft Shropshire Local Plan. The draft Shropshire Local Plan also proposes to allocate land for a 40ha employment site (SHR166) which could facilitate and complement a parkway station in this location. This scheme has the potential to form a demand management mitigation measure, to ease wider capacity on the A5 around Shrewsbury. Initial estimated is cost £15m.