

Statement of Common Ground Clive Barracks

Shropshire Council and Defence Infrastructure
Organisation (DIO)

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1. Introduction

- 1.1 This Statement of Common Ground (SoCG) has been prepared jointly between Shropshire Council (SC) and The Defence Infrastructure Organisation (DIO) in respect of the proposed allocation of the Clive Barracks Strategic Settlement 'the site' and draft Policy S19 – Strategic Settlement: Clive Barracks. A site location plan is attached at Appendix 1.
- 1.2 This SoCG confirms the deliverability of the site as an allocation within the draft Shropshire Local Plan (2016 to 2038). The Statement sets out the confirmed points of agreement between the parties.
- 1.3 Clive Barracks is owned by the Ministry of Defence (MOD) and forms part of the DIO's commitment to provide land for 55,000 homes to contribute towards the Government's housing targets. The site has been identified for release as part of the Better Defence Estate Initiative by the MOD and has a programmed vacation date of 2029¹.
- 1.4 The DIO are fully committed to the delivery of housing and employment at Clive Barracks as part of a new Strategic Settlement, during the proposed Plan period (to 2038) and beyond.
- 1.5 As detailed within this document, an evidence base that considers on and off-site constraints has been prepared which confirms that a scheme of 750 dwellings, 5.75 hectares (ha) of employment land, a range of local services and facilities, and extensive green infrastructure/open space is deliverable.
- 1.6 Consideration has also been given to the site's delivery trajectory. It is considered that the scheme will deliver approximately 350 dwellings within the proposed Plan period (to 2038), with the remainder of the 750 dwellings completed in the period post 2038. The employment, local services and facilities, and extensive green infrastructure/open space will be delivered alongside the residential development in a coordinated way, consistent with the draft site guidelines in draft Policy S19.
- 1.7 The indicative development proposals, associated policy requirements of draft Policy S19 and delivery trajectory, are supported by the evidence that has been collected to date and agreed by SC and DIO. The conclusions of which support the allocation of the site as a Strategic Settlement.

¹ On the 25th November 2021 it was announced that as a result of the Future Soldiers Project, which represents the most radical transformation of the British Army in 20 years, the timescales for the release of Clive Barracks, Tern Hill moved from 2025 to 2029.

2. Evidence

- 2.1 An evidence base that considers on and off-site constraints has been prepared by the DIO which confirms that a scheme of 750 dwellings, 5.75 hectares (ha) of employment land, a range of local services and facilities, and extensive green infrastructure/open space is deliverable.
- 2.2 The suite of technical evidence includes:
- Topographical Survey
 - Highways Report and Technical Note
 - Noise Assessment
 - Flood Risk and Drainage Scoping Study
 - Foul Water and Utilities Assessment
 - Preliminary Ecological Appraisal
 - Landscape and Visual Impact Assessment
 - Heritage Statement and Geophysical Survey
 - Arboricultural Survey
 - Preliminary Arboricultural Impact Assessment
 - Unexploded Ordnance Assessment
 - Phase 1 Ground Investigation
- 2.3 The above documents were submitted to SC with representations to the Regulation 18 Strategic Sites Consultation (2019). These can be provided to the Inspectors if required.
- 2.4 In addition to the technical evidence documents, the proposed scheme has also been informed by discussions with Officers and Councillors at SC and regular engagement since 2016 with the Clive Barracks Task Force Group (a group of local stakeholders, chaired by the MP for North Shropshire). Engagement with the Task Force Group has included presentations, workshops and newsletters.
- 2.5 An indicative masterplan illustrating how the site could be brought forward is included at Appendix 2. This will inform the comprehensive masterplan to be prepared collaboratively for the site and then adopted by SC.
- 2.6 In identifying proposed allocations, including the Clive Barracks Strategic Settlement, SC undertook a proportionate and robust site assessment process. This process was informed by the sustainability appraisal, assessments undertaken by relevant services at SC, various technical studies undertaken to inform the preparation of the draft Shropshire Local Plan, other strategic considerations including the evidence base prepared by the DIO, and professional judgement. The site assessment process also informs the proposed policy requirements within draft Policy S19.

3. The Role of Clive Barracks in the wider Strategy for Shropshire

- 3.1 Clive Barracks is identified as one of two proposed Strategic Settlements within the draft Shropshire Local Plan (2016 – 2038). The development of Clive Barracks will contribute towards Shropshire’s overall housing and employment land supply and delivery during the proposed Plan period and beyond.
- 3.2 The allocation of strategic sites, such as Clive Barracks, which will deliver new homes and employment in the medium to long term, is an important component of the identified supply to achieve consistent housing and employment delivery throughout the proposed Plan period and beyond.

4. Proposed Delivery Strategy for Clive Barracks

- 4.1 As detailed in the Introduction to this Statement, Clive Barracks will be vacated in 2029 and will, at that time, be surplus to requirements, as evidenced by its scheduled release as part of the Better Defence Estate Initiative undertaken by the MOD.
- 4.2 The allocation of the site in the draft Shropshire Local Plan will enable confidence to work up an outline planning application and submit it to SC well ahead of the proposed vacation date, ensuring delivery of new homes soon after vacation/disposal of the site.
- 4.3 All parties agree that subject to specified development guidelines within draft Policy S19 the land identified within the proposed strategic allocation at Clive Barracks is ‘suitable, available, achievable and deliverable’.
- 4.4 Detailed consideration has been given to the housing delivery trajectory for the site. This has been underpinned by the site-specific evidence and informed by past delivery rates, the local market absorption rates and professional judgement. This approach therefore meets the criteria of being Justified and Effective set out in paragraph 35 of the National Planning Policy Framework (NPPF). The site is able to deliver housing development in accordance with the aims of the draft Shropshire Local Plan.
- 4.5 Having regard to past delivery rates in the area, the local market absorption rates and professional judgement, it is considered that an average annual delivery rate of 25 dwellings per annum (dpa) increasing to 50 dpa is appropriate.

4.6 All parties agree that the below projected housing delivery trajectory is deliverable, has been informed by consideration of best available evidence, and there are not any known constraints that will hinder the achievement of this housing delivery trajectory.

4.7 Subject to the adoption of the Shropshire Local Plan (2016 – 2038), and determination of the future planning application(s) for Clive Barracks, the below delivery schedule should be used to indicate housing delivery at the site. This schedule has been informed by the evidence base and represents an appropriate and deliverable delivery trajectory for the site.

Delivery to 2038																			
Years 1 – 5					Years 6 – 10					Years 11 - 15					Years 16 +		Total to 2038	Total beyond 2038	
2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36	2036/37	2037/38			
Clive Barracks						Outline application	Disposal	Disposal/reserved matters application	25	25	50	50	50	50	50	50	350	400	

4.8 Phasing of the site will be subject to further definition informed by the comprehensive masterplan to be prepared collaboratively for the site and then adopted by SC.

4.9 In respect of the employment land, delivery will be consistent with the proposed policy requirements in draft Policy S19 and other requirements of the draft Shropshire Local Plan. The types of employment uses, phasing and delivery timescales will be informed by the comprehensive masterplan to be prepared collaboratively for the site and then adopted by SC, and subsequently agreed with SC as part of the planning application process. As outlined in more detail in Section 5 of this SoCG, there is a need to ensure flexibility over the nature of the employment generating uses at Clive Barracks, to ensure the success of this aspect of the scheme.

4.10 Similarly, the provision of local services and facilities and extensive green infrastructure/open space will be consistent with the proposed policy requirements in draft Policy S19 and other requirements of the draft Shropshire Local Plan. They will represent an intrinsic element of the site’s redevelopment occurring alongside the provision of housing. Phasing and delivery timescales will be informed by the comprehensive masterplan to be prepared collaboratively for the site and then adopted by SC and subsequently agreed with SC as part of the planning application process.

- 4.11 Detailed consideration has been given to the infrastructure requirements of the proposed scheme within draft Policy S19 and the associated costs of delivery have been considered to ensure that the scheme is viable and deliverable.
- 4.12 SC and the DIO agree to secure the delivery of relevant infrastructure, as appropriate and justified, through planning conditions, CIL (as appropriate), section 106 agreement and/or s278 agreement associated with a planning permission (as appropriate).
- 4.13 Any phasing of the delivery of the infrastructure requirements will be agreed with SC and the appropriate stakeholders ahead of and during determination of a planning application. These timescales will appropriately reflect the policy requirements within draft Policy S19 and the wider construction of the site.

5. Development Guidelines for Clive Barracks

Masterplan

- 5.1 The constraints and opportunities arising from the site-specific technical evidence outlined at paragraph 2.2 above and the site assessment process undertaken by SC have been used to determine and verify the indicative quantity of development which can be accommodated on the site. The site can deliver approximately 750 dwellings, approximately 5.75 ha of employment uses, plus a range of local services and facilities (including land for a new primary school and a local centre) and extensive green infrastructure/open space.
- 5.2 The indicative masterplan illustrates how the scheme could be brought forward. SC and DIO agree that a comprehensive masterplan will be developed for the site in line with the development guidelines set out in draft Policy S19.

Mix of Dwellings

- 5.3 The quantity, quality, design, mix and layout of housing provided on the site will be considered at the time a planning application is made. This will seek to comply with the proposed policy requirements of draft Policy S19 and other relevant policies within the draft Shropshire Local Plan, and have regard to identified housing need at that time and will be informed by site constraints and opportunities.

Mix of Employment Uses

- 5.4 Employment development within the site will be an intrinsic element of the site's redevelopment, occurring alongside the provision of housing. The types of employment uses will be informed by

the comprehensive masterplan to be prepared collaboratively for the site and then adopted by SC and finalised in consultation with SC ahead of submitting the outline planning application. Flexibility over the nature of the employment generating uses at Clive Barracks will be key in ensuring the success of this aspect of the scheme.

- 5.5 Given development at Clive Barracks is not likely to commence until 2029, there is significant scope for variation in employment needs. Further engagement between the DIO and SC will occur over the coming years to ensure the employment provided is suitable in that economic climate, providing jobs for the new community and beyond. This process will inform the comprehensive masterplan to be prepared collaboratively for the site and then adopted by SC.

Site Access and Highway Improvements (including any associated with air quality)

- 5.6 Both parties are content that any necessary improvements to the local and strategic highways network, including establishing appropriate access into the eastern and western portions of the site and mitigation at the A41/A53 Tern Hill Roundabout, are achievable.
- 5.7 The Highways Report undertaken to inform the site promotion assessed the impact of up to 1,000 dwellings on the site (as a worst-case scenario). This concluded that the existing site access arrangement is suitable for serving the proposed development.
- 5.8 A Junction Capacity Assessment of the A41/A53 Tern Hill Roundabout undertaken to inform the site promotion confirmed that the roundabout currently operates over capacity. The Highways Report undertaken to inform the site promotion identified measures to reduce the impact of the proposed development. These comprise junction widening within Highways Land on three of the approach arms to the roundabout to increase the storage capacity/width available in the vicinity of the roundabout.
- 5.9 A comprehensive Transport Assessment will be undertaken to determine the necessary improvements to the highway network and inform planning application process at that time. This assessment will give due consideration to the work undertaken to inform the site promotion.
- 5.10 An Air Quality Assessment which assesses the impact of increased vehicular movements from the proposed development at Tern Hill roundabout will be provided to inform the planning application process. This will confirm whether any air quality mitigation measures will be required and if so, inform the identification of appropriate mitigation.

Sustainable Transport (including pedestrian and cycle links)

- 5.11 The development will provide appropriate pedestrian and cycle links to and throughout the site. An existing footpath is provided on the western edge of the A41 routing past the site and also on the southern edge of the A53 linking the site to Market Drayton, a dropped kerb crossing point is provided on the A41 southern arm of Tern Hill roundabout linking the two footpaths.
- 5.12 The development will also facilitate the enhancement of the existing A41 underpass which will provide pedestrian and cycle connectivity between the north-eastern and south-western portions of the site.
- 5.13 The nearest bus stops are located on the A41, located approximately 70m to the west of the site access, bus stops are also located in the north-eastern part of the site. The stops are served by the hourly number 64 bus service between Shrewsbury and Market Drayton.

Education

- 5.14 The proposed scheme will provide 1 ha of land to facilitate the development of a new primary school consistent with the proposed policy requirements of draft Policy S19. This will serve the future occupiers of the site and will enable SC to explore the proposal option to merge Buntingsdale Primary School (adjacent to the Clive Barracks site) and Stoke on Tern Primary School, with senior leaders of the schools. The Task Force Group is aware of this proposal.

Healthcare

- 5.15 It is understood that there is currently no requirement for the provision of new healthcare facilities within the site. Should this position change, consideration can be given to providing facilities at the planning application stage.

Open Space and Green Infrastructure

- 5.16 The indicative masterplan illustrates how a range of green infrastructure, including new formal and semi-natural open space could be provided. This delivers approximately 4.4 ha of open green space (shown by light green shading on the masterplan, see Appendix 2). This proposed green space would allow for the retention and buffering (30m) of ancient woodland, retention of other high-quality trees within the site, and buffering (15m) of nearby local wildlife sites. The areas of woodland within the site (and the illustrated buffers) extend to approximately 17.8 ha in total.
- 5.17 Both parties agree that an appropriate quantity and quality of green infrastructure will be provided on the site, that ancient woodland and priority habitats on the site will be retained, and that the ancient woodland and the River Tern and RAF Tern Hill Local Wildlife Sites will be appropriately buffered, consistent with the proposed policy requirements of draft Policy S19 and other relevant

policies of the draft Shropshire Local Plan. This will be reflected within the comprehensive masterplan to be prepared collaboratively for the site and then adopted by SC.

Leisure and sports facilities

- 5.18 Existing sports pitches and associated facilities, which are currently not open to the public as they lie within the operational Barracks, will be retained as part of the proposed scheme and open to the public. The location of the sport pitches enables a focal point for a new local centre.
- 5.19 Children's play areas will be provided within the other areas of open space, in line with the Council's policies.

Local Centre facilities

- 5.20 A new local centre is proposed as part of the scheme. This will deliver a range of commercial uses (likely to include a family pub, convenience store and a small number of modest retail units) and will represent an intrinsic element of the site's redevelopment occurring alongside the provision of housing. The local centre will likely be located on land fronting the A41 and can therefore be utilised by residents of the new settlement as well as existing residents living near to the site and others passing on the A41. The DIO note that at previous public consultation events, residents of nearby villages have commented on the benefit to them of a local centre in this location.
- 5.21 The exact nature of the local centre, and the phasing of it, will be informed by the comprehensive masterplan to be prepared collaboratively for the site and then adopted by SC and confirmed through a future planning application, having regard for a number of factors including market interest at the time of the planning application.

Contamination

- 5.22 It is agreed by both parties that any contamination issues will be appropriately managed by the proposed development.
- 5.23 A Phase 1 Ground Investigation study prepared to inform the promotion of this site identified potential areas of contamination and whether there are any constraints on the proposed residential use of the site. The report concluded that on-site sources of contamination can be managed appropriately at construction stage. Additional Ground Investigation will be undertaken in due course to inform the planning application process.

Utilities

- 5.24 A Foul Water and Utilities Assessment has been undertaken which concludes that there is currently sufficient capacity within the surrounding electricity, clean water and gas network to serve the proposed development.

Relationship to adjoining Airfield

- 5.25 It is agreed that appropriate assessments have been undertaken to inform the promotion of the site regarding the noise arising from the adjoining airfield and that it is considered that this issue can be appropriately mitigated through acoustic design, layout and appropriate building materials (including where necessary appropriate glazing, ventilation and acoustic barriers), consistent with the proposed policy requirements of draft Policy S19.
- 5.26 It is also agreed that site design and layout, dimensions of new structures and materials used will ensure development of the site does not impede on the operation of the airfield and associated transmitter/receiver facilities at the adjacent airfield. The MOD is a statutory consultee to planning applications and will comment on any future proposals following disposal of the site to ensure that these requirements continue to be respected.

Heritage Assets

- 5.27 It is agreed that the design and layout of the proposed development will respect the site's heritage and heritage assets within the surrounding area, consistent with the proposed policy requirements of draft Policy S19 and other relevant policies of the draft Shropshire Local Plan.
- 5.28 To inform the promotion of the site, a Heritage Statement was prepared, assessing the potential impact of the development on designated and non-designated heritage assets. At detailed design stage, an opportunity exists to retain elements of the former Barracks buildings, and to reflect the layout of some verges and roads. Such measures would reflect an overall sense of the planned 'campus style' layout of the Barracks, as suggested by the indicative masterplan.

Natural Environment Assets

- 5.29 A number of initial assessments have been undertaken to inform the promotion of the site, including a Preliminary Ecological Appraisal and Arboricultural Survey.
- 5.30 It is agreed that the ancient woodland and the River Tern and RAF Tern Hill Local Wildlife Sites will be appropriately buffered, consistent with the proposed policy requirements of draft Policy S19 and other relevant policies of the draft Shropshire Local Plan. It is also agreed that subject to ongoing arboricultural input during the detailed design stage, a sensitive scheme which retains the site's highest quality trees and important arboricultural features is achievable.

Flood Risk and Drainage

- 5.31 It is agreed that the proposed development can be delivered outside of the small portion of the site designated as Flood Zone 2 and 3.
- 5.32 It is also agreed that the site will incorporate appropriate sustainable drainage, informed by a sustainable drainage strategy. The proposed development will incorporate Sustainable Drainage Systems to manage surface water runoff from the proposed development, ensuring that none of the proposed development will be a surface water flood risk. A sustainable drainage strategy which incorporates SuDS will be prepared as the scheme evolves and will be supported by infiltration testing and detailed ground investigation.

6. Signed Agreement

AGREEMENT

Signed on behalf of Shropshire Council

Edward West

Planning Policy and Strategy Manager

Dated: 12/05/2022

Signed on behalf of The Defence Infrastructure Organisation

David Brewer

DIO Chief Operating Officer

Dated: 12/05/2022

Appendix 1

Appendix 2



KEY

- Residential
- Employment
- School / Commercial
- Open Green Space
- A41 Underpass