



Appeal: Land NE J10 M42, Tamworth

PINS Reference: APP/R3705/W/24/3336295

LPA Reference: PAP/2021/0663

**Proof of Evidence of Michael A Hatfield BSc MSc
Appendices**

May 2024

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APPENDIX 1: HGV PARKING FACILITY NEED ASSESSMENT (CD-A15)

APPENDIX 2: RAIL TERMINAL CONNECTIVITY STATEMENT (CD-A14)

**APPENDIX 3: RAIL TERMINAL CONNECTIVITY STATEMENT – TECHNICAL
ADDENDUM (CD-B27)**

APPENDIX 4: ZERO EMISSION GOODS VEHICLE STATEMENT (CD-B44)

APPENDIX 5: HGV PARKING FACILITY NEED ASSESSMENT – TECHNICAL ADDENDUM



HGV Parking Facility Need Assessment – Addendum

Prepared for Hodgetts Estates by
MDS Transmodal Ltd

May 2024

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1. INTRODUCTION

1.1 MDS Transmodal (MDST) have previously prepared a number of documents relating to proposals for a new strategic industrial/warehouse-led business park on land to the north-east of Junction 10 of the M42 motorway, North Warwickshire (land NE J10 M42). Up to 100,000 square metres of new high-bay logistics and industrial floor space is proposed for the site, with ancillary office space, a site Hub Office and a 150 space overnight lorry park facility. These documents are:

- Rail Terminal Connectivity Assessment;
- Rail Terminal Connectivity Assessment – Technical Addendum;
- HGV Parking Facility Need Assessment; and
- Zero Emission Goods Vehicle Statement.

1.2 The documents concluded that:

- Due to its close proximity to *Birch Coppice Business Park*, the proposed warehouse development can in practice be classified as “rail-served”. Occupiers will be able to access *Birmingham Intermodal Freight Terminal (BIFT)*, the rail terminal at Birch Coppice, on the same basis as those currently located within the business park, thereby generating direct financial benefits to shippers and occupiers, and wider societal benefits that are generated through modal shift to rail.
- There is a compelling case for the provision of new HGV parking capacity at the proposed site. There is a clearly identified need for the provision of additional HGV parking capacity in the area. The site meets the criteria defining a suitable location for HGV parking to a high level and the planned parking facilities are those required by road haulage operators and drivers.
- The planned scheme will be able to accommodate zero-emission goods vehicles, which ever emerging technology or technologies eventually becomes the long-term solution. It is therefore ‘net-zero ready’ and will contribute to the process of decarbonising the road transport sector.

1.3 This document is an **Addendum to the HGV Parking Facility Need Assessment** and has been prepared to provide an update on a number of key issues which have arisen since the preparation of the original document. In particular, it also considers the latest advice with respect to the need for and location of overnight HGV parking facilities.

2. DEPARTMENT FOR TRANSPORT CIRCULAR 01/2022

- 2.1 The policy paper *Strategic Road Network and the Delivery of Sustainable Development*¹ was published by the Department for Transport (DfT) on 23 December 2022. It is commonly referred to as *DfT Circular 01/2022*. The document is the policy of the Secretary of State for Transport in relation to the Strategic Road Network (SRN). It should be read in conjunction with the *National Planning Policy Framework (NPPF)*, amongst other documents, when policy-making authorities are setting policies and making decisions under the Town and Country Planning Act. It replaces the policies of an earlier document, namely *DfT Circular 02/2013* (Paragraph 8). National Highways, the highway authority for the SRN, must comply with or have due regard to relevant Government policy, including Circular 01/2022 (Paragraph 1). It also states that National Highways must engage in the planning system to enable the delivery of sustainable development and support the needs of the freight and logistics sector (Paragraph 7).
- 2.2 The document also sets out the way in which National Highways will engage with the development industry to assist in the delivery of sustainable development. As such, the policies should be read by promoters, policy-making authorities and others involved in development proposals which impact on the SRN or may result in traffic (Paragraph 9). It is applicable to motorways and all-purpose trunk (APTRs) roads in England (Paragraph 10).
- 2.3 Paragraphs 71 to 82 address roadside facilities, including parking for HGVs, specifically setting out the Government's policy "on the provision of roadside facilities on or near the SRN and their eligibility for signing" (Paragraph 72). It notes that the primary function of roadside facilities is to support the safety and welfare of road users. They perform an important safety function by providing opportunities for the travelling public to stop and take a break during journeys.
- 2.4 As per previous iterations, Circular 01/2022 states that the maximum distance between signed Motorway Service Areas (MSAs) should be 45km (28 miles), with the maximum distance between signed services on the APTR network being the equivalent of 30 minutes driving time (Paragraph 76). There is no reference to a minimum spacing distance between signed roadside facilities.
- 2.5 The main addition to Circular 01/2022 compared with previous iterations is a specific section related to the spacing between parking facilities for HGVs (Paragraphs 79 to 82). The Circular defines parking facilities for HGVs as being MSAs, trunk road service areas and rest areas in addition to dedicated lorry parks. Paragraph 79 notes that drivers of heavy goods vehicles are subject to a regime of statutory breaks and other working time restrictions, such that roadside facilities are critical enablers of compliance with such requirements (as described in the HGV

¹ <https://www.gov.uk/government/publications/strategic-road-network-and-the-delivery-of-sustainable-development>

Parking Facility Need Assessment). It continues by stating that “*on certain parts of the SRN and at certain times a shortage of parking facilities for HGVs can make it difficult for drivers to find safe space to stop and adhere to requirements for mandatory breaks and rests. To alleviate the shortage, the expansion of existing facilities on the SRN is likely to be needed alongside the creation of new parking sites*” (Paragraph 80, author emphasis).

- 2.6 The Circular subsequently states that in areas where there is an identified need, National Highways will work with relevant local planning authorities to ensure that local plan allocations and planning application decisions address the shortage of HGK parking on or near to the SRN. In these circumstances, local planning authorities should have regard to the following spacing requirements:
- The maximum distance between motorway facilities providing HGK parking should be no more than 23km (14 miles); and
 - The maximum distance between all-purpose trunk road facilities providing HGK parking should be the equivalent of 20 minutes driving (Paragraph 81).
- 2.7 The document concludes that where the general spacing distances above are met but a need for HGK parking still arises, National Highways will support the case to address unmet demand, subject to an assessment of the safety of the proposed access or egress arrangements (Paragraph 82). This implies that even where existing facilities meet the 23km or 20 minutes driving time requirements, additional capacity will still be supported provided the access/egress arrangements are deemed to be safe. It also notes that the DfT’s National Survey of Lorry Parking (see HGK Parking Facility Need Assessment and below) will inform any need assessment.
- 2.8 Annex A of the document sets out the minimum requirements at a truck stop, in terms of parking and driver welfare/amenity facilities, that should be provided for in order to be eligible for signing from the SRN. It should be noted that the proposals for HGK parking at Land NE J10 M42 meet the requirements set out in Annex A.

Implications for Land NE J10 M42

- 2.9 The map and table following shows the location of MSAs and official overnight truck parks in the Midlands to the east of Birmingham, alongside the distances and estimated driving times in a HGK between them.

Map 1: MSAs and Truck Parks



Motorway Service Area (MSA)

Truck Stop

J10 M42

Table 2.1: Driving Times and Distances

Warwick MSA to:	km	mins		
Lincoln Farm Truck Stop	32	37		
J10 M42	60	48		
Donington Pk MSA	95	77		
J23 Lorry Pk Shepshed	93	81		
Bardon Truck Stop	92	77		
Hopwood Pk MSA to:	km	mins		
Lincoln Farm Truck Stop	29	32		
J10 M42	44	42		
Donington Pk MSA	79	66		
J23 Lorry Pk Shepshed	77	70		
Bardon Truck Stop	78	71		
Lincoln Farm Truck Stop to:	km	mins		
J10 M42	26	30		
Donington Pk MSA	61	52		
J23 Lorry Pk Shepshed	59	55		
Bardon Truck Stop	59	56		
	<i>via M6/M6 Toll</i>		<i>via A5</i>	
Rugby MSA to:	km	mins	km	mins
Corley MSA	22	21	NA	NA
J10 M42	51	42	39	52
Cannock Truckers Rest	74	60	72	82
Norton Canes MSA	67	52	65	76
	<i>via M6/M6 Toll</i>		<i>via A5</i>	
Rugby Truck Stop (A5) to:	km	mins	km	mins
Corley MSA	30	25	NA	NA
J10 M42	58	48	42	50
Cannock Truckers Rest	85	62	79	80
Norton Canes MSA	73	56	67	72
	<i>via M6/M42</i>			
Corley MSA to:	km	mins		
J10 M42	28	26		
Cannock Truckers Rest	55	42		
Norton Canes MSA	44	36		
J10 M42 to:	km	mins		
Donington Pk MSA	37	35		
J23 Lorry Pk Shepshed	35	38		
Bardon Truck Stop	34	37		

- 2.10 Note that Hopwood Park and Warwick MSAs to the truck stop at Lincoln Farm (Hampton in Arden) broadly conforms with the DfT Circular 01/2022 spacing requirements for HGVs (albeit slightly above the 'have regard to' distance of 23km for motorways). Likewise, Rugby MSA and Rugby Truck Stop to Corley MSA also broadly conforms with the Circular spacing requirements (again slightly above in the case of Rugby Truck Stop).
- 2.11 On a similar basis, Lincoln Farm and Corley MSA to J10 M42 broadly conforms with the DfT Circular 01/2022 spacing requirements for HGVs (26km and 28km respectively, slightly above the 'have regard to' distance of 23km for motorways).
- 2.12 However, discounting J10 M42 the next facilities for HGV parking from Lincoln Farm/Corley MSA passing north along the M42 corridor (Donington, Shepshed and Bardonia²) and the A5/M6 Toll corridor (Norton Canes and Cannock) are significantly beyond the requirements set out in the DfT Circular 01/2022:
- Lincoln Farm to Donington Park is 61km,
 - Corley to Norton Canes MSA is 44km.

Consequently, HGV parking at/close to J10 M42 creates a 'chain' of HGV parking facilities which broadly conforms with the requirements set out in Circular 01/2022. Without a facility at that location, driving times and distances between HGV parking facilities would be significantly in excess of the distances set out in the Circular.

- 2.13 The other important point to note is that while there already is a MSA at J10 M42 which includes HGV parking, that parking area has been consistently found to be full (e.g. National Survey of Lorry Parking 2017 and National Highways Lorry Parking Demand Assessment 2023) and the parking beat surveys demonstrate that inappropriate parking at off-site locations locally is rife. There is also a considerable amount of evidence to show that HGV drivers themselves would much prefer to park at dedicated truck stops rather than MSAs, as they offer a significantly higher level of security and amenities. Tamworth MSA is therefore not able to fulfil this role in relation the spacing of HGV facilities.
- 2.14 Paragraph 82 of the Circular 01/2022 would therefore apply, namely that unmet demand should be supported through the provision of additional facilities subject to an assessment of the safety of the proposed access or egress arrangements.

² A new lorry parking facility has been granted planning consent alongside the A42 at Ashby-de-la-Zouch. This will narrow the gap, albeit it will still be significantly above the Circular requirements

3. NATIONAL SURVEY OF LORRY PARKING 2022

- 3.1 In 2017, the DfT commissioned consultants AECOM to undertake research on lorry parking demand in England (The National Survey of Lorry Parking 2017). The purpose of the commission was to provide a clear picture of the demand for lorry parking, including the capacity and utilisation of existing officially recognised lorry parks, as well as other indicators of demand such as HGV parking in lay-bys and on industrial/retail estates.
- 3.2 Section 4 of the HGV Parking Facility Need Assessment provides a summary of the survey outputs, both nationally and as it relates to the West Midlands. It reported that for the West Midlands region, 87% of parking capacity was occupied on a nightly basis at official 'on-site' parking facilities (i.e. MSAs, trunk road service areas and dedicated truck parks). Overall the West Midlands region was allocated a 'critical' rating with respect to utilisation. It also reported that Tamworth MSA is operating at 92% capacity each night, this being above the critical 85% utilisation rate where facilities are effectively considered full. This is currently the only formal HGV parking facility in the immediate vicinity of the M42 Junction 10.
- 3.3 The survey also identified and quantified significant levels of inappropriate 'off-site' parking (i.e. lay-bys, industrial estate roads etc..) across the region. In particular, high levels of 'off-site parking' were recorded along the M6 and A5 corridors. This position is corroborated by the parking beat surveys which have been undertaken in the vicinity of the Land NE J10 M42 site (see below).
- 3.4 In 2022, AECOM were recommissioned to undertake a further audit of on lorry parking demand in England (The National Survey of Lorry Parking 2022). The *Part 1 report*³ was published in September 2022 and provided outputs comparable with the 2017 survey. The same methodology was adopted, with nightly audits within 5km of the SRN undertaken during March 2022 at:
- 'On-site' parking facilities:
 - MSAs
 - Trunk road service areas; and
 - Dedicated truck stops.
 - 'Off-site' parking locations:
 - Industrial estates;
 - Laybys.

³ <https://www.gov.uk/government/publications/national-survey-of-lorry-parking-part-one-2022>

3.5 A Part 2 report was published in 2023, focusing on seasonal fluctuations across a selection of routes (not including the A5 or M42 corridors). The tables below provide a summary of the audit outputs for England in 2022, with the same data from the 2017 survey also presented.

Table 3.1: Summary Results of National Lorry Parking Surveys (2017 and 2022) – England

Number of on-site and off-site parking locations		
	2017	2022
On-site	311	328
Off-site – Lay-bys	3,397	3,241
Off-site – Industrial Estates	801	827

Capacity and utilisation at on-site parking locations		
	2017	2022
On-site capacity	15,012	16,761
Average nightly utilisation	76%	83%

Average number HGVs parked each night		
	2017	2022
On-site	11,469	13,961
Off-site – Lay-bys	4,709	4,157
Off-site – Industrial Estates	2,492	3,161
<i>Sub-total off-site</i>	<i>7,201</i>	<i>7,318</i>
Total on-site and off-site	18,670	21,234
<i>Excess vehicles parking*</i>	<i>3,658</i>	<i>4,473</i>
% parking off-site	39%	34%

*Total number HGVs parking at on-site and off-site locations minus on-site capacity

Source: National Survey of Lorry Parking 2017 and 2022 Part 1

3.6 On a national (England) basis, the utilisation surveys reported that official ‘on-site’ parking facilities had a total capacity of 16,761 HGV spaces in 2022, and that on average 83% of the spaces were occupied on a nightly basis. Note that this has increased since 2017. Recorded utilisation rates at on-site facilities between 70% and 84% are classified by the survey as ‘serious’, this being the point where drivers have to search for spaces. The utilisation surveys also concluded that 34% of HGVs parked overnight were doing so at inappropriate ‘off-site’ parking locations. Overall, a shortage of ‘on-site’ parking capacity is identified in aggregate

across England, with the average total number of HGVs parking each night being well in excess of the installed on-site capacity (just under 4,500 across England).

3.7 The tables below provide a summary of the audit outputs for the West Midlands region in 2022, with the same data from the 2017 survey also presented.

Table 3.2: Summary Results of National Lorry Parking Surveys (2017 and 2022) – West Midlands

Number of on-site and off-site parking locations		
	2017	2022
On-site	38	36
Off-site – Lay-bys	362	287
Off-site – Industrial Estates	86	68

Capacity and utilisation at on-site parking locations		
	2017	2022
On-site capacity	1,906	2,228
Average nightly utilisation	87%	84%

Average number HGVs parked each night		
	2017	2022
On-site	1,663	1,871
Off-site – Lay-bys	504	377
Off-site – Industrial Estates	352	438
<i>Sub-total off-site</i>	<i>856</i>	<i>815</i>
Total on-site and off-site	2,519	2,686
<i>Excess vehicles parking*</i>	<i>613</i>	<i>458</i>
% parking off-site	34%	30%

* Total number HGVs parking at on-site and off-site locations minus on-site capacity

Source: National Survey of Lorry Parking 2017 and 2022 Part 1

3.8 Across the West Midlands region, the picture has improved marginally since 2017 albeit the outputs still show significant regional need given high utilisation rates at official ‘on-site’ facilities and high levels of parking at ‘off-site’ locations. Official ‘on-site’ parking facilities had a total capacity of 2,228 HGK spaces in 2022, and that on average 84% of the spaces were occupied on a nightly basis. Capacity has increased and utilisation fell marginally over the 5 year period considered. The utilisation surveys also concluded that 30% of HGVs parked

overnight were doing so at inappropriate 'off-site' parking locations. Overall, a shortage of 'on-site' parking capacity is still identified across the West Midlands region, with the average total number of HGVs parking each night being well in excess of the installed on-site capacity (just over 450 in the West Midlands). Unfortunately, capacity utilisation rates at individual MSAs and truck stops have not been published in the 2022 survey.

4. PARKING BEAT SURVEY DECEMBER 2023

- 4.1 The *HGV Parking Facility Need Assessment* (Section 6) included the results of a ‘parking beat’ survey undertaken each evening on 12, 13 and 14 October 2021. The aim of the survey was to identify excess HGV parking demand (in the immediate hinterland of land NE J10 M42), through quantifying the number of HGVs that are presently parking on a typical weekday evening/night at known and potential inappropriate non truck-stop locations in the local area surrounding the application site. Essentially it was a census of inappropriate parking across three consecutive mid-week nights, quantifying the number of HGVs that would be attracted to a quality dedicated HGV parking facility if one was available close to Junction 10.
- 4.2 The survey was designed and conducted independently by MDS Transmodal and WSP respectively. *Appendix 14* of the *HGV Parking Facility Need Assessment* described the methodology adopted, which mirrored that of the DfT’s National Survey of Lorry Parking (see previous section). The results from October 2021 showed that there were consistently in excess of 100 HGVs currently parking on a nightly basis at inappropriate non-truck stop locations within a 5km radius of M42 Junction 10. Averaging the laps and then the three consecutive nights indicated that around 114 HGVs were parking at inappropriate non-truck stop locations each night.
- 4.3 Following discussions with Warwickshire Policy, who confirmed that vehicle crimes against HGVs peaks around the busy festive period, it was concluded that the October 2021 survey may have in fact underestimated the true demand for secured lorry parking in the lead in to Christmas. It was therefore deemed appropriate to re-run the ‘parking beat’ survey during December 2023 to ascertain whether there has been any significant changes to the level of inappropriate parking observed two years earlier. Undertaken over the consecutive evenings/nights of 12, 13 and 14 December 2023, the same methodology adopted in October 2021 was followed. A two-person team (comprising of a driver and an enumerator) following the same set route to the identified known and potential inappropriate non truck-stop locations (as described in *Appendix 14*). At each location the number of HGVs parked was physically recorded on paper pro-forma recording sheets, and photographic evidence also collated. Two laps of the set route each night were undertaken.
- 4.4 The results of the December 2023 ‘parking beat’ survey are summarised in the table below.

Table 4.1: Recorded Overnight Lorry Parking at Inappropriate Parking Locations on 12, 13 and 14 December 2023

Site	Tuesday 12 December				Wednesday 13 December				Thursday 14 December			
	Lap 1	Time	Lap 2	Time	Lap 1	Time	Lap 2	Time	Lap 1	Time	Lap 2	Time
Caylon Road, Atherstone	7	18:10	5	21:50	5	18:23	5	21:41	5	18:09	4	21:27
Holly Lane, Atherstone	6	18:17	5	21:59	4	18:34	4	21:51	6	18:19	6	21:35
A5 Corridor	5	18:36	12	22:15	7	18:37	10	21:57	8	18:24	12	21:39
Core 42	1	18:45	Unable to access due to road closures		0	18:42	2	21:59	0	18:29	0	21:43
Birch Coppice	4	19:01	Unable to access due to road closures		1	18:47	3	22:03	4	18:33	3	21:47
St Modwen Park	0	19:10	0	00:05	0	19:02	0	22:19	0	18:48	0	22:01
Kingsbury Link and Oil Terminals	2	19:21	8	23:10	1	19:08	3	22:24	5	18:54	9	22:06
Centurion Park	3	19:39	2	23:39	3	19:20	5	22:37	3	19:08	5	22:20
Relay Park	1	19:46	7	23:44	5	19:33	11	22:42	4	19:14	12	22:26
Tamworth MSA	32	19:48	25	23:48	12	19:36	17	22:44	25	19:16	27	22:28
Old Watling Street Corridor	Road closed		2	00:05	1	19:43	0	22:52	0	19:32	1	22:34
Tame Valley Industrial Estate	30	20:07	33	00:16	25	19:46	28	22:54	26	19:37	30	22:38
Ventura Park	17	20:51	17	00:32	11	20:03	12	23:10	12	19:55	14	22:50
Lichfield Road Industrial Area	5	21:04	6	00:44	4	20:11	5	23:21	2	20:05	3	23:04
Kettlebrook Road Industrial Area	0	21:13	0	00:54	0	20:25	0	23:36	0	20:18	0	23:16
Ammington Industrial Estate	2	21:26	1	01:16	2	20:33	3	23:43	1	20:25	1	23:23
Total	115		123		81		108		101		127	

4.5 Before comparing the results presented above with those recorded in October 2021, it is important to note that there was a major incident on Wednesday 13 December at M42 J10 (around 17:25) involving a HGV and a cyclist. This resulted in significant traffic disruption in the immediate vicinity of the parking beat survey area, including congestion, temporary road closures and diversions⁴. This effected access to some of the locations (particularly on the first lap), with a consequent impact on the quality of the data collected. Under the circumstances, it was considered appropriate to exclude the observed results from 13 December from any comparison with the October 2021 survey. The table below therefore compares the two parking beat survey results.

Table 4.2: Comparison of October 2021 and December 2023 Parking Beat Survey

	Day 1		Day 2		Day 3	
	Lap 1	Lap 2	Lap 1	Lap 2	Lap 1	Lap 2
December 2023	115	123	NA	NA	101	127
October 2021	98	113	116	126	107	121
<i>December 2023</i>						
Average: lap		119		NA		114
Average: per day				117		
<i>October 2021</i>						
Average: lap		106		121		114
Average: per day				114		

4.6 For the December 2023 survey, averaging the laps and then the two evening/nights being considered indicates that around 117 HGVs were parking at inappropriate non-truck stop locations each night. This is slightly higher than the figure recorded in October 2021. The increase is also consistent with the overall higher demand for parking recorded by the 2022 National Survey of Lorry Parking (compared with 2017 National Survey), which is presented in the previous section.

4.7 Combining the outputs from the ‘parking beat’ update and the 2022 National Survey of Lorry Parking, there is clearly still a significant demand for high quality overnight HGV parking capacity in the hinterland of J10 M42. This demand is currently not being addressed at existing facilities, thereby demonstrating a significant need for new parking capacity in the immediate area of the proposed development.

⁴ As reported widely in the local media, including:
<https://www.birminghammail.co.uk/news/midlands-news/serious-m42-live-crash-updates-28285683>
<https://www.birminghammail.co.uk/news/midlands-news/cyclist-seriously-injured-m42-collision-28287057>

5. OTHER POLICY DOCUMENTS AND STUDIES

5.1 This section summarises a number of other important and highly relevant policy documents and studies that have been published since the preparation of the initial HGV Parking Facility Need Assessment.

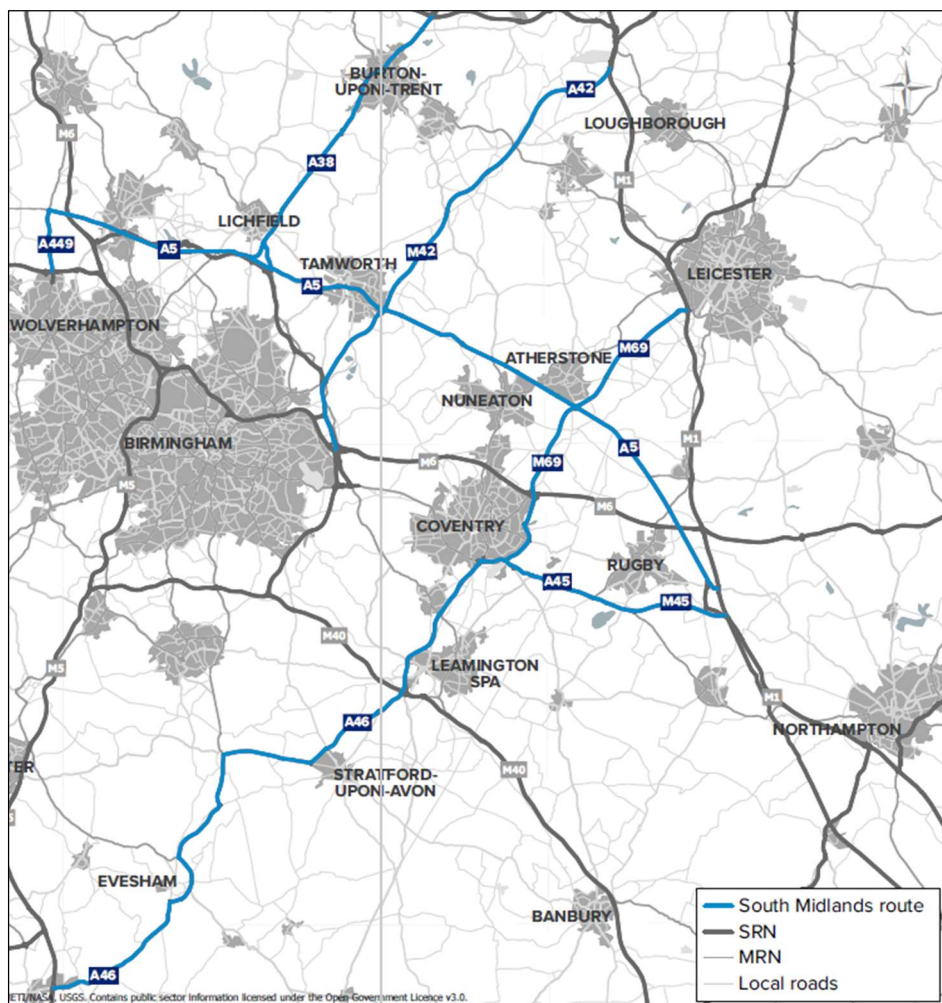
Route Strategy Initial Overview Report: South Midlands Route, May 2023

5.2 *Route Strategies* are planning document developed by National Highways. They take a long-term view of the strategic road network (SRN) and the trends that could impact transport, road travel, and personal and commercial mobility. They will inform how the SRN is operated, maintained and renewed. Note that while each route strategy presents potential opportunities for future development, it does not identify committed schemes for delivery or guarantee funding for any locations identified.

5.3 The “*South Midlands route*” includes approximately 300km of the SRN through the counties of West Midlands, Worcestershire, Warwickshire, Leicestershire, Derbyshire and Staffordshire. The route provides important east–west and north–south transport links, as illustrated on the map below. The *South Midlands Route Strategy Initial Overview Report*⁵ was published by National Highways in May 2023. It builds on the first two rounds of route strategies from 2015 and 2017.

⁵ <https://storymaps.arcgis.com/stories/3cbe7811819345a5be2cb41d97f3e027>

Map 3: National Highways South Midlands Route



5.4 Six initial route objectives are identified by the document, namely:

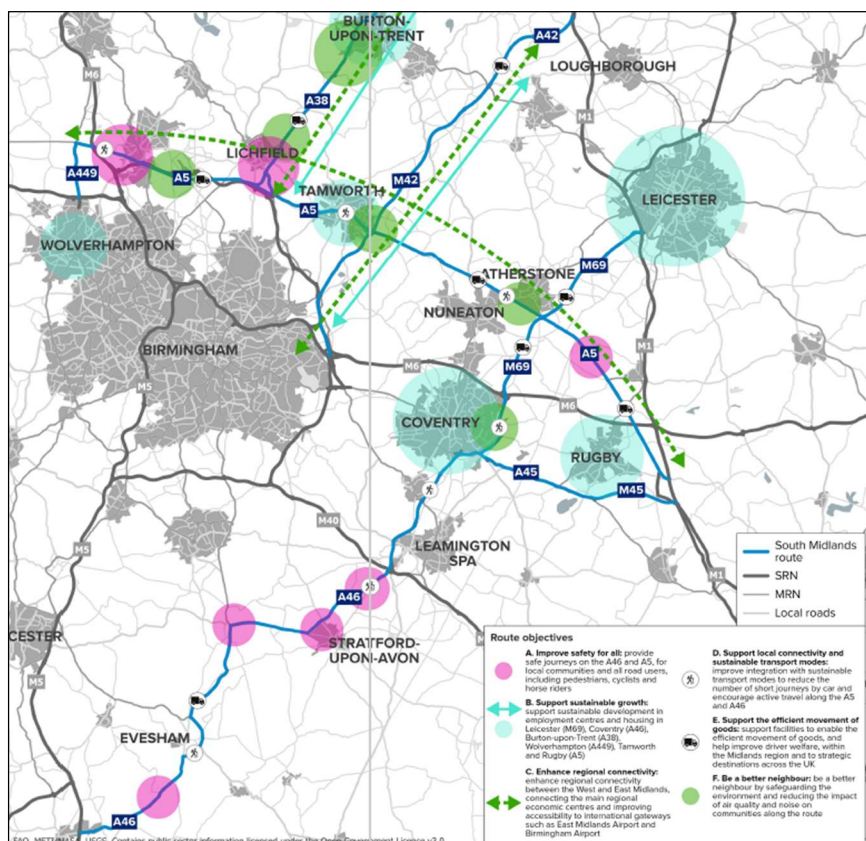
- A: Improve safety for all;
- B: Support sustainable growth;
- C: Enhance regional connectivity;
- D: Support local connectivity and sustainable transport modes;
- E: Support the efficient movement of goods; and
- F: Be a better neighbour.

5.5 Objective E is material and highly relevant to this application. The objective is described in the document as being *“to support facilities to enable the efficient movement of goods, and help improve driver welfare, within the Midlands region and to strategic destinations across the UK.”* (author emphasis)

5.6 The strategy notes that the South Midlands route provides important freight road links to the South, the Midlands and the North, including to Felixstowe, the Port of Holyhead, and East Midlands Airport. It also references a number of important freight distribution centres along the A5 corridor, including the rail-served Birch Coppice Business Park located close to M42 Junction 10. It notes a number of new developments now being brought forward, including the new rail-served distribution park at Four Ashes on the A5 (West Midlands Interchange).

5.7 Importantly, the document states that “interested parties mentioned the need for improved freight parking facilities.” (Page 84). It references the 2017 National Survey of Lorry Parking which showed parking capacity in the West Midlands having reached ‘critical’ levels of utilisation i.e. over 85%. The map below, taken from the Route Strategy, identifies the section of the A5 between Tamworth and Hinkley as requiring new driver welfare facilities.

Map 4: Route Objectives (National Highways South Midlands Route Strategy)



The A5: Economic Backbone of the Midlands

5.8 The *A5 Partnership* is a group of Local Planning and Highway Authorities who are dependent on the economic prosperity and growth of the A5 corridor. Since it launched 12 years ago, the Partnership has sought to secure investment in and the enhancement of the A5 corridor over

the next 15-20 years. This report, *The Economic Backbone of the Midlands*⁶, was published by the A5 Partnership in June 2023 to highlight a number of priorities for investment.

5.9 The document states that the A5 is a corridor of growth and innovation linking the M6 with the M42, M69 and M1. It highlights the benefits of investment in the A5, which are noted as including improved productivity, business growth, strategic connectivity and greater resilience. The priorities include:

- Priority 1: Full upgrade of the A5 between Tamworth and Hinckley. This is likely to include dualling of the current non-dual sections and enhancements to M42 Junction 10.
- Priority 4: Improvements for freight haulage in the A5 corridor. The document states that the central location of the A5 within the 'Golden Triangle' of logistics and distribution activity means that the corridor and the wider Midlands area is disproportionately impacted by HGV movements. It particularly notes the need for additional lorry parking provided on or near the A5, including better facilities for drivers, as well as information and signage. This will not only improve conditions for those employed by the haulage industry, but it will reduce the impact of inappropriate lorry parking on communities along the length of the A5, as well as improving safety and helping reduce crime.

Coventry and Warwickshire Housing & Economic Development Needs Assessment (HEDNA), November 2022

5.10 The planning authorities across Coventry and Warwickshire commissioned a Housing and Economic Development Needs Assessment (HEDNA) in 2021. The purpose of the HEDNA was to consider future land requirements for housing and employment, including the logistics sector. The outputs from the HEDNA⁷, which was published in November 2022, will inform the preparations of Local Plans in each authority.

5.11 Preparation of the HEDNA was contracted to economics consultancy Icen Projects, who directed the research work along with writing and editing the main published report document. MDS Transmodal were sub-contracted by Icen to produce a land-use forecast for large-scale logistics warehousing (B8) to 2050 which subsequently informed the HEDNA outputs. The Rail Terminal Connectivity Statement – Technical Addendum summarises the projected scale of development for large-scale warehousing that the HEDNA recommended should be planned for across Coventry and Warwickshire.

⁶ https://www.hinckley-bosworth.gov.uk/downloads/file/8009/a5_-_economic_backbone_of_the_midlands

⁷ <https://www.coventry.gov.uk/downloads/download/7374/coventry-and-warwickshire-housing-and-economic-development-needs-assessment-hedna>

5.12 In addition, and not covered in the afore-mentioned Technical Addendum, was where future projected demand for large-scale warehousing would best be located. In total, the HEDNA has recommended four key potential corridors within the sub-region which could accommodate strategic B8 development, namely:

- M42/A446 Corridor;
- M6 Corridor;
- M45/A45 Corridor; and.
- A5 Corridor

5.13 Note that the land NE J10 M42 is therefore the only location across the sub-region set in two of the four key potential corridors recommended. There will be a consequent increase in demand for lorry parking associated with future strategic B8 development being directed to these corridors. The appeal site is the best location to address any need for additional lorry parking arising from this growth.

Staffordshire Freight Strategy, June 2019

5.14 The *Freight Strategy for the County of Staffordshire* was published by Staffordshire County Council in June 2019. It principally covers the operation of the highway network in Staffordshire and managing the impacts of HGVs using that network (albeit there is a short section on rail freight, with references to both Birch Coppice and Hams Hall).

5.15 It states that HGV parking areas are an important element of the logistics network and provide vital rest areas for drivers, help ensure safety for all road users and provide much needed security for transported goods, vehicles and drivers. It also references overnight parking in lay-bys directly adjacent to busy primary routes with associated safety, security and comfort challenges. It also notes that HGV drivers have indicated that improving parking facilities nationally in terms of the quantity, quality and range of services is a high priority.

5.16 The strategy Action Plan includes support for improvements to HGV parking capacity/facilities within Staffordshire, specifically in the M6-A449, A5-M6 Toll and A38(T) corridors. In light of the proximity of the appeal site the county border with Staffordshire, the facility will undoubtedly contribute towards the identified need for HGV parking within southern Staffordshire, particularly along the A5 corridor. We understand, also, that Tamworth Borough Council is supportive of the lorry parking proposals, which clearly aligns with the Staffordshire Freight Strategy.

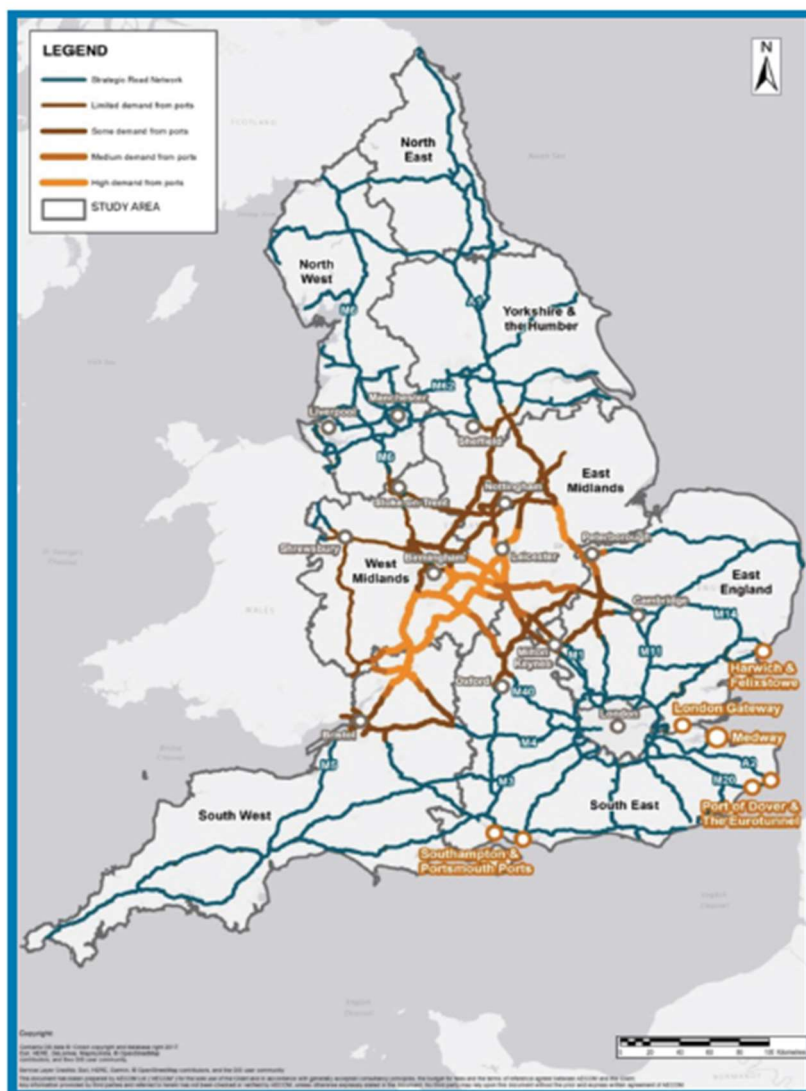
Warwickshire Local Transport Plan (July 2023)

- 5.17 The updated *Warwickshire Local Transport Plan (LTP4)*⁸ was adopted by Warwickshire County Council in July 2023. It sets out the authority's plans and priorities with respect to transport issues across Warwickshire, particularly covering social and economic disparities, poor transport connectivity and reducing emissions of greenhouse gases in order to deliver the long-term ambition of becoming a 'net-zero' country. It is intended to support the priority outcomes stated in the Council Plan.
- 5.18 LTP4 is organised into a number of topic areas, including promoting active travel, improving public transport and reducing dependency on private vehicle usage. It states that Warwickshire is criss-crossed by a Strategic Road Network of motorways and trunk roads, managed by National Highways. This includes important interchanges with the M69/A5 and the M40/A46, with some routes recognised for their wider importance, such as the A46 'Trans-Midlands Trade Corridor' and the 'A5 Midlands Logistics Corridor'. There is a specific section covering freight (*The Freight Strategy*).
- 5.19 The Freight Strategy notes that Warwickshire plays an important role in the freight sector, with the transport infrastructure facilitating local, regional, national and international movements by road and rail. The M40 and M6, along with the A46, pass through the County and are noted as being vital for providing links through the county to international gateways (e.g. ports) throughout the UK. The core main line rail network through Warwickshire also facilitates many inter-regional and long-distance freight movements, enabling goods to be transported into the Midlands from ports in the south and onwards to the north of England and Scotland (Page 61).
- 5.20 It also notes that there is substantial logistics activity in and around Warwickshire, taking advantage of its central location. There are several large distribution hubs and business parks on strategically important routes, including the A5 corridor. Warwickshire also forms part of the logistics 'Golden Triangle', from which 90% of the UK population can be reached within four hours' drive (Page 61). Further, it states that the logistics sector in Warwickshire is a major employer and generator of economic activity. The A5 and M6 corridors have many large distribution parks located near them, taking advantage of good access to the strategic road network. It notes that there are rail-connected logistics terminals within the county situated at Hams Hall and Birch Coppice (Page 62).
- 5.21 With respect to HGV parking, LTP4 states that *"Inbound freight from ports in the south east of England leads to elevated demand for lorry parking in Warwickshire, because the majority of this freight is heading to destinations further north"* (Page 63). A map on Page 63, which is reproduced below and taken from a National Highways parking demand assessment, shows

⁸ <https://www.warwickshire.gov.uk/localtransportplan>

those parts of the Strategic Road Network (coloured orange on the map) which sees the highest demand for lorry parking. It is important to note that this includes most of Warwickshire. LTP4 states that as longer HGV journeys tend to be to from the ports in the south east, this means Warwickshire is usually around 4.5 hours away. As such, the demand for safe, secure lorry parking facilities is very high in Warwickshire.

Map 2: Map from Page 63 of LTP4



5.22 Policy F3 addresses lorry parking , as follows:

Support efforts to deliver a better network of lorry parking in the county The strategic location of the county, as well as its distance of several hours’ drive from major ports in the south of England, means that there is demand for good quality, safe and secure lorry parking in the area for drivers to meet their legal requirement to rest. We will work with planning authorities

and developers to ensure that suitable parking supply meets this demand. Professional drivers should be safe, well-rested and best prepared to operate safely on Warwickshire's roads.

Draft Employment Development Plan Document (DPD), January 2024

- 5.23 This draft *Development Plan Document (DPD)*⁹, published by *North Warwickshire Borough Council (NWBC)*, is a planning policy document which in part will replace or supplement the policies in the adopted North Warwickshire Local Plan 2021. It was published in January 2024 for consultation and comments. The purpose of the draft DPD is to set out the scope and the issues that may need to be addressed through an Employment DPD. It conforms with one of the three objectives of the NPPF, namely planning for a strong, responsive and competitive economy.
- 5.24 Section 10 of the draft DPD addresses the need for lorry parking in North Warwickshire and whether the provision of new sites should be included in the emerging DPD. It references the NPPF policies covering lorry parking, noting that local plans and decisions should recognise the importance of providing adequate overnight lorry parking facilities, and that proposals for new or expanded distribution centres should make provision for sufficient lorry parking (Paragraphs 10.1 and 10.2). It also notes the planned update of the DfT's National Survey of Lorry Parking (published in September 2022) to ensure a strong evidence base is available, and it subsequently continues by stating *"Nevertheless, as part of the A5 Partnership, the Borough Council is aware of this issue along the A5, from layby parking and associated litter/health impacts and the limited facilities available along that major through route, as well as elsewhere in the Borough."* (Paragraph 10.3).
- 5.25 The draft DPD notes the recent expansion of HGV parking capacity at Corley MSA (M6), the opening of Rugby services at Junction 1 of the M6 and the planned Catherine-de-Barnes service area at the new Junction 5a of the M42, albeit it concludes that much of this increase in capacity is likely to be serving through motorway traffic and not local needs (Paragraph 10.6). While noting that some lorry parking capacity is available locally, including Tamworth MSA, the draft DPD also references the 2017 National Survey of Lorry Parking which showed parking capacity in the West Midlands having reached 'critical' levels of utilisation i.e. over 85% (Paragraph 10.9) The importance of driver welfare facilities (toilets, food and drinks etc..), not just the parking, is also noted as being of vital importance. It states that new facilities made available *"would help alleviate pressure on public parking provision, such as laybys along main routes and address hygiene and littering issues for routes and areas where such services and facilities are limited or non-existent."* (Paragraph 10.10).

⁹https://www.northwarks.gov.uk/forward-planning/planning-consultations-news?utm_medium=email&utm_name=&utm_source=govdelivery

5.26 Overall, the draft DPD concludes that there is a shortage of HGV parking capacity in North Warwickshire and along the A5 corridor in particular, notes that this results in adverse impacts (including layby parking and associated litter/health issues) and the importance of providing driver welfare facilities. It notes that this may have to be addressed through the ‘call for sites’ process and concludes by seeking evidence from interested parties to inform future DPD policy.

National Highways: Lorry Parking Demand Assessment, September 2023 (CD-I3)

5.27 In 2019, National Highways (then Highways England) commissioned AECOM to undertake a study into lorry parking demand (the *Lorry Parking Demand Assessment*). It consisted of a detailed assessment of supply and demand, derived from data gathered for the *National Survey of Lorry Parking 2017*. Section 4 of the *HGV Parking Facility Need Assessment* provides a summary of the assessment outputs and conclusions. In September 2023, National Highways published an updated assessment (*Lorry Parking Demand Assessment, CD-I3*) of the supply and demand of lorry parking on or near the strategic road network (SRN), in particular taking account of the consultation responses to *DfT Circular 01/2022 (Section 2)*. As per the 2019 document, the assessment utilises data collected for the National Survey of Lorry Parking 2022 (which was undertaken in March 2022, as described in Section 3 above).

5.28 Section 3 of the 2023 National Highways report presents a summary of the headline findings from the 2022 national lorry parking survey (as described in Section 3 above). Section 4 provides a more detailed analysis of parking ‘hotspots’ which have high unmet demand. A total of four ‘hotspot’ corridor are identified, namely:

- The Midlands logistics hub;
- South East and East of England;
- North West England (inc Port of Liverpool); and
- Solent to the Midlands.

5.29 With respect to the Midlands logistics hub, the so called ‘golden triangle’ (formed by the M1, M6 and M42) is noted, this being the part of the UK where logistics activity is most concentrated and is considered a prime location for National Distribution hubs. However, it concludes that “*although numerous warehouses were built there was insufficient attention given to providing space for the HGVs involved in this activity*”. It further notes that there is a high density of used laybys, critical lorry parks and industrial estates in this area.

5.30 These conclusions are illustrated on the map below, which is re-produced from the National Highways Lorry Parking Demand Assessment document, and shows two parking facilities in the immediate hinterland of the appeal site. The first facility, *Tamworth MSA*, is shown as having a utilisation rate between 85% and 100%. This up-to-date position from 2022 is the same as that identified from the 2017 National Survey of Lorry Parking (see Section 4 of the *HGV Parking*

Facility Need Assessment), clearly indicating that the position has not improved since 2017 with respect to parking supply at this facility. It is worth re-iterating that a utilisation rate greater than 85% is defined as ‘critical’, this being the rate where it is “very difficult for additional drivers to find parking spaces”. Note the parking beat surveys recorded Tamworth MSA being full each night.

5.31 The second facility identified on the map is likely to be the lay-by on the A5 to the east of Grendon. This has space for between 5-10 HGVs (depending on size), albeit there are no driver amenity facilities available at this location (toilets, food, drinks etc..).

Map: Figure 4-1 from Lorry Parking Demand Assessment 2023

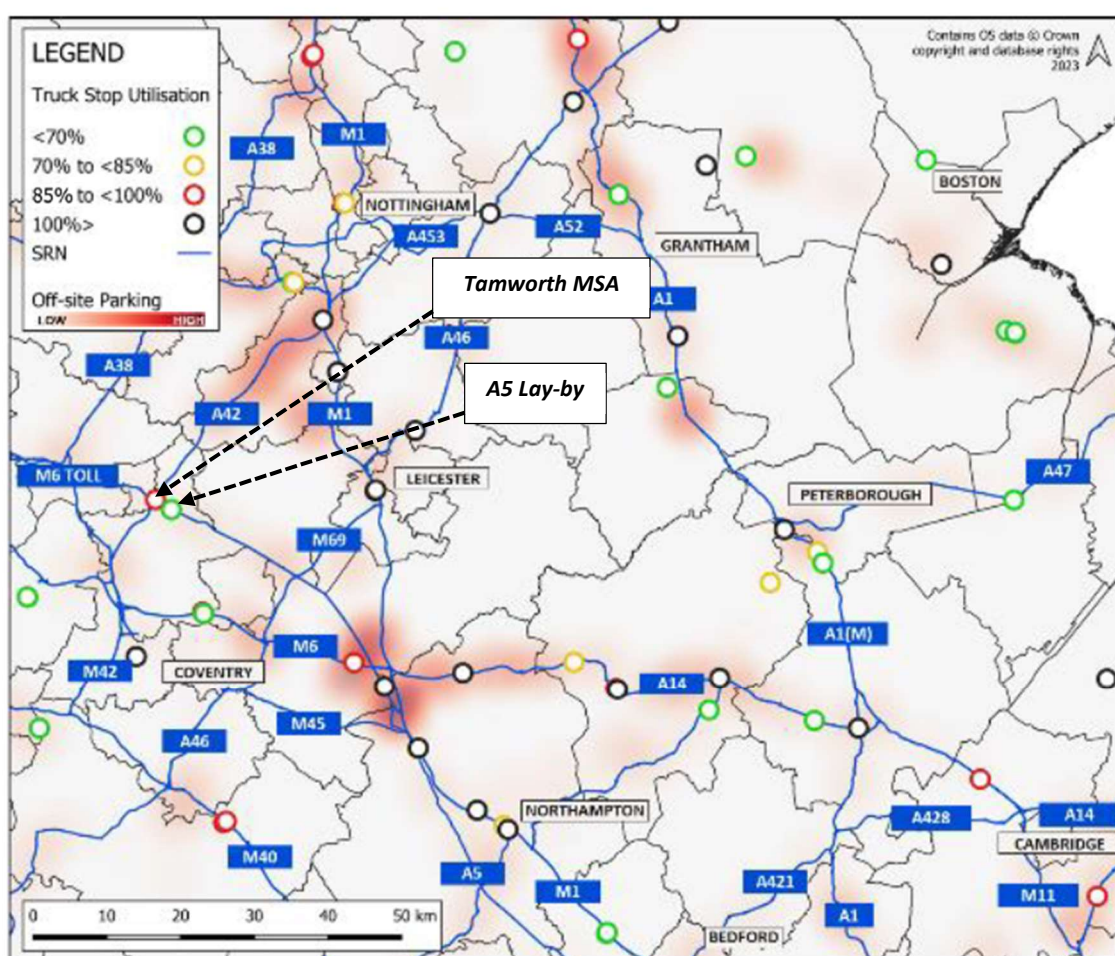
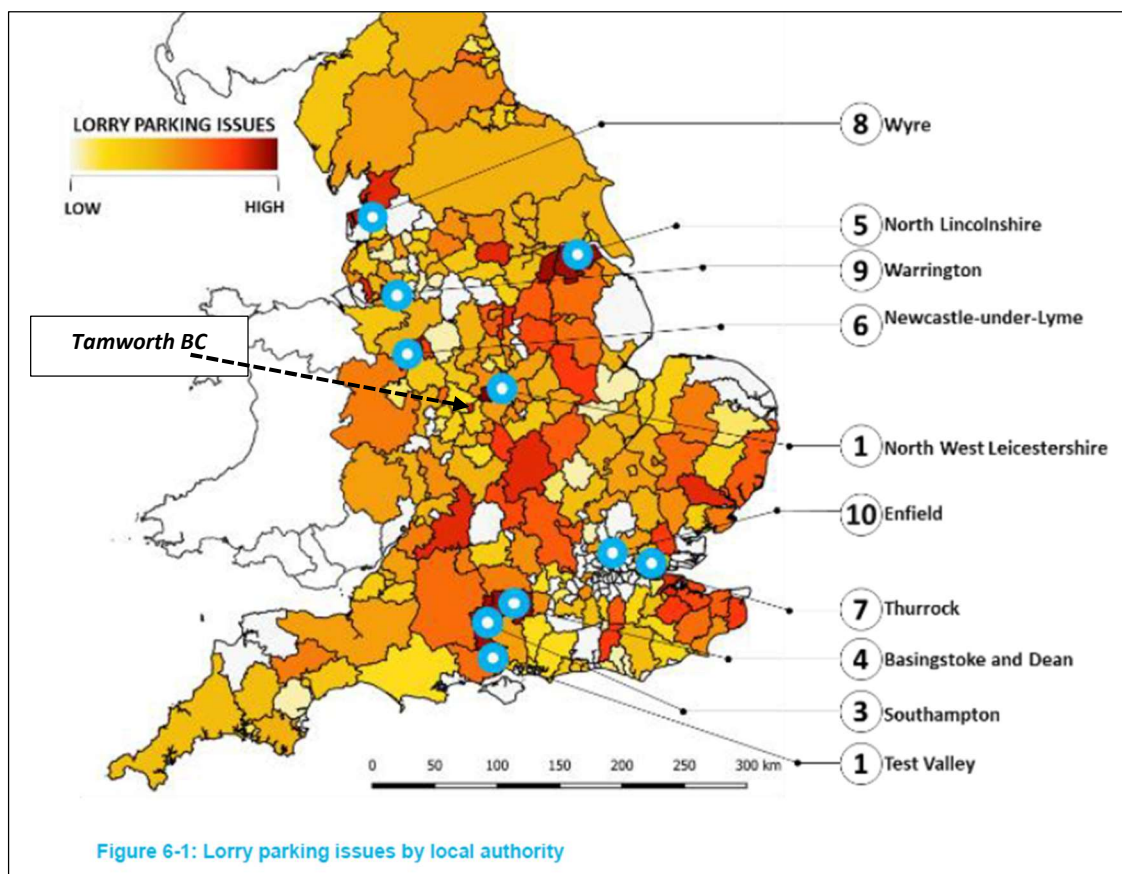


Figure 4-1: Midlands’s hotspot of high off-site parking and number of critically utilised lorry parks

5.32 Section 4 of the document concludes by stating that there is widespread unmet demand for lorry parking spaces in England, with specific hotspots in the Midlands. It further concludes that the Midlands, as the country’s key freight hub, lacks sufficient lorry parking.

5.33 Finally, the map below, which is re-produced from the National Highways Lorry Parking Demand Assessment document, shows local authority areas ranked by the level of ‘parking utilisation issues’, with darker colours representing those authorities with critical parking issues. It is noteworthy that Tamworth is recorded as having critical parking issues, with the neighbouring authority of North West Leicestershire being the highest ranked in the country.

Map: Figure 6-1 from Lorry Parking Demand Assessment 2023



5.34 Overall, there is nothing in the analysis presented in the Lorry Parking Demand Assessment 2023 which contradicts all the other demand-supply assessments (both quantitative and qualitative) that have been undertaken. There is a high level of demand for lorry parking in the West Midlands overall and in the M42/A5 corridors specifically, which is currently not being met through the provision of high quality lorry parking facilities.

6. LORRY PARK – PLANNING APPEAL DECISIONS

6.1 This section summarises two recent planning appeal decisions concerning proposed overnight HGK parking facilities, drawing out a number of relevant conclusions which are material to planned facilities at land NE J10 M42.

Cirencester Lorry Park

6.2 In December 2020, a planning application was submitted for a new overnight HGK parking facility to the north of Cirencester. The planning authority was Cotswold District Council. The proposed facility was located adjacent to the A417 dual-carriageway, and was planned to provide parking for 75 HGVs alongside toilet, washing and refreshment facilities.

6.3 In theory, the proposed facility was superficially well located to provide parking for drivers undertaking break and overnight rest periods, being adjacent to the SRN and broadly equidistant between Swindon and Gloucester. However, the site is located within the Cotswold Area of Outstanding Natural Beauty (AONB). The *NPPF* states that consent should be refused for major development in AONBs other than in exceptional circumstances, particularly where the need can be met at locations outside the AONB. In addition, there would have been significant visual and noise impacts within the wider rural setting. For those reasons, Cotswold District Council refused planning consent for the development in March 2022. The promoter subsequently appealed to the Planning Inspectorate (PINS), with the case tested at a public inquiry held in February and May 2023. MDS Transmodal advised the Council during the appeal, including providing expert witness evidence at the inquiry.

6.4 The *HGV Parking Facility Need Assessment* demonstrated that an appropriately cited HGK vehicle parking facility should be located a short distance from the strategic highway network (motorway or long-distance dual-carriageway) AND also adjacent to major freight depots or distribution centres. Such a facility would be able to intercept 'passing trade' on the strategic highway network (breaks and rest needs) and provide parking ahead of allotted delivery/collection time-windows. Driver throughput would be maximised, which is important as HGK parking facilities are operated on a commercial basis. In land-use planning terms, it is also a more efficient use of land as only one site needs to be developed. This position is also reflected in Paragraph 113 of the *NPPF*, which states that proposals for new or expanded distribution centres should make provision for sufficient lorry parking.

6.5 While acknowledging a need to provide additional HGK parking facilities in the area, MDS Transmodal demonstrated by means of an alternative sites assessment that there were other appropriate sites close-by, but outside the AONB, which were located both a short distance from the SRN and close to concentrations of distribution centres i.e. appropriately cited. As

these sites were better located and outside the AONB, the 'exceptional circumstances' argument therefore fell away.

- 6.6 In November 2023, PINs dismissed the appeal and refused consent. The reasons for dismissing the appeal is detailed in the Appeal Decision, which is appended to this document. In summary, the Inspector concluded that the proposal constituted development in the AONB, and as required by the NPPF consent was refused given that the appellant could not demonstrate exceptional circumstances.
- 6.7 Relevant to the proposals at land NE J10 M42, the Planning Inspector highlighted in her reasoning the benefits of locating HGV parking facilities close to both the SRN and major distribution centre developments. It notes that the appeal site was located some distance from significant warehousing activity, whereas the alternatives suggested outside the AONB were both close to concentrations of distribution centres and the strategic highway network. This is discussed in a number of places in the Appeal Decision, particularly at Paragraphs 24-30 and Paragraphs 37-38.
- 6.8 The key conclusions made in the Appeal Decision reasoning that are relevant to the proposals at land NE J10 M42 are noted below:
- At paragraph 24, the Appeal Decision states that *"...it is necessary to provide a good environment for those working within the haulage industry. It is not simply a case of providing more facilities, but better facilities should be provided to cater for the needs of drivers to encourage people to enter the profession"*.
 - Noting that the appeal site is not in the vicinity of any regional warehousing activity, paragraph 30 states that *"...there are frequent occasions where haulers arrive close to a distribution centre in good time for a delivery, however it is necessary to then wait for a period until the scheduled timeslot is available. Mindful that time spent waiting for a time slot would count towards the statutory break requirement, it would be sensible to provide facilities close to distribution centres"*.
 - Likewise, paragraph 37 of the Appeal Decision states that *"...it would be an efficient use of land and support productivity, to ensure that larger truck stops are located close to distribution centres and the Strategic Road Network"*.
 - It notes that the approach of seeking to locate truck stops near to distribution centres is referenced in the NPPF at paragraph 109, which identifies that there is a risk that parking in locations which lack proper facilities could cause a nuisance. This is reflected through the function of the HGV industry, where drivers are frequently allocated tight delivery/collection timeslots, requiring them to be near to the relevant distribution centre or hub (paragraph 38).

Truck Park on Land West of Hams Hall Roundabout and Marsh Lane, Curdworth

6.9 Proposals for an overnight HGV parking facility on land West of Hams Hall roundabout were submitted to North Warwickshire Council in June 2020. The plans would have created a truck park with 200 parking spaces plus associated driver welfare and refuelling facilities. Planning consent was refused by the Council in February 2023. The promoter subsequently appealed to PINS, with the case tested at a hearing held in January 2024. In February 2024, PINS dismissed the appeal and refused consent. The site is located in the Green Belt. In summary, the Inspector concluded that the proposal constituted inappropriate development in the Green Belt that was not balanced by any special circumstances. Paragraph 57 of the Decision Notice stated that *“The very special circumstances necessary to justify the development in the Green Belt do not exist. Therefore, the proposal would be contrary to the development plan, read as a whole, along with the provisions of the NPPF.”*

6.10 The key conclusions made in the Appeal Decision reasoning that are relevant to the proposals at land NE J10 M42 are noted below:

- Noting Paragraph 113 of the NPPF, which states that the importance of providing adequate overnight lorry parking facilities should be recognised in planning decisions, the Inspector concluded that in supporting the safe and efficient operation of the distribution sector, the proposal would contribute to the economic objective of sustainable development (Paragraph 42).
- At Paragraph 44, the Appeal Decision state *“The National Survey of Lorry Parking 2022 survey update confirms continuing high levels of demand and utilisation rates within the West Midlands. The provision of new facilities to address the national need for more lorry parking, and better services, has also received Ministerial support”*. Paragraph 45 states that the truck stop would help to address a national shortage of HGV parking.
- Paragraph 50 in particular states that *“Although other HGV parking and facilities have been developed in the area, and there is an outstanding application for HGV parking to the north east of M42 Junction 10, there is nothing to suggest that there is insufficient demand to support an additional facility in the location of the appeal site”*.
- Likewise, Paragraph 55 concludes that there is *“...compelling evidence of need for additional HGV parking and driver facilities, the provision of which would help to address a national shortage of HGV parking, improve driver welfare, would support the distribution sector generally and would have wider public benefits in reducing the levels of roadside parking in the vicinity of Hams Hall Distribution Park.”*

6.11 The Planning Inspector’s reasoning clearly indicates that there is an immediate need for additional HGV parking facilities in the area, even though there are existing facilities available at Tamworth MSA. Paragraph 50 in particular clearly concludes that there is sufficient demand

for the planned facilities at J10 M42 alongside the existing Tamworth MSA and the Hams Hall scheme rejected.

- 6.12 The primary reason was that whilst need had been proven, it was insufficient to comprise very special circumstances to outweigh harm to the Green Belt. Since much of this district comprises Green Belt outside of the settlements, this substantially reduces the candidate sites which might therefore be considered to be realistic to accommodate such a need.

Tamworth Motorway Service Area

- 6.13 Tamworth Motorway Service Area (MSA) is located to the north west of M42 Junction 10. As noted in the National Survey of Lorry Parking 2017, it is the only 'on-site' facility currently in the vicinity of Junction 10. It is a typical multi-user MSA operated by the *MOTO Group*, catering for private car users, coaches and HGVs. Sales of fuel, a variety of refreshment and convenience shop outlets and toilet facilities are provided. Unlike most MSAs, which are accessed directly from the motorway on which they are located, entry is from the M42/A5 junction roundabout meaning that it also serves east-west traffic passing along the A5. There are currently 65 HGV parking spaces. As noted above, the National Survey of Lorry Parking 2017 concluded that, based on the utilisation surveys undertaken, that Tamworth MSA was operating at 92% capacity each night. This is above the 'critical' 85% utilisation rate, meaning it can be considered to be full each night of the week. The shortage of suitable 'on site' parking today is likely to be much more acute than that surveyed in 2017 due to the increase in freight traffic and the development of considerable warehouse floorspace close to M42 Junction 10 in the intervening years.
- 6.14 Planning consent was granted by North Warwickshire in November 2020 (*PAP/2020/0224*) to extend the HGV parking capacity to a total of 94 spaces, through the redevelopment of part of the landscaped areas around the HGV and Coach parks. To date, the consented development appears not to have been implemented, and neither is there any evidence that construction of the planned expansion has begun or that any preliminary works are being undertaken/about to commence. As a condition, construction work should have commenced within three years of the consent being granted. It would therefore appear that the consent has lapsed and a fresh application would need to be secured to deliver the scheme. In any case, the additional number of spaces being planned (29 parking spaces) is significantly below demand within the immediate area for overnight parking, as evidenced by the outputs from the parking beat surveys showing the level of parking at inappropriate off-site locations.
- 6.15 In any case, it is worth reiterating that HGV drivers where possible prefer to use dedicated truck stops rather than MSAs. This is reported in the National Survey of Lorry Parking 2017 and 2022. Therefore, in addition to supplying much needed additional HGV parking capacity close to M42 Junction 10 where a deficit has been identified, the plans would also satisfy a wider

need, namely providing truck stop facilities that are preferred by the HGK driver workforce. In doing so, this brand new secure facility will provide a choice to HGK drivers and operators using the M42/A5 corridors, which constitutes the type of industry-led action that national policy supports.

7. SUMMARY AND CONCLUSIONS

- 7.1 The *HGV Parking Facility Need Assessment* concluded that there is a compelling case for the provision of new HGV parking capacity at land NE J10 M42. It presented detailed qualitative and quantitative evidence to show a clearly identified need for the provision of additional HGV parking capacity in the area. It also demonstrated that the appeal site meets the criteria defining a suitable location for HGV parking to a high level, being co-located on the strategic road network and adjacent to distribution centres, and the planned parking facilities are those required by road haulage operators and drivers. The additional information provided in this addendum document, which have emerged since the initial assessment was produced, further strengthens these conclusions.
- 7.2 The *DfT Circular 01/2022*, when addressing need, notes that an expansion of existing facilities on the SRN is likely to be required alongside the creation of new parking sites. Local planning authorities should ensure that local plan allocations and planning application decisions address the shortage of HGV parking on or near to the SRN. Guidance is provided on spacing between HGV parking facilities signed from the road network. Analysis shows that a HGV parking facility at/close to J10 M42 would create a 'chain' of facilities which broadly conforms with the requirements set out in Circular 01/2022. Without a facility at that location, driving times and distances between HGV parking facilities would be significantly in excess of the distances set out in the Circular.
- 7.3 The *National Survey of Lorry Parking 2022* provides updated data with respect to the demand for overnight HGV parking and the number of HGVs that are parking at inappropriate off-site locations, both across England and in the West Midlands. At the West Midlands regional level, the 2022 survey results still show significant regional need given high utilisation rates at official 'on-site' facilities and high levels of parking at 'off-site' locations. Overall, a shortage of 'on-site' parking capacity is still identified across the West Midlands region, with the average total number of HGVs parking each night being well in excess of the installed on-site capacity.
- 7.4 It was deemed appropriate to re-run the 'parking beat' survey during December 2023 to ascertain whether there has been any significant changes to the level of inappropriate parking observed two years earlier. Undertaken over the consecutive evenings/nights of 12, 13 and 14 December 2023, the same methodology adopted in October 2021 was followed. For the December 2023 survey, an average of 117 HGVs were found to be parking at inappropriate non-truck stop locations each night. This is slightly higher than the figure recorded in October 2021. The increase is also consistent with the overall higher demand for parking recorded by the 2022 National Survey of Lorry Parking. Combining the outputs from the 'parking beat' update and the 2022 National Survey of Lorry Parking, there is clearly still a significant demand for high quality overnight HGV parking capacity in the hinterland of J10 M42. This demand is currently

not being addressed at existing facilities, thereby demonstrating a need for new parking capacity.

7.5 A number of other important and highly relevant policy documents and studies have been published since the preparation of the initial HGV Parking Facility Need Assessment. These were summarised in Section 5 above. A number of key themes and conclusions pervade each of these documents, in particular:

- The large concentration of logistics activity (distribution centres) in the North Warwickshire area, along with future projected growth along the A5 and M42 corridors;
- The area's location on the strategic road network (A5, M42), particularly driving distances to the SE ports and destinations in the north of England;
- As a consequence, due to a combination of the above two circumstances there is significant demand for good quality, safe and secure lorry parking in the area for drivers to meet their legal requirement to rest; and
- There is a shortage of HGV parking capacity in North Warwickshire and along the A5 corridor, meaning a particular need for additional lorry parking provided on or near the A5.

7.6 The recent planning appeal decision on the *Cirencester lorry park* clearly concluded that there is a case for providing not only additional HGV parking facilities but also better to cater for the needs of drivers to encourage people to enter the profession. The benefits of locating HGV parking facilities close to both the SRN and major distribution centre developments is also noted, stating that this would be an efficient use of land and support productivity.

7.7 Likewise, the recent planning appeal decision on the *Hams Hall lorry park* noted the continuing high levels of demand and utilisation rates within the West Midlands for HGV parking. It concluded that there is compelling evidence of need for additional HGV parking and driver facilities, the provision of which would help to address a national shortage of HGV parking, improve driver welfare, would support the distribution sector generally. Such need was insufficient to overcome Green Belt concerns however.



Appeal Decision

Inquiry held on 31 January, 2-4 February, 20 April, 9-11 May 2023

Site visit made on 1 February 2023

by J Ayres BA Hons, Solicitor

an Inspector appointed by the Secretary of State

Decision date: 6th November 2023

Appeal Ref: APP/F1610/W/22/3306694

Land At Ermin Way Farm, Gloucester Road, Stratton, Cirencester, Gloucestershire GL7 2LJ

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by William Gilder Ltd against the decision of Cotswold District Council.
 - The application Ref 20/04673/FUL, dated 22 December 2020, was refused by notice dated 10 March 2022.
 - The development proposed is provision of a new secure roadside truck stop facility, including associated HGV and car parking, drivers facilities building, vehicular access, service yard and landscaping.
-

Decision

1. The appeal is dismissed.

Preliminary Matters

2. The Council confirmed that they were satisfied that reasons 2 and 3 as set out in its reasons for refusal, relating to ecology and arboriculture, could be overcome with suitable conditions. Based on the evidence and the round table discussion on conditions I am satisfied that it is not necessary for me to take this matter any further.
3. On application, the Cotswold AONB Residents Group (CARG) were granted Rule 6(6) status pursuant to The Town and Country Planning (Inquiries Procedure) (England) Rules 2000. The Rule 6 party participated fully in the Inquiry.
4. In addition to the accompanied site visit that took place on 1st February I viewed the site from the public realm on a number of occasions during the Inquiry. I considered this to be necessary, due to the length of time between hearing evidence, and also to be able to view the site and area at night.
5. Since the submission of the appellants' appeal, the Revised National Planning Policy Framework (the Framework) was published and came into force on the 5 September 2023. The revisions update policy on planning for onshore wind development in England. As such, the amendments to the Framework are not material in the consideration of the appeal before me.

6. The appellant and the Council agree that the proposal would be major development for the purposes of applying paragraph 177 of the National Planning Policy Framework¹ (the Framework).
7. On 23 December 2022 The department for Transport updated its policy paper regarding the Strategic Road Network, Circular 01/2022² (the Circular). The updated circular was addressed in evidence at the Inquiry and I have used the updated circular in my decision.

Main Issues

8. The main issues are:
 - The effect on the character and appearance of the area, having particular regard to the location of the site within the Cotswold Area of Outstanding Natural Beauty (AONB);
 - Whether the proposal would satisfy paragraph 177 of the Framework, namely whether there is a need for the development; whether there is scope to develop outside of the AONB, or to meet any identified need in some other way; the extent to which any detrimental effect on the environment, the landscape and recreational opportunities could be moderated; and whether the findings in respect of the aforementioned issues would culminate in exceptional circumstances, and that the development would be in the public interest.

Reasons

The effect of the proposal on the character and appearance of the area, having particular regard to the location of the site within the AONB

9. The appeal site lies within the Cotswold AONB Landscape Character Type LCT 9 and Landscape Character Area LCA 9D, which are both described as Cotswold High Wold Dip-Slope³. The special qualities of the AONB include the setting of the site within a soft, rolling landscape which is punctuated by valleys (including the Daglingworth Valley on the other side of the Gloucester Road). The appeal site and its setting is representative of some of the key characteristics of the AONB.
10. The appeal site, being situated near to existing infrastructure and bordered in part by existing vegetation and trees (albeit permeable in appearance), is experienced in visual terms by those travelling along the Gloucester Road and is not publicly accessible. Whilst the site is not publicly accessible, this is not a necessity for it to be a valuable element of the AONB.
11. In its current form the appeal site exhibits several the characteristics of the AONB and enhances its frequent gentle and undulating openness. The sense of openness is particularly apparent when standing within the site, and whilst there is no public access to it, the lack of built form and the very gentle change in gradient are a characteristic of the AONB, and the site contributes to the wide-reaching setting of the AONB. I consider this to be relevant for the appeal site due to its proximity to the significant infrastructure of the A417 and the

¹ National Planning Policy Framework (published 2023)

² Department for Transport 01/2022; Strategic Road Network and the Delivery of Sustainable Development (published 23 December 2022)

³ Cotswolds AONB Landscape Strategy and Guidelines (June 2016)

urban elements of the towns and villages in the area. Having regard to the encroachment within the AONB that has already occurred, the appeal site is important in actively preserving the character of the AONB.

12. Moreover, and fundamentally, the appeal site contributes to the overall tranquillity of the AONB, this is particularly pertinent in this case because of the nearby A417 which in itself negatively effects the tranquillity of the AONB through its presence within the landscape and its experience as a major trunk road. The concept of tranquillity is applicable to the visual experience of the appeal site as part of a larger field, and in the wider context in respect of the character and form of the AONB.
13. The contribution of the site to the tranquil qualities of the AONB is also legible at night, when the restful tranquil and rural characteristics of the AONB are through stillness and lack of any movement. At night the glare of the A417 is shielded by the existing established tree belts, and light spill from the A417 roundabout junction is largely restricted to the small section of Gloucester Road immediately served by the roundabout. Whilst in the distance the lights of Cirencester are visible, the appeal site is absent of any light or urban development and does not fall victim to light spill from the nearby infrastructure. As such, the appeal site in its current form is a dark and peaceful piece of land, quietly and positively contributing to the qualities of the AONB.
14. The proposed development would result in a site to provide parking for up to 75 HGVs with associated facilities, open for seven days a week. Such a development would result in the introduction of a significant level of infrastructure to what is currently an open field. Regardless of its relationship with the surrounding highway network the site is, simply put, part of a larger open field. The proposed development, which would be some 3.6 hectares, would shatter the openness of the land and install an industrial feature into the AONB with the site being dominated by hardstanding and HGVs. The size and nature of the proposed development would be an alien and discordant feature, imposing itself upon the more natural landscape.
15. As highlighted in the evidence, and as witnessed myself when parked in the adjacent layby on the night of 10 May 2023, the appeal site is quiet and noticeably dormant at night. Traffic along the Gloucester Road is present but sporadic, reflecting its semi-rural character. The proposed development would establish a level of activity and infrastructure that would decimate this tranquillity. The proposal before me did not suggest a restriction upon periods when drivers would enter or exit the site, indeed a restriction of this type would appear to contradict the purpose of such a truck stop providing a rest point for drivers who are required to deliver goods at times beyond the normal shopping and working hours. The concept of HGVs piercing the rural character of Gloucester Road, with the associated light and noise pollution, would cause significant harm to the restful character of the immediate area and in turn the peacefulness and tranquillity of the AONB.
16. The proposed development would incorporate several measures that would attempt to mitigate harm. These include the use of soft landscaping, low level lighting, and design elements of the facilities buildings to replicate the reservoir mounds further along the Gloucester Road. The use of soft landscaping, which would be incorporated alongside significant levels of security fencing, would

result in the partitioning of pastureland. Whilst pastoral use in the present day may be low level, the area nevertheless contributes to this character. To artificially seek to impose the segregation of the field would conflict with the character of the AONB.

17. Moreover, the level of planting required to adequately screen the proposed development would take a significant period to mature, during which time the harm to the AONB would be established and ongoing. I consider that the use of screening would at best provide some visual screening during daylight hours and for the summer period. I am not satisfied that such screening would mitigate the harm to the tranquillity of the area, particularly during the hours of darkness, and the winter months, when the site would continue to function and include the movement of a substantial number of HGVs. Moreover, there is no guarantee that the landscaping would provide mitigation for the lifetime of the development. Having to rely on the excessive use of landscaping to shield and hide development is not a good approach to planning.
18. The use of low-level lighting would be similar to that used on other truck stops and if successfully implemented may assist in reducing light spill. However, the site is currently undeveloped without any such lighting. The proposed use of the site and the lights associated with the vehicles would have a significant adverse effect on the existing landscape. Based on the hours of operation and the nature of the proposed development, I do not consider that this harm would be adequately mitigated by low level lighting.
19. Although there are other developments within the area these do not at present negate the contribution of the appeal site to the character of the area. The A417 is heavily screened, and whilst there is a slight hum associated with the traffic on the A417 which is experienced when standing at the appeal site during the day, it does not visually alter the character of the site as part of a large, predominantly open landscape. Ermin Farm and the reservoir site are not comparable in respect of size or levels of activity to the proposed development. The extent of hardstanding and the introduction of such a use would decimate the character of this undeveloped site, and the presence of development elsewhere does not constitute a reason to allow a development that would be harmful.
20. I find that the adverse impact on the landscape would not be adequately mitigated, and that the proposed development would have a significant detrimental impact on the landscape character, tranquillity, and special qualities of the AONB. Accordingly, it would conflict with Policies EN2, EN4 and EN5 of the Cotswold District's Local Plan 2011-2031 (the Local Plan). I return to the application of these policies later in this decision.
21. Given the harm identified, the proposed development would neither preserve nor enhance the natural beauty of the Cotswold AONB. Paragraph 176 of the Framework provides that great weight should be given to conserving and enhancing landscape and scenic beauty in AONBs, which have the highest status of protection in relation to these issues. This is further reflected in Section 85 of the Countryside and Rights of Way Act 2000 (as amended).

Whether the proposal would satisfy paragraph 177 of the Framework

22. The Framework provides that proposals for major development in the AONB should be refused other than in exceptional circumstances, and where it can be

demonstrated that the development is in the public interest. It adds that assessment should include: a) the need for the development, including in terms of any national considerations, and the impact upon the local economy; b) the costs of, and scope for, development outside the AONB, or meeting the need in some other way; and c) the extent to which any detrimental effect on the environment, the landscape and recreational opportunities could be moderated. Evidence was given at the Inquiry in respect of each of these elements required under paragraph 177, and I turn to these in assessing the proposal.

Whether there is a need for the development having regard to any national considerations and the impact on the local economy

23. Paragraphs 80 and 81 of the Circular recognise the need for freight parking on a national basis, and this is supported by the statement of the transport minister⁴.
24. There has been an increasing demand for goods, which are largely delivered between distribution hubs using HGVs and this is demonstrated by an increase in the number of vehicles utilising the highway network between the 2017 Department for Transport National Survey of Lorry Parking (the 2017 NSLP)⁵ and the 2022 Department for Transport National Survey of Lorry Parking (the 2022 NSLP)⁶. It cannot be disputed that an increase in vehicles requires an increase in people to drive them. Moreover, it is necessary to provide a good environment for those working within the haulage industry. It is not simply a case of providing more facilities, but better facilities should be provided to cater for the needs of drivers to encourage people to enter the profession. Accordingly, I accept that there is a national need for roadside facilities.
25. The volume of heavy good vehicle movements varies across the national highway network, this reflects the demand for goods and the location of regional requirements in respect of physical elements such as distribution hubs and pockets of warehousing. This is demonstrated in the 2022 NSLP which identifies that some regions experience a significantly higher volume of vehicles when compared to the others. The South West region is part of a major infrastructure network which includes sections of the M4 and M5. There are existing large truck stops at Swindon (the Swindon Truck Stop) and at Gloucester (the Gloucester Truck Stop) which are located near to large distribution centres. In addition to this there are truck stops throughout the region, varying in their size and offering of facilities.
26. Whilst there is an expected variation in levels of traffic between regions, the 2022 NSLP indicates that whilst there has been a steady increase in the volume of traffic in the South West region there has not been a significant increase in the number of truck stop facilities across the region. Accordingly, I agree that there is a regional need for truck stop facilities.
27. The appeal site is situated near to the A417/A419, which is a transport corridor forming part of the Strategic Road Network within Gloucestershire connecting the M4 to the M5. Appendix 6 of Mr Hatfield's proof contains a map identifying large scale warehousing across the South West corridor. There is a significant

⁴ Statement of Grant Shapps, 8 November 2021

⁵ Department for Transport National Survey of Lorry Parking, published 2018 but undertaken in 2017.

⁶ Department for Transport National Survey of Lorry Parking, published September 2022

level of warehousing activity around the Swindon area, the Bristol and Avonmouth area, and to a lesser extent towards Gloucester. The appeal site is not in the vicinity of any regional warehousing activity and there are no distribution centres within the AONB section of the A417/419 corridor, however it is a heavily utilised road linking the distribution centres to the south and north.

28. Along the A417/419 corridor there are rest stops provided for haulage drivers in a north and south direction. These vary in respect of the level of facilities that are provided, from basic laybys to more extensive parking areas. Whilst some of these stops do not provide a full range of facilities, they are capable of providing a respite area for drivers, who can then carry onto one of the larger stops located within the vicinity of the distribution centres and regional hubs.
29. However, the number of stops is very limited, and having regard to the number of freight movements along the A417/419 corridor, I accept that there is a local need for truck stop facilities to accommodate those within the haulage industry generally. To my mind the term local need should be interpreted as a need within the local Strategic Road Network to provide respite areas, it is not representative of a local need arising from a local distribution centre or some other form of demand within this section of the A417/419 corridor.
30. Drivers have a legal requirement to break, however there is a difference between a legal duty to rest and the need to wait for a time slot in relation to a distribution centre. Evidence from Mr Hatfield identified there are frequent occasions where haulers arrive close to a distribution centre in good time for a delivery, however it is necessary to then wait for a period until the scheduled timeslot is available. Mindful that time spent waiting for a time slot would count towards the statutory break requirement, it would be sensible to provide facilities close to distribution centres.
31. The proposal would create employment for a small number of staff, according to the evidence of the appellant, and these roles could be filled by local people. The provision of secure facilities would deter theft, which would be a benefit to the economy. However, there was limited evidence to confirm the level of theft along this section of the A417/419, or an attempt to quantify the effect of such loss on the economy. The use of the appeal site as a truck stop may create a local employment opportunity, and to some extent would contribute to the economy in safeguarding goods in transport. However, such contribution would be modest, and I attach limited weight to it. Nevertheless, I find that in respect of demand for truck stop facilities, there is an identified need for the development.

Whether there is scope to develop outside of the AONB, or to meet any identified need in some other way

32. The Circular addresses the provision of roadside facilities and their connectivity with the Strategic Road Network to ensure the safe and efficient operation of the network. I am required to have regard to the Circular, which sets out at paragraph 81 that in areas of identified need the decision maker should have regard to the spacing requirements set out within the circular, which are for the avoidance of doubt a maximum distance between facilities providing HGV parking (being service areas or truck stops) of 20 minutes driving time for HGVs.

33. Paragraph 72 of the Circular identifies general principles concerned with provision and signage eligibility for truck stops. The Circular looks at the ideal spacing distances for the operation of the network in relation to the provision of road side facilities which are served by signage. Whilst a lack of spacing along the route would be a failure to comply strictly with the Circular, it is one document which I am required to have regard to. The Circular is intended to be read alongside the Framework and to be applied having regard to all other material considerations, as set out in paragraph 8 of the Circular.
34. Between the Swindon Truck Stop and the Gloucester and Strensham Motorway Services Areas there are four service stations. I accept that there is a difference between service areas, which can provide facilities to include HGV drivers, and HGV specific truck stops. Whilst the existing service areas do not meet the signage requirements of the Circular, nor pretend to be all purpose truck stops, they do provide facilities and an opportunity to break the journey. Accordingly, along the A417/A419 there are opportunities for drivers to take a break in accordance with the Government driver regulations which require drivers to have a break of at least 45 minutes after no more than 4 hours and 30 minutes of driving⁷.
35. To alleviate the shortage the Circular encourages the expansion of existing facilities. Whilst the existing stops along the A417/419 do not meet the mandatory requirements for signage as set out in Table 1 of the Circular, it is possible that those sites could be upgraded and/or expanded to provide additional facilities to meet the Circular and therefore be eligible for signage.
36. The appeal site is not located with 20 minutes of either Strensham Services or Swindon Truck Stop, therefore drivers utilising the truck stop would still be reliant on other existing facilities within the Strategic Road Network. Moreover, the Circular does not preclude the use of more than one site, and for the purpose of functionality it may be practical to provide more than one truck stop to accommodate breaks for drivers. It may therefore be possible that alternative sites could be sought outside of the AONB, which would 'piggy back' the designated area thereby avoiding harm to the AONB, whilst complying with the signage requirements of the Circular.
37. Alternative sites were put forward by the Council that are south of the AONB, one of which was agreed by witnesses for both the Appellant and Council as being potentially suitable.⁸ Furthermore, it would be an efficient use of land and support productivity, to ensure that larger truck stops are located close to distribution centres and the Strategic Road Network. As I have found in my decision, the national need for HGV truck stop facilities is not reflected in a local need that would arise from distribution centres within this section of the AONB.
38. The pro-active approach of seeking to locate truck stops near to distribution centres is echoed in the Framework at paragraph 109, which considered in its entirety identifies that there is a risk that parking in locations which lack proper facilities could cause a nuisance. This is reflected through the function of the HGV industry, where drivers are frequently allocated tight delivery/collection timeslots, requiring them to be near to the relevant distribution centre or hub.

⁷ Zesta Planning Statement, December 2020, Appendix G

⁸ Site 15 identified in M Hatfield's Proof of Evidence

39. Land to the north of the site is more restricted due to it being within the Green Belt and therefore alternative sites to the north were considered by the appellant to be unlikely to succeed. It is true that it would be necessary to demonstrate very special circumstances for inappropriate development within the Green Belt. However, I note that local transport infrastructure need not be inappropriate development within the Green Belt.
40. The Missing Link (ML) will function to decrease journey times along the A417/419. Whilst there was some discussion regarding the actual period of time that could be saved, the ML will provide an opportunity to travel part of the A417/419 in an alternative way, thereby removing some of the pressure on the A417/419.
41. Whilst a number of alternative sites put forward would not necessarily be suitable in isolation, it is not possible to conclude that no alternative site would be suitable outside the AONB, or indeed that the requisite break period could not be satisfied through an alternative method, such as a two-site approach.
42. Accordingly, I find that in respect of the application of paragraph 177b of the Framework, it is has not been sufficiently demonstrated that the need cannot be met by either developing outside of the designated area, or by meeting it in some other way.

Any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.

43. I have found that the proposed development would have a significant detrimental impact on the landscape character, tranquillity, and special qualities of the AONB. My reasons for this are set out above and it is not necessary to repeat them.
44. In respect of whether that harm could be moderated, during construction the raw effect of the proposal would be clear for all to see. Some measures such as planting could potentially moderate the harm once fully established, however I consider any mitigation through landscaping to be limited. The use of low-level lighting would be less harmful than pole mounted lighting, however the use of lighting, of whatever type, over a site of this scale would itself be detrimental.
45. Consequently, I consider that moderation of detrimental effects on the environment, the landscape and recreational opportunities would be possible only to a limited extent.

Whether the findings in respect of the above main issues would culminate in exceptional circumstances, and that the development would be in the public interest

46. Exceptional circumstances in paragraph 177 of the Framework has its ordinary meaning of an unusual occurrence or one that is not typical. The way in which a site can meet the need, including its location, can fall within the concept of 'exceptional circumstances'.
47. The increase in demand for goods, which necessitates an increase in HGV movements, is experienced throughout the highway network on a national scale. The appeal site is located within a corridor that connects major roads and distribution centres, and it is therefore logical that the corridor is used to connect regions. However, the proposed development on the appeal site is not

in response to the development of a distribution centre, nor is it near to one. This part of the AONB does not contain any industrial sites or warehousing such to demonstrate that the appeal site would serve a local network or economy. As such the location of the site is not exceptional in serving a need, such that it may be possible to serve that need through alternative, possibly smaller, sites that would meet the requirements of the Circular whilst complying with National and Local policies.

48. The proposal would make a very modest contribution to the local economy, and possibly some wider contributions in deterring theft, however these would fall far short of being exceptional. I find nothing in the considerations, either in isolation or cumulatively, relied upon by the appellant to demonstrate exceptional circumstances. I am not persuaded that the proposed development would meet the paragraph 177 requirement for exceptional circumstances to justify major development in the AONB.
49. What is in the public interest for the purposes of applying paragraph 177 of the Framework is undefined. However, the parties agree that a contribution towards the need to deliver transport infrastructure through the provision of roadside facilities, and the provision of jobs and related economic benefits, would amount to a public benefit. However, this does not automatically equate to the benefit being in the wider public interest.
50. I consider that it is the totality of the planning system that operates in the public interest. This encompasses statutory provisions, the development plan, national and local policy, and guidance, along with development management in accordance with this overall policy framework, taking into account relevant material considerations. It is therefore the balance of all of these matters that contribute to whether or not a scheme is in the public interest.
51. Whilst the proposal would provide some public benefits it would not conserve or enhance the natural beauty of the AONB, and taking all relevant matters into account, I find that the proposed development would not be in the public interest.

Other matters

52. I have had regard to the written representations made during the course of the application and appeal, and the verbal representations made at the Inquiry. Having regard to the harm that I have identified in respect of the main issues, and my conclusions on those, the representations do not alter my findings.

Planning balance and policies

53. The parties agreed in evidence that the most relevant policies for determining the proposed development are up to date.
54. For the reasons given in the character and appearance section of this decision, the proposal would conflict with Policies EN2, EN4 and EN5 of the Local Plan. These policies state that proposals should be of a design quality that respects the character and distinctive appearance of the locality, and confirms that development will only be permitted where it does not have a significant detrimental impact on the natural and historic landscape (including the tranquillity of the countryside). This is reaffirmed by paragraph 174 of the Framework which advises that decisions should, amongst other things, contribute to and enhance the natural and local environment by protecting and

- enhancing valued landscape and recognising the intrinsic character and beauty of the countryside. I give this harm significant weight.
55. Furthermore, the proposal would directly contradict Policy EN5 of the Local Plan which sets out that in determining development proposals within the AONB or its setting, the conservation and enhancement of the natural beauty of the landscape, its character and special qualities will be given great weight. Major development will not be permitted within the AONB unless it satisfies the exceptions set out in national Policy and Guidance. This policy reflects the provisions of paragraphs 176 and 177 of the Framework, with paragraph 176 attributing great weight to conserving and enhancing landscape and scenic beauty in AONBs, which have the highest status of protection. The scale and extent of development within all these designated areas should be limited.
56. Facilities of this size would be major development for the purposes of paragraph 177 of the Framework. This was agreed by all parties. As set out above, I consider that the requirement for exceptional circumstances to justify major development in the AONB has not been demonstrated and the appeal scheme would be contrary to paragraph 177 of the Framework. I attach significant weight to this conflict.
57. There are no policies within the Local Plan that specifically address the provision of lorry parking or roadside service facilities. Paragraph 106(e) of the Framework relates specifically to the need for transport infrastructure. It advises that local authorities should provide for large scale transport facilities that need to be located in the area, and the infrastructure and wider development required to support their operation, expansion, and contribution to the wider economy. I have found that, whilst there is a need for truck drivers to be given opportunities to rest when travelling the highway network, the extent of development proposed has not been demonstrated to be necessary on the appeal site.
58. The proposal would provide economic benefits through the creation of jobs, and in supporting the haulage industry. Paragraph 81 of the Framework advises that significant weight should be placed on the need to support economic growth and productivity. However, the proposed facilities would provide a very limited local contribution, and the benefit of deterring theft was not quantified such to conclude that this appeal site would indeed provide anything other than a modest contribution to the industry as a whole. There would be a very modest biodiversity net gain as a result of the proposal which would be a benefit. However having regard to the industrial nature of the proposed use, I attach very limited weight to the gain.
59. Taking into account national policies for conserving and enhancing the natural environment I find that the appeal scheme would conflict with the Framework as a whole.
60. Given the harm that I have identified to the character and appearance of the area, I find that the great weight to be given to conserving and enhancing landscape and scenic beauty in the AONB outweighs the weight attributable to increasing the provision of truck stops facilities in this area, and the limited economic and biodiversity benefits of the appeal scheme. I find that the planning balance falls against the proposed development.

Conclusion

61. Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that determination must be in accordance with the plan unless material considerations indicate otherwise.
62. Taking into account my findings in this decision regarding policies E2, E4 and E5 of the Local Plan, I consider that the proposal would conflict with the development plan when taken as a whole. It would also conflict with the Framework. The appellant argues that dismissing the proposal would result in conflict with the Circular and exacerbate an absence of truck stop facilities. However, I have had regard to the Circular alongside other national policy with which there is a clear conflict. The planning benefits do not overcome the harm and conflict that I have found.
63. For the reasons given above and having regard to all other matters raised, I conclude that the appeal is dismissed.

Johanna Ayres

INSPECTOR

APPEARANCES

FOR THE LOCAL PLANNING AUTHORITY:

Mr Alexander Greaves of Francis Taylor Building Instructed by Cotswold District Council

He called

Mr Michael Hatfield Director, MDS Transmodal Ltd

Mr Nigel Evers Director, Viridian Landscape Planning

Mr Andrew Moody Senior Planning Case Officer, Cotswold District Council

FOR THE APPELLANT:

Mr Killian Garvey of Kings Chambers Instructed by William Gilder Ltd

He called

Mr Ashton Cull Road Haulage Association

Mr Mike Glaze Director, Rappor Consultants Ltd

Mr Stephen Kirkpatrick Director, Scarp Landscape Architecture Ltd

Mr Oliver Rider Director, Zesta Planning Ltd

FOR THE RULE 6 PARTY:

Mr Hashi Mohamed of No 5 Chambers Instructed by Cotswold AONB Residents Group (CARG)

He called

Mr Nathan McLoughlin (MRTPI) McLoughlin Planning Ltd

INTERESTED PERSONS:

Mr Graham White Chair of Daglingworth Council

John Mills

Mrs Valerie Dyson

Mrs Fiona O'Brien

Mr John Parrot

Mr M St Jon

Ms Sonia Pritchard

Mr Alan Bond

Mr Dummit

Mr Steve Brady

DOCUMENTS SUBMITTED AT THE INQUIRY (ID)

- ID 1 Opening submissions on behalf of the Appellant
- ID 2 Opening submissions on behalf of the LPA
- ID 3 Opening submissions on behalf of the Rule 6 Party
- ID 4 Address to the Inspector from Mr Mills
- ID 5 Address to the Inspector from Mr Parrott
- ID 6 Address to the Inspector from St Johns
- ID 7 Address to the Inspector from Sonia Pritchard
- ID 8 Key facilities along A417/A419
- ID 9 Alternative Sites Map
- ID 10 Site visit information for Alternative Sites
- ID 11 Address to the Inspector from Ian Towle
- ID 12 Missing Link
- ID 13 Creamery Site Local Plan
- ID 14 Extract of Secretary of State Decision, relating to Site 16
- ID 15 Response to Acoustic Objection
- ID 16 AONB Guidance
- ID 17 Appeal Decision (APP/W/22/3306652)
- ID 18 Example of proposed security fencing
- ID 19 Aerial photograph and site line plan of Cross in Hand Farm
- ID 20 Closing submissions on behalf of the Local Planning Authority
- ID 21 Closing remarks on behalf of the Rule 6 Party - CARG
- ID 22 Appellant's closing submissions, submitted with reference to Luton Borough Council v Central Bedfordshire Council v Houghton Regis Development Consortium, Lands Improvement Holdings Limited, Landmatch Limited, Fiends of Life Limited, St Albans Diocesan Property Company Limited [2015] EWCA Civ 537, 2015 WL 2369975



Appeal Decision

Hearing held on 17 January 2024

Site visit made on 18 January 2024

by Sarah Housden BA (Hons) BPI MRTPI

an Inspector appointed by the Secretary of State

Decision date: 22 February 2024

Appeal Ref: APP/R3705/W/23/3327296

Land west of Hams Hall roundabout and south of Marsh Lane, Curdworth, B76 0AA

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant outline planning permission.
 - The appeal is made by Caesarea Development Holdings Limited against the decision of North Warwickshire Borough Council.
 - The application Ref PAP/2020/0295, dated 12 June 2020, was refused by notice dated 7 February 2023.
 - The development proposed is 'outline application for an overnight truck stop comprising 200 HGV spaces and associated facilities including fuel refuelling station, amenities building, electric vehicle charging points, staff and other car parking, and landscaping. Including details of vehicular access from Marsh Lane, all other matters reserved'.
-

Decision

1. The appeal is dismissed.

Preliminary Matters

2. A revised National Planning Policy Framework (the Framework) was published on 19 December 2023 and updated on 20 December 2023. In advance of the hearing, I invited the Council and the appellant to comment on whether the updated Framework has any implications for the appeal. Both parties submitted statements indicating that, other than in relation to minor typographical changes, the revised Framework does not have any implications for the case. I see no reason to disagree with that assessment. The appeal has been determined against the provisions of the updated Framework.
3. The appeal seeks outline planning permission with all matters reserved for later approval, apart from the means of access. A Landscape Masterplan (Drawing No 8843-L-02 Revision A) accompanied the application. This shows the location of the new roundabout access into the site, the re-alignment of Marsh Lane, the general layout of the internal access road and parking areas and the broad location of proposed landscaping. I have treated that plan as an indicative guide to how the site might be developed, were the appeal to succeed.
4. The description of development in the banner heading above is taken from the planning application form. In their appeal statement, and as explained at the hearing, the appellant proposed that the description be amended to insert 'up to' before '200 HGV spaces'. The appellant considers that as the proposal is in outline only, the final number of parking spaces is unlikely to be precisely 200

and that the amendment proposed would enable any variation in numbers to be reflected at the reserved matters stage.

5. At the hearing, I gave the Council and the appellant an opportunity to comment on the proposed change to the description of development. After due consideration of the points made, I made a ruling on this request at the hearing, and the explanation that I gave is confirmed below.
6. My conclusion is that although the scale of Heavy Goods Vehicle (HGV) parking could be potentially less under the revised description, determining the appeal in accordance with that description would lead to procedural unfairness. Firstly, based on the revised description, the Council may have arrived at a different set of considerations in the overall planning balance. Secondly, third parties would be prejudiced by not having had an opportunity to comment on the revised scale of parking provision. The appeal has therefore been determined based on the description of the proposed development set out in the banner heading above.
7. At the hearing, the effect of the proposal on the form and character of the area was dealt with as an 'other consideration'. For clarity, and in response to discussion at the hearing and from what I saw at my site visit, I have identified the effect on form and character having particular regard to the effect on landscape character, as a main issue in this decision.
8. An Environmental Impact Assessment (EIA) Screening Direction dated 11 December 2023 confirms that EIA is not required for the appeal proposal.

Main Issues

9. The main issues in this case are:
 - Whether or not the proposed development would be inappropriate development in the Green Belt and if inappropriate, the effect on openness and on Green Belt purposes;
 - The effect on the form and character of the area, having particular regard to the effect on landscape character;
 - The effect on the living conditions of nearby residents; and
 - Whether or not any harm arising from inappropriateness, and any other harm, would be clearly outweighed by other considerations, including any public benefits, so as to amount to the very special circumstances necessary to justify it.

Reasons

10. The appeal site is in the Green Belt and comprises two fields which are currently in agricultural use, located to the north and south of Marsh Lane and covering approximately 6 hectares and 3 hectares respectively. The proposed truck stop would be located on the northern field, with the southern field proposed as a biodiversity enhancement area.
11. The northern field lies within a larger parcel of land demarcated by the A446 Lichfield Road dual carriageway to the east, the M42 and M6 motorways (the 'M42/M6 corridor') to the west, and Marsh Lane to the south. The M42 Junction 9 (J9) roundabout is located approximately 0.8 kilometres to the north, and the

A446/Marsh Lane/Faraday Avenue roundabout ('the Hams Hall roundabout') adjoining the eastern boundary serves the Hams Hall Distribution Park approximately 0.6 km to the east. The HS2 route lies to the east of the A446, and works are ongoing. The edge of the built-up area of Curdworth village to the west is separated from the northern field by the M42/M6 corridor and small grazing paddocks.

12. Due to the low boundary hedges and small number of hedgerow trees, the northern field is open to view from both Marsh Lane and when approaching in a northerly direction from the A446 to the south of the Hams Hall roundabout. Ground levels rise towards the northern boundary which is demarcated by compound style fencing along part of its length, with the remainder open apart from a few trees.

Whether or not inappropriate development and the effect on openness and purposes

13. Policy LP3 of the North Warwickshire Local Plan 2021 (LP) seeks to protect the Green Belt. In stating that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances, Policy LP3 is consistent with Green Belt policy in the Framework.
14. The truck stop site to the north of Marsh Lane would be developed with a new roundabout access, an amenity building, a fuel station kiosk and canopy, gatehouse, hard surfacing, lighting columns, signage and perimeter fencing, together with parked HGVs and cars.
15. The construction of new buildings is inappropriate development in the Green Belt and the proposal would not fall within any of the exceptions listed at paragraph 154 of the Framework. Paragraph 155 lists six further forms of development that would not be inappropriate, provided that they would preserve openness and would not conflict with Green Belt purposes.
16. Within that list is 'local transport infrastructure which can demonstrate a requirement for a Green Belt location'. The Council does not dispute that the proposal would constitute 'transport infrastructure', and I see no reason to disagree with that assessment. I therefore turn next to the matter of whether or not the proposal would be 'local'.
17. The appeal site is in close proximity to the M6 and M42 motorways on the Strategic Road Network, and the A446. The scale of HGV parking proposed is based on traffic growth on those roads over a 10 year period. The National Survey of Lorry Parking¹ identifies seven national 'hotspots' where parking shortages are most pronounced, including Hams Hall to Dordon within which the appeal site is located. The proposal would seek to address this national need for HGV parking whilst also addressing some of the issues caused by roadside HGV parking in the vicinity of Hams Hall Distribution Park.
18. My conclusion, based on the evidence in this case, is that the proposed truck stop would help to meet strategic transport needs. For this reason, it would not be 'local' transport infrastructure and it would be inappropriate development in the Green Belt.

¹ AECOM and Department for Transport National Survey of Lorry Parking 2017 (updated September 2022).

19. Due to the significant and permanent boundaries formed by the highway infrastructure surrounding the appeal site as a whole, the appellant contends that it makes a limited contribution to Green Belt openness. It is argued that the site's context and the nature of existing views would limit the degree of contrast and change that will be experienced, and the appellant's Landscape Statement concludes that the proposal would have no more than a limited and localised effect on Green Belt openness, confined to limited stretches of roads around the site.
20. The biodiversity proposals for the southern field include tree and grassland planting, the parameters for which are shown on the Landscape Masterplan. These natural features would be seen in the context of the surrounding landscape. Since there would be no built development, engineering features or hard surfacing on this part of the appeal site, the proposal would not lead to any reduction in the openness of the Green Belt overall. The biodiversity proposals would also not conflict with any of the five purposes of including land within the Green Belt.
21. The proposed buildings on the northern field would have a small footprint and would be single storey in height and approximately 64% of the truck stop site would comprise open parking areas, landscaping and planting. There would be a robust framework of new native woodland, tree and hedge planting on the site boundaries. Nevertheless, the proposed development would result in buildings, structures, hard surfacing, fencing, lighting and parked HGVs and cars on a site where none existed previously which would result in a significant loss of Green Belt openness.
22. The level of activity, such as traffic generation, can also be a factor in assessing the impact of development on Green Belt openness. The appeal site is set within the context of surrounding road corridors which generate significant traffic movements along the M6, M42, A446 and at the M42/J9 and Hams Hall roundabouts.
23. However, the volume of traffic movements diminishes along Marsh Lane and in particular, the weight restriction in place through Curdworth village prohibits the movement of larger HGVs. This, together with the narrower road width contributes to a quieter and more rural character along Marsh Lane, with the movement and noise from the M42/M6 corridor only becoming apparent at closer distances to the Marsh Lane overbridge.
24. The new roundabout access would open the site up from Marsh Lane, with a noticeable increase in the level of HGV movements between the Hams Hall roundabout and the site access and this increased activity would also reduce the openness of the Green Belt.
25. Turning to Green Belt purposes, since no historic towns would be affected, purpose (d) is not relevant in this case. Whilst the use of brownfield and other urban land would comply with purpose (e), there is nothing in the evidence to indicate that there are alternative brownfield sites in the vicinity of the appeal site that would be available for a truck stop.
26. The truck stop would not physically merge with, nor would it be viewed directly in conjunction with, the built up areas of Curdworth nor Water Orton to the south due to the separation distances between them and the intervening topography. Due to the separation distance and the location of the intervening

Hams Hall roundabout, a degree of visual separation between the proposed development and the Distribution Park would be retained. Overall, I conclude that the proposal would not undermine Green Belt purposes (a) and (b) to check the unrestricted sprawl of large built-up areas and to prevent the merging of neighbouring towns.

27. Notwithstanding the presence of urbanising features in the vicinity of both parts of the appeal site, it is viewed in conjunction with the wider open countryside which extends from the M42/J9 roundabout to the built up edge of Coleshill to the south. From public vantage points to the east of Curdworth, including the Public Right of Way, the Hams Hall Distribution Park buildings, pylons and the HS2 works appear as the background context to the site, but they do not intrude into, nor undermine, the undeveloped and open aspect of the northern field.
28. The truck stop would be a significant incursion into part of the wider area of open countryside between the M42/J9 roundabout to the built-up edge of Coleshill, contrary to the purpose of the Green Belt to safeguard the countryside from encroachment. The site falls within the wider parcel CH9 in the Council's most recent Green Belt Study². The Framework does not make any distinction between Green Belt 'performance' in decision making, and I therefore give very limited weight to the appellant's conclusion that the site would be considered as 'low performing' when assessed against the purposes of the Green Belt.
29. My conclusion is that the proposal would be inappropriate development in the Green Belt which would result in significant harm to openness and would conflict with the purpose to safeguard the countryside from encroachment. There would be conflict with LP Policy LP3 and with the Framework. I give substantial weight to the harm arising from inappropriateness.

Form and character - Landscape

30. The appeal site is not within any national or local landscape designations and it is not a 'valued' landscape within the context of paragraph 180 of the Framework. The biodiversity and planting proposals for the southern field would make a positive contribution to the defining characteristics of the Cole Valley Landscape Character Area (LCA) within which it is located.
31. The northern field lies within the Middleton to Curdworth-Tame Valley Farmlands LCA, which is characterised by large arable fields enclosed by low gappy hedgerows with a few hedgerow trees. Although the landscape is predominantly agricultural, the Landscape Character Assessment³ acknowledges that at the southern end there are busy transport corridors, connecting to nearby industrial areas to the south around Hams Hall.
32. Due to its topography and lack of vegetation cover, when approaching along the A446 from the south, the northern field forms an open and undeveloped backdrop and it is not viewed directly in conjunction with the urbanising features of roads and the large scale buildings at Hams Hall. For this reason, it is characteristic of the landscape features of the Middleton to Curdworth-Tame Valley Farmlands LCA.

² Coventry and Warwickshire Joint Green Belt Study (April 2016)

³ North Warwickshire Landscape Character Assessment

33. Assessed against the factors in the Landscape Institute's Technical Guidance Note 02-21, the appellant's Landscape Statement concludes that the site and its immediate context are of low landscape value. The appellant's LVA concludes that the overall landscape effect would be minor adverse which would reduce to negligible with the maturing and management of existing and new planting, including on the southern field.
34. From more distant viewpoints, the intervening topography and vegetation would limit direct views of the development. However, at closer distances there would be substantial changes arising from the re-alignment of Marsh Lane, changes to landform, the new roundabout, new buildings, lighting, signage, fences and parked HGVs which would be harmful to the defining characteristics of the LCA.
35. The harm to the landscape character of the Middleton to Curdworth-Tame Valley Farmlands would be localised in effect and the proposed landscaping would soften the appearance of the development in the longer term. Overall, I conclude that there would be moderate harm to the landscape character of the LCA, in conflict with LP Policies LP1 and LP14 which together seek to improve the environmental quality of the area, and to conserve, enhance or restore landscape character.

Living conditions

36. At my informal site visit during the hours of darkness, I was able to see that there is a degree of existing illumination in the vicinity of the appeal site from the M42/M6 corridor, along the A446 and around the Hams Hall roundabout.
37. The appellant's Lighting Report strategy would follow best practice to limit light spread, to prevent glare and to avoid upward emission. There would be a minor adverse effect on the occupiers of Spring Farm to the south of Marsh Lane, which is the closest residential receptor.
38. The Council and the appellant have agreed a condition that would secure details of external lighting at the reserved matters stage, following the lighting strategy proposed. This would be necessary and reasonable to ensure that the submitted details would not cause material harm to the living conditions of the occupiers of Spring Farm, nor to the occupiers of the nearest residential properties on the east side of Curdworth.
39. Based on the appellant's Noise Impact Assessment, there would be negligible increases in noise levels from additional HGV movements above existing background noise levels. The Council and appellant have agreed conditions that would secure details of noise mitigation measures during construction and site operation, including for all mechanical plant and ventilation equipment such as fuel pumps and reversing alarms. These would be necessary and reasonable to ensure that there would be no material harm to the living conditions of nearby occupiers arising from noise and disturbance.
40. A Site Management Plan condition is also agreed. This would require details of litter and refuse collection, site security and measures to ensure that the truck stop would be restricted to HGV use and that it would not be used as a general facility for other highway users.
41. Overall, subject to the imposition of the above necessary conditions, I conclude that the proposed development would not lead to unacceptable impacts on the

living conditions of nearby occupiers. As such, there would be no conflict with LP Policy LP29 in so far as it requires new development to avoid and address unacceptable impacts on neighbouring amenities, including through noise and light pollution, nor with LP Policy LP30 in so far as it seeks to reduce sky glow, glare and light trespass from external illumination.

Other Considerations

42. Paragraph 113 of the Framework states that the importance of providing adequate overnight lorry parking facilities should be recognised in planning decisions, to reduce the risk of parking in locations that lack proper facilities, or where it could cause a nuisance. In supporting the safe and efficient operation of the distribution sector, the proposal would contribute to the economic objective of sustainable development.
43. LP Policy LP34 states that in recognition of the Borough's strategic location and demand for lorry parking, the Council will give weight to lorry parking provision and facilities, and opportunities for alternative provision and improved management in decision taking. There are, however, no site allocations for HGV parking or other driver facilities in the adopted LP.
44. The National Survey of Lorry Parking 2022 survey update confirms continuing high levels of demand and utilisation rates within the West Midlands. The provision of new facilities to address the national need for more lorry parking, and better services, has also received Ministerial support⁴.
45. The truck stop would help to address a national shortage of HGV parking. It would be well located for drivers using the Hams Hall Distribution Park, which is a nationally significant distribution facility, whilst also addressing issues caused by roadside HGV parking in the vicinity of Hams Hall.
46. The proposed truck stop would be conveniently located for HGV drivers to take their prescribed break periods within legal driving times. The provision of modern and accessible facilities would also support driver welfare and would make a positive contribution to recruitment and retention in the sector.
47. The proposed development has received representations in support, including from the managing agent for the Hams Hall Distribution Park who states that it would help to address the negative impacts of roadside parking on nearby roads. Warwickshire Police indicate their support as the proposed facility would give HGV drivers a secure place to park as they travel through North Warwickshire.
48. Taking into account traffic growth on the M42/M6 and A446, the Circular 2/2013 methodology indicates a need for 159 HGV spaces, and the appellant's Transport Assessment beat survey found that there were 89 HGVs parked inappropriately on roads in the vicinity of Hams Hall. The scale of the HGV parking provision is sufficiently flexible to accommodate future traffic growth and is justified by the evidence.
49. An assessment of 23 alternative sites, both within and outside the Green Belt, accompanied the planning application. The appeal site was found to be the

⁴ Secretaries of State for Transport, Work and Pensions and Environment, Food and Rural Affairs letter to the UK Logistics Sector July 2021 and Written Statement 'Planning reforms for lorry parking' by the Secretary of State for Transport 8 November 2021

most suitable in relation to the criteria used, which appear to be reasonable and robust. Although the site to the north-east of Junction 10 was not included in the alternative site assessment, at the hearing the appellant confirmed that this was due to the uncertainty about the future of the existing Motorway Service Area at Junction 10 in relation to HS2 works when the alternative site assessment was done.

50. Although other HGV parking and facilities have been developed in the area, and there is an outstanding application for HGV parking to the north east of M42 Junction 10, there is nothing to suggest that there is insufficient demand to support an additional facility in the location of the appeal site. Based on the above considerations, I give significant weight to the benefits of the proposed scheme.
51. The biodiversity measures on the southern field would be secured through a condition requiring details of a Landscape and Ecology Management Plan at the reserved matters stage. This would be based on the submitted Ecology Report which sets out the biodiversity net gain calculation. Overall, the proposal would comply with LP Policy LP16 which requires that development should help ensure a measurable net gain in biodiversity. I afford the biodiversity gains moderate weight in favour in the overall planning balance.

Other matters

52. Subject to conditions which have been agreed, National Highways has no objection to the proposed development and no measures are necessary to mitigate the impact of the proposal on the Strategic Road Network. The appellant's Transport Assessment has modelled the effect of the development on the local highway network and subject to conditions, the Highway Authority has no objection. A 3 metre footway/cycle path would be provided to the north of Marsh Lane, between the new roundabout and the Hams Hall roundabout.

Green Belt Balance and Conclusion

53. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications are determined in accordance with the development plan unless material considerations, which include the Framework, indicate otherwise.
54. Whilst I have found that there would be no material harm to the living conditions of nearby residents, this is a neutral factor in the overall planning balance.
55. The other considerations in this case include the compelling evidence of need for additional HGV parking and driver facilities, the provision of which would help to address a national shortage of HGV parking, improve driver welfare, would support the distribution sector generally and would have wider public benefits in reducing the levels of roadside parking in the vicinity of Hams Hall Distribution Park. I give significant weight in favour of the appeal to these benefits, and moderate weight to the biodiversity proposals for the southern field.
56. Set against this, the proposal would be inappropriate development in the Green Belt and substantial weight attaches to the harm to the Green Belt. This combined with the moderate harm to the landscape character of the Tame

Valley Farmlands LCA carries very substantial weight against the proposal in the Green Belt balance.

57. I find that the other considerations, taken together, do not clearly outweigh the very substantial weight against the proposal arising from the combination of inappropriateness and the harm to landscape character. The very special circumstances necessary to justify the development in the Green Belt do not exist. Therefore, the proposal would be contrary to the development plan, read as a whole, along with the provisions of the Framework.
58. For the reasons outlined above and having had regard to all other matters raised, the appeal should be dismissed.

Sarah Housden

INSPECTOR

APPEARANCES

FOR THE APPELLANT:	
Mr S Harley BSocSc (Joint Hons) MPhil MRTPI	Director, Oxalis Planning
Ms M Thomson LLB LARTPI	Planning Solicitor
Mr T Jackson BA Hons Dip LA CMLI	Director, FPCR Environment and Design Ltd
FOR THE LOCAL PLANNING AUTHORITY	
Mr J Brown BA DipTP MRTPI	Head of Development Management
Cllr M Watson North Warwickshire Borough and Warwickshire County Council	
INTERESTED PERSONS	
Mr R Habgood	Curdworth Parish Council
Mr Hodgetts	Hodgetts Estates
Mr Bunn	Director, Tetra Tech
Mr D Hann	Director, WSP
Ms S McKenna	
Mr T Tillson	
Mr T Wilcox	
Ms J Tillson	
Ms J Wiseman	
Mr P Smith	
Mr T Wilcox	

DOCUMENTS SUBMITTED AT HEARING

1. Notification letter from the LPA dated 13 December 2023 to third parties notifying that the hearing is scheduled to last for 2 days.

APPENDIX 6: RAIL TERMINAL CONNECTIVITY STATEMENT – SECOND TECHNICAL ADDENDUM



Rail Terminal Connectivity Statement – Second Technical Addendum

**Prepared for Hodgetts Estates by
MDS Transmodal Ltd**

May 2024

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1. INTRODUCTION

1.1 MDS Transmodal (MDST) have previously prepared a number of documents relating to proposals for a new strategic industrial/warehouse-led business park on land to the north-east of Junction 10 of the M42 motorway, North Warwickshire (land NE J10 M42). Up to 100,000 square metres of new high-bay logistics and industrial floor space is proposed for the site, with ancillary office space, a site Hub Office and a 150 space overnight lorry park facility. These documents are:

- Rail Terminal Connectivity Statement;
- Rail Terminal Connectivity Statement – Technical Addendum;
- HGV Parking Facility Need Assessment; and
- Zero Emission Goods Vehicle Statement.

1.2 Those documents concluded that:

- Due to its close proximity to *Birch Coppice Business Park*, the proposed warehouse development can in practice be classified as rail-served. Occupiers will be able to access *Birmingham Intermodal Freight Terminal (BIFT)*, the rail terminal at Birch Coppice, on the same basis as those currently located within the business park, thereby generating direct financial benefits to shippers and occupiers, and wider societal benefits that are generated through modal shift to rail.
- There is a compelling case for the provision of new HGV parking capacity at the proposed site. There is a clearly identified need for the provision of additional HGV parking capacity in the area. The site meets the criteria defining a suitable location for HGV parking to a high level and the planned parking facilities are those required by road haulage operators and drivers.
- The planned scheme will be able to accommodate zero-emission goods vehicles, which ever emerging technology or technologies eventually becomes the long-term solution. It is therefore 'net-zero ready' and will contribute to the process of decarbonising the road transport sector.

1.3 This document is a second Technical Addendum to the Rail Terminal Connectivity Statement and has been prepared to provide an update on two key issues which have arisen since the preparation of the original document and Technical Addendum. In summary, it details the Government's continued support for rail freight and warehouse schemes which are connected to the railway network.

2. RAIL FREIGHT GROWTH TARGET

- 2.1 The *Plan for Rail*¹, which was published by the Department for Transport (DfT) in May 2021 and set out policy proposals for reform of the railways, restated the Government’s continued commitment to increasing the amount of freight that is transported by rail. It noted that the rail freight market has been transformed over the past 25 years, from largely moving coal and steel to a focus on construction materials and consumer logistics (deep-sea containers, domestic intermodal). It stated that *Great British Railways (GBR, the proposed new integrated rail body that will be responsible for managing the track infrastructure and planning/commissioning passenger train services)* “*will also have a statutory duty to promote rail freight to secure economic, environmental and social benefits for the nation.*” (Paragraph 45).
- 2.2 In order to encourage and facilitate an increase in the amount of rail freight, the *Plan for Rail* committed the Government to setting a long-term rail freight growth target. The target was subsequently published by the DfT in a short policy paper on 20 December 2023². The long-term target is for rail freight to grow by at least 75% in terms of freight moved by 2050. This equates to an annual growth of around 2.3% on a compound basis. The target is not viewed as a ceiling; stakeholders are expected to be ambitious and seek growth beyond the target.

Purpose of Rail Freight Growth Target

- 2.3 The December policy paper states that the purpose of the growth target is to strengthen the place of rail freight on the network, to help create new opportunities for investment (both public and private sector), and to give confidence to the sector’s customers and investors. The Government considers the rail freight growth target as a signal of support for and confidence in rail freight. It is also consistent with the approach detailed in the *Future of Freight Plan* from 2022 (see Rail Terminal Connectivity Statement Technical Addendum).
- 2.4 It is intended to provide the wider rail sector with a shared or common objective. As stakeholders (both public and private sector) plan and implement their future strategies and policies, they will need to be mindful of delivering the long-term growth target. For Network Rail (and ultimately GBR), this means providing an infrastructure that has the requisite capacity and capability to operate additional services (it must not constrain future demand). Future enhancements will need to account for freight growth, with the necessary capital allocated in funding settlements. New network connections resulting from private sector investment should be implemented in a timely manner.

¹ <https://www.gov.uk/government/publications/great-british-railways-williams-shapps-plan-for-rail>

² <https://www.gov.uk/government/publications/rail-freight-growth-target/rail-freight-growth-target>

- 2.5 As has been demonstrated in the Rail Terminal Connectivity Assessment document and Technical Addendum, and further addressed below (Revised NPS), private sector investment in new terminals and rail-served warehousing is a crucial component in facilitating additional rail freight. Planning policies and decisions will therefore have to take account of the long-term growth target. Guidance and local plans will need to include policies that facilitate the development of terminals and warehouse facilities. Planning authorities will need to consider delivery of the growth target when making decisions. Ultimately, it should provide the private sector the confidence to invest in the new terminal and warehouse infrastructure that will be required to realise the growth target.
- 2.6 It is worth noting that the publication of the growth target was undertaken after the decision in October 2023 to curtail HS2 to the Phase 1 section between London and the West Coast Main Line (WCML) at Handsacre Junction (near Lichfield). Phase 2 from Handsacre to Crewe and then onwards to Manchester has been officially removed from the scheme, even though it would have provided much needed new capacity that by-passed a known bottleneck on the WCML, namely the at-grade junction at Colwich and the two-track section through Shuggborough Tunnel. This has two implications. Firstly, the growth target means that Network Rail (ultimately the Department for Transport) will now need to seek other means of providing the additional capacity north of Handsacre if the target is to be achieved. Secondly, for the time being the Midlands terminals such as BIFT will continue to benefit from the additional capacity HS2 Phase 1 will provide between London and the Midlands.

Establishing the Long-Term Growth Target

- 2.7 The DfT commissioned the *Great British Railways Transition Team (GBRTT*, the arms length body that has been tasked with implementing the new integrated rail body) to develop a range of options for the long-term growth target. GBRTT undertook two distinct strands of work, which were then drawn together into a series of options.
- 2.8 Firstly, GBRTT launched a ‘call for evidence’ during the summer of 2022 to inform the design and development of the long-term growth target. It’s key aim was to further understand market demand, opportunities for rail freight growth, the challenges to delivering growth and the drivers of logistics decisions. Respondents included the rail freight operating companies, current rail freight customers, potential customers, and other stakeholders with an interest in rail freight (including ports, investors and public sector transport bodies).
- 2.9 The exercise confirmed that there is significant scope to increase rail’s share of the freight market, with rail freight playing an important role in meeting net-zero targets (viable solution to reducing greenhouse gas emissions). There was a willingness to use rail if barriers can be overcome, which included network capacity and capability, and cost. Overall there was strong support for the development of a growth target.

- 2.10 The second piece of work covered the commissioning of detailed long-term rail freight forecasts. The forecasts were produced by MDS Transmodal using its GB Freight Model. A range of market scenarios were forecast to frame the potential size of the freight sector by 2050. These included the identification of ‘core’ and ‘emerging core’ markets to narrow the focus of the forecasts to those sectors that will materially drive investment or access decisions. The outputs were then assessed with respect to whether the demand forecast could be accommodated on the existing rail network, with high-level solutions considering making better use of the network, enhancing the network, and terminal and warehouse developments.
- 2.11 Informed by the ‘call for evidence’ responses, the forecast outputs were subsequently used to produce three long-term growth target options; namely:
- Option 1 – 45% increase in freight tonne-km;
 - Option 2a/b – 65% to 85% increase in freight tonne-km; and
 - Option 3 – 105% increase in freight tonne-km
- 2.12 The DfT subsequently set the long-term growth target at a 75% increase in freight tonne-km by 2050, this being the mid-point of the GBRTT’s preferred option. This was considered to be the option which ensured strong growth whilst also delivering value for money. The higher target was not deemed ‘realistically credible’ by the DfT given the likely significant demand on public expenditure.
- 2.13 In summary, the long-term growth target re-commits the Government to growing reliance of the UK economy upon rail freight. However, it will be investment by the private sector in new terminals and warehouse facilities served directly from the railway network that will help deliver the expected growth. The growth target should provide those private investors with the confidence to invest given that planning authorities will need to be mindful of the target when making decisions.

3. REVISED NATIONAL PLANNING STATEMENT FOR NATIONAL NETWORKS

- 3.1 The *National Planning Statement for National Networks (NPSNN)* was designated by Parliament in 2015. Conforming to the requirements of the Planning Act 2008, it sets out the need for, and the Government’s policies to deliver, nationally significant infrastructure projects (NSIP) on the national road and railway network. It includes the Government’s policies concerning the development of Strategic Rail Freight Interchanges (SRFIs) and it also provides planning guidance for the promoters of such projects.
- 3.2 While not directly applicable to the land NE J10 M42 scheme (as it is not an NSIP), it is nonetheless of some relevance as the NPSNN sets out the case for developing an expanded network of new rail-served logistics facilities (including extensions to existing facilities). The document notes that rail freight is of strategic importance, is playing a significant role in logistics and is an increasingly important driver of economic growth. Paragraph 2.40 states that modal shift from road to rail can help reduce transport’s emissions of greenhouse gases as well as providing wider transport and economic benefits. For these reasons, the document states that the Government seeks to accommodate an increase in rail freight where practical and affordable by providing extra capacity.
- 3.3 The NPSNN states that the aim of SRFIs is to optimise the use of rail in the freight journey by maximising rail trunk haul and minimising some elements of the secondary distribution leg by road through co-location of freight and distribution activities. They are therefore a key element in reducing the cost of moving freight by rail and are important in facilitating modal shift, thereby reducing HGV movements (Paragraph 2.44). It concludes that they are a “*key element in aiding the transfer of freight from road to rail, supporting sustainable distribution and rail freight growth and meeting the changing needs of the logistics industry, especially the ports and retail sector*” (Paragraph 2.47).
- 3.4 Rail demand forecasts are presented which confirm the need for an expanded network of large SRFIs across the regions to accommodate the long-term growth in rail freight (Paragraph 2.50). The NPSNN concludes that a network of SRFIs is needed across the regions, to serve regional, sub-regional and cross-regional markets. It further concludes that a reliance on existing rail freight interchanges and on road-only based logistics is neither viable nor desirable (Paragraph 2.55 and Table 4), and that “*there is a compelling need for an expanded network of SRFIs*” (Paragraph 2.56).
- 3.5 In 2022 the DfT launched a review of the NPSNN, in part to reflect new legislation set out in the Environment Act 2021. Following this review, a *Draft NPS for National Networks* was published for consultation on 14 March 2023. The final revised NPSNN³, taking into account consultation

³ <https://www.gov.uk/government/publications/national-networks-national-policy-statement>

responses, was subsequently published and presented to Parliament in March 2024 (as required by the Planning Act 2008). It is anticipated that it will be formally adopted over the coming months.

- 3.6 The revised NPSNN contains a ‘*Drivers of Need*’ section relating specifically to SRFIs (Paragraphs 3.81 to 3.97), albeit it has been re-drafted from the similar section in the 2015 document. Four ‘drivers of need’ are described below.

1. Network performance and resilience. It states that rail freight plays a key role in supply chain resilience. It also notes that intermodal freight is expected to be a key freight growth market. Paragraph 3.83 specifically states that SRFIs reduce the cost to users of moving freight by rail, by streamlining the process and enabling warehouse facilities to be incorporated into the end destination. They are therefore important in facilitating and incentivising modal shift from road to rail. Importantly, this conclusion reiterates that stated in the 2015 NPSNN.

2. User needs. It states that as freight and logistics operators seek to reduce their carbon emissions, they are increasingly looking to modal shift to rail. This will require the logistics industry to develop new facilities that need to be located alongside the major rail routes and close to major trunk roads. It concludes that a network of SRFIs is a key element in aiding the transfer of freight from road to rail, supporting sustainable distribution and rail freight growth and meeting the changing needs of the logistics industry (Paragraphs 3.85 to 3.89).

3. Connectivity and supporting economic growth. Paragraph 3.90 specifically notes that recently consented SRFIs are expected to create thousands of jobs on site, with additional roles created in the wider economy through indirect and supply chain links. Expansion at existing SRFI sites is also expected to create numerous new roles and supporting local economies.

4. Environment. The NPSNN notes that rail is currently the only way of transporting goods in a low-carbon way and that there is a clear need to encourage modal shift to realise environmental benefits (Para 3.94 to 3.97).

- 3.7 Overall, the revised NPSNN reaches the same conclusions as the 2015 document. Paragraph 3.99 reiterates the Government’s commitment to growing the sector, referencing both the *Plan for Rail* and the *long-term growth target* described above, stating that it is committed to meeting this figure. To be able to successfully achieve that growth target, it notes that the right infrastructure needs to be in place, providing the necessary capacity and capability to support growth. SRFIs are therefore crucial to rail freight growth.

- 3.8 Again, it concludes that to facilitate modal shift, a network of SRFIs is needed across a broad range of regions, to serve regional, sub-regional and cross-regional markets (Paragraph 3.100). It is essential that these have good connectivity with both the road and railway networks.

Noting that there are several SRFIs which have been consented in recent years (and are now operational), the revised NPSNN states that to meet the Government’s ambitions for rail freight growth, there remains a need for appropriately located SRFI across all regions where there is demand or potential demand, to enable further unlocking of benefits (Paragraph 3.101). A list of potential alternatives is provided, including a continued reliance on road based haulage, but all are dismissed as being neither viable or desirable.

- 3.9 Paragraph 1.103 concludes by stating that there is a “*compelling need for an expanded network of SRFIs*” throughout the country. This is particularly important since it again reiterates the conclusions of the 2015 NPSNN, albeit it is not supported by rail demand forecasts (as per the 2015 document), but specifically endorses projects of the kind promoted – which does just that.

4. MODAL SHIFT FUNDING

DP World Southampton

- 4.1 The deep-sea container terminal at the Port of Southampton is operated by the international port company Dubai Ports World (DP World)⁴. They also own and operate the London Gateway deep-sea container port on the Thames estuary in Essex. Along with Felixstowe (owned and operated by Hutchinson Ports UK), the three ports handle the vast majority of deep-sea container traffic in Great Britain.
- 4.2 There are three intermodal rail terminals located within the Port of Southampton estate, namely:
- Maritime terminal (operated by Freightliner);
 - Milbrook terminal (operated by Freightliner);
 - Solent Stevedores terminal.
- 4.3 All three terminals handle intermodal services to key inland terminals, including BIFT at Birch Coppice and Hams Hall. Over the past two decades, significant investment has gone into enhancing the capability of the rail network serving the Port of Southampton. This has included loading gauge enhancements on the main ‘Cherwell Valley’ route via Reading and Oxford to the Midlands so that it can handle the tallest deep-sea shipping container units. Despite this position, the rail mode share (when measured in terms of the number of containers moved by rail versus road haulage) had fallen to just over 20% by mid-2023, down from around 34% a decade earlier.
- 4.4 To address this decline, DP World announced in mid-2023 that it would introduce a Mode-Shift Programme (MSP). Introduced on a trial basis for 12 months from 1 September 2023, the MSP will see each import laden container handled through DP World’s Southampton terminal charged an additional £10 (on top of existing port dues, stevedoring and demurrage charges) to reflect the environmental cost of onward road haulage. To off-set this charge, shippers using intermodal rail for short-haul inland clearance flows (less than 220km or around 140 miles) will be awarded a *MSP incentive* rebate. This incentive was initially set at £70 per container, which was briefly raised to £100 (between January and March 2024), and is currently (April 2024) set at *£80 per container*. Import laden containers moving by intermodal rail over longer distances above 220km will be refunded the £10 per container charge.
- 4.5 Inland terminals benefiting from this MSP incentive are:

⁴ Port of Southampton is owned by *Associated British Ports*, with the container terminal leased to and operated by DP World.

- Avonmouth – Bristol and Portbury;
- Midlands – Hams Hall, BIFT (Birch Coppice) and Freightliner Landor Street (Birmingham);
- East Midlands Gateway;
- Wentloog (Cardiff);
- DIRFT and Northampton Gateway; and
- DP World London Gateway.

4.6 Since the introduction of the MSP, the rail mode-share at Southampton is reported as having risen from 21% to 35%. Importantly, the BIFT terminal at Birch Coppice is located within the MSP incentive hinterland. There is obvious logic in respect of a scheme which increases the prospect of using the SRFI at BIFT therefore.

Review of Mode Shift Grants

4.7 The DfT currently operates a number of grant schemes designed to encourage modal shift away from road haulage to more sustainable modes, including rail freight and coastal shipping. The schemes are designed to fill the ‘cost gap’ between road haulage and the more sustainable modes (on the basis that road haulage offers cheaper rates), and are effectively paid for by the wider societal benefits generated (so called mode-shift benefits or MSBs) when cargo moves by non-road modes (e.g. reduction in GHG emissions, less congestion, accidents, road wear-tear etc..). MSBs are estimated from the number of HGV-km removed from the road network (and subsequently equated on a ‘per HGV-km’ basis). The applicable grant scheme for unit-load cargo (i.e. intermodal) is called *Mode Shift Revenue Support (MSRS)*.

4.8 Under MSRS, Great Britain is divided into 18 MSRS-zones. For each zone-zone movement, the DfT has determined (using a cost model) which qualify for grant funding. Those where road haulage is expected to offer a lower cost solution qualify for grant funding (and contrary, those where rail is cheaper being disqualified). For example, Felixstowe to Trafford Park is deemed to be cheaper by rail and does not qualify, while Southampton to BIFT is regarded as being cheaper by road and therefore does potentially attract grant funding. For the qualifying zone-zone movements, the value of the grant funding available is calculated on a ‘per container moved’ basis (again using a cost model), and is determined by the ‘cost gap’ between road and rail, or the MSB value (whichever is the lowest). There are two sets of MSRS rates, one for traffics originating at a port (e.g. deep-sea containers) and the other for goods moving between domestic inland rail terminals (e.g. BIFT to Mossend near Glasgow). Grants are payable to the rail freight operator or the shipper.

4.9 Some example MSRS rates to/from BIFT are:

- To/from Port of Southampton - £42 per container

- To/from Port of Felixstowe - £22 per container
 - To/from Mossend terminal - £21 per container
- 4.10 There are four ‘bid rounds’ per financial year. Where the DfT’s grant budget (currently c£21 million per annum) is likely to be exceeded, grants are awarded to those flows which will generate the highest level of benefits in relation to grant costs (so called benefit cost ratio or BCR).
- 4.11 State-aid rules means the current MSRS scheme is scheduled to end in April 2025. In Autumn 2023, the DfT launched a formal review of all the mode-shift support grant schemes (including MSRS for intermodal rail). A ‘call for evidence’ from stakeholders was undertaken during December 2023 and January 2024. The DfT is currently analysing the responses to the ‘call for evidence’ along with undertaking other evaluations of the MSRS scheme. The review will ultimately decide whether to continue with the existing MSRS grant scheme (potentially with some alterations/adjustments) beyond April 2025, to introduce a new grant funding scheme(s) or abolish them entirely. At the time of writing, the DfT had yet to make a formal decision of the future of the mode-shift grant schemes, albeit there is a strong prospect of a similar scheme being progressed after 2025.
- 4.12 The current MSRS scheme’s cost calculations assume the cargo origin or destination is located distant from the rail-terminal, meaning that there is an unavoidable requirement to use road-legal road haulage. As described in the *Rail Terminal Connectivity Assessment (and Addendum)*, this incurs additional costs when compared with being located on a rail-served site (and is the underlying rationale for SRFIs, as set out in the NPSNN summarised in the previous section). However, the current MSRS scheme pays the same grant rate for origins/destination within a SRFI, implying additional advantages to shippers being located within and using rail freight at such sites.
- 4.13 Due to land NE J10 M42 close proximity to Birch Coppice Business Park, it has been demonstrated that the proposed warehouse development can in practice be classified as rail-served (due to the ability to use ‘works truck’ equipment, which have lower operating costs between rail terminal and warehousing when compared with road-legal HGV equipment). Occupiers will be able to access Birmingham Intermodal Freight Terminal (BIFT), the rail terminal at Birch Coppice, on the same basis as those currently located within the business park.

Battery-Electric HGVs

- 4.14 While considering sustainability initiatives, it is worth briefly noting that Maritime Transport, the operators of both the BIFT and Hams Hall terminals, have recently agreed to undertake a 5 year Government backed trial of battery-electric HGV tractor units. As part of the Government’s Freight Demonstrator programme, Maritime have agreed to trial up to 50 battery-electric HGV

tractor units, 20 of which will be based at their BIFT terminal (Birch Coppice). On the basis that the trial is successful, they will look to increase the provision of battery-electric HGV provision across their portfolio of UK sites.

5. SUMMARY AND CONCLUSIONS

- 5.1 MDS Transmodal (MDST) have previously prepared a number of documents relating to proposals for a new strategic industrial/warehouse-led business park on land to the north-east of Junction 10 of the M42 motorway, North Warwickshire (land NE J10 M42). This document is a second Technical Addendum to the Rail Terminal Connectivity Statement and has been prepared to provide an update on two key issues which have arisen since the preparation of the original document and Technical Addendum.
- 5.2 In order to encourage and facilitate an increase in the amount of rail freight, the *Plan for Rail* committed the Government to setting a long-term rail freight growth target. The target was subsequently published by the DfT in a short policy paper on 20 December 2023. The long-term target is for rail freight to grow by at least 75% in terms of freight moved by 2050. This equates to an annual growth of around 2.3% on a compound basis.
- 5.3 The purpose of the growth target is to strengthen the place of rail freight on the network, to help create new opportunities for investment (both public and private sector), and to give confidence to the sector's customers and investors. The Government considers the rail freight growth target as a signal of support for and confidence in rail freight. It is intended to provide the wider rail sector with a shared or common objective. Private sector investment in new terminals and rail-served warehousing is a crucial component in facilitating additional rail freight. The target should therefore provide the private sector the confidence to invest in the new terminal and warehouse infrastructure that will be required to realise the growth target.
- 5.4 While not directly applicable to the land NE J10 M42 scheme (as it is not an NSIP), the NPSNN is nonetheless of some relevance as it sets out the case for developing an expanded network of new rail-served logistics facilities (including extensions to existing facilities). A revised version of the 2015 NPSNN was published and presented to Parliament in March 2024 (as required by the Planning Act 2008). It is anticipated that it will be formally adopted over the coming months.
- 5.5 The revised NPSNN reaches the same conclusions as the 2015 document. Paragraph 3.99 reiterates the Government's commitment to growing the sector, referencing the *long-term growth target* described above, stating that it is committed to meeting this figure. It concludes that to facilitate modal shift, a network of SRFIs is needed across a broad range of regions, to serve regional, sub-regional and cross-regional markets. It also states that there is a "*compelling need for an expanded network of SRFIs*" throughout the country. This is particularly important since it again reiterates the conclusions of the 2015 NPSNN.
- 5.6 The BIFT terminal at Birch Coppice is ideally located to take advantage of various mode-shift funding initiatives. It is located within the MSP incentive hinterland being promoted by DP

World at Southampton. Flows from both Felixstowe and Southampton qualify for the DfT's own MSRS grant scheme.

APPENDIX 7: MARITIME TRANSPORT LETTER OF SUPPORT

APPENDIX 8: CHRISTINE RAMPLEY – PROFESSIONAL OPINION LETTER

APPENDIX 9: LETTERS OF SUPPORT – VARIOUS

APPENDIX 10: BIRMINGHAM LIVE ARTICLE APRIL 2021 AND BIRMINGHAM LIVE ARTICLE MARCH 2022

APPENDIX 11: A5 LAY-BY PICTURES